



Solomon Islands Climate Change and Disaster Risk Finance Assessment

Final Report
September 2017

Prepared by the Pacific Community, the Pacific Islands Forum Secretariat,
the Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH
and the United Nations Development Programme



Supported by:





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List of Abbreviations

ADB	Asian Development Bank
AF	Adaptation Fund
AUD	Australian Dollar
BCC	Budget Coordination Committee (ministerial level)
BIC	Budget Implementation Committee (at Director level)
BSC	Budget Strategic Committee (at Permanent Secretary level)
CBSI	Central Bank of Solomon Islands
CC	Climate Change
CCA	Climate Change Adaptation
CCD	Climate Change Division (MECDM)
CCDR Finance	Climate Change and Disaster Risk Finance
CCDRM	Climate Change and Disaster Risk Management
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CFRP	Climate Change Finance Readiness for the Pacific
CHICCCHAP	Choiseul Integrated Climate Change Adaptation Programme
COP	Conference of the Parties
CPEIR	Climate Public Expenditure and Institutional Review
CRICU	Climate Resilience and Investment Coordination Unit
CRISP	Community Resilience to Climate Change and Disaster Risk in Solomon Islands Project
CROP	Council of Regional Organisations in the Pacific
CSOs	Civil society organisations
DAD	Development Assistance Database
DCCG	Democratic Coalition for Change Government
DCP	Development Cooperation Policy
DCRC	Disaster and Climate Risk Committee
DFAT	Department of Foreign Affairs and Trade (Australia)
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
DSE	Development Services Exchange
ECCE	Early Childhood and Care Education
EDF10	European Development Fund (10 th cycle, 2008–2013)
EDF11	European Development Fund (11 th cycle, 2014–2020)
ESS	Environmental and Social Safeguards
EU	European Union
EUR	Euros
FAO	Food and Agriculture Organisation
FEDU	Financial and Economic Development Unit
FICs	Forum Island Countries
FMIS	Financial Management and Information System
FRDP	Framework for Resilient Development in the Pacific
GAP	Gender Action Plan
GCCA	Global Climate Change Alliance
GCF	Green Climate Fund
GEF	Global Environment Facility
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit (German Society for International Cooperation)
GSI	Gender and Social Inclusion

HRDP	Human Resources Development Plan
IASC	Inter-Agency Standing Committee
IE	Implementing Entity
IFI	Interim Financial Instructions
IMF	International Monetary Fund
INDC	Intended Nationally Determined Contribution
INGO	International non-governmental organisation
IPSAS	International Public Sector Accounting Standards
ISACC	Institutional Strengthening for Pacific Island Countries to Adapt to Climate Change (USAID/SPC)
JICA	Japanese International Cooperation Agency
KPI	Key Performance Indicator
LDC	Least Developed Country
LDCF	Least Developed Country Fund
LED	Low Emissions Development
M&E	Monitoring and Evaluation
MAL	Ministry of Agriculture and Livestock
MDPAC	Ministry of Development Planning and Aid Coordination
MECDM	Ministry of Environment, Climate Change, Disaster Management and Meteorology
MEHRD	Ministry of Education and Human Resources Development
MFAET	Ministry of Foreign Affairs and External Trade
MFMR	Ministry of Fisheries and Marine Resources
MHA	Ministry of Home Affairs
MHMS	Ministry of Health and Medical Services
MID	Ministry of Infrastructure Development
MIE	Multilateral Implementing Entity
MLHS	Ministry of Lands, Housing and Surveys
MMERE	Ministry of Mines, Energy and Rural Electrification
MoFR	Ministry of Forestry and Research
MoFT	Ministry of Finance and Treasury
MPGIS	Ministry of Provincial Government and Institutional Strengthening
MPS	Ministry of Public Service
MRD	Ministry of Rural Development
MTBF	Medium-Term Budget Framework
MTDP	Medium-Term Development Plan
MWYCFA	Ministry of Women, Youth, Children and Family Affairs
NAB	National Advisory Board
NAP	National Adaptation Plan
NAPA	National Adaptation Programme of Action
NCCP	National Climate Change Policy
NDC	Nationally Determined Contribution to the UNFCCC
NDMO	National Disaster Management Office
NDMP	National Disaster Management Plan (draft)
NDS	National Development Strategy 2016–2035
NEAP	National Education Action Plan
NGO	Non-governmental organisation
NIE	National Implementing Entity
NIIP	National Infrastructure Investment Plan
NTF	National Transport Fund (MID)
OAG	Office of the Auditor General
ODA	Official Development Assistance
PACTAM	Pacific Technical Assistance Mechanism
PAIG	Partners Advisory Implementation Group
PCCFAF	Pacific Climate Change Finance Assessment Framework
PCDA	Provincial Capacity Development Adviser

PCRAFI	Pacific Catastrophic Risk Assessment Financial Initiative
P-DCRC	Provincial Disaster and Climate Risk Committee
P-DOC	Provincial Disaster Operations Committee
PEC	Pacific Environment Community
PEFA	Public Expenditure and Financial Accountability
PFM	Public Financial Management
PFTAC	Pacific Financial Technical Assistance Centre (IMF)
PGSP	Provincial Government Strengthening Programme
PICs	Pacific Island countries
PIFS	Pacific Islands Forum Secretariat
PIU	Project Implementation Unit
PMCU	Programme Management and Coordination Unit (MECDM)
PPP	Public Private Partnership
PREP	Pacific Resilience Program
PRRP	Pacific Risk Resilience Programme (DFAT/UNDP)
PS	Permanent Secretary
PSC	Public Service Commission
RAMSI	Regional Assistance Mission to Solomon Islands
RDCF	Rural Development Constituency Fund
RDP	Rural Development Programme
REDD+	Reducing Emissions from Deforestation and Forest Degradation plus
RIE	Regional Implementing Entity
RTSM	Regional Technical Support Mechanism
ROC/Taiwan	Republic of China/Taiwan
R-WASH	Rural Water Supply, Sanitation and Hygiene (EU funded)
SBD	Solomon Islands Dollar
SCCF	Special Climate Change Fund
SDGs	Sustainable Development Goals
SICAP	Solomon Islands Climate Adaptation Programme
SICCAP	Solomon Islands Community Conservation Programme
SICCI	Solomon Islands Chamber of Commerce and Industry
SIDS	Small Island Developing States
SIG	Solomon Islands Government
SIMCAP	Solomon Islands MECDM Capacity Development Project
SINU	Solomon Islands National University
SIWSAP	Solomon Islands Water Sector Adaptation Project
SNRAS	School of Natural Resources and Applied Sciences (SINU)
SOE	State-Owned Enterprise
SPC	Pacific Community
SPREP	Secretariat of the Pacific Regional Environment Program
SWAP	Sector Wide Approach
TA	Technical Assistance
ToR	Terms of Reference
TRHDP	Tina River Hydropower Development Project
UN	United Nations
UNDP	United Nations Development Programme
UNFCCC	United Nations Framework Climate Change Convention
UNICEF	United Nations Children's Fund
US	United States
USAID	United States Agency for International Development
USD	United States Dollar
USP	University of the South Pacific
WB	World Bank
WRD	Water Resources Division
WWF	World Wide Fund for Nature

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Currency Note:

1.0 Solomon Islands Dollar (SBD) \approx 0.125 United States Dollars (USD)

1.0 Solomon Islands Dollar (SBD) \approx 0.16 Australian Dollars (AUD)

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Foreword by the Honourable Minister



Solomon Islands, as a Small Island Developing State and a Least Developed Country, is very vulnerable to the adverse effects of climate change and disasters. Over the past few years, we have experienced a number of extreme weather events, which were exacerbated by climate change. These have contributed to significant damage and losses that reverse our development gains.

As a result, climate change and disaster risk management are key priorities of the Democratic Coalition for Change Government (DCCG). This is articulated in the Policy Strategy and Translation of the DCCG.

The priority is to establish the enabling environment through legislation and institutional strengthening, and to enhance human and technical capacity to support national, provincial and community resilience activities.

To implement the DCCG priorities the Government will require external support. Global sources of climate change and disaster risk finance present a key opportunity for Solomon Islands to access finance to supplement domestic resources. However, there are also challenges associated with the stringent access and reporting requirements of multilateral funds.

The Government is grateful to our key partners for undertaking this assessment and providing the Government and its partners, and stakeholders with feasible options to build our readiness and country systems for improved access.

A handwritten signature in blue ink, reading "Samuel Manetoali". The signature is written in a cursive, flowing style.

Honourable Samuel Manetoali, MP

Minister

Ministry of Environment, Climate Change, Disaster Management and Meteorology

Foreword by the Permanent Secretary



Climate change is a significant threat to the livelihood, wellbeing, culture and survival of Solomon Islanders. A recent study by Australian researchers, published in 2016, showed that five islands have recently disappeared as a result of rising sea levels.

Enhanced access to adequate financing, capacity building support and technology transfer are key priorities that the Solomon Islands Government needs to respond to effectively.

At the national level, we have the National Development Strategy (NDS) 2016–2035, as the overarching policy framework that links sectoral efforts to sustainable development objectives. Objective Four of the NDS focuses on building a strategic multi-sectoral response that addresses cross-cutting issues such as climate change and disaster risk management within our national development goals.

The NDS is complemented by the National Climate Change Policy 2012–2017, the draft Disaster Management Plan 2016, the National Adaptation Programme of Action (NAPA), as well other sector plans and policies.

The ministry has undergone a number of initiatives to strengthen institutional arrangements, coordination mechanisms, legislation and human capacity. However, a number of challenges remain for effectively accessing and managing the finances that are required for addressing these issues.

In recognition of this, we sought support from our partners to undertake this assessment to identify further opportunities for Solomon Islands to strengthen its public financial management systems, policies, human capacity and institutions. I convey my acknowledgement to the assessment team and key partners, and the national stakeholders who took part in this exercise.

We are pleased to present this report and its recommendations, which will assist in the progressing of our work and achieving resilient development in Solomon Islands.

A handwritten signature in black ink, appearing to read 'Melchior Matakai'. The signature is stylized with large loops and flourishes.

Dr Melchior Matakai

***Permanent Secretary
Ministry of Environment, Climate Change, Disaster Management and Meteorology***





Executive Summary

Climate change and disaster risk management are issues of high priority to the Solomon Islands Government, given the current and future impacts expected, and the associated risks posed to natural ecosystems such as coastal and marine environments, fisheries, agriculture, water resources, health, biodiversity, infrastructure and industry. Solomon Islands, as a Small Island Developing State (SIDS) and Least Developed Country (LDC), requires up-scaled and targeted financial resources to be able to effectively respond to the adverse effects of climate change and disasters. In recognition of this, the Solomon Islands Government requested for this Climate Change and Disaster Risk Finance Assessment to be undertaken, in order to complement current efforts that are being progressed at the national level. The assessment, and this resulting report, will assist the Solomon Islands Government and its partners in clarifying the national climate change and disaster risk finance landscape; who the key partners are; how to better manage and up-scale climate change and disaster risk finance; take stock of, update and strengthen current policies and plans, institutions, and public financial management systems; and to make informed decisions for budget planning prioritisation and effective coordination.

The Solomon Islands Climate Change and Disaster Risk Finance Assessment was guided by the Pacific Climate Change Finance Assessment Framework (PCCFAF), which reviewed the climate change and disaster risk finance program of Solomon Islands against seven key pillars: (i) policies and plans, (ii) funding sources, (iii) public financial management and expenditure, (iv) institutions, (v) human capacity, (vi) gender and social inclusion, and (vii) development effectiveness. This report comes at an opportune time, as new climate financing mechanisms are operationalised and the international community works towards the commitment by developed countries to jointly mobilise USD 100 billion annually in climate finance from 2020. Nevertheless, this assessment is not just to facilitate improved access to climate change and disaster risk finance. More broadly, strengthening country systems will improve donor confidence to engage with Solomon Islands and catalyse the achievement of the sustainable development goals, which are linked to the national priorities of Solomon Islands as outlined in the National Development Strategy 2016–2035 (NDS).

The assessment has identified a number of recommendations for the Solomon Islands Government, which are summarised below and discussed in detail in the report. A draft Action Plan is also included, providing clear timeframes and suggested responsibilities for the implementation that is assigned to each recommendation. This is intended to assist the Solomon Islands Government in the progression of these recommendations, with the support of key partners.

Policies and Planning Analysis

1. Reflect Objective Four of the NDS (resilient and environmentally sustainable development with effective disaster risk management, response and recovery) as a cross-cutting issue relevant to all sectors in the next update to the Medium-Term Development Plan (MTDP), and link more sector development programs and plans to this objective.
2. Develop sector indicators to progress the long-term evaluation of the NDS – specifically benchmarking achievements towards Objective Four related to resilient development, climate change and disaster risk management.
3. Progress the development of a National Adaptation Plan (NAP) aligned with the risk resilient development approach outlined in the NDS and as a complementary policy to the drafted

National Disaster Management Plan (NDMP). When updating the Climate Change Disaster Risk Management (CCDRM) and other sector policies and plans – for example the National Climate Change Policy 2012–2017 (NCCP) – the NDS should now be reflected and focus on resilient development and CCDRM as cross-cutting issues within this.

4. The development of new policies and plans should ensure vertical integration to align national, provincial and community priorities, including targeted actions that are costed within policies, which can also help to ensure CCDRM activities are prioritised in the budget, and planning processes are effectively resourced.
5. Comprehensive consultations should be undertaken in the development and operationalisation of CCDRM policies and plans in order to ensure engagement of all stakeholders and provide clarity around the implementation role of different actors. This is critical for the NCCP when it expires in 2017. For the current drafted NDMP, it is recommended that there is a roll out to all provinces once this is approved.
6. Develop national mainstreaming guidelines to assist in identifying key entry points for line ministries in order to progress the inclusion of CCDRM as a cross-cutting issue in sectoral policies, plans and activities.
7. Look at opportunities for developing multi-sector policies for key CCDRM issues, such as food security, as an initial step towards greater coordination of relevant line ministries on these cross-cutting issues.
8. Progress the development of an NDC Financing Strategy, to identify and track external funding sources for progressing activities stipulated within the NDC. This is recommended as a joint activity between Ministry of Climate Change, Disaster Management and Meteorology (MECDM), Ministry of Finance and Treasury (MoFT) and Ministry of Development Planning and Aid Coordination (MDPAC).
9. Progress the finalisation and submission of the Second National Communication to the United Nations Framework Climate Change Convention (UNFCCC), to maintain Solomon Islands' strong engagement and dialogue at the international level.
10. Strengthen the policy framework at the provincial level, identifying entry points for mainstreaming these issues more effectively into provincial plans. In the longer term, consider the development of specific provincial level climate change policies or ordinances.
11. Establish mechanisms to capture community level data and priorities, as well as local and traditional knowledge, and feed these back into both provincial and national policies.
12. Progress the development of a Low Emissions Development (LED) policy to complement the current CCDRM policy mix.

Funding Source Analysis

1. Now that the Tina River Hydropower Development Project (TRHDP) is approved by the Green Climate Fund (GCF) Board (at their meeting in April 2017), the Government should consider developing other projects to the GCF for the 2017/2018 period. There is scope for fast-tracking the readiness proposal and the request for NAP support, and further exploration of the GCF Private Sector Facility.

2. Having regular and targeted dialogue with bilateral partners may increase access to more bilateral support. However, Solomon Island must capitalise on its experience in engaging with a range of multilateral sources. Establishing and resourcing a dedicated Climate Change Finance Unit within MoFT will prove beneficial.
3. Solomon Islands should continue to advocate for more flexible modalities, such as direct budget support and national climate change trust fund arrangements. This will supplement the inefficiencies of a project-based approach. Pursuing a feasibility study on the merits of a national climate change fund with agencies such as United Nations Development Programme (UNDP) will assist.
4. Supporting a national synthesis of the impacts/effectiveness of CCDRM projects accessed over the past 3 to 5 years would be useful.
5. The planned Climate Change Bill is an opportunity to legislate a mandate for all future CCDRM projects/activities by donors, government agencies, non-governmental organisations (NGOs), civil society organisations (CSOs), faith-based groups or private sector to be registered with the MECDM Programme Management and Coordination Unit (PMCU). This will feed into the Development Assistance Database (DAD) that MDPAC is working towards reviving.
6. In order to promote fast implementation and sustainability of efforts, MECDM should seek new and strengthen existing public–public and public–private partnerships. Opportunity for other non-traditional CCDRM players and ministries such as Ministry of Provincial Government and Institutional Strengthening (MPGIS), Ministry for Women, Youths, Children and Family Affairs (MWYCFA), Ministry of Fisheries and Marine Resources (MFMR), Ministry of Health and Medical Services (MHMS) and Ministry of Human Resources Development (MEHRD) and state owned enterprises, including Solomon Power and Solomon Water, to be actively engaged and supported.
7. To the extent possible, all CCDRM projects should be reflected in the national budget.
8. Provincial governments are encouraged to develop CCDRM ordinances or legislation to align to the national budget planning and resourcing.

Public Financial Management and Expenditure Analysis

1. Assuming accreditation is sought, map out a pathway – Public Finance Management (PFM) reforms to meet fiduciary requirements (basic and specialised) for MoFT, and develop Environmental and Social Safeguards (ESS) and Gender Action Plan (GAP).
2. The Government should establish an implementation unit within MoFT, drawing on experience and expertise within the ministry and other line agencies in order to form the basis of a capable Project Implementation Unit (PIU). The Financial and Economic Development Unit (FEDU), the Debt Management Unit and the compliance area of the Procurement Unit contain key skills that could be drawn together to support the development of such a PIU with technical support from MECDM.
3. In pursuing accreditation for MoFT, the Government should look to learn from PFM reform and climate finance accreditation efforts undertaken elsewhere in the region (e.g. Samoa, Cook Islands).

4. Put in place an accreditation taskforce of key stakeholders including MoFT, MECDM, Ministry of Infrastructure Development (MID) – National Transport Fund (NTF), MDPAC and representatives of the civil society and private sector to oversee the accreditation efforts of the Government.
5. Design readiness programs to support reforms needed and seek out help to pursue accreditation through readiness grants and other assistance, including from the GCF Readiness Support and bilateral assistance from CROP agencies and partners.
6. Prepare a comprehensive financial strategy looking at the appropriate mix of financial instruments to address pre- and post-disaster requirements in the Solomon Islands.

Institutional Analysis

1. Progress National Climate Change legislation, which mandates climate change as a cross-sectoral issue, defines the role of MECDM in climate change and disaster risk reduction activities, and establishes a national coordination mechanism.
2. Undertake a review of the National Disaster Council Act 1989, to ensure it adequately reflects the current status of institutions and policy mandates as outlined in the drafted NDMP
3. Progress the national forestry bill, to mandate more effective action towards forest protection and management, aligned with the Solomon Islands Reducing Emissions from Deforestation and Forest Degradation plus (REDD+) Roadmap.
4. Harmonise national legislation, which is currently in development in order to provide a more cohesive legal framework that promotes resilient development for the Solomon Islands. Consider the synergies with other draft legislation such as the Protection of Traditional Knowledge and Expressions of Culture Bill, which are currently in development through the Ministry of Tourism and Culture.
5. Develop a Training Register as an Annex to the MECDM Human Resource Development Plan (HRDP), which outlines capacity development needs and short-term trainings provided by partners.
6. Consider how the Provincial Government Strengthening Programme (PGSP) could be used as an entry point for mainstreaming aspects of CCDRM at the provincial level.
7. Utilise issues such as food security to shift towards an integrated programming approach across sectors.
8. Strengthen engagement between MECDM and other line ministries and relegate management of certain CCDRM initiatives to appropriate leading institutions (e.g. REDD+ focal point relegated to the Ministry of Forestry and Research)
9. Analyse the challenges faced with operationalising the National Climate Change Committee (NCCC) and the National Climate Change Working Group (NCCWG) as part of the NCCP review. Utilise lessons learnt and models being implemented at the provincial and sectoral levels, as well as in other countries to establish an effective national coordination mechanism. The engagement of MDPAC within such a mechanism is recommended.

10. Strengthen engagement between Climate Change Division (CCD) and National Disaster Management Office (NDMO) on disaster risk reduction and reflect the establishment and role of the Disaster and Climate Risk Committee (DCRC) (outlined in the drafted NDMP) in the proposed NAP. Clarify the linkages of this committee to a potential national coordination mechanism.
11. Strengthen the MECDM website as the key information source for CCDRM issues for other line ministries as well as external governmental stakeholders.
12. Establish national roundtables as an opportunity for dialogue and engagement with a broad range of stakeholders who are currently undertaking CCDRM work.
13. Institutionalise an iterative Monitoring and Evaluation (M&E) process as a dedicated function of MECDM's PMCU, in close collaboration with MDPAC's M&E Unit.
14. Strengthen provincial level institutions through operationalising climate change committees and dedicating appropriate resourcing to ensure sustainability (through inclusion of costed items in relevant policies and plans). Look at the need for establishing provincial ordinances to strengthen the mandate for coordinating mechanisms at the provincial level.
15. Strengthen provincial disaster management committees to engage around issues of preparedness and recovery, in addition to disaster response, as stipulated in the drafted NDMP.
16. Clarify the role of Provincial Climate Change Committees and Provincial Disaster and Climate Risk Committees (P-DCRCs), and streamline these to effectively dedicate resources and avoid duplication.
17. Utilise current community-based awareness-raising and training programs presented through the Rural Development Programme (RDP) and other mechanisms for mainstreaming awareness around CCDRM at the community level.
18. Strengthen engagement with faith-based organisations, especially women's and youth groups as potential implementers of CCDRM activities.

Human Capacity Analysis

1. MECDM PMCU to be adequately capacitated to play a key role in identifying and coordinating local specialists within Government (roster of experts) for project development and implementation.
2. All CCDRM projects accessed by Solomon Islands must have an embedded component related to capacity development and transfer of knowledge. This will ensure external consultants provide an added value to government.
3. MECDM and partners need to work closely with MPGIS and respective provincial governments to address the issues limiting provincial disaster officers or environment officers from undertaking their functions.
4. The Solomon Islands National University should be resourced to provide in-country capacity building related to CCDRM for government officers.
5. Donors and government agencies engaging in national scholarship opportunities must consult and provide information to both MEHRD and the Social Services Division within MDPAC.

6. Strengthen engagement with NGOs and capitalise on their presence and experience of working with communities.
7. Consider inclusion of officers from MoFT, Solomon Islands Chamber of Commerce and Industry (SICCI) and civil society in regional and international CCDRM meetings (e.g. the UNFCCC COP negotiations).
8. SICCI should consider convening an annual private sector forum with specific focus on financing for development, including climate change finance (e.g. GCF or regional organisations can be invited to facilitate).
9. Solomon Power should explore the recruitment of an environment engineer noting the State-Owned Enterprise's (SOE's) anticipated engagement with the Tina Hydro project and CCDRM.
10. Both provincial and national governments should explore a mechanism that can engage retired public servants at the community level who are willing to support CCDRM efforts.
11. Explore a human capacity development roadmap for CCDRM to plan for absorption of trained expertise at the end of project timelines.

Gender and Social Inclusion Analysis

1. *Capacity*: Build sufficient technical expertise and human resource capacity for gender and social inclusion into the development of programs across relevant ministries and departments. The assessment has highlighted the provincial level as needing the most investment in capacity.
2. *Coordination*: Allocate sufficient resources to support coordination mechanisms to ensure effective partnerships between ministries, with representative structures for women, youth, and persons with disabilities, and with relevant NGOs. This would include technical assistance to prepare relevant guidelines, strategic documents, possibly legislation, as well as administrative, secretariat and logistical costs.
3. *Gender equality awareness*: Widespread gender awareness is critical for addressing the perception that gender equality is unachievable in the Solomon Islands context. There is good precedent to demonstrate that well-integrated gender-sensitive programs with shared governance and shared benefits are possible and accepted in the social and cultural landscape.
 - Support efforts to raise awareness on gender equality and its policy and regulatory framework at all levels; for decision-makers at national and provincial levels; in communities to address the customary dominance of male leadership; and specifically for the selected National Implementing Entity (NIE).
4. *Build on investments already made*: There are several initiatives in the non-governmental sector or externally funded initiatives facilitated or supervised by Government, where there is good programming traction, strategic plans in place, good community engagement, experience and lessons learnt; however, programs need continued investment. In such opportunities, sustainability strategies for transitions to Government management and responsibility and eventual resourcing, should be considered.
5. *Designate allocations within existing resources and new funding to support integration in the social sector*: While there is investment and programming done for Gender and Social Inclusion (GSI) integration in the CCDRM sector, there is some lost opportunity in the social sector where it

is difficult to secure resources for the engagement of women, youth and others in CCDRM. With policy commitments in place and forthcoming, there is a ready-made opportunity to proceed to program development.

6. *Mainstream gender and social inclusion across central Government sector planning and budgeting processes:* MDPAC's key role is implicit in the recommendation to support a strengthened focus on mainstreaming that works towards all sectors integrating gender and social inclusion from policy development, planning, resourcing, implementation and monitoring outcomes. The recommendation includes a greater focus on budgeting and resource mobilisation processes to recognise the importance and benefit of funding the integration of gender and social inclusion across sectors.

Development Effectiveness Analysis

1. In order to strengthen the coordination between Solomon Islands and its donors, NGOs and financial institutions, it is recommended that all aid information be communicated to the Aid Coordination Division of MDPAC. This is to include relevant information on all modes of assistance disbursed directly to recipients.
2. Improve coordination and delegation between donors – donors will need to consult each other and discuss among themselves the processes and procedures that need to be harmonised, and formulate key performance indicators (KPIs) that can be used for this harmonisation process.
3. Institutional capacity building – Government will need to identify its institutional capacity needs, beginning with capacity needs on areas directly related to the effective management of aid, before capacity building programs are formulated in order to be supported by donors.
4. Quality reporting – development partners have a moral obligation to report information relevant to their operations within Solomon Islands accurately and on a timely basis consistent with the Solomon Islands Government requirements. MDPAC will need to roll out public awareness on the new Development Cooperation Policy (DCP) to support this process.
5. Revive the DAD, but through a much simpler and cost-effective software arrangement. Dedicated capacity should also be supported to maintain such a database.
6. Solomon Islands should continue to advocate for donors working in the country to develop a standardised reporting template.

Conclusion

Solomon Islands is showing leadership in both the regional and international levels in addressing climate change and disaster risk management.

Although development partners and donors make an important contribution, the Solomon Islands Government is responsible for developing its capacity to access and manage climate change and disaster risk finance. This will require a whole-of-government approach and is beyond the scope and ability of one agency.

While continued advocacy for access is important, it is also crucial that strengthened national systems and increased use of those systems by development partners and private sector build capacity to



access and use these funds effectively.

It must be noted that a lot of these recommendations build on existing work or actions being planned by the Government, NGOs, private sector or development partners. In that context, some of the recommendations are reaffirmations instead of responding to specific gaps.

The Action Plan table in the next section can guide Solomon Islands' efforts for improving access to climate change and disaster risk financing support from external sources. The Ministry of Environment, Climate Change, Disaster Management and Meteorology, through the Programme Management Coordination Unit and the National Climate Change Working Group (with the support of key partners) should monitor and evaluate progress, and ensure it is integrated and aligned with the Government's overall development efforts outlined in the NDS.

Solomon Islands Climate Change and Disaster Risk Finance Assessment – Action Plan

Recommendations	Relevant PCCFAF Pillar ¹	Priority	2017				2018				2019				Indicative Outputs	Lead Agency	Potential Partners
			Q3		Q4		Q1		Q2		Q3		Q4				
<p>Specific Initiatives</p> <p>1. Incorporate Objective Four (Resilient and environmentally sustainable development with effective disaster risk management, response and recovery) of the NDS as a cross-cutting issue in the MDTP update and develop sector indicators for its evaluation.</p> <p>2. Formulate an NAP aligned to the NDS and the draft of the NDMP.</p> <p>3. Develop a consultative mechanism for the operationalisation and implementation of CCDRM policies and plans including the roll-out of plans to the provinces.</p> <p>4. Develop national mainstreaming guidelines to assist line ministries or sectors with identifying and progressing CCDRM issues in planning and coordination, using an integrated approach.</p> <p>5. Develop specific provincial climate change policies or ordinances.</p> <p>6. Establish a database for community level data and priorities including traditional knowledge to support provincial and national policy formulation.</p>	PP, I	Med											Objective Four is reflected in the MDTP update and sector indicators are developed.	MDPAC	GIZ/DFAT Climate Change Finance Readiness for the Pacific (CFRP), SPC/USAID ISACC, USAID Climate Ready projects.		
	PP	High											NAP is formulated and costed.	MECDM	UNDP, ADB, Commonwealth Secretariat Technical Assistance (ComSec TA), GCF		
	PP, I	High											Guidelines for consultation and implementation are established.	MECDM in consultation with provinces	World Bank (WB), UNDP, SPC/USAID ISACC, relevant NGOs		
	PP, I	High											National mainstreaming guidelines are developed and awareness conducted.	MECDM and MDPAC	GIZ/DFAT CFRP, SPC/USAID ISACC, USAID Climate Ready projects, PIFS/WB Pacific Resilience Program (PREP)		
	PP, I	Med											Provincial climate change policies developed.	MPGIS and MECDM	UNDP, bilateral partners, ComSec		
	PP, I	Low											Database is maintained and updated regularly.	MPGIS, MECDM	NGOs, UNDP, bilateral partners (DFAT, MFAT)		

1 PP – Policy and Planning; I – Institutions; FS – Funding Sources; PFME – Public Financial Management and Expenditure; GSI – Gender and Social Inclusion; HC – Human Capacity; DE – Development Effectiveness

Recommendations	Relevant PCCFAF Pillar ¹	Priority	2017				2018				2019				Indicative Outputs	Lead Agency	Potential Partners
			Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4					
Specific Initiatives																	
7. Progress the development of a Low Emissions Development (LED) policy.	PP	Med													LED policy is drafted.	MECDM and MoFR	Asian Development Bank (ADB), GCF, UNDP
8. Establish and resourcing a Climate Change Finance Unit within MoFT.	I	High													Climate finance unit is established.	MoFT and MECDM	SIG to set up unit and reallocation of staff responsibilities (if necessary) with partners funding additional positions (projects, UNDP, ComSec TA, DFAT, ADB, etc.).
9. Explore a feasibility study on the merit of a national climate change fund.	FS, PP, I, PFME	Med													Feasibility study on a national climate fund is initiated.	MECDM	UNDP
10. Conduct a national synthesis of the impacts/effectiveness of CCDRM projects accessed over the past 3 to 5 years.	All	Med													National synthesis of the CCDRM projects impacts/effectiveness is progressed.	MECDM and MDPAC	PIFS, SPREP, SPC, UNDP
11. Strengthen existing public and private partnerships for engagement and support including the GCF Private Sector Facility (PSF).	I, HC	Med													Regular meeting/update is conducted and awareness of the GCF PSF spread.	MoFT and SICCI	ADB, EU, GCF, PIFS
12. Improve coordination between MECDM, MDPAC and MoFT to ensure that all CCDRM projects are reflected in the national budget.	I, FS, PFME	High													CCDRM projects are included in the national budget.	MECDM, MoFT, MD-PAC	SIG to take the lead with support from PIFS, SPC/USAID ISACC, UNDP
13. Prepare an accreditation action plan drawing from other PICs' experiences (e.g. Samoa, Cook Is.) including the formulation of Environmental and Social Safeguards (ESS) and Gender Action Plan (GAP).	PP, I, PFME	Med													Accreditation plan is prepared including Terms of Reference (ToR) for TA (ESS and GAP policy formulation).	MECDM	SPREP, GIZ/DFAT CFRP project, USAID Climate Ready, UNDP, ADB

Recommendations	Relevant PCCFAF Pillar ¹	Priority	2017				2018				2019				Indicative Outputs	Lead Agency	Potential Partners
			Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q3	Q4			
Specific Initiatives																	
13.1 Establish an accreditation taskforce that is representative of all key stakeholders such as government, private sector and civil society.	PFME, I,	High														MECDM	USAID Climate Ready, UNDP, SPREP, ADB
13.2 Design appropriate readiness programs to be supported under the GCF Readiness Support and other bilateral assistance.	PFME, I	High														MECDM and MoFT	SPREP, GIZ/DFAT-CFRP, USAID Climate Ready, PIFS, ComSec
14. Establish a PIU within MoFT, drawn from internal experiences and technical support from MECDM.	PP, I	Med														MoFT	ADB, UNDP, World Bank & bilateral partners
15. Develop a financial strategy looking at the appropriate mix of financial instruments to address pre- and post-disaster requirements.	PFME	High														MoFT, MD-PAC	ADB, Pacific Financial Centre (PFTAC)
16. Seek approval of the national climate change legislation.	I,PP	High														MECDM	SIG taking the lead
17. Review the National Disaster Council Act 1989.	I, PP	Low														MECDM	NZ MFAT, UNDP, SPC, UNISDR, DFAT
18. Approval of the national forestry bill.	I,PP	Med														MoFR	SIG taking the lead
19. Harmonise draft of national climate change legislation with other legislation being developed (Protection of Traditional Knowledge and Expressions of Culture Bill) to provide a more cohesive legal framework and promote resilient development.	I,PP	Med														MECDM	UNDP, SPREP, PIFS/WB PREP and bilateral partners.

