PRRP MID-TERM EVALUATION

UNDP Management Notes & Responses

The following notes and responses are intended to provide a clear statement of management views on the performance and strategic direction of the Pacific Risk Resilience Programme (PRRP). These are largely based on a mid-term evaluation (MTE) of the programme conducted in 2016 as well as the PRRP Annual Report 2016/2017 developed with programme partners. The main MTE document that follows contains the independent evaluation of progress and recommendations for future programming through the MTE.

Progress Assessment

1. RELEVANCE

PRRP is highly relevant at the regional level and brings significant value in the context of the Pacific (MTE, 2016). There is increasing recognition of the role of risk governance as a foundation for risk informed development and therefore for achieving resilient development. The risk governance approach is now explicitly linked to the recently launched Framework for Resilient Development in the Pacific (FRDP) – the first underlying principle of which is to mainstream risk into development at all levels. The Risk Governance Policy Brief provides a clear framework for operationalising the FRDP. The Brief is also based on the experiences and leadership demonstrated across the four programme countries.

The relevance of the risk governance building block model extends to key regional and international topics. PRRP stakeholders have been actively influencing discussions at multiple regional and international fora including: the World Humanitarian Summit (May 2016); the Hanoi Gender and Disaster Risk Reduction conference (May 2016); the Pacific Resilience Week (Oct 2016); COP22 (November 2016); and also the PRRP regional board meeting where several CROP agencies were present (June 2016). This is leading to considerable advancements on key issues being considered in the region including:

- ❖ **Gender and Social Inclusion:** PRRP has helped create a network – Protection in the Pacific (ProPa) – an inter-governmental body that promotes gender quality and protection issues by ensuring that development is risk informed, inclusive and equitable. ProPa helps stakeholders address the root causes of risk and advocates for the protection of core human rights as 'central to' all CCDRM actions. As a result, the core principles of protection and GSI are now embedded within the FRDP.

- ❖ **Private Sector Engagement:** PRRP has actively engaged the private sector, with support evolving from opportunistic one-off engagements towards more sustainable initiatives. This has helped foster partnerships between private sector and government, which have been widely commended (MTE, 2016). Of note, PRRP supported a collaborative mechanism (the Fiji Business Disaster Resilience Council) which is now being replicated at the regional level by PIPSO.

- ❖ **Bridging the Humanitarian-Development divide:** PRRP stakeholders, mainly in the agriculture and local government agencies, are leading the way on demonstrating the critical importance of the risk governance building blocks for bridging the divide following major events in each programme country mainly through the food security and gender/protection clusters e.g. following TC Ian (Tonga 2014); TC Pam (Vanuatu 2015); and TC Winston (Fiji 2016).

2. EFFECTIVENESS

Progress to date against the 2013 baseline is rated as <u>on-track</u>, and the risk governance building blocks (people, mechanisms and processes) are an effective foundation for risk informed development. Progress is

most significant in Fiji followed closely by Vanuatu and then Tonga and Solomon Islands. In Fiji this is mainly due to risk-informed development work at the sub-national level and Vanuatu in the agriculture sector. In Tonga and Solomon Islands progress is on-track in the agriculture sector, but with some delays with progress in Solomon Islands at the subnational level. See the PPRP Annual Report 2016/2017 (section 3 on progress) for more detail.

3.   GENDER & SOCIAL INCLUSION

There is evidence that PRRP is making a difference to <u>gender equality</u>. Although there is need to ensure a more uniform understanding of gender and social inclusion (GSI) across all stakeholders (MTE, 2016), there has been progress, considering the Pacific context where GSI is often viewed as an imported 'add-on'. Progress includes: i) incorporating GSI into project proposals and/or risk screening tools e.g. at the subnational levels in Fiji and Vanuatu; ii) ensuring gender disaggregated data informs development planning e.g. community profiling within the subnational guidelines in Vanuatu; iii) securing women's participation and voices in community development planning and agricultural 'knowledge hubs' e.g. female leadership of knowledge hubs in Vanuatu (Tanna); and iv) investing in GSI capacity by creating new posts in the Ministries of Women in Fiji and Vanuatu (a new post is also in the pipeline for Solomon Islands) for risk informed *and* inclusive development.

4.   EFFICIENCY

PRRP is making efficient and appropriate use of resources to achieve its outcomes. Expenditure across the outcome areas was on-track as per the budget allocations set out in approved annual plans for 2016/2017. As highlighted in the MTE, PRRP will focus resources on entry-points/countries that are providing the most significant prospects for scale. Efficiency and 'value for money' are measured against several criteria including team structure, the efficiency of technical advisors and the ability to leverage further resources. Progress is evident across all three of these areas:

- ❖ **The team structure is appropriately designed to deliver country work-plans** with UNDP and LLEE staff across the countries and a regional team based in Suva to support in-country work and deliver regional activities. The MTE states that the '*team model of recruiting local staff for National Managers and Posts has been overall highly efficient since these individuals have excellent knowledge of the local context to inform and influence risk governance'*.

- ❖ **Technical advisors (TA) are working effectively to guide Government Posts** (which forms the bulk of the work-plans). This comprises a dynamic pool of TAs (CCDRM, private sector and governance strengthening). TA support accounted for 18 percent of the 2016 budget, and covers all entry-points and support to government posts. The MTE notes the challenges of TAs being 'stretched too thin'; as well as 'a strong appetite for strengthened connectivity' of the internal team, both within each country context but also across the program more broadly. In response, PRRP has planned its 2017/2018 activities around technical <u>pathways</u> which will enhance the capacity of in-country partners to support each other on delivery, thus improving connectivity and reducing reliance on TAs.

5.   SUSTAINABILITY

Significant ownership of the approach and resulting 'behaviour change': all progamme activities are delivered by government partners 'from within' local systems thereby nurturing significant ownership of 'risk-informed' development. Partners are displaying strong commitment to this approach with 82 percent of stakeholders agreeing that PRRP country partners are owning programme interventions (MTE, 2016) e.g. in Vanuatu, a dedicated unit has been created in the agriculture sector to risk-inform development; in Solomon Islands, six permanent secretaries now engaged in high-level policy discussions taking the progamme approach; in Fiji and Tonga sub-national government are leading the way in reforming community-led

development planning. As one partner noted: "*this is something new in Vanuatu, but puts the government in the driving seat*" (Ben Tabi, Decentralisation Manager, DLA).

Establishing Government Posts is building capacity and leverage change 'from within' country systems for risk-informed development: posts are government appointed within the national, subnational and sector levels. This has resulted in the formulation of 25 posts for risk-informed development (note that 35% of current posts are female). Despite constraints evident in some cases the post model is "highly relevant" and has "proved successful in many instances" (MTE, 2016). Out of the 10 posts that have completed their contracts with PRRP support 8 have been absorbed with government resources and one externally funded. PRRP maintains its work with these posts particularly in Tonga and Solomon Is. Government partners are mobilizing other posts to complement this work e.g. the Risk Resilience Unit in Vanuatu; and dedicated agriculture extension resilience officers each province in Solomon Islands.

Increasing implementation of 'risk-informed' development: for example, in Vanuatu, the risk informed Corporate Plan prepared by the new Risk Resilient Unit (RRU) in the agriculture ministry is being used to obtain funding for ongoing DRR activities and staffing. Similarly, the Tonga Agriculture Sector Plan (TASP) has mobilised significant funding for risk informed agriculture initiatives, and the newly risk informed community development planning process in Fiji has already mobilised resources for risk informed projects in Western Division including water harvesting in drought prone areas. Similarly, the bottom-up process of community development plans has led to implementation of risk informed development on issues relating to food and water security; coastal protection; and climate proofing access roads to basic services (in Tonga and Vanuatu), as well as a risk-informed relocation of an entire village in the Western Division (in Fiji). In Tonga the two resilience officer posts at sub-national level are now contributing to the formulation of a Green Climate Fund (GCF) proposal on coastal zone protection, and have also assisted communities accessing funding from the Tonga Climate Change Trust Fund for water/food security work.

Significant prospects for replication and scale (sustainability): evidence of replication beyond the programme includes for example work in the Western division in Fiji has now led to Government endorsement for all divisions to risk-screen submissions for major development projects; and in Vanuatu the new resilient development post in the Ministry of Justice and Community Service is successfully scaling up GSI considerations into the WASH and agriculture programmes. Further, other sectors are considering a similar approach including the health sector in Solomon Islands. More work however, is required to build systems for 'self-replication' or scale. This will be a major priority for the programme going forward with significant opportunities opening within the budgeting process.

6. PARTNERSHIPS

The PRRP programme is delivered mainly through government partners at both the national and sub-national levels. This has led to substantive ownership and leadership by government partners at sub-national, national and sector level. More recently this has included Ministries of Women/Social Welfare across all countries and private sector organisations in Fiji and Vanuatu as well as with PIPSO at the regional level. Working 'within' these partner systems has also provided stronger connectivity with development partners such as: FAO and WFP in the agriculture sector and their work with the new Resilient Officer posts across all four countries; and SPC and GIZ with new private sector resilience councils in Fiji and Vanuatu.

7. INNOVATION

PRRP has demonstrated an innovative program approach. It has evolved based on 'emergent design' principles adapted from the implementation of systemic change in education and learning environments. This is a new approach and was selected because risk governance is not a fully developed concept in the

region. PRRP has recently solidified the design based on the last 3 years of testing and learning and this is explained in a policy brief on risk governance. PRRP is also working through innovative partnerships with a new set of non-traditional CCDRM partners, notably national planning and/or finance ministries; sub-national and sector agencies as well as Ministries of Women and Social Welfare and more recently the private sector. The team is also taking an innovative approach to building capacity for CCDRM in the region by working 'from within' existing governance systems for development.

Management Responses

Key priorities for 2017/18 are to: **replicate and scale-up** risk informed development; renew focus on **diffusion of learning** with both internal and external stakeholders to increase knowledge and up-take of the risk governance building blocks as a foundation for resilient development (this will also include more deliberate engagement with the Pacific Resilience Partnership); and **assist partners with implementation** (project preparation, funding mobilisation, delivery and oversight) to ensure that risk governance strengthening is moving beyond risk informed outputs to tangible resilient development outcomes. Specific measures include:

1. Structure of the End-of-Programme Outcomes (EOPOs) will remain the same but with more emphasis on the following dimensions as per the findings from the MTE:

2. More targeted efforts to support replication and scaling-up of risk governance: this will become the core focus of EOPO1 (horizontal integration of risk across all sectors and locations);

3. Stronger connectivity between national and subnational work through singular 'pathways' for risk informed and gender responsive development planning and budgeting: this will become the core focus of EOPO2 via 'vertical' and 'diagonal' pathways activities by UNDP, LLEE and government posts.

4. Gender and Social Inclusion: is 'central' to the definition of risk and will be integrated into all pathways, and more recently in to the budgeting process for risk informed development.

5. A 'network' approach to learning: across the team network' approach to learning and exchange within the countries for each pathway, and between the countries e.g. the ProPa and local government networks. This will also be a source of more substantive support for government posts.

6. Monitoring, evaluation and learning: the programme team is now generating, capturing and diffusing all progress and learning around the risk governance building blocks. Progress is already evident against the 2013 baseline for all building blocks in each country and entry-point.
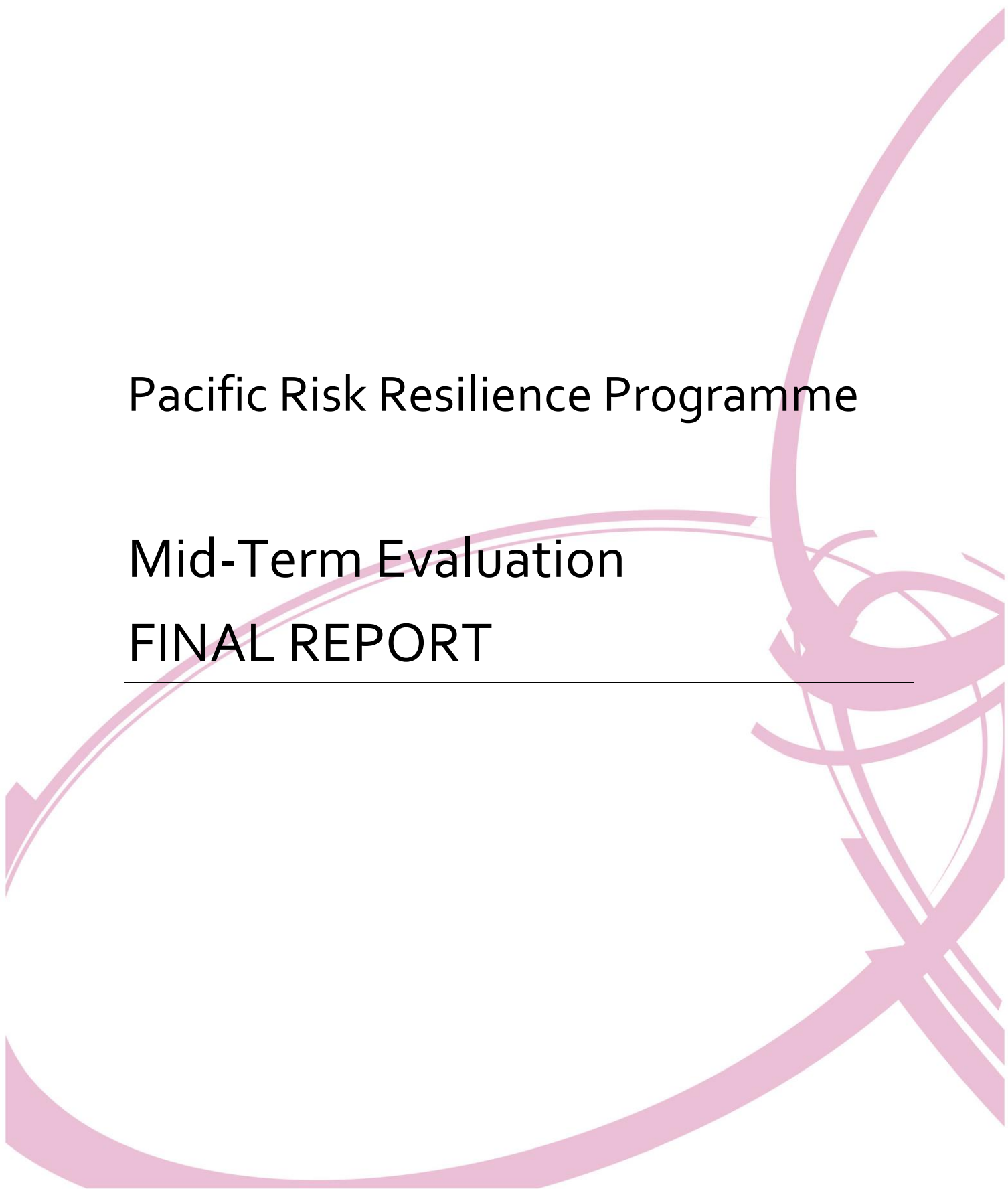
Pacific Risk Resilience Programme

Mid-Term Evaluation
FINAL REPORT

ABOUT THE AUTHORS

The Institute for Sustainable Futures (ISF) was established by the University of Technology Sydney in 1996 to work with industry, government and the community to develop sustainable futures through research and consultancy. Our mission is to create change toward sustainable futures that protect and enhance the environment, human well-being and social equity. We seek to adopt an inter-disciplinary approach to our work and engage our partner organisations in a collaborative process that emphasises strategic decision-making.

CITATION

Cite this report as: Winterford, K., Chong, J. Gero, A. (2016). *Pacific Risk Resilience Program Mid-Term Evaluation Report,* prepared for UNDP by the Institute for Sustainable Futures, University of Technology Sydney.

DISCLAIMER

The authors have used all due care and skill to ensure the material is accurate as at the date of this report. UTS and the authors do not accept any responsibility for any loss that may arise by anyone relying upon its contents.

TABLE OF CONTENTS

Appendix B: Stakeholders interviewed 91

ABBREVIATIONS

CC	Climate Change
CCDRM	Climate Change and Disaster Risk Management
CRISP	Community Resilience to Climate and Disaster Risk Project
DARD	Department of Agriculture and Rural Development, MALLFB, Vanuatu
DFAT	Department of Foreign Affairs and Trade
DLA	Department of Local Authorities, Ministry of Home Affairs, Vanuatu
DRM	Disaster Risk Management
DRR/CCA	Disaster Risk Reduction / Climate Change Adaptation
DSSPAC	Department of Strategic Sector Planning & Aid Coordination, Prime Minister's Office, Vanuatu
DWA	Department of Women's Affairs, Ministry of Justice, Vanuatu
EOPO	End of Programme Outcome
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
GSI	Gender and social inclusion
IRD	Integrated Rural Development *(Policy Fiji)*
JNAPs	Joint National Action Plans
LLEE	Live and Learn Environmental Education
M&E	Monitoring and Evaluation
MAF	Ministry of Agriculture and Fisheries, Tonga
MALFFB	Ministry of Agriculture, Land, Forestry, Fisheries and Biosecurity, Vanuatu
MDPAC	Ministry of Development Planning and Aid Coordination, Solomon's Islands
MECDM	Ministry for Environment, Climate Change, Disaster Management & Meteorology
MEHRD	Ministry of Education and Human Resource Development, Solomon Islands
MEL	Monitoring, Evaluation and Learning
MFAT	Ministry of Foreign Affairs and Trade (New Zealand)
MIA	Ministry of Internal Affairs, Tonga

MOCC	Ministry of Climate Change, Vanuatu
MPGIS	Ministry of Provincial Government and Institutional Strengthening
MTE	Mid Term Evaluation
MTR TOR	Mid Term Evaluation Terms of Reference
NAB	National Advisory Board for Climate Change, Ministry of Climate Change, Vanuatu
NDMOs	National Disaster Management Offices
NDS	National Development Strategy, Solomon Islands
PIFS	Pacific Islands Forum Secretariat
PropA	Protection and Pacific network
PRRP	Pacific Risk Resilience Programme
PSIP	Public Sector Investment Programme, Fiji
RGA	Risk Governance Assessment
RRU	Risk Resilience Unit, Vanuatu
SDGs	Sustainable Development Goals
SOPs	Standard Operating Procedures
TA	Technical Advisor
TASP	Tonga Agriculture Sector Plan
TC	Tropical Cyclone
UNDP	United National Development Programme
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
USP	University of South Pacific

EXECUTIVE SUMMARY

Background to the PRRP and MTE

This report provides the Mid-Term Evaluation (MTE) of the Pacific Risk Resilience Programme (PRRP). It has been prepared by Dr Keren Winterford and Joanne Chong from the Institute for Sustainable Futures, University of Technology Sydney (ISF-UTS), who were commissioned by UNDP.

The PRRP commenced in October 2012 and is due for completion 2018 (programme period 5 years and 9 months). It is funded by DFAT (Suva Regional) with a total budget of AUD$16 million. The PRRP is being implemented through a partnership between UNDP and the international NGO, Live and Learn Environmental Education (LLEE), in four Pacific island countries – Fiji, Solomon Islands, Tonga and Vanuatu.

The objective of the MTE was to evaluate the progress of the PRRP thus far, and to provide recommendations on the future direction of the programme.

The MTE was undertaken between May and October 2016. MTE activities included:

- a desk review and qualitative document analysis of PRRP documentation (including PRRP Annual Reports, PRRP programme management documentation, PRRP results, government and community partner documentation)
- interviews with key informants in Tonga, Vanuatu, Fiji and Solomon Islands (May – September 2016)
- key informant questionnaires
- systems mapping exploring CCDRM, risk governance, past and future opportunities for entry points and potential for PRRP influence within the country context.

As noted in the Terms of Reference for the MTE, "The objective of the mid-term evaluation (MTE) is to evaluate the progress of the Pacific Risk Resilience Programme (PRRP) thus far and to provide recommendations on the future direction of the programme in the region for the remainder of the programme duration and beyond". Also identified in the Terms of Reference are three areas of inquiry for the MTE.

1. Assessment of Progress

2. Design and Future Programming

3. Monitoring and Evaluation and Learning (MEL).

Progress assessment

Relevance: Is this still the right thing to do?

The PRRP's overall approach has contributed to building resilience in the contexts in which the Programme operates. The PRRP has been relevant and appropriate considering country needs, the Pacific context, donor perspectives, and the complex nature of climate change and disasters. Areas of particular relevance are the PRRP's: 'risk governance' conceptual model which emphasises risk-informed development and gender and social inclusion; implementation approach of working within both national and sub-national levels of government; and both central (planning and financing) and sectoral line ministries; and flexibility through emergent design.

Effectiveness: Are we achieving the results we expected at this point in time?

Overall, the Programme has achieved the level of results expected at this point. There have been examples of strong successes; nevertheless, the results are mixed across and within the four countries.

Risk integration in plans and policies: The PRRP has achieved progress towards risk integration in national and sub-national plans and policies through a number of pathways including national government plans and risk screening tools. Overall the number and type of plans influenced is a good result for this stage of the Programme. The level of government ownership of plans at the national and subnational levels is also reasonable, given the governance context within each country. However, the quality of risk integration in plans and policies is varied and is a key area for future focus.

Partnerships and entry points with government: The PRRP has largely formed good partnerships with governments. Broadly, the choice of entry points and pathways has been appropriate. Except in Vanuatu, comprehensive assessments of governance or institutional arrangements were not undertaken at the outset of the Programme to inform entry points. Given the multiple possible pathways, a more strategic approach to defining and selecting entry points and priority relationships is needed in the future.

Supporting implementation of risk integration: Whilst there are some good emerging examples of PRRP supporting institutional strengthening, overall the PRRP has not yet substantially supported national or sub-national governments to implement risk-informed plans, policies and processes. Whilst the level of progress is reasonable for this point in the Programme, there are now many possible needs and avenues for the PRRP to support implementation in the future. A strategic and efficient approach to supporting the implementation of risk governance is required.

National Posts: National Posts have overall contributed well to risk governance, but individually their effectiveness varies. Many Posts are highly experienced, well connected, supported by their government directors, embedded within government teams, and working strategically to influence processes. Others have not been clear about their roles, have worked mostly without guidance or support from other PRRP team members, are have not been not highly valued by government, and/or are working primarily on projects that are largely unrelated to strengthening risk governance. Several national Posts have been stretched in terms of workload and meeting the dual objectives of PRRP and their government colleagues – these have not always been well aligned. More recently sub-national Posts have been recruited in some countries. Alike, with national Posts, their practice is varied.

Sub-national community development plans: Community development plans (CDP) have been developed in all countries and the number of plans is reasonable given the differing contexts in different countries. Sub-national stakeholders considered they have the strong potential to improve resilience. In some cases, the baseline information collected for these plans has already been used in disaster responses. Stakeholders also considered that the PRRP's support of the CDP processes has increased the level of community participation in local planning. However, the quality of risk integration in the plans is not uniform. Whilst the level of local government capacity building and ownership has been reasonable given the context, the PRRP needs a clear strategy for fostering stronger capacity and ownership of CDP planning processes and implementation of defined projects.

Linking sub-national with national: In Tonga and Vanuatu, the PRRP has been aligned with existing or emerging structures to link CDPs to national planning and budgeting processes, and PRRP has good relationships (through Posts or otherwise) with the

national agencies responsible for sub-national planning. However, in Fiji and Solomon Islands this is not the case. Whilst this in part reflects the existing challenges within the governance systems of these respective two countries, it also indicates a strong need for PRRP to focus on building these links through appropriate strategies within each context.

Private sector: The PRRP's partnership with Vinaka Fiji to support planning and implementation of community development projects in the Yasawas has been widely commended by stakeholders. Across the countries where PRRP is working, the partnership with Digicel, a telecommunications company, is another example of positive private sector partnership however this has been largely ad hoc. PRRP is continuing to invest in this new area of programming with stronger engagement from the private sector emerging in Fiji.

Humanitarian-development divide: The PRRP team and many stakeholders recognised this as core to the PRRP model, particularly in regard to support for national plans and processes. One key avenue has been PRRP extending the (food security and gender) coordination clusters traditionally focused on the response phase, to planning and response. However, PRRP team participation in clusters has been variable, results are nascent and this is an important area for future strategic focus.

The quality of risk integration in CDPs varied, as did the integration with existing disaster response mechanisms.

Products and learning The PRRP has contributed well to many fora nationally and internationally. However, overall there has not been a systematic approach to capturing and documenting learnings or an evidence base, to form the basis for internal or external communication. The complexity and emergent nature of the PRRP model has created challenges for the PRRP team to clearly articulate the approach to external stakeholders. The Analytical Piece (PRRP 2016) goes some way to explaining the conceptual model, and some PRRP team have found it useful to communicate the approach of PRRP to external stakeholders.

Gender and social inclusion: *"Is the programme making a difference to* gender *equality and empowering women and girls?"*

GSI results across the programme are mixed. There are examples of good inclusion, notably the increased participation of women and youth in community development planning as supported by LLEE. There has also been good work by some national gender Posts within their government ministries.

However, whilst GSI is a core element of PRR's risk governance conceptual model, and not withstanding the contextual challenges in respective countries, GSI considerations have not been comprehensively implemented by all team members across the Programme. A key reason is that across the PRRP team there is not a universally strong conviction that GSI considerations are or should be primary to PRRP's approach to building resilience, particularly at the national level. There are also varied, and in some cases low, levels of knowledge about how to implement GSI in practice, and how to support government partners to do so.

The PRRP has also supported the PropA network, a multi-country network of staff from government ministries with responsibilities to advocate for gender equality and social inclusion. The PropA network offers good opportunities to further promote issues of social

inclusion. However, there is also an urgent need for PRRP to more directly work to build GSI capacity across its team and partners.

Efficiency: *'To what extent is the programme making appropriate use of resources to achieve outcomes?'*

Team model and resourcing: The team model of recruiting local staff for National Managers and Posts has been overall highly efficient since these individuals have excellent knowledge of the local context to inform influence and risk governance. Localised programmes under the leadership of National Managers also provide potential for creating synergised use of local resources. The PRRP team in general have comprised highly committed, passionate and dedicated staff.

Connectivity within the team: There is a strong appetite for strengthened connection of the PRRP team, both within each country context and also across the Programme more broadly.

Support and management: There has been mixed practice of support and management of the PRRP team through the Suva Hub. The practice of establishing or using 'coaching plans' has not been uniform. TAs have provided a valuable resource to the team in several cases in terms of technical and mentoring advice, however within the current structure of support, they are stretched too thin. Some Posts have had limited engagement with or benefit from TAs.

Context of a flexible design approach: Whilst there are opportunities to strengthen the efficiency of the Programme these changes must also be managed with the context of working within partner systems (highly relevant); working within a team approach which is grounded on national staff taking leadership of the Programme (highly relevant and effective); and working in partner systems to ensure local leadership and ownership (ensure sustainability).

Sustainability: Will the benefits last?

Whilst it is still early in the Programme to assess overall sustainability, there are both positive trends and risks to sustainability evident for the Programme at this point. The assessment of sustainability is also different in each country context.

Partnerships: *'[to what extent are] in*-country partners owning and leading on *programme interventions?'*

Overall the PRRP programme has fostered strong partnerships with in-country governments at both the national and sub-national levels.

There is good government ownership and in some cases the PRRP is fostering transition towards government leadership. However, this varies and there is a need for the programme to more strategically equip key influencing agents within government to advocate for and lead future risk governance. Further, whilst some Posts have their ongoing positions funded by government others do not yet have so.

At a sub-national level, individual local government representatives felt strongly supported by LLEE to develop community development plans. However, there are capacity and governance challenges to fostering sub-national partner ownership and leadership of planning processes implementation. LLEE recognises the need, although they have not yet focused on governance strengthening in this regard. Fostering better linkages between sub-national and national levels is critical to future sub-national ownership.

Innovation: Is the programme applying innovative approaches, processes and partnerships that can be replicable?

The Programme has demonstrated a range of resources (approaches, processes and partnerships) that can be replicable within appropriate contexts. There is an emerging practice of replication. Within the future phase of the Programme there is a need to better articulate key innovations and define strategies which may support replication – noting that replication is not always automatic or spontaneous and can be supported through PRRP support.

Assessment of MEL implementation

Whilst recognising that the MEL Plan is relatively recent in terms of its implementation, there are aspects which have proved beneficial, though other aspects have not yet been fully operationalised. The MEL has been useful in tracking and communicating progress to external stakeholders (primarily the donor); annual reporting has been a useful reflective process for the team; though there is little uptake of the MEL by team members.

The MTE proposes refinements to the exploratory evaluations outlined in the MEL Plan, recommending the following four topics:

1. Sub-national risk integration
2. Humanitarian-development divide
3. Gender and social inclusion
4. Modalities of risk integration for scale and replication

Future planning and design

Recommended adjustments to the programme design are aligned to the current End-of-Programme Outcome (EOPO) structure.

