

**GTZ Appraisal Mission**

**COPING WITH CLIMATE CHANGE  
IN THE PACIFIC ISLAND REGION  
(CCCPIR)**

**Institutional and Donor Coordination  
Framework**

April 2010

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## List of Abbreviations

ADB	Asian Development Bank
ACCPIR	Adaptation to Climate Change in the Pacific Island Region, GTZ
AusAID	Australian Agency for International Development
AOSIS	Alliance of Small Island States
BMU	Federal Ministry for the Environment, Conservation and Nuclear Safety
CBA	Community Approach
CBD	Convention on Biological Diversity
CBF	Community Based Forestry
CBO	Community-based Organisation
CCA	Climate Change Adaptation
CCA	Community Conservation Area
CCCPIR	Coping with Climate Change in the Pacific Islands Region Project
CCOP	Committee for Coordination of Joint Prospecting for Mineral Resources in South Pacific Offshore Areas (SOPAC)
CDM	Clean Development Mechanism
CER	Certified Emission Reduction
CETC	Community Education and Training Centre (part of SPC, Fiji)
CIF	Climate Investment Funds
CLIMAP	Climate Change Adaptation Programme for the Pacific (ADB)
COP	Conference of Parties
CPS	Country Partnership Strategies (ADB)
CRGA	Committee of Representatives of Governments and Administration (SPC)
CROP	Council of Regional Organisations in the Pacific
CTF	Clean Technology Fund
DG	Director General
DPCC	Development Partners for Climate Change (Suva, Fiji)
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
DSAP	Development of Sustainable Agriculture in the Pacific (EU Programme)
EDF	European Development Fund
EIA	Environmental Impact Assessment
EU	European Union
EEZ	Exclusive Economic Zone
FAO	Food and Agriculture Organisation
FFA	Forum Fisheries Agency
FLEGT	Forest Law Enforcement, Governance and Trade
FSchM	Fiji School of Medicine
FSM	Federated States of Micronesia
FSPI	Foundation for the Peoples of the South Pacific
FOC	Forum Officials Committee
GCCA	Global Climate Change Alliance (EU)
GEF	Global Environmental Facility
GHG	Green House Gases
GIS	Geographic Information System
GTZ	German Technical Co-operation
ICI	International Climate Initiative (BMU)

ICT	Information and Communication Technology
ICZM	Integrated (Community-based) Coastal Zone Management
IPCC	Intergovernmental Panel on Climate Change
IUCN	International Union for the Conservation of Nature
IT	Information Technology
JCS	Joint Country Strategy
JICA	Japan International Cooperation Agency
KfW	KfW Development Bank, Germany
LMBNR	Land and Marine Based Natural Resources
LULUCF	Land Use, Land Use Change and Forestry
LUP	Land Use Planning
M&E	Monitoring and Evaluation
MDG	Millennium Development Goal
MECM	Ministry of Environment, Conservation and Meteorology
MLNRE	Ministry of Lands, and Natural Resources, and Environment Vanuatu
MRV	Measurement, Reporting and <i>Verification</i>
NACCC	National Advisory Committee on Climate Change, Vanuatu
NAMAs	Nationally Appropriate Mitigation Actions
NAPA	National Adaptation Programme of Action
NGO	Non-Governmental Organisation
NZ	New Zealand
NZAID	New Zealand Agency for International Development
OCHA	UN Office for the Coordination of Humanitarian Affairs
ODA	Official Development Assistance
PACC	Pacific Adaptation to Climate Change project (GEF)
PACE-SD	Pacific Centre for Environment and Sustainable Development (USP)
PALM	Pacific Islands Leaders Meeting (Japan/PIF)
PCCR	Pacific Climate Change Roundtable
PDD	Project Design Document
PEA	Project Executing Agency
PIANGO	Pacific Islands Association of Non-Governmental Organisations
PIC	Pacific Islands Country
PICCAP	Pacific Islands Climate Change Assistance Programme (GEF)
PICTs	Pacific Island Countries and Territories
PIDP	Pacific Islands Development Programme
PIFACC	Pacific Islands Framework for Action on Climate Change
PIF	Pacific Island Forum
PIFS	Pacific Island Forum Secretariat
PI-GCOS	Pacific Island Global Climate Observation System
PIN	Project Identification Note
PNG	Papua New Guinea
PPA	Pacific Power Association
PPAC	Pacific Plan Action Committee
PPP	Public Private Partnerships
PRIP	EU Pacific Regional Indicative Programme
REDD	Reduced Emissions from Deforestation and Degradation
RAO	Regional Authorizing Officer of the EU
RIF	Regional Institutional Reform
SciCOFish	Scientific support for the management of coastal and oceanic fisheries in the Pacific Islands region

SCF	Strategic Climate Fund
SIDS	Small Island Development States
SG	Secretary General
SNC	Second National Communication under UNFCC
SOPAC	(South) Pacific Islands Applied Geoscience Commission
SPBEA	South Pacific Board for Educational Assessment
SPC	Secretariat of the Pacific Community
LRD	Land Resource Division of the SPC
SPEC	South Pacific Bureau for Economic Co-operation
SPOCC	South Pacific Organisations Coordinating Committee
SPREP	South Pacific Regional Environment Programme
SPTO	South Pacific Tourist Organisation
STAR	Science, Technology and Resources Network (SOPAC)
STE	Short Term Experts
TAG	Technical Advisory Group (SOPAC)
TC	Technical Cooperation
TCSP	Tourism Council of the South Pacific
TIM	Tourism Industry Members
TL	Team Leader
TNC	The Nature Conservancy
TOR	Terms of Reference
UN	United Nations
UNDP	United Nations Development Programme
UNFCCC	United Nations Framework Convention on Climate Change
USA	United States of America
USD	United States Dollar
USP	University of South Pacific
WB	World Bank
WRM	Water Resources Management
WWF	World Wide Fund for Nature

# 1 EXECUTIVE SUMMARY

The report gives a climate change related overview of the institutional and donor framework for the region of Pacific Islands Countries and Territories (PICTs).

Under the umbrella of the Council of Regional Organizations in the Pacific (CROP) operate eleven independent inter-governmental organisations. In the context of the appraisal mission the most relevant organisations are the Pacific Islands Forum Secretariat (PIFS), Secretariat of the Pacific Community (SPC), Pacific Islands Applied Geoscience Commission (SOPAC), Secretariat of the Pacific Regional Environment Programme (SPREP), South-pacific.travel, previously known as South Pacific Tourist Organisation (SPTO), the Pacific Power Association (PPA) the University of the South Pacific (USP) and the Pacific Islands Forum fisheries Agency (FFA). History, membership, constitution, executive structure, objectives and mandate, core functions and programmes, especially with regard to climate change related themes, as well as funding of these organisations are briefly described and analysed.

The institutional framework is presently subject of a significant restructuring process, i.e. the Regional Institutional Framework Review which was initiated with the Pacific Plan 2005 aiming at improving regional coordination and its effectiveness and efficiency. The major change at present is the dissolution of SOPAC and the transfer of its functions and programmes to SPREP and SPC which was formalised during the appraisal mission on March 31, 2010.

Having described the institutional architecture and review process the framework is being assessed with regard to its capacity and financial sustainability. The regional organisations were created at different times over several decades in response to different needs with different memberships, governance structures and mandates. Thus, the framework is not a result of a designed coherent structure rather than a frame fitted around existing institutions and relationships. Different mandates, competing interests, donor funding etc. have absorbed a lot of energies of CROP agencies management and led, despite CROP, to distortions and overlapping programmes and activities. This is especially, but not exclusively true for cross-cutting issues such as climate change.

Despite those institutional constraints the collective capacity of the regional organizations to deliver scientific and technical services to the Pacific Community member countries is generally valued as of relative high standard. Provided the financial resources are at hand the organisations are able to attract recognised international professionals. The capacity in principle is limited almost exclusively by the constraints of insufficient human and financial resources. The dependence on donor and project funding is high. In consequence, strategic, long term planning and securing related human professional resources is restricted to a great extent. With the exception of organisations pillared by the private sector and/or companies (e.g. PPA and south-pacific.travel) all technical CROP organisations are not financially independent and sustainable. Under such circumstances projects often find themselves in an “island situation” with weak links to the partner organisation.

As far as climate change related issues are concerned SPC and SPREP have to be seen as the major players in designing the institutional architecture for project implementation.

SPREP has been given the lead function for climate change in the region whereas SPC has been given the lead for the energy sector (transfer from SOPAC). SPC, having as focal points or partners respectively sectoral public ministries and entities at the country level can unlike SPREP enter the community level, if required, through decentralized structures. This and its capacities suggest that SPC continues to be the main implementing agency incorporating SPREP and the other organisations into the project by cooperation agreements. SPC, SPREP as well as the other organisations need to be strengthened in their capacity to support and advise members to build up full climate change advisory services.

In member countries structures and regulatory frameworks for climate change related initiatives are usually in place and understanding and awareness of climate change exists at the government level, partly as legacy of the Pacific Islands Climate Change Assistance Project (PICCAP) funded by GEF (1997 – 2001). However, as far as the institutional capacities in the member countries is concerned, findings suggest that mandates and segregation of functions often are not clarified sufficiently as at the regional level leading to overlaps and conflicts. Institutional capacities, not only in the small island countries, are generally insufficient and heavily strained by the multitude of climate related initiatives and projects. In consequence the dependence of PICTs on support offered by regional organisations and/or donors is high. Project implementing at the community level usually relies heavily on partnerships with NGOs and civil society groups. NGOs have been gradually been increasing in numbers over the years but often are still personally and financially weak. Implementation capacity, thus, is limited. They will, nevertheless, have to assume an important role in community based projects, but also require external funding and need to be strengthened with regard to dealing with climate change issues.

Donors including “metropolitan” member countries finance almost completely all operations of the major CROP organisations (95 – 98%). Major contributors are Australia and New Zealand as regional powers. As far as climate change related projects are concerned Australia is the dominant funding donor, followed by UNDP and the EU. Getting a comprehensive overview of ongoing climate change related programmes and projects was a real challenge, if not impossible. No consistent coherent set of information on past, ongoing and/or envisaged project activities is available. There are significant data gaps and existing information usually is input focussed and pipeline information is missing almost altogether. None of existing lists or matrices on climate change projects displays the relationship to the PIFACC, the Pacific Island Framework for Action on Climate Change (2006 – 2015) supposed to serve as a regional framework for climate change related initiatives and projects. Despite various coordination platforms of donors and CROP (PIFS, SPREP, SPC etc.) it can be concluded, that nobody at present has a sufficient overview of number, scope and expected impact of climate change related projects and their contributions to the PIFACC. In summary, the situation with regard to project and donor coordination and assessing the impact with regard to the PIFACC is far from being satisfactory despite the fact that a number of donor coordination fora do exist. The overall mechanism for coordination and monitoring of PIFACC implementation is the Pacific Climate Change Roundtable (PCCR). However, overall the PCCR, and the meetings which have been held, so far seem to be largely ineffective in terms of contributing to the intended purpose of the PCCR. A number of shortcomings were taken up during the last PCCR in October 2009 and need to

be addressed. Generally, the challenge of promoting and managing the PIFACC is widely recognised, similarly the need for greater regional coordination.



## **2 INTRODUCTION**

The institutional analysis is always an important part of each project appraisal mission since the sustainable success of programmes and projects ultimately depends on the capacities of partner institutions, existent or to be developed, to provide their mandated services to intermediaries and beneficiaries. The analysis this time was very specific in the sense that two years ago the same institutional set up was already analysed and GTZ is already working together with SPC as executing and implementing agency since many years. However, other CROP agencies have also the mandate and are active in climate change related initiatives. The focus of the current analysis, therefore, was to a lesser degree describing again the known features rather than to analyse the relationships of those organisations within the context of climate change activities and their related strength and/or weaknesses in order to assess their role and capacity for future project implementation.

In describing the basic features the report draws on the existent descriptions. The extent and depth of the analysis is constrained by the limited time available during the mission. To cover the complex regional institutional set up and its dynamics as well as the relevant country contexts in eleven geographically dispersed countries for which extensive travel in the region was required within 3 ½ weeks is generally not an easy undertaking. Meetings of approximately 90 Minutes on average had to be sufficient to cover both, institutional and thematic climate change issues within group meetings. Nevertheless, focussing on key variables of institutional capacity, reviewing recent reports and obtaining views from different interview partners provided some insight to assess the current institutional situation in the context of the appraisal. SPC as implementing agency was given slightly more attention.

As will be seen, donors play an important role for and have an important influence on scope and size of regional institutions. They all together also finance a multitude of projects which calls for effective coordination. The report, therefore, provides also an overview of donor impact on the regional institutional framework, their engagement in climate related activities, its implications for coordination and the coordination mechanism.