Recommendations	Relevant PCCFAF Pillar ¹	Priority	2017				2018				2019				Indicative Outputs	Lead Agency	Potential Partners	
			Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q3	Q4				Q1
<p>Specific Initiatives</p> <p>20. Develop a training register as an Annex to the MECDM Human Resource Development Plan (HRDP), which outlines capacity development needs and short-term trainings provided by partners.</p>	I, HC	Med															MECDM and MPS	ADB, DFAT, UNDP, Japanese International Cooperation Agency (JICA)
<p>21. Strengthen engagement between MECDM and other line ministries and relegate management of certain CCDRM initiatives to appropriate leading institutions (e.g. REDD+ focal point relegated to the MoFF)</p>	I	Med															MECDM	SIG taking the lead
<p>22. Strengthen the MECDM website as the key information source for CCDRM issues, for other line ministries as well as external governmental stakeholders.</p>	I	High															MECDM	Bilateral partners, GIZ/DFAT-CFFP, SPC/USAID ISACC
<p>23. Establish national roundtables as an opportunity for dialogue and engagement with a broad range of stakeholders who are currently undertaking CCDRM work.</p>	I	High															MECDM	UNDP, SPC/USAID ISACC and bilateral partners
<p>24. Institutionalise an iterative monitoring and evaluation process as a dedicated function of MECDM's PMCU, in close collaboration with MDPAC's M&E Unit.</p>	I, PP	High															MECDM, MDPAC	ADB, UNDP, SPC/USAID ISACC, PFTAC
<p>25. Strengthen provincial level institutions through operationalising climate change committees and dedicating appropriate resourcing to ensure sustainability (through inclusion of costed items in relevant policies and plans).</p>	I, PP,	Med															MPGIS, MECDM	UNDP, SPC/USAID ISACC and bilateral partners

Recommendations	Relevant PCCFAF Pillar ¹	Priority	2017				2018				2019				Indicative Outputs	Lead Agency	Potential Partners
			Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q3	Q4			
Specific Initiatives																	
32. Provide resources to Solomon Islands National University for in-country capacity building related to CCDRM for government officers.	HC, I	Med													Allocation of resources in the budget.	MDPAC and MoFT	Bilateral partners
33. Donors and government agencies engaging in national scholarship opportunities must consult and provide information to both MEHRD and the Social Services Division within MDPAC.	HC, I	Med													Report on scholarship support by donors is available.	MEHRD and MDPAC	Bilateral partners
34. Include officers from MoFT, SICCI and civil society in regional and international CCDRM meetings (e.g. the UNFCCC COP negotiations).	HC, I	Med													Relevant officials are part of the meeting delegation.	MECDM	UNFCCC focal point to drive
35. Convene an annual private sector forum with specific focus on financing for development, including climate change finance (e.g. GCF or regional organisations can be invited to facilitate).	HC, I, FS, DE	Med													An inclusive private sector forum is convened with a well-developed agenda.	SICCI	ADB/GCF and existing related projects – GIZ/ DFAT CFRP, SPC/ USAID ISACC and USAID Ready
36. Recruit a potential environment engineer by Solomon Power noting the SOE's anticipated engagement with the TRHDP and CCDRM.	HC	Med													Environment engineer is recruited.	Solomon Power	GCF, WB, DFAT or domestic resources
37. Establish a mechanism whereby the provincial and national governments could engage retired public servants at the community level who are willing to support CCDRM efforts.	HC	Low													Guidelines are established for the engagement of retirees.	MECDM and MPGIS	SIG to lead
38. Explore a human capacity development roadmap for CCDRM to plan for absorption of trained expertise at the end of project timelines.	HC	Low													Human capacity development roadmap is initiated.	MECDM and MPS	UNDP, bilateral partners

Recommendations	Relevant PCCFAF Pillar ¹	Priority	2017				2018				2019				Indicative Outputs	Lead Agency	Potential Partners
			Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4					
39. Build capacity and include technical expertise for gender and social inclusion and human resource capacity into the development of programs, and equally to include this as a component in relevant ministries and departments related to the program.	HC, GSI	High														MWYCFA	Bilateral partners and existing regional initiatives such as Regional Technical Support Mechanism (RTSM), Pacific Technical Assistance Mechanism (PACTAM), etc., SPC, UN Women, UNDP PRRP
40. Provide sufficient resources to support coordination and to promote effective partnerships between ministries, with representative structures for women, youth, and persons with disabilities and with relevant NGOs.	GSI, I	Med														MoFT and MWYCFA	Bilateral partners
41. Increase gender equality awareness including policy and regulatory framework at all levels to address the customary dominance of male leadership and specifically for the selected NIE.	GSI, I, PP	Med														MWYCFA and MECDM	SPC, UN Women, UNDP PRRP
42. Formulate sustainable strategies for CCDRM projects transitioning to Government management, utilising good practices and lessons learnt from externally funded initiatives implemented by the non-governmental sector.	PP, I	Med														MECDM	Bilateral partners
43. Mainstream gender and social inclusion across central Government sector planning processes.	GSI, I	Med														MWYCFA and MDPAC	SPC, UN Women, UNDP PRRP, PIFS

Recommendations	Relevant PCCFAF Pillar ¹	Priority	2017				2018				2019				Indicative Outputs	Lead Agency	Potential Partners
			Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2			
Specific Initiatives																	
44. Strengthen coordination between Solomon Islands and its donors, NGOs and financial institutions to ensure that all aid information is communicated to the Aid Coordination Division of MDPAC.	DE, FS	High														MDPAC	Bilateral partners and donors
45. Improve coordination and delegation between donors on the processes and procedures to be harmonised and formulate KPIs that can be used as performance indicators for this harmonisation process.	DE, PP	Med														MDPAC	GIZ/DFAT CFRP, SPC/ USAID ISACC, bilateral partners/donors
46. Review capacity needs on areas directly related to the effective management of CCDR finance, before programs are formulated in order to be supported by donors.	DE, HC	Low															GIZ/DFAT CFRP, SPC/ USAID ISACC
47. Public awareness on the new (DCP to ensure accurate and timely reporting to MDPAC.	DE	High														MDPAC	Bilateral partners
48. Revive the DAD using simple and cost-effective software including dedicated support to maintain the database.	DE, FS	Med														MDPAC	Donors and bilateral partners
49. Develop a standardised template for ease of reporting to the bilateral partners/donors.	DE, FS	Med														MDPAC	Bilateral partners



1. Introduction

1.1 Why is this Assessment Important for Solomon Islands?

Pacific Islands Forum Leaders have continuously expressed concern that it is very difficult for Pacific Island Countries (PICs) to access international climate change and disaster risk finance.

Solomon Islands, as a small island developing state and least developed country, requires scaled-up and targeted financial resources to be able to effectively respond to the adverse effects of climate change and disasters.

The Government is engaging with a range of partners to progress its national priorities related to resilient development as identified through the National Development Strategy 2016–2035, and sector policies and plans. Progressing existing and planned efforts to undertake policy and institutional reforms will assist Solomon Islands in strategically engaging with its partners.

This assessment will complement the Solomon Islands Government's efforts to:

- gain clarity on the national climate change and disaster risk finance landscape;
- gain clarity on who the key partners are;
- manage and up-scale climate change and disaster risk finance;
- take stock of, and update and strengthen, current policies and plans, institutions, and public financial management systems; and
- make informed decisions for budget planning prioritisation and effective coordination.

1.2 Scope of this Assessment

The Solomon Islands Climate Change and Disaster Risk Finance Assessment was guided by the Pacific Climate Change Finance Assessment Framework (PCCFAF), which reviewed the climate change and disaster risk finance program of Solomon Islands against seven key pillars: (i) policies and plans, (ii) funding sources, (iii) public financial management and expenditure, (iv) institutions, (v) human capacity, (vi) gender and social inclusion, and (vii) development effectiveness. It also involved a rapid assessment of the potential agencies that could serve as the National Implementing Entity to the Green Climate Fund, which will promote direct access to this fund for Solomon Islands.

Consultations were undertaken with stakeholders at the national level in Honiara and two provinces – Temotu and Choiseul.

Solomon Islands is the seventh Pacific Island Country to undergo a climate change finance assessment. The PCCFAF has already been applied in Nauru (2012), Republic of the Marshall Islands (2014) and Tonga (2015), while a complementary framework led by UNDP, known as the Climate Public Expenditure and Institutional Review (CPEIR), was undertaken for Samoa (2012), Fiji (2014) and Vanuatu (2013).


1.3 How Information was Collected and Analysed

This Solomon Islands assessment is based on two key sources:

1. Review of available information on policies, plans, reports, budgets, studies, programs, projects, national statements and submissions and approaches of Solomon Islands and key development partners; and
2. Face-to-face, email and phone consultations with national government officials, provincial government officials, permanent secretaries, bilateral and multilateral development partners, educational institutions, private sector, and civil society actors (NGOs, faith-based groups, community representatives).

The assessment also draws on relevant findings of previous studies undertaken in Solomon Islands, including the 2014 Forum Compact Peer Review and the 2012 Public Expenditure and Financial Accountability Assessment.

A joint assessment team, comprising PIFS, SPC/USAID ISACC Project, SPC and GIZ/DFAT Climate Finance Project, undertook missions to Solomon Islands in September and November 2016 to gather information and consult national and provincial stakeholders, particularly Choiseul and Temotu. The



initial scoping mission was undertaken from 19 to 23 September 2016. The full assessment was undertaken from 28 November to 9 December 2016. Information gathered was validated, coded, analysed, and specific reports developed by key partners on each aspect of the assessment. A follow-up mission to present the preliminary findings was conducted from 30 January to 3 February 2017 where a national workshop was convened on 31 January 2017, preceded by a policy briefing for Permanent Secretaries in order to gather feedback on the preliminary findings. A full list of stakeholders that were consulted is included as Appendix 1.

1.4 Principles of Ownership and Inclusive Participation

This work will not be effective without country ownership and inclusive participation. Ownership of the assessment report by the Solomon Islands Government is critical. This was facilitated through national workshops for government and non-governmental stakeholders to provide inputs and validate the assessment's preliminary findings. Adequate opportunity was also given for stakeholders to provide feedback on the draft assessment report. This also included a policy briefing for Permanent Secretaries and parliamentarians. Ensuring that stakeholder participation in the consultations extend beyond the core climate change and disaster management departments or ministries, the inclusion of civil society, private sector, community representatives and two provinces, was beneficial for gathering a range of experiences and perspectives to shape the findings of this assessment.

The second key message is that this assessment recognises the National Development Strategy 2016–2035 as the overarching platform that this joint effort is founded on.

Thirdly, the assessment did not start from scratch. Most of the findings are reaffirmations of initiatives that the Government and partners are already doing or planning.

Finally, this assessment is not just to facilitate improved access to climate change and disaster risk finance. Strengthening country systems will improve donor confidence to engage with Solomon Islands and catalyse the achievement of the sustainable development goals.

1.5 Structure of this Report

The chapters in this report are structured according to various elements of Solomon Islands' climate change and disaster risk management priorities, including policies and plans, funding sources, public financial management and budget expenditure, institutions, human capacity, gender and social inclusion, and development effectiveness. The opportunities for improvement are interlinked and thus relevant across the different chapters.

Each chapter begins with key messages followed by relevant recommendations. A summary of the opportunities for improvement and recommendations are included at the beginning of the report. A general conclusion is at the end of the report, in Section 9.



2. Policies and Planning Analysis

Key messages

- ✓ The Government has been an active and vocal participant on CCDRM issues at the regional and international levels.
- ✓ Solomon Islands has taken a forward-thinking approach in developing national policies that integrate climate change and disaster risk reduction, as well as shifting policy and planning mechanisms towards a resilient development agenda in line with the regional Framework for Resilient Development in the Pacific (FRDP). It is timely to focus on reviewing and strengthening national CCDRM policies and to lift the responsibility of these issues to the level of the NDS, to facilitate high-level oversight and strategy across all sectors.
- ✓ Many line ministries are already addressing CCDRM issues in their work and are recognising the increasing importance of CCDRM as a cross-cutting issue. Nevertheless, mainstreaming of CCDRM issues could still be done more effectively and there are a number of sectors yet to adequately reflect these issues in their policies and plans.
- ✓ While the importance of engaging with provincial government is recognised, effective vertical integration of CCDRM is not currently being achieved. This is the case both for translating national policies from the top down as well as reflecting community and provincial level priorities from the bottom up. Strengthening provincial level policies and plans to include CCDRM issues is also an area of opportunity.

2.1 Solomon Islands International Position on Climate Change and Disaster Risk Management

Solomon Islands is a signatory to the United Nations Framework Convention on Climate Change (UNFCCC), Kyoto Protocol and ratified the Paris Agreement in September 2016. Solomon Islands has been an active and vocal participant in international climate change and disaster risk fora and agreements, advocating strongly for emissions reduction pathways that are capable of limiting temperature increase to well below 1.5°C and calling for the inclusion of a Loss and Damage Article in the Paris Agreement. Solomon Islands submitted its Intended Nationally Determined Contribution (INDC)² as part of the UNFCCC process in the lead up to the Paris Agreement. The Government is now working towards ensuring systems and processes are in place to enable the monitoring and tracking of progress towards their Nationally Determined Contribution (NDC). As such, the development of a financial strategy has been prioritised, which will track and source external funding to be utilised in the achievement of activities stipulated in the NDC. It is recommended that this is progressed as a joint activity of MECDM, MoFT and MDPAC.

Solomon Islands has committed to continuing its participation and interface with the UNFCCC Conference of the Parties (COP) process. The Initial National Communication to the UNFCCC was submitted in 2004. To date, the Second National Communication has not been submitted. In line with its commitment to actively participate in this process, it is essential that this Second National Communication is finalised and submitted by the Government as a short-term priority.

Solomon Islands is also a signatory to the Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters, and the successor instrument, the Sendai Framework for Disaster Risk Reduction 2015–2030. Furthermore, the Government has shown leadership in integrating climate change and disaster risk reduction through the establishment of the Ministry of Environment, Climate Change, Disaster Management and Meteorology (MECDM). Through support from the DFAT/UNDP Pacific Risk Resilience Programme, officers acquainted with climate change had been placed within the Ministry of Agriculture and Livestock (MAL), the Ministry of Women, Youth, Children and Family Affairs (MWYCFA) and the Ministry of Development Planning and Aid Coordination (MDPAC). The Government has supported the recent endorsement of the regional Framework for Resilient Development in the Pacific (FRDP) 2017–2030³, which was endorsed by Forum Leaders in September 2016. The FRDP is currently being integrated into the Solomon Islands updated National Disaster Management Plan (draft) 2016, and Solomon Islands is one of the first countries in the region to do this. The FRDP replaces the separate regional frameworks for climate change and disaster management.

2 The INDC of the Solomon Islands, submitted in September 2015, outlines a commitment to reducing emissions by 12% below 2015 levels by 2025, and by 30% below 2015 levels by 2030 compared with a Business As Usual (BAU) projection. Conditional on appropriate international assistance, a further 27% reduction in GHG emissions by 2025 and 45% reduction by 2030 compared with a BAU projection can also be contributed.

3 The Framework for Resilient Development in the Pacific was endorsed by Pacific leaders in 2016. It provides high-level strategic guidance to different stakeholder groups on how to enhance resilience to climate change and disasters, in ways that contribute to and are embedded in sustainable development.

2.2 National CCDRM Policy Framework

In line with Solomon Islands' international obligations, the Government has been proactive in the development and updating of national policies and plans that incorporate, and are specific to, climate change and disaster risk management. This includes the National Development Strategy, the National Climate Change Policy, the National Adaptation Programmes of Action and the draft of the Disaster Management Plan that is outlined in this section.

A depiction of the national policy landscape is presented in Figure 1. This highlights certain sector policies relevant to CCDRM and those that were accessed for review by the assessment team. It does not include all sector policies and plans currently in place in Solomon Islands.

2.2.1 National Development Strategy 2016–2035

The National Development Strategy (NDS) 2016–2035 provides the overarching long-term policy framework for national development priorities, and outlines a vision of 'improving the social and economic livelihoods of all Solomon Islanders' (SIG 2016a, p. 10). It maps out the strategic direction for the future development of Solomon Islands, identifying five **long-term NDS objectives** on which development should focus:

1. Sustained and inclusive economic growth.
2. Poverty alleviated across the whole of the Solomon Islands, basic needs addressed and food security improved; benefits of development more equitably distributed.
3. All Solomon Islanders have access to quality health and education.
4. Resilient and environmentally sustainable development with effective disaster risk management, response and recovery.
5. Unified nation with stable and effective governance and public order.



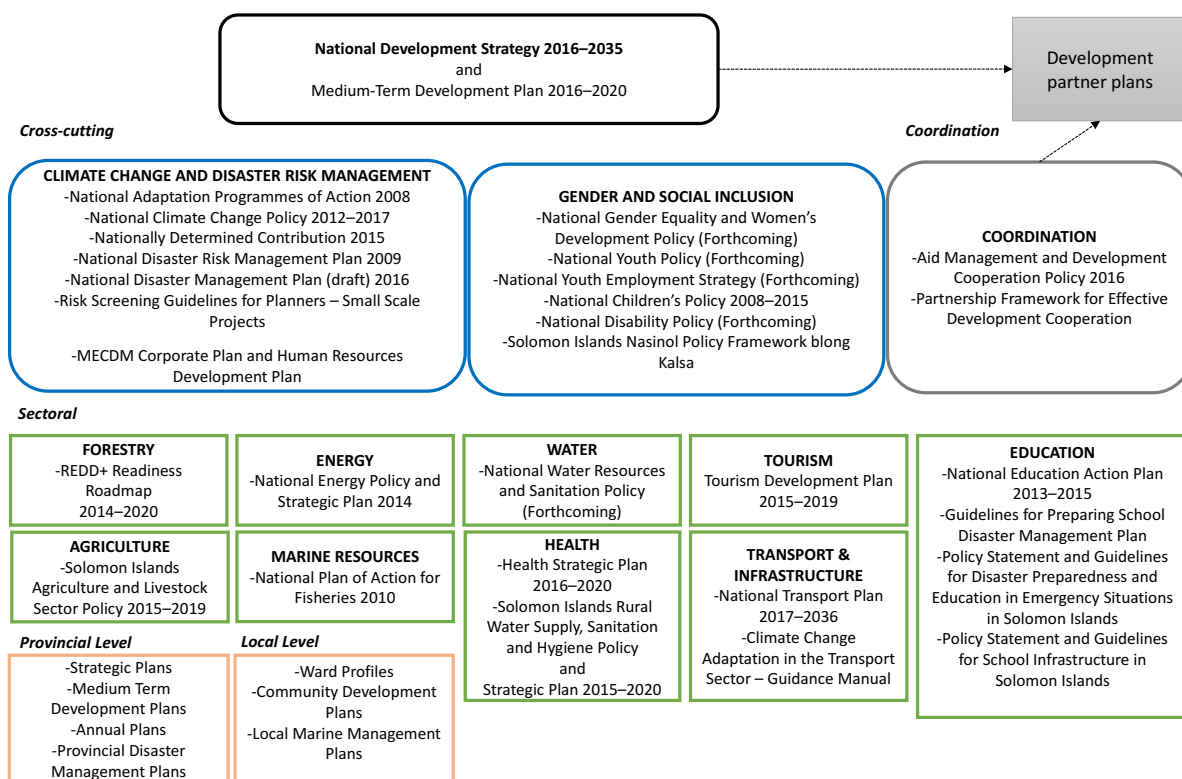


Figure 1. National policy landscape of Solomon Islands.

Each of the five long-term objectives of the NDS is supported with medium-term strategies that make up the Medium-Term Development Plan (MTDP). The MTDP is a five year rolling plan, which accompanies the NDS and translates it into actionable programs and projects.

In relation to CCDRM, Objective Four of the NDS stipulates:

‘Resilient and environmentally sustainable development with effective disaster risk management, response and recovery.’

It is supported with two medium-term development strategies including the following:

- Medium-Term Strategy 10: Improve disaster and climate risk management, including prevention, risk reduction, preparedness, response and recovery as well as adaptation as part of resilient development; and
- Medium-Term Strategy 11: Manage the environment in a sustainable way and contribute to climate change mitigation.

Sector specific plans, provincial strategic plans and ministry corporate plans are to align with the NDS, as outlined in Figure 2.

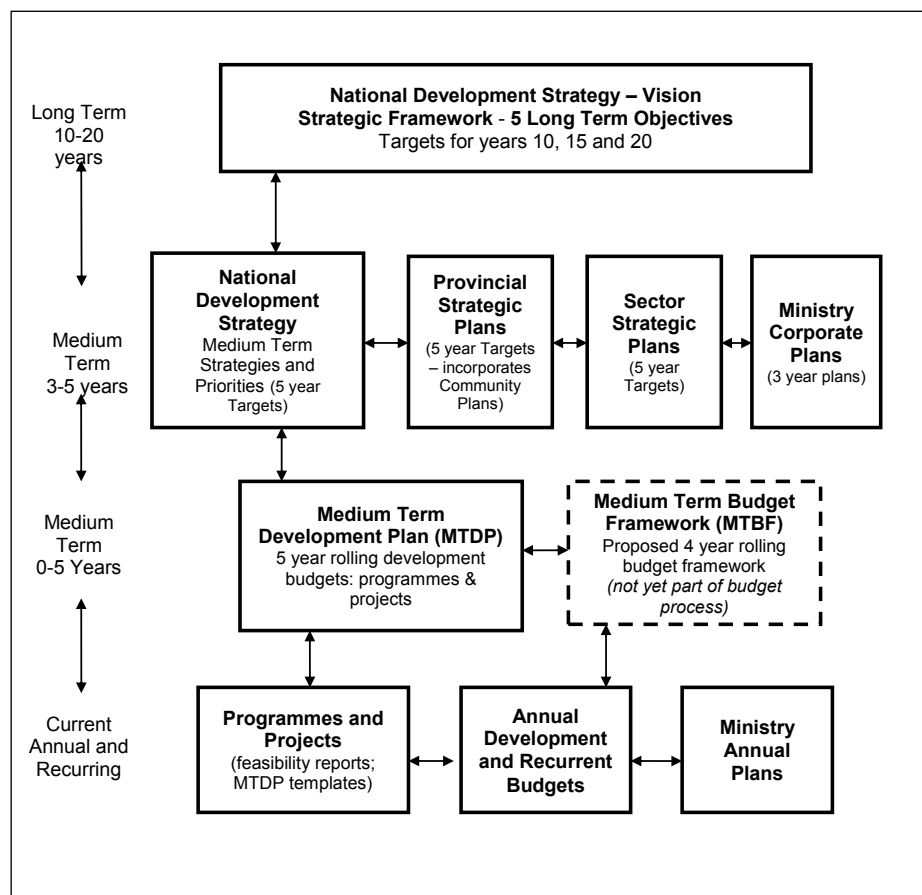


Figure 2. Structure of the NDS and planning process.

In comparison to the previous National Development Strategy 2011–2020, the updated strategy provides a positive shift towards a resilient development approach, which encompasses climate change adaptation, disaster risk reduction, disaster preparedness, response and recovery and climate change mitigation, alongside principles of environmental management.

As the overarching framework for development in Solomon Islands, it is imperative that more emphasis is placed on the relevance and application of Objective Four by all sectors, thus lifting these issues to a national level rather than being the sole responsibility of one ministry. This should be reflected in the next update to the MTDP, and link more of the sector development programs and plans to this objective. The current MTDP only stipulates MECDM, MID and MAL as ministries that are currently contributing to this objective. However, as evident in the Funding Source Analysis section of this report commencing on page 30, a number of other sectors are also currently engaged in CCDRM activities. Reflecting this at the national level will help to support the active engagement of line ministries in CCDRM, going forward.

The long-term evaluation of the NDS is due to commence in 2017; however, the majority of sectors have still not submitted their indicators for the measurement and benchmarking of this strategy. The development of indicators, especially for actions related to Objective Four, is imperative for addressing the current gap in impact assessment and analysis of CCDRM activities within Solomon Islands. The development and submission of NDS indicators should be progressed as a priority.

2.2.2 National Climate Change Policy 2012–2017

The National Climate Change Policy (NCCP) 2012–2017 is a key document for guiding Solomon Islands national climate change related work. The NCCP was developed with the intention of integrating climate change and disaster risk reduction into one policy framework. It outlines ten policy outcomes that are detailed with associated directives and strategies. Given this was the first such policy for Solomon Islands, it covers a comprehensive array of policy areas, including a focus on mainstreaming climate change into all development sectors and integrating it into the work of a broad range of stakeholders, including the private sector. Nevertheless, the NCCP does have some shortcomings, which can be addressed in the upcoming review of the policy, due to commence in 2017.

While outlining broad strategies that are relevant to each policy directive, the NCCP does not include specific outcomes, targets or progress indicators, nor does it provide a process or timetable for the achievement of the strategies. Any indicators developed should also be measurable in order to enable an accurate picture of the progress of implementation. It also does not outline relevant costings for the stipulated directives that can be reflected in the national budget that are important for ensuring prioritisation. Feedback from other line ministries suggests that the NCCP was not widely consulted or communicated during its development and initial operationalisation. Given the focus and importance of mainstreaming climate change as a cross-cutting issue, it is recommended that any succeeding framework undergoes comprehensive stakeholder consultation. This should include line ministries, as well as external stakeholders such as private sector, faith-based organisations, development partners, NGOs, etc.

2.2.3 National Adaptation Programmes of Action 2008

The development of the National Adaptation Programmes of Action (NAPA) 2008 has been integral in guiding national adaptation work to date. This document outlines a number of priority sectors for Solomon Islands, including agriculture, water resources, energy, human health, mining, fisheries and marine resources, human settlements, infrastructure, forestry, waste, education, environment, and tourism. Given the NAPA was developed in 2008, it is timely that the Solomon Islands Government is currently considering updating this through the development of a National Adaptation Plan (NAP). This will provide an important process for identifying both the medium- and long-term adaptation needs for Solomon Islands and for developing strategies and programs to address these. It is intended that the NAP will also reflect a risk resilience approach.

Of particular importance in the development of this NAP will be to ensure vertical integration of adaptation priorities, from national through to provincial and community/village levels, as well as in alignment with international commitments. To be effective, national adaptation planning must be informed by and supportive of local adaptation planning (Daze et al. 2016). The inclusion of local and traditional knowledge as part of this process is critical. Furthermore, as highlighted in the previous section, including a costed action plan will help to ensure prioritised resourcing to implement the identified adaptation needs.

2.2.4 National Disaster Management Plan 2016 (draft)

The National Disaster Management Plan (NDMP) 2016 is currently in draft form and provides the policy, institutional and operational arrangements for the management of disasters. It encompasses arrangements at the national, provincial and local levels. It updates and replaces the National Disaster Risk Management Plan 2009 and also presents a change in focus, aligning more closely with Goal 3 of the FRDP, which stipulates ‘strengthened disaster preparedness, response and recovery’ (FRDP 2016, p. 3)⁴ and Objective Four of the NDS. Specifically, the NDMP now focuses solely on disaster risk management, with disaster risk reduction no longer a policy or operational component of the NDMO. This is now to become part of associated climate change adaptation processes and should be adequately reflected in proceeding climate change related policies, such as the NAP and the upcoming review of the National Climate Change Policy 2012–2017.

The draft of the NDMP has undergone eight months of consultations, aiming for submission to the National Disaster Operations Committee for approval in 2017 and then to cabinet for endorsement. The plan provides a comprehensive framework for the coordination of disaster management activities by different stakeholders, as well as specifying the mechanisms at the provincial and ward levels for disaster management action. Given these inclusions, it will be an important part of the operationalisation of this new plan to engage specifically with provincial governments and other broader stakeholders, on its implementation. This will ensure clarification around the Solomon Islands Government disaster committee system and the UN cluster system, which works alongside this. Furthermore, this is necessary given that the development of community plans to address disasters, as well as other agency plans and hazard specific contingency plans, are expected to be developed in line with the policy, and institutional and operational requirements as outlined in the NDMP.

2.3 Other Sector Policies and Plans

A comprehensive analysis of every sector policy and plan is beyond the scope of this assessment. For an overview of the identified NAPA priority sectors and how CCDRM is currently incorporated within these sector policies and plans at a national level, refer to Appendix 3. Table 1 provides an overview of how CCDRM is currently being reflected in sector policies. In general, a number of sector policies, corporate and strategic plans are beginning to incorporate references to climate change and disaster risk management, with line ministries increasingly recognising the need to take up the challenge with regard to these issues. Nevertheless, there is still a way to go in ensuring CCDRM are mainstreamed effectively. Mainstreaming can be a complex process and as such, the development of national mainstreaming guidelines would help to support the identification of entry points for line ministries for including CCDRM into their policies, plans and activities.

⁴ Goal 1) Strengthened integrated adaptation and risk reduction to enhance resilience to climate change and disasters and Goal 2) Low carbon development, will be addressed by a new plan/s.

Table 1. NAPA priority sectors and policy links to CCDRM.

NAPA Priority Sector	Specific CCDRM Related Policy/Plan	CCDRM Included in Overarching Sector Policy	Sector Policy Linkage to NDS
Agriculture	No	Yes	Yes (NDS 2011–2020)
Water Resources	No	Yes – extreme events	Unsure
Energy	No	Yes, briefly	Yes (NDS 2011–2020)
Human Health	Health and CC Policy currently being drafted	No	Yes (NDS 2011–2020)
Mining	Unsure	Unsure	Unsure
Fisheries and Marine Resources	Drafting of climate change specific policy identified for 2017	No sector policy	N/A
Human Settlements	Unsure	Unsure	Unsure
Infrastructure	Yes	Yes	Yes (NDS 2016–2035)
Forestry	Yes	No sector policy	N/A
Waste	Unsure	Unsure	Unsure
Education	Yes	No	Not specified
Environment	Yes	Yes	Yes (NDS 2011–2020)
Tourism	No	Yes	No

[For a detailed analysis of each of the above sector policies, see Appendix 3]


While a number of current sector policies align to the preceding NDS, the shift towards a more holistic resilient development approach within the current NDS needs to be reflected in sector policy and plan updates. This will also support shifting CCDRM from a sector specific issue, to within the remit of sustainable development outcomes relevant to all sectors. Opportunities for cross-sectoral collaboration are imperative and can be better enabled through aligning all sector policies and plans with this overarching risk resilient development framework. Furthermore, the development of multi-sector policies for key CCDRM issues – such as food security – exist as an opportunity to strengthen coordination between relevant line ministries on these cross-cutting issues. A five year multi-sector policy on national food safety and security has recently expired. This presents an opportunity for a number of line ministries to collaborate in developing a ‘follow-on’ from this.

A Low Emissions Development policy, which is outlined for development in the current MTDP, would also strengthen the current policy framework, and complement the NDC and National Energy Policy.

2.4 Vertical Integration of CCDRM Policies and Planning

2.4.1 Provincial level policy and planning

The Ministry of Provincial Government and Institutional Strengthening (MPGIS) is the overarching body for the nine provincial governments in Solomon Islands. It has been advised that the MPGIS Corporate Plan 2017–2019, which is currently in development, will include climate change as part of the strategic goals, with a focus on improving awareness and capacity around climate change issues at the provincial government level. This is an important step towards greater engagement of MPGIS and individual provincial governments on this issue.



Nevertheless, given the significant amount of CCDRM that is currently undertaken at the sub-national level, strengthening of the provincial policy framework around CCDRM is needed. Provincial governments are expected to develop a number of key strategic documents including Annual Plans (yearly), Medium-Term Development Plans (every three years), and Strategic Plans (every five years). These strategic documents provide the entry point for reflecting cross-cutting CCDRM issues. Choiseul Province⁵ has recently included climate change within the situational analysis section of the province's Medium-Term Development Plan 2015–2017, and identifies the implications for Choiseul's development priorities. The plan also includes a list of projects grouped under different sectors, of which some climate change projects have been captured. Nevertheless, specific climate change related actions or priority outcomes are not currently defined and better awareness of provincial authorities around current climate change activities that are being implemented is also needed, in order to reflect these effectively. Supporting the inclusion of these issues into updated provincial level strategies and plans is recommended for the short- to medium-term, with the development of specific province climate change policies or ordinances as a longer-term opportunity.

The National Disaster Management Plan (draft) 2016 provides a more comprehensive outline of the translating of disaster management to the provincial and local levels, and developing relevant sub-national plans for disaster management. Support has also been provided by a number of external stakeholders in the development of provincial and village level disaster management plans. Nevertheless, the implementation of these could be strengthened and operationalising all stages of the disaster cycle (risk reduction, preparedness, response and recovery), is still needed.

2.4.2 Capturing local/community level priorities

More needs to be done to ensure community and provincial level priorities are integrated and adequately reflected in national level policies. A number of NGOs are currently working at the community level and supporting the development and defining of community-development priorities, which in some cases are reflected back to both ward and provincial plans. However, it is unclear whether these are currently fed back and captured at the national level. The CHICCHAP, currently being implemented in Choiseul Province (see Box 3, page 70) provides a current example of how this may be achieved, through the development of a consolidated implementation work plan that line ministries have access to. The updating of activities in the work plan enables line ministries to be informed on the progress of activities. The Solomon Islands Government is currently working to roll out the CHICCHAP approach in all provinces, and strengthening this feedback mechanism at the national level could provide an entry point for reflecting community and provincial level priorities at the national level.

Similarly, a greater focus on local/community level information and data is needed, especially around vulnerability assessments and adaptive capacity. A more comprehensive focus on undertaking standardised national vulnerability and adaptation assessments (rather than relying on an ad hoc approach that is based on project implementation) would help to focus this. Current progress being made in Fiji, utilising a digitised version of the Integrated Vulnerability Assessment tool that was developed by University of the South Pacific (USP) may be of interest in this regard. Furthermore, ensuring local and traditional knowledge is informing climate change adaptation and disaster risk management planning is a key component of this. This is recognised in the NCCP, however does not currently seem to be happening in a systemised way. Establishing a mechanism to help capture this is recommended and further detailed in the institutional analysis within this report.

⁵ While the assessment covered both Choiseul and Temotu provinces, none of the strategic documents for Temotu province were provided to the assessment team and thus they have not been included in this section of the analysis.

2.5 Recommendations

1. Reflect Objective Four of the NDS (resilient and environmentally sustainable development with effective disaster risk management, response and recovery) as a cross-cutting issue relevant to all sectors in the next update to the Medium-Term Development Plan (MTDP), and link more sector development programs and plans to this objective.
2. Develop sector indicators to progress the long-term evaluation of the NDS – specifically benchmarking achievements towards Objective Four related to resilient development, climate change and disaster risk management.
3. Progress the development of a National Adaptation Plan (NAP) aligned with the risk resilient development approach outlined in the NDS and as a complementary policy to the drafted National Disaster Management Plan (NDMP). When updating the Climate Change Disaster Risk Management (CCDRM) and other sector policies and plans – for example the National Climate Change Policy 2012–2017 (NCCP) – the NDS should now be reflected and focus on resilient development and CCDRM as cross-cutting issues within this.
4. The development of new policies and plans should ensure vertical integration to align national, provincial and community priorities, including targeted actions that are costed within policies, which can also help to ensure CCDRM activities are prioritised in the budget, and planning processes are effectively resourced.
5. Comprehensive consultations should be undertaken in the development and operationalisation of CCDRM policies and plans in order to ensure engagement of all stakeholders and provide clarity around the implementation role of different actors. This is critical for the NCCP when it expires in 2017. For the current drafted NDMP, it is recommended that there is a roll out to all provinces once this is approved.
6. Develop national mainstreaming guidelines to assist in identifying key entry points for line ministries in order to progress the inclusion of CCDRM as a cross-cutting issue in sectoral policies, plans and activities.
7. Look at opportunities for developing multi-sector policies for key CCDRM issues, such as food security, as an initial step towards greater coordination of relevant line ministries on these cross-cutting issues.
8. Progress the development of an NDC Financing Strategy, to identify and track external funding sources for progressing activities stipulated within the NDC. This is recommended as a joint activity between Ministry of Climate Change, Disaster Management and Meteorology (MECDM), Ministry of Finance and Treasury (MoFT) and Ministry of Development Planning and Aid Coordination (MDPAC).
9. Progress the finalisation and submission of the Second National Communication to the United Nations Framework Climate Change Convention (UNFCCC), to maintain Solomon Islands' strong engagement and dialogue at the international level.
10. Strengthen the policy framework at the provincial level, identifying entry points for mainstreaming these issues more effectively into provincial plans. In the longer term, consider the development of specific provincial level climate change policies or ordinances.
11. Establish mechanisms to capture community level data and priorities, as well as local and traditional knowledge, and feed these back into both provincial and national policies.
12. Progress the development of a Low Emissions Development (LED) policy to complement the current CCDRM policy mix.



3 Funding Source Analysis

Key messages

- ✓ Solomon Islands has accessed a significant amount of climate change and disaster risk finance over the past seven years from a range of sources.
- ✓ Most climate change and disaster risk reduction support to Solomon Islands has been project-based, which made it difficult to sustain activities and retain expertise.
- ✓ A larger portion of climate change and disaster risk finance accessed by Solomon Islands was from multilateral sources in comparison to bilateral sources.
- ✓ The top beneficiary sectors of climate change and disaster risk finance accessed over the past seven years include energy, transport, water, disaster risk reduction/management, agriculture and food security, and forestry.
- ✓ Other line ministries and non-state actors are actively engaging in CCDRM activities, which is useful for lessening burden on MECDM staffing capacity and for addressing bottle-necks of slow implementation. All CCDRM projects should be reflected in the budget.

3.1 Defining Climate Change and Disaster Risk Finance in the Context of Solomon Islands

Internationally, there is no agreed definition for climate change finance. Solomon Islands national climate change and disaster risk management plans and policies have attempted to define climate change adaptation, mitigation, disaster risk management and disaster risk reduction, and are guided by regional and international definitions. However, climate change finance and disaster risk finance have not been defined.

For the purpose of this assessment, the multi-agency finance assessment team has taken a broader approach to defining what can be counted as climate change finance or disaster risk finance. For example, this is in line with the broader support being available through the Green Climate Fund (GCF). To date, the five GCF projects approved for Pacific Island Countries range from water and waste-water for Fiji, to coastal protection for Tuvalu, climate information services for Vanuatu, flood management for Samoa, and renewable energy for Cook Islands. Solomon Islands, through support from the World Bank, submitted the Tina River Hydropower Development project for the GCF Board consideration in April 2017, with a favourable outcome.

The following simplified definitions have been developed in consultation with national stakeholders and guided by existing plans and policies.

Box 1. Simplified definitions in the context of Solomon Islands.