Within EOPO1 it is recommended that future programme design continue with the development of plans, budgets and performance frameworks which integrate risk, but with the added focus on supporting implementation of these policies and plans.

Within EOPO2 it is recommended future emphasis be on supporting planning as well as implementation by other actors (government, private sector, civil society) through brokering partnerships and networks. It will also be valuable to monitor progress to generate learning (see EOPO5).

Future programming should focus on connecting sub-national to national risk-informed planning, inclusive of community development plans, within the context of decentralised governance set out in each country. This includes PRRP initiatives which intentionally aim to strengthen connection and alignment between risk integration at national; sub-national; and community governance levels.

Recognising the priority of implementation as part of future programming, it will be important for the PRRP to broker partnerships and networks to implement the risk governance agenda within government and within practical CCDRM projects in communities.

A key aspect of brokering partnerships and networks is equipping local leaders and change agents to be advocates and drivers of continued and scaled-up risk governance within their own networks. This is building on the emerging practice of PRRP where local leaders have been supported to advocate for the value of risk governance within their own

networks. As noted below, effective reflection, learning and production of resources is required to support local leader's leadership in risk governance.

The MTE also recommends emphasis is placed on learning for quality, scale and replication (EOPO3) for ongoing implementation.

A key risk to the sustainability of risk governance is that current efforts will not be anchored and have a sufficient (large) footprint within governance structures to be sustained over time. Therefore, efforts within future programming should focus on creating an enabling environment for self-replication of risk governance, like those already identified through this MTE.

Key recommendations for PRRP

1) Continue the Pacific Risk Resilience Programme (PPRP) in the four countries in which it currently operates.

2) At this point of the program, focus the use of program resources on strengthening country-based initiatives within the four existing program countries.

3) Clearly map, define and document the multiple ways in which PRRP works within partner systems in each country, and use this information base to improve strategic clarity.

4) Clearly map, define and document each of the PRRP team members' (Country National Managers, PRRP Posts, LLEE and Suva Hub staff) roles and responsibilities, lines of reporting and communication protocols to improve operational clarity.

5) Clarify and strengthen the working relationships between UNDP (national managers and Hub) and LLEE so that respective organisations and individuals operate effectively as a partnership and are recognised as "one PRRP team.

6) Revise the design of the next phase of the Programme based on proposed adjustments (as above)

7) Strengthen capacity building on GSI to equip all PRRP team members (TAs, national managers and Posts) with the fundamentals of what GSI looks like in practice in PRRP priority sectors.

8) Develop a basic toolkit and capacity development resource on risk and climate change, to equip all team members with a strong baseline understanding of issues core to PRRP.

9) Conduct MEL activities to enable emergent design inclusive of programme improvement, learning and accountability. Targeted MEL efforts will also enable future scale and replication.

10) Additional PRRP resourcing will be required to oversee the implementation of these recommendations, specifically personnel with skills and experience in MEL, organisational learning and change management processes.

1 INTRODUCTION

This report provides the Mid-Term Evaluation (MTE) of the Pacific Risk Resilience Programme (PRRP). It has been prepared by Dr Keren Winterford and Joanne Chong from the Institute for Sustainable Futures, University of Technology Sydney (ISF-UTS), who were commissioned to carry out the MTE.

The objective of the MTE was to evaluate the progress of the PRRP thus far, and to provide recommendations on the future direction of the programme. See Section 3 for details on the approach of the MTE.

The MTE was undertaken between May and October 2016. MTE activities included:

- a desk review and qualitative document analysis of PRRP documentation (including PRRP Annual Reports, PRRP programme management documentation, PRRP results, government and community partner documentation)
- interviews with key informants in Tonga, Vanuatu, Fiji and Solomon Islands (May – September 2016)
- key informant questionnaires
- systems mapping exploring CCDRM, risk governance, past and future opportunities for entry points and potential for PRRP influence within the country context.

The MTE Report has six sections. This first section provides an introduction, which is followed by background and context to the PRRP in Section Two. Section Three is a summary of the MTE approach, including objectives, audience, scope and core topics of inquiry. Assessment of progress to date is found in Section Four, including findings related to the MTE key criteria. Section Five assesses progress of PRRP monitoring, evaluation and learning and provides guidance for future activities. Section Six details proposals for design and future programming. Finally, a summary of recommendations is provided in Section Seven. Appendices (MTE Terms of Reference and stakeholders interviewed) are found at the end of the report.

The method for the MTE has been informed by the '*AusAID IET and Pacific Branches, Evaluation and Capacity Building Program, Monitoring and Evaluation Standards – Standard 5: Independent Evaluation Plans*', 2014. The MTE was informed in part by principles of developmental evaluation (Patton 2011)[1], whereby efforts were made to learn with and alongside Program staff and partners. A strengths-based approach supported constructive reflection, learning and consideration of next phase opportunities.

---

[1] Patton (2011). Developmental Evaluation, The Guilford Press, New York.

2 PRRP BACKGROUND AND CONTEXT

The goal of the PRRP is defined as: "Communities are more resilient to risks from climate change and disasters".

The purpose is defined as "Governments, civil society and communities in trial locations, and in accordance with their unique contexts, identify risks and needs and formulate, and in some cases, implement, socially inclusive, effective and sustainable responses." Three end-of-programme outcomes (EOPOs) are defined:

1. CCDRM considerations are integrated into coherent cross-sectoral development planning, budgeting and performance frameworks.

2. Participating Countries integrate CCDRM considerations into sub-national and community needs assessment, planning, budgeting and performance frameworks.

3. Internal and external stakeholders use quality, credible information generated by the Programme to inform their readiness for, adoption of, or commitment to, effective risk.

The PRRP commenced in October 2012 and is due for completion 2018 (programme period 5 years and 9 months). It is funded by DFAT (Suva Regional) with a budget of AUD $16,000,000 and implemented through a partnership between UNDP and the international NGO, Live and Learn Environmental Education (LLEE), in four Pacific island countries – Fiji, Solomon Islands, Tonga and Vanuatu.

The program is concerned with risk governance, which is defined as the "integration of Climate Change and Disaster Risk Management (CCDRM) into routine government and community level needs assessment, planning, budgeting, and monitoring and evaluation systems of development activities in participating countries" (2015 PRRP Annual Report, p.9).

A key aspect of risk governance is the "careful consideration of gender and social inclusion (GSI) principles – meaning that in the process of integrating CCDRM, the special needs of women, men, and any other special groups are identified, anticipated and managed" (2015 PRRP Annual Report, p.9).

An important concept that underpins the notion of risk governance is that disaster and climate risks are development issues. It is widely known that disasters and climate change threaten development objectives, and development choices influence the level of risk experienced. However, as noted in PRRP's Analytical Piece (2016):

> *Increasingly, actors from the separate fields of disaster management, climate change and poverty reduction are promoting resilience as a unifying or common goal. However, the route to achieving resilient development is less clear. Although the literature has much to say on why climate change and disaster hazards should be intrinsic parts of development (World Bank, 2012),* practitioners are still struggling to translate this theory into practical action *(p4).*

PRRP aims to contribute to translating this theory into practice, in part through the recently prepared 'Risk Governance Building Blocks' (2016). These building blocks (or

entry points) include three components of risk governance: (i) people / actors, (ii) mechanisms and (iii) processes and products. Examples of how to implement these building blocks at the national and subnational levels include focusing on leadership and change agents for risk; prioritising institutional arrangements for risk; and risk integrated processes (e.g. sector screening of community development plans).

The 2015 PRRP Annual Report describes the use of 'emergent design principles', noting that:

> *This is not a traditional CCDRM programme where outcomes are predicted against a set of known intermediate steps based on significant previous experience. Instead the concept of risk governance is still emerging in the region. As such the programme design is built on a cycle of initial testing (based on best practices available at the time), learning, adapting and re-testing until a simpler and more easily understood design emerges which could not have been anticipated in advance* (p.9).

Strategic management of the programme includes all four countries. A Regional Programme Board has been established "to provide strategic guidance and review progress and comprises government representatives from the four countries, DFAT, UNDP and LLEE" (PRRP Design Document, May 2015).

The Programme is implemented in partnership by UNDP and LLEE, with regional management based in Suva, Fiji. The programme is implemented in-country through local offices led by a National Programme Managers and LLEE Coordinators (who are managed through the LLEE Regional Manager based in Suva).

To support the integration of risk governance, PRRP-appointed government staff (Posts) have been recruited in each country. The Posts are a "central pillar" of the PPRP approach to risk governance, as described in the 2015 Annual Report:

> *A central pillar of the PRRP approach to risk governance is assisting countries to* **develop capacity for CCDRM 'from within' their governance mechanism at** *national, sectoral and sub-national levels ... PRRP will support these functions in two ways: i) financial assistance for the salaries of these Posts for a one-year* **'incubation' period so that these Posts can then be fully absorbed into the** *recurrent budget; and ii) technical advisory support to these Posts by a range of PRRP advisers. This technical support is provided over the period of the* **programme and each government post has a 'coaching plan'. Over time the work** *of risk governance will gradually be led and undertaken by the government Posts. This approach to capacity development and the coaching plans was agreed at a technical adviser***s' meeting in April 2015 (p.41).**

At the regional level the 'Suva Hub' and Technical Advisors support in-country staff and the Posts.

The PRRP Programme Document (May 2015) details a Theory of Change which is linked to the goal and outcome objectives already stated above. Within the PRRP Programme Document (May 2015) key approaches are identified as:

- risk governance analysis

- entry points and change agents

- sub-national/community focus

- capacity development
- gender and social inclusion
- partnerships
- emergent design
- knowledge and learning
- policy coherence

3 MID-TERM EVALUATION APPROACH

3.1 Objective of the Mid-Term Evaluation

As noted in the Terms of Reference for the MTE, "*The objective of the mid-term evaluation (MTE) is to evaluate the progress of the Pacific Risk Resilience Programme (PRRP) thus far and to provide recommendations on the future direction of the programme in the region for the remainder of the programme duration and beyond*".

Also identified in the Terms of Reference are three main areas of work the MTE should focus on:

1.   Assessment of Progress

2.   Design and Future Programming

3.   Monitoring and Evaluation and Learning (MEL).

3.2 Evaluation audience

The evaluation is of interest to a wide range of audiences, though the primary intended users are the PPRP, PRRP partners in the four countries of implementation (national governments, sub-national governments, NGO partners and the private sector), UNDP, DFAT and Live and Learn.

Beyond the direct PRRP stakeholders, it is expected the evaluation will be of benefit to regional institutions (and particularly to groups and individuals working in the area of climate change / disaster risk); other UNDP and DFAT programs focusing on risk resilience and related areas; other national governments in the Pacific and other stakeholders; and beyond the region other actors and stakeholders with a focus on, and interest in, risk resilience and related areas of climate change and disaster risk management.

Multiple outputs have been used to present the evaluation findings. On completion of in-country consultations, initial findings were shared informally with country team members as part of a debrief workshop to confirm and validate country-level findings. The initial findings were presented to the PRRP Suva team, and a draft and final evaluation report have been prepared. Evaluation findings were informed by evidence and professional judgement has been used to make final recommendations.

UTS-ISF employed a number of approaches to enhance utilisation of the evaluation findings, including: the use of plain English and explanation (no prior understanding assumed), transparently documented analysis and evidence-based documentation to support findings.

3.3 Scope and key evaluative questions

As defined in the Terms of Reference for the MTE, the following key evaluative questions have informed assessment of progress to date:

Relevance: Is this still the right thing to do?

Effectiveness: Are we achieving the results that we expected at this point in time?

Efficiency: Is the programme making appropriate use of resources to achieve outcomes?

Sustainability: Will the benefits last?

Gender equality: Is the programme making a difference to gender equality and empowering women and girls?

Innovation: Is the programme applying innovative approaches, processes and partnerships that can be replicable?

Partnerships: To what extent are in-country and regional partners owning and leading on programme interventions?

Furthermore, the MTE seeks to "extract the lessons learned and best practices that can be considered in the planning and design of future support activities for the remainder of the program and beyond". Hence, other key questions include:

Replication: To what extent is the programme approach replicable both within programme countries and at a regional (global) level?

Programme design and structure: What are the recommendations for adjustments to the current programme design and structure for the remainder of the programme and beyond?

Modalities: What is the appropriateness of modalities, particularly those focused on capacity building?

Management arrangements and partnerships: What are recommendations for management arrangements and partnerships for the remainder of the programme and beyond?

A focus on Monitoring, Evaluation and Learning has two main aspects:

MEL Plan: To what extent has the implementation of the MEL been able to track the trajectory of change within an 'emergent design' programme, and how this is generating credible information and using it for programme improvement, learning and accountability?

Exploratory evaluations: What are the recommendations for planned 'exploratory evaluations'?

3.4 Core topics of inquiry

The MTE focused on a core set of topic areas, which were used to structure the inquiry and analysis. These topic areas are illustrated in Figure 1 and have been developed by drawing on: PRRP end-of-program outcomes (EOPO), PRRP theory of change, the risk governance building blocks, the risk governance analytical piece and the Annual Report 2015. A description of each component is provided following Figure 1.

Figure 1: Core topics of inquiry

X2. Gender & social inclusion

C. PRRP model and emergent design

C1. Context assessments

C2. MEL assessments and responses

C3. Knowledge and learning products and activities

Sub-national

B7. Sub-national linkage

B5. Sub-national development plans

B6. Sub national sector plans

B6. National-sub-national linkage

National

B2. Sector plans

B1. National Development Strategies

B4. National linkage

B3. Disaster recovery including clusters

A2. Posts
> Sub-national government

A3. Private sector
> National / sub national

A1. Posts
> National government

A. Core partnership entry points and pathways

B. Core planning and budgeting processes

X1. Support and capacity building from:
PRRP Suva Hub, Country Managers, Mentors & Coaches

UTS:ISF
INSTITUTE FOR SUSTAINABLE FUTURES

A. Core partnership entry points and pathways

The PRRP's approach to influencing risk integration involves a number of partnership pathways to influencing how risk is considered in planning and budgeting. The MTE inquiry covered the five main "stakeholder entry points" to these PRRP partnerships.

At the national level, national Posts (A1) appointed within government ministries are a core PRRP mechanisms for integrating risk into national development plans and sector plans. At the sub-national level, sub-national Posts (A2) have recently been appointed within sub-national government agencies. The private sector (A3) is another key stakeholder entry point for partnering with communities and government.

B. Core planning and budgeting processes

The PRRP approach aims to integrate risk considerations into national and sub-national development plans, sectoral and disaster response and recovery plans, budgets and the processes used to develop them. The MTE inquiry covered the five main types of planning and budgeting processes targeted by the PRRP.

At the national level, national development planning (B1) and national sectoral planning (B2) are at the core of the PRRP approach. The PRRP also aims to inform national disaster response and recovery processes (B3). The MTE also considered the linkages and coordination between these three national planning processes (B4).

At the sub-national level, sub-national development planning (B5) and sub-national sectoral planning (B6) are core to PRRP outcomes. The MTE considered the linkages and coordination between these two sub-national planning processes (B7).

The MTE also considered the linkages and coordination between all of the national and sub-national planning and budgeting processes outlined above (B8).

C. PRRP model and emergent design

The MTE inquiry into the emergent design approach to the PRRP model was organised around three topic areas, consistent with the PRRP approach and the MTR TOR. The MTE investigated how context assessments (C1) were used to inform the design and ongoing implementation. The program's MEL assessments and responses (C2) are core to reporting for accountability purposes, and also to identifying lessons and incorporating them in future, and within an emergent design program. The MTE investigated the knowledge and learning products and activities (C3) produced, and whether and how they fostered sharing of learnings across the PRRP stakeholders, within and between countries.

D. Core cross-cutting mechanisms

In investigating all core topics, the MTE addressed the role of the PRRP team in providing and facilitating support and capacity building (D1) across the program, including a focus on the Suva Hub, Country Managers, and Mentors and Coaches.

Gender and social inclusion (D2) is core to the PRRP and was also addressed as a cross-cutting issue across all topics of inquiry, for example, how GSI is included in plans and planning processes.

3.5 Limitations of the Mid-Term Evaluation

There are a number of acknowledged limitations to the evaluation.

LIMITATION	MITIGATION STRATEGY
Limited scope (resources) for the evaluation	Ensure focus and scope of evaluation through an established evaluation framework enables best learning outcomes on objectives achieved and causality, and provides lessons learned and recommendations
Extensive range and volume of data (existing PRRP reporting)	Clearly define data sets for evaluation linked to evaluation purpose
Wide range of stakeholders – all of whom cannot be consulted during the MTE	Prioritise stakeholders with opportunity to provide best learning for the evaluation. Ensure stakeholders are prioritised with input from PRRP staff
Access to stakeholders may be limited	Identify stakeholders early and schedule consultations appropriate to local schedules
Multiple expectations of the MTE by different stakeholders	Ensure open and continuous communication with PRRP and DFAT during the evaluation to foster partnership approach; communicate findings to PRRP, UNDP and DFAT through both reporting and face-to-face meetings to ensure shared understanding; write evaluation report in line with audience and end-use expectations. Substantiate evaluation findings through use of mixed methods approach and triangulation of data: - use quantitative and qualitative data - use multiple sets of documents, both internal and external - use stakeholder engagement to substantiate findings from document review - engage with individuals from multiple stakeholder groups. Report findings which take into account and represent differences and similarities; report analysis transparently; ensure solid evidence base for findings; document transparently professional judgment and acknowledge limitations relating to evidence and findings.

4 PROGRESS ASSESSMENT

4.1 Relevance

As defined in the MTE TOR, relevance refers to the question, '*Is this still the right thing to do?'* in the contexts in which PRRP is operating. Three core aspects of the PRRP approach have been considered, and findings are set out below.

Relevance snapshot: **Is this still the right thing to do?**

The PRRP's overall approach has contributed to building resilience in the contexts in which the Programme operates. The PRRP has been relevant and appropriate considering country needs, the Pacific context, donor perspectives, and the complex nature of climate change and disasters. Areas of particular relevance are the PRRP's:

- 'risk governance' conceptual model which emphasises risk-informed development and gender and social inclusion
- implementation approach of working within both national and sub-national levels of government; and both central (planning and financing) and sectoral line ministries
- flexibility through emergent design.

4.1.1 Relevance of the "risk governance" conceptual model

The **PRRP's** emphasis on risk-informed development and the need to address gender and social inclusion have been highly relevant to the context in which the programme operates.

The PRRP's risk governance approach, as defined in the *Analytical Piece* (PRRP 2016) on risk governance, describes the Programme as focusing on development priorities, planning and budgeting processes. This 'development first' model is also described as a move away from approaches which start with data and projections on climate and hazards as a way to asses risk and opportunities.[2] Also, in practice, risk needs to be addressed across all sectors and levels of government.

The focus on development is relevant because resilience planning processes that are focused on CCA/DRR, and institutionally situated in central climate change or disaster

---

[2] The risk-first and development-first approaches are defined in the *Analytical Piece* (PRRP 2016) as follows:
Risk first approach: many institutions have employed a "risk" or "data-first" approach, which draws upon climate data and future projections as a starting point to assess risk and opportunities (USAID, 2014). However, this approach has been shown to mismatch climate projections and data to policy, planning and management timeframes, and the information generated has not always been sector specific, policy-relevant or actionable
Development-first: this approach identifies entry points within national, local and sector development planning and budgeting processes. It begins with an understanding of development priorities, current stressors, and vulnerabilities and then brings risk impacts into focus over relevant timescales to understand current and future risks and identify priorities for action (USAID, 2014). This is viewed as an important approach that moves away from risk as a separate issue, avoids parallel processes and instead treats CCA or DRR as unique aspects of development. Although climate and disaster information is important, it is only used to increase understanding of development priorities, sectors or geographical areas – leading to more informed planning and decision making i.e. risk informed development.

management organisations, have not always been integrated well into development planning. Whilst individual projects may have had an impact, scalability has been limited. For example, Joint National Action Plans (JNAPs) have been pursued by many Pacific Island countries as a means to address disaster and climate risk using an integrated risk management approach. However, a previous review of the JNAP process highlighted challenges identified by Pacific stakeholders. These included limited time for DRR/CCA agency staff to commit to JNAP development and implementation, and JNAPs not always being prioritised by different arms of government (SPREP 2013). Also, as described by a PRRP team member:

> *For so long, there's been si*loing of climate change adaptation and disaster risk management to the side of development. You have to pilot CCA and DRR projects that are essentially good development by themselves, but in the meantime, there is so much development going on that is producing risk. It makes sense to look at development through a risk lens, and is very much needed in the region.
>
> PRRP is more like a fish going this way, but all the other fish are coming in a **different direction. It's been 3 years since we star**ted advocating this kind of strategy. It was not easy in the beginning.

Whilst the development-first focus is highly relevant, there are challenges to implementation, including the need to ensure the quality of risk integration (including hazard, vulnerability and contextual information). This is addressed in Section 4.2 on effectiveness.

The PRRP has emphasised that addressing gender and social inclusion (GSI) is fundamental and necessary to addressing risk and building resilient communities. This conceptual emphasis on GSI is highly relevant because women, girls, children and marginalised people are amongst the most vulnerable to the impacts of climate change (OHCHR 2009), they experience more severe harm after extreme events and disasters and they are least represented in planning and decision-making (Lane and McNaught 2009). In the countries in which PRRP operates, there is substantial scope for increasing the extent to which GSI is addressed within development. As described by a PRRP team member:

> *The issue with GSI is that the capacity within sectors to address it comprehensively is not there yet. This is about males and females and including women. But it is also about other vulnerable groups, such as people with disabilities and people without land rights. Protection issues for all vulnerable groups become more aggravated during disasters. Because GSI is not being addressed, during disasters all the pressures surge and the impacts are profound. This is one of the core areas of **PRRP's work**.*

Whist the risk governance model has high relevance, the PRRP team has not clearly communicated its focus, and as a result efforts to engage external stakeholders have been compromised. Lack of clear communication is evidenced by a diverse range of descriptions of 'the model' of PRRP being provided by the PRRP team and external stakeholders during the MTE field work. It is important to note that recent efforts have been made to define the model by the Programme, as evidenced by production of a Policy Brief: *Risk Governance, Building Blocks for Resilient Development in the Pacific*, October

2016.[3] It is expected that this recent work will provide an important platform to disseminate and operationalise more widely the conceptual model of risk governance.

4.1.2 Relevance of implementation approach

The PRRP approach of working within national and sub-national levels of government, and across central and sectoral ministries, has been highly relevant to integrating risks into development policies, planning and processes.

The PRRP's approach to implementing the risk governance element of "risk is everyone's business" includes:

- partnering with planning and sectoral agencies rather than the more common model of primarily/solely working through central, national climate change and disaster risk management agencies
- simultaneously working within national and sub-national levels of government
- establishing (PRRP) Posts within government – at both the national and sub-national levels
- including as a PRRP team partner an NGO (LLEE), for community development.

In the context of evolving decentralisation in the countries where PRRP works, the Programme's approach of working not only at the national level, but also the sub-national government and community levels is particularly valuable. A cross section of stakeholders, including representatives from national government, donors and the PRRP team, supported the sub-national focus because communities are at the forefront of experiencing the impacts of climate change and disasters, whilst local governments have primary responsibilities for planning and action:

There's now a whole change of dimension with decentralisation, with more focus on development than administration. We want people to plan their own development rather than rely on [national] government to do everything. That shift is part of the whole transition that PRRP is aligned with.

The thing that interests me most is [that PRRP works at the national and] the sub national levels. Donors with a humanitarian perspective mainly focus at national level. So many resources are pumped into national disaster management offices, yet not much happens at sub national – where they do much of the heavy lifting for disaster preparedness and response.

There is congestion at the [national] level in discussions on these issues, but this does not translate to the community level. But this [PRRP] project has a grass roots approach [and the] community own it.

The [PRRP] project is interesting since it goes right to the village level. Usually programs only go to district or provincial level. The program is encouraging community to take a participatory approach to planning. For the ministry, this is encouraging community to develop their own plans. We want for communities to develop holistic plans.

---

[3]http://www.preventionweb.net/files/submissions/51325_prrpriskgovernancepolicybriefoct2016webversion.pdf

The model of working with sectors, particularly food security, and also with finance, planning and budgeting ministries is also highly relevant. However, as detailed in Section 4.2 (effectiveness), in some countries the PRRP has faced challenges in engaging with the relevant sectors.

The PRRP team also observed that the model of working with central planning agencies and sectoral agencies, but not national climate change and disaster management offices (except in the case of Vanuatu), has resulted in tensions with the latter agencies. The MTE did not interview government stakeholders in National Disaster Management Offices (NDMOs) or sub-national disaster management Posts to assess the extent or implications of these tensions. However, as one PRRP team member shared, the PRRP is navigating risks posed by "crowding out" from other ideas and models:

> *The CCDRM area is so crowded and very political. You can easily get swayed [in terms of approach to resilience]. One of the risks of PRRP is going back to the traditional ways of doing things. However [despite this risk] we continue to be innovative.*

The approach of working within government systems through multiple PRRP Posts in each country also has the potential of engendering government ownership (see Section 4.6 on partnerships for more detail). By working within local partner systems, the PRRP Posts are appointed as government staff and sit within various ministries at national and sub-national levels of government:

> *The incubator thinking has been reflected in the PPRP. With the Post model, [the Posts] are championing from the inside. If you have champions in all in the ministries, then you have stars in different ministries - that creates a constellation.*

Whilst the Posts model is relevant to the context, in practice a critical mass of strategically placed Posts, and good lines of communication between them, are required for them to have impact and influence as a network. Improving communication will also help ensure that there is an extensive network of government representatives owning and leading on risk governance, to ensure sustainability. (See Section 4.5 for more details on sustainability).

The Programme also seeks to practically implement and operationalise CCDRM considerations with the production of tangible products and processes, which are intended to be sustained beyond the life of the Programme. As observed by a PPRP Post:

> *We are aiming to inform the Corporate plan and then also the Standard Operating Procedures (SOPs) for climate change and disaster risk. We also want to integrate into needs assessments and other tools. The Ministry [in which I am posted] has a large workforce. If we can integrate into their way of working – daily activities and jobs – then that would be great.*

4.1.3 Relevance of emergent design

Employing an emergent design (that is, not a fixed logframe approach) is highly relevant to the context in which PRRP is operating. Flexibility is needed to adapt to new knowledge and understandings of disaster risk management and climate change that are relevant to specific country contexts, the Pacific region, and more broadly global agendas in DRM and CC. There are aspects of uncertainty related to CCDRM and it also requires a multi-scaled approach, which is complex and often challenging, especially when working in poor governance contexts.

Whilst there is no single agreed definition of an emergent design, experience of PRRP provides an insight into aspects of an emergent design and its value. Elements of an emergent design approach that are relevant include:

- *Building relationships, local context understandings and local commitments for partnerships in order to define key opportunities and the program design*. This was demonstrated through country visits in the early phase and the production of Aide Memoires which defined key opportunities for the Programme.

- *Establishing clear objectives, although not fixing outputs or activities from the start, to enable the Programme to be flexible and responsive to the changing context, and to seek pathways for change which emerge and offer the greatest likelihood of success (efficient use of resources).* This is demonstrated through arrangements of Posts and re-arrangements, as initial commitments were not upheld.

- *Enabling partner leadership and ownership. This is critical to an aid effectiveness agenda, and to working within and seeking to strengthen partner systems instead of creating parallel and unsustainable systems.* This is demonstrated through work-plans of Posts being developed in conjunction with government leaders.

- *Working in partnership for shared agendas. This is culturally appropriate, and enables action to be defined within the context of Pacific islands.* The Programme has been able to respond to emerging interest from stakeholders, and to support locally led initiatives such as the ProPA network.

- *Responding to the changing context of CCDRM and supporting country governments to engage in both regional and global agendas.* Global and regional policies, frameworks and initiatives have emerged since the program was designed and the PRRP has been able to respond to these.

Whilst an emergent design is still relevant, it is important to appreciate and respond to risks associated with the approach. These include not having the pathways or activities established upfront, and recognising that change is emergent and necessarily responsive to changes contexts, and that changes need to be communicated to a wide range of stakeholders. The value of an emergent design, as well as critique and questions regarding an emergent design approach were offered during the MTE by a range of stakeholders (DFAT, Programme staff, Programme partners and other donor programs). Illustrations of this mixed view are illustrated below:

> *Because of its evolving design nature – **it's** been able to accommodate itself to needs of the country. This is unusual to have such flexibility in the design. Instead of imposing new things – it works within – what we already have and then building from that (*Government Partner Solomon Islands).