## **3 INSTITUTIONAL FRAMEWORK**

### **3.1 Regional level**

#### **3.1.1 Overview**

The geographic area covered by the islands and territories of the Pacific Community accounts for 5.4% of the globe's surface. Thus, the Community is one of the largest geographical entities on earth. It includes the 22 Pacific Island Countries and Territories (PICTs)<sup>1</sup> distinguished by physical nature, biogeography, and ethnic and cultural factors into

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<sup>1</sup> These are in alphabetic order: American Samoa, Cook Islands, Fiji Islands, French Polynesia, and Federated States of Micronesia, Guam, Kiribati, Marshall Islands, Nauru, New Caledonia, New Zealand, Palau, Northern Mariana Islands, Papua New Guinea, Pitcairn Islands, Samoa, Solomon Islands, Tokelau, Tonga, Tuvalu, Vanuatu and Wallis and Futuna.

three subregions – Melanesia, Micronesia and Polynesia (cf. map Annex 1). The countries differ to a great extent in size, population, socio economic characteristics and resource endowments. The majority of the countries do not have a large enough population base and the financial, economic resources to develop, implement and monitor all legal and regulatory frameworks by themselves as well as to provide the full range of public services to their population as required. Regional cooperation and coordination was and is, thus, imperative for the PICTs to develop and improve the living standard of their population.

Under the given circumstances a number of regional organizations were established, some already under colonial times. Currently the following eleven inter-governmental organisations do exist:

- Pacific Islands Forum Secretariat (PIFS)
- Secretariat of the Pacific Community (SPC)
- Pacific Islands Applied Geoscience Commission (SOPAC)
- Secretariat of the Pacific Regional Environment Programme (SPREP)
- South-pacific.travel, previously known as South Pacific Tourist Organisation (SPTO)
- Pacific Islands Forum Fisheries Agency (FFA)
- Pacific Power Association (PPA)
- Pacific Islands Development Programme (PIDP)
- South Pacific Board for Educational Assessment (SPBEA)
- University of the South Pacific (USP)
- Fiji School of Medicine (FSchM)

These organisations operate under the umbrella of the Council of Regional Organizations in the Pacific (CROP) and therefore are called CROP agencies. CROP (formerly the South Pacific Organisations Coordinating Committee, SPOCC) was established in 1988 with the mandate to improve cooperation, coordination, and collaboration among the various intergovernmental regional organisations in order to work toward achieving the common goal of sustainable development in the Pacific region. It comprises the heads of the intergovernmental regional organisations in the Pacific and is chaired by PIFS. There are several sectoral technical working groups in which programmes and work of the different organisations are dealt with.

As per mandate or statutes all CROP agencies are independent intergovernmental regional organisations with equal status. However, PIFS is the Secretariat of the Forum of the Pacific Islands Leaders which politically is the highest regional decision making body representing the Community also internationally. The Secretariat is, therefore, largely seen as the political body among the CROP agencies focused towards advising on political action and generic policy development whereas the other agencies have an educational focus or serve as scientific and technical assistance organisations to the member countries. As spelled out in the Corporate Plan of SPC the core functions of the technical service organisations basically are

- Capacity building to develop human resources in the Pacific Region,

- Capacity supplementation, i.e. supplementing national capacities by directly providing or facilitating access to specialised expertise at regional or international levels,
- Regional coordination with regard to issues that transcend national boundaries including sharing and disseminating of information.

As far as climate change and the envisaged thematic extension of the current project are concerned, the PIFS, SPC, SPREP, south-pacific. Travels (SPTO), PPA, USP and to a lesser extent the FFA have to be taken into account and will be described and analysed in brief in the following chapter. One has to keep in mind, though, that with the adoption of the Pacific Plan at the Pacific Islands Forum in 2005, having the objective to strengthen and deepen regional cooperation and integration, a process of reviewing and rationalising the regional institutional framework had been initiated. At their October 2006 meeting held in Nadi, Fiji, Forum Leaders considered recommendations of reorganising regional institutions under three pillars, the first focusing on political and general policy, the second a sector-focused technical institution and the third, academic and training organisations. Corporate reviews have been and are part of that institutional review process (e.g. PIFS, SPC, SOPAC, and SPREP) as well as joint initiatives of CROP agencies, all of which have changed and will continue to change current features. Restructuring has started and decisions taken to dissolve SOPAC and transfer its functions to SPC and SPREP are in the process of being implemented (see below).

### **3.1.2 Relevant Institutions to Climate Change Initiatives**

#### **3.1.2.1 Pacific Islands Forum Secretariat (PIFS)**

The Pacific Islands Forum was founded in 1971 as the South Pacific Forum. In 2000, the name was changed to the Pacific Islands Forum to better reflect the geographic location of its members in the north and south Pacific. The Forum's membership has increased from the original seven founding members to 182 Current Forum Observers include Tokelau (2005), Wallis and Futuna (2006), the Commonwealth (2006), the Asia Development Bank (2006), United Nations and the Western and Central Pacific Fisheries Commission with Timor Leste as Special Observer.

The Secretariat to the Forum was initially established as a trade bureau in 1972 and later became the South Pacific Bureau for Economic Co-operation (SPEC). In 2000, when the name of the Forum changed, the Secretariat became the Pacific Islands Forum Secretariat (PIFS). In 2005 a new Forum Agreement established the Forum as an inter-governmental organisation under international law.

The Secretariat is headed by a Secretary General (SG). The governing body of the Secretariat is the Forum Officials Committee (FOC) made up of representatives from all Forum Governments. As head of the organisation the SG is directly responsible to Forum Leaders and to the FOC. He is supported by two Deputy Secretaries General and four

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<sup>2</sup> Australia, Cook Islands, Federated States of Micronesia, Fiji, French Polynesia, Kiribati, Marshall Islands, Nauru, New Caledonia, New Zealand, Niue, Palau, Papua New Guinea, Samoa, Tonga , Solomon Islands, Tuvalu and Vanuatu.

Programme Directors who are responsible for managing respective programmes of the Secretariat, including corporate services.

The Secretary General is permanent Chair of the Council of Regional Organisations in the Pacific (CROP) as well as of the Pacific Plan Action Committee (PPAC) which reports to the Leaders on the implementation of the Pacific Plan. It aims at strengthening cooperation between the sovereign PICT. The SG is also the Regional Authorizing Officer (RAO) of the European Commission for the EU Pacific Regional Indicative Programme (PRIP). In this capacity he is assisted by a technical adviser and officer and two administrative assistants within the Development and Economic Policy Division (financed by the EU).

The Forum has no formal rules governing its operations or the conduct of its meetings. The agenda of the meetings is based on reports from the Secretariat and related regional organisations and committees, as well as other issues that members may wish to raise. Decisions by the Leaders are reached by consensus and are outlined in a Forum Communiqué, from which policies are developed and a work programme prepared.

The primary goals of the Forum as set out in the 2005 Forum Agreement and incorporated in the Corporate Plan 2008 – 2012 are to provide:

- Policy advice and guidance in implementing the decisions of the Leaders
- Coordination and assistance in implementing the decisions of the Leaders
- Support to the Leaders' meetings, ministerial meetings, and associated committees and working groups
- 

These corporate goals form the basis of four strategically focused programmes: Economic Governance, Political Governance and Security, Strategic Partnerships and Coordination, and Corporate Services. Within these programmes assistance and funding are provided to member states for project implementation. The Secretariat is, thus, irrespective of being the Forum meetings of Heads of Governments and Forum based ministerial and official gatherings also charged with delivering advisory and technical services.

Climate change ranks high on the agenda of the Forum Leaders.<sup>3</sup> As a result the Pacific Islands Forum Secretariat has also engaged itself in coordination and monitoring the regions efforts to combat climate change and its impacts. In the GEF financed Project “Pacific Islands Adaptation to Climate Change” (PACC) it is part of the partnership framework, responsible for overseeing Pacific Plan projects and leading the mainstreaming of CROP agencies<sup>4</sup>. PIFS perception is that it gets largely involved in advocacy of the regions needs for increased support from the international community to assist the small island developing

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<sup>3</sup> In 2009, Leaders articulated their concerns in a Call to Action declaration which stated that ...”*For Pacific Island states, climate change is the great challenge of our time. It threatens not only our livelihoods and living standards, but the very viability of some of our communities. Though the role of Pacific Island States in the causes of climate change is small, the impact on them is great. Many Pacific people face new challenges in access to water. The security of our communities and the health of populations is placed in greater jeopardy. And some habitats and island states face obliteration.*”

<sup>4</sup> GEF-UNDP (2006), p. 78 f.

states in their efforts to overcome the challenges posed by climate change as done e.g. at the Copenhagen Conference. It recently has also secured 6.8 billion yen from Japan to assist member countries with their efforts on climate change and targets also the envisaged EU Trust Fund for climate change. With the current human resources at the Secretariat it seems to be difficult to deal with all related issues. It therefore plans to recruit a climate change coordinator. At present PIFS can rely in total on 92 staff, 44 of them professional staff.

Donor Project Funding constitutes the major source of the Forums income accounting for about 85% of total income (2008). The core funding coming from member countries are provided to a large extent by Australia and New Zealand, in 2008 and 2007 almost 75%. Both countries are also major contributors to the programme budget ("trust fund income") accounting for 34% and 21% respectively in 2008. Next to these member countries the EU is the major funding source who accounted for 21% of the trust fund income in 2008 and 31% in 2007.

### **3.1.2.2 Secretariat of the Pacific Regional Environment Programme (SPREP)**

SPREP is based in Apia, Samoa, which is remote to other CROP agencies headquarters. It started 1973 as a regional conservation programme within SPC becoming SPREP in 1982 and moving to Apia 1992 where it was established as independent inter-governmental regional organization (1995). Members include with the exception of Pitcairn Islands all PICT, France, New Zealand and USA as "metropolitan members".

SPREP is headed by a Director reporting to the SPREP Meeting held annually. At the executive management level he is supported by his Deputy and two Programme Managers responsible for the two programmes outlined below.

SPREP's mandate is to promote cooperation in the Pacific islands region and to provide assistance in order to protect and improve the environment and to ensure sustainable development for present and future generations. It shall achieve this through the Action Plan adopted from time to time by the SPREP meeting, setting the strategies and objectives of SPREP.

The SPREP Secretariat takes a programme-based approach for its work that incorporates project-based operations into a broad agenda with strategic goals. SPREP operates two programmes, the Island Ecosystems and Pacific Futures.

The Islands Ecosystem Programme aims at Pacific islands countries and territories ability to manage island resources and ocean ecosystems in a sustainable manner and to support life and livelihoods.

The Pacific Futures Programme has the goal of enabling PICTs to plan and respond to threats and pressures on island and ocean systems. Climate change projects strengthening the capacity of PICTs to respond to climate change, climate variability and sea level rise are embedded in this Programme. At the regional level SPREP attempts to assist with mainstreaming of climate change into developmental processes and capacity building activities. The Focal Points at the national level are the ministries charged with environmental

protection and conservation. In mainstreaming cross cutting issues into sectoral policies and initiatives SPREP depends largely on the national capacities of those Focal Points and the collaboration of other CROP agencies.

SPREP was entrusted by the Forum Leaders to serve as the CROP lead agency on climate change in the Pacific. At the regional level it was mandated to coordinate the Pacific Islands Regional Framework for Climate Change (PIFACC) endorsed by the Pacific Leaders 2005. It was also tasked to develop the Action Plan for the PIFACC. In the Niue Declaration on Climate Change 2008 the Forum Leaders requested SPREP

“ 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, and
- (d) increasing Pacific Island countries' capacity to manage their engagement in the United Nations Framework Convention on Climate Change;

and to secure new and additional financial and technical resources to do this work.”

To ensure appropriate coordination of activities under the framework, the Pacific Climate Change Roundtable (PCCR) was reconstituted, with SPREP being charged to convene regular meetings of the PCCR inclusive of all regional, international, and civil society organizations, with active programs on climate change in the Pacific region. Thus, SPREP plays an important role in the implementation of all PIFACC related initiatives.