Climate Change Adaptation

Activities that *respond to the adverse impacts of climate change* on the environment, human wellbeing and survival, and culture – reducing their vulnerability or increasing their capacity to make change (resilience). For example, coastal defences, food and water security, improving health, education, etc.

Climate Change Mitigation

Activities that contribute to *lowering the cause of climate change (greenhouse gas emissions)*. For example, installation of renewable energy sources, fuel efficiency, reducing energy use, carbon storage in vegetation (REDD+), etc.

Disaster Risk Management

Activities that *respond to the damages and losses caused by a disaster* on humans, environment and infrastructure.

Disaster Risk Reduction

Activities that contribute to *lowering the risks associated with disasters* on humans, environment and infrastructure.

Climate Change Finance

Financial flows for 'mitigation' and 'adaptation'. These can be *multilateral, bilateral, private* or from *domestic resources*, and may include various modalities such as *grants, loans, concessional loans, guarantees, equity*, etc. It may be delivered through *projects, budget support* or *trust fund arrangements*. Mobilisation of climate change finance is expected to be led by developed countries to assist developing countries, SIDS and LDCs (obligatory commitment).

Disaster Risk Finance

Financial flows for 'disaster risk management' and 'disaster risk reduction'. These can be *multilateral, bilateral, private* or from *domestic resources*. Mobilisation of disaster risk finance is a state responsibility for catalysing and coordinating external support (good-will/humanitarian assistance).

3.2 The Global Architecture of Climate Change Finance

Improved access to finance is a critical need of PICs in order to adapt to the adverse impacts of climate change and disasters. For Solomon Islands, finance is a key ‘means of implementation’ for the Paris Agreement on Climate Change, the Sendai Framework on Disaster Risk Reduction and the Sustainable Development Goals (SDGs). Developed countries (and some developing countries) have taken a concerted effort to jointly mobilise finance to support developing countries. Solomon Islands has taken steps to improve its engagement with partners and funding sources, through policy and institutional reforms, which are discussed in detail in the Policy and Planning Analysis and the Institutional Analysis.

Although positive progress has been noted in terms of the region’s access to international climate change and disaster risk finance, a lot of challenges still remain – some of which are attributed to the global funding architecture. The pledges made in the international fora must be considered in this context. Part of the frustration in accessing climate change funds stems from a disconnection between the global pledges and the apparent limited amount of finance received at the country level to address climate change concerns.

Figure 3 depicts the various pathways and channels through which funding for climate-related activities flow through to Solomon Islands. One important point to note which can be lost in the discussion is that quite a substantial amount of climate change funds are directed through bilateral Official Development Assistance (ODA) programs. While a lot of attention is placed on multilateral sources of finance, much climate change finance filters down through traditional bilateral programs with recipient countries. Also, while a large portion of climate change funds are delivered as grants, other assistance is delivered as loans, concessional loans and risk guarantees. In Figure 3, the bucket represents the national budget. A key issue in Solomon Islands is that a significant amount of climate change and disaster risk finance falls outside of the direct purview of the national budget. These are resources directly accessed by NGOs or line ministries, but not often tracked or reported through to inform the national budget planning process. This can be addressed if there is a proactive coordination mechanism at the national and provincial level.

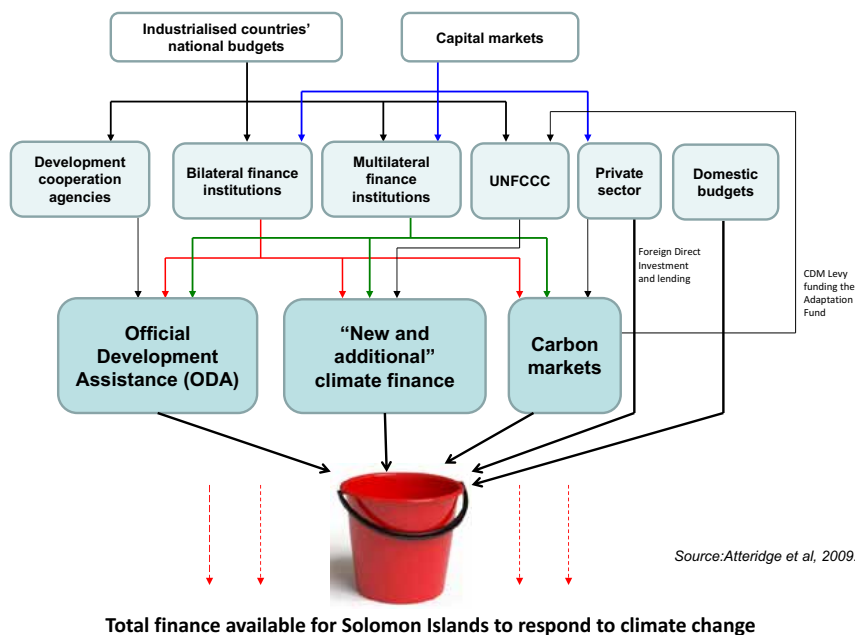


Figure 3. Pathways for climate change finance flow to Solomon Islands.

3.3 How Much was Accessed by Solomon Islands?

3.3.1 Quantitative assessment

The assessment team analysed around 70 climate change and disaster risk reduction/management related projects, with clear national budget allocations for Solomon Islands. Some regional and national/sub-national CCDRM projects that did not provide clear information of their national allocation for Solomon Islands were not analysed. Due to the limited timeframe for this assessment, some projects with very small budgets of less than USD 30,000 were not captured. The data for this section was largely derived from project documents, reports, donors and implementing partners.

The Pacific Climate Change Finance Assessment Framework provides a methodology to allocate weightings to each project budget, depending on its primary objective and relevance to climate change and disaster risk reduction outcomes – high relevance (80% of project budget is analysed), medium relevance (50% of project budget is analysed), low relevance (25% of project budget is analysed) and marginal relevance (5% of project budget analysed). This weighting is benchmarked against the key CCDRM priorities identified in appropriate national plans and policies (see Appendix 2 for the PCCFAF Methodology and Assumptions). This methodology is crucial to ensure consistency with similar country assessments completed in the region, and also to avoid inaccurate exaggerations to the amount of climate change and disaster risk finance being accessed, as well as recognising that there is not an internationally agreed definition for climate change finance.

The data has indicated that **Solomon Islands has accessed a significant amount of climate change and disaster risk finance over the past seven years (2010–present)**. Approximately SBD 862,854,571 (~USD 112,171,094) has been accessed since 2010 until the end of 2016. A recent study by Atteridge and Canales (2017) for the Stockholm Environment Institute (SEI) reports that a total of USD 42.4 million in grant (or grant-equivalent) finance was allocated to Solomon Islands over 2010 and 2014 for activities that principally targeted climate change objectives. Figure 4 shows the total allocation on projects that address climate change and disaster risk reduction/management from 2010 to present.

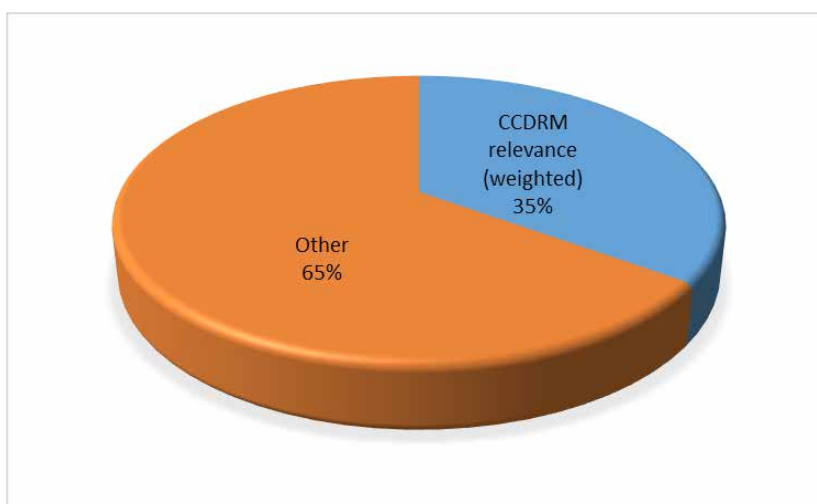


Figure 4. Total allocation on projects that address CCDRM – 2010 to present.

These allocations were largely in the form of ‘projects’. The key issue with a project-based approach is the challenge of sustaining activities beyond project life, not much flexibility for a recipient country to decide on its national priorities, and an additional burden to the limited capacity of a government to meet the different reporting requirements for different project donors.

The few examples of direct budget support include the EU-funded Solomon Islands Climate Adaptation Programme (SICAP) with MECDM, the EU-funded Rural Water Supply, Sanitation and Hygiene (R-WASH) program with MHMS, and the ROC/Taiwan Rural Constituency Development Fund with MRD, some which are utilised by members of Parliament to address climate change (solar panels, water tanks, sea walls, etc.) and disasters (e.g. flooding in Honiara in 2014).

3.3.2 Qualitative assessment and impacts of funds accessed

Although Solomon Islands had accessed a significant amount of climate change and disaster risk finance, the flow of those funds and positive impacts to the communities that are most vulnerable are not clear. This was beyond the scope of this assessment as it would require travel to all the provinces to consult with provincial governments, communities and partners. A national synthesis of the impacts/effectiveness of CCDRM projects would be useful.

Some of the key issues that limit the visibility of the tangible impacts of these funds accessed may include the following:

- Impacts that are visible at the project level (e.g. project impact assessments), but in overall the collective impact is very minimal considering the scattered nature of Solomon Islands communities and provinces.
- A considerable quantity of CCDRM project funding (57%) falls outside the direct purview of the national budget. As a result they are not monitored, tracked and reported. For example, NGOs/CSOs, private sector and some line ministries directly access certain CCDRM projects from donors but do not always report it through to MDPAC in order to be captured in the budget. Reporting is done to ‘cluster groups’ but there is a bottle-neck in conveying such information to MDPAC. The new Development Cooperation Policy 2016 and the proposed NGO bill, to support improved NGO coordination and engagement with government, will assist in addressing this.
- A considerable amount of CCDRM funds accessed (around 6% of total funds accessed over the past seven years) had been focused on strengthening ‘enabling environments’ (e.g. mainstreaming, institutional governance and strengthening, capacity building, policy development). These are critical, but are often difficult to measure, unlike infrastructure.
- Some sector-focused CCDRM projects did not involve the right technical ministry/agency as the lead implementing or executing agency. This resulted in the duplication and fragmentation of national efforts.

3.4 Key Sources and Multilateral vs Bilateral

Figure 5 summarises the key sources that Solomon Islands had accessed for CCDRM related projects over the past seven years. Figure 6 demonstrates the breakdown between funding that was accessed from the multilateral and bilateral channels. The data show that 54% of CCDRM funds accessed over the past seven years were from the multilateral channel. This is an indication that Solomon Islands already has some good experience and lessons learnt from engaging with multilateral sources, which should be capitalised. At the same time it presents an opportunity to further strengthen the dialogue and engagement with bilateral partners to increase their support for CCDRM.

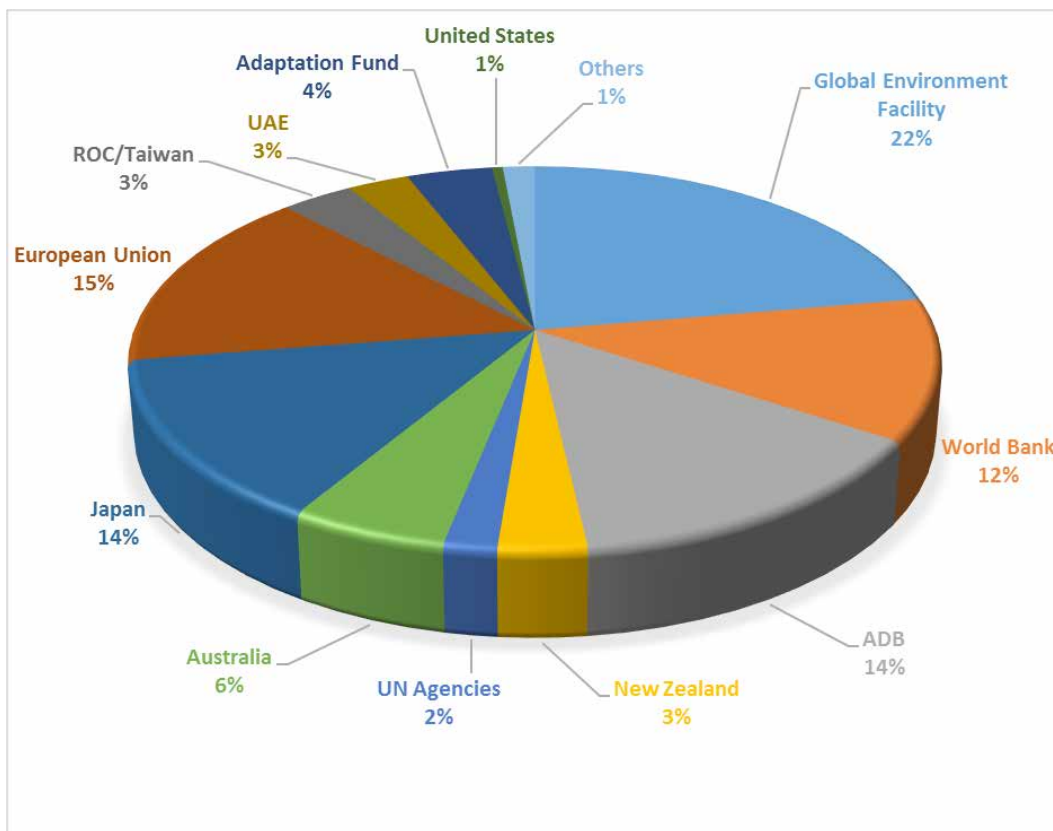


Figure 5. Sources that Solomon Islands has accessed for CCDRM projects – 2010 to present.

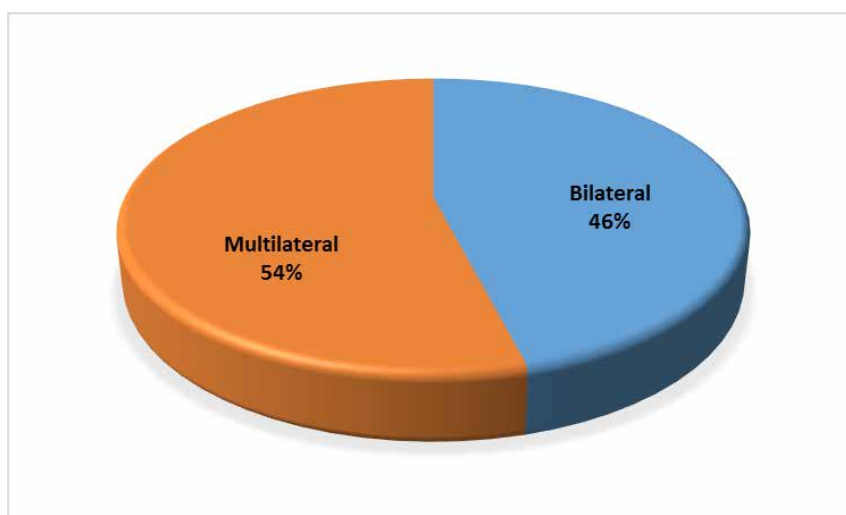


Figure 6. CCDRM funds accessed through multilateral vs bilateral channels.

3.4.1 Multilateral sources

The main multilateral source for Solomon Islands is the Global Environment Facility (GEF). This Fund has a number of sub-funds including the Least Developed Country Fund (LDCF), the Special Climate Change Fund (SCCF) and the GEF Trust Fund. Some projects supported by the GEF include the Community Resilience to Climate and Disaster Risk in Solomon Islands Project (CRISP), which is jointly implemented by the World Bank and MECDM, and the Solomon Islands Water Sector Adaptation Project (SIWSAP), which is implemented by UNDP with the Water Resources Division of MMERE. Another project supported by GEF through FAO is an Integrated Forest Management in Solomon Islands project.

Multilateral development banks, particularly the World Bank and the Asian Development Bank (ADB) are key players for Solomon Islands. ADB's support is largely focused on projects such as the Climate Risk and Adaptation Assessment for the Naro Hill to Lambi Road Rehabilitation, Climate Change Adaptation – Pacific Strengthening Coastal and Marine Resources Management in the Coral Triangle: Phase II, and the Transport Sector development Project (TSDP). World Bank provided support to projects including the CRISP, TRHDP, Solomon Islands Sustainable Energy project (SISEP) and the Pacific Islands Regional Oceanscape Program (PROP).

Other players include the Adaptation Fund food security project (Strongim Waka lo community lo kakai – SWoCK), and United Nations agencies (UNDP, FAO, UN Habitat, UNICEF, etc.).

3.4.2 Bilateral sources

The main bilateral sources for CCDRM in Solomon Islands are the European Union⁶, Japan and Australia.

The European Union has supported initiatives such as the R-WASH program with MHMS, the Solomon Islands Climate Adaptation Programme (SICAP), Increasing Agriculture and Commodity Trade, Adapting to Climate Change and Sustainable Energy (ACSE) project, and the Global Climate Change Alliance (GCCA) – USP Project.

Japan's support was through the Pacific Environment Community (PEC) Fund, which included a project for upgrading of Kukum Highway to ensure it can withstand climatic extremes, a project for improving Honiara Port facilities, a project for improving non-revenue water reduction, and a project for improving radio broadcasting on disasters.

Australia supported a range of small to medium scale CCDRM projects, including Protecting Food Security through Adaptation to Climate Change in Melanesia, Development of Climate Change Adaptation Guidelines for the Transport Sector, Child Centred Climate Change Adaptation (4CA), Poverty Alleviation Mangrove Conservation and Climate Change, Pacific Climate Change Science Program (PCCSP), Pacific Risk Resilience Programme (PRRP) and so forth.

Other important sources include ROC/Taiwan, New Zealand, United States, Germany, United Arab Emirates, Denmark and Norway.

3.4.3 Emerging and pipeline sources

The main emerging multilateral source is the Green Climate Fund (GCF). Solomon Islands accessed its first finance from this fund through a World Bank supported proposal for the Tina River Hydropower Development Project (TRHDP), which was considered by the GCF Board at their meeting in April 2017. A readiness grant proposal is also in development. Solomon Islands will also benefit from a Commonwealth Secretariat-funded National Climate Finance Adviser for up to two years. So far

⁶ For the purposes of the analysis the European Union is considered as a bilateral development partner. This is consistent with the classifications used in other climate finance assessments.

Vanuatu, Fiji, Tuvalu, Cook Islands and Samoa have already accessed multi-million dollar projects from the GCF for a wide range of sectors. Vanuatu, Cook Islands, Nauru, Kiribati, Federated States of Micronesia, Palau and Niue had accessed GCF readiness grants.

There is no cap on project funding that Solomon Islands can access from the GCF. In addition to this, Solomon Islands is eligible to access up to USD 1 million per year for readiness support and up to USD 3 million for the development of a National Adaptation Plan (NAP). The private sector in Solomon Islands can also access resources from the Private Sector Facility of the GCF.

In terms of bilateral funds, Solomon Islands is benefitting from the new USAID Climate Ready Project worth USD 25 million for 12 PICs. However, it is unclear how the recent priorities of the new United States administration will impact this regional funding and future support for climate change.

The European Union (EU) through its EDF 11 (2014–2020) national indicative program has earmarked EUR 26 million to support urban and rural water supply, sanitation and hygiene programs. In addition, EUR 10 million will be earmarked for rural development in Solomon Islands. The regional EDF 11 envelope will also support the strengthening of public financial management systems in PICs, which is a key enabler for improving access to CCDRM finance. Another emerging EU support is through the bilateral and Intra-ACP Global Climate Change Alliance Plus (GCCA+). For the Intra-ACP component, there is an allocation of EUR 475 million for climate change, resilience building and the environment.

Australia is currently designing a regional climate change program known as the Climate Connect. This will have a budget of AUD 75 million over four years to support climate information services, adaptation, governance and gender issues. It is expected to be operational by July 2018. This will complement an additional AUD 150 million for integrating climate change through DFAT's bilateral program to PICs. A further AUD 75 million is earmarked for humanitarian response.

3.5 Adaptation, Mitigation and Disaster Risk Reduction

Discussions in Solomon Islands on the impacts of climate change have largely focused on adaptation and disaster risk management. While mitigation projects are important, they are often considered more from an energy security perspective and an economic perspective (reducing power bills). Lowering carbon emissions does not appear to be prominent among the motives for undertaking renewable energy and energy efficiency projects. However the Government has taken steps to reduce its carbon emissions and shift to low carbon development through its commitment in the National Energy Policy and Strategic Plan 2014 and the Nationally Determined Contributions (NDCs), submitted to the UNFCCC in 2015.

In the assessment of the number of CCDRM projects in Solomon Islands, Figure 7 indicates that the majority of projects focused on adaptation (56%) with a smaller share of projects focusing on mitigation (33%) and disaster risk reduction/management (11%). When projects are assessed according to funding directed to climate change and disaster risk management objectives (Figure 8) most spending is directed to adaptation (52%) while spending on mitigation has increased somewhat in proportion (36%). Spending focused on disaster risk reduction/management was 12%. The higher share of spending on mitigation projects (compared with the total number of projects) is probably a reflection of higher capital costs associated with mitigation projects.

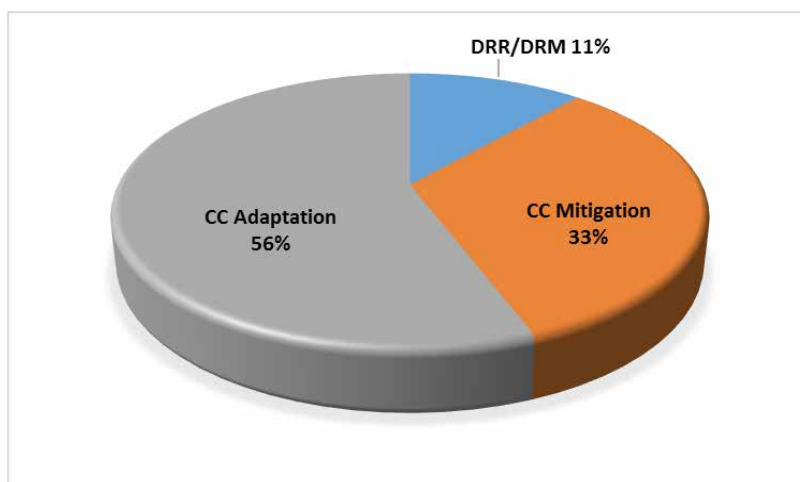


Figure 7. Breakdown between adaptation, mitigation and disaster risk reduction/management based on the number of projects accessed (total number of projects = 70).

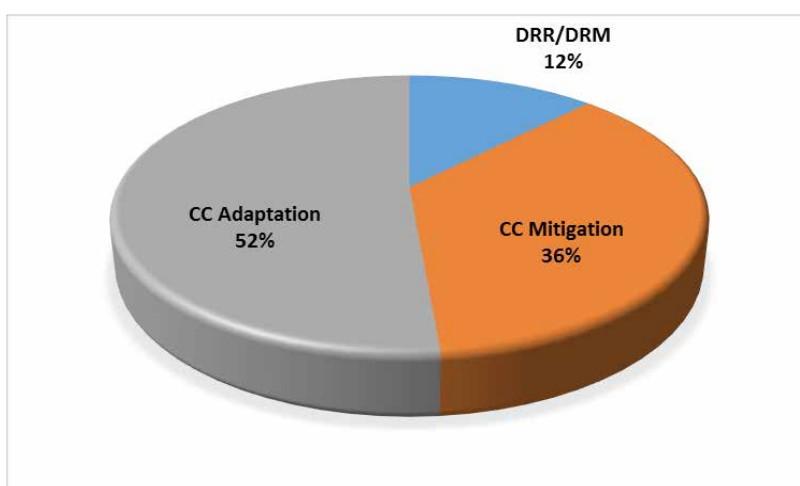


Figure 8. Breakdown between adaptation, mitigation and disaster risk reduction/management based on the amounts accessed.

3.6 Sectoral Funding

In Figure 9, the data indicates that climate change and disaster risk financing is concentrated in the energy (30%), transport (18%), water and sanitation (15%), and disaster risk reduction/management (11%) sectors. Other medium beneficiary sectors include agriculture and food security, forestry and fisheries. Spending on the enabling environment (policy, institutional strengthening, capacity building and research) accounts for 6%.

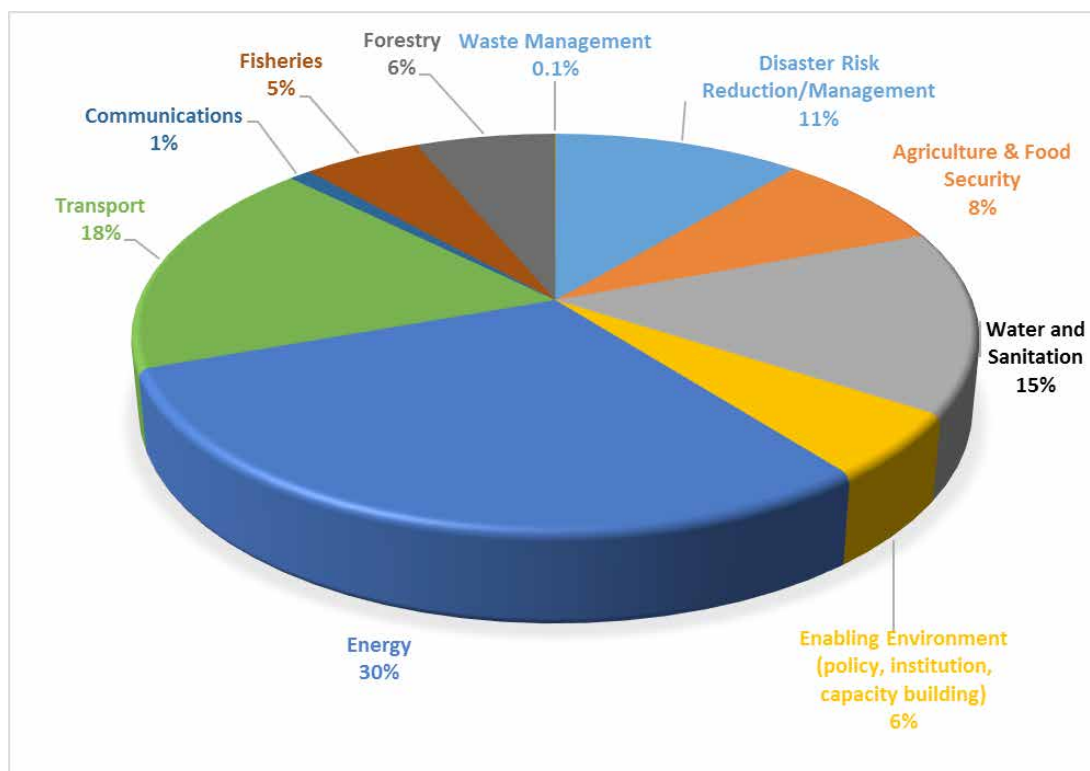


Figure 9. CCDRM related expenditure by sector.

3.7 Projects Reflected in Budget

The preceding analysis was based on gathering information from a range of sources. One of the sources was the Solomon Islands Recurrent and Development Budget documents. Unfortunately this does not provide a comprehensive coverage of CCDRM projects funded by development partners. Many of the projects identified in this analysis of funding sources are not reflected in the budget. As will be discussed later in the section on Public Financial Management and Expenditure Analysis, the ability to track, monitor and evaluate requires that these projects are at least reflected in the annual budget and preferably channelled through the Government's public financial management system. This also requires strengthened coordination between the stakeholders at play, as discussed further in the Institutional Analysis section.

For Solomon Islands, a considerable number of CCDRM project funding is not reported in the budget. In cases where it is reported, there were issues with double counting (reporting the same amount every year). For example, with the 2016 Development Estimates, no 'non-appropriated' (i.e. in-kind development assistance) estimates were published. Figure 10 illustrates the projects identified in the preceding analysis where only 43% of the spending on these projects was reflected in the budget. This indicates a significant gap in the reporting and tracking of climate change and disaster risk management activities in Solomon Islands.

Two possible explanations could be: 1. some projects directly accessed by NGOs, private sector and line ministries may not be reported to MDPAC to inform the budget development process, and 2. some donors and partners were not forthcoming or did not receive proper guidance from MDPAC to provide data to populate the development budget. With the recent Aid Management and Development Cooperation Policy launched in 2016 and the supporting guidelines, this issue is expected to improve.

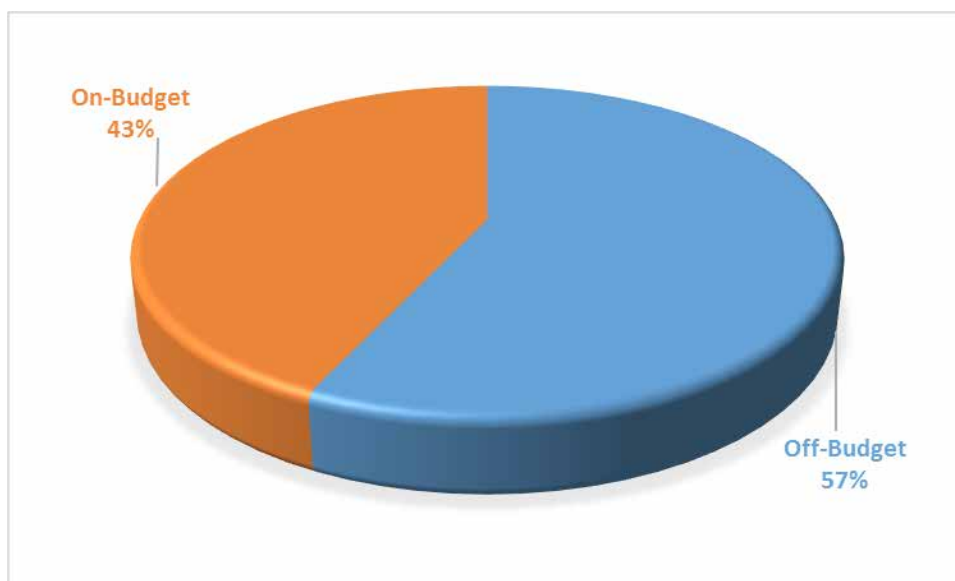


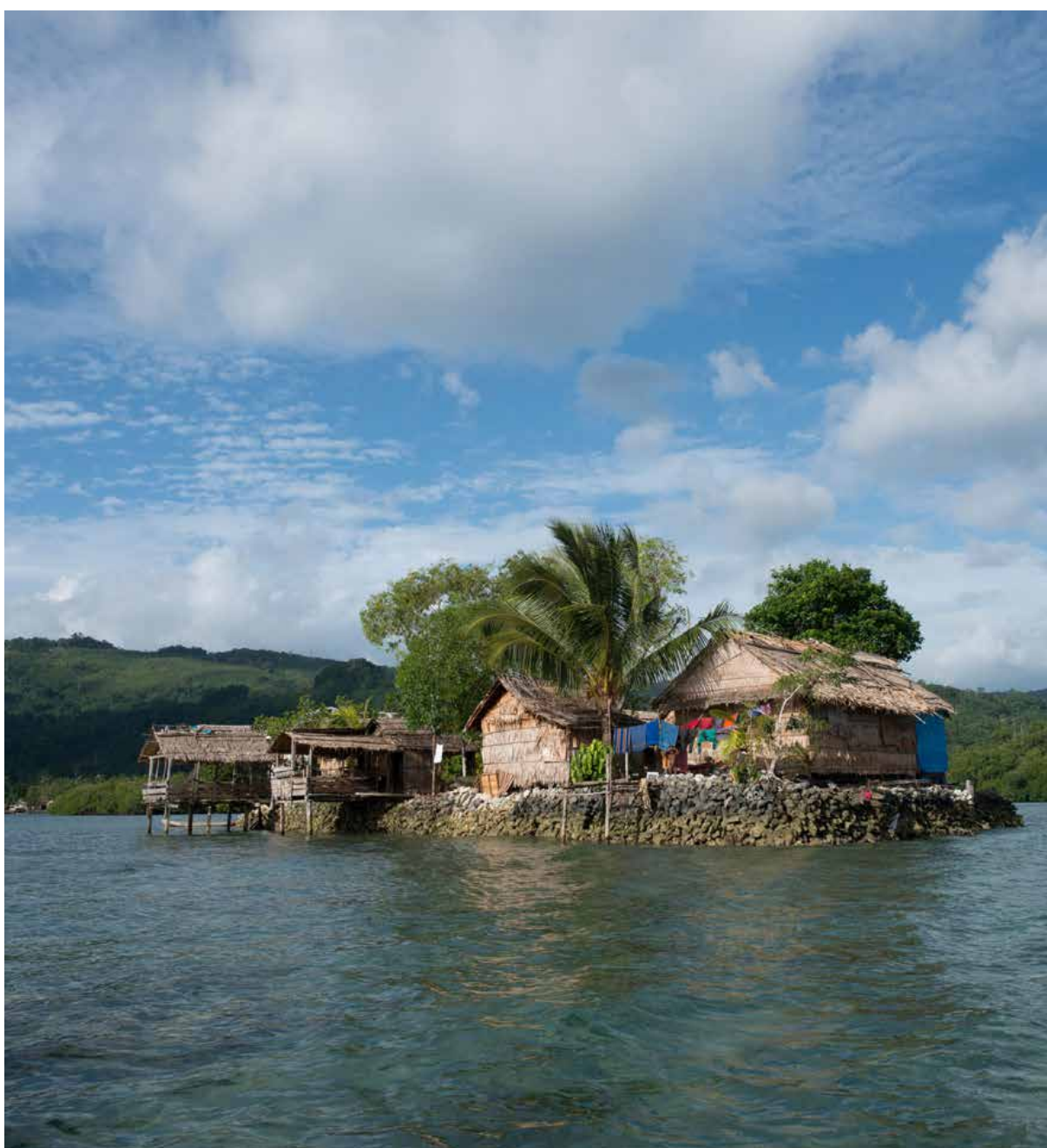
Figure 10. Projects identified in the analysis and reflected in the Solomon Islands budget.

3.8 Recommendations

1. Now that the TRHDP is approved by the Green Climate Fund (GCF) Board (at their meeting in April 2017), the government should consider developing other projects to the GCF for the 2017/2018 period. There is scope for fast-tracking the readiness proposal and the request for NAP support, and further exploration of the GCF Private Sector Facility.
2. Having regular and targeted dialogue with bilateral partners may increase access to more bilateral support. However, Solomon Island must capitalise on its experience in engaging with a range of multilateral sources. Establishing and resourcing a dedicated Climate Change Finance Unit within MoFT will prove beneficial.
3. Solomon Islands should continue to advocate for more flexible modalities, such as direct budget support and national climate change trust fund arrangements. This will supplement the inefficiencies of a project-based approach. Pursuing a feasibility study on the merits of a national climate change fund with agencies such as United Nations Development Programme (UNDP) will assist.
4. Supporting a national synthesis of the impacts/effectiveness of CCDRM projects accessed over the past 3 to 5 years would be useful.
5. The planned Climate Change Bill is an opportunity to legislate a mandate for all future CCDRM projects/activities by donors, government agencies, non-governmental organisations (NGOs), civil society organisations (CSOs), faith-based groups or private sector to be registered with the MECDM Programme Management and Coordination Unit (PMCU). This will feed into the DAD that MDPAC is working towards reviving.
6. In order to promote fast implementation and sustainability of efforts, MECDM should seek new and strengthen existing public–public and public–private partnerships. Opportunity for other non-traditional CCDRM players and ministries such as Ministry of Provincial Government and

Institutional Strengthening (MPGIS), Ministry for Women, Youths, Children and Family Affairs (MWYCFA), Ministry of Fisheries and Marine Resources (MFMR), Ministry of Health and Medical Services (MHMS) and Ministry of Human Resources Development (MEHRD) and state owned enterprises, including Solomon Power and Solomon Water, to be actively engaged and supported.