> *Emergent design fits well, they are able to tweak themselves to take in issues of the government* (DFAT)

> *The focus has been generic. They say, we do what we can, when it gets difficult we move somewhere else* (Stakeholder, Solomon Islands).

> Emergent design is a complicated way of doing business … it morphs and changes. Are our partners knowing what we are doing? ... I don't know how well understood is the Programme in the region (DFAT).

In recognition of mixed views and associated risks related to emergent design, recommendations are provided in Section 6 to strengthen the operation of emergent design within the next phase. The Programme should clearly define internal processes to enable adaptive management to support critical reflection and continuous improvements to communicate progress and course corrections to external stakeholders.

Results of brief surveys conducted during the MTE are provided below. First results across all country contexts and then disaggregated by stakeholder groups.
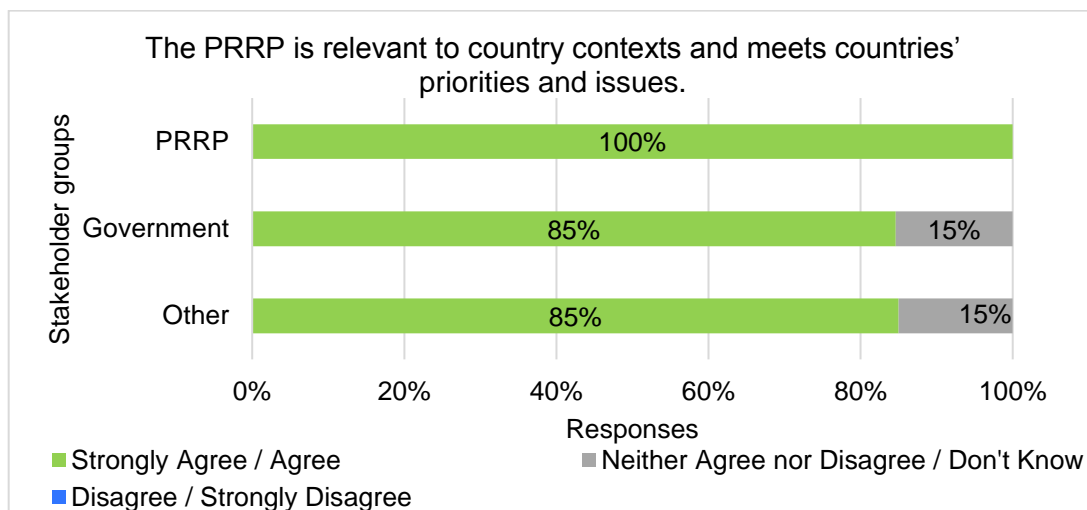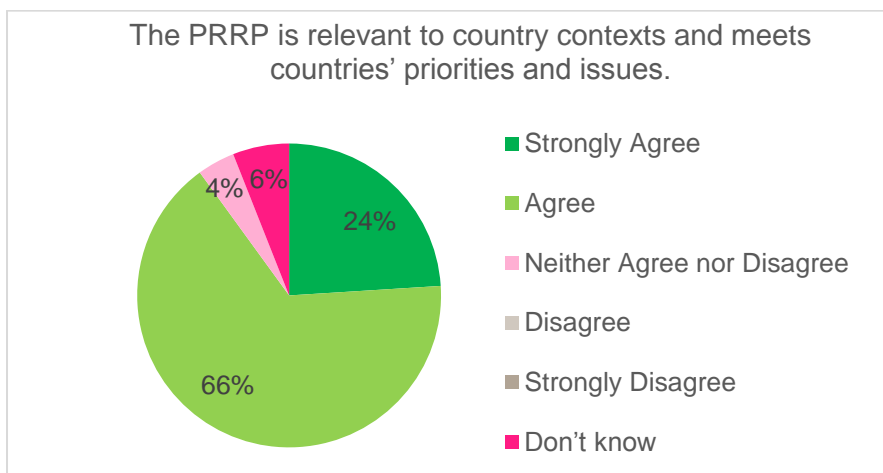
4.2 Effectiveness

Effectiveness snapshot: Are we achieving the results we expected at this point in time?

Overall, the Programme has achieved the level of results expected at this point. There have been examples of strong successes; nevertheless, the results are mixed across and within the four countries. There are several opportunities for strengthening the Programme to maximise results. Results have been influenced by the relevant emergent design approach – which allowed time to invest in relationships, and to explore multiple avenues of influence. The Programme has built momentum in multiple pathways. In future, a strategic focus will ensure that Programme resources are maximised to achieve defined objectives. At the time of the MTE fieldwork, the Programme launched an Analytical Piece describing a strategic framework and approach for risk governance: *Risk Governance Building Blocks for Resilient UNDP Development in the Pacific: Analytical Piece for the Pacific Risk Resilience Programme (PRRP), 2016.* This document provides a valuable resource to support strategic focus, together with recommendations outlined in this report.

Risk integration in plans and policies: The PRRP has achieved progress towards risk integration in national and sub-national plans and policies through a number of pathways. The Programme has supported government ministries to integrate risk into several national government plans (notably agriculture sector plans and climate change plans, with some progress towards national strategic development plans) and risk screening tools. The PRRP has also supported local governments to develop community development plans. Overall the number and type of plans influenced is a good result for this stage of the Programme. The level of government ownership of plans at the national and subnational levels is also reasonable, given the governance context within each country. However, the quality of risk integration in plans and policies is varied and is a key area for future focus.

Partnerships and entry points with government: The PRRP has largely formed good partnerships with governments. Broadly, the choice of entry points and pathways has been appropriate. Different approaches were used to identify entry points across the different country contexts. In Vanuatu, a comprehensive assessments of governance / institutional arrangements were carried out (2013)[4]. In Tonga and Fiji comprehensive assessments have also been made[5] though later within the Programme implementation, and the extent to which they informed entry points for early Programme implementation may be limited. In Solomon Islands sector assessments were conducted (education, agriculture and provincial government) informed by local preferences. It would be valuable for the Programme to assess the relative value of different types and approaches of assessment to guide entry points for future risk governance activities.

Except in Vanuatu, were not undertaken at the outset of the Programme to inform entry points. Given the multiple possible pathways, a more strategic approach to defining and

---

[4] Risk Governance Assessment Report, 2013

[5] Climate Public Expenditure and Institutions Review (CPEIR), Fiji, 2014 and Climate Financing and Risk Governance Assessment, Tonga, 2016

selecting entry points and priority relationships is needed in the future to maximise opportunities for influence and the achievement of Programme objectives.

Supporting implementation of risk integration: There are some good emerging examples of PRRP supporting governments to strengthen the institutions and governance arrangements needed for risk integration, particularly at the national level. However, overall the PRRP has not yet substantially supported national or sub-national governments to implement risk-informed plans, policies and processes. Whilst the level of progress is reasonable for this point in the Programme, there are now many possible needs and avenues for the PRRP to support implementation in the future. A strategic and efficient approach to supporting the implementation of risk governance is a priority area for the PRRP's next phase.

National Posts: National Posts have overall contributed well to risk governance, but individually their effectiveness varies. Many Posts are highly experienced, well connected, supported by their government directors, embedded within government teams, and working strategically to influence processes. At the other end of the spectrum, others have not been clear about their roles, have worked mostly without guidance or support from other PRRP team members, are have not been not highly valued by government, and/or are working primarily on projects that are largely unrelated to strengthening risk governance. Several national Posts have been stretched in terms of workload and meeting the dual objectives of PRRP and their government colleagues – these have not always been well aligned. More recently sub-national Posts have been recruited in some countries. Alike, with national Posts, their practice is varied. Strengthening the role of Posts to ensure effectiveness across all entry points is a needed focus of the Programme.

Sub-national community development plans: Community development plans (CDP) have been developed in all countries and the number of plans is reasonable given the differing contexts in different countries. Although these plans have not been implemented, sub-national stakeholders considered they have the strong potential to improve resilience. In some cases, the baseline information collected for these plans has already been used in disaster responses. Stakeholders also considered that the PRRP's support of the CDP processes has increased the level of community participation in local planning. However, the quality of risk integration in the plans is not uniform. Whilst the level of local government capacity building and ownership has been reasonable given the context, the PRRP needs a clear strategy for fostering stronger capacity and ownership of CDP planning processes and implementation of defined projects.

Linking sub-national with national: In Tonga and Vanuatu, the PRRP has been aligned with existing or emerging structures to link CDPs to national planning and budgeting processes, and PRRP has good relationships (through Posts or otherwise) with the national agencies responsible for sub-national planning. However, in Fiji and Solomon Islands this is not the case. Whilst this in part reflects the existing challenges within the governance systems of these respective two countries, it also indicates a strong need for PRRP to focus on building these links through appropriate strategies within each context.

Private sector: The PRRP's partnership with Vinaka Fiji to support planning and implementation of community development projects in the Yasawas has been widely commended by stakeholders. It demonstrates what can be achieved when PRRP and the private sector have common interests in risk governance and aligned relationships with key government stakeholders. Across the countries where PRRP is working, the partnership with Digicel, a telecommunications company, is another example of positive

private sector partnership. Digicel has provided information for preparation, response and recovery, and assessment of recovery needs. However, the engagement has been discontinuous. The Programme more recently is prioritising efforts to engage private sector in risk governance including through support to the Connecting Business Initiative and work with the Fiji Business Council. Within the next phase of the Programme, private sector engagements should be prioritised to support implementation of risk governance.

Humanitarian-development divide: The PRRP team and many stakeholders recognised this as core to the PRRP model, particularly in regard to support for national plans and processes. The PRRP has reflected more than just disaster risk reduction / humanitarian relief. One key avenue has been PRRP extending the (food security and gender) coordination clusters traditionally focused on the response phase, to planning and response. However, PRRP team participation in clusters has been variable, and contribution to advancing agenda of risk governance within these frameworks was not clearly identified in all instances during the MTE. It is important to recognise challenges when working within clusters, which are government led and often not functioning on a regular basis, PRRP staff can only do so much. The potential for clusters to be a driving force for risk governance means that continued and strengthened efforts are required and for work within clusters to be a strategic focus going forward.

PRRP's support for community development planning has also invited communities to identify projects that build resilience across preparedness, response and recovery phases. However, the quality of risk integration in CDPs varied, as did the integration with existing disaster response mechanisms. For example, in Fiji, there was no mention of existing Community Disaster Plans (or the relevant information they contain) in CDPs, despite the Disaster Plans being included in the Resource list. However, in Vanuatu, the Area Council Plans described how existing disaster preparedness and response mechanisms fit within the CDP process. These examples highlight the varied nature of risk integration into local planning across PRRPs four countries.

Products and learning events: Of the three broad outcome areas in the *Project Design Document* (PRRP 2012) and *MEL Plan* (PRRP 2015), the PRRP has made the least progress towards EOPO3 (Diffusion of Learning). The PRRP has contributed well to many fora nationally and internationally. However, as outlined further in Section 5 (Monitoring, Evaluation and Learning), overall there has not been a systematic approach to capturing and documenting learnings or an evidence base, to form the basis for internal or external communication. The complexity and emergent nature of the PRRP model has created challenges for the PRRP team to clearly articulate the approach to external stakeholders. The *Analytical Piece* (PRRP 2016) goes some way to explaining the conceptual model, and some PRRP team have found it useful to communicate the approach of PRRP to external stakeholders. There is an opportunity for PRRP to document, in each country, where and how it works (e.g. up-to-date information outlining which ministries Posts are working in, and what policies/processes they are working on) – this mapping would be useful within the team, as well as for communicating with other stakeholders.

As defined in the MTE TOR, effectiveness refers to '*are we achieving the results we expected at this point in time?'*

Findings set out below are analysed in relation to key aspects of the PRRP design:

- Development and planning processes, within different 'pathways' involving Posts and partners for:
  - national development planning
  - sub-national development planning
  - private sector engagement
  - linkages and coordination – including for coordinating disaster management planning (recovery), between national, sub-national and private sector stakeholders, and external partnerships.
- Capturing and sharing learning, internally and externally

4.2.1 National development processes for risk integration

Contributing to outcome 1.1 "National Development Planning" is a core element of EOPO1, "CCDRM considerations are integrated into coherent cross-sectoral development planning, budgeting and performance frameworks." (See the *PRRP Monitoring, Evaluation & Learning (MEL) Plan*, PRRP 2015).

This section analyses the effectiveness of PRRP in achieving results in national development planning, focusing on the integration of CCDRM and risk considerations into national development (cross-sectoral) and corporate (sectoral) plans, budgets and performance frameworks. This section also assesses the effectiveness of the national Posts model, the key pathway by which the PRRP aims to influence national development processes for risk integration.

There is strong government ownership of national planning, policy and guidance documents produced with PRRP support.

Across all four countries, government stakeholders and PRRP team members reinforced that there was strong government ownership of the national-level documents produced.

> *We can talk about climate change, but these days when you talk with government, you need something concrete to back it up. In our case [in Vanuatu], we can back up with the national climate change policy [CCDRR Policy 2016-2030], because the PM launched it .*

> *In terms of risk integration, last year the department was busy on the [Solomon Islands] NDS. The Post was here and he assisted the ministry in creating awareness of climate risk in the NDS – and now risk is reflected in the NDS. The main achievement of the PRRP is the influence of the NDS.*

The documents produced have not been UNDP- or PRRP-labelled standalones, nor merely technical guides. Importantly, they are core to government policy and planning.

The *Annual Report 2015* (PRRP 2015) Annex 2 listed documents produced with PRRP support. Examples of key national documents highlighted by stakeholders during the MTE consultations include:

- Vanuatu – The Risk Governance Assessment (RGA); the Vanuatu Climate Change and Disaster (CCDRR) Risk Reduction Policy 2016-2030; the Risk Proofed Planning, Budgeting and Monitoring Guidelines for Sub-National Government (2016) (Sub-National Planning Guidelines – relates to sub-national planning, but supported by national ministry).
- Fiji – the Agriculture Policy and Corporate Plan; Public Sector Investment Programme (PSIP) – Integrated Template

- Tonga – the Tonga Agriculture Sector Plan (TASP)
- Solomon Islands – the National Development Strategy (NDS); Risk Screening guidelines and tool for Ministry of Development Planning and Aid Coordination (MDPAC)

The PRRP has also supported the development of project risk screening tools and processes, although the potential for strategic impact varies across countries.

Whilst risk screening is an important practical element of improved risk governance, stakeholders in different countries had differing views about their potential usefulness, and whether PRRP should focus its efforts on screening or monitoring implementation. For example:

- Fiji – PRRP provided input into the revision of the PSIP (Public Sector Investment Programme) template for trial in the Western Division. The template is a means of assessing and approving all development projects and was identified as a critical tool for ensuring risk integration in development planning.

- In the Solomon Islands, the Ministry of Development Planning and Aid Coordination (MDPAC) has developed risk screening guidelines, though they have only been recently produced (July 2016) and have yet to be fully implemented.

> *PRRP has developed risk-planning tools for development projects. MDPAC screens all development projects – projects that come from the sectors – they all come through MDPAC (External stakeholder, Solomon Islands).*

- In Vanuatu, some PRRP team members considered that a focus on risk screening tools was not likely to have much impact, and should not be as high a priority as other initiatives to ensure risks were considered in the implementation of projects.

Overall, PRRP national government partners have not yet substantially progressed implementation of risk-informed plans, processes and policies.

Ultimately, the results of the PRRP will depend on implementation. At this stage of the PRRP, the assessment of effectiveness is limited, as plans, policies and processes have not yet been implemented by government in a substantiative way. As described by interviewees:

> *This year will be the start of our implementation (PRRP team member)*

> *It's like you [PRRP] are at the point where, you haven't run the program yet. You've done all the preparation, and are now ready to run (PRRP stakeholder, Vanuatu).*

It is reasonable that at this stage there has not been substantiative implementation of risk-informed plans, processes and policies. However, implementation, and particularly for PRRP, the monitoring and assessment of implementation and generating lessons learned, should be priorities for the Programme in future.

In Tonga, there are institutional structures and pathways in place to monitor implementation. As interviewees noted:

> *Monitoring will be very important to ensure the corporate plan has impact at the community level. We [have put in a request for 20 staff through the ministry of environment to support the monitoring.*

The strength in Tonga is that planning, financing, budgeting and aid coordination are in the same ministry. Having those functions together is what makes monitoring and evaluation possible. The Ministry of Planning and Finance does the M&E for all the ministries .The emphasis on the corporate plans for sector **agencies… check if they have integrated risk planning in the corporate plan.** *[There is] quarterly reporting, with quantitative indicators, and these reports get tabled in Parliament and released. It allows checking that specified processes for risk governance have been done. There is a scorecard with weighting…*

However, in Vanuatu interviewees suggested that an important role for the PRRP would be for the programme to support governments to monitor and report on implementation. As government stakeholders in Vanuatu noted:

There is a need for PRRP to continue, to further strengthen [government] systems, and to follow what tangible outcomes there will be. There is an opportunity for PRRP to monitor and report our implementation, to help create a better picture.

[The Policy document is strong but] the biggest issue **is that it doesn't have an** *implementation plan, so doesn***'t reflect what's already happening. Secondly, there's no mechanism by which we** *can report against the policy.… It is important for PRRP to get involved in M&E, including supporting systems.*

Definitely I would like to continue to work with PRRP. We want PRRP to be part of the sub-national processes, I want them to work with us to monitor and measure it on our behalf, and provide advice and comments to us on the rollout [of CDPs].

PRRP needs to support [policy implementation]. It is challenging for all of us, because being resilient is an ongoing thing. What would be useful is if PRRP could monitor implementation of the policy and its functions.

The potential role for PRRP in monitoring risk governance integration is addressed in Section 6 (future design).

The PRRP has also aimed to create institutional changes and leadership for implementing plans, processes and policies. Some governance and institutional strengthening has been achieved, but with varied momentum.

There are examples of PRRP supporting structural/institutional changes within government ministries that have strong potential to improve risk governance and coordination across ministries. For example, in Vanuatu, as recommended in the PRRP-supported RGA, the restructure of the secretariat for the National Advisory Board is to include representatives from across sectoral ministries. Further, within the Vanuatu Ministry MALLFB, the PRRP also helped to institute the Risk Resilience Unit, a unit within the ministry, to coordinate preparedness and recovery efforts. As described by a PRRP team member:

TC Pam was the motivation for setting up the Risk Resilience Unit (within MALFFB). It started out being all about disaster response, then when El Niño hit, that was a second reason. TC Pam was bad, but for food security, El Niño was much worse. Now RRU is much more focused on preparedness. We had a discussion with many stakeholders (in government) to totally change the workplan for RRU from disaster response, to coordinating implementation by other actors, and preparedness.

Overall, across the four countries, the momentum for implementing the plans, processes and policies is particularly dependent on key people – in particular, support from senior

government officials, and on Posts having sufficient seniority and influence. Without timely and concerted focus on supporting implementation, the PRRP could miss opportunities to harness existing support and to progress substantive changes for risk integration.

For example, in Fiji, numerous stakeholders described the *Integrated Rural Development (IRD) Policy* as a key document and highlighted the value of its reform and implementation as a catalyst for integrating risk into development planning. As noted by one sub-national government representative in Fiji:

> *The IRD carries weight. Everyone should fall under it. We are waiting for the IRD to have teeth.*

PRRP was asked by senior government staff to conduct a review of the policy and was part way through before the process was stalled due to staff transfers. As a national government representative observed:

> **But it [revision to the IRD Policy] didn't materialise before I was transferred**. *Also the Permanent Secretary that requested the review, he was also transferred. Disaster is costly, and the IRD is the way to go in* **the future. It's not encouraging to me to see this has stalled.**

The quality of risk integration into national plans and processes has not been uniform.

Whilst this MTE did not include a comprehensive technical assessment of the risk quality of all plans and processes supported by PRRP, a sampled review has evidenced varied quality of risk integration.

The PRRP developed *Risk Quality Criteria* (April 2016) as a result of an internal review of EOPO2 (PRRP 2016). Whilst primarily intended to guide sub-national planning, Suva Hub members noted the applicability of the criteria across the Programme. Based on a brief assessment of a sample of documents against these criteria, the quality of risk integration varied from relatively comprehensive, to limited or nil. A number of examples are provided below to illustrate the range of quality in national level policy documents:

- Vanuatu's *Agriculture Sector Policy 2015 – 2030* (Vanuatu DARD 2015) document does not effectively implement the objective of risk integration. While the Agriculture Policy does include a policy directive on climate change and disaster risk, risk integration did not extend beyond this section of the policy, which was vague and all-inclusive with no prioritisation (which is not realistic for implementation, and does not reflect an effective integration of risk).

- In Solomon Islands' *National Agriculture and Livestock Policy 2015-2019* (Solomon Islands MAL 2015), the initial values section included mention of "the invaluable role women and youth play in agriculture" (p1). The Policy further described how extension services will develop programs to enhance women and youth involvement in agricultural production (p.12), recognising the different ways in which women and youth work in the agricultural sector. However, the Policy did not include mention of how climate change and disasters impact differently on men and women, youth and the elderly – recognising these differences is critical in an agricultural context.

- Fiji's *Climate Public Expenditure Institutional Review* (Fiji Ministry of Finance 2014) noted the need to engage with and involve 'Non-Traditional Actors' in climate and

disaster risk management (pp.70-71). It noted that "While climate change and disaster risk management may not be a significant part of their mandates or portfolios, their insights can support an integrated and holistic view for actions on climate change and disaster risk management in Fiji". This document also recommended integrating climate change and disaster risk management into the new national development plan, which would provide a signal for similar integration of risk into other plans (Annual Corporate Plans and Business Plans etc.). This highlights an effective approach to risk integration.

- Vanuatu's *Climate Change and Disaster Risk Reduction Policy* 2016-2030 (Government of the Republic of Vanuatu 2015*)* integrated risk to varying degrees. For example, the Policy included an objective to integrate and strengthen CCA and DRR across the national, provincial and local levels, across all sectors. It also noted that "Priority climate change adaptation and disaster risk reduction policy directives can be found at the sector level in a range of sector policies, plans and strategies" (p. 17). Section 8.2 describes Gender and Social Inclusion. This section mentioned how climate change affects women differently and stated that "it is vital that women have full opportunities to participate in policy development, decision-making and implementation at all levels. Initiatives are underway to ensure that gender considerations are mainstreamed into all climate change and disaster risk reduction efforts" (p. 26). This is an important acknowledgement and an example of a national policy integrating a GSI lens.

  However, the quality of GSI integration throughout the Policy could be improved, rather than restricting GSI to Section 8.2. The Policy also notes the need to develop community adaptation and disaster risk reduction plans and actions (p.18), which does not align with the PRRP approach of integrating CCDRM risks into community development planning. Furthermore, the Policy includes an action to integrate disaster response and recovery into national, sectoral, municipal and community level plans, which again is not aligned to the PRRP approach, which recognises the value of retaining separate plans for specific situations such as disaster response. These examples highlight how risk integration has been acknowledged, but the execution of this could be improved in the Policy.

Some PRRP Suva Hub members noted that ensuring technical quality was an important focus area for the next phase of the Programme. One member noted that their strategy to date had been to focus on building partnerships and inviting ownership and support within government, and that to do so it was important to avoid overly-complex discussions and requirements on risk quality. In some countries the "multi-pronged" approach meant that even if a specific corporate/sectoral plan document (e.g. Vanuatu Agricultural policy) does not sufficiently address risk, there is evidence that ministries will use other cross-sectoral documents (e.g. Vanuatu CCDRR Policy) to guide sectoral implementation. However, overall this is not guaranteed, and there is a need for PRRP to target efforts towards improving the quality of risk integration.

Overall across the Programme the national Posts have been contributing towards risk integration.

The Posts have been operating within different contexts, but managing to effectively influence changes. Some Posts have been performing well and have been actively supporting changes within ministries. Some have received strong support from senior

government leaders (Director Generals), enabling them to maximise their impact; others have been implementing strategic activities to institutionalise change and link actors across sectors. Other Posts, despite constraints such as their relative lack of seniority/power and changes to leadership, are continuing to maintain relationships and foster change.

A targeted approach to influence change was described by one Post. Key aspects included: looking at all documents in the ministry and deciding targets and focus to influence change; focusing on policy as well as implementation; focusing on divisions within the ministry that are weaker in order to strengthen them; orientation to senior managers; training and refresher training of staff.

Other approaches include working with a Minister, writing speeches, providing orientation of the key content and messages of risk governance.

The notion that one person (Post) within a Ministry can influence change is ambitious, but the Programme has proved successful in many instances.

Impacts include reform of pivotal policies, and strategies for implementation plans which leverage change. There is evidence that PRRP Posts are also situated in key divisions which can influence practical change within ministries The Programme is also seeking to influence processes and procedures employed by whole of government (multiple government employees) and training for government staff, which addresses the issue of having responsibility housed in one individual.

However, the effectiveness of national Posts has varied. They face various challenges to fulfilling their intended role of informing risk governance.

Many national Posts reported the pressures of being "torn between two jobs" – PRRP work and government tasks. Often the government ministry does recognise the value of PRRP programmes and Posts, but "scope creep" occurs and the Post is used as an additional resource within an under-resourced agency:

> Sometimes in the office they give me other work outside of PRRP work: administration work; writing letters for them, answering phones…

Several Posts also reported tensions between what is expected of them as a government officer, and as a PRRP Post:

> I'm in the government side but also in the PRRP side, but how to integrate CCDRM into their processes? The government think this way and the PRRP that way.

Challenges faced by Posts also relate to the seniority and how they are positioned to exert influence within the context of the ministry, and the extent of support from senior officials:

> The TOR of my PRRP position is to mainstream risk. The problem is that the TOR is conflicting with my responsibilities [set by government]. The dynamics of my position don't enable me to have a large [enough] mandate.

Sometimes the work-plans of Posts have been focused on individual project initiatives rather than on influencing long-term systemic change for risk integration within the Ministry. Whilst these projects should be acknowledged for their contribution to 'risk resilient communities', they should be balanced with the intent of risk integration within national and sub-national government planning, and of ensuring long-term sustainable systemic change. For example the Gender Post in Fiji has been focused on establishing

projects for risk resilience and climate change adaptation for women (village solar panel project and efficient stoves). Whilst important, this is not coupled with work practices completed by other Posts which are focused on reviews and revisions to policies, implementation strategies or processes or procedures within the Ministry with the view to informing risk governance.

Broadly, the selection of entry points and pathways (sectors and ministries) has been appropriate for the current stage of the Programme. Prioritising pathways to effectively influence change, and learning about risk governance, should be a key focus area for the Programme in future.

In Vanuatu, the RGA, which was endorsed by government, is a clear example of the context assessment effectively informing PRRP design at a national level. A PRRP Post is secured within Strategic Planning. As a PRRP stakeholder noted:

> *PRRP started powerfully with the risk governance assessment. It was a really thorough review, of how decisions are made, how stakeholders are participating, the gaps of information flow, and duplication. It felt like a government process and was a great exercise … It was the RGA process, that the strategic idea for the NAB came about. PRRP helped us set up the secretariat (with multiple sectors).*

In Solomon Islands, at the time of the MTE efforts were being made to continue to secure the continuation of risk governance support within MDPAC following the resignation (following a 2-year appointment) of the PRRP Post. Negotiations were ongoing to ensure that the position was recruited by government.

Central financing and budgeting processes are core to the risk governance model, and have become a more central part of PRRP entry points for influencing risk governance. As a member of the Suva Hub noted:

> *Next, we need to focus on accessing finance, and implementation. Engaging in budgeting processes in government … **It's already happening to some extent.** The national planning Posts are shifting into budgeting, and connecting with the Ministries of Finance.*

In Fiji, where national level entry points have not been secured by the Programme to date, strategies to best support risk integration in national development planning need to be decided.

In Tonga, the relatively new appointment of a Post in the Ministry of Finance and National Planning reflects the PRRP's recognition of the central role of planning and finance in risk governance. Whilst it may not necessarily be appropriate or feasible to place a Post in the planning/finance ministry, it is helpful for PRRP to have a strategy of 'bringing on board' these key decision-makers within these ministries to action risk governance. For example, during consultations in both Fiji and Solomon Islands, PRRP stakeholders at the national level asked, "why is there no Post in the planning office?" Having a clear strategy in response to such questions is important for PRRP.

There is some progress towards supporting linking and coordination **across** national development processes (e.g. central to sectoral) but so far, this progress has been limited.

There is a strong desire expressed by Posts and government stakeholders for PRRP to support stronger links between central and sectoral processes – for example through cluster systems, or the connections between national strategic development plans, or

national CCA/DRM policies, and the implementation of sector policies. These linkages can also be supported through existing Posts. This is an area of focus for the next phase of the program (see Section 6).