SPREP's capacity in terms of human and financial resources so far is rather limited. In addition to the support staff SPREP can rely on around 15 professionals in each of the two programmes if no vacancies exist.<sup>5</sup> Total staff numbers in 2008/2009 added up to less than 60, 20 of which were working in Finance and Administration. This is less than in 2004/2005 when SPREP had 70 staff members, 35 professionals and 35 support including IT and Publication. As one report pointed out SPREP seems to have been caught off balance by the exponential growth of global concern.<sup>6</sup> The unbalanced resources impact significantly on SPREP's ability to coordinate and monitor the implementation of the PIFACC including mainstreaming climate change through sector agencies at the national level.<sup>7</sup>

SPREP in all this activities is heavily dependent on external donor funding. Total income in 2008 amount to around 7 million US\$. Donor funds accounted for around 74%, member contribution for almost 14%. Major contributors among the members are USA (20%), Australia (20%), New Zealand and France (14%) and Solomon Islands (11%)<sup>8</sup>.

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<sup>5</sup> At the time of the appraisal mission 5 professional positions out of 30 were shown as vacant on the website.

<sup>6</sup> Hughes, A. V. (2005)

<sup>7</sup> See also the Appraisal Sector Report: Adaptation to Climate Change related to Marine and Land based Natural Resources

<sup>8</sup> Based on 2008 figures

### 3.1.2.3 Secretariat of the Pacific Community (SPC)

SPC is the oldest CROP agency with full membership of all PICTs. It has been established as a technical assistance, training and research organisation and according to the Constitution (Nui Declaration) has to avoid activities of a political nature which is the mandate of the Pacific Islands Forum. It was founded in 1947 as the South Pacific Commission under the Canberra Agreement by the six 'Participating Governments' that administered territories in the Pacific: Australia, France, New Zealand, the Netherlands, the United Kingdom and the United States of America. At present all 22 Island countries and territories are full members, along with four remaining founding powers<sup>9</sup>. In 1998 the name was changed to "Secretariat of the Pacific Community". Each member can exercise one vote at the Conference of the Pacific Community, although debates are usually resolved by the Pacific way of consensus (general agreement) rather than a vote.

Working languages are English and French. The Headquarter is located in Noumea, New Caledonia; regional offices are located in Suva, Fiji Islands and in Pohnpei, Federated States of Micronesia (FSM). In addition a number of field offices have been established in other countries and territories.

Major operational policies of the organisation are set out in the Declaration de Tahiti Nui, which is updated as required by SPC's governing body. The governing body is the Conference of the Pacific Community (Conference) which meets every two years. The Conference may, as required, be represented by a committee - the Committee of Representatives of Governments and Administration (CRGA). The CRGA usually meets annually, in the "between Conference" years and is empowered to make decisions. SPC's Focal Points (formal points of contact) tend to be Departments (or equivalents) of Foreign Affairs or Finance/Planning. Sectoral contact points are government's line ministries/departments. Together with them and other stakeholders SPC develops "Joint Country Strategies" (JCS) which guides the collaboration between them.

SPC is led by three executives, the Director General and two Deputy Director Generals. Its scope of work is essentially unlimited in terms of sectoral content. However, in practice, taking into account the mandate and scope of work of other CROP agencies SPC focused its efforts in the past on the following programmes run in organisational terms as separate divisions:

- Land Resources: Agriculture, forestry, genetic resources, plant protection and animal health, biosecurity and trade (includes plant and animal quarantine issues), climate change, information, communication and extension
- Marine Resources: Coastal and oceanic fisheries, maritime (transport and security)
- Social Resources: Human development (community education, culture, women and youth), media production and training, public health and statistics and demography

A fourth division provides corporate services, including IT and communications, outreach, publications. With the transfer of SOPAC functions the divisional and programme structure

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<sup>9</sup> The Netherlands and United Kingdom are no longer members.

will change (see below). Proposed have been a new Economic Development and a SOPAC Science & Technology Division (cf. proposed organisational structure, Annex 4)

In terms of budgets Social Resources has been the biggest Division so far, in terms of staff the Land Resource Division (LRD). Over the last years climate change has gained increased importance within the LRD, especially since the SPC/GTZ project “Adaptation to Climate Change in the Pacific Island Region (ACCPIR)”, has started. However, climate change as cross cutting issue has to be mainstreamed into all programmes of SPC which so far has not been achieved. SPC is well aware of this issue and has started the recruitment of a Climate Change Coordinator. He will be strategically positioned at SPC’s headquarter in Noumea, reporting directly to the Deputy DG Planning. There is a lot to do since SPC is still at an incipient stage with regard to integrate climate change in its operations.

SPC is not only the oldest, but also the largest CROP agency with a well recognised track record of services to member countries. Total human resources add up to almost 400 staff members (2008 figures), of which 52% are recruited internationally. Internationally tendered and filled positions underline the quality of recruited professional staff. Budget figures show that on average each professional manages a budget of almost 350.000, at the upper end up to 600,000 US\$ (health).<sup>10</sup> The magnitude ultimately depends on the related project funding which determine and restrict to a certain extent the scope of services of recruited professionals.

Around 80% and even more (2009) of SPC’s funding is tied to projects and programmes referred to as non-core or extra-budgetary funding. Total funding in 2009 amounted to more than 75 million US\$. In comparison to 2005 funding and expenditures more than doubled indicating a significant growth over the last years. With the integration of SOPAC programmes this trend continues.

Core funding is almost exclusively absorbed by the administrative costs (administration and programme management/support). This situation is not unique to SPC but indicates that SPC finances have not a long-term sustainable base. Island member countries contribute or rather are able to contribute not even 2% of the total budget. Major contributors are again Australia and New Zealand who contributed the last three years 34 and 12% respectively, i.e. more than 45% of the total budget, followed by the EU (13%) and member country France (6%). Altogether, the core budget is funded to 90% by the metropolitan member countries Australia (33%, New Zealand (20%), France (20%) and USA (17%). The relative high contribution of France and USA reflects that all dependent PICTs are members of SPC.

SPC attempts to obtain an increased share of core funding with the aim of being financially sustainable with regard to core management positions. Given the limited financial capacity of Island member countries this will largely depend on the metropolitan member countries and donors to engage in long term financing of a regional organisation having proved a high level of performance and accountability.

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<sup>10</sup> For the following figures, provided by SPC, see Annex 3.



#### 3.1.2.4 Secretariat of the Pacific Islands Applied Geoscience Commission (SOPAC)

SOPAC was<sup>11</sup> a generally highly valued technical service CROP agency, like SPC and PIFS located at Suva, Fiji Islands. It was established in 1972 under the Economic and Social Division of the UN as a project called the Committee for Coordination of Joint Prospecting for Mineral Resources in South Pacific Offshore Areas (CCOP/SOPAC), to promote offshore mineral and petroleum prospecting. The secretariat became autonomous in 1984 and separated from the UN was renamed SOPAC in 1990.

SOPAC included 21 member countries of which American Samoa, French Polynesia, New Caledonia and Tokelau are associated members (cf. Table Annex 2). The Governing Council is made up of ministers or senior officials of member countries' natural resource ministers which was assisted by Secretariat representatives, a Technical Advisory Group (TAG), and a Science, Technology and Resources Network (STAR).

SOPAC's mandate was to contribute to sustainable development, reduce poverty and enhance resilience for the people of the Pacific by supporting the development of natural resources, in particular non-living resources, investigation of natural systems and the reduction of vulnerability, through applied environmental geosciences, appropriate technologies, knowledge management, technical and policy advice, human resource development and advocacy of Pacific issues. While the initial focus of its work was on marine mapping and geosciences, recent years have seen a broadening of this scope to include hazard assessment and risk management, environmental vulnerability, oceanography, energy, water and sanitation and information and communication technologies. It operated until recently the following three operational programmes:

- Ocean and Islands is an integrated programme focused on research, development and management of non-living resources in ocean and island systems addressing issues relating to seabed resources, energy, and maritime boundary delimitation and monitoring of ocean processes.
- Community Lifelines is a diversified programme that strengthens national capacities in energy, water and sanitation, information and communications technologies.
- Community Risk is a comprehensive programme aimed at reduction of community vulnerability through improved hazard assessment and risk management.

Under Corporate Services SOPAC maintained a highly recognised information technology unit which provided publication and library services, and offered technical and field services for specific project work.

Within these programmes SOPAC engaged in a number of areas highly relevant for managing climate change in the region, e.g. the Pacific Islands Global Ocean Observing

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<sup>11</sup> During the mission SOPAC was still fully operational. The team met with representatives and thus it was decided to include SOPAC as still existent CROP agency. At the day of departure from the region SPC, SPREP and SOPAC executives had a signing ceremony which formalized the transfer of main functions to SPREP and SPC. The complete transfer of all functions is supposed to be completed by end of 2010 (see description below). The text was first written in present tense, but later changed to past tense.

System, the Islands Climate Update, the Climate and Meteorological Database, monitoring and evaluation of greenhouse gases, the development and implementation of disaster risk management (related to the Pacific Disaster Risk Reduction and Disaster Management Framework for Action).

The staff level ranged around 100 employees, most of them working in the Community Lifeline (> 30) and Ocean & Islands Programme (~25). The total budget was around 18 million US\$ (2008), the core budget having accounted for 10%. The major contributor in 2008 had been the EU with a share of almost 55% of non-core project funding followed by Australia and New Zealand, the metropolitan founding members of SOPAC (14 and 10% respectively).

SOPAC has been seen as a well performing regional organisation acquiring successfully donor funds for projects which, however, did not necessarily have strong connections to geo-science rather than affinities to roles and programmes of other CROP agencies. Thus, there had been already several attempts to merge SOPAC into other CROP agencies. Until 2005 such initiatives failed. However, with the Pacific Plan adopted at the Pacific Islands Forum in 2005 things changed. Subsequently Pacific Islands Leaders agreed that a regional institutional framework (RIF) that is appropriate to the development of the Pacific Plan be established. Preparatory work initiated culminated in an historic joint meeting of the governing bodies of SOPAC, SPC and SPREP in July 2009 to decide on new, regional institutional arrangements. SOPAC and SPC worked out an implementation plan which during the appraisal mission was under way of being realised.

With a view to strengthen SPREP as the region's lead environmental agency the governing bodies agreed to transfer the following functions of SOPAC to SPREP: the Pacific Islands Global Ocean Observing System, the Islands Climate Update, the Climate and Meteorological Database, and the component of the energy sector relating to monitoring and evaluation of greenhouse gases and the clean development mechanism (CDM).

All remaining functions of SOPAC which relate to core SOPAC work programme are in the process of being transferred to SPC including SOPAC's Energy activities and ICT Outreach. It is proposed to integrate the Energy into an Energy Programme and the ITC Outreach into the Communications Programme of a new Economic Development Division. In addition a separate SOPAC Science & Energy Division will be established which will focus on issues such as water and sanitation, disaster management, seabed resources, maritime boundary delimitation and monitoring of ocean processes. It will incorporate the relevant core functions of SOPAC.<sup>12</sup>

### **3.1.2.5 South-pacific.travel (SPTO)**

South-pacific.travel (formerly the South Pacific Tourism Organisation or SPTO) is the mandated inter-governmental body for the tourism sector in the region. The name has been changed quite recently that even on the website SPTO is still the prominent acronym used in documents such as membership application forms. Set up as the Tourism Council of the South Pacific (TCSP) in 1980 by a group of PICT Visitors' Bureaux, the institution has had a

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<sup>12</sup> See Annex 4.

turbulent history, involving the Forum, the EU and TCSP's Governing Council and aid-funded management. After twenty years it had become SPTO and now the name was changed very recently to south-pacific.travel.

South-pacific.travel is an organisation with a membership that substantially represents both the public and private sectors. Members include the PICT nations of the Cook Islands, Fiji, Kiribati, Marshall Islands, Nauru, New Caledonia, Niue, Samoa, Solomons, Tahiti (French Polynesia), Tonga, Tuvalu, Vanuatu and Papua New Guinea (PNG) as well as the People's Republic of China and developed countries. Thus, all PICT are members of South-pacific.travel except Palau which, however, is in the process of becoming a member. Private sector members include over 200 of the major tourism operators in the region.

South-pacific.travel's supreme governing body is the Council of Tourism Ministers that meets annually. A Board of Directors that meets about three times annually is responsible for the general administration of operational and financial policies. The Board has one representative from each of the member countries and six from the Tourism Industry Members (TIMs). The Chief Executive is appointed by and reports to the Board. He is supported by a staff of just 12. This indicates already that south-pacific.travel is distinguished from all other CROP agencies discussed so far. Its strong connections with private enterprise allows to fund its core budget of just over 500.000 US\$ without developed-country support.

Its mission is to "market and develop tourism in the South Pacific". Key strategies aim at improving the sustainability and quality of the regional tourism product, and at facilitating sustainable tourism development in the region, with a particular focus on eco-tourism and the development of small and medium sized enterprises. In doing this south-pacific.travel relates itself to the Pacific Plan contributing to pillar of economic growth.

Focussing on sustainable tourism for the region the management of climate change related factors gain importance.