7. To the extent possible, all CCDRM projects should be reflected in the national budget.
8. Provincial governments are encouraged to develop CCDRM ordinances or legislation to align to the national budget planning and resourcing.





4. Public Financial Management and Expenditure Analysis

Key messages

- ✓ PFM reform requires a whole-of-government effort to provide whole-of-government benefits. It is not, and should not be seen as the sole preserve of the central agencies of government.
- ✓ Direct access to global climate change funds such as the Green Climate Fund (GCF) and the Adaptation Fund (AF) require strong PFM systems in order to meet the necessary fiduciary standards.
- ✓ It is not the most in need that get more CCDRM assistance, but rather the most organised – for Solomon Islands to get its share of climate change finance, strengthening country systems and PFM reform will be critical.
- ✓ Accreditation is only one pathway to access global climate funds – use of MIEs and RIEs is a realistic alternative. Many PICs are already accessing large amounts of GCF financing without direct access.
- ✓ There is improvement in the scores in the PEFA reports between 2008 and 2012 and the recent reforms achieved through the legal and regulatory framework associated with the passage of the PFM Act 2013 and the 2014 PFM Roadmap. However, further reforms are still required before a serious pursuit of accreditation can be considered.
- ✓ Pursuit of accreditation could reinvigorate the PFM reform efforts and provide a tangible benefit (i.e. direct access) for line ministries to collaborate in the necessary reforms.
- ✓ There has been an over-reliance on budget reallocation and the use of the supplementary and contingency appropriation mechanisms in the immediate aftermath of disasters and a broader, more comprehensive strategy is needed.
- ✓ An estimated 5.4% of the Government's recurrent budget was related to meeting CCDRM objectives. This level of recurrent expenditure is to the lower end of the regional range of between 4–10% assessed in other PIC assessments, though comparisons should be treated with caution due to variations in methodology and quality of data.
- ✓ The Government's development expenditures show significant commitment of SIG to achieving its CCDRM objectives through its development spending.

4.1 Public Financial Management Analysis

4.1.1 Importance of PFM and country systems

The role of public financial management (PFM) is critical to a nation's ability to address its development objectives and specifically its CCDRM objectives. The role of the PFM analysis is to look at the systems through a CCDRM lens. In most ways this is not different from the PFM system in general but looking at the PFM system through a CCDRM lens brings in additional criteria, most notably the ability of countries to achieve direct access to many of the international climate change funds that are set up under the global climate change finance architecture.

While PFM is often seen to be predominantly the responsibility of ministries of finance this cannot be the case if reforms are to be effective. PFM reform requires a whole-of-government effort to provide whole-of-government benefits. It is not, and should not be seen as the sole preserve of the central agencies of government.

There are a number of generic reasons why strong PFM systems are important to countries and governments. Strong PFM systems:

- are critical to the measurement and evaluation of achievement of national objectives – a properly functioning PFM system supports the measurement of how well the government is meeting its objectives;
- raise the confidence of development partners in country systems and encourages increased flexibility in the use of external resources; and
- result in greater use of country systems, which in turn leads to greater efficiency and lower costs of compliance in project and program delivery.

Some of the specific reasons that strong PFM is important for CCDRM are that it will facilitate:

- direct access to global climate change funds – funds such as the Adaptation Fund (AF) and the Green Climate Fund (GCF) set stringent fiduciary requirements for achieving direct access through National Implementing Entity (NIE) status, which require strong PFM systems;
- more CCDRM funding options – CCDRM funding can be accessed through a variety of modalities including budget support, trust funds, direct access and strong PFM systems will increase potential to explore these modalities; and
- increased access to CCDRM finances – countries with strong PFM systems tend to attract greater access to funds and not necessarily those countries with the greatest CCDRM needs.

The ultimate goal with respect to CCDRM and PFM systems is to seek direct access to global funds such as the AF and GCF. It must be remembered, though, that access to CCDRM finance is only a means to the end of achieving better CCDRM outcomes through delivery of services and programs to support national objectives.

In seeking direct access through NIE accreditation, it is important to consider the pros and cons of pursuing accreditation. Table 2 presents some of the benefits and potential drawbacks in seeking NIE accreditation.

Table 2. Potential benefits and drawbacks of seeking NIE accreditation.
(Masullo et al. 2015, p.5–6)

Potential Benefits of Direct Access	Potential Drawbacks of Direct Access
<ul style="list-style-type: none"> • Supports country ownership. • Strengthens country systems. • Helps the ability of countries to perform effectively. • Reduces the numbers of actors involved in transactions thereby reducing costs and coordination issues. • Reduces implementation times for projects. • Project management fees come directly to country (and can support the strengthening of national capacity). 	<ul style="list-style-type: none"> • Need for expensive and time consuming restructuring and reform of institutions to meet fiduciary, and environment and social safeguard (ESS) requirements – significant costs associated. • No guarantee of access to more funding than working through a multilateral implementing entity (MIE) or regional implementing entity (RIE).

4.1.2 Budget formulation and planning process

The Solomon Islands budget operates on a calendar year basis with the process of formulating the upcoming year’s budget commencing formally in the period between June and July with a budget launch. Internally, the MoFT undertakes preliminary work before the launch, including setting basic parameters for the upcoming budget year and undertaking preliminary discussions with line ministries. Table 3 outlines a generic calendar for the formulation of the budget for an upcoming year.

Table 3. Approximate annual budget calendar.⁷

Estimated Dates	Budget Process
Pre-June	Preliminary informal discussions with line ministries
	Setting of parameters – revenue estimation
June–July	Budget launch
	Ministries pick up electronic baselines and documents from MoFT
	Ceilings set
	Bid process explained
	New activities identified
	↓
July	Bid process for new activities
	↓

⁷ This calendar is approximate and based on the discussions that were undertaken and the documents that were reviewed.

July–August	Budget unit and MDPAC meet ministries to discuss processes and then provide support to them ↓
Late August	Ministries submit baselines and new bids to MoFT ↓
Late August– Early- September	MoFT and MDPAC appraise new bids and finalise funding recommendations, and meet with ministries to convey decisions ↓
Mid-September	MoFT prepares draft recurrent budget and submits to minister, and MDPAC negotiates with donors and prepares draft development budget
Late- September	Cabinet discusses draft recurrent and development budgets ↓
End of October	Printed recurrent and development budgets submitted to Public Accounts Committee (PAC) in Parliament. ↓
Mid-November	Final appropriation bills submitted to Parliament ↓
Mid-December	Appropriation bills receive Royal Assent ↓
1 January	Start of budget year

Corresponding with this timetable is an organisational structure that supports the formulation of the budget and subsequent implementation of the budget during the budget year.

The hierarchy of this structure is reflected in Figure 11, starting at the base with the ministerial budget implementation committees (BICs) that will manage the budget at the line ministry level, and are involved in the formulation and implementation of ministry budgets. This then feeds to the Budget Coordinating Committee (BCC) comprising directors, and then to the Budget Strategic Committee (BSC), comprising the Permanent Secretaries who prepare the budget for cabinet. Cabinet, of course, then finalises the budget for presentation to Parliament.

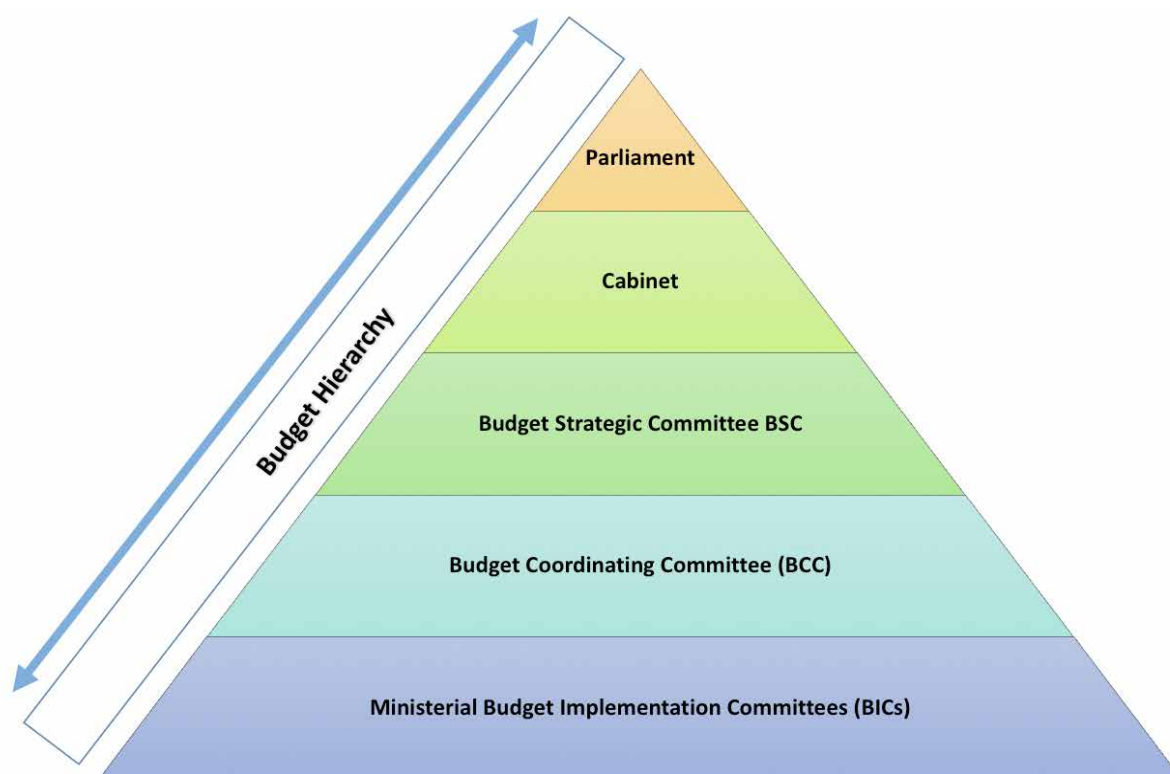


Figure 11. Budget process hierarchy.

4.1.3 The PFM system in Solomon Islands

In assessing the PFM system in Solomon Islands, the starting point is the so called Public Expenditure and Financial Accountability (PEFA) framework. This framework looks at a range of criteria that assess the general capacity of a country's PFM system. Within this framework there are a number of indicators that reflect the ability for a country to effectively use CCDRM finance but also relate to the fiduciary requirements associated with NIE accreditation.

The 2011 PEFA framework⁸ looks at the PFM system across six core dimensions, namely:

- credibility of the budget;
- comprehensiveness and transparency;
- policy-based budgeting;
- predictability and control in budget execution;
- accounting, recording and reporting; and
- external scrutiny and audit.

⁸ The PEFA framework was updated and reorganised in 2016. For the purposes of this analysis, the 2011 PEFA framework will be used since the most recent PEFA Assessments for Solomon Islands use this framework.

The most recent PEFA assessment in Solomon Islands was undertaken in 2012 following the first assessment, which was undertaken in 2008. The scores on the core dimensions that relate to climate change finance are outline in Table 4 and show a general improvement between the 2008 and 2012 assessments.

Table 4. PFM indicators relevant to CCDRM direct access – Solomon Islands ratings. (PEFA Secretariat 2012)

Performance Indicator No.	PFM Performance Indicator	2008 PEFA	2012 PEFA
	Credibility of the Budget	Scores allocated on a scale of A to D²	
1	Aggregate expenditure out-turn compared with original approved budget	C	B
2	Composition of expenditure out-turn compared with original approved budget	C+	C+
	Comprehensiveness and Transparency		
5	Classification of the budget	C	C
6	Comprehensiveness of information included in the budget documentation	B	A
10	Public access to key fiscal information	C	B
	Policy-Based Budgeting		
12	Multi-year perspective in fiscal planning, expenditure policy and budgeting	C	C
	Predictability and Control in Budget Execution		
16	Predictability in the availability of funds for commitment of expenditures	D+	C+
17	Recording and management of cash balances, debt and guarantees	C	C+
19	Competition, value for money and controls in procurement	D	D+
20	Effectiveness of internal controls for non-salary expenditure	D+	C+
21	Effectiveness of internal audit	D	C+
	Accounting, Recording and Reporting		
24	Quality and timeliness of in-year budget reports	C+	C+
25	Quality and timeliness of annual financial statements	D+	B
	External Scrutiny and Audit		
26	Scope, nature and follow-up of external audit	C+	D+

While the 2012 PEFA assessment pre-dated a number of the major reforms and the creation of the Solomon Islands PFM Roadmap in 2014, it does, however, provide a reasonable starting point for the analysis⁹.

⁹ The PCCFAF analysis does not in any way seek to replace the work of the PEFA. It instead uses the PEFA as a starting point, supplemented by other information, to look at PFM systems as they relate to CCDRM.

4.1.3.1 Credibility of the budget

The 2012 PEFA assessment indicated that the credibility of the budget had improved somewhat at an aggregate level with expenditure out-turn aligning more closely with published budget estimates. Despite this, there were still issues with line ministries. Expenditure levels in line ministries had been constrained somewhat by the failure to be provided the estimated resources outlined in the budget, thereby leading to deviations from estimates and undermining the budget's credibility.

The 2016 Article IV Report also stressed that the key to assessing the quality of public spending in Solomon Islands was to clearly identify capital spending in the budget since it was now reported under both recurrent and development spending. Hence, it was difficult for the public to effectively scrutinise the budget for the effectiveness of this spending (IMF 2016).

4.1.3.2 Comprehensiveness and transparency

Budget documentation for the Government is a key area for improving the transparency of the budget and the budget process. Documentation has expanded in recent years to include not just the recurrent estimates and development estimates but now includes a much more detailed Budget Strategy and Outlook document. The Budget Strategy and Outlook document provides an overview of the budget aggregates, links the design of the budget to the Government's policy priorities, lists new measures, and explains how the budget position relates to the general economy, including both domestic and international aspects.

In addition, MoFT has also produced a Mid-Year Review and Full-Year Budget Outcome document available on the MoFT website¹⁰. Additional details in the outcomes and review documents increase the overall transparency of the budget. More details on the expenditures of the Rural Constituency Development Fund (RCDF) would enhance the transparency of the budget and there have been increased efforts from the Republic of China (Taiwan) to seek acquittal reports on their component of the RCDF.

With respect to the Government's development estimates, the non-appropriated estimates (those funds provided by development partners but not through country systems) are still unreliable and lack credibility. This is often a result of lack of data forthcoming from development partners. For example, in the 2016 Development Estimates, no 'non-appropriated' (i.e. in-kind development assistance) estimates were published, making it difficult for the public to determine what resources were being provided by development partners.

4.1.3.3 Policy-based budgeting

While the Government has foreshadowed a move to a more medium-term perspective in budgeting, progress has been limited. The 2014 PFM Roadmap foreshadowed the development of a Medium-Term Expenditure Framework (MTEF), which would involve a multiyear projection of the entire budget that includes funding sources, revenue, recurrent and development budget. At the time of writing this was still in development. In 2016, the expenditure side of the recurrent budget did not provide any detail of recurrent expenditures beyond the current year. On the development side, the Medium-Term Development Plan (MTDP) 2016–2020, which is revised annually in line with the budget, provides significant detail of the development budget projecting forward five years to 2020.

¹⁰ www.mof.gov.sb

Despite the overall improved links between policy statements and funding, the link between the recurrent cost implications of capital investments (particularly donor-funded and central Government investments throughout the country) remains weak, thereby limiting the meaningfulness of a medium-term perspective to budgeting. It would be hoped that this weakness should dissipate as rolling detailed forward estimates are introduced through a fully developed MTEF.

4.1.3.4 Predictability and control in budget execution

Overall the predictability and control of the implementation of the budget still lags. While the scores for the respective PEFA performance indicators improved in the 2012 PEFA, the improvements were coming from low bases. Improvements in cash flow management, and accounting and fiscal reporting, are being supported by PFTAC through specific and targeted training in MoFT. With respect to debt management, the new PFM Act 2013 sets more detailed and strict requirements for incurring debt. The new Act determines that the minister can borrow money and when she or he does, she or he must seek advice from the Debt Management Advisory Committee (DMAC), which includes representation of executives from MoFT, Central Bank of Solomon Islands and MDPAC. In addition, the minister is required to publish debt limits with the Parliament as part of the annual Appropriation Act.

The legislative framework for procurement has been strengthened in recent years with the passage of the PFM Act 2013, which provided a stronger legal basis for the drafted Procurement and Contract Administration Manual 2013, which is due for ministerial approval in 2017. The Procurement Unit has a compliance role but suffers from under-staffing and associated lack of capacity.

The elements and skills needed to form the basis for the establishment of National Implementing Entity (NIE) are dispersed across the MoFT and the Government. As such there would need to be some thought put into how to consolidate expertise from within MoFT and other parts of Government (e.g. MECDM) to form the basis of a Project Implementation Unit (PIU) with a focus on accessing climate finance and implementing climate-related projects.

Internal commitments and controls have been improved under the new PFM Act and Chapter 8 (Audit) of the Interim Financial Instructions (IFIs). The installation of the new financial management information system (FMIS) has strengthened commitment controls. Compliance with internal control systems was an issue emphasised by the Auditor General in recent annual reports; in particular, long delays in acquitting imprests. The internal audit function, which can check if internal control systems are working properly, is improving but is hampered in its efforts by lack of resources and capacity. MoFT will need to support the implementation of these internal audit authorities and functions across line ministries in order to effectively devolve PFM reforms to line ministries.

4.1.3.5 Accounting, recording and reporting

Under the PFM Act 2013 the Accountant General will submit monthly accounts to the Permanent Secretary of Finance within 10 days of the relevant month. These will provide significant detail for effectively monitoring the performance of the Solomon Islands Government and the ministry. This includes monthly and year-to-date results with the original budget, adjusted budget and year-to-date budget targets, statements of assets and liabilities, and arrears. The IFIs also state that the monthly financial statements must be published on the MoFT website within 10 working days of the end of the month to which they relate, although in reviewing the MoFT website there is no apparent sign of these reports.

MoFT has improved its record in producing its annual financial statements and submitting to the Office of the Auditor General (OAG). Both the 2014 and 2015 financial statements were submitted to the OAG within the six months that is stipulated in the PFM Act 2013. Preparation and presentation of the annual

accounts must be in accordance with the International Public Sector Accounting Standards (IPSAS) accounting standard 'Financial Reporting under the Cash Basis of Accounting' and the presentation of a cash flow statement in accordance with IPSAS2. According to the OAG:

The 2014 SIG financial statements were submitted to the Auditor-General in two separate sets of financial statements. One set was presented in accordance with most of the disclosures required under the Act (with some disclosures absent as the information was not available to MoFT to allow the disclosures to be prepared), and the second set was prepared under the Cash Basis IPSAS accounting standard. Neither set of financial statements complies with both the Public Financial Management Act 2013 and the Interim Financial Instructions 2014 (OAG 2016, p. 12).

It would appear, then, that although the timeliness of the submission of financial statements is improving there are still issues with the quality and comprehensiveness of the accounts.

4.1.3.6 External scrutiny and audit

The 2014 audit and report of the Solomon Islands Government was nearing finalisation in December 2016. This was almost 18 months after the submission of accounts to the OAG. When queried about the delay of the completion of the audit, it was suggested that the lack of capacity within MoFT made it difficult for officials to respond quickly to queries about the Government's financial statements. Correspondingly, the MoFT suggested that delays were the result of a lack of capacity at the OAG. The fact is that almost 18 months after the submission of the SIG financial statements to the OAG, the final audit report had not been prepared and submitted to Parliament for scrutiny.

4.1.4 The PFM system and accreditation

The above analysis of the PFM system in Solomon Islands focuses largely on the PFM systems within the Solomon Islands Government and more specifically the MoFT. The PEFA framework and its associated scores can function as a proxy for assessment of the Government's capacity to move towards achieving direct access to global climate change funds such as the AF and GCF.

Table 5 below compares the outline of the PEFA framework with basic fiduciary criteria assessed for accreditation of the AF and GCF.



Table 5. Basic fiduciary criteria for direct access to AF and GCF.

PEFA (2011) PFM Performance Indicators' Core Dimensions	National Implementing Entity (NIE) Criteria for Direct Access to Adaptation Fund (UNFCCC 2012)	Proposed Accreditation Framework for Direct Access to GCF (GCF 2014)
<p>1. Credibility of the budget – The budget is realistic and is implemented as intended</p> <p>2. Comprehensiveness and transparency – The budget and the fiscal risk oversights are comprehensive, and fiscal and budget information is accessible to the public.</p> <p>3. Policy-based budgeting – The budget is prepared with due regard to government policy.</p> <p>4. Predictability and control in budget execution – The budget is implemented in an orderly and predictable manner and there are arrangements for the exercise of control and stewardship in the use of public funds.</p> <p>5. Accounting, recording and reporting – Adequate records and information are produced, maintained and disseminated to meet decision-making control, management and reporting purposes.</p> <p>6. External scrutiny and audit – Arrangements for scrutiny of public finances and follow-up by executives are operating.</p>	<p>1. Financial management and integrity</p> <ul style="list-style-type: none"> • Legal status • Financial statements and audit requirements • Internal control framework • Preparation of business plans and budgets <p>2. Institutional capacity</p> <ul style="list-style-type: none"> • Procurement • Project preparation and approval • Project implementation planning and quality at entry review • Project monitoring and evaluation • Project closure and final evaluation <p>3. Transparency, self-investigative powers, and anti-corruption</p> <ul style="list-style-type: none"> • Handling financial mismanagement and other malpractices 	<p>1. Key administrative and financial capacities</p> <ul style="list-style-type: none"> • General management and administrative capacities • Financial management and accounting • Internal and external audit • Control frameworks • Procurement <p>2. Transparency and accountability</p> <ul style="list-style-type: none"> • Disclosure of conflicts of interest • Code of ethics • Capacity to prevent or deal with financial mismanagement and other forms of malpractice • Investigations <p>3. Project management</p> <ul style="list-style-type: none"> • Project preparation and appraisal (from concept to full funding proposal) • Project implementation, oversight and control • Monitoring and evaluation • Project-at-risk systems and related project risk management capabilities

Despite the improvement in the scores in the PEFA reports between 2008 and 2012 and the recent reforms achieved through the improvements of the legal and regulatory framework associated with the passage of the PFM Act 2013, further reforms are needed before a serious pursuit of accreditation can be considered. The slowing of momentum in the PFM reform effort in recent times reinforces this conclusion.

Although not directly assessed as part of the PEFA framework, the ability of institutions to manage and oversee the implementation of projects is a critical area of consideration as part of the accreditation process for the GCF. MoFT has limited involvement in the implementation and direct oversight of projects, and as such lacks a key element of the requirements for accreditation. Elements of the skills required exist in MoFT in the compliance role of the Procurement Unit and the Debt Management Unit and so the potential exists for the development of this capacity and the associated high-level skills. It is understood that MoFT is considering the establishment of a Public Private Partnership (PPP) unit. The responsibilities of such a unit could potentially be broadened to take on the responsibilities of project implementation in a more general sense.

Currently, the lack of a distinct and focused implementation unit is an impediment to focusing reform efforts towards accreditation. As such the development of an implementation unit within MoFT, pulling together a number of elements from around the ministry and other line agencies, could form the basis of a capable Project Implementation Unit (PIU). The Financial and Economic Development Unit (FEDU), the Debt Management Unit and the compliance area of the Procurement Unit contain key skills that could be drawn together to support the development of such a PIU. In addition, the experience and technical expertise of the MECDM project unit could also support elements of the new PIU. The unit could be modelled along the lines of the Climate Resilience and Investment Coordination Unit (CRICU) in the Ministry of Finance in Samoa. This combined with a strong focus on pursuing accreditation for MoFT could act as a catalyst to reinvigorate and focus PFM reform efforts. The legitimate alternative to this course of action is to seek access to climate funds through intermediaries and not direct access – multilateral and regional implementing entities (MIEs and RIEs) – such as ADB, WB, UNDP and SPREP.

4.1.5 PFM system in times of emergency

Like many other PICs, Solomon Islands is extremely vulnerable to disasters, either from climate-related events or other natural disasters such as earthquakes, tsunamis or possible volcanic activity. As a consequence, it is important to have a PFM system that is flexible enough to accommodate emergency calls on public finances in order to address preparation for, and recovery from, such disasters.

If adequate and timely funding arrangements are not in place, the adverse socioeconomic impact of a disaster can be significantly exacerbated, at both the macroeconomic and household levels. An optimal disaster risk financing and insurance strategy aims to combine financial instruments to secure adequate and timely funding at lower cost for the successive post-disaster phases.

The National Disaster Council is the main arm of Government responsible for implementing responses to disasters in Solomon Islands. Its Secretariat is the National Disaster Management Office (NDMO) within MECDM.

The National Disaster Act, 1989 states that: ‘The functions of the Council shall be:

- (a) to provide and render advice to the Minister on all matters relating to disaster;
- (b) to approve and co-ordinate all activities necessary in regard to preparedness, response, and recovery;
- (c) to assume full and complete control in operations connected with disaster; and
- (d) to provide and render financial assistance to Committees.’

The National Disaster Council is therefore the first line of defence in response to a disaster and the assigned budgets are the initial resources that the Government can call on to address impacts of a disaster.

Figure 12 below shows the initial appropriated budgets and the actual expenditures for the National Disaster Council in recent years. It indicates that actual expenditures have regularly, and significantly, exceeded initial budgets. This suggests that the initial budgets have been inadequate, though given the nature of emergencies, expenditures are by definition difficult to anticipate. Instead, the Government has re-allocated budgets and used supplementary appropriations under its powers outlined in Section 51 of the PFM Act, 2013. While supplementary appropriations are a necessary tool for addressing short-term calls on public expenditure, they are a relatively inefficient and clumsy means of providing resources in the event of disasters.

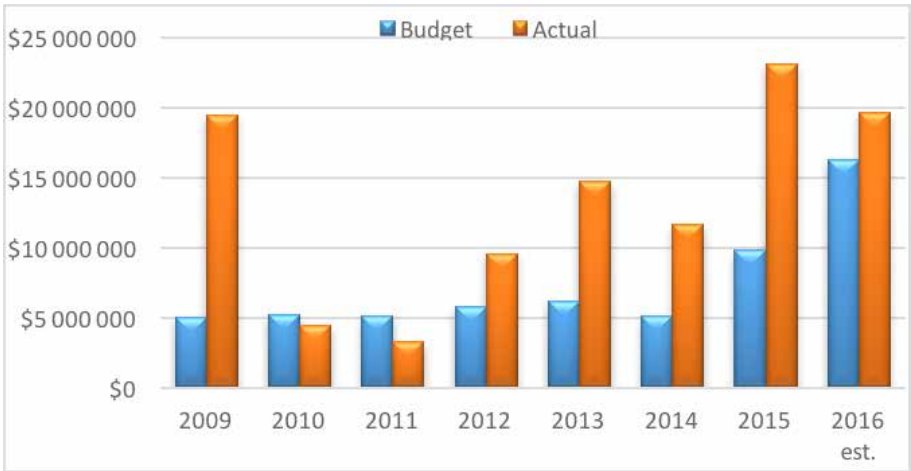


Figure 12. National Disaster Council – budget versus actual expenditure 2009–2016 (estimate) (SBD).

In light of this situation, the recent Article IV report of the International Monetary Fund (IMF) recognised that adjusting these arrangements is a priority for the Government. As such the Government is exploring alternative and more flexible arrangements to provide funding in times of need.

The Government is exploring different mechanisms such as setting up a contingency fund for natural disasters, and looking to strengthen the work of the National Transport Fund (NTF) in respect of disaster response and rehabilitation. Regional mechanisms, including a proposed Melanesian Fund, could provide short-term liquidity support to the members in cases of disaster. The Government should examine participation in any update of the Pacific Catastrophic Risk Assessment Financial Initiative (PCRAFI) scheme, despite the fact that earlier pilots failed to meet expectations and Solomon Islands withdrew when it did not receive any payout following the 2014 floods. Enhancing debt management capacity is also critically important when subject to frequent natural disasters, and authorities need to look, over time, to better integrate the impacts of these into Debt Sustainability Analysis (IMF 2016, p. 47).

The PCRAFI Country Note prepared in early 2015 investigated this area in some detail (World Bank Group 2015). It looked at the need to put financial arrangements in place before disasters, and to have arrangements that can deal with the aftermath of disasters – short-term, medium-term and long-term.

Table 6 outlines some of the sources of funding that are currently used in Solomon Islands to prepare and to respond to disasters, and the associated time frames for the various funding.

Table 6. Sources of funding available. (World Bank Group 2015, p. 11)

	SHORT-TERM (1–3 MONTHS)	MEDIUM-TERM (3–9 MONTHS)	LONG-TERM (OVER 9 MONTHS)
Ex-post financing			
Donor Assistance (Relief)			
Budget Reallocation			
Domestic Credit			
External Credit			
Capital Budget Realignment			
Donor Assistance (Reconstruction)			
Tax Increase			
Tax Incentives (Flash Appeal)			
Ex-ante financing			
National Disaster Council Fund			
Contingency/Supplementary Fund			
Contingent Credit			
Sovereign (Parametric) Catastrophe			
Risk Insurance			
Traditional Disaster Insurance			

As mentioned earlier, there has been a heavy reliance on budget reallocation and the use of the supplementary and contingency appropriation mechanisms in the immediate aftermath (1–9 months) of disasters. Donor relief has also filled a gap and this has been delivered both through international non-governmental organisations (INGOs) and appeal accounts under the control of the NDC but deposited with the CBSI. Longer-term reconstruction efforts have been largely supported by development assistance from development partners and through the SIG-funded development budget. Insurance has also played a part but the withdrawal from the PCRAFI scheme has reduced the options in this area.

In the absence of a detailed disaster financing strategy, Solomon Islands lacks a coherent financial plan to address its disaster needs and support the NDRMP. Therefore, there is a need to prepare a comprehensive financial strategy that looks at the appropriate mix of financial instruments in order to address pre- and post-disaster requirements in Solomon Islands. Steps are already being taken in this direction, though the effort has lacked a coherent and coordinated approach – this should possibly be spearheaded by any new unit in MoFT, in collaboration with MECDM. A complementary post-disaster budget execution manual will be required to improve awareness of post-disaster procedures and processes, and support the NDRMP and rehabilitation and reconstruction efforts.

4.2 Expenditure Analysis

4.2.1 Solomon Islands expenditure on climate and disaster risk management – budget analysis

4.2.1.1 Methodology

This section analyses recent budget expenditure in Solomon Islands as reflected in budget documentation and information provided by the MoFT. The analysis tries to determine the amounts of spending that has supported the Government's achievement of its CCDRM objectives both through the recurrent and development budgets.

For the purposes of the analysis, CCDRM finance is broadly defined as all financial flows considered beneficial to Solomon Islands' CCDRM response, whether or not this was the primary objective of the funding. The methodology follows the Pacific Climate Change Finance Assessment Framework (PCCFAF), which reflects the UNDP's Climate Public Expenditure and Institutional Review (CPEIR) approach (PIFS 2013).

With regard to assessment of the recurrent national budget, the analysis that is covered is over four fiscal years from 2013 to 2016 for which data was provided by MoFT. To estimate CCDRM expenditures in the recurrent budget, divisions were assigned a percentage weighting based on information about the sub-program including the supposed amount of time staff members may work on CCDRM issues. For example, staff members in most divisions in MECDM would spend 100% of their time on CCDRM issues. However, the Curriculum Unit Division in the Ministry of Education and Human Resources Development (MEHRD) may be assigned a weighting of 5%, which is assessed to be in line with how much time staff members might spend incorporating CCDRM issues into the curriculum.

Given that staff wages were a large component of the budget in most sub-programs, the time assigned to addressing climate change issues was considered to be a reasonable proxy for the share of the total budget for addressing climate change issues. This percentage is then applied to the division's recurrent budget in order to estimate CCDRM expenditure. The weightings were approximate and based on knowledge about the sub-program and could be refined to be much more accurate with detailed discussion with line ministries, which is beyond the resources of the current assessment. As such the assigned percentages were approximations and used in the absence of more information or a more appropriate methodology.

4.2.1.2 Analysis of recurrent expenditure

This analysis of recurrent expenditure covers 2013 to 2016 using 'actual' expenditure figures for 2013–2015 and revised estimates (of out-turn) for 2016. The analysis looks to make estimates of Government expenditure on CCDRM issues from the recurrent budget using Government's consolidated revenues that are based on information provided by MoFT.

This section will present an outline of the Government's spending in recent years and its relevance to CCDRM. The results of this analysis of recurrent spending are presented in Figures 13 to 17.

Figure 13 indicates that over the four years of the analysis, an estimated 5.4% of the Government's recurrent budget was related to meeting CCDRM objectives. This level of recurrent expenditure is to the lower end of the regional range of between 4% and 10% as observed in other PIC assessments, but comparisons should be treated with caution due to variations in methodology and quality of data.

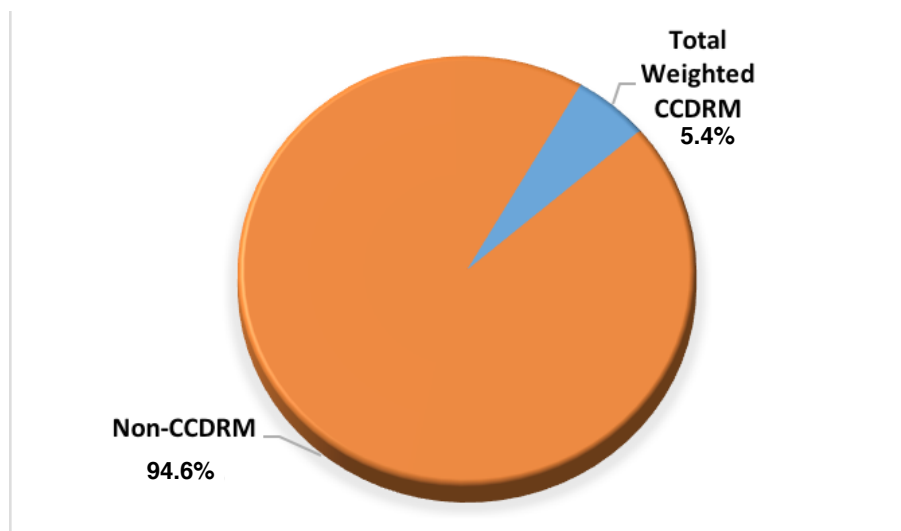


Figure 13. Recurrent expenditure weighted for CCDRM, 2013–2016 (estimate).

This share (5.4%) has been relatively stable over the past four years (Figures 14 and 15) with variations sometimes related to the amount of supplementary expenditures in a particular year. Despite this, the share of expenditure has not varied significantly, varying within a narrow range of 5.0% and 5.8% in the years under inspection, which equates to a range of SBD 116 million to SBD 139 million.

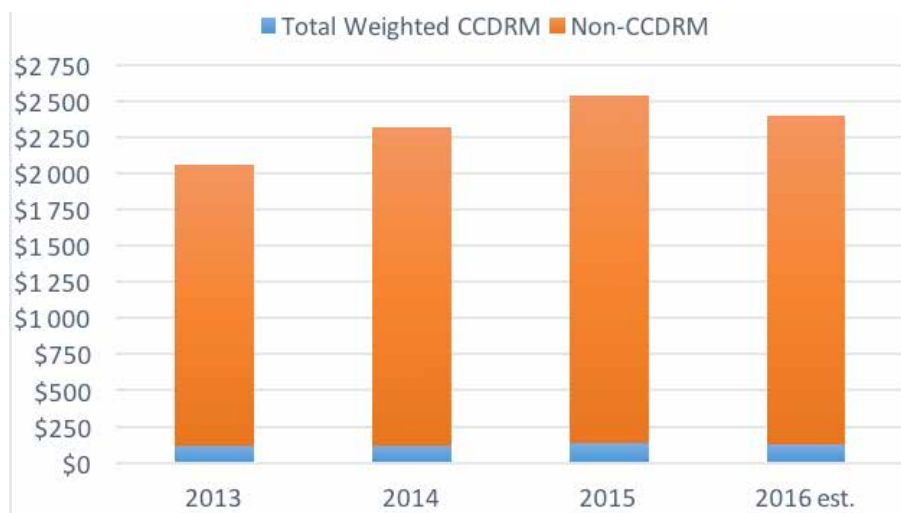


Figure 14. Recurrent expenditure weighted for CCDRM versus total recurrent spending, 2013–2016 (estimate – SBD million).