4.2.2 Sub-national development processes for risk integration

Contributing outcomes 2.1 "Sub-National Development Risk Governance" and 2.2. "Sub-National Specific Sector Risk Governance" are core elements of EOPO2. A key element of this is "Participating Countries integrate CCDRM considerations into sub-national and community needs assessment, planning, budgeting and performance frameworks" (*MEL Plan*, PRRP 2015).

This section analyses the effectiveness of PRRP in achieving results in sub-national development planning, focusing on the integration of CCDRM and risk considerations into sub-national development plans, specifically community development plans, and sector-specific activities. This section also assesses the effectiveness of LLEE as the PRRP NGO implementing partner, working directly with sub-national governments, communities and other stakeholders, as this is the key pathway by which PRRP aims to influence sub-national development processes.

The PRRP has supported the development of community development plans across all four Programme countries.

According to the 2015 Annual Report, the following CDPs were produced:

- Vanuatu: three Area Council Development Plans
- Fiji: nine Community Development Plans
- Solomon Islands: six Community Development Plans and two Ward Development Plans
- Tonga: 56 Community Development Plans and one Island Development Plan.

The coverage of CDPs varies in different countries, though this is reasonable given the stage of the Programme, and reflects the different country contexts and the institutional environments for sub-national planning.

For example, in Fiji and Vanuatu the PRRP has supported a proportion of CDPs to be developed, and this is a key achievement given the baseline context for sub-national planning in the respective countries.

- In Vanuatu, a government stakeholder noted that the PRRP has been instrumental in supporting community development planning.

  *PRRP has been very instrumental for DLA … You have to understand with **Vanuatu there has never before been a mechanism for planning from bottom up**…. Never before have priorities been identified from grassroots level, to match up with policies for government*

- In Fiji, community plans were in place but not previously used, as noted by a sub-national government official:

  Communities didn't have plans before – *they were there, but ancient, and not used.*

- In contrast, the context is different in Tonga where there are CDPs across the country, and according to local stakeholders will influence longer-term developments:

> *We got this small project that we started post-2014 TC Ian in Hapai. As part of our recovery process and plan [supported by PRRP] it has now developed into something more than a long-term development program ... Now we have information beforehand on how to respond in emergencies, and to understand the underlying cause of risk in villages.*

Although plans have not yet been implemented, stakeholders were of the view that the CDP planning process, supported by PRRP, has resulted in stronger risk resilience in communities.

For example, a view expressed by a sub-national government representative in Fiji was that communities participating in PRRP were more active and resilient following TC Winston in March 2016. One sub-national government representative noted that:

> *For TC Winston – it never happened before – they [the community] called us at the operations centre to update us on the situation and tell us what they were doing. We want them to be responsible. We want them to call and follow up. I believe training helped them. Also the development plans that we put together and the awareness training by us.*

In Vanuatu, the sub-national government reiterated that community profiles developed for the CDPs were critical to filling information gaps about community, as previously there was no baseline data about who is within a community by gender, or people with a disability. They noted that this would be particularly useful to the Area Council when supporting emergency responses and ensuring protection needs are met.

LLEE and external stakeholders also emphasised that the PRRP-supported CDP process has increased the level of community participation in sub-national planning.

In all PRRP countries, some stakeholders provided evidence that the CDP process has enabled participation of the community. For example, a Fiji national government representative noted:

> *There is rich engagement with communities through the divisional offices; they know the community; they live in community and they have experience to provide in the community.*

The PRRP has supported community participation in planning, including where previously plans had been prepared by government with limited or no input from community members. Examples of evidence that CDP processes have improved considerations of GSI are outlined in Section 4.3 below. However, despite a number of stakeholders providing feedback that the CDP processes promoted community voice and significantly improved inclusivity, the documentation of these processes and outcomes of inclusion within CDPs has been limited.

There has also been some evidence of linking from community plans to provincial and national level plans. For example in the Solomon Islands one community representative noted:

> *Live and Learn took community representatives to Provincial government offices to present plans. It was wonderful that we could say [to them] that this is our plan, your plans have not included us. Validation workshops of the plans have also been with provincial staff and at national level.*

However, across the board there has been varied progress towards linking CDPs to district/provincial and national level plans, and it is unclear how the connections will be made in the future. For example:

- Although the Solomon Islands *Community Planning Guidelines* have been developed – and whereas before there were no means or guidelines for enabling community voice into the planning process – it is still unclear how this planning process will connect to and inform high level planning at the ward, constituency, provincial and national levels.

- The Vanuatu *Risk-Proofed Guidelines for Sub-National Government* (Vanuatu DLA 2016) have been developed in collaboration by PRRP and DLA, and represent a comprehensive yet relatively simple guideline to integrating risk and connecting planning at all levels of government. There was strong support for the guidelines from LLEE team members and DLA representatives. However, the PRRP faces a number of challenges in defining the next steps and influencing the application of guidelines across all Area Councils, and linking the plans to provincial and national levels as specified in the guidelines.

The quality of risk integration into CDP plans and processes has been uneven. Strengthening quality should be a priority area for the future phase of the Programme.

As described above, PRRP team members noted that it was important to avoid putting in place over-complicated requirements for sub-national governments, and an emphasis needs to be placed on enabling local government ownership and participation. However, on balance, there is a danger that gaps in risk integration in sub-national processes and in the documentation of plans may: limit risk resilience; limit linkages upwards to inform government planning and budgeting; and jeopardise ongoing efforts to strengthen risk resiliency in the future. The issues, and the need for balance, were recognised by PRRP team members interviewed for the MTE:

> *There is a need to match the level of risk integration to the process and capacity of those using it.*

> *The CDPs should aim to be as accessible as possible for the communities themselves, and also make sense to people who were not part of the planning process.*

> *One observation is that people will say the comprehensive CCDRM tools are too complicated. But other tools reduce risk assessment down to just a number, that* **the risk is "3" –** *if anyone looked at this, a donor, or a community member, it* **doesn't mean anything, you've lost them. We are trying to flesh it out. It's currently** *a work in progress and we discuss it quite a lot.*

CDPs across the four countries were reviewed as part of the MTE in relation to quality of risk integration, with a considerable variation found. Examples of this inconsistency are seen in both the process of undertaking the CDPs as well as the outputs (i.e. the CDPs themselves). Inconsistency in the quality of risk integration in the CDPs was apparent when comparing the detail, structure and inclusion of concepts such as GSI and CCDRM in CDPs across the four countries, and even within countries. For example, failing to include a gender differences section for Soso and Kese CDPs in Fiji reveals a major limitation of the Plan in terms of risk integration.

Fiji's CDPs include no integration of gender in the CDPs in terms of risk assessment, the development plan or the capacity building plan. There is a limited amount of data that is disaggregated on the basis of gender in the Statistics section (e.g. population of adult males/females, population of children – male/female). However, no mention of gender is included in the development challenges or risk analysis. The majority of Fiji's CDPs also include no mention of existing capacity within the community – an exception is Naboutini Village which includes women's special skills such as weaving. As noted in the *EOPO2 Report* (PRRP 2016), this falls under 'risk informed planning' and inclusion of skills and capacities of different groups should be included in CDPs. This finding was documented in the *EOPO2 Report* (PRRP 2016), which noted that '*Disasters and climate change don't affect everyone equally, and it is important to consider social factors (as well as physical, economic, environmental) factors that contribute to risk*' (p.19).

In Vanuatu, CDPs, whilst containing detailed community profiles, did not generally document the risk-informed reasons for village priorities – and did not indicate whether they had been selected by women's groups. There was not enough information in the CDP documents for risk screening to occur at the provincial level. Whilst CDPs have provided women, youth and men the opportunity to participate in community planning, further mainstreaming of GSI issues could be undertaken in the contextual sections of the CDPs. Consideration of the different ways in which risk and resilience impact upon women and men, and vulnerable groups such as people living with disabilities, could be better reflected throughout the plans. Providing examples and prompts to do so would be of benefit until this becomes second nature.

Additional findings from the *EOPO2 Report* (PRRP 2016) that align with this MTE's review of the CDPs are as follows:

- Risk integration has tended towards methodologies that have been based on specific CCDRM tools and GSI has tended to be focused on participation rather than how risks apply to different groups within communities.
- CDPs need to explicitly mention existing community capacity and skills. In the case of Tonga, this was done.
- In most cases separate disaster preparedness and response plans are still necessary in communities.
- Disasters and climate change don't affect everyone equally, and it is important to consider social factors (as well as physical, economic, environmental) factors that contribute to risk.
- With regard to gender and social inclusion, there is a need to further discuss the role of GSI officers and to situate GSI in the risk assessment process in development planning.

The level of ownership by sub-national governments of sub-national development planning processes differs in each country.

The extent of ownership differs according to country context, and depends in part on the differences in capacity of sub-national governments and also the institutional frameworks and processes for community development planning.

One of the PRRP Risk Quality Criterion is "Use and strengthen existing governance mechanisms to integrate risk", and highlights that PRRP is not a typical service delivery programme – instead it aims to coach sub-national governments to lead resilience development. However, to date LLEE has directly supported CDP developments, including with capacity building for local governments. As yet, there has not been a

primary focus on *governance strengthening* for CDP development. For example, plans are documented by LLEE or external consultants rather than by local sub-national staff. The findings from the MTE link to the finding in the EOPO2 report that LLEE tended to support a service delivery approach rather than focus on supporting governance at the sub-national level for PRRP activities. As observed by a PRRP team member:

> *It's been an ongoing journey for LLEE to step out of service delivery mode to an ongoing governance strengthening mode. As PRRP is different than the usual LLEE mode, the shift [needs to be] continuous.*

Ideally, to promote risk integration the Programme should support existing CDP processes and provide inputs to revise as necessary. However, where a CDP process of integrating risk did not previously exist, or where there are multiple versions of CDP processes, the CDP process supported by PRRP can be acknowledged as an additional 'demonstration' process, with the intent of then influencing the adoption of this process within the institutional framework of government. A clear strategy to carry this out needs to be defined in order to ensure the promotion of sustainable change and risk resilience communities beyond the PRRP pilot sites.

Ensuring sustainability is also dependent on defining the appropriate parts of government to partner with and support them in their responsibility for community planning. The experience of LLEE in Fiji highlights the need to be familiar with, and then work within, existing local structures. They identified options to partner with Provincial office or the Commissioner's office and found through experience that the most effective partnership was with the Commissioner's office due to their primary role in planning.

Risk integration has been championed by a few sub-national governments in Fiji – in particular in the Western Division and more recently in the Northern Division. The Commissioner in the Western Division prepared a communiqué, 'Western Division Communiqué Integrating Climate Change and Disaster Risk Management Activities into Development Processes, November 2015'. This communiqué provided guidance that the Division integrates risk within all aspects of the sub-national government. Consultations during the MTE revealed that stakeholders are keen to review the implementation of this communiqué. As noted by one interviewee: "We want to review the communiqué to see what was carried out."

Whilst CDPs have been developed, overall there are not yet clear strategies in place to scale or replicate to ensure risk-informed planning in other communities beyond PRRP support.

The need for scaling is recognised by Suva Hub, as articulated by one member:

> *In terms of sustainability, you can follow the planning process through in some [specific] communities, but the question is how do you get scale? That's why you need buy in and integration into processes. Otherwise it will just be 6 or 9 individual communities that have a development plan. The approach is: gaining momentum, showing how to do it through pilots, and then strengthening planning processes up the chain.*

Whilst the Programme design reflected 'trial locations' as noted above, a key aspect of future programming will need to be the need to understand experiences within the few sites where PRRP is working to inform broader take-up of community development planning for risk resilience, recognising the broader goal of the Programme. A feature that is often a key aspect of development programmes such as PRRP is the use of trial or pilot

sites with the implicit or explicit assumption that practice from these sites will be diffused more broadly within the local context. Not unique to PRRP, there are often no specific strategies to do this. As noted above, within the PRRP team, there is a desire and a need to define strategies for scale and replication.

There are not yet key strategies in place for PRRP to support the risk-integrated implementation of community development plans.

Broadly across all countries, there is an implicit assumption that funding to implement the CDPs will come from national sectoral or decentralised budgets. At present there are no detailed implementation plans; for example in Solomon Islands, at the time of the MTE consultations, CDPs were being finalised and implementation has not yet commenced. Whilst the plans have included "implementation strategy", "responsible agencies" and "potential collaborating organisations", it is still to be determined whether these stakeholders will work towards implementation, and whether risk will be considered in the implementation of the plans. A PRRP team member also identified a lack of clarity in implementing CDPs in Fiji:

> *The detailed implementation is a gap – it is not included in the [documentation of the plan]. We need to develop this is. The CDPs are a wish list, but how to do this is not included.*

The context for implementation varies considerably by country. For example, in Vanuatu, the sub-national planning guidelines (Vanuatu DLA 2016) provide a strong basis for future scaling and implementation, and as explained above, the guidelines are strongly supported by the Department of Local Authorities. The decentralisation process in Vanuatu may also provide opportunities for funding to go directly to Area Councils. However, a mix of different ideas were raised by LLEE and DLA respectively on the ways forward for supporting scaling and implementation, and at the time of the MTE consultations it was not apparent that a clear strategy was in place. Both the government and LLEE recognised the need for capacity building and for support for implementation:

> *There is an opportunity for PRRP and LLEE to share their knowledge about risk to [the Department], to build capacity within planners [in national government], and also planners and the provincial level. The other training needed is to help communities understand climate change.*

> *The guidelines are excellent, like the bible for sub-national planning. But imagine when the bible is in Bislama, it will become a triple bible! The first job is to capture the main questions that need to be asked, to align with sector policies.*

LLEE and UNDP partners recognised the need to support the institutionalisation of the sub-national guidelines by all stakeholders (governments and NGOs supporting government), integration with other sectors and levels of government, as well as field-testing and implementation:

> *Data storage is **an issue. Area councils don't all have computer. If all the plans are** just on bits of photocopy, and a cyclone comes, the plans will be lost and not quickly available in communities when they need them most. Central data storage is needed.*

> *We started with bottom-up planning process – we hope it meets at the national level. The next step is for the community to improve budgeting and planning, which **hasn't happened yet.***

> *There is a future opportunity for PRRP to strengthen sub-national processes, to support checks and balances being integrated in a simple way so not to burden development planners. It could be working with sub-national Posts to provide support in those processes.*

PRRP has also implemented activities at the sub-national level in the agriculture (food security) and education sectors. There are some strong results with regards to food security in some countries, but less progress in the education sector.

In Vanuatu external stakeholders commended PRRP's support of sub-national governments to improve food security in the aftermath of cyclones, and to improve resilience to El Nino. Stakeholders in the national agricultural government ministry and departments considered that the most significant impact that PRRP has had was to improve food security on the ground, for communities. LLEE gave examples of the demonstration plots established within communities that were instrumental in providing fresh food and the equitable distribution of materials and food after TC Pam. Another key example was the development of nurseries, as noted by a national government stakeholder in Vanuatu:

> *[After TC Pam], PRRP sent a great technical specialist from Suva to work with us to design a project on recovery, on nurseries and sub-nurseries to provide planting material access for farmers. We put in a plan and costing, and we implemented that recovery program with Live and Learn. There are now two central nurseries with seven sub-nurseries … In terms of sustainability, the [government's] field agriculture officers will be managing those stations going forward.*

Another example is in Solomon Islands, where Live and Learn has been working with community farmers to develop Knowledge Hubs or to support model farmers who are farming in line with the considerations of CCDRM.

The PRRP programme, through LLEE, has also commenced working at the sub-national level in the education sector with school safety plans, for example, in Vanuatu. Whilst these plans were developed in schools and areas targeted by the Ministry of Education, there appears to be a lack of ongoing government support and momentum to ensure the finalisation and simulation testing of these plans. Similarly, in Solomon Islands, efforts to support school disaster plans were initiated but there has been no subsequent review to assess their application and sustainability in schools.

Many sub-national PRRP Posts are recently recruited, with those interviewed (from Fiji, Solomon Island and Tonga) being in their roles for less than six months. The Posts' practices were mixed – whilst some were clear about their roles and work plans to integrate risk at the local level, others had not yet developed a clear sense of their roles and what opportunities and entry points there were for them to influence change.

To date, overall there has been limited linking between sub-national sectoral activities and cross-sectoral development processes such as CDPs. Across countries, there is an opportunity for the PRRP to take stock and (as a team) strategically identify and target future sub-national entry points and to leverage linkages with other PRRP pathways (see Section 4.2.4 below).

4.2.3 Private sector engagement for risk integration

This section analyses the effectiveness of PRRP in achieving results in private sector engagement, focusing on PRRP's partnerships with the private sector to reach communities (sub-outcome 1.3.1) *(MEL Plan*, PRRP 2015)

Overall, there has not been substantial progress in the integration of risk into private sector governance though few activities in Fiji, Vanuatu and Tonga have provided valuable insights to inform ongoing work. Private sector engagement is a relatively new area of programming. The PRRP also recognises private sector engagement as critical to overall resilient development. As identified in the *Annual Report 2015* (PRRP 2016):

> *"Private sector is invariably a key player in overall governance arrangement and, as such, risk integration into their own structures and activities is a critical* **component of meaningful resilient development".**

The PRRP has engaged with the private sector to varying extents in each Programme country. Except in Fiji, the extent of private sector engagement has, overall, been limited in scale and scope.

In Tonga and Vanuatu, PRRP's private sector engagement has comprised partnering with a telecommunication company to provide information to communities through mobile phone users. In Fiji, as well as partnering with the telecommunication company, the PRRP has a major partnership with Vinaka Fiji, a tourism enterprise, that supports community development planning and implementation. In Solomon Islands no private sector partnerships were described during consultations, however in the PRRP Annual Report 2015, risk integration within the Solomon Islands Built Environment Professionals Association is described.

PRRP's partnerships with telecommunications companies have provided preparedness, response and recovery information to communities.

Apart from its partnership with PRRP, Digicel has for several years been implementing a number of programs in Pacific island countries which demonstrate the potential of private sector engagement to quickly provide information to communities who are preparing for, responding to, or recovering from disasters or slower-onset climate change events.

This approach is consistent with PRRP's "bridging the humanitarian-development divide" concept. PRRP engaged Digicel to provide information to build resilience to cyclones and El Nino. Across Tonga, Vanuatu and Fiji, examples include:

- El Nino preparedness information provided through text messaging and free access to information webpages (no data usage recorded)
- disaster awareness SMS quizzes
- SMS platform for assessments post-disaster
- SMS alerts provided after cyclones, providing practical food and water security advice.

Data or studies about the impact or reach of these projects were not included in this MTE, but Digicel has instituted before – and after – assessment to evaluate the reach of their initiatives.

There is potential for this model of engagement with the telecommunications sector to have an impact, however the PRRP-supported projects have been mostly one-off,

not sustained, and overall, they did not strengthen partnerships between government and the private sector.

Whilst interviewees from government noted support for Digicel's work, they cited a lack of ongoing funding (from PRRP) and funding hasn't been integrated into government systems. This reveals there are no sustainable funding streams for the private sector. A PRRP team member also felt that, whilst the individual projects had been useful, PRRP's engagement with Digicel had been ad hoc and that the program needed to take a more strategic approach to engaging with the private sector and encouraging stronger partnerships between government and the private sector.

The experience of Vinaka Fiji provides an example of private sector engagement in CCDRM activities, and also offers insights into the value of social enterprise in promoting consideration of CCDRM.

The Vinaka Fiji Trust was set up by Awesome Adventures Fiji in 2010, and aims to improve the provision of basic needs and amenities for villages throughout the Yasawa Islands. It seeks to do this both through direct aid and by acting as a facilitator, bringing those who can help together with the landowners and residents. Vinaka Fiji works closely with the Provincial government and described itself "as an arm of government".

Stakeholders (PRRP team, national and sub-national government representatives, LnL and Vinaka Fiji) interviewed for the MTE described the working relationship as a public-private partnership, though this is only relevant at the sub-national level – as described by one PRRP stakeholder:

> *The relationship is working well at the sub-national level, but national level is still lacking. [The sub national government] is trying to tell other NGOs working in this area to go through Vinaka Fiji – coordination is improving since last few years. I am in the voice of the community but in time they will need to be their own voice.* **They don't know about pol**icies or what affects them. The model of private-public partnership is only with us. We work in development issues that are priority with people and government. We are partnering with government because we are doing the same thing. We share our plans – and we tell [the sub national government] what we are doing.*

> *They built their work-plan in line with government. They are keen to work with us and request to sit with agriculture, water, etc. and are keen to learn from us. They are doing funding and implementation but under our plans. They focus on some communities and we can follow up with others. They adopt a community – do work, train make improvement programs then move on.*

'Food banks' implemented by Vinaka Fiji is a good example of the PRRP supporting private sector innovation to strengthen risk resilience in communities, though the extent to which they have resulted in risk resiliency is not yet evident.

Vinaka Fiji's idea of Food Banks is for communities to carry out communal farming of crops (such as root vegetables like taro and sweet potato). These crops can be stored and can withstand disasters (tropical cyclones) to be used in the immediate post-disaster response phase by the community. Crops can be stored in a communal house where they are safeguarded in preparation for the disasters. Money can also be raised by selling crops during "peace time" (not the cyclone season) and the money used by the community in response to disasters.

A key aspect of the Food Bank that was valued by stakeholders in Fiji was the notion of 'sole-sole-vaki', everyone doing together. This was described as a traditional way of people working together which draws on past thinking and practices.

PRRP brokered relationships and funding to enable Vinaka Fiji to implement the project. This model demonstrates what can be achieved through partnership with the private sector. The following factors were key to enabling the partnership:

- Alignment of PRRP's and Vinaka Fiji's existing networks within government
- Vinaka Fiji's strong and enduring connections and relationships with communities. Ongoing partnership with these communities is integrated within its business model as a tourism operator.
- Vinaka Fiji's strong understanding of risk integration concepts.

Vinaka Fiji has also extended the Food Bank model to gardening cooperatives, to provide a reliable source of supply of vegetables for local resorts. The potential for generating extra income for villages has in turn the potential to increase resilience if the monies are managed for resilience. This illustrates the potential for mutually beneficial risk resilience outcomes for the private sector and communities, as described by a Vinaka Fiji representative:

> *We have been buying and mediating with local resorts to sell them vegetables. The idea is to have all seven villages in Naviti included with food banks and to create a pool so that the resorts can have a consistent supply of vegetables – to have different cycles for growing.*

Whilst the Food Bank model is sound and has potential to strengthen community resiliency, at present the impact is nascent. The model has been implemented in only two villages to date. TC Winston destroyed one out of two storerooms – the building was built on the ocean shoreline and was damaged by storm surge. Furthermore, prior to TC Winston, crops were negatively impacted by El Nino droughts, with low crop yields. These issues raise questions about the extent to which consideration of CCDRM risks were included in the planning and implementation of the Banks. In response, efforts to improve water security have been implemented at the Food Banks (water storage tanks and irrigation) and relocation of the destroyed Food Bank to a new location is planned. Financial literacy training is the next phase of the activity and will determine extent to which funds are managed for broad community resiliency. Both women and men community members interviewed during the MTE in Kese and Soso villages expressed a solid understanding of the purpose of the Food Banks and had a strong commitment to strengthening community resiliency to respond to disasters. Ongoing support, monitoring and assessment of the Food Banks' viability will be required in the future to support continual improvement and development of the approach.

Other promising private sector engagement is emerging in Fiji which PRRP can capitalise on, and is already connected to. The Fiji Business Disaster Council (FBDC) launched in May 2016 by the Prime Minister of Fiji and offers a way for private sector to engagement in the risk governance agenda.

Opportunities for private sector involvement, and the role of private sector organisations (e.g. as development partners for delivery or engagement, or as beneficiaries) will vary according to the country context[6]. Some exploratory work on opportunities is being done

---

[6] At the time of the MTE, connections with the Fiji Business Council were being developed.

from Suva Hub[7]. It is important to do thorough context analysis first to strategically target efforts.

4.2.4 National and sub-national linkages for risk integration

As described in the *MEL Plan* (PRRP 2015), the PRRP has three components, two of which are core. They are the "technical heart" of the PRRP and they are "focused on integrating CCDRM considerations into routine development governance". The first is the "national level" component (EOPO1) and the second is the "sub-national" component (EOPO2). Both components involve partnerships with governments at the appropriate level. This design is reflected to a large extent in the operational allocation of responsibilities between national managers and LLEE within each country.

"Linkages and coordination" between the national and sub-national partnerships, and between their pathways, policies and processes, is not an explicit feature of the PRRP design. However, integral to the PRRP's concept of risk governance are the connections in planning, policies and implementation, across sectors and levels of government and communities. It is also an implicit assumption that PRRP activities focused on supporting horizontal integration (national cross-sectoral development) should link with vertical integration (sub-national development) and vice versa.

MTE interviewees across stakeholder groups (internal and external) expressed a strong desire for a more systematic Programme linkage between national and sub-national government pathways. This section assesses the effectiveness of PRRP in supporting national–sub-national linkages for risk integration. It focuses on sub-national planning and its links to national level processes.

The cluster coordination mechanisms for disaster planning, response and recovery, although programmed within the "national level" EOPO1, is also a mechanism for supporting national–sub-national linking.

The progress arising from **PRRP's support for linking of** sub-national plans to national planning, budgeting and investment systems has been mixed. There are results in some countries, but barriers in others.

The context for national–sub-national linkage varies significantly across countries, and the PRRP's approach in response has varied accordingly. For example in Tonga, there is an opportunities for PRRP's support of CDPs at a sub-national level to be linked to planning and budgeting processes at the national and sectoral levels. As described by a PRRP team member:

> *CDPs [in Tonga], once they are endorsed, will then become the official endorsed platform for local members of parliament to advocate at a national level for investment in community-level priorities and this way they get into national sectoral plans which is where Posts are involved too.*

In Vanuatu, the PRRP has been working to support community development planning as well as to strengthen governance in order to promote links to the national government, through connections with the Department of Local Authorities and the development of the sub-national planning guidelines.

---

[7] At the time of the MTE the PRRP is supporting Connect Business Initiative which offers potential to strengthen private sector engagement in the risk governance agenda in the Pacific.

However, in contrast in Fiji, whilst sub-national plans have been developed, the connection to the national level has been missing, specifically because the PRRP does not have a connection with the ministry to which the plans are submitted. As raised by one PRRP team member:

> *They (the community) ask us what is happening to the plans – they were submitted to the Strategic Planning Office, but what next? That should be the normal process, we should be connecting to the Strategic Planning Office but we are not working there.*
>
> *… We need to ensure connectivity … we should be connecting from national to sub national, they (the community) should see trickle up to national level*
>
> *… If we are carrying out [support for planning] at sub national level – and nothing done at the national level, its not just a waste of time, but also a need for the project to be driving forward.*

A similar issue was raised in Solomon Islands, since the program is not partnering directly with the national ministry responsible for managing sub-national planning. At a sectoral level, there is potential to strengthen the national and sub-national partnership through the national and sub-national Posts in the agricultural sector – and efforts are underway to develop joint action on this work.

There is a need for PRRP to take a more strategic approach to strengthening likely pathways for linking sub-national planning to national decisions.

The governance context varies significantly across the four countries, and where existing governance systems and institutional structures are weak, the PRRP inevitably faces challenges in ensuring sub-national plans are recognised within national systems.

In such contexts, it would not be realistic to expect these linkages to have occurred in all areas at this stage. However, it was evident from PRRP teams in some countries that they feel there is a lack of strategic direction and agreement about where the PRRP should put its efforts to link sub-national and national planning pathways. This strategic clarity is particularly important in the context of difficult existing governance systems. Team members may have tried to connect with and build relationships with certain government units or individual representatives over a long period of time to no avail. In some contexts, team members were unclear about what strategies to use, whether to keep trying, or what the best alternative approaches or entry points could be. Section 6 outlines opportunities and roles for improving strategic direction.

There are also opportunities to strengthen links through PRRP team members within country working more closely together.

For example in Vanuatu, the PRRP has been supporting food security efforts through multiple pathways. There is national–sub-national linkage occurring through the national agricultural department, whereby PRRP has coordinated with the national government to implement recovery and preparedness efforts at the local level, leading to the appointment of national extension officers within communities. However, there is an absence of linkages between this pathway and other sub-national pathways for food security, with the Risk Resilience Unit at the MALFFB. In Solomon Islands, efforts have been underway to coordinate national and sub-national Posts' efforts in Agriculture. There is also a desire to coordinate these efforts with the work of LLEE.