### **3.1.2.6 Pacific Power Association (PPA)**

As south-pacific.travel the Pacific Power Association (PPA) is significantly different from the other typical CROP organisations. It is an association of electricity utilities, organisations, and individuals. Most of the power utilities of the PICTs are in the hands of the public sector.<sup>13</sup> PPA was founded as an inter-governmental regional organisation by the electricity utilities operating in the Pacific Islands Countries (PICs). It was established in 1992 and has a Secretariat Office located in Suva, Fiji. Currently it has a membership of 25 electricity utilities operating in 22 Pacific Island Countries and 54 Allied Members world-wide with interest in the development of the power industry in the Pacific region.

There are three categories of membership - Active Membership, Allied Membership and Affiliate Membership. Active membership is limited to power utilities operating in the Pacific islands region whilst Allied membership is open to all other power utilities, organisations, and individuals with interest in the regions power industry. An Affiliate Member shall be any organisation whether incorporated or unincorporated that will not seek to gain a financial

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<sup>13</sup> They are either government owned or have a concession from the Government.

benefit from the PPA and would include multilateral and bilateral agencies, non-utility government entities and various international standards associations. An Affiliate Member is not a financial member of the PPA.

Allied members presently include Australian, American, Canadian, European, Japanese, New Zealand, Singapore, and Pacific based companies marketing generation, transmission and distribution plant, tools and equipment; cables; transformers; electrical control equipment and other power industry related products as well as engineering and business services.

PPA is directly funded through annual subscriptions from the members. The Activities are directed by a Board of Directors which is comprised of the Chief Executive Officers of Active members and a Representative elected from the Allied members. The day to day affairs of the Association is managed through a Secretariat headed by an Executive Director with a total staff of five.

The main objective of the PPA is to create an environment of “co-operative partnership” with the private sector, funding institutions, and others with interest in the development of the power industry and to enhance the role of the power sector in the Pacific Island Countries. The mission is seen as “to improve the quality, minimise the cost and expand the use of electricity in the Pacific Islands Region”. In this context PPA sees itself to

- Be the Regional voice for the Pacific Island Country (PIC) utilities.
- Provide a forum for PIC utilities to address their needs.
- Influence development of policies and program that effect members interests.
- Provide strategic information and institutional strengthening services to assist members.
- Enhance understanding of the energy supply business in the Region.

Being the regional voice of the PIC power utilities PPA is an important partner in promoting renewable energies and taking up the challenge of climate change in the region.

### **3.1.2.7 University of the South Pacific (USP)**

The University of the South Pacific (USP) is the major institution of the so called third pillar of the regional institutional framework (RIF), i.e. academic and training organisations. It is the premier institution of higher learning for the Pacific region. It was established in 1968 and jointly owned by the governments of 12 member countries: Cook Islands, Fiji, Kiribati, Marshall Islands, Nauru, Niue, Solomon Islands, Tokelau, Tonga, Tuvalu, Vanuatu and Samoa. The University has campuses in all member countries. The main campus, however, is in Suva, Fiji. More than 1000 professional staff serves over 10,000 full-time equivalent students (around 15,000 students).

USP is a major player in the field of climate change. Its current work on adaptation to climate change includes nine community adaptation projects and research into changes in climate and sea level over time frames of years (climate variability) decades and centuries.

In recognition of the worldwide trend relating to environmental degradation, poverty and societal disintegration USP created 2001 the Pacific Centre for Environment and Sustainable

Development (PACE-SD) which is part of the Faculty of Science, Technology & Environment. Climate change is taught in a range of undergraduate courses in Geography, Marine Science, Agriculture, Physics, and Economics. Many of these courses are taken as part of degrees in Environmental Science or Environmental studies. USP has also offered a postgraduate course on climate impacts, vulnerability and adaptation in various forms for over 10 years. A new Postgraduate Diploma in Climate Change will be offered from 2010 onwards.

One of the responsibilities of PACE-SD is to co-ordinate USP's work on climate change and to link it with the work of other regional agencies and universities. In doing this it receives significant support of donors, especially AusAID and EU. AusAID just provided A\$1.6million to USP as part of the Australian Government's International Climate Change Adaptation Initiative. These funds will be used to develop new courses and to hire extra staff to support the courses and the associated research and also for scholarships to do research for masters and PhD degree in climate change. The objective is to build the pool of people with skills needed to address this major challenge to the development and sustainability of the Pacific Islands.

The Australian assistance complements the EU programme for implementing the joint EU-Pacific Islands Forum Declaration on climate of November 2008. USP has been given the lead in the implementation of that programme to be executed in partnership with SPREP, and in cooperation, as appropriate and whenever useful with other relevant regional (CROP) agencies. The Programme includes

- Capacity Development, i.e. formal (academic) and informal (at community level) training of Pacific Islands people to understand climate change, its impacts and how to adapt.
- Community engagement and adaptive action, i.e. increasing the capacity of Pacific Island people to design, implement and sustain adaptive solutions to climate-change related stresses through community engagement and adaptive action.
- Applied research, i.e. monitoring and evaluating the effects of projected climate-change impacts in the Pacific Islands region through research, and adaptive actions in a range of sectors and community contexts, with a view to 'mainstreaming' appropriate actions into all development programs.

It is very much in line with the methodological approach of German technical assistance and thus lends itself to close cooperation since USP is suppose to implement it in partnership with other relevant CROP organizations.

### **3.1.2.8 Pacific Islands Forum Fisheries Agency (FFA)**

The FFA is one of the political and general policy pillar organisations assisting PICTs to plan, internationally negotiate and manage access to their EEZs by foreign tuna-fishing vessels. It was established 1979 following a Forum decision and is located at Honiara, Solomon Islands. The governing body is the Forum Fisheries Committee to which the Director and his Deputy report.

The financial situation of FFA is to a great degree comparable to that of the other CROP agencies. It relies on donor funding to a significant proportion, i.e. to more than 70%. Major donors are UNDP/GEF, NZAID, AusAID and the EU contributing 30.2%, 26.6%, 26% and 12.3% respectively to the (Donor) Trust Fund. As far as core funding is concerned, again Australia and New Zealand are the major contributors providing 37% each to the General Fund. A relative significant source of income are fees from vessel registration, a source other CROP agencies don't have. It accounts for 30% of the General Fund (core funding).

FFA relevance to the envisaged climate change management project lies in its links to the Ocean Fisheries Programme of SPC. In scientific research and assistance both organisations work closely together. FFA and SPC together are implementing a GEF-UNDP project on ocean fisheries management and UNDP is planning to include a climate change component into their next GEF project for tuna fishing.

### **3.1.3 Regional Institutional Framework (RIF) Review Process**

As described before the RIF process has resulted in the regional institutional framework being changed with a view to improve services, its effectiveness and efficiency. The process which has started with the adoption of the Pacific Plan is far from being completed. On March 31, 2010, Letters of Agreement for the transfer and integration of functions from SOPAC to SPC and SPREP have been signed. Thus, the formal requisite to start the integration process has been fulfilled. SPC and SOPAC have adopted a plan of implementation for the transfer of the two SOPAC areas (ICT Outreach and Energy) with concrete time lines and expected results which are supposed to culminate in full effective integration from January 1, 2011. Similarly SPREP will take over the climate change related functions during the current year.

In addition to the transfer of SOPAC functions into SPC and SPREP it was decided to merge the South Pacific Board for Educational Assessment (SPBEA) into SPC. This has not yet been formalized yet, but a two stage approach agreed. First, SPBEA merges with SPC as a 'stand alone' programme under the general jurisdiction of the Suva-based Deputy Director-General of SPC during the first half of 2010 and subsequently will be integrated into a new division of education, training and human development.

Crucial for the future regional management of climate change issues will be the relationship between SPREP, SPC and PIFS. The transfer of the climate change related SOPAC functions to SPREP aims at strengthening SPREP's role as the lead environmental organization, particularly its lead role in climate related activities. On the other hand it has been agreed that SPC will assume the role of the lead coordination agency in the regional energy sector. Both organisations have signed a MOU on the future cooperation recognising the lead role of each other. This seems to be an important step forward for improving the collaboration and approaching common challenges together.

SPREP is also engaged in the field of renewable energy and is taking over from SOPAC the energy component relating to the Clean Development Mechanism (CDM). Similarly, both SPREP and SPC are involved in disaster risk management activities related closely to

climate change. What a “lead role” in practice really implies for project acquisition and implementation still needs to be fully clarified. The appraisal mission was not able to get a clear answer and was referred to ongoing review processes and scoping studies. This applies also the future relationship with PIFS assuming a coordination role in climate change policies. Taking past experiences into account it might still take some time that roles and responsibilities are sorted out. Apart from having a clear understanding of the different functions and how to segregate them it is important to have sufficient human and financial resources to implement the functions. If that is not the case segregation and coordination of those functions usually don't work. Thus, the capacities in terms of human and financial resources of the organisations are important in that respect.

#### **3.1.4 Summary Assessment of the Regional Institutional Framework**

The description and analysis of the regional institutional framework displays an institutional architecture of numerous regional organisations created at different times over several decades in response to different needs with different memberships, governance structures and mandates. The RIF, thus, is not a result of a designed coherent structure rather than a frame fitted around a group of existing institutions and relationships. Consequently, the need for close cooperation and coordination was and is imperative. This is acknowledged by all the institutions. Putting this in the practice is, however, a challenge. In fact, the different mandates, competing interests, donor funding etc. have absorbed a lot of energies of CROP agencies management and led, despite CROP, to distortions and overlapping programmes and activities. This is especially, but not exclusively true for cross-cutting issues such as climate change.

The initiated reform process takes up some of these experiences and aim at rationalising the regional institutional framework. Though the current restructuring is a major step towards a coherent structure one might think of going beyond the envisaged restructuring having one political and one major technical institutional body. This has been already proposed in the past, but politically not been able to agree upon.<sup>14</sup>

Despite those institutional constraints the collective capacity of the regional organizations to deliver scientific and technical services to the Pacific Community member countries is generally valued as of relative high standard. Together the regional organisations comprise a remarkable body of professional and technical expertise, and an amazing collection of knowledge of the Pacific region. Provided the financial resources are at hand the organisations are able to attract recognised international professionals. The capacity is limited almost exclusively by the constraints of insufficient human and financial resources. The high level of dependence on donor and project funding and consequently the lack of financial sustainability is ultimately the major weakness. In consequence, strategic, long term planning and securing related human professional resources is restricted to a great extent.

The financial situation of regional organisations also impacts also on project funding requirements and project approaches. Project funding asks for counterparts and matching resource for corporate services required for project implementation. Since core funding at

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<sup>14</sup> See for example Hughes (2005).

present is just sufficient to finance core executive positions and administrative staff those matching resources are and ultimately have to be also funded externally, either by the projects themselves or indirectly by other donor funds. This is very typical for regional organisations and not limited to the Pacific Island region. Under such circumstances projects often find themselves in an “island situation” with weak links to the partner organisation. Often this leads to a situation where the partner institution is seen as a “collection” of (donor) projects and, thus, organised along those lines. Core and long term programme (basket) funding are particular important in such a context.

As far as climate change related issues are concerned SPC and SPREP have to be seen as the major players in designing the institutional architecture for project implementation. PIFS has to be taken into account for its coordinating and service function to the Pacific Islands Forum representing the Community at the highest political level, south-pacific.travel and PPA and eventually FFA for their relevance for specific sectoral project activities.

SPREP has been given the lead function for climate change in the region and will be strengthened in this role by transfer of SOPAC climate related activities. Mainstreaming is a particular topic in which SPREP is active, among others through PACC. However, mainstreaming climate change into sectoral policies and programmes requires working with the relevant sectoral line institutions. SPREP operates at the national level through the Departments or Ministries of Environment and Conservation which are not present on sub-national levels. SPC’s focal points or partners respectively are the sectoral public ministries and entities. In future this holds also for the energy sector. SPC can unlike SPREP enter the community level, if required, through decentralized structures. Access to sectoral line ministries and sub-national levels, required for mainstreaming and community level operations suggests that SPC continues to be the main implementing agency incorporating SPREP and the other organisations into the project by cooperation agreements. SPC is geographically also close to all other relevant organisations (PIFS, south-pacific.travel and PPA) except for SPREP which has the disadvantage of being located far off in Apia, Samoa.

As spelled out before SPREP as well as SPC are caught in managing a very complex world of climate change project or programme architecture in the region which needs to be managed and coordinated and/or have just started to integrate climate change into their programmes and technical services. Data bases and monitoring systems on vulnerabilities to and impacts of climate change on land and marine based natural resources in Pacific are largely lacking and appropriate advisory tools still remain to be developed and implemented. Thus, their technical capacities to support and advise member states need still to be strengthened.<sup>15</sup> This holds also for the other CROP organisations referred to above.