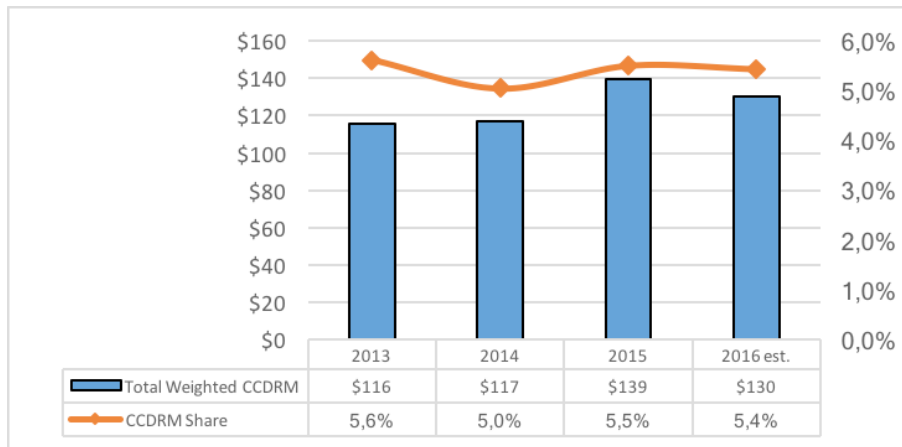


Figure 15. CCDRM (weighted) recurrent expenditure and as share total recurrent spending, 2013–2016 (estimate – SBD million).

Figures 16 and 17 indicate the type of CCDRM expenditure with the not surprising result that adaptation is by far the largest proportion of that recurrent expenditure (79%), with significant spending also attributed to DRM (14%), mitigation (6%) and enabling (1%).

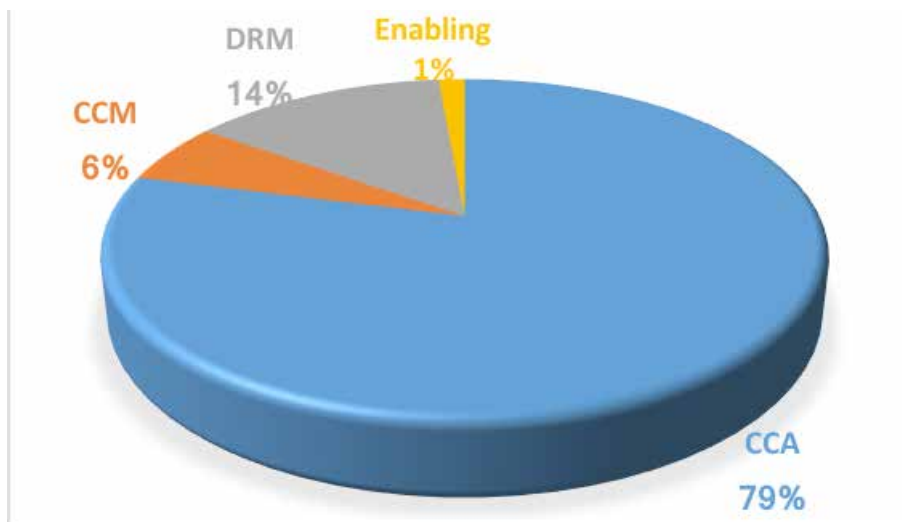


Figure 16. Total share of CCDRM (weighted) recurrent expenditure by type, 2013–2016 (estimate).

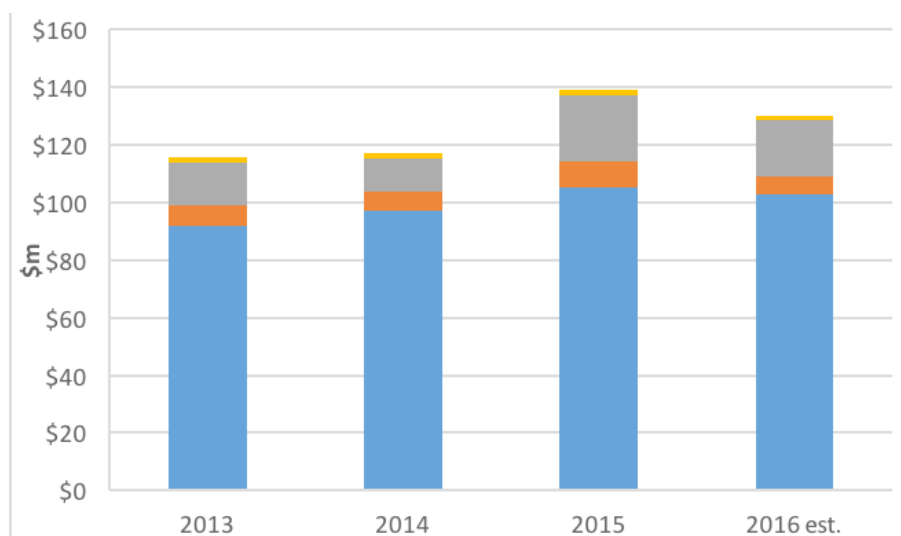


Figure 17. Annual CCDRM (weighted) recurrent expenditure by type, 2013–2016 (estimate – SBD million).

4.2.1.3 Analysis of development estimates

An analysis of the development component of the budget relating to CCDRM yields a different, but not totally surprising, picture. As with the recurrent expenditure analysis the data uses actual expenditure but given the difficulty of estimating external expenditure on development assistance a certain amount of caution must be used in drawing conclusions from the analysis. Instead the analysis should provide a useful ‘big picture’ analysis that can inform future policy discussions.

The analysis is limited to the years 2013 to 2015.

The development expenditures combine domestic sources of development finance that are provided by the SIG and externally funded development finance provided by development partners both through government systems and also ‘non-appropriated’ assistance such as ‘in-kind’ assistance. With the inclusion of the SIG funding for development, the results will differ, sometimes substantially, from the funding source analysis in Chapter 3.

Analysing the development expenditure indicates that just under one-fifth (18.8%) of development expenditure in the budget is related to CCDRM (see Figure 18) with the nominal amount having grown significantly in the three years under analysis from SBD 287 million to SBD 428 million (Figure 19).

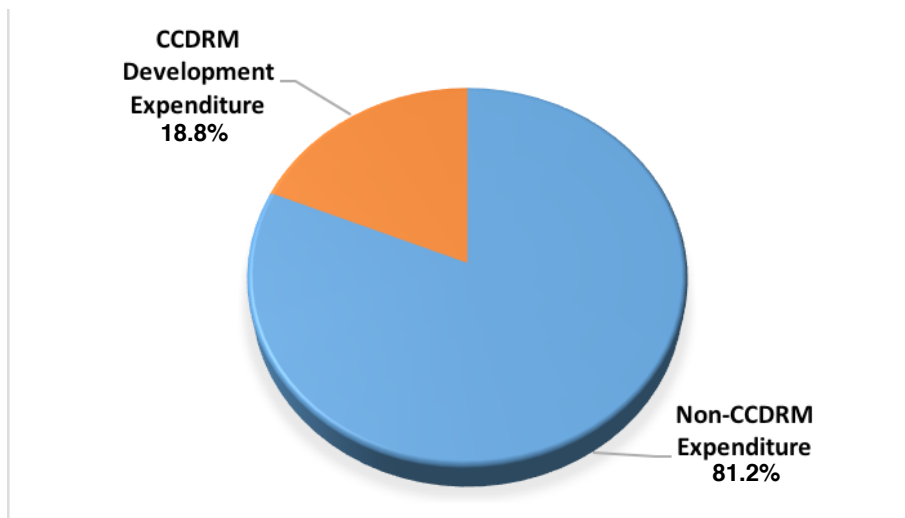


Figure 18. CCDRM (weighted) as share of development budget, 2013–2015.

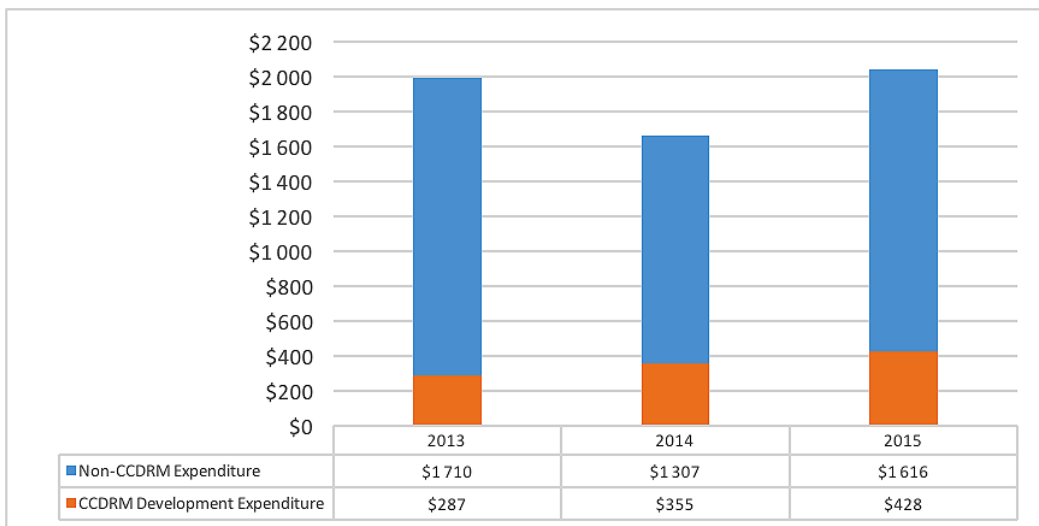


Figure 19. CCDRM (weighted) expenditure as part of total development, 2013–2015 (SBD million).

The unpacking of this information in order to specifically look further at CCDRM expenditure indicated that most of the assistance seem to be in adaptation (Figure 20); however, the proportion of around 75–90% seems unusually high compared with the 52% identified under the Funding Source Analysis in Chapter 3. This is largely the result of the SIG development funding for CCDRM projects, which is overwhelmingly an adaptation with mitigation largely being funded from external sources.

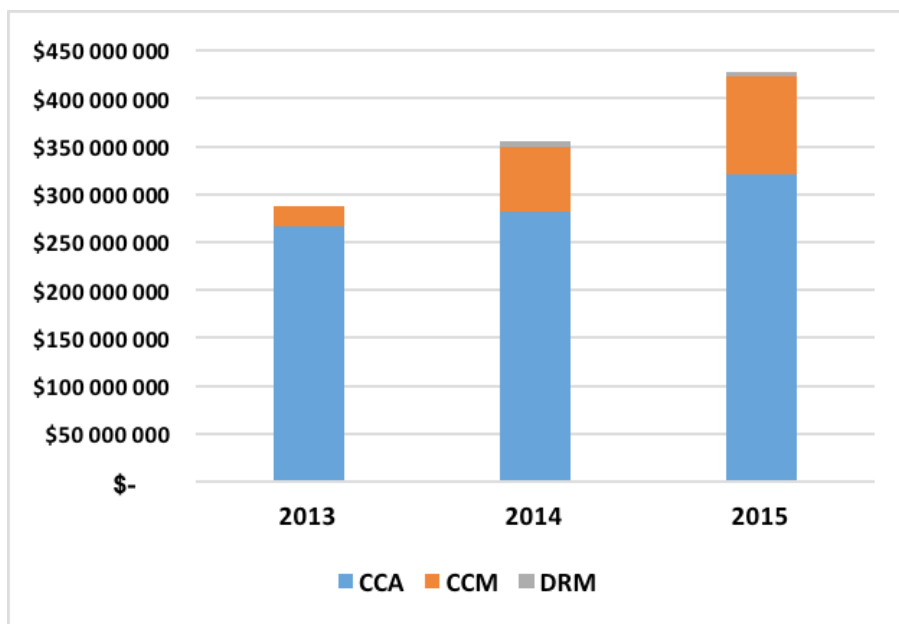


Figure 20. CCDRM (weighted) development expenditure by type, 2013–2015 (SBD).

One of the most striking aspects of the analysis is the amount of expenditures in CCDRM that can be attributed to domestic SIG resources (Figures 21 and 22), which demonstrates a strong SIG commitment to its CCDRM agenda. This should assuage any concerns that might have been raised by the apparent lower-than-normal share of recurrent expenditure on CCDRM, as cited in Section 4.2.1.2.

These figures suggest that the major contributors to the official development estimates outside the SIG are Australia, Japan, New Zealand and ADB, although the contributions and make-up of the funding can vary considerably from year-to-year, and this is on the assumption that the majority of development assistance is being captured in development estimates.

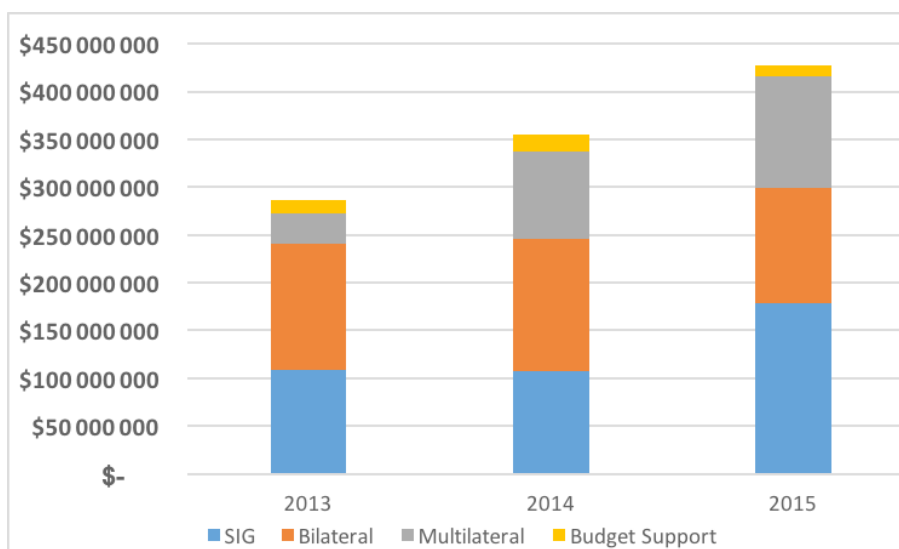


Figure 21. CCDRM (weighted) development expenditure by source, 2013–2015 (SBD).

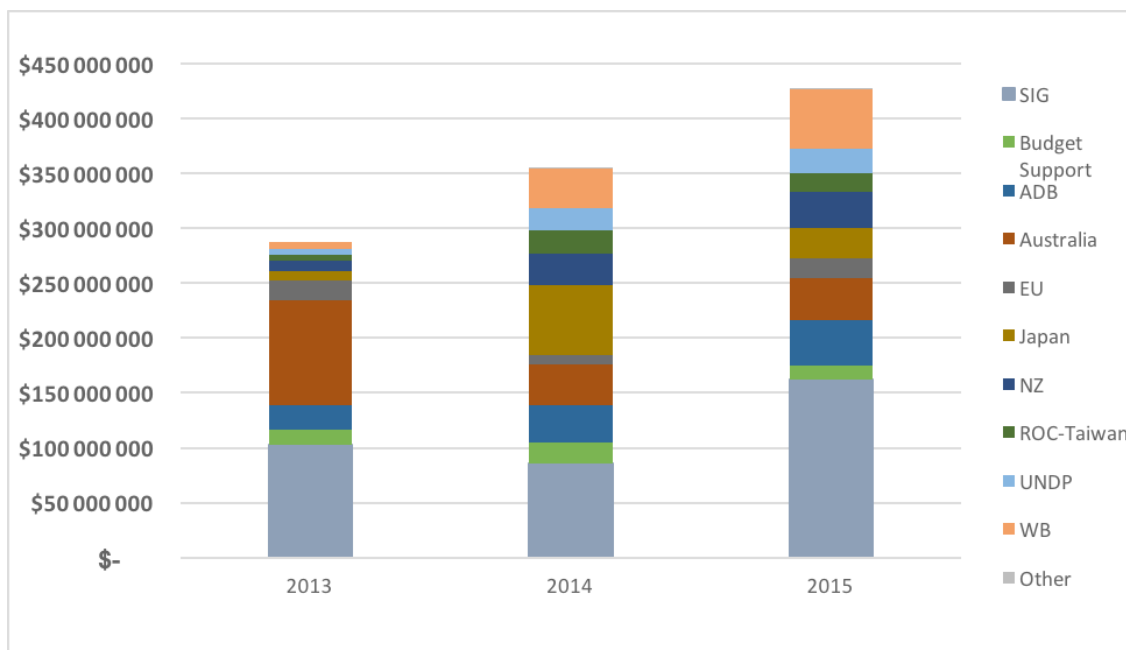


Figure 22. CCDRM (weighted) development expenditure by source, 2013–2015 (SBD).

4.2.1.4 Estimated CCDRM financial flows in Solomon Islands 2015

In an effort to bring these two pieces of analysis together, Figure 23 seeks to identify and quantify the flows of CCDRM funding through the Government, both from domestic and external resources, including both the recurrent and development estimates. This helps to map the CCDRM financial flows through the Solomon Islands Government using 2015 as an example.

Again the analysis is not meant to be definitive but is supposed to be indicative and instructive in understanding the mechanisms used to address and meet the SIG CCDRM goals. That said, the overall analysis suggest that in 2015 the flows for CCDRM were over SBD 500 million and from the variety of Government and external sources.

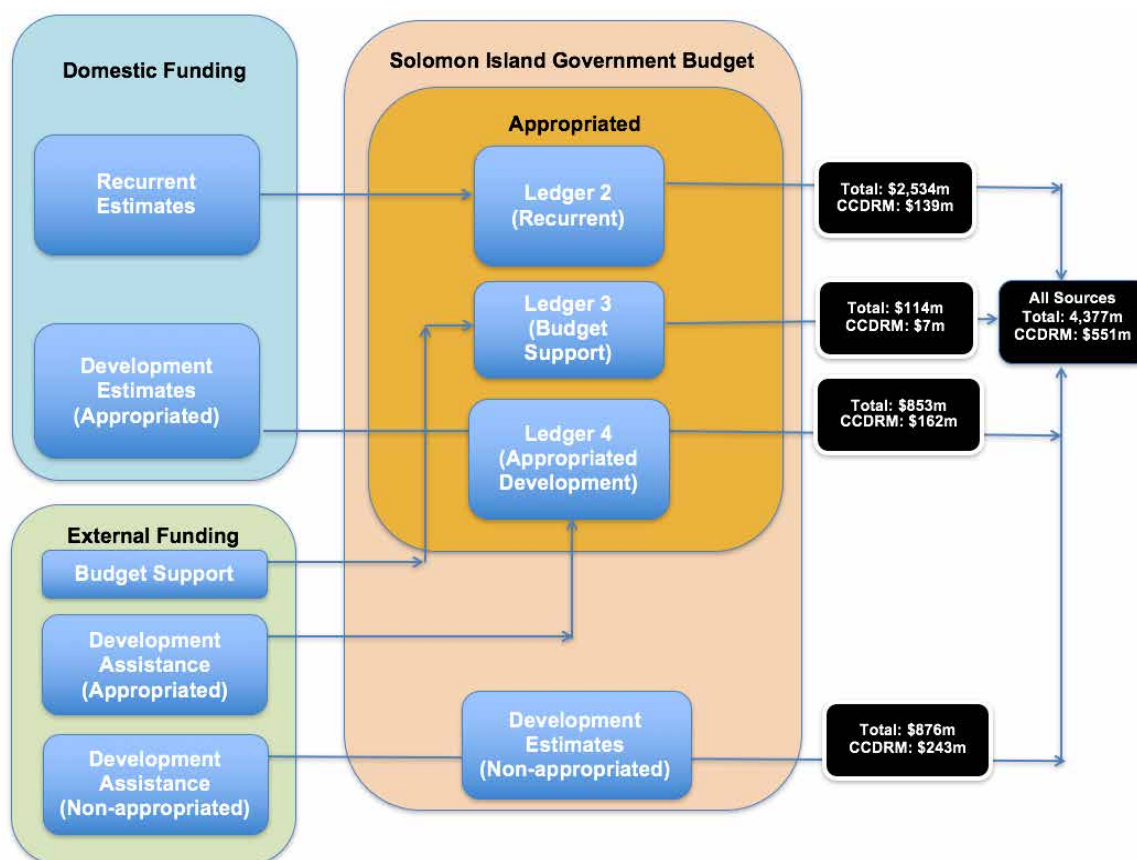


Figure 23. Indicative CC DRM financial flows through Solomon Islands Government, 2015.

The overall CC DRM financial flow to Solomon Islands is likely to be substantially higher since the analysis has not accounted for non-governmental financial flows through INGOs, NGOs, the private sector, household remittances, etc. Limited data exists to estimate these flows but it is apparent that flows from INGOs alone would be significant given their prominence in the Solomon Islands.

4.3 Recommendations

1. Assuming accreditation is sought, map out a pathway – Public Finance Management (PFM) reforms to meet fiduciary requirements (basic and specialised) for MoFT, and develop Environmental and Social Safeguards (ESS) and Gender Action Plan (GAP).
2. The government should establish an implementation unit within MoFT, drawing on experience and expertise within the ministry and other line agencies in order to form the basis of a capable Project Implementation Unit (PIU). The Financial and Economic Development Unit (FEDU), the Debt Management Unit and the compliance area of the Procurement Unit contain key skills that could be drawn together to support the development of such a PIU with technical support from MECDM.

3. In pursuing accreditation for MoFT, the government should look to learn from PFM reform and climate finance accreditation efforts undertaken elsewhere in the region (e.g. Samoa, Cook Islands).
4. Put in place an accreditation taskforce of key stakeholders including MoFT, MECDM, Ministry of Infrastructure Development (MID) – National Transport Fund (NTF), MDPAC and representatives of the civil society and private sector to oversee the accreditation efforts of the Government.
5. Design readiness programs to support reforms needed and seek out help to pursue accreditation through readiness grants and other assistance, including from the GCF Readiness Support and bilateral assistance from CROP agencies and partners.
6. Prepare a comprehensive financial strategy looking at the appropriate mix of financial instruments to address pre- and post-disaster requirements in the Solomon Islands.





5 Institutional Analysis

Key messages

- ✓ A number of Solomon Islands Government line ministries are implementing climate change and disaster risk management related activities. However, this is currently being undertaken in a siloed approach. More effective coordination at the national level is needed to reduce duplication of efforts and target resources.
- ✓ While a number of CCDRM policy and planning mechanisms are in place (as outlined in Chapter 2), the overarching legal framework for these issues needs strengthening. Providing the national mandate and clarity of the roles for relevant institutions and associated coordination mechanisms will ensure more effective progression towards Solomon Island's national CCDRM goals.
- ✓ The need for institutional strengthening has been recognised by the Solomon Islands Government and a number of initiatives are currently in progress, both at the provincial and national levels. This could be built upon, by supporting stronger horizontal engagement and coordination with line ministries, MPGIS and other stakeholders including private sector, NGOs, development partners and faith-based organisations. Examples of effective coordination are evident at the provincial and sector levels, and lessons learnt from these could inform more effective national coordination.
- ✓ The National Transport Fund within MID is best placed to be a potential candidate for NIE to the GCF, but the focus will be specific for transport. MoFT could be strengthened to be a candidate entity for multi-sector projects. This process will require at least the next 3 to 5 years to be ready to seek NIE accreditation.

5.1 Implementing Institutions for CCDRM in Solomon Islands

A number of government agencies are involved in CCDRM activities within Solomon Islands. Figure 24 and Box 2 below, provide an overview of the core implementing institutions and their associated role within the CCDRM context.

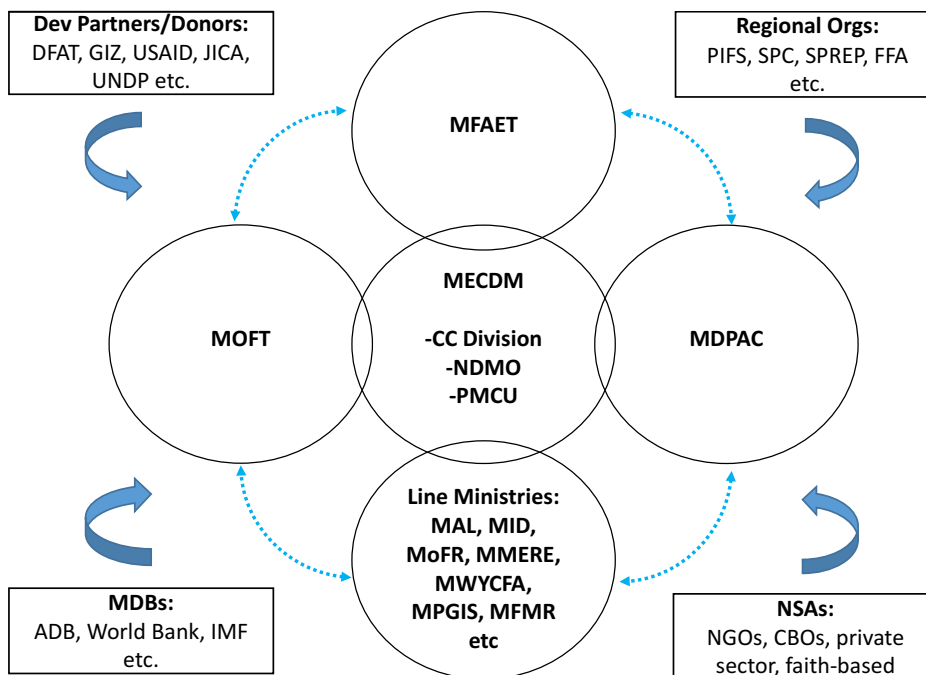


Figure 24. Core CCDRM institutions in Solomon Islands.

Box 2. Functions of core CCDRM institutions.

MFAET: Political focal point for UNFCCC and Solomon Islands UN Mission in New York; focal point for regional organisations and bilateral partners; focal point for Foreign Ministers Meeting that discusses Disaster Management.


MECDM: Technical focal point for UNFCCC; focal point for UNFCCC funds (GCF, GEF, Adaptation Fund, etc.); lead coordinating agency for CCDRM in Solomon Islands; focal point for Environment Ministers Meeting.

MDPAC: Leads national development planning and manages aid coordination and development effectiveness. Monitors progress against the NDS 2016–2035; focal point for traditional donors including Australia and New Zealand.

MoFT: Focal point for multilateral banks (ADB, IMF, WB); focal point for Forum Economic Ministers Meeting; receives and disburses CCDRM funding.

Line ministries: Lead implementation of relevant sector-based activities related to climate change adaptation, mitigation, disaster risk reduction and management, and cross-cutting issues like gender.

NSAs: Implement CCDRM activities on-the-ground, guided by national priorities.



The lead agency for CCDRM in Solomon Islands is the Ministry for Environment, Climate Change, Disaster Management and Meteorology (MECDM). Established in 2010, the Climate Change Division (CCD) and National Disaster Management Office (NDMO) were brought together under this one ministry to facilitate closer coordination on climate change, disaster risk reduction and disaster management work.

5.1.1 Supporting legislation for implementing entities

At the present time, there is no existing national legislation to support climate change action and the role of MECDM (more specifically the Climate Change Division within this, which is the lead institution for climate change issues). National Climate Change legislation will serve to provide a supporting regulatory environment for climate change action across whole-of-government. It can also provide the necessary mandate for a national coordination mechanism, as further detailed in the next section. Drafting of a national Climate Change Bill has been identified by MECDM as a necessary action for 2017 and it is recommended that this is progressed with priority in order to provide a strong legislative and regulatory basis for climate change activities and the institutions that implement these activities. A function of this legislation could also be to define the policy development and monitoring role of MECDM and the role of line ministries, including MPGIS as implementing entities.

Similarly, in strengthening the overarching legal framework for CCDRM, it may also be timely to consider a review of the National Disaster Council Act that was established in 1989, to ensure it is adequately reflecting the institutional and policy requirements outlined in the current draft of the National Disaster Management Plan. Furthermore, progressing the National Forestry Bill also provides an opportunity to mandate more effective action towards forest resource protection and management, in line with the REDD+ Readiness Roadmap that was developed in 2014. Ensuring that the above mentioned legislation is harmonised through coordinated efforts will provide a more comprehensive legal framework for CCDRM at the national level. Engagement with the drafting of the Protection of Traditional Knowledge and Expressions of Culture Bill, which is also currently in development, would be advised given the relevance and important application of this issue within the CCDRM space.

5.1.2 Institutional strengthening

The Solomon Islands Government has recognised the need for dedicated institutional strengthening to support organisational structure and processes, at both the national and provincial levels. In an effort to promote project coordination as well as monitoring and evaluation functions, MECDM has established a Programme Management and Coordination Unit (PMCU) with three full-time staff members. The ministry is also currently undergoing restructuring and is being supported through a number of planning processes and human resource developments. Continued engagement with upcoming project support, especially around project design and M&E strengthening is recommended. The development of a training register – as an Annex to the MECDM Human Resources Development Plan, highlighting the capacity development needs and previous short-term training provided by partners – could help to identify where upcoming projects can build on previous training. Options for longer-term capacity development are also outlined in the Human Capacity Analysis in Chapter 6.

At the provincial level, the Provincial Governance Strengthening Programme (PGSP) is a successful program dedicated to improving provincial institutions. Provision of support by a Provincial Capacity Development Advisor within each provincial government is an important component of this. The PGSP should also be considered as a potential entry point for mainstreaming aspects of CCDRM into provincial institutions.

5.1.3 Coordination of CCDRM

As described in the Policy and Plan Analysis in Chapter 2, a number of line ministries are currently addressing CCDRM in their work. However, this is largely being undertaken by a siloed approach, without the necessary communication and coordination across government. There is evidence of bilateral coordination between MECDM and line ministries, including the Ministry of Agriculture and Livestock and the Water Resources Division within the Ministry of Mines, Energy and Rural Electrification, based on current project implementation requirements. Nevertheless, given the vision of the Solomon Islands Government to move towards a more resilient development approach – and taking into account the CCDRM as cross-cutting issue – a focus on shifting to integrated programming is recommended. As such, sector-based activities should be minimised, in favour of coordinated cross-sectoral planning, programming and implementation. This will require more strategic planning, coordinated implementation and clarity around institutional monitoring and evaluation processes. As a starting point, strengthening coordination and engagement between ministries is required, in conjunction with engagement of provincial level institutions and communities. The issue of food security provides a primary opportunity to undertake such an approach. The Sector Wide Approach (SWAP) is currently in place in the health sector and provides good practice examples of coordination that can be built on.

MECDM should be the lead agency in any national coordination efforts; however, implementation of CCDRM activities should be relegated to relevant line ministries. For example, the focal point for REDD+ should be with the Ministry of Forestry and Research, with necessary support from MECDM. This would further encourage CCDRM to be carried out as a cross-cutting issue at the sector level, with oversight from MECDM.

5.1.4 Climate change coordination mechanisms at the national level

At the national level, both the National Climate Change Policy and the drafted National Disaster Management Plan highlight the institutional arrangements and associated coordination mechanisms for their respective areas of mandate. The NCCP outlines both a National Climate Change Council and National Climate Change Working Group, as presented in Figure 25.

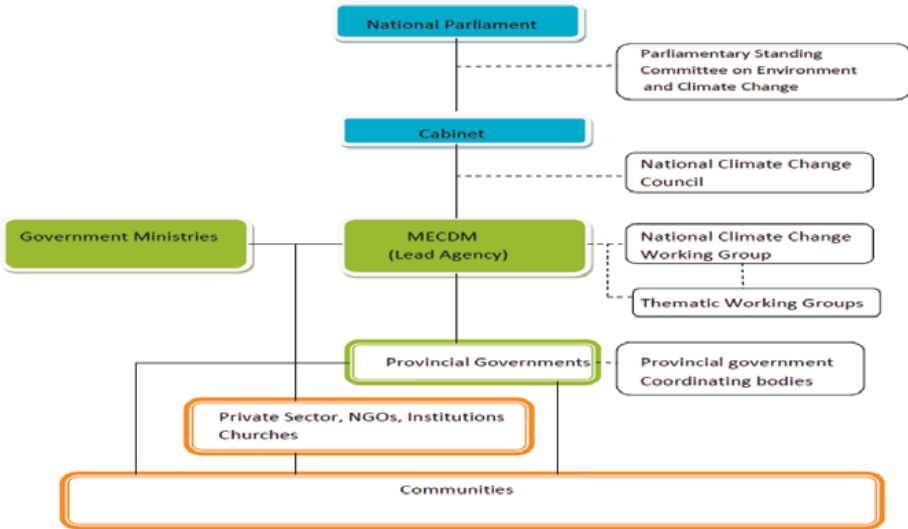


Figure 25. Institutional arrangements for the implementation of the NCCP.

Despite previous attempts by MECDM, neither the NCCC nor the National Climate Change Working Group are currently operational. As a result, there is no overarching coordination mechanism at the present time that enables multi-sectoral cooperation and coordination on climate change and disaster risk reduction, at a government level or more broadly. The review of the NCCP that is to commence this year is timely and should consider the challenges in operationalising these mechanisms and lessons learnt for the development of an appropriate coordination mechanism, going forward. The drafting of national climate change legislation could also provide the legal mandate for such a mechanism. This may assist in providing a more solid basis to sustain it over the long-term. Appropriate resourcing of coordination mechanisms can also be a challenge, as seen at the sectoral, provincial and local levels. Thus the importance of including necessary resourcing for coordination mechanisms as priority costed actions within the NCCP or a proceeding policy framework is also integral to sustainability.

A mechanism such as Vanuatu’s National Advisory Board (NAB) may provide a useful model for Solomon Islands. However, involvement of MDPAC as the key development planning body is also seen as imperative. Thus, basing a mechanism within MDPAC and with Secretariat support from the MECDM PMCU may be an effective approach. Such a mechanism should also be a first point of call, with a registration function, for any development partner wishing to undertake a climate change and disaster risk related project, rather than going directly through line ministries. This process would also align with MDPAC’s Aid Management and Development Cooperation Policy and Partnership Framework (discussed further in the Development Effectiveness Section in Chapter 8).

5.1.5 Disaster risk management coordination mechanisms at the national level

The institutional arrangements and coordination mechanisms for disaster management are outlined in the *Draft Disaster Management Plan*, as presented in Figure 26.

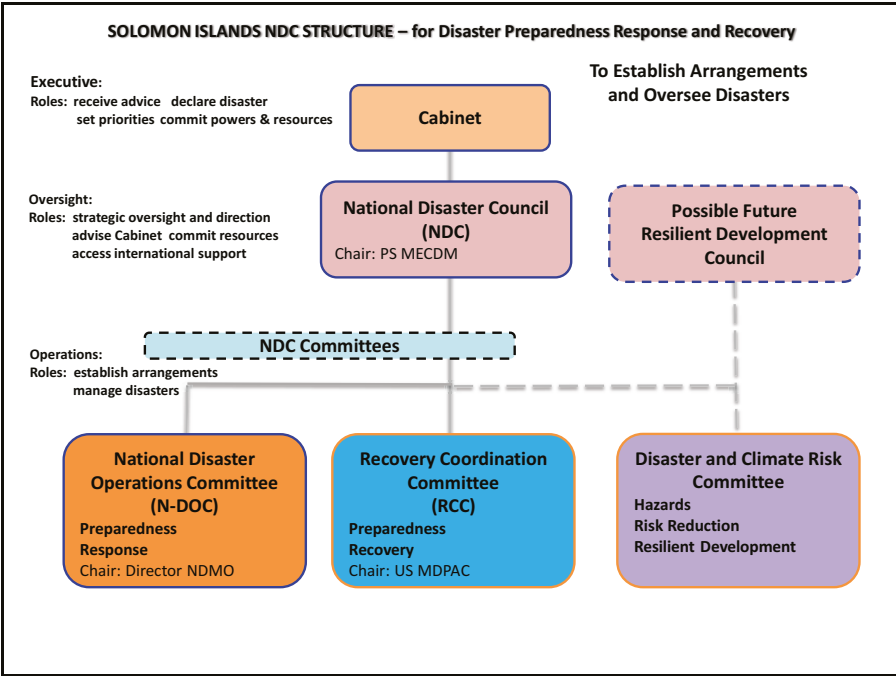



Figure 26. National Disaster Council structure.