Another example cited by a PRRP team member where better coordination is required is provided below:

> *In some cases there was work going on at the sub-national and national levels, but completely different methods without them talking to each other. For example, screening methods, which were different at national planning level and at community level, that was developed separately [with different avenues of support from PRRP]. Ideally, they would feed into each other.*

4.2.5 Cluster actions for risk integration

Outcome 1.2: "National Disaster Management Planning (preparedness and recovery)" is a core element of EOPO1, "Integration of Risk into Cross-Sectoral Development Processes." The *MEL Plan* (PRRP 2015) outlines a sub-outcome 1.2.1: "A functional cluster coordination mechanism operates to coordinate a needs-based preparedness plan, and implement activity plans in times of a disaster (focus is on education, food security and social protection clusters)."

Some Posts have been central to cluster coordination. The PRRP team aims to extend cluster operations from disaster response, into recovery and then development planning.

In Fiji and in Vanuatu, PRRP Posts and government stakeholders noted the importance of transitioning towards longer-term recovery, as well as planning:

> *We are now moving away from response to recovery. The food security cluster is still working well. I will he**lp to coordinate activities of all the members so they don't double up**.*

In practice, the transition of cluster operations to recovery and planning is at a nascent stage and could present further strategic pathways for PRRP.

In some countries cluster have strong support from government and NGOs, and the network also provides potential for the PRRP team to extend external partnerships. There is an opportunity for PRRP to strategically assess and potentially deepen its involvement in the cluster coordination mechanisms, as a pathway to influencing and collaborating with networks for improved risk governance. In Vanuatu, for example, PRRP stakeholders expressed a desire for the PRRP team to have stronger involvement in the food security cluster coordinated by the RRU, and particularly for LLEE to share with other cluster members their experiences of working at a sub-national and community level.

4.2.6 Knowledge and learning products and activities for adoption of and commitment to risk governance

The third component of the PRRP concerns the "Diffusion of Learning" to internal and external stakeholders (EOPO3). This section assesses progress towards generating, capturing and sharing learnings and knowledge from the Programme across the PRRP, to participating country stakeholders (Contributing outcome 3.1: Diffusion to Internal Stakeholders) as well as external country stakeholders (Contributing outcome 3.2: Diffusion to External Stakeholders). This component focuses on progress towards producing an evidence base for adoption, rather than specific knowledge transfers covered through other pathways such as national Posts working directly within government as addressed above in section 4.2.2 (Effectiveness).

Whilst the program design is focused on diffusion "outwards", this section also includes a brief assessment of the effectiveness of two-way learning exchanges, that is how well the programme utilises and engages existing expertise and learning.

The effectiveness of learning within the Programme and the sharing of knowledge across the PRRP team is also addressed in Sections 4.4 (efficiency) and 4.5 (MEL design).

Of the three broad end-of-Programme outcome areas, overall the PRRP has made the least progress towards diffusion of learning.

As observed at the Annual Board Meeting, and from interviews carried out in the MTE, there is a strong desire on the part of stakeholders to learn more about the Programme. Some external stakeholders said that since they have more recently learned about what the PRRP program is and what it is doing, their earlier concerns and uncertainty about the value of the Programme have been dispelled. Efforts to build knowledge around key areas of practice was also evident during the 2016 Annual Board meeting, and a desire was expressed for this to continue.

However, overall, the PRRP has not instituted systematic processes to document an evidence base of learnings on which to base a strategy for sharing, either across the PRRP team or with external stakeholders. This is documented in more detail in Section 5 of this report. A desire for systematic sharing was shared by multiple stakeholders, as noted by one PRRP Post:

> *We want to develop the agriculture network – learning exchange between countries – not posts but between ministries.*

The multiple facets of the model have made it challenging for PRRP team members to be able to succinctly describe the Program, particularly in writing, to internal and external audiences.

The model has many facets and in general PRRP team members do not describe it in the same way. The lack of clarity about the model that has hinders external understanding. This was observed by PRRP stakeholders:

> *It wasn't the first time I'd heard about the PRRP… but it took over forty listening to [a Suva Hub team member] explain before I understood what PRRP is.*

> *Until recently I would have said the program was too generic and the language was too complicated.*

However, the recently produced building blocks (*Analytical Piece*, PRRP 2016) offer a useful resource to communicate aspects of risk governance and the PRRP's role in and approach to risk integration. As noted by one PRRP team member:

> *There are examples of director generals using the [analytical piece] building blocks and applying these to different sectors. The same [senior government official] that has been involved in the programme has presented them in relation to a different sector, waste management. The fact that the building blocks are being used and defined holistically is very good, and a big success of the program.*

The PRRP has been widely involved in external platforms for sharing. In some cases this has been effective for sharing the core elements and ideas of the conceptual model. However, more specific learnings for adoption have mostly not been captured or shared.

Most learning within the PRRP has occurred one-on-one through specific pathways (see national and sub-national sections above)– for example, Posts working with government colleagues. However, in terms of diffusion more broadly, the experiences and lessons remain largely isolated and undocumented.

The PRRP has used external platforms for sharing, like the World Humanitarian Summit, but external sharing is mostly at conceptual level, not the specific targeted learnings for adoption. This is reasonable at this stage in the Programme; in future, concerted efforts to capture learning of practice and sharing with both internal and external stakeholders will be a priority. As noted by one external stakeholder:

> *PRRP needs to tell its story – they need to write strong and powerfully. They need to tell the story ... of one community – they need to show impact….*

Going beyond showcasing to identify the principles and practice of risk governance and real-life experiences and lessons will be important for the Programme to influence and inform scale and replication within the four countries and beyond to other countries in the Pacific region.

Interviewees suggested that the quality of risk integration (at both the national and sub-national levels) needs to be strengthened by the PRRP increasing its external engagement.
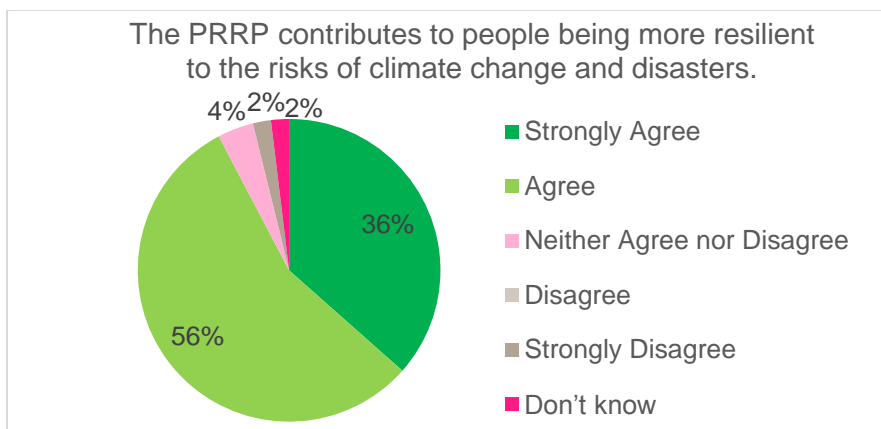
External engagement with partners on sector-based (e.g. food security) al as well as CCDRM expertise is mixed and relatively ad hoc. As one stakeholder noted:

> *Are they going outside PRRP to work with [expert] secondary stakeholders? … They engage on ad hoc basis. How consistent are they in engaging with others to help them? … It seems to be PRRP-driven, rather than including specific stakeholders with expertise in the sectors.*

This was also recognised by the PRRP team, as a member noted:

> *In the region, more and more other regional organisations and banks are involved CCA/DRR integration [in and across specific sectors]. [We need to] see how they* **are doing it and have the technical level integration discussions. That's one of the** *things highlighted in the approach, in terms of engagement at a technical level, be outwards with other agencies beyond showcasing [what we do].*

Results of brief surveys conducted during the MTE are provided below. First results across all country contexts and then disaggregated by stakeholder groups.

The PRRP contributes to people being more resilient to the risks of climate change and disasters.

- Strongly Agree — 36%
- Agree — 56%
- Neither Agree nor Disagree — 4%
- Disagree — 2%
- Strongly Disagree — 2%
- Don't know

The PRRP contributes to people being more resilient to the risks of climate change and disasters.

The PRRP contributes to the integration of risk into national-level development plans and processes.

The PRRP contributes to the integration of risk into national-level development plans and processes.

The PRRP contributes to the integration of risk into national-level sectoral plans and processes.

- Strongly Agree
- Agree
- Neither Agree nor Disagree
- Disagree
- Strongly Disagree
- Don't know

4% 2%

25%

69%

The PRRP contributes to the integration of risk into national-level sectoral plans and processes.

Stakeholder groups

PRRP	100%
Government	92% — 8%
Other	90% — 10%

0%   20%   40%   60%   80%   100%

Responses

- Strongly Agree / Agree
- Neither Agree nor Disagree / Don't Know
- Disagree / Strongly Disagree

The PRRP contributes to the integration of risk into sub-national development plans and processes.

- Strongly Agree
- Agree
- Neither Agree nor Disagree
- Disagree
- Strongly Disagree
- Don't know

4%

19%

77%

UTS:ISF
INSTITUTE FOR SUSTAINABLE FUTURES

The PRRP contributes to the integration of risk into sub-national development plans and processes.

The PRRP contributes to the integration of risk into sub-national sector plans and processes.

The PRRP contributes to the integration of risk into sub-national sector plans and processes.

PRRP shares learning well – between PRRP stakeholders within each country.

- Strongly Agree
- Agree
- Neither Agree nor Disagree
- Disagree
- Strongly Disagree
- Don't know

11%
60%
12%
4%
13%

PRRP shares learning well – between PRRP stakeholders within each country.

Stakeholder groups

PRRP	83%	17%
Government	77%	23%
Other	57%	33%	10%

Responses

- Strongly Agree / Agree
- Neither Agree nor Disagree / Don't Know
- Disagree / Strongly Disagree

PRRP shares learning well – between PRRP stakeholders across the four PRRP countries.

- Strongly Agree
- Agree
- Neither Agree nor Disagree
- Disagree
- Strongly Disagree
- Don't know

16%
35%
18%
2%
29%

PRRP shares learning well – between PRRP stakeholders across the four PRRP countries.

Stakeholder groups

- PRRP: 78%
- Government: 38%
- Other: 35% | 10% | 5%

Responses (0% – 100%)

■ Strongly Agree / Agree ■ Neither Agree nor Disagree / Don't Know
■ Disagree / Strongly Disagree

PRRP shares learning well – between PRRP and other stakeholders beyond the programme, in PRRP countries and also regionally.

- Strongly Agree: 12%
- Agree: 52%
- Neither Agree nor Disagree: 15%
- Disagree: 4%
- Strongly Disagree
- Don't know: 17%

PRRP shares learning well – between PRRP and other stakeholders beyond the programme, in PRRP countries and also regionally.

Stakeholder groups

- PRRP: 78% | 17% | 6%
- Government: 62% | 38%
- Other: 52% | 43% | 5%

Responses (0% – 100%)

■ Strongly Agree / Agree ■ Neither Agree nor Disagree / Don't Know
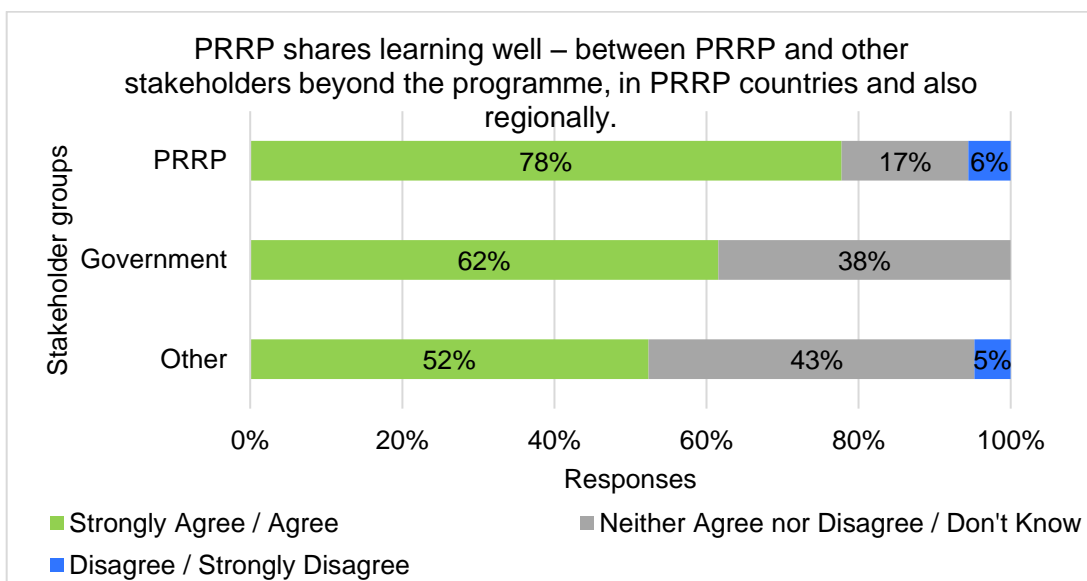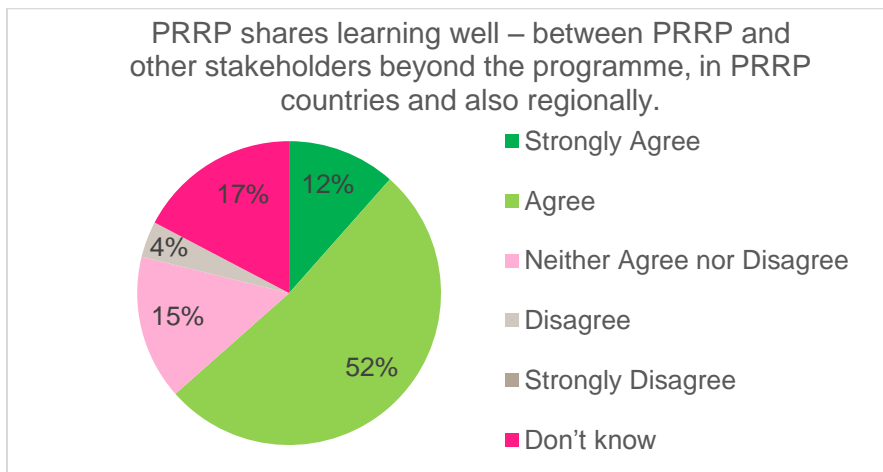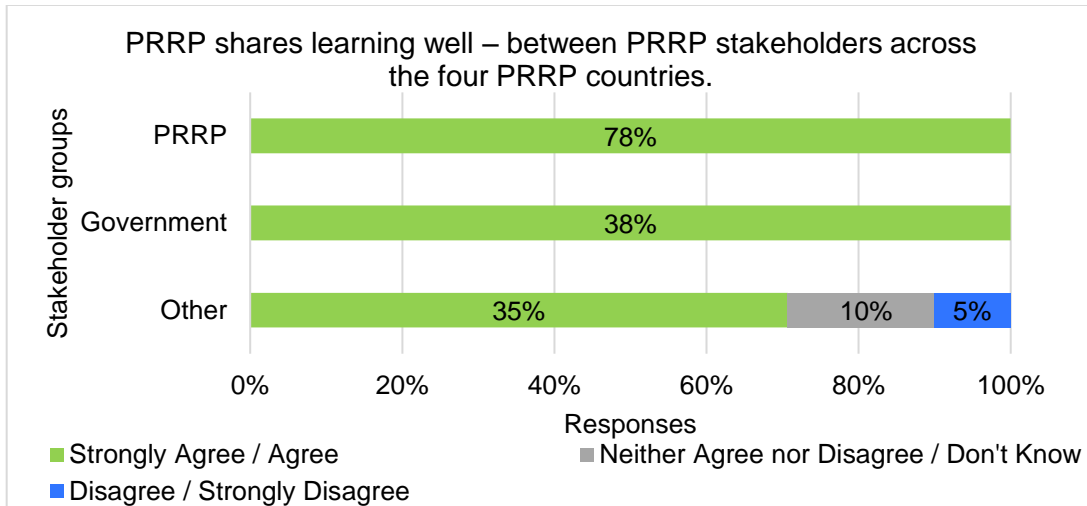■ Disagree / Strongly Disagree

4.3 Gender and social inclusion

Gender and social inclusion is a core element of the PRRP risk governance model and design. The MTE TOR specifies assessment of progress towards gender equality: *"is the programme making a difference to gender equality and empowering women and girls?"*

The PRRP takes a broader view to target gender and social inclusion, and its critical importance to risk resilience. As outlined in the *2015 Annual Report* (PRRP 2016):

> *Gender and Social Inclusion is critical for achieving resilience and sustainable development in the region. The continued relevance of GSI cannot be overstated as gender and social factors are linked to the root causes of risks associated with climate change and disasters.*
>
> *PRRP has endeavoured to integrate GSI into all its activities to date, working with partners to ensure that GSI is reflected in products and processes, as well as building the capacity of people to appreciate the nexus between CCDRM and gender and social inclusion.*

This section assesses PRRP's progress towards integrating gender and social inclusion considerations within risk governance.

Snapshot: Gender and social inclusion – *"Is the programme making a difference to gender equality and empowering women and girls?"*

GSI results across the programme are mixed. There are examples of good inclusion, notably the increased participation of women and youth in community development planning as supported by LLEE. There has also been good work by some national gender Posts within their government ministries. Whilst GSI is a core element of PRR's risk governance conceptual model, and not withstanding the contextual challenges in respective countries, GSI considerations have not been comprehensively implemented by all team members across the Programme.

A key reason is that across the PRRP team there is not a universally strong conviction that GSI considerations are or should be primary to PRRP's approach to building resilience, particularly at the national level. Country-based team members have in some cases significantly differing views from Suva Hub about what level and avenues for GSI integration at a national level are appropriate to the context. There are also varied, and in some cases low, levels of knowledge about how to implement GSI in practice, and how to support government partners to do so.

Through the leadership of LLEE, GSI considerations have been included in CDP processes, though there are opportunities to strengthen this within the implementation phase of the community plans.

The PRRP has also supported the PropA network, a multi-country network of staff from government ministries with responsibilities to advocate for gender equality and social inclusion. This network has aspirations to support GSI throughout Pacific countries, and is an important avenue for PRRP's continuing support and involvement. The PropA network offers good opportunities to further promote issues of social inclusion. However, during

---

> the timeline of the PRRP, there is also an urgent need for PRRP to more directly work to build GSI capacity across its team, and to equip all team members to appropriately implement GSI in practice and support building the capacity of partners.

The PRRP has supported participation by women, people with a disability in GSI in sub-national planning.

As outlined in Section 4.4 (Effectiveness), the PRRP (LLEE) has supported participation by women and people with a disability in community and development planning. The achievements in supporting these opportunities for people to have a voice are significant, given the context. As a PRRP team member shared about Vanuatu:

> *The culture is such that women don't speak out. So PRRP's achievements in helping women and other vulnerable people have a voice are significant. There are several examples.*
>
> *First, during the participatory learning assessment women talked about the water running out due to drought. They said that the men are using it for Kava, but it is needed for more important uses. As a result of women pointing this out, water issues were listed as a priority on the CDP.*
>
> *Second, people with a disability heard that as part of the community profiling all members should be part of the community, so they came along to be included.*
>
> *Third, in several locations women are prioritising a multi-purpose hall as their priority and that is being listed on the CDP. They choose this to improve resilience, because a hall is a marketplace for earning income when cruise ship passengers arrive, a training school for out of school youth, a conference venue for hire, and an evacuation centre.*

In Fiji, during consultations with community members, women were active in talking about their participation in the Food Bank and described its purpose very clearly, as one community member described:

> *The idea of the Food Bank is also to create savings from excess crops sold which can be put in bank for when needed, even in times of drought as well as other emergencies.*

The extent to which CDP guidelines and documented plans address GSI are varied across PRRP countries, and in some cases limited.

In Vanuatu, the sub-national guidelines for planning make explicit the need for identifying needs by gender and for avoiding harm to vulnerable groups, for example outlining the need to specifically consider ethnic minorities, and avoid damage to cultural values. A government representative also expressed a strong desire for further support to ensure that the guidelines adequately address GSI considerations.

However, in contrast the CDP tools and guidelines in Fiji and Solomon Islands make little to no reference to GSI. In Solomon Islands, there is only one reference to gender (in dividing participants into groups), with no mention of social inclusion or disability. In Fiji, there is no reference to GSI in the planning toolkit.

Section 4.2.2 (Effectiveness) provides examples of how GSI has or has not been included in CDPs, including in several plans with limited consideration.

Whilst there are a few examples of implementation, overall the pathway for supporting GSI in CDP implementation is not clear.

There has not been extensive implementation of CDPs; it is not clear whether GSI considerations will be taken into account in implementation of the plans. To date there are few examples of GSI outcomes being supported through the plans. In Tonga, support for GSI has led to a practical integration of GSI into a community development project. As noted in the 2014 Annual Report:

> *In Tonga, PRRP supported communities and local government to develop community development plans which incorporate the specific needs of women and people living with disabilities. The outcome was the construction of a community hall (also acting as an evacuation centre) with appropriate access points for people with disabilities as well as having more secure washroom facilities for women and children.*

At a national level there is mixed progress in integrating GSI considerations with risk-integrated policies and plans. In some cases progress has been limited. There are examples of PRRP supporting gender mainstreaming in practice. As a government stakeholder shared from Vanuatu:

> *What is mainstreaming gender? It is an international word, it is in policies, but the question is – How to do this? … For example, the PRRP-funded position has allowed us to facilitate training in the water sector. To really operationalise mainstreaming in practice – what are the important targets, indicators for gender* **mainstreaming? It had very good feedback, the participants were saying "now we understand what it means to mainstream gender in WASH."**

> *PRRP will be the bridge [from policy] to next steps of mainstreaming. The Gender Mainstreaming Framework that the PRRP Post worked on is the design for implementation across sector policies.*

The Vanuatu PRRP team members also considered that they had made strong progress in GSI in both CDPs and as a result of the efforts of the Post, with many opportunities for further strengthening.

However, there has been limited progress on GSI in some PRRP countries. Many team members (including LLEE, Posts and national managers) from Fiji and Solomon Islands shared their views of the lack of progress in mainstreaming GSI issues, including during and after disasters, as shared by a number of interviewees:

> *Hidden issues are there and not addressed through assessment because people are not trained.*

> *There is an issue at present of lack of GESI inclusion.*

> *We have only recently started to get into this – To mainstream GESI component.*

> *[GSI] h**asn't been aggressively taken into account. We are trying to advocate** process **to farmers. We haven't given it much attention because it's a slow** process.*

Overall across the PRRP team there are varied views about the relative importance of GSI to the risk governance model. There are mixed views and skill levels across the team about how to support GSI in practice.

Across the country teams, National Managers and Posts identified the critical need for greater support on how to implement GSI in practice:

> *It is still not clear how to progress gender in this process. There is a straightforward answer i.e. construction of schools with toilets for girls. But what does [GSI] really mean? How can the **marginalised benefit? It's a big task that** needs to be simplified. How can we know that we are doing it? There are not clear indicators on this. This needs to be made clear from [Suva Hub]. We have had one brief training, but **it's** still not clear.*

> *There are women in the committees and meetings, but just having women is not the same as having a gender specialist participate. Someone said to [the women in the meeting] "you two are **women, so we have gender covered". But there are** specialists in that area, and we need alternative ways to include them …The gender protection cluster and the PRRP gender post [should be included in ministry meetings], but I know if **they can't it's** because they are short staffed.*

> *PRRP is not achieving that much in promoting gender equality. The impact is minimal in that area. There is a need for more mechanisms for driving inclusion … There is a lack of knowledge [in the PRRP team] in the area of GSI, but w**e can't** keep sending people from overseas here. It would be good to see more local investment [in capacity building on GSI].*

Whilst some team members expressed strong interest in GSI issues and accessing training, others had less familiarity, awareness, opportunity or interest to engage with GSI issues.

PRRP's support of the ProPa network is strategic and has the potential to result in strengthened GSI throughout the Pacific, in the medium and longer term. However this does not reduce the need or opportunity for PRRP to more directly equip its team to support partners to implement GSI in practice.
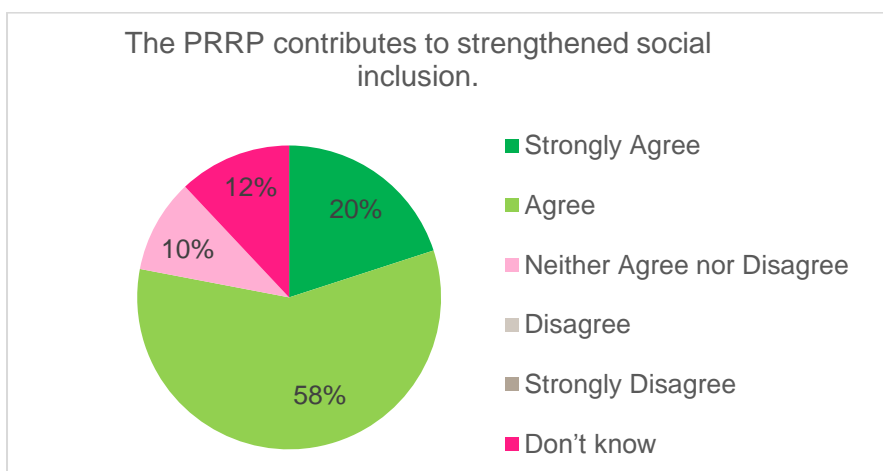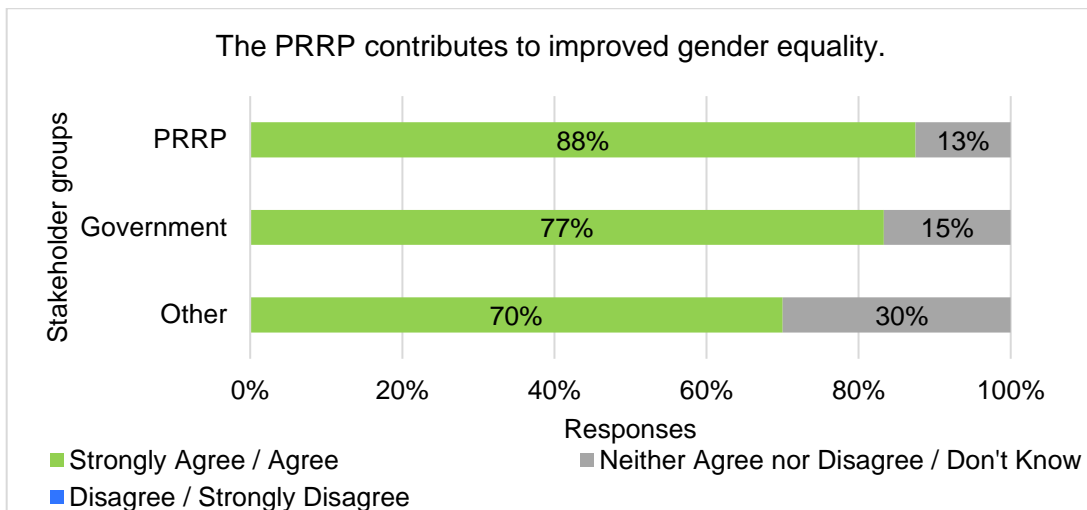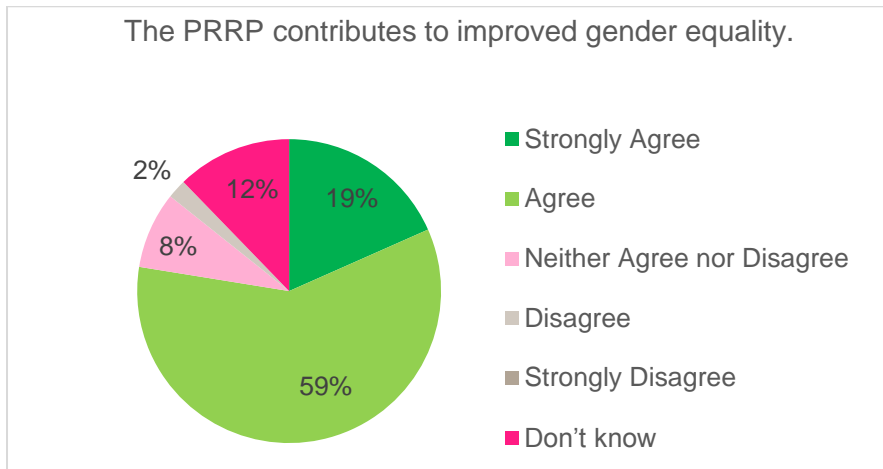
The Protection and Pacific (ProPa) network comprises members from GSI-related ministries, and aims to explore common interests and define coherent messages related to gender and protection in the context of disasters and climate change. It was established through a PRRP-facilitated meeting of the gender protection clusters from across countries (*Annual Report 2016*).

