



Completion Report

Project Number: 46449-001
Technical Assistance Number: 8360
June 2018

Implementation of the Strategic Program for Climate Resilience: Pacific Region

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TA Number, Country, and Name: TA 8360-REG: Implementation of the Strategic Program for Climate Resilience: Pacific Region			Amount Approved: US\$3,691,000 Revised Amount: NA	
Executing Agency: ADB		Source of Funding: CIF-Strategic Climate Fund	Amount Undisbursed: US\$441,601.57	Amount Utilized: US\$3,249,398.43
TA Approval Date: 25 April 2013	TA Signing Date: 25 April 2013	Fielding of First Consultants: 1 November 2013	TA Completion Date Original: 31 May 2016 Actual: 1-Sep-17	Account Closing Date Original: 31-Aug-16 Actual: 5-Dec 17

Description

The Pacific Region was selected as one of the vulnerable regions to participate in the Pilot Program for Climate Resilience (PPCR) under the Climate Investment Funds (CIF). The Strategic Program for Climate Resilience Pacific regional track (SPCR-PR) concept endorsed by the CIF had three complementary components, which were planned to be delivered through the Council of Regional Organisations in the Pacific (CROP) agencies: (1) mainstreaming climate change adaptation (CCA) and related disaster risk reduction (DRR); (2) identifying and implementing practical CCA and DRR knowledge and experience; and (3) building Pacific island countries' capacity to respond to climate change risks. The implementing agencies included the Secretariat of the Pacific Regional Environment Programme (SPREP), the Pacific Community (SPC), and the Pacific Islands Forum Secretariat (PIFS). The Asian Development Bank (ADB) was designated to administer components 1 and 3 (implemented through this technical assistance (TA) as outputs 1 and 2), and the World Bank to administer component 2.

Expected Impact, Outcome, and Outputs

The expected impact of the TA was increased resilience of ADB's Pacific developing member countries (DMCs) to climate variability and climate change. Its expected outcome was improved capacity of Pacific DMCs to respond to climate change impacts and related natural disasters. The expected outputs were: (i) CCA and DRR mainstreamed in national and local development policies and plans, and (ii) Pacific DMCs' capacity to respond to climate change built and supported. The TA was jointly prepared by ADB and the CROP agencies through a broad-based consultative process with the Pacific DMCs, and based on various studies under Phase 1 of the PPCR with technical support from the ADB.¹ The two pilot countries (Kosrae State in the Federated State of Micronesia (FSM), and Tuvalu) for mainstreaming activities were selected based on criteria jointly agreed with the partners. Participatory assessments were conducted on existing subnational planning processes, policies, and legislation, to identify best practices, as well as key issues and challenges, on CCA/DRR mainstreaming.

Delivery of Inputs and Conduct of Activities

ADB engaged the services of the SPREP through single source selection to manage the TA, given its role as the lead CROP agency in climate change work. SPREP was mobilized on 1 November 2013 with a program manager, mainstreaming coordinator, regional technical support mechanism (RTSM) coordinator and procurement and financial management specialist. Short-term experts were engaged through subcontracts to assist the mainstreaming and RTSM coordinators. In July 2016, the TA engaged a coordinator based at the PIFS, to liaise with the partners and to coordinate the activities of the PPCR Pacific regional and national tracks (Papua New Guinea, Samoa and Tonga). Overall, the experts had 184.18 person months of satisfactory inputs.

At the inception meeting held in January 2014, ADB, SPREP and the CROP agencies agreed to reduce the performance indicators from 3 pilot countries to 2; from 9 mainstreaming tools to 6; and from 6 policies developed/strengthened to 4. The proposed change was approved through a minor change in scope, as it was considered not to affect substantially the TA outcome, outputs, benefits, implementation arrangements, and budget.

The TA was extended by 15 months due to delays in implementation. Several factors contributed to the delays: (i) output 1 could no longer depend on the data and information that were to be generated under the World Bank component 2 (as per the original SPCR-PR), as component 2 implementation arrangements changed and the activities started only in June 2016; (ii) there were initial procurement and contractual issues, particularly on the engagement of the RTSM short term experts; (iii) there was a delay in finalizing the RTSM operations manual (OM) with ADB and the CROP agencies; and (iv) the pilot countries had limited absorptive capacity, and key government staff had competing demands for their time. Other issues in achieving the overall goals of the SPCR-PR included the different rates of progress of PPCR Pacific national tracks, which led to the late commencement of the PIFS coordination role.

The RTSM was expected to finance 20 small TAs for the PDMCs. However, as the RTSM OM was finalized only in March 2015 and the first RTSM expert was mobilized in June 2015, finally only 15 TA projects were funded, and there was \$441,601.57 unutilized TA funds at physical completion on 1 September 2017.

SPREP conducted a final evaluation workshop in May 2017. ADB's performance as the executing agency was satisfactory. ADB kept itself informed about the project in all relevant areas, and provided SPREP with timely support and guidance. However, there were several staff changes which caused some disruptions.