Disaster management coordination mechanisms include the National Disaster Council and the National Disaster Council Committees, each led by relevant line ministries. The National Disaster Management Office (NDMO) is tasked with the coordination, development and implementation of



disaster management. The UN Inter-Agency Standing Committee (IASC) Cluster arrangement works in parallel with the Solomon Islands National Disaster Council Committees. To ensure clarity on how these processes complement each other and to achieve effective on-the-ground disaster response arrangements, a comprehensive roll out of the approved NDMP is necessary, as recommended in the Policy and Plan Analysis in Chapter 2.

Furthermore, the CCD and NDMO need to be working closely to ensure clarity around the mandate for disaster risk reduction activities. While it has been specified that it no longer comes within the mandate of the NDMP, it is still included as part of the remit for Provincial Disaster Committees and Ward/Village Committees. The establishment of a DCRC has been specified within the NDMP to be responsible for addressing hazards and the reduction of disaster and climate risk within social and development planning processes and practices. This mechanism also needs to be adequately reflected in the proposed NAP, and strategic engagement between CCD, NDC, provincial executives and committees is important for realising effective DRR.

5.1.6 Coordinating knowledge management and learning processes

To effectively support greater coordination and shifting efforts towards a more program-based approach, strengthening communication, knowledge management and learning processes is also necessary.

A key component of this is ensuring all line ministries and provincial government have access to information on CCDRM. Strengthening MECDM's website as a national portal for disseminating relevant CCDRM information is recommended. Information collection could be a prescribed function of the proposed national coordination mechanism, supported by the PMCU. Furthermore, the establishment of national roundtables on climate change and disaster risk reduction issues, outlined in the NCCP, is also recommended. These would present an important platform for enabling multi-sector dialogue and engagement of a broad range of stakeholders including provincial governments as well as private sector, faith-based organisations, NGOs and development partners on CCDRM issues. This would act as both an information sharing and planning coordination mechanism.

For both CC and DRM, coordination of M&E efforts is a key gap that needs to be addressed. Specifically, there is a lack of impact analysis of the many climate change and disaster risk related programs that have been implemented throughout the country. Institutionalising M&E within MECDM, but also at the national level as part of the NDS process, is imperative (see Policy and Plans Section for further comment on this). This should be a dedicated function of the PMCU, in close collaboration with MDPAC's M&E Unit. M&E needs to be an iterative process, and opportunities for review need to be institutionalised in the upcoming NAP.

5.1.7 Coordination mechanisms at the provincial level

At the provincial level, there are some coordination mechanisms being established for CC and DRM, but operationalisation remains an issue. Provincial governments are generally too handicapped with budget and human capacity constraints to implement CCDRM priorities. As a result, provincial governments often rely on externally funded projects and NGO support. This presents challenges associated with lack of ownership. Furthermore, issues of sustainability are also common due to the lack of capacity within provincial government to absorb the work undertaken by NGOs.

Climate Change Committees have recently been established in all nine provinces and these present an important mechanism for addressing the ownership and sustainability issues mentioned above. However, as seen elsewhere, effectively resourcing these committees is currently a challenge and hence, they are yet to be operationalised. Potential solutions include the establishment of provincial ordinances to provide the relevant mandate at the provincial level for these committees. Furthermore, prioritising support for these mechanisms within relevant policies and plans – through identified costs,

which are translated to the budget – is also imperative (see also Policy and Plan Analysis in Chapter 2). Opportunities for NGO and development partner support could also be explored.

Disaster Management Committees are more established and supported by disaster management officers for each province. These committees are currently active during a disaster event and include the participation of NGOs working on-the-ground. However, these committees currently only operate during the event of a disaster. Strengthening the engagement around issues of preparedness and recovery is also required, as per the outlined function of Provincial Disaster Operations Committees (P-DOC) within the drafted NDMP. Provincial Disaster and Climate Risk Committees (P-DCRC) are also outlined in the drafted NDMP, as the coordinating mechanism for addressing hazards and the reduction of disaster and climate risk. Clarity around whether these are the same committees as the aforementioned Climate Change Committees, needs to be ascertained. Given the issues around resourcing and sustainability, streamlining these as much as possible is recommended.

Box 3. Case Study: Choiseul Integrated Climate Change Programme (CHICCHAP).


Choiseul Province was selected for the trialling of a new approach to integrate climate change responses and development assistance. Known as CHICCHAP, the Choiseul Integrated Climate Change Programme aims for a more holistic and program-based ridge-to-reef approach involving coordinated efforts by government agencies, development partners and NGOs working in a multi-sector program in one province.

CHICCHAP has received very positive feedback within the province from provincial executives as well as the NGOs and development partners that are involved. It has enabled a space for information sharing and for partners to determine where they can complement each other's work, reducing duplication of efforts. A Provincial Steering Committee meets quarterly and reports through to the national level Partners Advisory Implementation Group (PAIG), which meets twice a year. The PAIG Chair is rotated annually between the Solomon Islands Government and NGO partners and was being chaired by Permanent Secretary MECDM at the time of the assessment.

MECDM has recognised the positive results of this coordination approach and is currently undertaking a roll out of the approach across all nine provinces. It provides a strong example of a coordination approach that engages stakeholders in dialogue and partnership. By recognising the importance of M&E in order to also strengthen this approach, the PAIG has agreed to an external evaluation of the CHICCHAP to be undertaken. The results of this will assist in informing the expansion of the approach.

5.1.8 Coordination mechanisms at the community level

Coordination of CCDRM at the community level is currently ad hoc and very dependent on the implementation approach for individual projects. Some projects are utilising established community committees, or re-establishing existing committees. Other projects have established specific mechanisms – e.g. Community Disaster Committees. As CCDRM becomes more institutionalised at the provincial level, greater engagement of communities and community-based mechanisms should also take place. Utilising current mechanisms that are operating within communities is also recommended. The drafted NDMP outlines Ward and Village Disaster and Climate Risk Committees, supported by the P-DOC and P-DCRC. However, these do not seem to be currently functioning in a standardised form.



While there is local recognition of climate variability and issues of resource changes, more awareness around climate change and disaster risk management at the community level is needed. There is an opportunity for mainstreaming these issues into other community development awareness-raising, which is currently taking place through the Rural Development Program and others. The development of a practical, easy-to-use manual to assist in doing so is recommended.

5.2 Role of Non-State Actors in Supporting Coordination

A large majority of the CCDRM work is being undertaken on-the-ground by development partners, NGOs and faith-based organisations. More concerted efforts towards coordination, facilitated through the above mentioned mechanisms, is imperative to reduce duplication of efforts and ensure projects are reported to inform national budget planning and development.

5.2.1 Development partners

Chapter 8 provides a more detailed analysis of the role of development partners, current development effectiveness and the importance of the newly introduced Aid Coordination and Development Cooperation Policy for facilitating a more effective donor partner approach. This policy and the associated framework should be utilised by all development partners in aiming to coordinate efforts around CCDRM in the Solomon Islands. In terms of institutions, a key challenge is the number of steering committees and similar project-based mechanisms that are established on the commencement of every new project. It is envisaged that a national coordination mechanism, such as the NAB, would provide identification and streamlining of these committees and would also exist as a mechanism to more cohesively capture activity reports by the plethora of committees.

5.2.2 NGOs, faith-based organisations and private sector

A lot of activities undertaken by NGOs are often reported through sector clusters, but may not be captured by the national development planning processes. There are examples of micro-saving schemes supported by NGOs that have proven to assist families during disasters. Fast tracking the draft NGO legislation/Bill would help to address NGO coordination in Solomon Islands, although an NGO alliance coordination mechanism has been initiated by some NGOs (e.g. World Vision, Oxfam, etc.).

The assessment identified that local NGOs face a lot of resource limitations to effectively undertake their work related to CCDRM project implementation and coordination. For example, the Development Services Exchange (DSE) is recognised by the Ministry of Home Affairs as the umbrella body for NGOs in Solomon Islands. However, DSE is not able to effectively coordinate NGOs due to capacity and resource limitations.

Faith-based organisations such as the Adventist Development Relief Agency (ADRA) and the Anglican Church of Melanesia have dedicated programs related to climate change and disaster management in various parts of the country. Women's groups and youth groups of faith-based organisations are well-organised and have well established networks in the implementation of programs. Closer coordination between MECDM and faith-based organisations is recommended, in order to tap into these networks as potential implementers of CCDRM activities.

In terms of private sector engagement, there had been efforts to encourage private sector investment in climate change and disaster risk management (CCDRM), but these have been on an ad hoc basis and can be strengthened. The Solomon Islands Chamber of Commerce and Industries (SICCI) is quite active and could be a conduit for private sector engagement in climate change and disaster risk financing. The establishment of an Economic Advisory Council, through SICCI, may be an entry

point and specifying the inclusion of climate change disaster risk management, and financing issues within the ToR of this council is recommended. SICCI also has a role to convene annual national private sector forums for its members in order to discuss and investigate financing opportunities for development, including climate change finance.

5.3 Green Climate Fund National Implementing Entity

An initial assessment of potential entities that may have the capacity to become a National Implementing Entity (NIE)¹¹ to the Green Climate Fund (GCF) was undertaken. This assessment was guided by the GCF NIE Applicant Self-Assessment Questionnaire, as well as fiduciary management components included in the PFM and Expenditure Analysis in Chapter 4 and Gender and Social Inclusion considerations as detailed in Chapter 7. Agencies that were considered include MDPAC, MoFT, the National Transport Fund (NTF) within MID, the Investment Corporation of Solomon Islands (ICSI) and the Central Bank of Solomon Islands (CBSI). The team reviewed the relevant legislation that establishes the office, required plans and policies, as well as the demonstrated track record of project management and the application of those relevant policies. A summary table of three of these entities and their rating against key criteria is presented in Table 7 below. Based on the current mandates of ICSI and CBSI, these entities were deemed ineligible for NIE status and were not analysed in further detail.

Table 7. Entities considered against key NIE criteria.

KEY CRITERIA	NTF	MOFT	MDPAC
Fiduciary Standards			
Specialised FS			
ESS			
Gender Policy			
Capacity			
Sectors	Transport only	Multi-sector	Multi-sector

11 The distinction between a National Implementing Entity (NIE) and a National Designated Authority (NDA) should be clarified. The NDA is the national focal point for the Green Climate Fund and the entity that will support organisations/agencies applying to become an NIE with a no-objection letter as part of the accreditation process. The NIE will oversee the management and implementation of projects and programs, including the funds management.

Based on the GCF requirements, available capacity and in consultation with national stakeholders and donors, the team identified the NTF and MoFT as those best placed to be strengthened in order to seek NIE accreditation to the GCF. In both cases, a board will need to be established, which must include MECDM, MDPAC, MWYCFA (as the driver for the National Gender Policy) and the PMO (as the driver for the drafted Whistle Blowers and Anti-Corruption legislations). It may also require relevant amendments to the existing legislation that established the NTF. Strengthening of gender and social inclusion aspects is also imperative for all considered entities, with further details outlined in the Gender and Social Inclusion Analysis in Chapter 7. At the current time, MDPAC does not have the necessary capacity or fiduciary standards to be considered a strong option for progressing accreditation.

It is understood that the Programme Management and Coordination Unit within MECDM is currently in the process of developing a readiness support proposal to be submitted to the GCF. Given it is a priority of the SIG to identify a suitable entity/entities and progress NIE accreditation, this would be an opportunity to include readiness proposal, Activity 3. Accreditation of implementing entities, to support one or both of the identified entities identified.

It is important to note that a country can have more than one NIE. It should also be noted that the Green Climate Fund is just one of a number of international financing mechanisms currently operating. Achieving accreditation to other funds, such as the Adaptation Fund, can provide fast tracking opportunities to the Green Climate Fund accreditation. It is recommended that a review of the different options and modalities that are available is undertaken, to inform SIG of the most appropriate way forward for direct accreditation¹².

5.3.1 National Transport Fund

The NTF is currently in the best position to commence the accreditation process to become an NIE for Solomon Islands, within the short-term (next 1 to 2 years). The fund is adequately resourced with a specific sectoral focus (transport infrastructure), and has demonstrated experience with project management, and the necessary policies and enabling environment, including a Gender and Disability Action Plan and a Safeguards Procedure Manual. The NTF Act and Regulations will need to be reviewed and amended if it will serve as an NIE. Discussions with key donors to the fund including DFAT and ADB would also be required. Given its focus and mandate, it is recommended the NTF would serve as an NIE specifically for GCF projects related to transport infrastructure. A copy of the GCF NIE Accreditation Guidelines have been provided to MID. It is recommended that a more thorough gap analysis is undertaken against this, to identify key short-term priorities to progress the NTF's application. It should also be noted that the NTF is a separate entity from the Franchise Shipping Scheme (FSS), which is also under MID.

5.3.2 Ministry of Finance and Treasury

In the medium-term, it is recommended that MoFT could become an NIE with a much broader scope than the NTF. MoFT has demonstrated experience in managing funds and also satisfies a number of the policy requirements stipulated by the GCF. However, it does not have project management experience and currently lacks capacity. In order to undertake this NIE role, a dedicated unit within MoFT may need to be established (see Section 4.1.4). Furthermore, the development and operationalisation of social and environmental safeguards as well as a GCF aligned gender policy would also be mandatory. Seeking support for preparing MoFT for this role is recommended, through the GCF Readiness Support proposal that is currently being developed, as well as through a number of donor-funded readiness related projects that are currently being implemented in the Solomon Islands. In the short-term, the establishment and operationalising of a dedicated unit would be a priority.

¹² A Guide to Key Funding Sources for Climate Change and Disaster Risk Reduction has been compiled by the PIFS in consultation with the SPREP, providing a comprehensive overview of the multilateral and bilateral sources available.

5.3.3 Other options – longer-term considerations

The Provincial Capacity Development Fund (PCDF) has been established as part of the Provincial Government Strengthening Project (PGSP). PGSP was initially established with the support of UNDP, UNCDF, Regional Assistance Mission to Solomon Islands (RAMSI) and the EU but is now understood to be fully funded by the SIG. The PCDF has been established in a way that encourages adoption of improved governance at the provincial level, with an oversight mechanism and transparency processes in place. A provincial assessment is undertaken yearly and the results of this determine the level of funding a province receives the following year. The PCDF supports projects across sectors including sanitation, health, education, etc. In considering the PCDF further, its legal status would need to be determined, and long-term planning towards the adoption of social and environmental safeguards as well as a gender policy that aligns with the requirements of the GCF would be required. Nevertheless, it is considered a potential option, especially to ensure more dedicated funding is channelled to activities at the provincial and local level.

There has been some discussion around the reopening of the Development Bank of Solomon Islands throughout the assessment consultations. While this has not progressed very far, it could also be a potential NIE. If this was considered viable, it would be recommended that NIE accreditation requirements are taken into consideration in the re-establishment of the bank, in order to ensure that these are included from its initial development. Given the past experience around transparency issues and financial management, stringent fiduciary processes would also be needed.

It should also be noted that sub-national entities, including smaller non-governmental organisations were not considered in this preliminary analysis. However, a key opportunity exists for local NGOs to also consider becoming an NIE. Accreditation for managing micro- (less than or equal to USD 10 million) and small (above USD 10 million and up to USD 50 million) projects would be recommended. There is also the opportunity to apply for Grant Disbursement, allowing for local NGOs to channel more small grants funding directly to communities. Organisations such as Kastom Gaden Association, Solomon Islands Community Conservation Partnership or Solomon Islands Development Trust could be potential options. The Solomon Islands Community Conservation Partnership (SICCP) is currently focusing on becoming a local interface so that community-based organisations can access funds for conservation. A key barrier for many smaller organisations at the current time is both the financial management and human capacity constraints on local NGOs, as well as potentially meeting the ESS and Gender Policy components.

5.4 Recommendations

1. Progress National Climate Change legislation, which mandates climate change as a cross-sectoral issue, defines the role of MECDM in climate change and disaster risk reduction activities, and establishes a national coordination mechanism.
2. Undertake a review of the National Disaster Council Act 1989, to ensure it adequately reflects the current status of institutions and policy mandates as outlined in the drafted NDMP
3. Progress the national forestry bill, to mandate more effective action towards forest protection and management, aligned with the Solomon Islands Reducing Emissions from Deforestation and Forest Degradation plus (REDD+) Roadmap.
4. Harmonise national legislation, which is currently in development in order to provide a more cohesive legal framework that promotes resilient development for the Solomon Islands. Consider the synergies with other draft legislation such as the Protection of Traditional Knowledge and Expressions of Culture Bill, which are currently in development through the Ministry of Tourism and Culture.

5. Develop a Training Register as an Annex to the MECDM Human Resource Development Plan (HRDP), which outlines capacity development needs and short-term trainings provided by partners.
6. Consider how the Provincial Government Strengthening Programme (PGSP) could be used as an entry point for mainstreaming aspects of CCDRM at the provincial level.
7. Utilise issues such as food security to shift towards an integrated programming approach across sectors.
8. Strengthen engagement between MECDM and other line ministries and relegate management of certain CCDRM initiatives to appropriate leading institutions (e.g. REDD+ focal point relegated to the Ministry of Forest and Research)
9. Analyse the challenges faced with operationalising the NCCC and the National Climate Change Working Group (NCCWG) as part of the NCCP review. Utilise lessons learnt and models being implemented at the provincial and sectoral levels, as well as in other countries to establish an effective national coordination mechanism. The engagement of MDPAC within such a mechanism is recommended.
10. Strengthen engagement between Climate Change Division (CCD) and National Disaster Management Office (NDMO) on disaster risk reduction and reflect the establishment and role of the Disaster and Climate Risk Committee (DCRC) (outlined in the drafted NDMP) in the proposed NAP. Clarify the linkages of this committee to a potential national coordination mechanism.
11. Strengthen the MECDM website as the key information source for CCDRM issues for other line ministries as well as external governmental stakeholders.
12. Establish national roundtables as an opportunity for dialogue and engagement with a broad range of stakeholders who are currently undertaking CCDRM work.
13. Institutionalise an iterative Monitoring and Evaluation (M&E) process as a dedicated function of MECDM's PMCU, in close collaboration with MDPAC's M&E Unit.
14. Strengthen provincial level institutions through operationalising climate change committees and dedicating appropriate resourcing to ensure sustainability (through inclusion of costed items in relevant policies and plans). Look at the need for establishing provincial ordinances to strengthen the mandate for coordinating mechanisms at the provincial level.
15. Strengthen provincial disaster management committees to engage around issues of preparedness and recovery, in addition to disaster response, as stipulated in the drafted NDMP.
16. Clarify the role of Provincial Climate Change Committees and Provincial Disaster and Climate Risk Committees (P-DCRCs), and streamline these to effectively dedicate resources and avoid duplication.
17. Utilise current community-based awareness-raising and training programs presented through the RDP and other mechanisms for mainstreaming awareness around CCDRM at the community level.
18. Strengthen engagement with faith-based organisations, especially women's and youth groups as potential implementers of CCDRM activities.

Recommendations related to the GCF NIE Section:

19. Progress a more comprehensive gap analysis for the NTF against the GCF NIE Accreditation Guidelines to identify key short-term priorities for progressing NTF's NIE application.
20. Establish a dedicated unit within MoFT to address current gaps in capacity (including project management) and progress the necessary requirements over the medium-term for MoFT accreditation.
21. Include Activity 3: Building the capacity of potential national implementing entities, in the development of a readiness support proposal to the GCF, to assist with the accreditation process of either/or both the NTF and MoFT.
22. Further explore other long-term options, including NGOs, the PCDF and Development Bank of Solomon Islands, among others.





6 Human Capacity Analysis

Key messages

- ✓ Human capacity is a critical element and key enabler for Solomon Islands to be able to effectively access, manage, disburse, monitor and report on climate change and disaster risk finance.
- ✓ In comparison to other PICs, Solomon Islands is sufficiently capacitated at the national level to access and manage international climate change and disaster risk financing. The key challenge is coordinating and capitalising on the CCDRM expertise that sits within different line agencies.
- ✓ Provincial and national government should explore a mechanism that can engage retired public servants at the community level who are willing to support CCDRM efforts. This will be an effective option to build the capacity of communities and would promote transfer of knowledge.
- ✓ Both the national and provincial governments should capitalise on NGO networks and presence in communities to progress future CCDRM efforts.

6.1 Existing Human Capacity in Solomon Islands

Human capacity is a critical element and a key enabler for Solomon Islands to be able to effectively access, manage, disburse, monitor and report on climate change and disaster risk finance. With most of current CCDRM support being delivered as projects, it will require time and input by staff members to undertake advocacy, engage with donors, prepare proposals, and fulfil administrative and reporting obligations to the donor. Meeting these obligations is a key part of maintaining the reputation of Solomon Islands with donors and promotes future investment.

6.1.1 National level

At the national level, human capacity is needed to coordinate, plan and prioritise the individual projects or grants so that the financing that has been received is used efficiently and contributes to the overall objectives of the climate change program and/or development objectives of the country and/or donor. Solomon Islands will need to instil confidence in donors that they can plan, coordinate, implement, and report on their own climate change activities, if the Government is keen to access more flexible modalities for climate change and disaster risk finance, including budget support and trust fund arrangements.

In Solomon Islands, climate change and disaster risk reduction are well recognised. This is exemplified with the establishment of the integrated Ministry of Environment, Climate Change, Disaster Management and Meteorology (MECDM). The ministry has a dedicated Climate Change Division and a National Disaster Management Office. Both offices are managed by directors and deputy directors. At the executive level, they are supported by an Under-Secretary Technical and Permanent Secretary, who are both very experienced with national, regional and international issues related to CCDRM.

MECDM currently hosts, or provides direct oversight, to a number of project-funded staff members. There have been recent efforts to absorb project staff members, but this remains a challenge due to other competing priorities of the Government. It would be beneficial to explore a human capacity development roadmap for CCDRM to plan for absorption of trained expertise at the end of project timelines.

Available technical expertise in various areas related to adaptation, mitigation, disaster risk reduction/management exists in different line ministries, including the Ministry of Agriculture and Livestock (MAL), the Water Resources Division of MMERE, the Energy Division of MMERE, the Ministry of Forestry and Research (MoFR), and the Ministry of Development Planning and Aid Coordination (MDPAC). Other technical support is available within local and international NGOs. There is limited technical expertise on CCDRM issues within the private sector and key ministries like the Ministry of Finance and Treasury (MoFT) and the Ministry of Foreign Affairs and External Trade (MFAET). Other relevant ministries that lack staff members with specific knowledge and experience in climate change include the Ministry of Fisheries and Marine Resources (MFMR), Ministry of Women, Youth, Children and Family Affairs (MWYCFA), Ministry of Education and Human Resource Development (MEHRD), and the Ministry of Provincial Government and Institutional Strengthening (MPGIS).

In comparison to other Pacific Island Countries, Solomon Islands is sufficiently capacitated at the national level to access and manage international climate change and disaster risk financing. The key challenge is coordinating and capitalising on the CCDRM expertise that sits within different line agencies. Most ministries still approach CCDRM projects in a silo, but the trend is improving (e.g. partnership between MECDM, the Energy Division of MMERE and the Solomon Islands National University through the EU/GIZ Adapting to Climate and Sustainable Energy Project).

With regard to CCDRM finance, there is good understanding and experience within MECDM and MDPAC. Other line ministries have limited or no dedicated human capacity to understand and engage in undertakings related to CCDRM finance. Staff members are overwhelmed with many responsibilities. This is further exacerbated with certain partners that place their project-funded positions outside of government ministries, yet expect the ministry to be the lead executing agency. This approach does not directly supplement or build capacity of ministries. However, this is being addressed through project interventions such as the DFAT/UNDP Pacific Risk Resilience Programme, which placed staff members with CCDRM experience in a number of line ministries (e.g. MAL, MDPAC and MWYCFA).

6.1.2 Provincial level

Contrary to the capacity at the national level, there are no dedicated climate change officers, except disaster officers, present at the provincial level. This was observed for both Choiseul and Temotu Provinces, which were consulted by the assessment team. Other provinces have environment officers.

The disaster officers at the provincial level were constrained with a number of issues, including finance, accommodation, office space and so forth. This contributed to situations being experienced by provinces like Choiseul, where their disaster officer is based in Honiara instead of the provincial capital, Taro. This arrangement is not cost-effective considering the travel costs between Honiara and Taro, and is not conducive for timely access to face-to-face advice and support.

It is apparent that the national government does not prioritise capacity resourcing for climate change at the provincial level. This is exemplified with provincial climate change committees being set up for all the nine provinces, yet the committees were not operational due to lack of resources. The provincial governments are handicapped with a very low provincial revenue base, and rely mostly on annual grants from the national government, through the Ministry of Provincial Government and Institutional Strengthening. As such the Provincial Capacity Development Fund (PCDF) through the Provincial Government Strengthening Project (PGSP) has been very beneficial to provincial governments. In addition, some external projects and NGOs have also placed their positions with provincial government departments. Provincial governments should consider the development of relevant provincial climate change policies and ordinances to encourage increased and targeted support from the national government and external partners.

Due to the limited capacity at the provincial level, it is very difficult to effectively respond to community requests for support in a timely manner. At most times, affected communities will have to wait for support from the national government or from NGOs. Both provincial and national governments should explore a mechanism that can engage retired public servants at the community level who are willing to support CCDRM efforts. This will be an effective option to build the capacity of communities and would promote the transfer of knowledge.

6.1.3 Local NGOs and International NGOs


NGOs provide a lot of quality and timely support to communities on CCDRM issues and have well established networks and presence throughout the country. Both the national and provincial governments should capitalise on NGO networks and presence in communities to progress future CCDRM efforts.

Although international NGOs are sufficiently resourced, local NGOs and faith-based organisations are facing a lot of challenges. Looking for opportunities to forge partnerships with government projects and activities will assist in addressing this, while also exploring potential sources of small grants, including the GEF/UNDP Small Grants Programme, the USAID PACAM Fund, the EU/PIFS NSA Small Grants and so forth. Establishing a national climate fund, as recommended in Chapter 3 (Funding Source Analysis) may provide a sustainable funding window for small grants to be readily accessible to local NGOs, faith-based organisations and CSOs.

6.1.4 Private sector

There is limited engagement of private sector on CCDRM issues in Solomon Islands. Some communities have initiated micro-credit saving schemes, which support family members during disasters. However, government support is lacking.

Regarding global climate change funding sources, such as the private sector facility of the Green Climate Fund, there is very little awareness of the available funding sources and how to manoeuvre the access requirements.



However, MECDM had taken steps to engage the private sector in CCDRM related activities. For example, the Chief Executive Officer for the Solomon Islands Chamber of Commerce and Industries (SICCI) had participated in a number of climate change regional and international meetings in the past. However, this was on an ad hoc basis and not through a structured arrangement or commitment.

Although state-owned enterprises such as Solomon Power and Solomon Water play a key role in the energy and water sector, they have not been actively engaged for most projects that have been accessed to date. The Solomon Islands Water Sector Adaptation Project (SIWSAP) implemented by UNDP in collaboration with the Water Resources Division of MMERE is liaising with Solomon Water on sustainability options for pilot water infrastructure in selected provinces. Solomon Power, for example, would benefit from a full-time environment engineer, who can actively engage with Government, noting Solomon Power's role in the Tina River Hydropower Development project.

6.2 Use of Existing Human Capacity

At present, a considerable proportion of Solomon Islands climate change and disaster risk reduction human capacity (both in government and outside of government) is locked into project specific, short-term activities, often based on key beneficiary sectors identified under the Funding Source Analysis in Chapter 3. If this approach is not coordinated and effectively planned, it will distract Solomon Islands from focusing efforts on resourcing long-term, sustainable capacity building activities in its climate change and disaster risk reduction program.

The technical expertise to write project proposals and reports and to understand climate change finance is lacking in the local workforce. MECDM should coordinate with partners so that relevant training on proposal writing for CCDRM funding sources are provided to staff members from other ministries and agencies. Similarly the PMCU at MECDM could play a role in keeping of roster of experts on CCDRM to be able to identify and coordinate technical support and input from respective ministries, NGOs and so forth.

The team observed that some projects related to CCDRM engage expatriate consultants to support the planning and/or implementation. Where local expertise is not available, it is a strategic move to engage external consultants. But the arrangement should be a win-win situation where the added value of external technical assistance is clear and capacity building and knowledge transfer to local counterparts become an embedded element of the project. If this is not clear then it has been observed to demotivate local staff members because of the huge imbalance in remuneration incentives between expatriate consultants and local experts.

High staff turnover and loss of expertise from government ministries is a key issue that has been identified. This is attributed to higher employment packages and incentives offered through initiatives supported by regional organisations, development partners, multilateral agencies and international NGOs. Some partners are now addressing this issue by advertising their positions using the pay-scale of the Solomon Islands Public Service. While on one hand, this will help to reduce staff turnover, the flip side is that it will not attract quality candidates and applicants. This was observed with some project-funded positions to be hosted at the Ministry of Health of Medical Services where the vacancies had to be readvertised on a number of occasions.

External projects are not engaging with government ministries in a coordinated manner. For example, most projects do not inform government ministries of their site visits to the provinces well before hand in order to allow for proper staff planning by the heads of divisions. When trips that may require representation from a government ministry are not properly planned, it causes great inconvenience to the Government ministry to deliver its expected services. Division heads found it hard to turn down requests from staff member to travel, because some staff members are attracted by per diems that

they will receive, which will supplement their fortnightly salary. On most occasions, these project site visits to provincial capitals usually occur through hired boats or vehicles owned by government ministries; however, the money collected is not often acquitted to the department budget head. The government should consider steps to address this issue.

Coordinating and integrating provincial and national capacities is challenging because of different reporting arrangements. There are some provincial officers that report directly to provincial departments and are accountable to the provincial government, while other provincial officers report directly to national ministries; thereby by-passing the provincial government processes. This made it difficult for provincial governments to monitor and track the effectiveness and delivery of some provincial positions.

6.3 Development and Management of Human Capacity


In general, there is a slight gradual increase in the national recurrent budget allocation over the past few years for human capacity development to support the Solomon Islands CCDRM response, but it is within the lower range of what other PICs have invested in their CCDRM capacity. Having in place a human capacity development roadmap on CCDRM may assist to boost resource allocation towards the country's CCDRM program.

In Solomon Islands, human resource capacity development is the responsibility of the Public Service Commission supported by the Ministry of Public Service, and the National Training Council supported by the National Training Unit within the MEHRD. The following plans and systems currently in place include: a Public Service Act 1996, a Public Service Commission Regulations 2006, SIG Human Resource Policy Handbook 2011, and Constitutional Offices (Terms and Conditions of Service) Act 1996.

The Solomon Islands National Development Strategy 2016–2035 also incorporates the need to build the Solomon Islands human capacity. Objective 5 (Unified nation with stable and effective governance and public order), Mid-Term Strategy 12 (Efficient and effective public service with a sound corporate culture) aspires to 'Promote the capacity development of all public officers and other stakeholders in both Honiara and Provinces to be equipped with relevant knowledge, skills and attitude to effectively perform their duties and responsibilities' and to 'Review and strengthen the Human Resource Management Governance Framework including the Public Service Act, rules, regulations, orders and other related laws'.

Unlike other PICs, the Solomon Islands Government invests a lot of domestic resources for the provision of scholarship opportunities to study in universities. An average of 200 to 300 Solomon Islands Government scholarships are granted each year for a wide range of fields, including climate change, marine or environmental studies. Studies are mostly undertaken in Fiji, Papua New Guinea, Vanuatu, Samoa, Solomon Islands in-country, and a few in Australia and New Zealand. This is supplemented by external scholarships funded by Australia, New Zealand, ROC/Taiwan, South Korea, and the Commonwealth.

Within the Government system, the Social Services Division under MDPAC is the office mandated to consult and develop the annual Solomon Islands Government scholarship 'opportunity list'. The priorities are guided by the National Development Strategy. There appears to be limited coordination between the MDPAC Social Services Division and the Ministry of Public Service to ensure the opportunity list is aligned to current needs of the Government and adheres to the required legislative processes. There are also deficiencies in recording and tracking training of public servants. The Ministry of Public Service was mandated to keep itself informed of all training programs and to coordinate all SIG in-service training. A database suitable for recording and tracking training within the whole Public Service should be developed and maintained to address this issue.



Similarly there is limited coordination between the MDPAC Social Services Division with donors providing external scholarships. The assessment team observed that different donors are liaising with different government ministries for their scholarship opportunities, including MDPAC, MFAET, MEHRD, the Prime Minister's Office and so forth. As a result some donors are not capitalising on the opportunity list developed by the MDPAC Social Services Division, and most often information on externally funded scholarships is not fed back to MDPAC. This made it problematic to track and report progress against Mid-Term Strategy 12 of Objective 5 of the NDS.

A national climate finance adviser position will be funded by the Commonwealth Secretariat for up to two years. This position is expected to build the capacity of government officials on climate change finance and project development, and enhance Solomon Islands' engagement with global climate change funding sources.

6.3.1 Role of Academic and Research Institutions

The Solomon Islands National University (SINU) and the University of the South Pacific (USP), Solomon Islands Campus are the two key players that are supporting the Government with capacity development and research.

6.3.1.1 Solomon Islands National University

As the country's sole national university, SINU has played a key role in training public servants in certificate and diploma programs related to environmental studies, forestry, agriculture and so forth. A number of government ministries had entered into partnership arrangements with SINU's School of Natural Resources and Applied Sciences in the recent past. As a result the school benefitted from a few climate change projects, including funding of positions, curriculum development and classroom infrastructure. Apart from training Solomon Islanders to attain formal qualifications, SINU had also provided Young Environment Professionals, in partnership with MECDM, which has supported government agencies and other offices with short-term interns and community volunteers for environmental work. Most of these interns had secured full-time positions. The school has recently been renamed from School of Natural Resources (SNR) to the School of Natural Resources and Applied Sciences (SNRAS) and has a new management that is keen to explore durable partnerships. SNRAS intends to develop a strategic plan to identify points of entry and priorities for engagement. MECDM is finalising a memorandum of understanding with SNRAS to supplement the research capacity of the ministry. Other government line ministries are also keen to engage with SINU. The university's management should capitalise and build on SINU's comparative advantage and past relationship with government agencies in order to engage with new partners. To support the school's draft strategic plan, the university should consider recruiting a grants officer who will seek external grants and partnerships, including climate change and disaster risk finance.

6.3.1.4 University of the South Pacific

The University of the South Pacific (USP) is the premier regional university of the Pacific. Solomon Islands provides the second largest number of students after Fiji at the university's main campus at Laucala in Suva. The USP Solomon Islands Campus is capacitated with a number of local doctorate holders. The university also plays a key role in the development of Solomon Islands public service capacity through programs such as the Master of Business Administration. Specifically on climate change, USP is offering a number of postgraduate courses in climate change through the Solomon Islands Campus, and also offers scholarship opportunities. A few regional climate change projects, including the USP/Global Climate Change Alliance (GCCA) and the USAID Coastal Communities Adaptation Project (C-CAP) have been hosted at the Solomon Islands Campus. The university has a strong focus on research and the Government should take full advantage of this available expertise that is at their disposal. The university should also explore opportunities to forge partnerships with

relevant government ministries and partners so that internship opportunities can be arranged for its students undertaking CCDRM related courses.