Many PRRP team members (including national managers, Posts and Suva Hub) and UNDP strongly commended the value of PropA network, and its potential for making a unique and much needed contribution to the region. As shared by one team member:

> *The ProPa supports the Pacific way. We share with each other, how we are coping with challenges that each of us are facing. If network expands PRRP can help the network expand … PRRP can help in connecting Pacific together to have a voice. [CROP agencies] have a science focus **– they don't focus on the people** perspective.*

The ProPa network is in a nascent phase but appears to have momentum, although currently visibility amongst PRRP government stakeholders did not appear widespread.

Results of brief surveys conducted during the MTE are provided below. First results across all country contexts and then disaggregated by stakeholder groups.

The PRRP contributes to improved gender equality.

- Strongly Agree — 19%
- Agree — 59%
- Neither Agree nor Disagree — 8%
- Disagree — 2%
- Strongly Disagree
- Don't know — 12%

The PRRP contributes to improved gender equality.

Stakeholder groups	Strongly Agree / Agree	Neither Agree nor Disagree / Don't Know
PRRP	88%	13%
Government	77%	15%
Other	70%	30%

Responses

- Strongly Agree / Agree
- Neither Agree nor Disagree / Don't Know
- Disagree / Strongly Disagree

The PRRP contributes to strengthened social inclusion.

- Strongly Agree — 20%
- Agree — 58%
- Neither Agree nor Disagree — 10%
- Disagree
- Strongly Disagree
- Don't know — 12%

The PRRP contributes to strengthened social inclusion.

4.4 Efficiency

The MTE TOR poses the question: 'to what extent is the programme making appropriate use of resources to achieve outcomes?' This section responds to this question by exploring the team model, resourcing, connectivity within the team, and support and management within the context of a flexible design approach.

Snapshot: Efficiency – 'To what extent is the programme making appropriate use of resources to achieve outcomes?'

<u>Team model and resourcing:</u> The team model of recruiting local staff for National Managers and Posts has been overall highly efficient since these individuals have excellent knowledge of the local context to inform influence and risk governance. Localised programmes under the leadership of National Managers also provide potential for creating synergised use of local resources. The PRRP team in general have comprised highly committed, passionate and dedicated staff.

<u>Connectivity within the team:</u> There is a strong appetite for strengthened connection of the PRRP team, both within each country context and also across the Programme more broadly.

<u>Support and management:</u> There has been mixed practice of support and management of the PRRP team through the Suva Hub. The practice of establishing or using 'coaching plans' has not been uniform. TAs have provided a valuable resource to the team in several cases in terms of technical and mentoring advice, however within the current structure of support, they are stretched too thin, and technical support is influenced by personal relationships, with some Posts having limited engagement with and benefit from TAs.

<u>Context of a flexible design approach:</u> Questions of efficiency must be put into context with consideration of relevance, effectiveness and sustainability. Whilst there are opportunities to strengthen the efficiency of the Programme these changes must also be managed with the context of working within partner systems (highly relevant); working within a team approach which is grounded on national staff taking leadership of the Programme (highly relevant and effective); and working in partner systems to ensure local leadership and ownership (ensure sustainability). Efficiencies can be made, but must uphold and support these further aspects of design and implementation.

4.4.1 PRRP team model, resourcing and roles

A key highlight of the program has been the dedicated, energetic, committed individuals who are PRRP team members within country programs and also regionally.

The PRRP team has provided a strong intellectual capital that the Programme can draw on. Individuals are creative and innovative and often 'think beyond the square'. Team members are largely curious and interested in how to extend the model, considering what risk governance means in practice and what are the opportunities for the future. Overall, there is evidence of strong recruitment. Whilst employing inquiring and innovative individuals is a strength of the Programme, it is also a potential risk as many ideas move the Programme strategy in different directions.

Having locally employed Country Programme Managers had made a valuable contribution to the Programme and is an appropriate strategy to achieve outcomes.

Country Managers have been able to identify and navigate 'invisible governance' and to recognise challenges and opportunities in real time. Similarly, PRRP Posts are familiar with local governance structures and systems and are well placed to influence risk governance within local contexts. Country Managers have been well recruited and demonstrate the broad set of skills necessary to partner and influence change.

As noted by one PRRP team member:

> *Because we are not partnering with just one partner, but multiple, [there is a] need to have a decentralised management function, to manage relationships [in each country]. [National managers] need technical capacity but also functional capacity. [They] also need to be politically connected, and can read the temperature.*

The team model (described as the **"**hub and spoke model**"**) provides efficiency of resources and is also an appropriate means to achieve the outcomes within a multi-country / regional programme.

As noted by a PRRP team member:

> *The PRRP has a hub and spoke model, which is both centralised and decentralised. **It's** unusual for a regional project … We have local staff to manage which is a massive [positive] factor. Most programs would instead spend money on a few local staff, a few full time [international] staff who would be very expensive, and bring in TAs.*

Whilst the team model provides efficiency to meet objectives, it also poses a range of risks in terms of strategic focus and staff being stretched across multiple responsibilities and expectations.

A common view expressed by PRRP staff was that TAs are "stretched", which compromised technical support and oversight of country activities. This feedback related to the lack of clarity of roles and the need to enhance connections between TAs and PRRP country staff. TAs were described by Suva Hub as working very hard, but stretched across multiple support, strategic and technical roles. In the future, a more appropriate approach may be TA support and coordination of a network for learning, sharing and quality improvement orientated towards key themes of the Programme rather than one-to-one TA support.

4.4.2 PRRP connectivity within countries

Some of the relationships between the PRRP team within each country (National Managers, Posts and LLEE) are strong with effective lines of support.

Some PRRP Posts and LLEE staff described how helpful Country Managers were in helping with both strategic and day-to-day issues. PRRP Posts in particular highlighted the value of having the Country Managers as a resource to debrief and problem solve issues associated with working to influence change in government. Country Managers were described as being available and an important resource by many Posts.

The Country Managers, whilst overall had strengths, also varied in the extent to which they were in a position to manage/oversee all aspects (national and sub-

national) of country program, and to facilitate connections within the program towards stronger effectiveness.

Within some countries, team members described the need for greater connection between the different parts of the Programme. This was most evident in relation to connecting national to sub-national programming. Monthly in-country meetings were described by many PRRP staff, however as described by one staff member there was little interaction between staff during these meetings and little discussion on the strategic interests of the Programme. Staff busyness, remotely positioned staff, and dynamic recruitment with new staff only recently coming on board, all mean that not all staff connect with the process of sharing during monthly meetings. Lack of connectivity within the teams has been informed by a lack of clarity about roles and expectations and joint planning which stimulates connections.

Based on learnings from the evaluation, there is a need to improve the connectivity within country Programmes.

The model of risk governance within each country, working in multiple parts of government at multiple levels, requires strategic influence. The leadership of the Country Manager will be an important resource to forge and maintain connections in future phases of the Programme.

This leadership has the potential to improve effectiveness, help strategic decisions to be made about where to go with the Programme in each country, and thought leadership on the "common goals".

The PRRP program has several entry points and pathways in each country. Not all PRRP team members were aware of activities by others in related sectors or processes. Across countries, there are variations in relation to the extent to which different entry points to influence risk governance are coordinated and new opportunities strategically identified. Stronger connections within the PRRP team also offer the potential for enhanced linkages between external stakeholders (government, NGOs) and the PRRP, and also between these actors external to PRRP. The PRRP team (national managers, Posts and LLEE) that were interviewed recognised and in some cases identified the need for better connectivity within the teams, and said there was a strong appetite to do so.

> *We often meet, but we work in isolation. The [national manager] does their own thing and I do mine. But we work with the same people. Linkage is a grey area… there are more [Posts] coming in and we need to coordinate, to utilise those guys …. That should help with sub-national and national linkages.*

> *There needs to be ongoing monitoring by the national country manager – to see what we have been doing – that's an important thing to do – to be proactive.*

4.4.3 Suva Hub connections with country teams and connections between country teams

The mid-term evaluation found that the level of connectivity and coordination between Suva Hub and country teams was uneven.

As noted above, the decentralised management structure for PRRP is appropriate. It recognises the complex operating environment for the Programme and the value of local leadership leveraging local understanding and opportunities in each country. The model

also provides opportunities to leverage local relationships and connections by Country Managers. However, there is a need for these country initiatives to be brought together.

Connectively of Suva to country teams and across teams is particularly timely since most effort to date has been on establishing country programmes. Efforts to generate and share learnings across country teams will be valuable to strengthen risk governance efforts and outcomes.

There are currently a variety of ways that this happens, but these can and should be strengthened further in the future.

Initiatives include:

- regular phone meetings between the PRRP Program Manager and Country Managers
- Skype meetings with the whole team (Country Managers and Suva Hub)
- annual planning meetings – reflection and writing time together as a team
- board meetings – for example by adding an extra day to annual board meetings for PRRP team sharing and discussions
- network meetings (ProPa and agriculture).

> *The Annual Programme/Planning Meetings are another success. They are held to determine the workplan, but have also evolved into learning events – it's like a mini-conference*

Whilst there was appreciation of the strategic leadership of Suva Hub by some staff, this was not consistent across all parts of country teams.

Country team members shared varied views on the level of support provided by TAs to ensure quality and effectiveness. Whilst there were instances of country team members describing the intellectual leadership provided by Suva Hub, in general Suva Hub and in particular TAs were described as providing "technical support". Some team members noted issues regarding the t the timeliness of responses between TAs and team members. The role of TAs and the Suva Hub to engage with regional stakeholders was also described and appreciated by country teams. However overall the extent to which knowledge flowed to the country teams based on these activities was limited, as noted by PRRP team members:

> *I think there could be ways to strengthen the feeling of being one team … stronger and cohesion across the Suva Hub and country teams.*
>
> *The hubs and spokes connect… not well enough on thought leadership.*

There is a very strong appetite for better connections between country teams. Overall there has not been strong coordination to date from Suva Hub, but ideas are emerging.

The limitations of TA support – few staff stretched across multiple country locations and entry points, was appreciated by PRRP team members. Suggestions were provided for supporting better connections.

> *The network model is very appealing. We didn't know this enough when we wrote a concept note … The idea is that the network is to support each other, for debriefing and sharing.*
>
> *Everyone provides an update (to Suva Hub manager) once a month in writing, but at the moment its not structured and we welcome ideas on that. We do have 6-monthly reporting, but more regular structured reporting [would be useful]*

4.4.4 Oversight and support systems for Posts

Posts are critical in PRRP model. Oversight and support from PRRP is currently uneven and in some cases limited.

There is mixed evidence of 'coaching plans' being in place for PRRP Posts, though this is described as a core feature of the PRRP model and of support for risk integration. PRRP team members reported different levels of interaction between Posts and coaches – mostly ranging from relatively infrequent to non-existent. Where TAs were providing support, it was based on strong established relationships – often as a result of the TA being previously based in-country. Where existing relationships had not been established, TA support was more limited.

Support for Posts is important and challenging, recognising the high competency of many staff – both in technical areas and also in working within local partner systems. TA support needs to be appropriate to each individual person, and this is something TAs strive to achieve in current practice.

Recruitment is "owned" by government which is important for ownership and sustainability. However, this has resulted in some cases in compromised effectiveness of Posts.

The MTE found that when more junior staff were positioned within government, their ability to influence change was compromised and they needed to make strategic choices and access multiple avenues to influence change. Support from Suva Hub is critical in equipping staff to identify choices and avenues for influence.

Work planning and performance of Posts and alignment to PRRP objectives is not consistent across the Programme.

As noted above, some Post work plans are not always aligned with PRRP objectives. This highlights the need for stronger oversight and direction from PRRP. Whilst it is recognised that negotiation with government partners is required to develop shared work plans, and government also has internal priorities, efforts should be made to prioritise activities towards meeting PRRP objectives.

Resources or materials to consistently guide risk governance for Posts would strengthen efficiencies and effectiveness.

At present, there is no uniform practice evident across the different Posts (entry points). Whilst practice is still emerging at this point in time in the Programme, and there is a need to ensure contextually appropriate practice, a resource to support staff would be valuable and development should be prioritised within the next phase of the Programme. Such a resource will also strengthen technical competencies within the team on key parameters of risk governance such as climate change, governance and working within partner systems to influence change, humanitarian-development divide and GSI.

4.4.5 Balancing flexibility and strategy

An important consideration in assessing the efficiency of PRRP is the recognition of the need to balance flexibility and strategy. Flexibility has been a necessary and valuable aspect of PRRP, and it has meant that the Programme can adapt to changing circumstances and take up opportunities within each country context. For example, initial partnerships with ministries of education were not continued in Vanuatu and Solomon Islands, whilst emerging leadership within planning offices was secured.

Within the next phase of the Programme, facilitating flexibility with a sharper strategic focus will be important. This can be done by taking a strengths-based approach and building on the current momentum that is being achieved. Flexibility can also be maintained through a strategic focus by employing an adaptive management approach (see Section 7 for details).

4.5 Sustainability

The MTE TOR asks a question about sustainability: *Will the benefits last?*

Snapshot: *Sustainability*: Will the benefits last?

Whilst it is still early in the Programme to assess overall sustainability, there are both positive trends and risks to sustainability evident for the Programme at this point. The assessment of sustainability is also different in each country context.

Sustainability outcomes are likely to vary across the four countries, and an important feature of the ongoing Programme should be: recognising these variations; defining strategies to meet Programme objectives for different contexts; and managing expectations for achievement and sustainability. As one interview noted about the prospects for sustainability:

> *It varies across the countries. I think in Fiji and Tonga there's a large degree of ownership by government. That brings greater chance of sustainability, and where [policies and processes] are formally adopted. In Solomons, there are challenges. [Sustainability] and integration is hugely correlated with the existing governance capacity of governments. In Fiji there's a whole structure in place at the sub-national level, whereas in Solomon's there isn't.*

Strong commitment towards risk governance on the part of many government partners is evident. This offers great potential for sustainability. A risk to this however, and already experienced within the life of the Programme, is staff transfers, loss of momentum and no automatic interest by government or mandate for risk integration.

The positions of Posts are to be incorporated into government planning and budgets once PRRP funding finishes. There have been mixed employment practices to date, with automatic rollovers for a few positions, where as others have been revised or challenged within the ministry or through freezes on public service recruitments.

> *We want to make [the Post position] permanent and I've applied for funding. It's not guaranteed yet, but we want to make it permanent.*

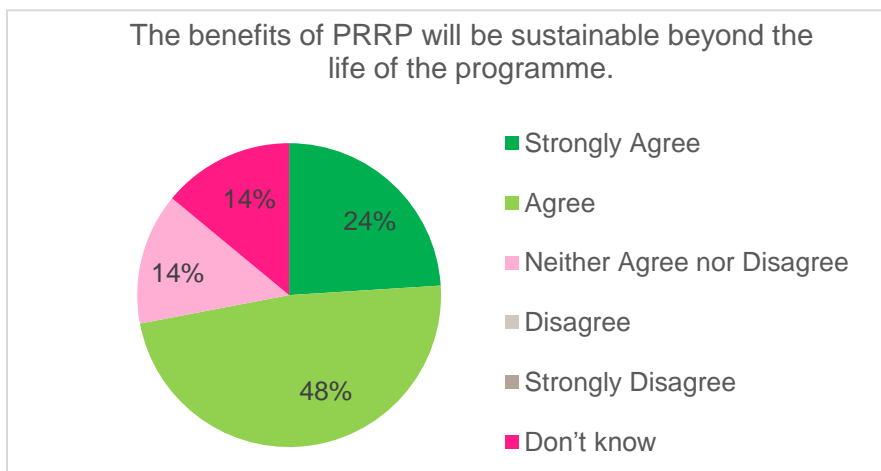> *We have funding for the [ongoing] operation of the post's position.*

At this time, risk governance has not been substantially implemented and the benefits of risk governance have not been realised. In order to sustain momentum of commitment and interest in risk governance, implementation and 'see to believe' will sustain momentum. This is particularly the case in relation to community projects and the Programme is prioritising efforts to mobilise resources to enable implementation of risk informed projects. This was noted by external stakeholders:

> *There is a need for PRRP to continue and help further strengthen systems. We want to see what tangible outcomes there will be – monitor and report, to help create better picture … **It's like [we're at the point where] you haven't** actually run the program yet. **You've done** the preparation, and are now ready to run it. Outcomes take time.*
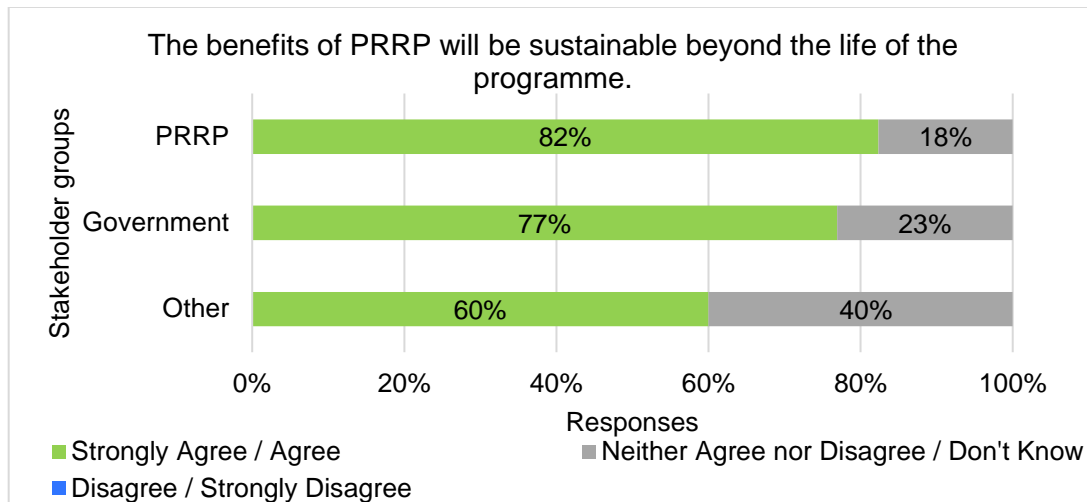
Broad commitment to risk governance and support to ensure risk-resilient communities is present in a few contexts. For example, the National Development Strategy in the Solomon Islands has a clear objective of risk resiliency. This frames and guides the ongoing agenda. In other countries, this national direction is not present. In this case, and where PRRP is working in only few ministries, there is a risk that efforts in the local area will fade away in time. This is also relevant to the Programme at the sub-national level and the need to ensure linkages to national leadership. As noted by one external stakeholder:

> *We need to bring information up from the divisional level. If it stays there it will grow out in time. Yet the experience should not be lost.*

Results of brief surveys conducted during the MTE are provided below. First results across all country contexts and then disaggregated by stakeholder groups.

The benefits of PRRP will be sustainable beyond the life of the programme.

- Strongly Agree — 24%
- Agree — 48%
- Neither Agree nor Disagree — 14%
- Disagree
- Strongly Disagree
- Don't know — 14%

The benefits of PRRP will be sustainable beyond the life of the programme.

- Strongly Agree / Agree
- Neither Agree nor Disagree / Don't Know
- Disagree / Strongly Disagree

4.6 Partnerships

The MTE TOR asks the following question about partnerships: '[to what extent are] in-country and regional partners are owning and leading on programme interventions?'

This section addresses partnerships with country stakeholders, particularly national and sub-national governments, and the PRRP's progress towards fostering their ownership and leadership of programme interventions. The PRRP implementation model does not aim for regional partners to have primary ownership or leadership of programme interventions. The scope of the MTE included interviews with only a few representatives from regional agencies, and their views on the programme are included in other sections. The regional component of the programme was not evaluated in detail.

Snapshot: Partnerships: *'[to what extent are] in-country owning and leading on programme interventions?'*

Overall the PRRP programme has fostered strong partnerships with in-country governments at both the national and sub-national levels. Government stakeholders were positive about PRRP's consultative way of working, the value of the Posts model, and how PRRP works within existing government structures to inform government policies, processes and documents.

Nearly all the PRRP national government representatives (including a range of senior officials at head of ministry and department levels) across countries interviewed for the MTE were highly supportive of the programme and the risk governance model. In Vanuatu, Solomon Islands and Tonga risk governance is included in national development strategies, though at present there is little implementation of resilience strategies within these strategies. There is good government ownership and in some cases the PRRP is fostering transition towards government leadership. However, this varies and there is a need for the programme to more strategically equip key influencing agents within government to advocate for and lead future risk governance efforts across a wider range of government ministries (see section 5 – Future Design). Further, whilst some Posts have their ongoing positions funded by government others do not yet have so (see section 4.5 – sustainability). There remains a question in some areas as to whether government ownership and leadership is sufficiently embedded to ensure that the risk governance

---

impact is retained beyond the life of the programme.

At a sub-national level, individual local government representatives felt they were strongly supported by LLEE to develop community development plans. However, there are capacity and governance challenges to fostering sub-national partner ownership and leadership of planning processes. LLEE recognises the need, although they have not yet focused on governance strengthening in this regard, to ensure leadership by sub-national government partners of future planning, and also implementation of community development plans. As outlined above, fostering better linkages between sub-national and national levels is critical to future sub-national ownership.

Government p**artners across countries gave positive feedback on PRRP's** consultative way of working, the Posts model, and how PRRP works within government structures.
These modes are addressed in more detail in section 4.2.2 (Effectiveness). For example, as shared by a government representative:

> *In Tonga we have an understanding that in our hierarchical structure, our monarchy, we [need to] work within levels and structures. What PRRP did was very good, was well within those structures.*

A regional partner representative also shared their positive feedback on the country partner-oriented approach of the PRRP:

> **The main thing for us is delivery of assistance to countries. I don't care who delivers it as long as it's done well. The people [on PRRP] have a good** *way, they've worked in a consultative and open fashion, the project has worked in a consultative fashion.*
>
> *Some [other regional] programs come with a ready made approach and toolkit on what mainstreaming looks like. But [the approach] needs to be endogenous, and different for every country. There are examples of PRRP doing this.*

The extent of sub-national government ownership and leadership of programme interventions reflects the respective subnational contexts.

As discussed in more detail in section 4.2.2 (Effectiveness), the extent to which sub-national governments are owning and leading on CDP processes varies across countries. In general, this reflects the existing level of government leadership in local planning and service delivery, and there is a need for more strategic prioritisation and effort by the PRRP programme to further support government capacity building and ownership of CDP planning processes and implementation (see section 5 Design).

However, sub-national government partners in Fiji and Vanuatu communicated a strong sense of partnership with the PRRP team partner, LLEE. This is testament to PRRP's investment in relationship building and provides a strong foundation for future program implementation. For example, a sub-national government representative from Fiji shared that:

> *My personal highlight is my involvement in the program – never have I been so involved with an [implementing] agency such as this. We are really involved in the program. [In another programme, a CROP agency] just came and told us what it was – then they gave reports. With this program, it is different. We are involved*

> *right through out* **–** *we sit and assess together* **–** *involvement right from the start. The good thing about the program* **–** *we formulate together and run with it.*

The PRRP team considers that in Fiji in particular, sub-national government is taking strong ownership and leadership of the agenda for risk governance, and that it will continue beyond the timeline of the PRRP program:

> *We used to support financially but that is changing. In the Western Division we co funded* **–** *we shared funding for CCDRM funding. But in the Northern Division they are funding the whole thing. We then integrate with what they are doing.*

National government ownership and leadership varies across countries and ministries, and also varies over time. It depends on the extent to which individuals **in senior positions are "champions" for the PRRP.**

There are good examples of the PRRP's approach enabling and allowing government ownership. For example, as shared by government and other external stakeholders:

> *Gender experts from [another country and agency]* **came to us and said why don't** *we follow other countries, which already have all the tools prepared for gender mainstreaming? But I said no* **–** *what we need, is our own tools, and we need to say it in a way that suits our country. This allows us to lead on GSI.*
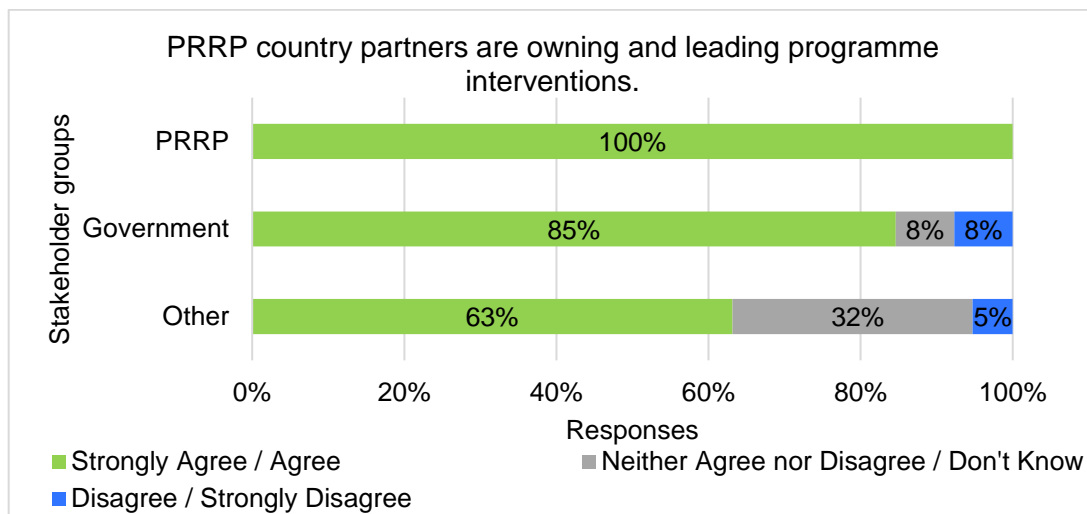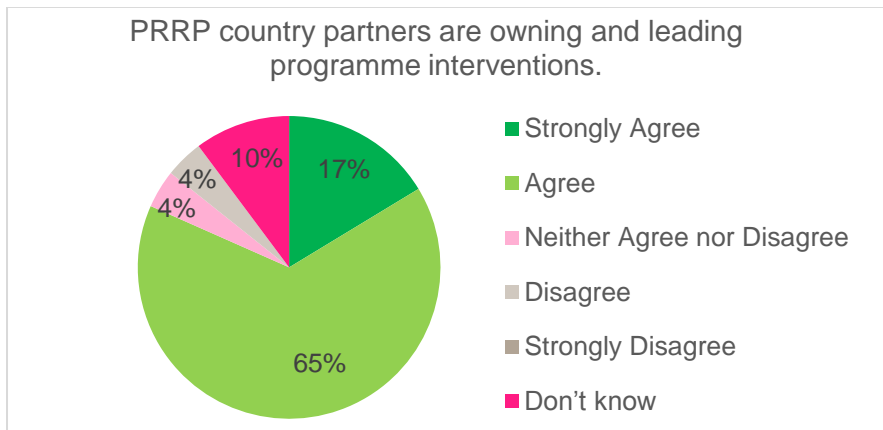
> *PRRP are getting countries to talk amongst themselves, they are getting relevant departments in government to sit and discuss. They were [initially] in the driving seat but now they are letting the government drive.*

Whilst national level integration of risk resilience is present in Vanuatu, Solomon Islands and Tonga, as yet this has not translated to significant implementation of risk resilience activity, and efforts are required to support and harness ownership of the risk resilience agenda at scale. The PRRP is supporting a number of initiatives including a recent round table on national development planning in Solomon Islands; alignment of community development plans and national level planning in Tonga and local governance reform in Fiji. This type of work will be important in future activities to support national ownership and implementation of the risk governance agenda at scale, which in turn will strengthen sustainability.

In Vanuatu, strong advocacy from senior government leaders helped pave the pathway for PRRP establishment and progress in certain ministries. Whilst some key leaders and advocates have since moved to other roles and momentum did slow as a result, despite this the institutional changes achieved meant that there has been enough of a basis for continued pathways.

In Solomon Islands, the PRRP team reflected that ownership takes time, and is also varying over time. An example of ownership by a sectoral ministry is that the Agriculture Ministry has allocated 22 staff who will assist in conducting risk integration, not only in disaster risk but also in preparedness as part of a project to be funded through MDPAC in Solomon Islands.

Results of brief surveys conducted during the MTE are provided below. First results across all country contexts and then disaggregated by stakeholder groups.

PRRP country partners are owning and leading programme interventions.

PRRP country partners are owning and leading programme interventions.

4.7 Innovation

The MTE TOR detailed a question in relation to innovation: "Is the programme applying innovative approaches, processes and partnerships that can be replicable?"