### **3.2 Country Level**

The purpose of regional organisations is to serve their member countries as described before. As far as national policies and programmes are concerned implementation depends on the instructional capacities at the national and sub-national levels. This is a crucial issue.

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<sup>15</sup> See again the Appraisal Sector Report: Adaptation to Climate Change related to Marine and Land based Natural Resources.



Personal impressions obtained during the appraisal mission, the assessment of persons interviewed and documents reviewed<sup>16</sup> all agree that public sector (government) institutional capacities for programme/project implementation in the countries, not only in the small ones, are insufficient and heavily strained by the multitude of climate related initiatives and projects. Some of the interview partners “cried for help” for managing and coordinating all the different assistance offered. Looking at the size of the small islands economies, of the public sector and the fiscal situation this does not seem to be surprising.<sup>17</sup>

Structures and regulatory frameworks are usually in place and the understanding and awareness of climate change mainly within central government agencies exists. As legacy of the Pacific Islands Climate Change Assistance Project (PICCAP) funded by GEF and implemented between 1997 and 2001 Climate Change Country Teams still do exist and play a role in a number of countries or have been transformed in equivalent mechanisms. Vanuatu, for example, which is seen as representative or a model in many aspects for the whole region has established a National Advisory Committee on Climate Change (NACCC) which coordinates all climate related initiatives and projects and Solomon Islands established a Climate Change Division within the Ministry of Environment, Conservation and Meteorology (MECM). However, NACCC is staffed by one officer only. Also the Energy Unit in Vanuatu consists only of one person. The Division in the Solomons is staffed by a director and two officers.

**Example of Undersourcing: Missing Travel Allowances**

Solar panels were given to local communities by a renewable energy project. Students were trained to provide training on utilisation and maintenance. The Government was to pay the travel allowances for the students. Those limited counterpart funds were never provided which jeopardized the whole project. The solar panels still exist, but never were used by the communities.

Wherever the appraisal mission inquired about the capacities, with the institutions concerned or donor representatives the complaints were unanimous:

- Capacities are very weak and strained
- Institutions/units are understaffed and undersourced,
- Often wrong people are recruited (patronage),
- Technical competent staff is overstrained
- Weak links between central and community levels

In consequence the dependence of PICTs on support offered by regional organisations and/or donors is high.

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<sup>16</sup> Institutional capacity within Melanesian countries to effectively respond to climate change impacts, with a focus on Vanuatu and the Solomon Islands (SPREP 2009)

<sup>17</sup> NZAID aware of the situation in their Programme Strategy for Pacific Regional Natural Resources and Disaster Management Programme pointed e.g. out that in the context of increasing support to the region there are risks of overburdening partner systems and consequently reducing partner ownership of initiatives. NZAID (2008)

Furthermore, complaints relate to the proliferation of project committees and organisational structures exhibiting duplication as well as programmatic fragmentation leading to duplication and inefficient use of resources. Mandates and segregation of functions often are not clarified sufficiently as at the regional level leading to overlaps and conflicts. In PNG e.g. the established Climate Change Unit under the Office of the President tried to assume almost all implementing roles and responsibilities of line ministries. The situation culminated in suspending the Executive and launching an investigation. The conflict paralysed all activities for some time.

Project implementing at the community level usually relies heavily on partnerships with NGOs and civil society groups, in part because of greater ability to reach the more remote communities. No in-depth analysis of NGO's has been possible but feedback obtained during the interviews and related reports on institutional capacities<sup>18</sup> confirm that NGOs have been gradually increasing in numbers over the years and are active in the rural areas. Often they are personally and financially weak and implementation capacity is limited. In part they have a pure conservation approach. A platform for coordination and exchange of experiences is provided by the Foundation of the Peoples of the South Pacific International (FSPI). FSPI is a network of non-governmental organisations in the South Pacific. It is engaged, among others, in disaster risk reduction (DRR) and disaster risk management (DRM) activities. There is also another network, i.e. the Pacific Islands Association of Non-Governmental Organisations (PIANGO). PIANGO is a regional network of NGO focal points or coordinating bodies known as National Liaison Units based in the 22 PICTs. PIANGO was formally established in 1991 to assist NGOs in the Pacific to initiate action, give voice to their concerns and work collaboratively with other development actors for just and sustainable human development. PIANGO's primary role is to be a catalyst for collective action, to facilitate and support coalitions and alliances on issues of common concern, and to strengthen the influence and impact of NGO efforts in the region. No representative could be met during the mission.

Under the given circumstances activities with government institutions, NGOs and communities need to take into account the constraints with regard to human and financial capacities as well as the specific institutional architecture. This is particularly true for the smaller PICTs. Within the context SPC e.g. sees one of its core functions in "capacity supplementation", i.e. supplementing national capacities by providing or facilitating access to resources. However, considering the financing of SPC itself and other CROP organisations it is apparent that required resources need to be budgeted when designing a project with national and community involvement. NGOs will have to assume an important role, but also require external funding and need to be strengthened with regard to dealing with climate change issues.

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<sup>18</sup> Wickham et. al. (2009) and Hay (2009)

## 4 DONOR COORDINATION FRAMEWORK

The institutional analysis has shown that donors, including “metropolitan” non-PICT member states play a dominant role in managing the regions social and economic development. They finance almost completely all the operations of the major CROP organisations. The budget share of the islands countries amount not even to 5% (PIFS, SPREP, SOPAC) of in the case of SPC, which is the largest regional organisation, not even to 2%.<sup>19</sup> As far as SPC is concerned it has to be kept in mind that it is by far the biggest organisation with a budget more than 10 times as big as SPREP. Thus, in absolute terms PICT’s member contributions to SPC is correspondingly much higher.

Unique to the Pacific region is, unlike the Caribbean, the membership of non-island metropolitan countries in the regional organisations. They account for up to 75% of the regular core budget or even more (SPC 90%). Major contributors are Australia and New Zealand as regional powers whose share in core financing range from 35% (SPREP) to 75% (PIFS). These figures reflect the regional political interest of both countries and explain the influence both countries had on the development of the institutional framework as well as scope and size of their operations<sup>20</sup>

Both countries are also a major source of programme/project financing accounting between 45% (SPC) and 55% (PIFS) of funding. As far as climate change related projects are concerned Australia is the dominant funding donor which might be explained by the fact that the countries itself is faced itself by the regional impact of the changing climate. According to Hay’s recent assessment<sup>21</sup> Australia (AusAID) has financed between 1991 and 2009 96 climate change related projects, followed by UNDP (56), European Union (49), New Zealand (44), GEF (40) and ADB (35). Other important funding agencies/donors include FAO, Japan and the World Bank. The total value of altogether 499 projects during that period adds up to about 1.9 billion USD. The number most likely is higher since many matrices used for the compilation were not updated. On the other hand one should keep in mind that the count starts 1991 when climate change was not yet so high on the agenda. Irrespective of that projects often had implicitly or explicitly climate change related components, e.g. sustainable natural resource management and energy projects.

Getting a comprehensive overview of ongoing climate change related programmes and projects this was a real challenge if not impossible. As ADB asserted is the Pacific at large a relatively major and growing recipient of donor assistance<sup>22</sup> The appraisal team was referred to a number of tables and sources, one of the first being the matrix of the Development Partners for Climate Change (DPCC), the coordination platform located at Suva, Fiji where except SPREP all relevant CROP agencies are represented. Reviewing the matrix it had to be concluded that it was limited value. Information obviously is provided and entered in different ways. Thus, there is no consistent coherent set of information on past, ongoing

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<sup>19</sup> Figures are based on 2008 audited accounts.

<sup>20</sup> “The presence of Australia and New Zealand as full members of the Pacific Islands Forum, aside from stretching the normal meaning of ‘Pacific Islands’, has had a formative influence on the character of that body, the evolution of the ‘regional institutional architecture’ and the practice of regional cooperation.” (Hay 2009).

<sup>21</sup> Hay 2009

<sup>22</sup> ADB (2009), p.19

and/or envisaged project activities. No date is given when the table was last updated. Information on EU projects e.g. refer to EDF9 funded projects, upcoming EDF10 projects or GCCA initiatives for the region are not mentioned. Information on project duration and start/termination dates as well as budgets/expenditures are also missing to a large extent and there is no information on expected outputs/outcomes.

In order to obtain a complete overview on what was ongoing on climate change UNDP commissioned a scoping study aiming at identifying options to scale up climate change support and for the establishment of an Inter Agency Climate Change Centre.<sup>23</sup> This study generated 12 matrices with altogether more than 270 climate change related projects by sectors/action areas.<sup>24</sup> The matrices have similar weaknesses as the DPCC Matrix and give the impression that all projects having energy, environmental or sustainable natural resources component or linked to natural disaster is now listed under climate change. The latter is also true for the previous GTZ/SPC Pacific German Regional Forestry Programme as well as the EU Development of Sustainable Agriculture in the Pacific (DSAP) listed in the DPCC Matrix. Those projects started already 1994 and 2003 respectively. In that matrix JICA even lists a project on Fire Fighting and Fire Rescue and NZAID its support to the UN Office of the Coordination for Humanitarian Affairs (Pacific Office).

Such procedures run the risk of losing the focus on climate change specific project approaches. None of the matrices establishes or displays the relationship to the PIFACC, the Pacific Island Framework for Action on Climate Change (2006 – 2015). The PIFACC provides a regional frame for climate change related initiatives and projects. It was endorsed 2005 by the Pacific Leaders and complemented subsequently by an Action Plan prepared by SPREP 2006. Though the PIFACC and its Action Plan do not provide a complete logframe which projects could use to define their contribution in terms of inputs, outputs and outcomes, it provides a frame of themes (“principles”), expected outputs and indicative actions at the national and regional level to relate ongoing programmes and projects to it. SPREP as the climate change lead agency was mandated to coordinate and monitor its implementation and to report to the Forum. Reporting without having the required data base for the multitude of climate change project activities led to another stocktaking study in preparation of the Pacific Climate Change Roundtable (PCCR).<sup>25</sup> This study reviewed all existing climate change matrices and merged the information into one data base. It identified those 499 climate change and PIFACC related projects quoted already above. The number and initial year might be questioned, but it supports largely the result of the UNDP scoping study. For 2009 it identified 63 active PIFACC related projects but it was felt that this figure might be too low due to lack of updating.

In summary, despite various coordination platforms of donors and CROP (PIFS, SPREP, SPC etc.) it can be concluded, that really nobody at present has a sufficient overview of number, scope and expected impact of climate change related projects and their contributions to the PIFACC. There are significant data gaps and existing information usually

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<sup>23</sup> Morrell (2009)

<sup>24</sup> It provides 12 matrices for the following sectors/actions areas: 1. Energy Efficiency, 2. Renewable energy, 3. Sustainable Transport, 4. Land Use, 5. Food Security, 6. Water Security, 7. Health, 8. Coastal & Land Management, 9. Disaster Management, 10. Infrastructure, 11. Climate Mainstreaming, 12. Research & Advocacy. For the matrix on Climate Mainstreaming see Annex 5.

<sup>25</sup> Hay (2009).

is input focussed and pipeline information is missing almost altogether. Thus, the situation with regard to project and donor coordination and assessing the impact with regard to the PIFACC is far from being satisfactory.

This is not to say that donor or stakeholder coordination is absent. Regular coordination meetings take place in Fiji by the so called Development Partners for Climate Change (DPCC) where all donors and CROP organisations located at Suva participate, also GTZ. It is an important platform to exchange information and discuss common topics, but it represents only a part of the stakeholders and has not the capacity of joint planning and monitoring which would be required for effective coordination. Similar groups exist in Apia, Samoa where SPREP is located chaired by UNDP and also in PNG at the national level.

The overall mechanism for coordination and monitoring of PIFACC implementation is the Pacific Climate Change Roundtable (PCCR). This Roundtable was “reconstituted” with the development of the Action Plan. SPREP serves as the Secretariat and has the mandate to convene regular (annual) meetings inclusive of all regional and international organisations as well as civil society stakeholders. The PCCR is expected, among others to act as a monitoring and evaluation mechanism for the Action Plan, to serve as coordinating body for activities under the Framework and to share lessons learned from best practices in the implementation of climate change programmes. Views expressed during the mission seem to support Hay’s conclusion that so far the PCCR overall, and the meetings which have been held, are largely ineffective in terms of contributing to the intended purpose of the PCCR. Taking into account the resources at the disposal of the PCCR Secretariat (SPREP), the multitude of projects to deal with, the lacking or insufficient monitoring and evaluation tools<sup>26</sup> as well as the multitude of stakeholders and costs involved due to the remoteness of the region it does not seem surprising.