6.4 Recommendations

1. MECDM PMCU to be adequately capacitated to play a key role in identifying and coordinating local specialists within government (roster of experts) for project development and implementation.
2. All CCDRM projects accessed by Solomon Islands must have an embedded component related to capacity development and transfer of knowledge. This will ensure external consultants provide an added value to government.
3. MECDM and partners need to work closely with MPGIS and respective provincial governments to address the issues limiting provincial disaster officers or environment officers from undertaking their functions.
4. The Solomon Islands National University should be resourced to provide in-country capacity building related to CCDRM for government officers.
5. Donors and government agencies engaging in national scholarship opportunities must consult and provide information to both MEHRD and the Social Services Division within MDPAC.
6. Strengthen engagement with NGOs and capitalise on their presence and experience of working with communities.
7. Consider inclusion of officers from MoFT, Solomon Islands Chamber of Commerce and Industry (SICCI) and civil society in regional and international CCDRM meetings (e.g. the UNFCCC COP negotiations).
8. SICCI should consider convening an annual private sector forum with specific focus on financing for development, including climate change finance (e.g. GCF or regional organisations can be invited to facilitate).
9. Solomon Power should explore the recruitment of an environment engineer noting the State-Owned Enterprise's (SOE's) anticipated engagement with the TRHDP and CCDRM.
10. Both provincial and national governments should explore a mechanism that can engage retired public servants at the community level who are willing to support CCDRM efforts.
11. Explore a human capacity development roadmap for CCDRM to plan for absorption of trained expertise at the end of project timelines.



7 Gender and Social Inclusion Analysis

Key messages

- ✓ The Government is committed to its position as a good international citizen and has endeavoured to demonstrate progressive realisation towards international human rights commitments, recognising that progressing gender equality advances *progress and benefits for all*.
- ✓ Global financing institutions expect to see integration of gender and social inclusion (GSI) in proposals for funds. Compliance to this may seem difficult to attain, however, the TRHDP initiative is evidence that gender and social inclusion can successfully be integrated into large proposals for global climate change financing.
- ✓ There is intent and a basis in SIG policies and plans to develop integrated CCDRM programs. Policy and program effectiveness can be further enhanced by supporting policy commitments towards gender equality, youth and disability in order to strengthen key institutions' roles in the social sector, multi-sectoral coordination and resource allocation for implementation.
- ✓ Analysing program 'comprehensiveness, coverage and scope' reveals a significant gap around technical expertise and human capacity to deliver. This is most evident at the provincial level, and where investment should be focused. Capacity building opportunities should also focus on long-term options (scholarships and qualifications) for more systemic change.
- ✓ Measuring gender and social inclusion outcomes is a key weakness that is highlighted across the analysis of programs. The findings likely correlate to a gap in technical capacity for monitoring and evaluation in general. Focusing investment in this area will strengthen overall accountability for both Government and non-governmental programs.
- ✓ Gender, youth, and disability are issues that are both cross-sectoral and multi-sectoral. Cooperation and multi-sectoral coordination are key to maximising the potential for a collective impact. Multi-sector coordination and stakeholder engagement are often under-resourced in the social sector.

7.1 The Imperative for Gender and Social Inclusion

The pillar on Gender and Social Inclusion (GSI) has only recently been added to the Pacific Climate Change Finance Assessment Framework (PCCFAF), with only one other Pacific Island country – Tonga – including it as part of its assessment. Its inclusion in the PCCFAF was prompted by the recognition that in assessing a country's approach to climate change and disaster risk financing, the socioeconomic context must be applied. Socioeconomic factors shape the types of responses that the country needs to take, and so the systems, policies, capacities and institutions related to these are relevant to the country assessment.

The level of gender inequality is a key socioeconomic factor that is shaped by culture and tradition. It has a particular bearing in the arena of participation and decision-making, and on how families and communities as a whole are able to access resources for development. Additionally, the level of youth development and engagement – together with the inclusion of persons with disabilities (PWD), rural communities, children and adolescents, and other marginalised groups – equates to the country's ability to maximise the potential of its citizenship for national development. The exclusion of these groups translates to the economic realm where it contributes to the impoverishment of women and youth, as well as to detrimental inefficiencies and lost productivity, which negatively impacts the whole society.

The Solomon Islands Country Gender Assessment highlights areas where gender inequality is holding back development. Rural women clearly have less opportunity to realise their rights to health, education, and justice. Across the country, fewer girls than boys are enrolled in school and the numbers drop significantly in the higher grades. Women's health issues are concerning with a high total fertility rate, low use of contraception, and inconsistent access to quality services (ADB 2015, p. vii). The prevalence of male-perpetrated violence against women is high: nearly two out of three women aged between 15 and 49 who had been in a relationship have reported physical or sexual violence by an intimate partner (ADB 2015, p. 68). The responses to these gender issues require, *inter alia*, improvements of legislation and policy, strategic analysis, data collection, and technical capacity, and given that gender is a cross-cutting issue, these would need to be factored into the context of climate change and disaster risk management.

Women, men, young people, and people with disabilities all experience climate change and disasters differently. The gendered division of labour, different physical and health needs and vulnerabilities, older male dominance in decision-making and governance, lower incomes and lesser livelihood opportunities of women and youth all lead to an exacerbation of inequalities in the context of climate change and disasters. Yet, these groups make and can make significant contributions to combating climate change. Shifting the paradigm towards low-emission and climate-resilient development pathways requires a large number of individual and collective decisions by women and men, young and old. A gender-sensitive and inclusive approach for all, is therefore part of a paradigm shift.

Environmental and social safeguards require protection of indigenous peoples' culture, knowledge and practices, given the impacts on natural resources and sustainable livelihoods. This includes the production of cultural goods and services, as well as damage to or loss of heritage sites and associated intangible cultural heritage. The engagement of indigenous people, community representatives and cultural custodians in climate change responses and disaster risk management, is thus equally important to ensure that cultural integrity and traditional knowledge around survival and adaptation remains intact.

The scope of this analysis was primarily focused on gender, given the conditionality of the global finance institutions to include at least gender into proposed initiatives. However, the assessment also explored the level of integration of youth, persons with disabilities, cultural custodians and communities at the provincial level.

7.1.1 Gender on global climate change finance structures

In recent years, there has been a broad consensus among international finance and development institutions to modify approaches towards financing in order to ensure minimum standards with regard to environment and social safeguards. These are recognised as critical to achieving positive sustainable development outcomes and avoiding any unreasonable harm. Within these, gender equality is increasingly recognised as a cross-cutting issue that requires specific policy commitments. Multiple agreements acknowledge women's vital role in environmental management and development, and recognise that the effective participation of women is important for long-term cooperative action on all aspects of climate change. Most recently, the Paris Agreement acknowledged that parties, in their climate actions, should be guided by respect for human rights, gender equality and the empowerment of women. Its preamble, in Article 7(5), stressed the importance of following: 'a country-driven, gender-responsive, participatory and fully transparent approach' for adaptation action.

Many international and regional finance and development institutions have adopted environmental and social safeguarding policies. The World Bank includes operational policies on gender and development (revised in 2012). The Adaptation Fund's Environmental and Social Policy (approved in November 2013 and revised in March 2016) ensures that projects and programs supported by the fund promote positive environmental and social benefits, and mitigate or avoid adverse environmental and social risks and impacts. The Green Climate Fund recognises that by including gender sensitivity in its mandate and by taking steps to adopt a gender policy and action plan from the onset of its activities, the fund is viewed as adding considerable value to climate change funding mechanisms.

These commitments are realised to the extent that gender features as a conditionality within accreditation processes. For example, the Green Climate Fund's gender policy advises that the project approval process may consider giving additional weight to projects with well-designed gender elements. The accreditation process requires Implementing Entities (IEs) to demonstrate competencies, policies and procedures to implement the Green Climate Fund's gender policy. Furthermore, an IE needs to provide examples of two activities that specifically target women beneficiaries.

During the accreditation process, the Adaptation Fund will assess whether the IE has the capacity and commitment to address environmental and social risks. It states that projects or programs supported by the fund shall provide fair and equitable access to benefits in a manner that is inclusive and does not impede access to basic health services, clean water and sanitation, energy, education, housing, safe and decent working conditions, and land rights, nor exacerbate existing inequities, particularly with respect to marginalised or vulnerable groups. Compliance with the Environmental and Social Policy is an overall requirement for project/program proposals that are submitted for funding by the fund.

7.2 Mainstreaming Gender and Inclusion of Other Marginalised Groups

To ensure relevance, this assessment uses an analytical framework that aligns with the principles and policy processes of gender frameworks of the global financing institutions. The following domains have been determined:

(a) Commitment: Do guiding policies, plans, legislative and institutional frameworks and all other core platforms for furthering CCDRM practices at national and sub-national levels that reflect an understanding and commitment to ensuring gender equality, equity and social inclusion?

(b) Comprehensiveness, scope and coverage: Rate the quality and level of GSI integration of funded programs against the following criteria: 1. Assessment: identification of issues; 2. Inclusion in program design (responds to issues); 3. Engagement of women and others throughout the program; 4. Capacity for implementation (level of technical expertise and capacity for coverage); 5. Results measured (benefits/impact on women and others).



Figure 27: Analytical framework components for assessing gender and social inclusion

(c) *Equitable resource allocation*: Assess the level that women and men and other marginalised groups equitably benefit from the funded adaptation, mitigation and disaster risk management/ resilience activities.

(d) *Accountability*: What are the key institutions and mechanisms responsible for integration of gender and social inclusion in climate change results and impacts?

(e) *Competencies*: What is the level of human capacity and technical expertise for integration of gender and social inclusion into climate change and disaster risk management responses?


7.2.1 Commitment: Gender and social inclusion aspects of policies and plans

A clear indication of the country’s level of commitment to inclusion of gender, youth and other social groups in climate change action and disaster risk management can be assessed by reviewing national and sectoral policies. MDPAC facilitates and coordinates the national development planning process, guided by the National Population Policy. MDPAC’s Social Services Division supports the strategic planning for the social sector within the national development strategy framework. Guiding these plans is a wide range of *distinct* policy objectives for climate change, disaster risk management, and gender and social development. Fewer policy objectives reflect the *integration* of women, youth and other groups in climate change action and disaster risk management.

There are certainly indications of general intent and policy principles that provide a basis for GSI integration – from both the climate change sector and from the social sector. The National Climate Change Policy specifies its aim to undertake gender analysis to integrate gender considerations in adaptation actions as well as planning and implementation of mitigation actions. In addition, the policy has intended to develop a national information system to assist in determining strategies to cover vulnerable groups within environmental management, and disaster risk reduction and management. The National Disaster Management Plan is advanced in its inclusion of women in particular, but also youth and other marginalised groups. Specific objectives for serving ‘everyone’ are spelt out throughout the plan from the overarching goal, policy principles to governance and implementation mechanisms.

In the social sector, MWYCFA takes the lead role in developing the national gender policy for the Government. The recently endorsed Gender Equality and Women’s Development (GEWD) Policy (2016–2020) focuses on the mainstreaming of gender across development sectors, including the sector for environment, climate change and resilience. Gender focal points have now been appointed in all Government ministries and all Permanent Secretaries need to report to the Public Service Commission on gender commitments. For example, the MEHRD is progressing to develop its own gender policy to mainstream gender throughout the education sector.

The challenge with cross-sectoral issues such as climate change, disaster risk reduction and gender, youth and disability, is that it is difficult to raise the influence across relevant ministries, without a higher-level of commitment from ministry heads (or whole-of-government approach), or legislated



mandate. Line ministries can only implement as much as their budgets, capacity and area of expertise allows them to. So while the previous and the forthcoming National Youth Policy has included a policy objective to engage youth in sustainable development, including climate change, this is difficult for the MWYCFA to implement without the partnership of relevant ministries and agencies working in the climate change sector. MWYCFA is aware that 16 of 24 Government policies make reference to youth and are keen to coordinate with the ministries implied in order to maximise effectiveness of resources. Cross-sectoral policies need to focus on coordination and resourcing horizontally (across government and non-governmental sectors) and vertically where implementation at the provincial level is important.

The National Disability Policy – as yet not endorsed – faces greater challenges as the drive for endorsement comes largely from the non-governmental sector. Guided by the Pacific Regional Framework on Disability (2016–2025) and the Sendai Framework for Disaster Risk Reduction (2015–2030), the proposed National Disability Policy (2014–2018) is focused on empowering and engaging people with disabilities (PWD) in decision-making and development processes, rather than focusing on their vulnerabilities. The need to ensure that climate change and DRM responses – including relocation and evacuation – account for people with disabilities, thereby emphasises the need to update, endorse and implement this policy. Similarly, ensuring the smooth enactment of the Disability Bill, currently in its fifth draft, would strengthen key institutions, multi-sectoral coordination and support resource allocation for implementation, allowing for greater inclusion in future climate change and/or DRM response. This situation also reflects the role of the non-governmental sector in influencing national and development policies. The forthcoming NGO Bill should strengthen coordination between Government and the non-governmental sector beyond policy level towards strengthened partnerships for implementation.

Programs that work at community level are important ways of including women, youth and other groups in local governance, program management and implementation. Several non-governmental organisations are guided by their own gender and/or community engagement policies. Government and non-governmental stakeholders implementing the Rural Water Supply, Sanitation and Hygiene Strategic Plan use the associated community engagement guidelines that ensure women, youth and other groups are represented in community decision-making. Community-managed marine protected areas are recognised as effective means of integrating gender and other perspectives into village conservation plans; however, ensuring enforcement and equal inclusion of all community members remains a challenge. Greater awareness of policies and legislation related to gender equality and its relevance, at all levels, is important in this regard.

7.2.2 Comprehensiveness, scope and coverage

Programs were analysed for quality to assess the level of integration of gender and social inclusion. Using a framework for analysis drawn from gender policies and principles of global financing institutes, five quality criteria were determined with various levels of compliance rated from zero (0) to three (3). Information for each program (not project) that was assessed was collected by interviews and literature review (where available). In total, 39 programs were assessed (16 government and 23 non-governmental). These did not include donor partners' development programs. Where possible, views were collected from various sources at national and provincial levels to strengthen and cross verify findings. The results indicate important areas to focus on when developing program proposals for climate finance.

Criterion 1: Identification of GSI issues within CC/DRM initiative

Programs were assessed to ascertain whether gender dimensions or other dimensions relating to the inclusion of other groups were recognised in the program framework. Programs were rated as follows:

- 0 No GSI dimension identified
- 1 Marginal: Generic community dimension reflected
- 2 Some: GSI dimension identified through direct engagement of women, youth or other groups
- 3 Significant: GSI dimension identified and documented through situation/gender analysis, as well as direct engagement

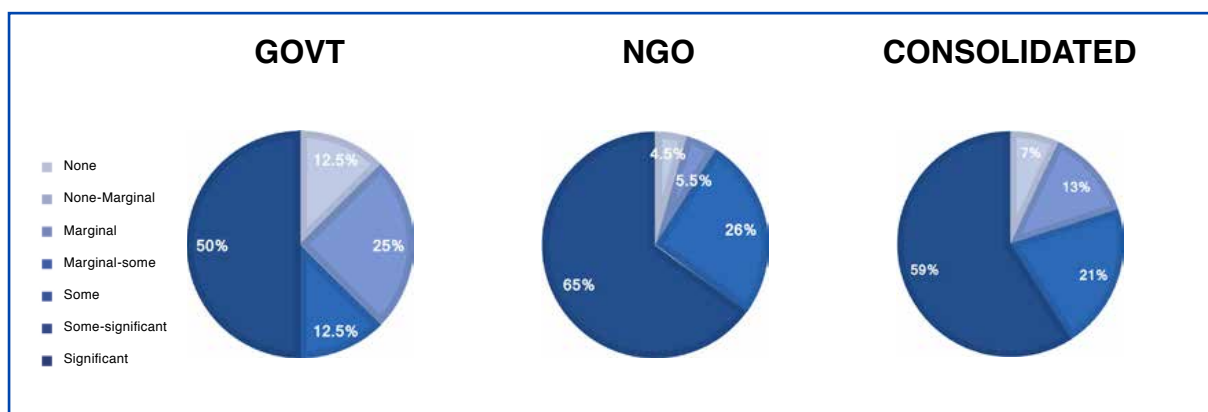


Figure 28. Degree to which gender and social inclusion dimensions are recognised in CCDRM.

The percentage of programs that demonstrate ‘some’ or ‘significant’ identification of GSI issues show that there is generally a very good understanding of the gender and social inclusion dimensions that need to be addressed in CCDRM responses, across both Government and non-governmental programs. Many programs are implemented at the community level and have established mechanisms, such as community climate change committees for facilitating perspectives from women, youth, children and other groups into program processes such as strategic planning, governance and monitoring. NGOs showed greater frequency in doing this at a ‘significant level’, than Government – 65% compared to 50%, respectively. This reflects the greater focus that NGOs have at the community level, while Government tends to work at policy, institutional, infrastructural and at the community level. The consolidated assessment, which shows 59% at the significant level, demonstrates that it is in the best interests to coordinate work effectively with NGOs, to capitalise on the collective effort and potential for successful outcomes.

Criterion 2: Inclusion of GSI dimension in program design

This criterion was measured to determine the level of program-based response to issues identified:

- 0 No GSI dimension included in program design
- 1 Marginal: Unanticipated/unplanned program response to GSI issue
- 2 Some: Specific program/policy objective to respond to GSI issue
- 3 Significant: Specific program/policy objective to respond to GSI issue *and* resourced

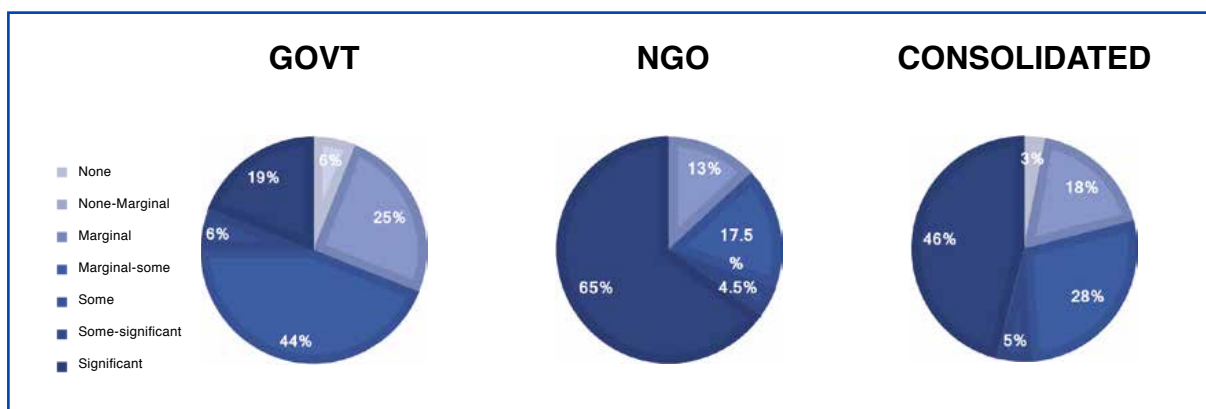


Figure 29. Degree to which gender and social inclusion is included in program design.

Though the GSI dimensions are well identified in programs (Criterion 1), fewer programs respond accordingly with targeted program objectives and resources to address the GSI issues. This is more frequently the case with Government programs, which could indicate less flexibility due to siloed mandates of ministries and departments. NGOs, on the other hand, can work across sectors, and can often draw on international expertise to develop comprehensive integrated programs. The scale of programs is important to consider with this criterion, for while NGOs display better results, their programs are often smaller than Government initiatives, which are at a national level. Of note, the MMERE’s Tina Hydro initiative has a progressive Gender Action Plan that addresses specific gender dimensions for the affected communities where the dam is located.

Box 4. Case Study: Tina River Hydropower Development Project (TRHDP).

The Tina Hydro project’s Gender Action Plan (GAP) has been put together to guide the mainstreaming of gender into the project with a particular focus on promoting equal opportunities for women and men to participate in the project’s benefits. Several important gender and social inclusion issues were identified through a series of community consultations in which women and men were interviewed in order to understand their priorities, challenges and participation in the project to date.

The process revealed a clear understanding of the gendered division of labour that did not equate to the level of participation in decision-making and equal capture of benefits. Women were also keen to protect cultural heritage, even though cultural traditions were attributed to their unequal burden of labour and participation in decision-making. Women were able to progressively recognise culture as ‘transitional’ in nature, and its purpose of strengthening rather than to weakening communities.

The consultation process also highlighted a lack of youth participation. Though the reasons were not identified, older women speculated that young people seemed less interested in the project despite the fact that it will impact their future. However, young women themselves pointed to their focus being around their need for training, skills development and education so that they could take advantage of the opportunities for work that the project could offer.

After the adoption of a considered strategy to reframe the project towards shared community benefits, the communities are now practicing more equitable governance, and a different group of representatives and leaders are perceived to be more inclusive and more representative in land transactions.

The Tina Hydro example is an important one for the Government because it sets a precedent – it is possible to integrate gender and social inclusion, and whole-of-community-benefits, into large-scale infrastructural initiatives. It certainly should not be the most difficult aspect of future initiatives that are seeking global financing.

Criterion 3: Engagement of women, youth and others throughout the program cycle

This criterion was measured to determine the extent of engagement and influence on program outcomes. The rating, as follows, distinguished between engagement of women/youth/other groups that were more symbolic in nature, and that which addressed power dynamics and ensured shared decision-making through the assertion of their role and voice.

- 0 No engagement of women/youth/other groups
- 1 Marginal: Mechanisms for engagement from inception to monitoring/reporting (but not necessarily listened to/not influencing outcomes)
- 2 Some: Mechanisms for engagement from inception to monitoring/reporting, and evidence of influence in decision-making
- 3 Significant: Mechanisms for engagement from inception to monitoring/reporting, and evidence of influence in decision-making and governance systems

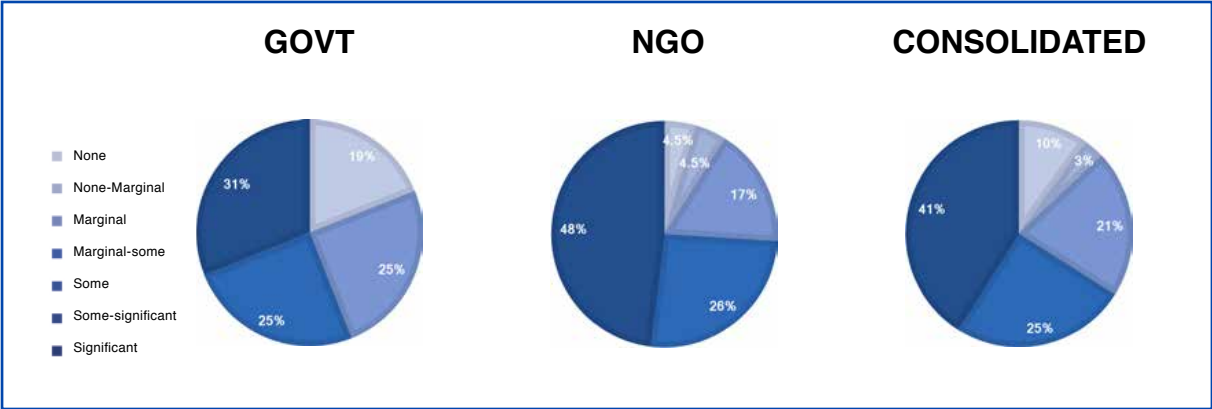


Figure 30. Degree to which women, youth and others are engaged throughout program cycle.

The greater majority of both Government and non-governmental implemented programs show ‘significant’ engagement of women, youth and others. The consultations with both the program service deliverers and the recipient community, highlighted some practice of leaving out women, youth, and persons with disabilities in program delivery. Additionally, some recipients referred to some tokenistic involvement of those groups rather than meaningful engagement, resulting in limited influence on the power dynamics that are created by cultural values and systems, and that hold greater reverence for older generations and males. Again, the consolidated analysis points to the need to strengthen engagement and coordination between the Government and non-governmental sector to promote the potential for success.

Criterion 4: Capacity for implementation

Programs were analysed to determine the level of dedicated technical expertise for GSI integration as well as the level of human resource to deliver the program in order to meet the need across the country.

- 0 No capacity or technical expertise
- 1 Marginal: Human resource shared with other tasks (not dedicated to GSI); Human resource has received some relevant training
- 2 Some: Specific and dedicated expertise *or* partnerships with relevant network for expanded coverage/expertise
- 3 Significant: Specific and dedicated expertise *and* partnership with relevant network for expanded coverage

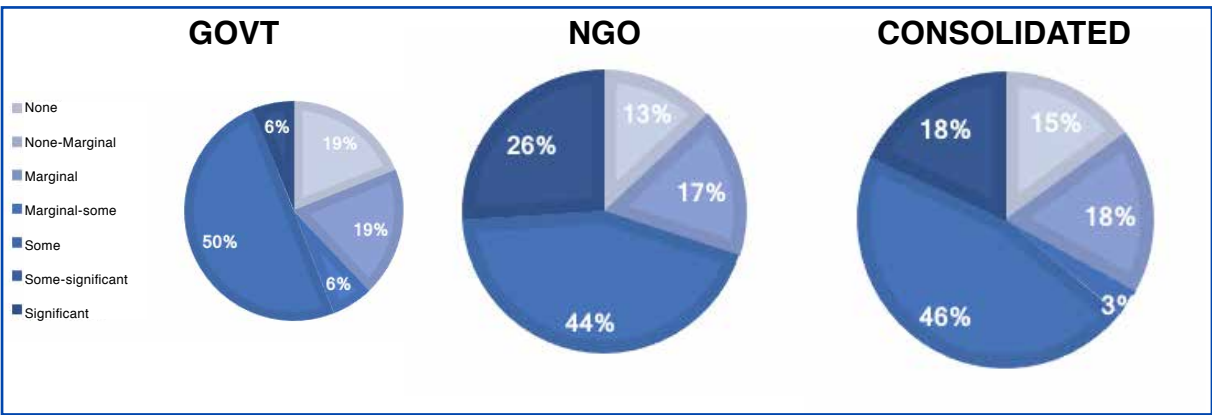


Figure 31. Level of GSI technical expertise and human resource to deliver.

Capacity is clearly a quality criterion that needs greater investment to ensure programs have adequate technical expertise for GSI integration and sufficient human resources to meet the need across the country. The majority of all programs only indicated ‘some’ capacity. While NGOs often had dedicated personnel with specific expertise for gender and social inclusion, their coverage in response to the need was often less than what Government offers. Expertise held by local NGOs was considered particularly important for the benefits of building capacity at the community level, emphasising strong local ownership of programs. Government is making advances in addressing the capacity gap around specialist expertise through the MWYCFA’s gender mainstreaming initiative. The need for greater capacity is most significant at the provincial level.

Criterion 5: Gender and social inclusion outcomes measured

Finally, in measuring ‘comprehensiveness’, programs were assessed as to whether the benefits or impacts on women, youth or other groups were realised through monitoring, reporting and evaluation.

- 0 No GSI results measured
- 1 GSI objectives and activities but results not measured/documented
- 2 GSI indicators and targets in M&E plan and results documented
- 3 GSI indicators and targets in M&E plan, results documented and positive results inform program’s progress

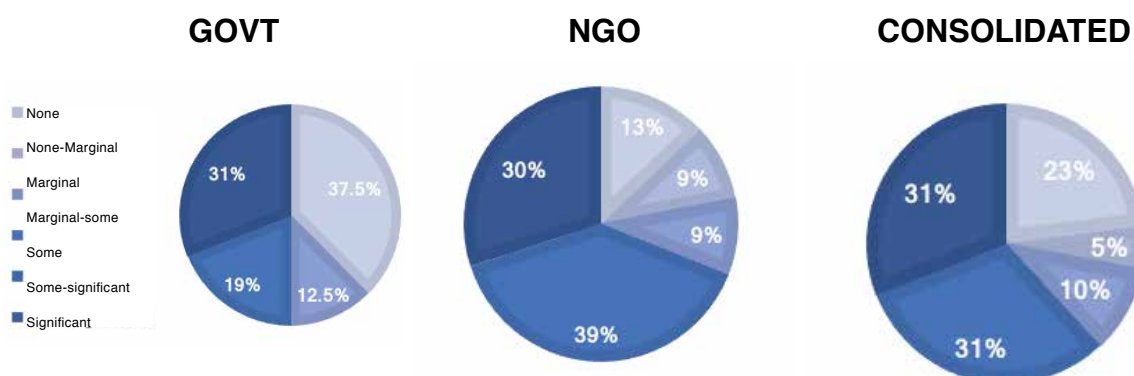


Figure 32. Degree to which gender and social inclusion outcomes are measured.

The extent to which GSI outcomes are measured varies between Government and non-governmental programs. The majority of Government programs show ‘no’ outcomes measured and the majority of non-governmental programs show ‘some’, highlighting this criterion as the weakest element of programming. Without realising the impact of programs on the lives of Solomon Islanders, particularly those most excluded, the overall effectiveness of interventions remain elusive, risks of negative consequences are not known, and the ability to convince donors of continued funding is a difficult task.

7.2.3 Resource allocation

This section qualitatively assesses the extent to which gender and social inclusion aspects of programs within the climate change and DRM sectors are resourced. Within the CCDRM sector, there are examples of both Government and externally funded programs that include components of community engagement. MECDM manages the CRISP project, which features a component on investing in provincial and community infrastructure. It involves working closely with communities to establish committees to develop Climate Vulnerability and Risk Management Plans. Women, men and persons with disabilities contribute perspectives separately before a prioritisation process is facilitated. The Solomon Islands Water Sector Adaptation Project (SIWSAP), implemented by UNDP under the supervision of MMERE is implemented in a similar way in communities across several provinces and uses the RWSS Community Engagement Guidelines. The Tina Hydro initiative has a progressive Gender Action Plan that addresses specific gender dimensions for the affected communities where the dam is located. The Government is seeking resources from the Green Climate Fund through the World Bank for this.

Outside of the CCDRM sector, gender and social inclusion issues struggle to secure sufficient resources to impact the whole population – both at the national level but more significantly at the provincial level. At the national level, policies and plans are often only partially implemented due to limited Government resources and sometimes different priorities of development partners. For example, the MEHRD is a key ministry when it comes to disaster response. Development partners are able to respond with resources for immediate recovery. However, the ministry is unable to attract resources to work more preventatively to build resilience in schools as part of their ongoing Education in Emergencies initiative.

At the provincial level the contributing factors are as follows: level of human capacity and technical expertise; little awareness of human rights and gender equality, coupled with customary male dominance in provincial governance and decision-making; multiple planning and resourcing processes via MPGIS, sector ministries as well as provincial governments. During provincial budgeting processes, GSI issues often get sidelined in favour of other provincial priorities, so in many provinces women’s desk officers have no allocated budget or 0.05% of the provincial budget to implement activities.

Women desk officers and youth desk officers are direct employees of provincial governments and are currently recruited at a salary scale of level eight¹³. This is recognised by respondents as a limitation to attracting the level of expertise required to negotiate the mechanics of the Government system to increase the prospects of accessing resources. In addition, decisions made are influenced by the level of awareness of gender equality and individual attitudes of those in decision-making roles.

The Government does provide or facilitate some financial resources to NGOs through the social sectors and the environment, climate change and disaster management sectors. Where funds are channelled through Government financial management processes within ministries, these were noted as sometimes being cumbersome and slow. Where funds were from external sources, complications sometimes arose in the reporting lines where NGOs were contracted directly with the external donor and reported to them instead of to the facilitating ministry. Several respondents noted the dependence on external resources as a concerning issue, affecting the level of sustainability of investments. Stakeholders recommended external partners moving management and responsibility functions into Government systems, and planning phased transitions into the Government resourcing structure.

Respondents acknowledged that resources *were* available to support GSI integration – it is more a matter of prioritisation. The Rural Constituency Development Fund (RCDF) has been used to support education sponsorship, and community initiatives around renewable energy, housing, water and sanitation facilities, and others. Some respondents referred to there being determined allocations of the RCDF earmarked for the social sector, or for youth. However, without enforcing regulations relating to allocation and monitoring how these resources are used, the potential for resourcing GSI investments remains unknown.


On a much smaller scale, the Australian High Commission's Direct Aid Program and the New Zealand High Commission's Head of Mission Fund provide opportunity for communities to directly access resources via small grants schemes. The process is competitive and communities must co-contribute a component – for example, labour. Whether or not there is a specific allocation of these resources towards gender and social inclusion issues was not identified during the assessment; however, the types of grants given are often focused on water, sanitation and hygiene initiatives and micro-enterprises – for example, virgin coconut oil production. Donor partners also support non-governmental organisations in areas that support GSI integration.

State Owned Enterprises (SOE) were also highlighted as having the potential to focus investments on gender and youth, particularly to support youth and women entrepreneurs to strengthen resilience, promote self-sufficiency and develop small and micro-enterprises. While this is merely speculative, it does highlight a need for communities to have direct access to resources and for a strengthened structure to earmark allocations for women, youth, and persons with disabilities.

7.2.4 Accountability: Key institutions and mechanisms for integration

Key institutions for climate change and DRM have been identified and analysed in earlier chapters of this assessment. Within the institutional arrangements, there are requirements that should ensure the integration of gender and social inclusion into CCDRM responses, and allow for systematic accountability. Gender, youth, and disability are issues that are both cross-sectoral and multi-sectoral. Thus, cooperation and multi-sectoral coordination are key, and involve officials at the decision-making level. Coordination across and between government and the non-governmental sector is also essential to maximise the potential for collective impact of a whole-of-government approach and of both Government and non-governmental sectors.

¹³ The Solomon Islands public service salary structure starts at Level 1 through to Level 13, with executive level from SS1 through to SS4.




The challenges that relate to the general analysis on institutions are also relevant to the institutions and mechanisms for integration of gender and social inclusion: national to provincial mechanisms for planning, resourcing and implementation; mechanisms for coordination between core and line ministries; and mechanisms for engagement and coordination between government and non-governmental sectors, and also between non-governmental organisations.

Where there are resources to support coordination, stakeholders across ministries, including the social sector ministries and non-governmental sector are effectively engaged, resulting in greater inclusion of women, youth and persons with disabilities at national and at provincial level. The National Disaster Management Office is supported by the United Nations to implement a cluster approach to disaster management and has committed resources to engage the social sector stakeholders in planning and implementation. For example, MWYCFA is the Cluster Lead for the Protection Cluster and has led the development of the chapter on Protection in the DRM Plan. Likewise, the Water Supply, Sanitation and Hygiene Stakeholder Committee – funded by the European Union – meets four times a year and ensures that all implementing partners from Government and non-governmental sectors adhere to the community engagement guidelines.

Outside of the CCDRM sector, the Gender Equality and Women’s Development Policy and Youth Policy both have potential to support investment in CCDRM through mainstreaming approaches. Both policies require stakeholder committees to manage coordination of implementation between relevant ministries and NGOs. However, inadequate resources limit the operation of these and cooperation between ministries is difficult without legislated authority. Competition for funds can determine how engaged NGOs are with these coordination mechanisms. For disability, the Government’s focal ministry is the MHMS though the NGO counterpart, People with Disabilities in the Solomon Islands (PWDSI), is managed by people with disabilities and is solely focused on disability issues, and is arguably the more appropriate representative for their clientele. Similarly, the key institutions and non-governmental counterparts for women and youth are the National Council of Women (NCW) and the National Youth Congress (NYC). Though these representative structures are important for reaching and engaging women and youth in all provinces, the NCW and NYC both face challenges in securing sufficient resources to support their representation and activity at the provincial level. In fact, both Government and non-governmental social sector stakeholders are compromised by a lack of capacity and resources at the provincial level.