This question is addressed in more detail in section 6.3, which includes the response to a further MTE TOR question focused on replicability of the approach (see Section 6.3). A brief assessment of innovation for replication is outlined below

Snapshot: Innovation: *Is the programme applying innovative approaches, processes and partnerships that can be replicable?*

The Programme has demonstrated a range of resources (approaches, processes and partnerships) that can be replicable within appropriate contexts. There is an emerging practice of replication. Within the future phase of the Programme there is a need to better articulate key innovations and define strategies which may support replication – noting that replication is not always automatic or spontaneous and can be supported through PRRP support.

5 MONITORING, EVALUATION AND LEARNING

5.1 Assessment of MEL implementation

The MTE was tasked to "assess implementation of the MEL Plan and the extent to which this is able to track the trajectory of change within an emergent design programme, and how this is generating credible information and using it for programme improvement, learning and accountability".

Snap shot: Assessment of MEL implementation

Whilst recognising that the MEL Plan is relatively recent in terms of its implementation, there are aspects which have proved beneficial, though other aspects have not yet been fully operationalised. The MEL has been useful in tracking and communicating progress to external stakeholders (primarily the donor); annual reporting has been a useful reflective process for the team; though there is little uptake of the MEL by team members.

The MEL Plan was drafted in 2014 and endorsed by the Annual Board Meeting in May 2015. The version reviewed for this MTE was dated March 2015. The 2015 Annual Plan indicated that a revision to the MEL Plan was planned Quarter 1 2016, though this has not been carried out.

An assessment of MEL implementation is provided below:

- EOPO structure: the EOPO statements have provided a useful descriptor of the Programme and core areas of work that it does. They have also been helpful in providing a structure to report progress achieved. The current EOPO structure however does not capture current dimensions of the Programme and does not link national–sub-national and partnership approaches for implementation.

- M&E Practitioner: this position was not recruited as a result of decision-making processes due to budget cuts following devaluation of the AUD against the USD in 2015. This has constrained achievement of M&E within the Programme. As noted below, it is recommended that an M&E position be resourced for the remaining period of the Programme to support learning. Recruitment of an M&E position links to learning components of the Programme and the need to support strategic communication of results internally and externally.[8]

- Innovative nature[9]: to date, there have been few exploratory evaluations. A study conducted in March 2016 reflects on the work carried out as part of EOPO2. Whilst the report provided key recommendations it is unclear to what extent these have been responded to. Now that there has been a critical mass of Programme activity, it will be timely to conduct such evaluations.

- Performance monitoring and risk quality: a quality assessment of 'important outputs and deliverables' is described in the MEL Plan, though it is unclear to what

---

[8] Options for the M&E position are provided in the recommendations section
[9] The MEL Plan (March 2015) notes "M&E around these approaches will need to be more robust than usual performance information"

extent this has been employed. Quality reviews of products have been provided by TAs, however 'a defined set of quality criteria' has not been applied or collated at country and Programme level. As noted in Section 4 above, this MTE has reviewed: the quality of risk integration, a sample of PRRP results including national and sub-national planning, tools, processes and community development plans. This review found variable quality of risk integration. Quality of risk integration was not evident within PRRP reporting.

- Analytical pieces: as defined in the MEL Plan, PRRP provides an opportunity to generate credible technical advice on risk governance. To date one piece has been produced: *The Risk Governance Building Blocks* which was received well at the 2016 Annual Board Meeting and has been well received by the PRRP team and external stakeholders and has already been used as a resource to make sense of risk governance with external stakeholders.

- Reporting, learning and accountability: The MEL has provided an important framework to communicate key achievements of the Programme both internally and also externally to partners and donors. Annual reports provide a good summary of progress and learning from the Programme.

The Annual Report provides key information in relation to the key areas of information set out in the MEL. These include: outcome information; key output information; contextual information and management information. Whilst regional level reporting is sufficient across these areas, country level reporting is not.

Well informed professional judgement assessments as outlined in the MEL are not evident across all aspects of the Programme. Whilst ongoing assessment of the context and Programme progress are happening all the time, and are presented in PRRP reporting, documentation to the Board, well informed professional judgement is not systematically documented for outputs / deliverables of the Programme in relation to risk integration. Quality review of products was evidenced to be not systematic and the Programme did not provide a comprehensive list of quality review processes (use of its own quality review tool (as outlined in the MEL). Informed by the M&E plan it may have been expected that each output supported by PRRP (risk integration plan / tool etc.) may have been accompanied by documentation of quality review process. Such documentation and capture of quality review process would strengthen ongoing learning and strengthened practice of risk integration.

Context assessments are not updated on a regular basis to ensure accountability and transparency of decisions. As noted by one PRRP team member *'I fly by my ear in terms of defining the strategy and direction for the Programme'.*

The Programme has generated key learning but this hasn't always been equally shared across the team. For example there was not widespread familiarity within the team of the EOPO2 review and the management response was not well understood across the PRRP team.

Further discussion on the practice of emergent design is provided in Section 6 below.

5.2 Developmental / exploratory evaluation scope and methodologies

The MTE proposes minor changes to the exploratory evaluations as defined in the MEL. As noted in the MEL, the exploratory evaluations offer an opportunity for PRRP to provide value to the emerging understanding of risk governance in practice:

> *to inform the Programmes' evolving knowledge on socially inclusive risk governance, and to be synthesized into a series of knowledge products that can be used to inform internal and external stakeholders on risk governance* (PRRP MEL p.19).

The proposed scope and refinements to the evaluations are detailed below. The topics were chosen on the basis of PRRP best contributing to learning in areas that it has experience (especially compared to other stakeholders working in the area, risk, resilience, CC DRM). Topics for exploratory evaluations are informed by strengths and achievements of the Programme rather than emerging topics which haven't had substantial focus or achievement to date.

1. Sub national risk integration

As noted in Section 4 above, a unique aspect of PRRP is that it works at the sub-national level and seeks to work within these local governance systems to strengthen risk governance. An important contribution of the Programme will be to learn from this experience. This evaluation will combine Study 3 and Study 4 as set out in the current MEL and seek to understand how community-level planning informs government planning processes, including plans and budgets, particularly at the sub-national level.

Key questions to be considered within this evaluation include:

- How do participatory planning processes equip communities to know risk?
- How are risk considerations incorporated into community planning?
- How does bottom up process of community planning inform government planning and budgeting?
- To what extent is the implementation of development projects risk informed?
- To what extent do communities experience increased risk resilience?
- To what extent are outcomes of gender equality and social inclusion evident in plans and implementation of development projects?
- What are the factors that support and hinder risk integration in sub-national and community level planning and implementation of development projects?
- What are the unique contextual factors that influence practice and how may these be applicable or not to other contexts?
- How robust and sustainable are practices supported by PRPR to then be applied to other contexts?

It is proposed that an external evaluator would lead the exploratory evaluation in mid-late 2017.

Rationale for exploratory evaluation topic: working at both sub national and also national levels is a unique aspect of PRRP and an exploratory evaluation of this practice will provide an immense contribution to PIC and donors alike.

2. Humanitarian-development divide

Another unique aspect of the PRRP is its intention to bridge the divide between humanitarian and development sectors. The idea that risk is everyone's business means that development actors take into account CC/DRM risks and humanitarian considerations are incorporated into all development plans. Learning about the practice within PRRP will provide an important resource within country contexts and regionally, and it will also inform the global agenda which is seeking to blur silos of thinking and practice. This proposed exploratory evaluation is informed by Study 5 (Recovery Planning) as outlined in the MEL and broadens the scope to encapsulate the full range of humanitarian planning and response and development.

Key questions to be considered within this evaluation include:

- What is the practical evidence of bridging the divide and what factors (programme, organisational, contextual) enabled or hindered this in the four countries?
- What features of PRRP implementation are the most and least effective in stimulating the blurring of the humanitarian-development divide?
- To what extent are local decision makers working – that 'risk is everyone's' business'?
- What dialogue is happening to bring humanitarian and development stakeholders together?
- What are the practical implications of blurring the humanitarian- development divide for promoting risk resilient communities?

It is proposed that an external evaluator would lead the exploratory evaluation in early-mid 2017.

Rationale for exploratory evaluation topic: the humanitarian – development nexus is a core focus of PRRP. The Programme has been a forerunner to raising this agenda and demonstrating practical focus (and growing implementation) of this work. An exploratory evaluation will provide in-depth learning for not only Pacific Island Countries, local donors but also the international community.

3. Gender and social inclusion

An exploratory evaluation that focuses on gender equality and social inclusion (GESI) was not included in the MEL but is proposed for the next phase of the Programme. GSI is documented as a key approach of PRRP, though actual implementation within each of the four countries has been mixed. Through the ProPa network there is growing interest and commitment to prioritise GESI in the risk governance agenda. An exploratory evaluation that identifies evidenced practice of integration, factors that enable and hinder integration, and contextual factors will be a key contribution to this area. This evaluation will also be of key significance when considering the contribution of PRRP to SDGs and in particular a focus on equity and ensuring that no one is left behind through the development agenda.

Within this exploratory evaluation it will be valuable to learn from PRRP experience (of both successes and challenges) and from international and best practice to promote strengthened practice within the region.

Key questions to be considered within this evaluation include:

- What is the practical evidence of integrating gender equality and social inclusion and what factors (programme, organisational, contextual) enabled or hindered this in the four countries?

- What features of PRRP implementation are the most and least effective in stimulating gender equality and social inclusion?
- To what extent are local decision-makers prioritising GESI integration in risk governance and CCDRM?
- What are the practical implications of integrating GESI in promoting risk resilient communities?
- What are the experiences of GESI for communities where PRRP has been working – in participation and voice in planning; in benefit in implementation?
- To what extent are cultural norms in communities where PRRP is working supportive of gender equality and social inclusion as part of efforts to integrate risk for CCDRM?

It is proposed that an external evaluator would lead the exploratory evaluation in early-mid 2017.

Rationale for exploratory evaluation topic: Local leadership of GESI through the PRRP offers the potential to provide insights and learning that can further influence and advocate for integration of GESI.

4. Modalities of risk integration (for scale and replication in region and beyond)

A proposed exploratory evaluation (not included in the PRRP MEL) is focused on defining pathways to inform risk governance. This evaluation seeks to learn from the practice of PRRP to develop a road map or framework for fostering risk integration. Findings from this evaluation will provide a necessary resource to inform replication of risk governance in other country contexts, particularly in the Pacific.

Key questions to be considered within this evaluation include:

- What are the best examples of risk integration supported through PRRP in the four countries?
- What features of PRRP implementation are the most and least effective in stimulating risk integration?
- What are the critical elements of a model for risk integration – principles, practice and key steps to influence and inform risk integration within national / subnational governance structures?

It is proposed that an external evaluator would lead the exploratory evaluation in late 2017.

Rationale for exploratory evaluation topic: This topic is focused on pathways to change, informed by practice across the four countries. Based on this experience the evaluation will explore what pathways to change are most relevant and effective in relation to the broad agenda of risk integration (horizontal, vertical as well as diagonal). The evaluation will be valuable for existing champions of risk integration to employ in current PRRP countries and also demonstrate principles and practice of a risk governance model which may be transferrable with adaption to other PICs and other countries worldwide. Learning from this evaluation will provide an important resource for extension of 'PRRP' to other countries.

The proposed methodologies for the exploratory evaluations should be informed by the principles of the Programme and employ an approach that maximises learning to strengthen risk governance and learning capacity development of programme partners, and particularly government staff.

The scopes of inquiry are important to generate learning about the program to date – to inform future programming within and beyond program context – but equally the process is important to generate learning for program staff and government, community and private sector partners within the process. They can use this learning to inform their own practice beyond a final evaluation report.

The evaluation methodologies need to be developed in partnership with the government and also the private sector so that they all learn through the evaluation process and so they can replicate a similar review process in the future. Taking a partnership approach means that partners will be part of the planning process, the implementation process and the making sense process of data analysis, defining findings and recommendations.

6 FUTURE PLANNING AND DESIGN

The MTE sought to "extract lessons learned and best practices that can be considered in the planning and design of future support activities for the remainder of the program and beyond". The section below responds to multiple dimensions of this question as defined in the MTE TOR.

6.1 Recommended adjustments to programme design and structure

Recommended adjustments to programme design have been informed by a number of factors:

- Capitalise on and leverage past achievement, employing enablers of success;
- Promote systemic governance reform for risk integration, whilst also recognising contextual challenges and opportunities in unique Pacific Island countries;
- Focus on implementation of practical and tangible CCDRM responses for pilot communities, within local governance structures and within time-frame of the Programme;
- Maintain momentum based on local understandings and knowledge of the Programme; and
- Enable an emergent design, with priority for learning and reflection.

It is recommended that the current EOPO structure is retained but within this, emphasis is focused on key areas. At the forefront of recommended adjustment are key elements:

- Build on the momentum of national to sub-national linkages and have an explicit intent to strengthen connection and alignment for risk governance.
- Broker partnerships and networks for practical implementation of risk integration by government and in communities.
- Foster a network of skilled and experienced individuals for reflection and learning and to leverage the growing experience of risk integration.
- Equip champions and leaders to outreach learning on risk integration for scale-up and replication.

Within EOPO1 it is recommended that future programme design continue with the development of plans, budgets and performance frameworks which integrate risk, but with the added focus on implementation of these policies and plans. This will include monitoring and generating lessons learned (see EOPO3) on the implementation of risk integration in national development processes.

Another aspect of working at national levels will be 'working to scale' and building capacity and an enabling environment for risk governance. The 'risk governance building blocks offer a means to focus work to embed and institutionalise risk governance.

Within EOPO2 it is recommended that increased emphasis be focused on implementation of planning. Key components of programming at the sub-national level align with national level activities: focus on the broad agenda of development planning, together with sectoral planning. In conjunction with this is the link to community development planning.

Recognising that community development plans have already been prepared as part of programming to date, the future focus should be on implementation of these plans and risk informed development projects. The programme should support implementation by other actors (government, private sector, civil society) through brokering partnerships and networks. It will also be valuable to monitor progress to generate learning (see EOPO3).

In relation to EOPO1 and EOPO2, a key aspect of the Programme will be connecting sub-national to national risk-informed planning, inclusive of community development plans, within the context of decentralised governance set out in each country.

A key focus of recommended adjustments to the programme design is the inclusion of PRRP initiatives which intentionally aim to strengthen connection and alignment between risk integration at national; sub-national; and community governance levels.

Stakeholders described linking sub-national to national efforts for risk integration as a key area of contribution that PRRP should capitalise on (see Section 41 on relevance).

At present there is a variety of unique initiatives within each country context that can be capitalised on to strengthen links. The experience in Tonga highlights the potential of a holistic approach to community development planning, enabling a 'bottom-up approach' to inform and prioritise government planning. Similarly, the experience of Commissioner Western in Fiji highlights the role that sub-national government leadership can play in influencing risk integration within sector planning and this could inform national level planning.

Whilst the Programme outcomes are ambitious, it is important to note that these outcomes are dependent on local systems and partner responsibility and action for risk governance. The extent to which the Programme can strengthen links and the alignment of decentralised governance together with community planning may be limited. EOPO3 will need to be contextualised and clear expectations within individual country contexts defined.

The Programme should focus on supporting the implementation of pilots at the sub-national level and generating learning from practice. A key contribution of the Programme will be leading reflection and learning processes with partners and documenting these, recognising both the opportunities and challenges to risk integration within decentralised governance frameworks (see EOPO3).

Recognising the priority of implementation as part of future programming, it will be important for the PRRP to broker partnerships and networks to implement the risk governance agenda within government and within practical CCDRM projects in communities. To ensure development effectiveness and to promote sustainability, PPRRP should not be implementers but should rather foster and create partnerships and networks amongst local actors. Though this is the most appropriate approach, it is challenging and achievements may be challenged if local actors are not sufficiently responsive.

A key aspect of brokering partnerships and networks is equipping local leaders and change agents to be advocates and drivers of continued and scaled-up risk governance within their own networks. The role of PRRP should be to provide resources and materials, and to support them to carry out their own efforts. This is building on the emerging practice of PRRP where local leaders have been supported to advocate for the value of risk governance within their own networks. As noted below, effective reflection,

learning and production of resources is required to support local leaders leadership in risk governance.

As described above in Section 4.2 on progress to date there has not been significant achievement in 'Diffusion of Learning' and both PRRP team members and external stakeholders described this as a priority area for future programming.

Within EOPO3 further emphasis is focused on learning for quality, scale and replication. It is recommended that key components of EOPO3 include: learning within the core PRRP team and with partners to maximise impact from resources (leverage similar programming experience and learning) and ensure quality in programming; draw on external resources and expertise to ensure quality risk integration; and utilise learning and dissemination to maximise opportunity for local scale-up and replication within each country context.

A key risk to the sustainability of risk governance is that current efforts will not be anchored and have a sufficient (large) footprint within governance structures to be sustained over time. Therefore efforts within future programming should focus on creating an enabling environment for self-replication of risk governance, like those already identified through this MTE.

In order to operationalise scale and replication it will be important that each country programme identify and nurture local pathways, recognising the local institutional frameworks and key individuals who aim to lead change. Relevant and appropriate learning opportunities (evidence base) should also be identified to equip and support scale and replication pathways.

Risk governance building blocks offer a means of operationalising Programme EOPOs and alignment of complementarity of multiple frameworks should be considered by the Programme going forward.

Quality of risk integration and use of Risk Governance Building Blocks

Recommended adjustments to Programme design include a focus on quality in risk integration. Whilst quality is dependent on partnerships with local actors, PRRP has an opportunity and responsibility to influence quality, and to demonstrate its' value and priority.

There are multiple ways of ensuring quality risk integration. As noted above, EOPO5 includes reference to learning from practice to inform quality as well as external resources. Another resource that will be useful is the *Risk Governance Building Blocks*.[10] The *Building Blocks* offer a practical 'checklist' to consider quality of risk integration within specific 'spaces' – such as national governments, sub-national governments and communities, in addition to private sector and other development actors. They provide a means to assess the strength of risk integration within each specific space. An assessment of *Building Blocks* could be included as part of regular PRRP monitoring. A key principle of their use will be application to specific spaces, and then collation at country level. Cross-country (whole of Programme) reporting could assist learning but should not be used as a basis for assessment across countries, in recognition of the unique country contexts.

---

[10] Risk Governance Building Blocks, for Resilient Development in the Pacific, Analytical Piece May 2016 – Working Draft, UNDP, Live and Learn, DFAT

6.2 Management arrangements, partnerships and implementation modalities

Informed by the learning of the MTE, a set of management arrangements are proposed to support effective partnerships, implementation of risk governance and ultimately to achieve risk resilient communities.

Figure 2 provides an overview of the proposed management arrangements which are intended to ensure that the focus moves towards the recommended adjustments to the design. As noted in Section 4.1(Relevance), the implementation model is considered relevant and appropriate and the proposed management arrangements are aligned to support this implementation.

Figure 2 sets out a theory of change for proposed management arrangements. On the outside of the figure are broad enabling factors that support PRRP team actions within the context of the Programme (internally). Working from the bottom to the top of the figure, PRRP staff then work with others to influence ownership and take-up of risk governance, implementation of risk governance and community-based CCDRM projects, and promote scale-up and replication of risk governance beyond the boundaries of the Programme.

Figure 2: Theory of change of proposed management arrangements
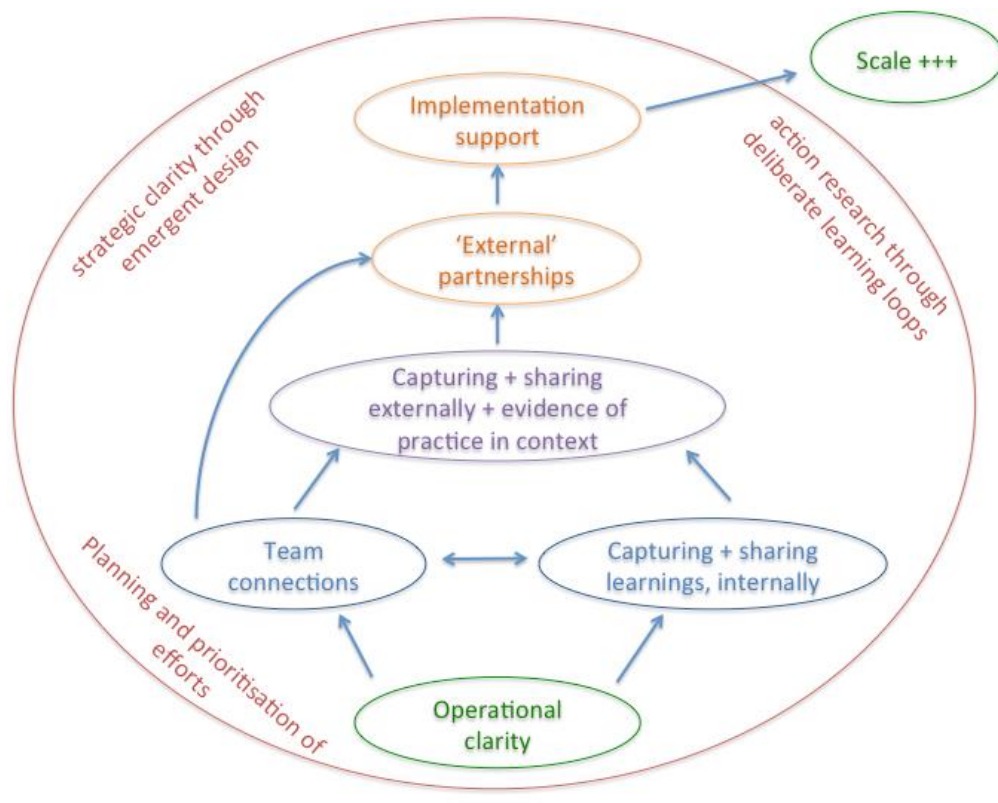
PRRP team creates and owns practical elements of the management arrangements

In line with any change management process, it will be important that the PRRP team are orientated on these proposed management arrangements and that they are supported to create and own the practical elements of the management arrangements.

As indicated through the MTE, the PRRP team is experienced and passionate, and have expressed an appetite for these refined management arrangements. It is proposed that a series of country/regional participatory processes be facilitated to enable learning, draw out lessons learned and define practically how they would work within each local context and more broadly at the Programme level.

6.2.1 Strategic clarity through emergent design

Going forward it will be important for the Programme to build on current momentum, maximise resources and make clear and sustained contributions within each country context. This in turn can contribute to an understanding of risk resilience in practice within the broader Pacific regional context.

Whilst an emergent design offers great potential to be responsive, and to take up multiple opportunities in relation to the agenda of risk governance within country, regional and global contexts, it will be important that future opportunities support the strategic imperatives of the Program. In line with the design (goal, purpose and EOPOs) the Programme should articulate the strategic focus within each country context and more broadly as a regional Program. Suggestions to ensure strategic clarity include:

- Define pathways to influence risk governance in government and with other development actors and define the means of linking pathways across multiple ministries and sectors (horizontally and vertically) within each country context.
- Regularly review and refine country strategies based on practice (e.g. quarterly 'Strategy check-in' by PRRP team) to review and re-align them.

6.2.2 Prioritisation and planning of efforts

Informed by strategic clarity, prioritisation and planning of efforts is key to ensuring that a strategic focus through an emergent design is practically operationalised. This will require dedicating time and resources to key pathways to change. Suggestions for prioritisation and planning of efforts include:

- Establish a team workplan that allocates roles and responsibilities, activities and expected results (what will success is expected to look like at a particular point in time) within pathways to change.
- Regularly review and refine plans based on a review of progress.

6.2.3 Action Research through deliberate learning loops

The practice of Action Research cycles (plan-act-reflect-plan) will enrich the strategic focus, and the prioritisation and planning of efforts within an emergent design. Action Research cycles should be scheduled regularly and the resulting learning should be documented to foster transparency, accountability, learning across country contexts and team connectedness. There are many resources that can be utilised to support deliberate learning. It is proposed that a comprehensive and practical learning framework be produced and PRRP team competency developed to use it. Key resources that could inform this practice include:

- Action Research resources
- Action Learning resources

- Adaptive Management principles and practice (see Box 1 at end of Section 6.2 for more details)
- Use of reflective questions to generate thinking on triple-loop learning.

These three dimensions of management arrangements noted above provide the foundation or enabling environment for the other aspects of management necessary to support PRRP team actions specific to the Programme design and strategic focus in each country. These are detailed below.

6.2.4 Operational clarity

Operational clarity includes clarifying roles and responsibilities of country teams (inclusive of Country Program Managers, PRRP Posts and LnL) together with Suva Hub, in order to best achieve the strategic focus. Programme resources should be targeted to influence the defined pathways to influence change.

The role of Technical Advisors (TAs) is critical to PRRP since they provide technical depth related to risk integration. Defining the best ways of maximising this team resource will be important in the future. For example, TAs may be tasked to develop 'practice notes' on key topics of risk governance or a 'practical framework for risk governance', informed by practice and learning from PRRP to date.

Key aspects of operational clarity include:

- Individual and teamwork plans shared and regularly reviewed as part of regular cycles of learning.
- Reporting lines, standard protocols for communication and information flows defined within country teams, across team and with the Suva hub.
- Defining roles and responsibilities and ways of working in relation to each aspect of the Programme design. For example roles and responsibilities should be defined for brokering partnerships and networks and capturing and sharing learning internally and externally.

6.2.5 Team connections

Country Program Managers should play a key role in facilitating a cohesive team structure which maximises the potential to synergise resources and leverage change within each country context. As noted in the Section 4.4 above (efficiency), the quality of team connections are mixed. And as also noted, there is a desire within country programs to have stronger connections, between LLEE and PRRP Posts and between PRRP Posts themselves.

A broader aspect of team connections is the connection between country offices. Again they are emerging and their quality is mixed, and PRRP team members expressed a desire for these connections to be strengthened. Strengthened team connections mutually reinforce 'capturing and sharing learning' as noted below.

6.2.6 Capturing and sharing learnings to internal audiences

Like strengthened 'team connections', 'capturing and sharing learning' within the team was also identified as a priority area by many PRRP team members interviewed for this MTE. Within the process of capturing and sharing learning there should be a balance between written and verbal modes of communication. Recognising the Pacific context and

the busy nature of people's jobs, sharing of learning should be fit-for-purpose. Examples of practical ways this could be operationalised include:

- Peer support networks – for example regular (once-a-month) 'ring-in' sessions for sub-national Posts to share progress to date, challenges and opportunities
- Capturing and documenting 'stories of change' regularly (quarterly) and having competitions for best stories – through a variety of alternative means (write your own; Learning Officer to capture; paired interviews between team members)
- 'Buddy-up' staff within the Program – have a friend within the program you can share and discuss your work with – employ an Action Learning approach to problem solve
- Dedicated PRRP team meeting during and Annual Board meeting – facilitated for learning and multiple sessions for topic specific learning
- Celebrate 'high point of the month / learning from failure of the month'
- Key question of the month – a discussion group to generate reflection and learning about a key topic related to risk governance relevant to the Program
- Writeshops or Storyshops to provide a space and dedicate time for reflection and writing.

It will be important to have defined ways of effectively reporting and sharing across country contexts – this should include both formal reporting (written) and informal reporting through group and individual learning.

Whilst capturing and sharing learning is a key aspect of the proposed management arrangements, it is also important to note that learning often involves the acquisition of implicit and tacit knowledge (Schon 1983) and it is not practical to capture all learning. It will be important for the programme to equip staff with reflection skills and also space and expectations that they do reflect and learn, but it is also important to recognise that not all learning can 'captured and shared.'

6.2.7 Capturing and sharing learnings and evidence of practice in context to external audiences

Effective communication about progress, challenges and learning related to the practice of risk governance is a key contribution that the PRRP can offer and should be prioritised in future programming. As already noted in this report, progress of Diffusion of Learning (EOPO3) has been limited to date[11]. Adjustments to design include a focus on learning. Key to this will be practical and efficient management arrangements that draw on all country and Suva Hub resources. Key aspects include identifying:

- audiences and audience needs in line with strategic focus and defined pathways to influence change
- team roles and responsibilities for capturing and producing learning
- key products / resources / processes to share learning externally.

---

[11] It is important to note that recent Programme activities (following fieldwork of the MTE) are contributing to this agenda and strengthened external communications are already underway. With the recent release of the Risk Governance Policy Brief –the 'development-first' approach to risk management and mainstreaming is taking form in several regional discussions.

6.2.8 Brokering external partnerships

As already noted above, brokering partnerships and networks for the implementation of risk governance will be important in future programming. This has been a key aspect of the Programme to date in establishing commitment to risk governance. In the future partnerships will continue to be important, but they will have a variety of dimensions as noted below. Importantly, the role of PRRP will transition to brokering partnerships between local actors, rather than directly partnering with the PRRP. Another key aspect of partnering will be partnering for implementation.

Recognising that brokering partnerships is a key part of the Programme it will be important to value, measure and count achievements as part of regular M&E reporting.