¹ ADB 2011. TA 7827-REG: *Strengthening Climate Risks and Resilience Capacity of Pacific Developing Member Countries*. Manila

Evaluation of Outputs and Achievement of Outcome

The TA outcome was partially met but limited to the pilot countries and sectors. The proposed outputs were met. Under Output 1, the TA developed three mainstreaming tools incorporating CCA, DRR and gender considerations², tailored for Kosrae State and Tuvalu: (i) cost-benefit analysis tool; (ii) monitoring and evaluation tool; and (iii) central agency appraisal checklist. The guidance notes for applying the tools included gender considerations for defining the affected people and the nature of the policy problem. Gender was also included as one of the target indicators. The tools were continuously tested and revised with inputs from 16 training workshops and 18 case study applications to the pilot countries' national and sectoral policies, plans, projects and budgets. Using the tools, the project developed and strengthened six policies (3 per country): 1) The Infrastructure Development Plan and the 2) Agriculture Sub-sector plan of the Kosrae Strategic Development Plan; 3) Kosrae Co-ordination and Overseas Development Assistance Policy and related procedures; 4) The Master Plan for Renewable Electricity and Energy Efficiency in Tuvalu; 5) National Integrated Waste Policy and Strategic Action Plan; and 6) Tuvalu Agriculture Corporate Plan. Technical inputs fed into the budgetary decisions of (1) Kosrae: Malem-Utwe Road Project, Lelu Water Infrastructure Proposal, and the Agriculture sub-sector of Kosrae Strategic Development Plan; and (2) Tuvalu: renewable energy infrastructure (biogas systems); and green waste management in Funafuti.

Under Output 2, the RTSM supported 15 technical assistance requests in FSM (3), Fiji (3), Nauru (2), Samoa (2), Tonga (2), Tuvalu (1) and Vanuatu (2). Three of the mainstreaming activities and three RTSM TAs helped FSM secure a \$9 million grant from the Adaptation Fund. The RTSM facility also played a critical role in producing technical studies required to access funds from the Green Climate Fund for Nauru (\$300,000 readiness funds) and Vanuatu (\$23 million). The RTSM also assisted Fiji, Samoa and Tuvalu in addressing priority needs in their national strategic and sector plans aimed to strengthen resilience. The Pacific DMCs appreciated the project assistance through the TA, and in the final workshop the stakeholders rated both the mainstreaming tools and RTSM as very satisfactory.

Overall Assessment and Rating

The project is rated overall *successful*, based on the following assessment:

1. *Highly relevant*: The Pacific DMCs are extremely vulnerable to climate change impacts.
2. *Effective*: The TA outcome was mostly (around 85%) met, and outputs were all met.
3. *Less than efficient*: Due to initial contractual and implementation issues that led to delays, the TA was considered less than efficient.
4. *Less than sustainable*: Although the sustainability of the mainstreaming tools is a concern, and further assistance may be required in the application of the tools, there is considerable interest among development partners to use and improve further the RTSM. Specifically, the GIZ³ led initiative on nationally determined contributions (NDC) has agreed to strengthen the RTSM, for delivering the Pacific Regional NDC Hub activities.

Major Lessons

- (i) The objective of the SPCR-PR was to increase coordination in addressing CCA and DRR in the Pacific Region, by involving 2 multilateral development banks (MDBs), 3 regional implementing agencies, and several other partners. Overall coordination of the program, however, was challenging. Having interdependent components implemented by different agencies led to delays in implementation and achievement of the overall objectives of the program. The communication and coordination roles should be clear to all involved parties and defined during preparation.
- (ii) The implementation arrangements for engaging short term experts under the RTSM were not defined during TA design. The RTSM budget was left under contingency, and the procurement arrangements were left to be resolved during implementation. Given differences in ADB and SPREP procedures, it took a long time to agree on a feasible way to engage RTSM experts, and this contributed to the delay in finalizing the RTSM OM. These differences should have been discussed and agreed during the TA design.
- (iii) The TA design assumed that Pacific DMCs would submit requests for support through the RTSM with minimal guidance. However, the program management team had to assist countries in developing proposals. For a similar structure to continue, it may be necessary to dedicate some resources to carry out proper scoping of gaps and needs in the countries, to identify areas for support, and to support the actual development of terms of references.

Recommendations and Follow-Up Actions

- (i) The knowledge management products developed under the TA are shared by SPREP with relevant institutions and development partners through the Pacific Climate Change Portal (<https://www.pacificclimatechange.net>).
- (ii) Development partners and CROP Agencies can utilize the methodology and generic tools developed under the TA for mainstreaming, particularly in other states and sectors within the pilot countries, and throughout the Pacific region. SPREP and ADB will actively promote the mainstreaming tools in future TA support in the region.
- (iii) Sharing of lessons on RTSM will continue with development partners interested in using the RTSM or a similar mechanism, and particularly with the Pacific Regional NDC Hub. ADB will participate in Pacific NDC Hub dialogues.

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² In line with: Pacific Community 2015. *The Pacific Gender & Climate Toolkit*. Suva.

³ Deutsche Gesellschaft für Internationale Zusammenarbeit, GmbH (German Society for International Cooperation, Ltd.)