A number of shortcomings were taken up during the last PCCR in October 2009 such as to revise the structure of the Roundtable, establishing a steering committee and technical working groups, to recruit a Coordinator and, to develop a monitoring and evaluation framework for the PIFACC. Meetings of the Roundtable are now proposed to be held only every two years. SPREP serving as the Secretariat has been tasked to develop concept note on the structure and operation of the PCCR in the future. The challenge of promoting and managing the PIFACC is widely recognised, similarly the need for greater regional coordination.

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<sup>26</sup> Targets and indicators for expected outcomes e.g. which were envisaged to be established with the Action Plan have not yet been defined.

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# **Annexes**





## Annex 2: PICT Membership of selected CROP Agencies

PICTs	CROP Agencies							
	<i>PIFS</i>	<i>SPC</i>	<i>SOPAC</i>	<i>SPREP</i>	<i>South-pacific.travel</i>	<i>PPA</i>	<i>USP</i>	<i>FFA</i>
American Samoa		X	(X)	X		X		
Australia	X	X	X	X	X			X
Cook Islands	X	X	X	X	X		X	X
FSM	X	X	X	X		X		X
Fiji	X	X	X	X	X	X	X	X
France		X		X	X			
French Polynesia		X	(X)	X	X	X		
Guam		X	X	X		X		
Kiribati	X	X	X	X	X	X	X	X
Marschall Islands	X	X	X	X		X	X	X
Nauru	X	X	X	X	X	X	X	X
New Caledonia		X	(X)	X	X	X		
New Zealand	X	X	X	X	X			X
Niue	X	X	X	X	X	X	X	X
Northern Mariana Islands		X		X				
Palau	X	X	X	X		X		X
Papua New Guinea	X	X	X	X	X	X		X
Picairn Islands		X						
Samoa	X	X	X	X	X	X	X	X
Solomon Islands	X	X	X	X	X	X	X	X
Tokelau		X	(X)	X			X	X
Tonga	X	X	X	X	X	X	X	X
Tuvalu	X	X	X	X	X	X	X	X
United States		X		X				
Vanuatu	X	X	X	X	X	X	X	X
Wallis and Futuna		X		X		X		

	<b>"Metropolitan" Member States</b>
	<b>Independent States of the Pacific Community</b>
X	<b>Membership</b>
(X)	<b>Associate Membership</b>

**Table 1: SPC Source of Funding 2005 - 2009 (Budget Figures CFP Units)**

<b>Source of Income</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>AVG 2007 -2009</b>
Australia	6.278.517	8.102.977	13.515.745	17.122.585	22.647.785	17.762.038
France	3.325.404	3.495.164	3.169.365	3.366.320	3.062.020	3.199.235
New Zealand	3.955.870	4.764.170	6.199.820	5.975.997	6.475.197	6.217.005
USA	1.517.665	1.663.665	1.829.097	1.681.665	1.527.665	1.679.476
EU	6.923.520	6.126.500	6.685.900	8.957.900	5.053.600	6.899.133
Global Fund	2.302.300	2.369.000	2.749.800	901.900	12.822.700	5.491.467
GTZ	1.101.100	966.700	952.000	935.300	939.600	942.300
UNFPA	796.700	996.800	1.210.400	1.736.200	1.511.100	1.485.900
GEF	501.600	1.202.000	1.200.000	732.100	680.000	870.700
ADB	10.000	325.000	1.369.200	1.868.400	2.698.100	1.978.567
Other Partners	2.433.086	2.691.245	3.949.771	5.082.271	5.827.971	4.953.338
Island Members	839.693	899.693	886.162	963.562	871.162	906.962
<b>Total</b>	<b>29.985.455</b>	<b>33.602.914</b>	<b>43.717.260</b>	<b>49.324.200</b>	<b>64.116.900</b>	<b>52.386.120</b>
<b>Total US\$</b>	<b>29.955.500</b>	<b>38.678.723</b>	<b>55.045.587</b>	<b>59.716.914</b>	<b>78.630.522</b>	<b>52.405.449</b>

<b>Main Partners - Total 1 to 10 - CFP Units</b>	26.712.676	30.011.976	38.881.327	43.278.367	57.417.767	46.525.820
<b>Total 1 to 10 - %</b>	89,09%	89,31%	88,94%	87,74%	89,55%	88,81%
<b>Other Partners</b>	8,11%	8,01%	9,03%	10,30%	9,09%	9,46%
<b>Island members</b>	2,80%	2,68%	2,03%	1,95%	1,36%	1,73%

**Tabel 1 ctnd. : SPC Source of Funding 2005 - 2009 (Budget Figures %)**

<b>Source of Income</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>AVG 2007 -2009</b>
Australia	20,94%	24,11%	30,92%	34,71%	35,32%	33,91%
France	11,09%	10,40%	7,25%	6,82%	4,78%	6,11%
New Zealand	13,19%	14,18%	14,18%	12,12%	10,10%	11,87%
USA	5,06%	4,95%	4,18%	3,41%	2,38%	3,21%
EU	23,09%	18,23%	15,29%	18,16%	7,88%	13,17%
Global Fund	7,68%	7,05%	6,29%	1,83%	20,00%	10,48%
GTZ	3,67%	2,88%	2,18%	1,90%	1,47%	1,80%
UNFPA	2,66%	2,97%	2,77%	3,52%	2,36%	2,84%
GEF	1,67%	3,58%	2,74%	1,48%	1,06%	1,66%
ADB	0,03%	0,97%	3,13%	3,79%	4,21%	3,78%
Other Partners	8,11%	8,01%	9,03%	10,30%	9,09%	9,46%
Island Members	2,80%	2,68%	2,03%	1,95%	1,36%	1,73%

**Table 2: SPC Expenditure by Programme (Budgeted Figures)**

	Budget 2007			Budget 2008			Budget 2009		
	Core	Non-Core	Total	Core	Non-Core	Total	Core	Non-Core	Total
<b><u>EXPENDITURE</u></b>									
<b>CHAPTER I - ADMINISTRATION</b>									
Director-General	762.400	-	<b>762.400</b>	559.600	-	<b>559.600</b>	632.700	-	<b>632.700</b>
Corporate Services	2.566.100	-	<b>2.566.100</b>	2.839.000	-	<b>2.839.000</b>	3.134.300	-	<b>3.134.300</b>
<b>Administration</b>	<b>3.328.500</b>	<b>-</b>	<b>3.328.500</b>	<b>3.398.600</b>	<b>-</b>	<b>3.398.600</b>	<b>3.767.000</b>	<b>-</b>	<b>3.767.000</b>
<b>CHAPTER II - PROGRAMME MANAGEMENT / SUPPORT</b>									
Deputy Director-General (Noumea)	303.100	-	<b>303.100</b>	323.400	-	<b>323.400</b>	312.900		<b>312.900</b>
Deputy Director-General (Suva)	210.900	-	<b>210.900</b>	189.900	-	<b>189.900</b>	356.600		<b>356.600</b>
Director of Marine Resources	239.700	-	<b>239.700</b>	277.500	-	<b>277.500</b>	310.000		<b>310.000</b>
Director of Land Resources	242.400	168.000	<b>410.400</b>	283.700	183.200	<b>466.900</b>	245.000	307.200	<b>552.200</b>
Director of Social Resources	-		<b>-</b>	183.100	-	<b>183.100</b>	197.100		<b>197.100</b>
Pohnpei Regional Office	200.000		<b>200.000</b>	197.800	-	<b>197.800</b>	275.200		<b>275.200</b>

**Table 2 ctnd: SPC Expenditure by Programme (Budgeted Figures)**

Planning Unit	146.400	310.000	<b>456.400</b>	-	682.900	<b>682.900</b>	-	662.300	<b>662.300</b>
Publications Section	836.000		<b>836.000</b>	831.600	-	<b>831.600</b>	864.600		<b>864.600</b>
Information Communication Technology	667.500	-	<b>667.500</b>	718.700	561.400	<b>1.280.100</b>	839.600	427.900	<b>1.267.500</b>
Translation & Interpretation Section	1.156.000	-	<b>1.156.000</b>	1.137.900	-	<b>1.137.900</b>	1.117.200	-	<b>1.117.200</b>
Library	260.600	-	<b>260.600</b>	285.700	-	<b>285.700</b>	262.800	-	<b>262.800</b>
<b>Programme Management / Support</b>	<b>4.262.600</b>	<b>478.000</b>	<b>4.740.600</b>	<b>4.429.300</b>	<b>1.427.500</b>	<b>5.856.800</b>	<b>4.781.000</b>	<b>1.397.400</b>	<b>6.178.400</b>
<b>CHAPTER III - SOCIAL RESOURCES</b>									
Public Health	321.200	10.902.300	<b>11.223.500</b>	320.700	13.456.700	<b>13.777.400</b>	317.500	27.379.400	<b>27.696.900</b>
Statistics - Demography	298.400	2.686.360	<b>2.984.760</b>	303.900	1.466.500	<b>1.770.400</b>	285.700	2.478.300	<b>2.764.000</b>
Human Development	690.700	2.720.800	<b>3.411.500</b>	768.900	1.770.600	<b>2.539.500</b>		1.454.500	<b>1.454.500</b>
Regional Media Centre	319.000	142.800	<b>461.800</b>	320.100	156.500	<b>476.600</b>	324.100	140.100	<b>464.200</b>
<b>Social Resources</b>	<b>1.629.300</b>	<b>16.452.260</b>	<b>18.081.560</b>	<b>1.713.600</b>	<b>16.850.300</b>	<b>18.563.900</b>	<b>1.739.300</b>	<b>35.575.100</b>	<b>37.314.400</b>

<b>CHAPTER IV - MARINE RESOURCES</b>									
Coastal Fisheries	139.600	4.221.400	<b>4.361.000</b>	139.500	3.961.400	<b>4.100.900</b>	148.100	3.200.500	<b>3.348.600</b>
Oceanic Fisheries	142.100	2.755.600	<b>2.897.700</b>	152.600	5.079.300	<b>5.231.900</b>	150.600	6.677.800	<b>6.828.400</b>
Maritime	115.000	1.299.600	<b>1.414.600</b>	121.500	1.803.900	<b>1.925.400</b>	121.800	1.638.200	<b>1.760.000</b>
<b>Marine Resources</b>	<b>396.700</b>	<b>8.276.600</b>	<b>8.673.300</b>	<b>413.600</b>	<b>10.844.600</b>	<b>11.258.200</b>	<b>420.500</b>	<b>11.516.500</b>	<b>11.937.000</b>
<b>CHAPTER V - LAND RESOURCES</b>	<b>285.600</b>	<b>8.607.700</b>	<b>8.893.300</b>	<b>272.800</b>	<b>9.973.900</b>	<b>10.246.700</b>	<b>321.300</b>	<b>6.272.100</b>	<b>6.593.400</b>
<b>COMBINED TOTAL</b>	<b>9.902.700</b>	<b>33.814.560</b>	<b>43.717.260</b>	<b>10.227.900</b>	<b>39.096.300</b>	<b>49.324.200</b>	<b>11.029.100</b>	<b>54.761.100</b>	<b>65.790.200</b>
<b>Share of Core and Non-core Funding</b>	<b>22,7%</b>	<b>77,3%</b>	<b>100,0%</b>	<b>20,7%</b>	<b>79,3%</b>	<b>100,0%</b>	<b>16,8%</b>	<b>83,2%</b>	<b>100,0%</b>