Dimensions of partnership include:

- fostering better connections between clusters
- integrating and engaging with external technical knowledge
- brokering partnerships between communities and other development actors (government, private sector, civil society etc. for implementation of CCDRM projects)
- Forming partnerships with other donor agencies to promote risk governance

Brokering to influence and advocate the value of risk governance will also be important at a regional level as part of future programming. Informed by the primacy of work at the country level, engagement with regional networks will be valuable to actively promoting risk governance and the 'development-first' approach at the regional level. This includes with the Pacific Humanitarian Partnership (PHP); Pacific Platform for DRM; Development Partners for Climate Change (DPCC) forum etc.

6.2.9 Implementation support

As already noted above in assessing progress to date (see Section 4.2) the priority focus of future programming is on implementation. This is implementation by local actors, and the programme needs to orientate management arrangements towards supporting partner implementation of risk resilience – in government implementation of policies, plans and processes and implementation of community development plans. This includes roles in relation to:

- technical oversight and support
- quality reviews
- monitoring and evaluation of implementation.

As described through the theory of change Figure 2 implementation is enabled through both internal management arrangements and ways of working in partnership.

Focus on implementation should also be extended to ensure that support is provided for the entire project cycle. For instance, whilst the CDPs have not been implemented, substantive work has already started in developing project proposals and funding requests for these and this work should be ongoing. Focus on implementation should be tied together with monitoring and evaluation.

6.2.10   Scale and replication

The PRRP can make an important contribution to promoting risk governance beyond its direct programme influence (i.e. sub-national, and community locations; Post ministries). All the management arrangements proposed should inform potential for scale-up of risk governance and replication within countries and also across the region (see proposed EOPO5). It is important to note that without the solid foundation of the other management arrangements, scale/replication would not be possible.

Box 1: Adaptive Management for PRRP

'Adaptive Management' could provide a practical guide to how an emergent design works in practice.

PRRP has been operating aspects of adaptive management but this hasn't been demonstrated in an intentional and systematic Programme-wide approach.

Adaptive Management is described as a "flexible approach involving testing, monitoring, getting feedback and – crucially – making course-corrections if necessary".

There are many existing tools and techniques that can be used as part of adaptive management (such as participatory appraisals, political economy analysis, feedback mechanisms). The point is to create a space that these can be effectively used to inform decision-making.

Writings on adaptive management suggest that "for adaptive management to take place at scale requires intentional efforts by leaders and funders to put in place the conditions needed for it". These include:

- Leadership support including valuing learning and continuous improvement and legitimising and resourcing time spent by staff on monitoring learning and reflection
- Seeking and nurturing staff competency for learning and reflection
- Ensuring finance and management systems enable learning

Adaptive management includes:

- A strong emphasis on rapid learning to inform changes
- Flexibility in implementation
- Responsibility for reflection and action delegated to staff
- Allows space to explore the politics underpinning a problem and emerging contextual opportunities for action
- Accountability focuses on progress towards high level results and learning – rather than on pre-defined implementation plans and milestones (asking 'did we do the right things' rather than 'did we do what we said we would do')
- Incentivising good reflection and learning

A key element of adaptive management is 'course correction'. This can be described through a range of different practices.

- *Adapting tactically*– in response to single loop learning = tweaking programming in response to monitoring information or feedback
- *Adapting strategically* – in response to double loop learning - more profound course correction that questions the appropriateness of project outcomes, target group or location

- *Adapting through sequential testing or multiple experiments* – trying one approach and altering it or trying a different approach in response to learning or feedback. Alternatively, carrying out multiple experiments simultaneously – seeing which one works best and then stopping the others

A number of key enablers are identified for Adaptive Management, which could in turn support the practice of emergent design for PRRP. These include:
- Curiosity and risk appetite among team members – this is evident within the PRRP team as they have been working in this way within the Programme to date. Learning should not be seen as the sole responsibility of MEL officers but for the whole team
- Technical MEL skills to guide and support the team and provide accessible and meaningful information to the team – *at present the PRRP does not have a dedicated M&E resource*
- Open communication and trust within the team – *this is evident within the team with staff openly sharing views within team meetings (evident at the regional level)*
- Communication with programme participants – *evidence within PRRP of this is mixed*
- Investment in feedback, monitoring and reflection – *at present there are limited spaces for intentional practice*
- *"Staff time to share, reflect and act upon that information"* - An example of this is a 'strategy testing' approach to monitoring which explicitly builds in regular reflection points to review and evolve a theory of change

A central element of adaptive management is intentional learning as noted "Adaptation has to occur in response to learning and feedback –it is not chaotic improvisation"

Content sourced from: Bond (2016) Adaptive Management: what it means for CSOs, September 2016

6.3 Replicability and scalability

Another key consideration within the MTE TOR was 'the extent to which the programme approach is replicable both within programme countries and at a regional (global) level'.

The MTE has sought to explore both replication and scale-up of PRRP as the two dimensions offer important insights into the contribution of PRRP. Risk resilient communities can be enriched by both means.

Since these terms are often used interchangeably, definitions are provided below.

Definitions:

Replication: the transfer to a different location of a tested concept/model/approach to repeat the success elsewhere. The approach is repeated in exactly the same way.

Scale-up: the expansion of a tested/piloted concept/model, in order to serve more people, a larger geographical area, a broader policy or a larger range of institutions. A different approach may be needed to achieve scale.

Consideration of replication and scale-up is provided in relation to existing countries involved in PRRP and within other countries in the region.

6.3.1 Replication /scale-up within existing countries

There are a variety of aspects of PRRP which can be replicated (repeated in the same way) within existing countries. These include:

- Posts working in new/different ministries to promote risk resilience
- Posts working in different Clusters to promote risk resilience in disaster response and recovery and seeking to blur the humanitarian-development divide
- Use of Building Blocks as a framework to assess the appetite and enabling environment for risk governance within different/new ministries

Key considerations for the Programme are costs and stretching management support and technical oversight too thin. As suggested below, scale-up may be more appropriate.

Scale-up of risk governance initiatives supported by PRRP should a high priority in the future phases of the Programme. As already noted in this report, scale up of the risk governance agenda – across multiple ministries and at different levels of government will strengthen sustainability.

Aspects of the Programme, which can be scaled, include:

- Risk resilience integration in government 'Products'. These include policy and planning documents, processes procedures which promote risk governance. For example Corporate Plans (in ministries where PRRP does not have a direct partnership / presence) could be revised and informed by risk governance. Examples of those prepared with PRRP support could be used as examples.

The MTE found an example of scale-up underway in the Solomon Islands. During consultations a government official noted that MPGIS is referring to the risk screening tool/guidance of MDPAC (development of the tool was supported through PPRP) and considering adopting something similar within their own Ministry. The risk governance agenda was also present within MPGIS as reflected through the inclusion of risk governance in a consultancy TOR to revise MPGIS policy and planning. This example illustrates the scale-up potential of PRRP, through providing demonstrations of the value and how risk integration is done. As is already emerging within the Programme, influence should be led by government leaders.

When considering both Replicability and Scale-up within countries it will be important for the Programme to balance benefit of this to achieve objectives with the risk of stretching resources too thin.

As noted by one PRRP team member:

> *I oppose that idea [expanding to other countries in the Pacific]. These countries deserve it, I know. But lets try to work hard on getting results on pilot projects. Lets use our experience to engineer change here. The thinner we spread – we won't get desirable results. Let's get it down to community that are really vulnerable*

It is suggested that focus should be on promoting scale-up primarily led by local partners – rather than the Programme working in more locations (in national ministries or sub-national government). It relies on PRRP extending how it works with partner governments and equipping them to advocate for change. Another key aspect of this promotion efforts will be strengthening connections between the various activities of PRRP already under way.

It is recommended that best use of resources at this time is investing in and consolidating the process to date and capitalising on momentum in the current spaces in which the PRRP is working (national ministries and sub-national governments). PRRP can leverage scale by strengthening connections between current work.

6.3.2 Replication/scale-up at regional level.

It is proposed that replication of the Programme approach is highly relevant however the approach needs to be more clearly defined for easy transfer to other country contexts. This recommendation does not negate the relevance of PRRP to other PIC and also the real need in other countries. Based on consolidated practice and learning from PRRP future phases of PRRP should prioritise support for other PIC.

The value of PRRP is that it is a Programme founded and informed by country level practice and that should be maintained going forward. Efforts at regional level should be situated within broader interests and intent to strengthen country level practice of risk integration.[12]

The practical elements of the implementation are not yet sufficiently defined/synthesised or documented for it to be immediately taken up and replicated. A "SOP" is required for "starting up risk governance in other countries. It is best to define the approach and crystallise PRRP's core elements in order to have a tangible approach for replication

Other avenues beyond PRRP are emerging as avenues to inform risk governance. These include the ProPa network. As noted above, local leadership in promoting the practice of the risk governance agenda to other locations should be emphasised.

Based on this analysis there are some key findings to consider in relation to replicability /scalability.

Generating learning and an evidence base of PRRP practice will strengthen future replication and/or scale up to other countries in the region.

Results of brief surveys conducted during the MTE are provided below and highlight mixed views particularly in relation to expansion to other country contexts.

As noted by one PRRP team member:

> *I oppose that idea [expanding to other countries in the Pacific]. These countries deserve it, I know. But lets try to work hard on getting results on pilot projects. Lets use our experience to engineer change here. The thinner we spread – we won't get desirable results. Let's get it down to community that are really vulnerable.*

Another PRRP team member noted:

> *We are getting interest from other countries, and **it's** an important agenda and need that we need to address and PRRP can support.*

First results across all country contexts and then disaggregated by stakeholder groups.

---

[12] Preparation of a Policy Brief by PRRP is supporting this practice – offering insights and learning and influence to regional bodies based on the experience of country practice.

UTS:ISF
INSTITUTE FOR SUSTAINABLE FUTURES

Initiatives, approaches and processes of PRRP should be replicated within your country.

- Strongly Agree
- Agree
- Neither Agree nor Disagree
- Disagree
- Strongly Disagree
- Don't know

Initiatives, approaches and processes of PRRP should be replicated within your country.

- Strongly Agree / Agree
- Neither Agree nor Disagree / Don't Know
- Disagree / Strongly Disagree

Initiatives, approaches and processes of PRRP should be replicated in other Pacific countries not currently covered by the PRRP.

- Strongly Agree
- Agree
- Neither Agree nor Disagree
- Disagree
- Strongly Disagree
- Don't know

Initiatives, approaches and processes of PRRP should be replicated in other Pacific countries not currently covered by the PRRP.

- Strongly Agree / Agree
- Neither Agree nor Disagree / Don't Know
- Disagree / Strongly Disagree

RECOMMENDATIONS

Informed by the findings of the MTE this section details key recommendations for PRRP.

1) Continue the Pacific Risk Resilience Programme (PPRP) in the four countries in which it currently operates.

The PRRP model is highly relevant to these four countries and brings significant value in the context of the Pacific.

The PRRP to date has resulted in achievements and has tested a range of approaches in all four countries. There is growing momentum and interest in the risk governance agenda that PRRP can capitalise on, especially in relation to linking risk governance practice at the national and sub-national levels.

To maximise the investment to date, it is critical that DFAT continues to invest in risk governance in the Pacific. PRRP offers an excellent vehicle for operationalising risk governance, generating learning on practice to further inform and support continued local government commitment and practice.

If PRRP implements the recommendations outlined below, it is recommended that DFAT continue to support PRRP and further consider an extension of the Programme as a key aspect of DFAT support for CCDRM in the Pacific. This extension should consider inclusion of other countries recognising the relevance of PRRP to the region.

The key recommendations outlined below encompass a comprehensive "stocktake" and documentation of approaches and learning. This stocktake should be used to inform an approach to improve operational and strategic clarity. In turn this will provide a strong platform for continued implementation of the PRRP.

Recommendations are focused on strategic clarity; operational clarity; refined design; gender equality and social inclusion; and monitoring, evaluation and learning.

2) At this point of the program, focus the use of program resources on strengthening country-based initiatives within the four existing program countries.

Choosing to focus existing resources on strengthening country initiatives will improve the impact of the PRRP in the program countries. This will also help develop a stronger, more rigorous evidence base for demonstrating progress and impact. This will also provide a basis for future extension into new areas and future scaling and replication regionally.

The value of PRRP is that it is a Programme founded and informed by country level practice and that should be maintained going forward. Efforts at regional level should be situated within broader interests and intent to strengthen country level practice of risk integration.

3) Clearly map, define and document the multiple ways in which PRRP works within partner systems in each country, and use this information base to improve strategic clarity.

PRRP works through multiple entry points and pathways to influence change in each country. This has emerged and changed as the PRRP has progressed. An immediate recommendation is for PRRP to take stock of the multiple entry points and pathways and define how these may be synergised to maximise impact.

This baseline information will be critical for (a) making clear, strategic decisions about future planning; (b) obtaining the support of and understanding by all team members for the strategic decisions and definition of roles and responsibilities and (c) monitoring progress and defining course corrections to achieve objectives.

4) Clearly map, define and document each of the PRRP team **members' (Country** National Managers, PRRP Posts, LLEE and Suva Hub staff) roles and responsibilities, lines of reporting and communication protocols to improve operational clarity.

There are two main aspects of operational clarity – clarity within individual country programs and also clarity between Suva Hub and country programs. Clarity in relation to these areas will in turn support sharing and learning across countries.

Defining roles and responsibilities will be important in relation to achieving Programme objectives of risk governance and in relation to ensuring quality of risk integration and the application of GESI principles and practice.

Operational clarity will be important for creating efficiencies of resource use across multiple entry points, and connecting national to sub-national levels. It will also be important for maximising resources, and for growing experience and learning across all parts of the Programme.

The role of TAs should also be clarified, and clear expectations defined commensurate with the limited resources of TAs and the wide group of PRRP Posts. Capacity development and coaching is suggested through a network approach enabling development through sharing and exchange.

5) Clarify and strengthen the working relationships between UNDP (national managers and Hub) and LLEE so that respective organisations and individuals operate effectively as a partnership and are recognised internally and externally **as "one PRRP team."**

Closer connection between UNDP and LLEE will be important to synergise resources. This is particularly important in the next phase of the Programme and the focus on linking sub-national initiatives to national initiatives; implementation and monitoring; and capturing learnings to inform a replicable model of risk integration.

Strengthened relationships, reporting and accountabilities will be important at both the country and regional levels,

6) Revise the design of the next phase of the Programme based on proposed adjustments.

Prioritise linkages between multiple entry points and pathways; and prioritise the implementation of risk governance through networked and brokered partnerships and the monitoring and learning and dissemination of practice to inform the continued risk governance agenda.

7) Strengthen capacity building on GSI to equip all PRRP team members (TAs, national managers and Posts) with the fundamentals of what GSI looks like in practice in PRRP priority sectors.

The core principles and practice of GSI should be provided to all staff as a resource (toolkit / check list / guide) to inform assessment and actions for integrating GSI in all aspects of risk governance conducted through the Program. This will involve building on some of the work of GSI Posts to date, but it will be necessary to ensure that this is applied across all sectors (multiple entry points) that PRRP engages with.

Strengthening GSI would include a capacity development program as well as developing resources for sharing (see 8 below).

8) Develop a basic toolkit and capacity development resource on risk and climate change, to equip all team members with a strong baseline understanding of issues core to PRRP.

The me should draw on existing resources (such as the building blocks) as well as a growing wealth of experience to develop a resource to inform risk governance. Consultations with existing staff should provide input into resource development. The basic guide should be used to support inductions, learning and reflection activities as well as work planning and performance management.

9) Conduct MEL activities to enable emergent design inclusive of programme improvement, learning and accountability. Targeted MEL efforts will also enable future scale and replication.

MEL activities should include an ongoing assessment of the quality of risk governance and the impact of the Programme, acknowledging local contexts and opportunities and constraints for risk governance. Action research cycles and intentional documentation of activities for ongoing learning should be prioritised.

10) Additional PRRP resourcing will be required to oversee the implementation of these recommendations, specifically personnel with skills and experience in MEL, organisational learning and change management processes.

These recommendations will require coordination, oversight and technical expertise to prompt reflection and actions from PRRP team members. Whilst some existing team members may have some of the skill areas required to implement these recommendations, they currently have full workloads. Moreover it is recommended that personnel with the required range of skills are appointed to take on a dedicated role of coordination, oversight and facilitation of reflection and learning.

It is recommended that, as a first preference and as a priority action, a full time MEL officer be recruited (as an additional staff member) to coordinate the implementation of these recommendations and support the Programme on an ongoing basis.

If this position is not fundable it is suggested that a part-time resource be recruited to first establish the structure and develop practice guidelines for staff to use on a regular basis. They would then provide ongoing support to compile learnings from across the Programme and present these in an accessible form for Programme staff to make use of internally, but also to communicate progress, impacts and learning to external stakeholders.

REFERENCES

AusAID IET and Pacific Branches (2014) *Evaluation and Capacity Building Program, Monitoring and Evaluation Standards – Standard 5: **Independent Evaluation Plans'*** DFAT

Fiji Ministry of Finance (2014) *Climate Public Expenditure Institutional Review,* UNDP.

Government of the Republic of Vanuatu (2015) *Vanuatu Climate Change and Disaster Risk Reduction Policy 2016-2030.* Secretariat of the Pacific Community, Suva, Fiji.

Government of Solomon Islands Ministry of Agriculture and Livestock (2015) *National Agriculture and Livestock Policy 2015-2019.*

Lane R and McNaught R (2009). 'Building gendered approaches to adaptation in the Pacific.' *Gender & Development.* 17:1, 67 – 80

OHCHR (2009) *Report of the Office of the United Nations High Commissioner for Human Rights on the relationship between climate change and human rights.*

PRRP (2012) *Reducing Risk and Building Community Resilience in the Pacific – Project Design Document, Final* (version revised May 2015). Pacific Risk Resilience Programme, Fiji

PRRP (2016) *Pacific Risk Resilience Programme Annual Report 2015*, PRRP, Fiji

PRRP (2015) *Pacific Risk Resilience Programme (PRRP) Monitoring, Evaluation & Learning (MEL) Plan.* Prepared by Sue Dawson.

PRRP (2016) *Analytical Piece: Risk Governance Building Blocks, For Resilient Development in the Pacific.* Pacific Risk Resilience Programme, Fiji

PRRP (2016) *Pacific Risk Resilience Programme End of Programme Outcome Area 2: where we have come from and where we are going.* Pacific Risk Resilience Programme, Fiji, March.

Schön (1983). The reflective practitioner: how professionals think in action, Ashgate Publishing Limited, UK

SPREP (2013). *JNAP Development and Implementation in the Pacific: Experiences, lessons and way forward*. Secretariat of the Pacific Regional Environment Programme, Apia, Samoa.

UN Women (2014) *Climate change, gender, and health in the Pacific*, UN Women Learning Brief, Fiji Multi-Country Office, Suva. Accessed 21 October 2016 at http://www.uncclearn.org/sites/default/files/inventory/unwomen702.pdf

Vanuatu Department of Agriculture & Rural Development (DARD) (2015) *Vanuatu Agriculture Sector Policy 2015 – 2030: Laef Mo Mane I Stap Long agrIkalja*. Secretariat of the Pacific Community (SPC), Suva, Fiji

Vanuatu Department of Local Authorities (DLA) Ministry of Internal Affairs (2016), *Risk Proofed Planning, Budgeting and Monitoring Guidelines for Sub-National Government*, Instruction No: 001/2016/DLA/MoIA, Republic of Vanuatu, June 2016.

World Bank (2012) *Acting on Climate Change & Disaster Risk for the Pacific*. World Bank, Washington DC

APPENDICES

Appendix A: Terms of reference

Objective

The objective of the mid-term evaluation (MTE) is to evaluate the progress of the Pacific Risk Resilience Programme (PRRP) thus far and to provide recommendations on the future direction of the programme in the region for the remainder of the programme duration and beyond.

Background

The *Pacific Risk Resilience Programme (PRRP)* is concerned with the concept of **risk governance** in the region. This is the integration of Climate Change and Disaster Risk Management (CCDRM) into routine government and community level needs assessment, planning, budgeting, monitoring and evaluation systems and implementation of development activities in participating countries. This concept is highly relevant in the region as climate change and disaster risk is recognised as a development issue at regional, national and local levels. Relevance of the programme is increasingly evident when considered through the lens of resilient development; localising the SDGs; and gender and social inclusion objectives.

PRRP is a five year programme, funded by the Australian Government Department of Foreign Affairs and Trade (DFAT) with a total budget of AUD$16m[13]. It is due to complete all activities in July 2018. It is delivered through a partnership between UNDP, Live and Learn Environmental Education (LLEE), and four participating countries: Solomon Islands, Vanuatu, Tonga and Fiji. The programme has evolved based on **emergent design** principles selected because risk governance is not a fully developed concept in the region. The programme is built on a cycle of initial testing, learning, adapting and re-testing until a clear design emerges which can then be shared and scaled-up. The programme is currently progressing to a diffusion of learning (sharing) and scaling-up phase. The programme is structured around three end-of-programme outcomes (EOPOs): integration of CCDRM into development at the national level (EOPO 1); integration of CCDRM considerations into sub-national development (EOPO 2); and application of learning generated by the programme for risk governance to internal and external stakeholders (EOPO 3).

The programme has evolved based on 'emergent design' principles adapted from the implementation of systemic change in education and learning environments. This approach was selected because risk governance is not a fully developed concept in the region. This is not a traditional CCDRM programme where outcomes are predicted against a set of known intermediate steps based on significant previous experience. Instead the concept of risk governance is still

---

[13] The US dollar equivalent is $13m is based on actual and anticipated exchange rates as of January 2016.

emerging in the region. As such the programme design is built on a cycle of initial testing (based on best practices available at the time), learning, adapting and re-testing until a simpler and more easily understood design emerges which could not have been anticipated in advance. Once this occurs then the design and its application are ready for scaling-up. Based on the emergent design approach the programme has evolved through a number of phases. In each phase all major components of emergent design are conducted at the same time but with a particular emphasis on one step of the cycle. Programme activities are currently progressing to the diffusion and scaling-up phase:

A. Definition and inception phase (Nov-12 to Dec-13): key focus on developing partnerships with countries on this new area of work and establishing the team to deliver the programme. This also included some early testing of risk governance initiatives based on an initial design;

B. Testing phase (Jan-14 to Dec-14): characterised by substantive testing based on an initial design and development of more detailed work-plans for each country, and some early diffusion of learning at national and regional level;

C. Learning and adapting phase (Jan-15 to Jan-16): substantive learning based on testing of initial design leading to further refinement of programme design and set-up for next phase; and

D. Diffusion and scaling-up phase (Feb-16 to Jan-18): based on previous phases of PRRP activities more focus on diffusion of learning to external stakeholders at country and regional / global levels. Activities will be more of regional nature but driven by country perspectives.

A Monitoring, Evaluation and Learning (MEL) Plan was developed and endorsed in 2014 that is suitable for this type of programming and places a greater emphasis on iterative learning and programming through 'exploratory evaluations' as well as a series of traditional indicators. This iterative approach to learning is based on 'developmental evaluation' principles (see Gamble, 2008: A Developmental Evaluation Primer). The MTE will build on this approach and propose any necessary adjustments to the MEL plan in light of the emergent design nature of the programme.

SCOPE OF WORK

The MTE will cover three main areas of work:

1. Assessment of Progress:

This should include an in-depth assessment of the implementation of programme components and outputs outlined in the programme document and work-plans with a view to identifying the level of achievement or lack of achievement, and an analysis of the underlying reasons. Particular attention should be made to the following criteria when assessing progress of implementation: relevance (is this still the right thing to do?); effectiveness (are we achieving the results that we expected at this point in time?); efficiency (is the programme making appropriate use of resources to achieve outcomes?); sustainability (will the benefits last?); gender equality (is the programme making a difference to gender equality and empowering women and girls?); innovation (is the programme

applying innovative approaches, processes and partnerships that can be replicable?); and partnerships (extent to which in-country and regional partners are owning and leading on programme interventions).

2. <u>Design and future programming</u>

Ultimately the aim of the PRRP programme is to replicate the 'risk-governance' approach as a pathway for attaining resilient development. In this regards the MTE should extract the lessons learned and best practices that can be considered in the planning and design of future support activities for the remainder of the programme and beyond. Specifically this should include:

a) The extent to which the programme approach is replicable both within programme countries and at a regional (global) level;

b) Recommendations for adjustments to the current programme design and structure for the remainder of the programme and beyond;

c) Appropriateness of execution and implementation modalities, particularly focused around capacity building;

d) Review of management arrangements and partnerships for the remainder of the programme and beyond.

3. <u>Monitoring, Evaluation and Learning</u>

The MTE should assess implementation of the Monitoring, Evaluation and Learning (MEL) plan and the extent to which this is able to track the trajectory of change within an 'emergent design' programme, and how this is generating credible information and using it for programme improvement, learning and accountability. This should include: i) proposed methodologies for the planned 'exploratory evaluations' which provide more detailed evaluation of how and why organizational and individual change is (or is not) occurring; ii) proposed adjustments to the scope of the exploratory evaluations in light of the 'emergent design' nature of the programme and current proposed expansion to regional level dialogue around resilient development.

The proposed scope of work should be conducted between TWO consultants, given the scope of work and the scale of the programme, with one proposed Lead consultant. The proposed division of work between the two consultants is flexible and can be determined according to technical qualifications, geographic experiences (within and outside of the Pacific), and sharing of activities. The main outputs, however, are expected to be delivered jointly.

Appendix B: Stakeholders interviewed

Summary	Country base					
	Total	Tonga	Vanuatu	Fiji	Solomon Islands	Regional	PRRP Suva Hub
Individuals	91	5	27	21	18	11	9
Women	**39**	*2*	*10*	*9*	*8*	*4*	*6*
Men	**52**	*3*	*17*	*12*	*10*	*7*	*3*
Organisations	48	4	15	10	10	7	2

Note – Where government ministries and departments are listed below, the PRRP Post and/or relevant government official(s) were interviewed.

Tonga

Live and Learn Tonga	LLEE
Ministry of Internal Affairs	MIA
Ministry of Agriculture and Fisheries	MAF
PRRP - National programme manager and some national Posts	PRRP

Vanuatu

Area Council - North West Efate	
Australian Department of Foreign Affairs and Trade, Vanuatu	DFAT
CARE International	
Department of Agriculture and Rural Development, MALLFB	DARD
Department of Local Authorities, Ministry of Home Affairs	DLA
Department of Strategic Sector Planning & Aid Coordination, Prime Minister's Office	DSSPAC
Department of Women's Affairs, Ministry of Justice	DWA
Deutsche Gesellschaft für Internationale Zusammenarbeit	GIZ
Live and Learn Environmental Education (Vanuatu)	LLEE

Ministry of Climate Change	MOCC
Ministry of Agriculture, Land, Forestry, Fisheries and Biosecurity	MALFFB
National Advisory Board for Climate Change, MOCC	NAB
Oxfam International	
Risk Resilience Unit, MALLFB	RRU
PRRP – National programme manager and some national Posts	PRRP

Fiji

Digicel	
Provincial Government – Western and Northern Divisions	
Ministry of Economy	
The Ministry of iTaukei Affairs	
Community members – Food Banks, Kese and Soso Villages	
Vinaka Fiji	
Ministry of Education	
Ministry of Women, Children and Poverty Alleviation	
Live and Learn Environmental Education (Fiji)	LLEE
PRRP – National programme manager and national and sub-national Posts	PRRP

Solomon Islands

Oxfam International, Vanuatu	
UNDP – Solomon Islands	
Community representative -	
Ministry of Development Planning and Aid Coordination	MDPAC
Ministry of Provincial Government and Institutional Strengthening	MPGIS
Australian Department of Foreign Affairs and Trade, Solomon Islands	DFAT
Community Resilience to Climate and Disaster Risk Project	CRISP
Ministry of Education and Human Resource Development	MEHRD
Ministry for Environment, Climate Change, Disaster Management &	MECDM

Meteorology

Live and Learn Environmental Education (Solomon Islands)	LLEE
PRRP – National programme manager and national and sub-national Posts	PRRP

Regional

Department of Foreign Affairs and Trade (Canberra)	DFAT
Department of Foreign Affairs and Trade (Fiji)	DFAT
Live & Learn Environmental Education (Melbourne)	LLEE
Pacific Islands Forum Secretariat	PIFS
United Nations Development Programme	UNDP
United Nations Office for the Coordination of Humanitarian Affairs	UNOCHA
University of South Pacific	USP

PRRP Suva Hub

United Nations Development Programme	UNDP
Live and Learn	LLEE