FX Rate US\$/CFP Unit (100 XPF) 31-12-2009 0,81542

**Table 3: Administrative Cost Ratios**

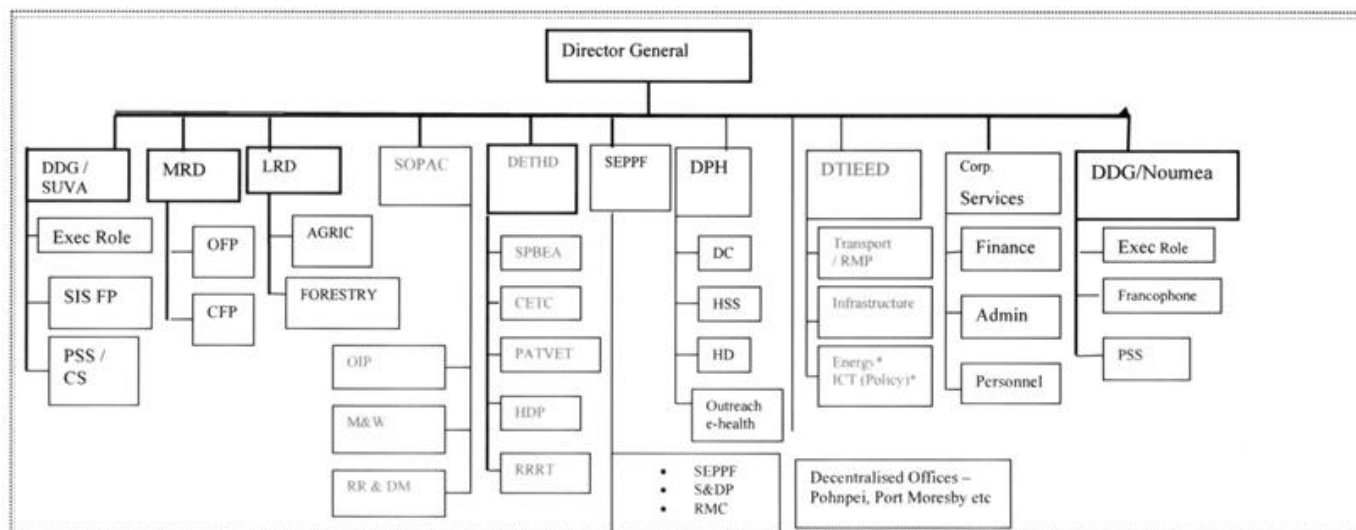
**3.1. Administration Expenditure Ratios**

<b><i>Expenditure</i></b>	<b>2007</b>		<b>2008</b>		<b>2009</b>
<b>Administrative Expenditures</b>	1.375.500		1.144.200		1.308.200
<b>thereof: salaries</b>	1.953.000		2.254.400		2.458.800
<b>Total Expenditures</b>	3.328.500		3.398.600		3.767.000
<b>Admin cost as % of total</b>	41%		34%		35%
<b>Salary cost as % of total admin</b>	59%		66%		65%

	<b>2007</b>		<b>2008</b>		<b>2009</b>	
<b>3.2 Share of Programmes/Divisions</b>	<b>3.328.500</b>	<b>8%</b>	<b>3.398.600</b>	<b>7%</b>	<b>3.767.000</b>	<b>6%</b>
Programme Management / Support	4.740.600	11%	5.856.800	12%	6.178.400	9%
Social Resources	18.081.560	41%	18.563.900	38%	37.314.400	57%
Marine Resources	8.673.300	20%	11.258.200	23%	11.937.000	18%
Land Resources	8.893.300	20%	10.246.700	21%	6.593.400	10%
<b>TOTAL</b>	<b>43.717.260</b>	<b>100%</b>	<b>49.324.200</b>	<b>100%</b>	<b>65.790.200</b>	<b>100%</b>



**Annex 4 Proposed Organisational Structure of the SPC in January 2010**



OIP	Oceans & Islands programme	RR&DM	Community Risk Programme	M&W	Water of Community Lifelines and Minerals
CFP	Coastal Fisheries Programme	MRD	Marine Resources Division	SIS FP	Small Island States Focal Point
Francoph FP	Francophone Focal Point	OFF	Oceanic Fisheries Division	SRD	Social Resources Division
HDP	Human Development Programme	PHP	Public Health Programme	S&DP	Statistics & Demography Programme
LRD	Land Resources Division	PSS	Programme Support Services	S.E. Unit	Strategic Engagement Facility
RMC	Regional Media Centre	DTIEED	Directorate of Transport, Infrastructure, Energy & Economic Development	DC	Disease control (CDs / NCDs / emerging diseases)
HSS	Health Systems Strengthening	HD	Health determinants	SEPPF	Strategic engagement, policy & planning facility
DETHD	Directorate of Education, Training and Human Development	SEPPF	Strategic Engagement, planning and policy Facility	(?)	Depending on SOPAC-SPC-SPREP rationalisation whether it comes to SPC or goes to SPREP

	Title	Description - (11) Climate Mainstreaming Adaptation	Type of Activity	Status and Duration	Implementing & Key Partners	Donors	Estimated Budget USD	Institution/ Focal Point	Location
1	Mainstreaming Environmental Considerations in Economic and Development Planning (TA6204 - REG)	The TA will prepare Country Environmental Analysis (CEA) that will provide inputs to CSP and CSP updates for selected PDMCs and countries' medium term development strategy, particularly in addressing eight key environmental challenges. The TA's main objective is to mainstream key environmental concerns into economic and development planning processes and to help reduce poverty in PDMCs. It includes preparation of Climate Risk Profile of selected countries.	Technical Assistance	Approval date: 3/12/04 Expected completion date: 15/12/08	ADB	ADB	US\$520,000	ADB / Emma Ferguson email: eferguson@adb.org	Regional - Federated States of Micronesia (FSM), Kiribati, Palau (replacing Cook Islands), Papua New Guinea (PNG), Republic of Marshall Islands (RMI), Samoa, Solomon Islands, and Vanuatu
2	Climate Change Adaptation Project for the Pacific (TA 6064)	The goal of the TA is to ensure that Pacific developing member countries (PDMCs) of the ADB adapt to climate change and variability (CCV). The purpose of the TA is to mainstream adaptation through integrated risk reduction, on a pilot basis, in development planning and management in selected PDMCs and ADB operations.		Fielding of Consultant 12 Feb 2003; Completion: January 2005	ADB	ADB	US\$800,000	ADB / Emma Ferguson email: eferguson@adb.org	Cook Islands and FSM
3	Promoting climate change adaptation in Asia and the Pacific	This technical assistance is formulated to strengthen adaptation responses in the Asia and Pacific region so that DMCs will be more resilient to climate change.	Technical Assistance	Regional Commence: Nov 2007 Expected completion: 4 years		ADB / Japan	Total 3.6M (Japan Special Fund 800,000)	ADB / Emma Ferguson email: eferguson@adb.org	Regional
4	National Action Plan Implementation Facility	Implemented by SOPAC between 2008 and 2011, in the Cook Islands, Papua New Guinea, Samoa, Solomon Islands, Federated States of Micronesia, Fiji, Kiribati, Nauru, Niue, Palau, Tonga and Tuvalu, with funding from AusAID; designed to enhance the sustainable development of Pacific countries through the implementation of measures identified in their National Action Plans to reduce underlying risks to disasters caused by both natural and humaninduced hazards, and to improve preparedness and response to disasters caused by such hazards;		2008-2011	SOPAC	AusAID		AusAID / Brian Dawson email: brian.dawson@ausaid.gov.au / Paul Mitchell email: paul.mitchell@ausaid.gov.au	Regional - Cook Islands, Papua New Guinea, Samoa, Solomon Islands, Federated States of Micronesia, Fiji, Kiribati, Nauru, Niue, Palau, Tonga and Tuvalu
5	CC Vulnerability Assessments		Project			AusAID (ICCAI)	15.0M	AusAID / Brian Dawson email: brian.dawson@ausaid.gov.au / Paul Mitchell email: paul.mitchell@ausaid.gov.au	Regional
6	The Vulnerability and Adaptation Initiative	The Vulnerability and Adaptation Initiative provides practical adaptation assistance such as increased water storage, improved food security through crop diversification, and coastal stabilisation through replanting of mangroves. The Initiative supports small grants in Fiji, Solomon Islands, Samoa, Tonga and Vanuatu, as well as a water and sanitation project in Tuvalu.	Initiative	2004-2009		AusAID (PAC - Pacific Regional Environment and CC Program)	4.0M	AusAID / Brian Dawson email: brian.dawson@ausaid.gov.au / Paul Mitchell email: paul.mitchell@ausaid.gov.au	Subregional - Fiji, Solomon Islands, Samoa, Tonga, Tuvalu and Vanuatu

7	GEF - SGP -CBA Samoa Community Based Adaptation Project	The CBA is designed to achieve the goal of: 'reducing vulnerability and increasing adaptive capacity to the adverse effects of climate change while generating global environmental benefits, building resilience of communities and eco-systems and resource-dependent livelihoods in the face of climate change'.	Programme	Ongoing - 1 SGPCBA project under implementation: 3 pipeline projects under review	UNDP administered and delivered through the Small Grants Programme (SGP) modality	AusAID/ GEF- SGP	635.000	GEF SGP / Kevin Petrini kevin.petrini@undp.org Ph. +685 25557	Samoa
8	FSPI Mainstreaming of Rural Development Innovations (MORDI)	The MORDI programme is to be implemented over two phases by FSPI. The program supports sustainable livelihood opportunities in remote, outer island communities of the Pacific and promotes local food security, rural innovations and access to markets. MORDI is currently operating in Fiji, Tonga and Kiribati. The 2nd phase of MORDI will seek to expand target areas in existing countries and assess expansion into Samoa, Cook Island and Solomon Islands.	Programme Phase I: July 2005 – June 2008 (3 years) Phase II: 2009-2011 (3 years)	Ongoing	FSPI	Foundation of Peoples of the South Pacific international (FSPI), IFAD	5.6M	FSPI / Rex Horoi email: rex.horoi@fspi.org.fj	Regional Phase 1 - Fiji, Tonga, Kiribati. Phase 2 expand to include Samoa, Cook Islands, and Solomon Islands.
9	Samoa National Adaptation Programmes of Action	The key objectives of the NAPA process entail: identification of communities and livelihoods most vulnerable to climate change, generating a list of activities that would form a core of the national adaptation programme of action, and to communicate Samoa's immediate and urgent needs and priorities for building capacity for adaptation to climate change.	Project	Completed (2003-2005)	UNDP	GEF	200.000	UNDP Samoa / Easter Galuvao email: easter.galuvao@undp.org	Samoa
10	PACC - Pacific Adaptation to Climate Change	The PACC Project aims to significantly improve the effectiveness of the response to climate change in the Pacific. The project will improve technical capacities to support appropriate adaptation centric policies, demonstrate cost-effective adaptation techniques in key sectors, and promote regional cooperation. It is designed to lay the framework for effective and efficient future investment on climate change adaptation in the Pacific.	Programme	Project Document Approved by GEF secretariat	SPREP ? UNDP + Other Agencies	GEF	13.100.000	SPREP / Taito Nakalevu email:taiton@sprep.org Ph +685 21929	Regional - Cook Islands, Fiji, FSM, Kiribati, Nauru, Niue, Palau, PNG, RMI, Samoa, Solomon Islands, Tonga, Tuvalu and Vanuatu
11	SGP - Small Grants Programme		Programme	Ongoing - 29 SGP Projects in Samoa in 2008	UNDP/GEF/NZ AID / GEF SGP	GEF	345.000	UNDP / Easter Galuvao easter.galuvao@undp.org ph +685 23670	Samoa
12	Assessment of Impacts and Adaptation to Climate Change	implemented between 2004 and 2006 by UNEP and executed by START and TWAS, with funding from GEF and sub-projects in Fiji and the Cook Islands; the project was designed to: (i) enhance scientific understanding of climate change, physical and social vulnerabilities and adaptation options in developing countries; (ii) enhance the scientific capacity of developing countries to assess climate change vulnerability and adaptation; and (iii) generate and communicate information useful for adaptation planning and action.	Project	Completed 2004-2006	UNEP	GEF		UNEP / Greg Sherley email: greg.sherley@undp.org	Fiji and Cook Islands

13	Kiribati Adaptation Program – Pilot Implementation Phase (KAP–II) Agency's Project ID: P089326	The global environmental objective of KAP-II is to assist the Government of Kiribati (GoK) in enhancing its capacity to plan and implement adaptation measures to the climate-related issues facing the country, which will also reduce the detrimental impacts of climate change on the fragile atoll ecosystems of Kiribati. This would be achieved by supporting, through this project, a key transitional stage in preparing for the long-term national response to climate change, including pilot actions that will generate experience for wider application in Kiribati and other small island states.	Programme	Ongoing 2006-2009		GEF , World Bank, NZAID, Republic of Kiribati	6.699.100	UNDP / Asenaca Ravuvu email: asenaca.ravuvu@undp.org	Kiribati
14	Climate Change, Employment and Sustainable Livelihoods	In Development	TBC	2009-		ILO		ILO / Mr Werner Blenk blenk@ilo.org Tel: +679 331 3866 Fax: +679 330 0248	Regional
15	Impact Assessment Studies in PDMCs	Implemented by SPREP from 1992 to 1996, with funding from Japan; studies were undertaken in Fiji, Samoa, Tonga and Tuvalu; the project was designed to identify the vulnerability and resilience of the coastal natural and socio-economic systems of each country	Study	Completed 1992-1996	SPREP	Japan		SPREP / Espen Ronenberg email: EspenR@sprep.org Ph +685 21929	Fiji, Samoa, Tonga and Tuvalu
16	Preliminary Study for Regional CC Approach	Broad study focusing on the following: Water Resource Management, Agricultural water use and irrigation, food security, forest conservation, hygien and disease control, sanitation, disaster management, coastal erosion prevention	Study	Ongoing		JICA		JICA Samoa / Takayuki Tomihara email: tomihara.takayuki@jica.go.jp	Subregional - J12 Kiribati, Nauru, Vanuatu, PNG and Micronesia - not sure of link with JICA activity below?
17	Community Relocation	Community Relocation as an Option for Adaptation to the Effects of Climate Change and Climate Variability in PDMCs - implemented between 2005 and 2006 in 14 PDMCs with funding from NZ and the United States via the Asia-Pacific Network for Global Change Research; the initiative was to support collaborative research between researcher in developed and developing countries	Study	Completed 2005-2006		NZ, US		NZAID / Paul Eastwood email: paul.eastwood@nzaid.govt.nz	Regional
18	CBDAMPIC - Capacity Building for the Development of Adaptation Measures in Pacific Island Countries Project	Capacity Building for the Development of Adaptation Measures in Pacific Island Countries – funded by Canada and executed by SPREP between 2002 and 2005 in 16 communities in the Cook Islands, Fiji, Samoa and Vanuatu; the project was designed to (i) develop a community vulnerability and adaptation assessment and action approach to analyze actual adaptation processes so as to contribute to capacity building as the alternative to using the global and regional climate models; (ii) examine the conditions that give rise to vulnerability based on personal experiences and insights of local residents; and (iii) identify and implement adaptation measures through community participation;	Project	Completed (Jan 2002 – June 2006)		SPREP / CIDA	CAN 2.2M	SPREP / Taito Nakalevu email: taiton@sprep.org Ph +685 21929	Subregional - Cook Islands, Fiji, Samoa and Vanuatu

19	Developing Capacity to Monitor, Evaluate and Communicate Climate Change Adaptation in Fiji	Contributes to climate change adaptation. The ongoing community-based climate change adaptation initiative calls for the strengthening of monitoring, evaluation and communications component. Supports efforts towards internalizing climate change adaptation within rural communities of Fiji and enables replication of best practices from six pilot sites to other rural communities through mobilized resources. Supports efforts towards internalizing climate change adaptation within rural communities of Fiji and enables replication of best practices from six pilot sites to other rural communities through mobilized resources. Reports with highlights of main deliverables: a) Adaptation Monitoring and Evaluation (AME) framework; b) Communication formats for project processes and outputs; and c) Resource mobilization strategy to replicate best practices to other communities in Fiji.	Project	Duration: 12 months Modality: NEX Defining stage: Project Brief drafted and finalized with implementing partner (USP), Project Document currently drafted for PAC and L-PAC.		UNDP	Budget (UNDP): US\$30,000	UNDP / Asenaca Ravuvu email: asenaca.ravuvu@undp.org	Fiji
20	First National Communications (FNC) to UNFCCC	The project enables countries to prepare first national communication to the Conference of the Parties (CoP) of the UN Framework Convention on Climate Change (UNFCCC). FNC Reports for all PICs, with highlights of main deliverables: a) GHG inventory; b) Assessment of potential impacts of climate change; c) Analysis of potential measures to abate increase in GHG emissions and to adapt to climate change; d) National action plans to address climate change and adverse impacts; and e) General awareness and knowledge of climate change-related issues and strengthening of dialogue, information exchange and co-operation among all relevant stakeholders.	Project	Duration: 2 years Modality: NEX Tonga and Palau; DEX remaining 8 countries Operationally completed by all 10 PICs.		UNDP	Budget (GEF): US\$479,000 (Tonga), US\$309,000 (Palau), US\$XX (8 countries)	UNDP / Asenaca Ravuvu email: asenaca.ravuvu@undp.org	Subregional - Fiji, FSM, Kiribati, Nauru, Palau, RMI, Solomons, Tonga, Tuvalu, Vanuatu
21	National Adaptation Programme of Action (NAPA)	Baseline for climate change adaptation. Develops a countrywide program that encompasses immediate and urgent adaptation activities that address current and anticipated adverse effects of climate change, including extreme events. Provides a framework to guide coordination and implementation of adaptation initiatives in the country, through a participatory approach and building synergies with other relevant environmental and related programs, and develop a specific priority program of action for adaptation to climate change. NAPA Reports. Priorities identified Kiribati: Water Resources; Coastal Zone Management; Strengthening Climate Change Information and Monitoring; Project Management Institutional Strengthening; Upgrading of Meteorological Services; Agricultural Food Crops Development; Coral Monitoring, Restoration and Stock Enhancement; Upgrading of coastal defenses and causeways; and Enabling effective participation at regional/international meetings. Tuvalu: Coastal: Increasing resilience of Coastal Areas and Settlement to Climate Change; Agricultural: Increasing subsistence pit grown pulaka productivity through introduction of a salt-tolerant species; Water: Adaptation to frequent water shortages through increasing household water capacity, water collection accessories, and water conservation techniques; Health: Protecting Community health through control of vector borne/climate sensitive diseases and promotion of community access to quality potable water; Fisheries: Strengthening	Programme	Duration 2 years Operational closure Kiribati, Tuvalu, Vanuatu Running stage Solomons: Completing in 2009		UNDP	Budget (GEF): US\$200,000/ country Modality: NEX	Government Focal Points	Subregional - Kiribati, Solomons, Tuvalu, Vanuatu

		Community-Based Conservation Programmes on Highly Vulnerable near-shore Marine Ecosystems; Disaster: Strengthening Community Disaster Preparedness and Response Potential; and Fisheries: Adaptation to Near-Shore Coastal Shellfish Fisheries Resources and Coral Reef Ecosystem Productivity. Vanuatu: Agriculture and food security (preservation/processing/marketing, modern and traditional practices, bartering); Water management policies/programmes (including rainwater harvesting); Sustainable tourism; Community-based marine resource management programmes (modern and traditional, aqua-culture); and Sustainable forestry management forestry.							
22	National Capacity Self Assessment (NCSA): PDF-A and Enabling Activity (EA)	Analyzes national priorities and identifies how best to mobilize and allocate resources to implement the three conventions in a coordinated and cost-effective manner. Provides resources to mobilize linkages at local levels conventions. Baseline for environmental governance. Provides guidance and right tools to agencies and organizations with direct responsibilities for implementing obligations under UNFCCC, UNCBD, and UNCCD to enable self-reflecting and identifying strengths and weakness to meet these obligations.	Project	Duration 18 months Modality: NEXEA: running stage Kiribati, Palau, Solomons, Tonga: Completing in 2008 Fiji, FSM, RMI: Completing in 2009 EA: defining stage Nauru and Tuvalu, upon establishment of institutional framework for UNCBD (NBSAP) and UNCCD (NAP)		UNDP	Budget (GEF): US\$225,000/country	UNDP / Asenaca Ravuvu email: <a href="mailto:asenaca.ravuvu@undp.org">asenaca.ravuvu@undp.org</a>	Subregional - Fiji, FSM, Kiribati, Palau, RMI, Solomons, Tonga, Nauru, Tuvalu
23	Second National Communications (SNC) to UNFCCC: Stock-taking Exercise (STE) and Enabling Activity (EA)	Baseline for climate change mitigation and adaptation. The project enables all signatories to UNFCCC to prepare a National Communication comprising three major elements: a national greenhouse gas inventory, abatement analysis, and vulnerability and adaptation assessments. STE: Project Briefs and Project Documents for all PICs on how each SNC will be prepared. EA: SNC Reports for each country with highlights of main deliverables: a) Update of national circumstances; b) National GHG inventory; c) Vulnerability and adaptation assessments; d) Programmes containing measures to mitigate climate change; e) Other information relevant to achieving UNFCCC objectives; and f) Constraints, gaps and needs analyses to overcome gaps.	Project	Duration: 3 years Modality: NEX EA: running stage Kiribati, Tonga, Vanuatu: Completing in 2010 FSM, Nauru, RMI, Solomons, Tuvalu: Completing in 2011		UNDP	Budget (GEF): US\$420,000/country	UNDP / Asenaca Ravuvu email: <a href="mailto:asenaca.ravuvu@undp.org">asenaca.ravuvu@undp.org</a>	Subregional - FSM, Kiribati, Nauru, RMI, Solomons, Tonga, Tuvalu, Vanuatu (Note: Fiji, Palau - UNEP)
24	Policy and technical advice	The UNDP Pacific Centre (PC) in association with the UNDP Regional Centre in Bangkok (RCB) and UNDP Regional Centre in Colombo (RCC) on request is able to provide policy and technical advice from its advisors and specialists (including in poverty reduction, MDG achievement, sustainable livelihood and energy). E.g. further analysis can be undertaken on the basis of the recent Household Income and Expenditure Surveys (HEIS) to determine the extent to which fuel and food prices are likely to impact directly on poor households		2008-		UNDP			Subregional - Selected PICs based on demand

25	Energy and Poverty in the Pacific Island Countries - Challenges and the Way Forward	This report that will be published soon looks at the linkages between energy and poverty/hardship reduction in a PIC context		2008		UNDP		UNDP / Asenaca Ravuvu email: asenaca.ravuvu@undp.org	Regional
26	Policy advisory and technical support provided on mainstreaming climate change and gender into all relevant national and village level policies, strategies and plans.	Tools to analyze gender information on the differential impacts on men and women of environmental degradation, energy utilization, climate change and natural disasters provided as an input to formulating national policies, plans and strategies.	Agency Programme Activities	Ongoing	UNDP	UNDP Trac		UNDP Samoa / Easter Galuvao email: easter.galuvao@undp.org	Subregional -Samoa, Niue, Tokelau, Cook Islands
27	Strengthen the ability of countries to integrate climate change responses into national development processes.	Adaptation planning, financing and cost effective preventative actions are increasingly incorporated into national development processes that are supported by scientific information, integrated climate impact assessments and local climate data. 1. Countries make sound policy, technology, and investment choices that lead to a reduction in greenhouse gas emissions and potential co-benefits, with a focus on clean and renewable energy sources, energy efficiency and energy conservation. 2. Improved technologies are deployed and obsolescent technologies phased out, financed through private and public sources including the Clean Development Mechanism (CDM). 3. Increased carbon sequestration occurs through improved land use, reduced deforestation and reduced land degradation. 4. Country policy-makers and negotiators, civil society and the private sector have access to relevant climate change science and information for decision-making. Impact Indicator: Number of countries introducing regulatory and policy reforms regarding climate change.	UNEDP Programme	Ongoing	UNEP	UNEP		UNEP / Greg Sherley email: greg.sherley@undp.org	Regional
28	Climate Change Capacity Building	Translating climate change science into applicable information products through user-friendly materials and tools. Enhancing human capacity in the assessment of the risks and impacts of climate change through education, training and awareness. Building resilience through adaptation to climate change.	UNEP Programme Activities	Ongoing	UNEP	UNEP, SPREP, and other regional and global partners.		UNEP / Greg Sherley email: greg.sherley@undp.org	Regional
29	Policy Advice for SIDS on Employment Polices and policy capacity development	Advise Pacific SIDS on Employment policies for Pacific SIDS based on country researches that an expert group on employment creation in Pacific SIDS considered and recommended to Special Body on Pacific Islands. Building policy-making capacity in the Small Island Developing States of the Pacific through the provision of policy experts as advisers to national governments.	Agency Programme Activities	Ongoing	UNESCAP	UNESCAP	60.000	UNESCAP / Mr Iosefa Maiava email; maiavai@un.org Tel.+679 331 9669	Regional

30	United States Country Studies Programme	The studies were undertaken as part of United States' global initiative to contribute to the objectives of the UNFCCC by providing financial and technical assistance to assess the coastal vulnerability to sea-level rise and climate change in developing countries	Study	Completed - 1992 - 1997		US		US Embassy / Ms Sandeep K. Singh email: singhsk1@state.gov	Subregional -Fiji, FSM, Kiribati, Marshall Is and Samoa
31	Cities, Seas and Storms: Managing Change in Pacific Island Economies	implemented by the World Bank between 1999 and 2000 in all PDMCSs, with a special focus on Fiji and Kiribati; the project was designed to quantifying the likely economic cost of doing nothing, by highlighting the exorbitant costs of protecting land, ecosystems, people and infrastructure under worst case scenarios, and by identifying the co-benefits and cost effectiveness of a proactive, "no regrets" approach to adaptation that favors only those measures for which benefits exceed costs, even in the absence of climate change	Study	Completed 1999-2000	WB	WB		World Bank / Kanthan Shanker email: kshanker@worldbank.org	Regional