At central Government, MDPAC holds a critical role in guiding the development of ministry proposals and programs under the Mid-Term Development Plan. Under the Social Services Division of MDPAC, a gender officer supports the MWYCFA in the development of its plans. However, the extent to which gender (or other social inclusion) is factored into the planning processes across all ministries seems minimal. A more comprehensive approach is needed for gender to feature across all planning processes. MDPAC chairs a Standards Committee for Directors of all divisions to vet all proposals and programs under the development budget. This process should also include gender and social inclusion as part of the checklist for quality appraisal. As part of the MWYCFA’s gender mainstreaming initiative, each Permanent Secretary now reports to the Public Service Commission on gender commitments made in each ministry. The assessment team did not get to discuss with the Public Service Commission how or whether these commitments are progressively measured over time towards clear targets.

At the community level, there are various coordination committees for climate change, DRM, R-WASH, village development and ward development. All seem to engage with community representatives for women, youth and traditional leaders. The Solomon Islands *Nasinol Policy Framework blong Kalsa* recognises traditional institutions and chiefs as an important part of the country’s social fabric and community life – particularly for the protection and development of cultural and historical sites that are vulnerable to loss from natural or man-made causes such as encroaching development and increasing demographic changes. Yet, it also states that they are largely left out of formal governance and administrative structures. Similarly, while women and youth representatives are included in various



community level coordination committees, stakeholders did highlight that sometimes older men can dominate decision-making and sometimes committees do not consult with the community. These are important community structures to strengthen and engage with for development initiatives.

7.2.5 Human capacity and technical expertise for GSI

The analysis on comprehensiveness, scope and coverage (see 7.2.2) highlighted the lack of capacity and technical expertise as the most critical issue to address in programming integration of gender and social inclusion into CCDRM responses. This section provides a more detailed narrative on the contributing factors and impacts.

The principal Government capacity for gender and social inclusion rests with MWYCFA. The ministry holds the lead role in advancing progress towards gender equality, including through gender mainstreaming approaches. At the national level, the ministry assigns dedicated personnel with specific expertise in gender and youth development with responsibility to manage policy implementation for each province. At the provincial level, the task is significantly more difficult as Provincial Women's and youth desk officers (one to two staff members for women and one for youth per province) are direct employees whom can only be employed up to Level eight on the Government professional scale. Consequently, it is hard to appoint personnel with the technical capacity and experience to negotiate provincial and national governance systems, partnerships with NGOs and the power dynamics within, and advocate for budget allocation for gender and youth issues in provincial budgets. The approach World Wide Fund for Nature (WWF) has taken is to invest resources and build capacity or supplement capacity at the provincial government level to lead conservation efforts within the fisheries sector. Replication of the practice in the social sector and with Provincial Capacity Development Advisers would reap benefits.

Limited Government resources for capacity and human resources in GSI expertise create a significant dependency on international NGOs and donor partners to undertake key work. While NGOs often have dedicated technical expertise for GSI, their program is often focused to selected communities, so there is patchy coverage of service delivery across all provinces. One of the largest NGOs with the widest coverage of GSI-integrated programs is World Vision. The more sustainable approach occurs when NGOs use their technical expertise to strengthen the capacity of the Government machinery. PWDSI supported one NDMO staff member and community-based rehabilitation (CBR) officers for training on disability and disaster risk reduction. UNICEF has conducted child-focused training for provincial and national level government staff members for child protection, R-WASH, Education, Health and nutrition in emergencies, as well as preparedness and response planning. Save the Children Australia has provided child protection and safeguarding training. The Pacific Community has provided gender training for the gender focal points in each ministry.

While these capacity-building opportunities are appreciated and do broaden understanding in the social sciences, it is mostly a longer-term training that is the most effective strategy for longer-term change. Professionals and school leavers have opportunities to access a range of scholarships from New Zealand, Korea, Taiwan as well as the Solomon Island Government, and members of Parliaments' sponsorship for students in their constituencies. The range of scholarships is based on training needs identified through annual consultations with ministries, the private sector, donor partners and other stakeholders. Some of these may be scholarships to develop social sector expertise. However, the survey that has informed training needs does not identify the social sciences as a skills gap (Curtain 2013). The University of the South Pacific's course on gender studies would be appropriate if scholarships were offered in this area.

The same survey highlighted the low rate of engagement of females across industries. Only four out of 20 industries have more females than males engaged (Curtain 2013, p.13). It points to the need to provide more long-term capacity-building opportunities to females. The University of the South Pacific has in place policies for gender and for disability with the aim to provide equal access to females and

to students with disabilities. One NGO has established Women's Resource Centres throughout the provinces with the assistance of provincial governments. These employ one staff member and several volunteers, and are generally quite well regarded as a means of increasing opportunities for women.

Respondents also recommended affirmative action to increase the numbers of females (and other groups) in industries more traditionally dominated by males. A range of good outcomes were reported in this regard. The Premier for Choiseul has been active in encouraging women to take leadership roles in communities and provincial government, such as the female Provincial Police Commander who provides a good role model. The Ministry of Agriculture and Livestock employs 35–40 female field officers of its total of 140 officers, to respond to cultural issues arising between women farmers and male extension officers. The situation has improved now. Similarly, the MoFR has reduced incidences of corruption after employing more females in the division.


The National Youth Congress is seen as having huge potential to be a 'youth army' as one respondent pointed out – to carry out national campaigns and enhance social entrepreneurship. This would require significant investment across the nine provincial youth councils as well as Honiara City Council to develop a level of youth citizenship that would contribute to national development. The Pacific Community's Youth@Work program, soon to transition into the Government system over the coming two years, focuses on target groups of youth (early school leavers, rural youth, recently incarcerated youth and youth with disabilities) and provides internships and entrepreneurship training to increase their prospects of securing decent employment.

7.3 Opportunities for Integration of Gender and Social Inclusion into CCDRM

Several opportunities present entry points for integrating gender and social inclusion into future proposals. Building on investments that have already been made is a logical start. For example, the SIWSAP project, under MMERE, is already demonstrating positive outcomes in terms of community engagement to develop community adaptation plans that are reflective of perspectives from women and youth. Yet, the implementation of these will not be complete by the end of the project. Dedicating further resources to complete implementation and transition the program into Government structures and responsibilities will capitalise on where there is already programming traction, built capacity and engaged communities.

In this regard, the work of NGOs – both international and local – has exposed a wealth of investment in the CCDRM sector, with many examples of integrated programming. With strengthened coordination and increased partnerships with the Government, the potential capacity for implementation increases substantially and the collective impact of all investments is better realised. The NGO Bill is an opportunity to ensure that this outcome can be realised.

Though gender expertise is not highlighted as a skills gap in Curtain's 2013 Review and Analysis of the Demand for Skills in the Solomon Islands Labour Market, it clearly is a major gap that is highlighted in the comprehensive analysis of programs in this assessment. USP's postgraduate course on gender studies provides opportunity for designating a quota of scholarships to build technical capacity to support GSI integration, and likely other universities associated with available scholarship programs offer gender studies at undergraduate level. There are key positions within Government that would benefit from capacity-building opportunities such as this or other on-the-job gender training. For example, the Provincial Capacity Development Advisors (PCDAs) are present in all nine provinces and is in an advantageous position to be transferring gender messages and awareness at the provincial level.



Where there are already resources that are directed at the community level, earmarking minimum allocations for gender and social inclusion can start to systematise resourcing processes for GSI integration, reducing the need to rely on individual capacity to negotiate for funds against cultural resistances and power dynamics that can often sway towards decisions being made by men and elders. The Community Development Fund presents an opportunity to apportion significant funds towards gender and social inclusion within CCDRM initiatives.

Engaging women, youth and persons with disabilities effectively requires support to the structures that represent these groups, at national, provincial and community levels. These representative structures exist – the National Council of Women, the National Youth Congress and Persons with Disabilities Solomon Islands – and need to work in partnership as counterparts to Government in order to ensure the voices of these groups influence policy development, planning and implementation processes. The drafted Disability Policy and Disability Bill are major steps towards effective engagement of persons with disability. Though these have been waiting for endorsement for two years and require updating, they are good opportunities to support social inclusion and should be progressed with urgency.

To maximise the potential of the youth population to implement community-based campaigns focused on climate change adaptation, increasing resilience or disaster risk management, there are relevant policy intentions across 16 Government policies in forestry and fisheries sectors, the youth sector itself, peace and reconciliation and others. Engaging youth in campaigns in these sectors should be promoted to provide opportunities for youth to build capacity and generate income and livelihoods. Channelling resources to implement these policy intentions and coordinating efforts across sectors would have a significant impact on the population and communities as a whole given the significant proportion of the Solomon Islands population that is young.

7.4 Role of MWYCFA in Advancing the Gender Agenda in the CCDRM Program of Solomon Islands

Given that the principal responsibility for gender mainstreaming and youth inclusion lies with the MWYCFA in Government, it is useful to consider the potential role the ministry would have in relation to future proposals for climate change finance. The ministry should be closely involved in the development of any proposal, social impact analysis, strategic planning, and gender policy for the selected National Implementing Entity to the GCF.

There is clear guidance in the GEWD Policy in support of gender mainstreaming. Where this intersects with climate change and DRM is where the ministry's role is most relevant to a CCDRM proposal. Similarly, the objective to engage youth in sustainable development, including climate change in the forthcoming national youth policy, will inform the ministry's role with regard to the inclusion of youth. This should include support to the functioning of the National Youth Congress and their provincial affiliates. Both policies require support for effective coordination and implementation across Government ministries and departments, and to support partnerships with their counterpart representative structures for women and youth.

In fully realising the potential of both Government and non-governmental sectors, MWYCFA has an existing role to support NGO partners by issuing grants. Given the need for widespread awareness-raising on gender equality and the policy frameworks, the ministry can engage NGOs to fulfil this role throughout provinces. Currently, grants are limited to a small range of NGOs, but there is scope for significant expansion, including to local NGOs that are working in the CCDRM space. Support to ensure rigorous financial management of grant administration would be required.

MWYCFA is well-placed to develop its own gender/youth and CCDRM initiative as part of a proposal for climate change financing. This should include partnerships with NGOs, and representative structures for women and youth. Women representatives have recommended a focus on climate change awareness for women, particularly with regard to food security. Youth representatives have recommended a focus on capacity-building and opportunities for livelihood as the focus to harness youth engagement.

7.5 Recommendations

1. *Capacity:* Build sufficient technical expertise and human resource capacity for gender and social inclusion into the development of programs across relevant ministries and departments. The assessment has highlighted the provincial level as needing the most investment in capacity.
2. *Coordination:* Allocate sufficient resources to support coordination mechanisms to ensure effective partnerships between ministries, with representative structures for women, youths, and persons with disabilities, and with relevant NGOs. This would include technical assistance to prepare relevant guidelines, strategic documents, possibly legislation, as well as administrative, secretariat and logistical costs.
3. *Gender equality awareness:* Widespread gender awareness is critical for addressing the perception that gender equality is unachievable in the Solomon Islands context. There is good precedent to demonstrate that well-integrated gender-sensitive programs with shared governance and shared benefits are possible and accepted in the social and cultural landscape.
 - Support efforts to raise awareness on gender equality and its policy and regulatory framework at all levels; for decision-makers at national and provincial levels; in communities to address the customary dominance of male leadership; and specifically for the selected National Implementing Entity (NIE).
4. *Build on investments already made:* There are several initiatives in the non-governmental sector or externally funded initiatives facilitated or supervised by government, where there is good programming traction, strategic plans in place, good community engagement, experience and lessons learnt; however, programs need continued investment. In such opportunities, sustainability strategies for transitions to government management and responsibility and eventual resourcing, should be considered.
5. *Designate allocations within existing resources and new funding to support integration in the social sector:* While there is investment and programming done for GSI integration in the CCDRM sector, there is some lost opportunity in the social sector where it is difficult to secure resources for the engagement of women, youths and others in CCDRM. With policy commitments in place and forthcoming, there is a ready-made opportunity to proceed to program development.
6. *Mainstream gender and social inclusion across central government sector planning and budgeting processes:* MDPAC's key role is implicit in the recommendation to support a strengthened focus on mainstreaming that works towards all sectors integrating gender and social inclusion from policy development, planning, resourcing, implementation and monitoring outcomes. The recommendation includes a greater focus on budgeting and resource mobilisation processes to recognise the importance and benefit of funding the integration of gender and social inclusion across sectors.



8 Development Effectiveness Analysis

Key messages

- ✓ Over the years, the Government has made significant improvements to strengthen institutional arrangements and management capacities of development assistance at the national level.
- ✓ The 2016 Second Monitoring Round of the Global Partnership and Effective Development Cooperation results for Solomon Islands show that only 42% of reported development cooperation was aligned to the NDS and 30% used country monitoring systems. In 2015, 62% of development cooperation was aligned to country-led results at the level of MDTP and sector plans.
- ✓ Donors present in Solomon Islands have an active donor-to-donor coordination mechanism that meets on a monthly basis. This is supported by thematic groups that meet more regularly.
- ✓ Donors and partners wishing to engage with Solomon Islands should be encouraged to consider joint missions to reduce duplication and taking up too much time of staff members. MDPAC has provided some guidelines in the Partnership for Effective Development Cooperation Framework, for such missions by external parties to Solomon Islands.

National ownership of development strategies, alignment of development assistance with national priorities, and harmonisation of development efforts all contribute to better, more sustainable development outcomes.

Since the Busan 2011 High Level Forum of Development Effectiveness, the debate has shifted from ‘aid effectiveness’ to ‘development effectiveness’ to reflect an increasingly complex development environment. These include new global development challenges such as food insecurity, climate change and armed conflict, coupled with enlarging roles of different actors and stakeholders and the need to determine the real impact of aid as a catalyst for development. However, the two terms (‘aid effectiveness’ and ‘development effectiveness’) are sometimes used interchangeably but usually convey the same ideas.

In 2016, the Solomon Islands Government approved the Aid Management and Development Cooperation Policy and Partnership Framework for Effective Development Cooperation to enhance development effectiveness and strengthen coordination among all stakeholders. The lead coordination agency for development cooperation is the Ministry for Development Planning and Aid Coordination (MDPAC) while overall development is administered by the National Development Strategy Taskforce.

A total of SBD 709 million as Official Development Assistance (ODA) was recorded in the 2016 budget, comprising cash and aid-in-kind support. Over the years, the SIG has made significant improvements to strengthen institutional arrangements and management capacities of development assistance at the national level. As a result, the trend of ODA has increased over the years (see Table 8 below), which demonstrates Government’s continuous commitment towards improving development cooperation at the national level.

The Government works with a number of bilateral and multilateral partners that finance a substantial part of development activities in Solomon Islands. Major bilateral donors are Australia, New Zealand, Republic of China (Taiwan), Japan and the European Union while traditional multilateral donors include the World Bank, the United Nations agencies, and the Asian Development Bank.


Table 8. External budget support for Solomon Islands.

	2013		2014		2015		2016	
	SBD mill.	(%)	SBD mill.	(%)	SBD mill.	(%)	SBD mill.	(%)
Recurrent	566	61	587	64	667	86	639	90
Development	359	39	333	36	105	14	70	10
Total	925	100	920	100	772	100	709	100

Source: MoFT Budget

8.1 Ownership and Leadership

Country ownership and leadership recognise that approaches of development cooperation are tailored to country-specific situations and needs, and the ability of the country to exercise leadership over development policies and strategies including the coordination of activities of all development actors.



The formulation of key policies such as the National Development Strategy 2016–2035, the National Climate Change Policy 2012–2017, and the drafted National Disaster Risk Management Plan 2016 clearly demonstrate the Government’s commitment towards improving economic and social livelihoods of its people. The NDS was developed in a consultative process with the public and private sectors, development partners, faith-based groups, NGOs and communities, including chiefs, elders, women and youths in all provinces. This was to ensure that everyone participated in the national initiative and would instil a sense of ownership for all Solomon Islanders.

Political leadership plays a major role in Solomon Islands whereby climate change is mainstreamed into development sectors through the amalgamation of the Climate Change Division and the National Disaster Management Office under one ministry and the integration of climate change and disaster risk reduction in the National Climate Change Policy.

Additionally, political leaders and senior government officials have represented the country in a range of high-level regional and international meetings relating to development issues such as climate change and disaster reduction that will help address sustainable development issues.

Although the national strategies and provincial plans were formulated, there is still a lack of support by the national government for the implementation of these plans at the provincial level. Capacity constraint and lack of resources to support the implementation of these plans are common challenges. In addition, members of the community are unable to understand development issues due to these plans and policies not being effectively communicated. Therefore, there is a need to improve communication by the provincial government on a regular basis.

Joint donor review missions are conducted by development partners and Government to review the implementation progress and provided support to enhance the effectiveness of project activities. These missions are usually facilitated by line ministries that ensure continuous and collaborative engagement among the relevant stakeholders.

8.2 Alignment and Harmonisation

For development assistance to be effective, it must make use of the national development strategies and help strengthen capacity of national systems such as for procurement and the public financial management system. In addition, harmonisation of aid delivery procedures and the adoption of mutually agreed arrangements help reduce duplication of efforts and costs associated with aid management.

The structure of the NDS and the planning process clearly outlines the links between the longer-term strategic framework of the development strategy, medium-term strategies included in sector and provincial development plans and corporate plans, and more immediate programs and projects included in the medium-term development plan (MTDP) and the annual development budget. According to the 2016 Second Monitoring Round of the Global Partnership and Effective Development Cooperation results for Solomon Islands, only 42% of reported development cooperation was aligned to the NDS and 30% used country monitoring systems. In 2015, 62% of development cooperation was aligned to country-led results at the level of MDTP and sector plans.

Development partners and donor organisations use the NDS to align and guide their support and activities. However, some development assistance is still not reported to the Aid Coordination Division for inclusion in the annual development budgets despite being requested by MDPAC on behalf of the Government. This can be strengthened through the SIG donor roundtable, which is intended to take place at least three times per year. Unfortunately in 2016, the roundtable was only convened once. Some development partners have also noted some deficiency in the roundtable agenda setting. Partners such as ROC/Taiwan provide flexible budget support to the Government, therefore, do not see much value in participating in donor roundtables to discuss national priorities. Transparency by all parties is critical to ensure that it is beneficial to both the Government and development partners.

8.3 Managing for Results and Mutual Accountability

Donors and partner countries should manage resources according to well-defined, desired results, by measuring progress toward them and using information on results to improve decision making and performance. In addition, donors and development partners are accountable to their respective tax-payers for implementing their commitments on aid, its effectiveness and the results to which it contributes. Both the Government and the partners are accountable to effective development cooperation and the development results.

The Government sets annual targets to maintain an oversight of the commitments under the Partnership for Effective Development Cooperation. This is to ensure that progress is made towards a strengthened development coordination agenda in Solomon Islands. It is anticipated that a joint review by the Government and development partners of the performance matrix will be conducted this year.

The stakeholder forum, which is held biannually, is an opportunity for the Solomon Islands Government and development partners to jointly discuss and review the status of project implementation and the performance of the MDTP. The forum also receives annual reports on the implementation of commitments under the Partnership Framework for Effective Development Cooperation with a view to agreeing on the implementation targets for the next twelve-month period.

8.4 Role of Donors to Support Development Effectiveness

Development partners play a major role in ensuring that development aid is provided to the areas in need through joint missions and consultations with the host government. From such reviews, partners are able to determine the areas that are to be supported and the type of assistance to be provided. Given the increasing number of development actors, there is bound to be fragmentation of aid and increasing complexities due to the different conditions and requirements.

Through the new Aid Management and Development Cooperation Policy, it is hoped that this will set a clear direction of how development partners will be able to best support national priorities and be able to report to the Government on a regular basis of the status of activities. The new NDS will also give an opportunity for development partners to plan their support for Solomon Islands in the medium-term and long-term, respectively. It can also provide an opportunity for Government and development partners to further discuss the potential of aid predictability on a longer-term rather than an annual basis. This gives the Government confidence to plan and re-allocate resources in others areas that are greatly needed for the Government's intervention.

With multiple donors that are present in the country, it is crucial that their support is properly coordinated to ensure that the intent is achieved. Donors present in Solomon Islands have an active donor-to-donor coordination mechanism that meets on a monthly basis. This is supported by thematic groups that meet more regularly.

Additionally, it would be very beneficial if joint missions could be properly coordinated between the Government and the partners in order to limit duplication and wastage of resources – in particular for missions planned in the year. MDPAC has provided some guidelines in the Partnership for Effective Development Cooperation Framework for such missions by external parties to Solomon Islands.

8.5 Role of Civil Society to Support Development Effectiveness

The Government recognises the important role that civil society plays in the development of Solomon Islands – in particular, the areas of service delivery at the local level, where civil society and other non-governmental organisations have been filling the gaps. Aid channelled through civil society should be aligned to national priorities, be coordinated and avoid the duplication of work by the Government and its development partners. A significant proportion of civil society funding is derived from donor funds, where donors have a joint responsibility with the Government to ensure an alignment of NGO activities to national priorities through their reporting and approval mechanisms.

Civil society should also work closely with all levels of Government to ensure that they operate in a transparent manner that is accountable to the citizens of Solomon Islands. The Development Services Exchange (DSE), which is the recognised umbrella agency for civil society organisations, could play a role in ensuring that civil society is part of the discussion of development policies at the national level. The proposed NGO Bill would assist in the coordination of civil society activities and capacity development for organisations that are directly receiving grants from funding agencies. On the other hand, Government may need to work towards integrating information on their activities into its broader frameworks of aid information and coordination.

8.6 Role of Private Sector to Support Development Effectiveness

Business partners and Small and Medium Enterprises (SME) are integral parts of the economic growth of Solomon Islands. The Government is taking steps to strengthen the enabling environment to boost business opportunities in the country through formulation of relevant policies and ensuring private sector participation in policy discussions of the Government. The Asian Development Bank is providing specific support to stimulate private sector empowerment in Solomon Islands.


Government and donor partners can benefit from the involvement of the private sector in many ways. It provides a conduit to link partnerships between the public and private sectors through implementation of projects.

The SoE portfolio has significantly improved its performance on the rates of return on both assets and equity, which were negative from 2002–2009 and are now positive. This demonstrates the Government's commitment to reform this sector. However, in June 2016, the Private Sector Development Initiative (PSDI) released a regional benchmarking study on port tariffs and productivity, which revealed recent tariff hikes and productivity losses at the Solomon Islands Port Authority and has made it one of the poorest performers in the region (ADB Report).

Despite some progress in improving the enabling environment, there is limited structured engagement between the Government and the private sector – particularly the Solomon Islands Chamber of Commerce and Industries. Other limitations include the lack of engagement in the budget planning process of the Government.

8.7 Recommendations

1. In order to strengthen the coordination between Solomon Islands and its donors, NGOs and financial institutions, it is recommended that all aid information be communicated to the Aid Coordination Division of MDPAC. This is to include relevant information on all modes of assistance disbursed directly to recipients.

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2. Improve coordination and delegation between donors – donors will need to consult each other and discuss among themselves the processes and procedures that need to be harmonised, and formulate key performance indicators (KPIs) that can be used for this harmonisation process.
 3. Institutional capacity building – Government will need to identify its institutional capacity needs, beginning with capacity needs on areas directly related to the effective management of aid, before capacity building programs are formulated in order to be supported by donors.
 4. Quality reporting – development partners have a moral obligation to report information relevant to their operations within Solomon Islands accurately and on a timely basis consistent with the Solomon Islands Government requirements. MDPAC will need to roll out public awareness on the new Development Cooperation Policy to support this process.
 5. Revive the DAD, but through a much simpler and cost-effective software arrangement. Dedicated capacity should also be supported to maintain such a database.
 6. Solomon Islands should continue to advocate for donors working in the country to develop a standardised reporting template.



9 Conclusion

Solomon Islands has shown leadership and ownership of its national response to the adverse effects of climate change and disasters. This is evident from the range of policy, institutional and financial reform that has been progressed over the past seven years.

While a significant amount of climate change and disaster risk finance had been accessed, there needs to be a coordinated effort to ensure these resources reach the most vulnerable people in the communities.

Maintaining high-level advocacy at both the regional and international fora is important. However, support should also be focused on national and provincial level coordination and building of human capacity. But this must be part of a cooperative undertaking with all development partners as part of a broader effort to meet the overall development objectives of the Government.

Going forward, the Government should link the identified recommendations in this report to Objective Four of the National Development Strategy 2016–2035. This is the most appropriate approach for addressing sector ministries that are working in silos, and to encourage development partners, NGOs and private sector to easily align their support. At the same time, it will allow for high-level political oversight in regard to how Solomon Islands is tracking against the NDS indicators, which will have a lot of relevance for the external reporting to the Sustainable Development Goals, the Paris Agreement on Climate Change, the Addis Ababa Agenda on Development and the Sendai Framework on Disaster Risk Reduction.

Finally it is important to reiterate that countries with strong national systems will access more climate change and disaster risk finance, and it is not based on the level of vulnerability and fragility.

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Appendices

Appendix 1. List of Stakeholders Consulted

Introductory workshop in Honiara (28 November 2016)

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Preliminary findings mission and follow-up consultations (30 January–3 February 2017)

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Appendix 2: PCCFAF Methodology and Assumptions

Much of the quantitative analysis in this Assessment has relied on a range of assumptions and methodologies to help quantify the amount and shape of the climate change and disaster risk finance that has been received by Solomon Islands and how this has been applied to achieving the Government's CCDRM objectives.

The quantitative analysis is confined to two sections – Chapter 3: Funding Source Analysis and Chapter 4: PFM and Expenditure Analysis. In the later of these two Chapters the analysis was largely confined to Section 4.2 Expenditure Analysis.

Funding Source Analysis

The Funding Source Analysis used the following sources to compile a list of climate-related projects. The list of key CCDRM projects is attached in Appendix 4. The main sources used to compile the table are listed below:

- Solomon Islands budget – information extracted from the Development and Recurrent Budget documents.
- Project database on MECDM website – A project list for CCDRM related activities is publicly available on the MECDM website (www.mecdm.gov.sb). An excel project list was also provided to the assessment team.
- Stakeholder discussions and interviews – in discussions with stakeholders a number of projects were identified that were not reflected in the budget or the MECDM project database. Where projects were relevant, the assessment team would seek more detailed information such as project documents.
- Development partner interviews and discussions – The assessment team met with all the major development partners for discussions on their CCDRM related development assistance. Written documentation was sought in order to confirm discussions where possible.
- Development partner information – most development partners have detailed information on their programs and projects listed on their websites. The assessment team spent considerable time collecting and confirming information on climate-related development assistance and was often cross-checking information with another source.

This Solomon Islands assessment estimated the volume of climate change and disaster risk reduction/management related spending in Solomon Islands by weighting individual projects according to the proportion of expenditure considered relevant to CCDRM from a scale of 0–100%. The weighting followed the PCCFAF (2013) and CPEIR (2012) guidelines. These guidelines are replicated in the table below. The table provides ranges of weightings for projects, which allow for more accuracy than the PCCFAF methodology – but this creates an additional problem given that this can involve more subjectivity. The list of key CCDRM projects is attached in Appendix 4 where projects are identified with a national allocation that is weighted according to these criteria.

Classification of Climate Change and Disaster Risk Reduction/ Management Related Activities

High Relevance	Rationale	Clear primary objective for delivering specific outcomes that improve climate resilience or contribute to mitigation
Weighting of 80%	Examples	<ul style="list-style-type: none"> • Energy mitigation (e.g. renewables, energy efficiency) • Disaster risk reduction and disaster management capacity • The additional costs of changing the design of a program to improve climate resilience (e.g. extra costs of climate proofing infrastructure, beyond routine maintenance or rehabilitation) • Anything that responds to recent drought, cyclone or flooding, because it will have added benefits for future extreme events • Relocating villages to give protection against cyclones/rising sea-level • Healthcare for climate sensitive diseases • Building institutional capacity to plan and manage climate change, including early warning and monitoring • Raising awareness about climate change • Anything meeting the criteria of climate change funds (e.g. GEF, PPCR)
Medium Relevance	Rationale	Either (i) secondary objectives related to building climate resilience or contributing to mitigation, or (ii) mixed programs with a range of activities that are not easily separated but include at least some that promote climate resilience or mitigation
Weighting of 50%	Examples	<ul style="list-style-type: none"> • Forestry and agroforestry that is primarily motivated by economic or conservation objectives, because this will have some mitigation effect • Water storage, water efficiency and irrigation that is primarily motivated by improved livelihoods because this will also provide protection against drought • Biodiversity and conservation – unless explicitly aimed at increasing resilience of ecosystems to climate change (or mitigation) • Ecotourism, because it encourages communities to put a value of ecosystems and raises awareness of the impact of climate change • Livelihood and social protection programs – motivated by poverty reduction, but build household reserves and assets, and reduce vulnerability. This will include programs to promote economic growth, including vocational training, financial services and the maintenance, and improvement of economic infrastructure such as roads and railways

Low Relevance	Rationale	Activities that display attributes where indirect adaptation and mitigation benefits may arise
Weighting of 25%	Examples	<ul style="list-style-type: none"> • Water quality – unless the improvements in water quality aim to reduce problems from extreme rainfall events, in which case the relevance would be high • General livelihoods – motivated by poverty reduction, but build household reserves and assets, and reduce vulnerability in areas of low climate change vulnerability • General planning capacity – either at national or local levels, unless it is explicitly linked to climate change, in which case it would be high • Livelihood and social protection programs – motivated by poverty reduction, but build household reserves and assets, and reduce vulnerability. This will include programs to promote economic growth, including vocational training, financial services and the maintenance, and improvement of economic infrastructure such as roads and railways
Marginal Relevance		Activities that have only very indirect and theoretical links to climate resilience
Weighting of 5%	Examples	<ul style="list-style-type: none"> • Short-term programs (including humanitarian relief) • The replacement element of any reconstruction investment separating out the additional climate element as high relevance. • Education and health that do not have an explicit climate change element

The MoFT has limited involvement or expertise with respect to climate change finance and this is compounded by the fact that substantial amounts of development assistance are extra-budgetary and are not tracked by MoFT. As a consequence there is no central repository of knowledge about the development program. In the absence of this, the associated weightings are based on the information gathered from the sources identified by the assessment team.

The timeframe used for identifying projects was 2010–2016, which covered a period of seven years. In some cases projects will have experienced some spending outside of this period, though the expectation is that this spending will not be significant in most cases.

The funding analysis focused on current or completed projects (i.e. projects completed in the 2010 to 2016 timeframe and still current at the time of writing). It was not possible to estimate spending by financial year, even when projects were reflected in the Government budget. So the total amount of projects is assessed in the analysis rather than any attempt to assess annual spending.

It must be noted that given the approach taken to identifying projects, the analysis cannot guarantee that it provides a comprehensive coverage of all projects that are relevant to addressing the Government's CCDRM objectives. However, this analysis provides the most comprehensive assessment of this type (so far attempted) and can provide a starting point for ongoing tracking of climate change and disaster risk finance in Solomon Islands.

Expenditure (Budget) Analysis

The Expenditure Analysis takes a different approach by looking at spending in the Solomon Islands annual budget. The analysis seeks to quantify the priority the Government places on climate change and disaster risk reduction/management as reflected in budgetary allocations in its annual budget. The analysis is somewhat limited by the lack of easily accessible historical data, especially on actual outcomes against budgeted allocations. As such the analysis focuses on the publicly available budget allocations for the three years, between financial years of 2013 and 2015.

The Solomon Islands Government budget provides only limited policy detail in publicly available information. In order to estimate the amounts of spending that would be relevant to climate change and disaster risk management, the assessment team adopted a simple approach. In the recurrent budget, the assessment team classified the proportion of a ministry or program's expenditure allocation as CCDRM, based on the estimated proportion of time staff members in the relevant ministry or program dedicated to CCDRM activities. The rationale behind this is that spending in many of the relevant ministries is dominated by salaried expenditure; thereby the proportion of time dedicated to CCDRM activities could be used as a proxy for proportion of budget relevant to CCDRM activities.

Some areas of spending have an obvious relevance to meeting the CCDRM objectives of the Government. These programs include MECDM, MAL, Ministry of Mines, Energy and Rural Electrification (MMERE), MoFR, MFMR and MID. However, it is also clear from discussions with other ministries and departments that many other, often less obvious, programs in Government address CCDRM related issues. For example, MEHRD includes aspects of climate change through its science curriculum, and MHMS assigns staff members and resources to deal with climate and disaster related health issues arising from droughts, disasters and other climate change impacts.

In analysing the Solomon Islands budgets, it is assumed that CCDRM objectives are addressed in a broad range of Government programs from MEHRD and MHMS, to MPGIS, MFAET and infrastructure development. Climate-related activities also occur in Government agencies that support the economic sectors.

While the CPEIR and PCCFAF methodologies inform the analysis, sometimes they do not easily translate to programs in the recurrent budget, which is why the aforementioned approach was used to determine weightings of programs within the budget. The weightings range from 80% for agencies such as MECDM, 25% for the UN Mission in New York and 5% for some of the programs within MEHRD. Many programs are considered to have no CCDRM relevance.

Where CCDRM related projects are listed in the Funding Source Analysis, they have the same weightings in the Expenditure Analysis of the budget. Weightings are conservative and may understate the true CCDRM relevance of some programs. A more accurate assessment would involve more detailed consultation with line ministries.

Appendix 3. Analysis of CCDRM Inclusion in Sectoral Policies and Plans

Agriculture

The Solomon Islands Agriculture and Livestock Sector Policy 2015–2019 includes one of the most detailed inclusions of CCDRM compared with most other sector policies and plans to date. Disaster Risk Mitigation and Climate Change Adaptation are specific focus areas of the policy and for agricultural development in the Solomon Islands, more generally. They are included as a cross-sector policy area with associated policy statement/focus areas. These include engaging in cross-sectoral work aligned with both the National Disaster Management Plan and the National Climate Change Policy, as well as mainstreaming the issue across strategies and programs related to forestry and fisheries.

Water Resources, Energy and Mining

The National Water Resources and Sanitation Policy, developed by the Division of Water Resources, has been in draft form since 2013 and has not yet been approved, largely due to staff turnover of ministers within the ministry. It does include a component on extreme events, however a copy of this has not been viewed and thus further analysis cannot be provided at this point in time. The Solomon Islands National Energy Policy and Strategic Plan 2014 provides the strategic direction for the energy sector over a 10-year period. It includes commitments to increasing the use of renewable energy sources and improving energy efficiency, however not specifically within the framing of climate change mitigation. Climate change is mentioned only briefly in the Guiding Principles of the policy. There is no mention of disaster risk management. No specific policies and plans relating to mining have been assessed.

Health

At the time of writing, the sector does not have an overarching policy on disaster or climate change related health issues (such as dengue fever) and only has a cursory alignment with MECDM and the Government's response to climate change. The current Ministry of Health National Strategic Plan 2016–2020 does not include mention of CCDRM. However, a Health and Climate Change Policy is apparently in the initial stages of development to address this gap. This will provide an important addition to the national policy instruments on CCDRM.

The Water and Sanitation Sector is engaged in disaster related work and has incorporated CCDRM into both the Solomon Islands Rural Water Supply, Sanitation and Hygiene Policy, and the Rural Water Supply, Sanitation and Hygiene Strategic Plan 2015–2020. The Rural Water Supply, Sanitation and Hygiene Policy outlines climate change as a cross-cutting issue and it identifies four tangible actions for the R-WASH sector. This includes incorporating climate change and disaster preparedness references in both the Solomon Islands Rural Water Supply and Sanitation Design and Construction Standards, and the Solomon Islands Rural WASH Community Engagement Guidelines. The Strategic Plan, which was developed as the implementation mechanism to the policy, acknowledges the impact of climate change on freshwater availability and reiterates the policy outcomes around sustainable water and sanitation services within the context of climate change.

Fisheries and Marine Resources

The Ministry of Fisheries and Marine Resources is looking to develop a dedicated climate change policy in 2017, supported by the new recruitment of a deputy director for policy, planning and project management. At the current time, the ministry's Corporate Plan 2015–2018 unfortunately makes no mention of CCDRM. This is disappointing, given that the ministry's Corporate Plan 2012–2014 included climate change under Priority 3: 'improve health of our fisheries and marine resources' and as a specific strategy in 3.3, 'Climate change impacts on fisheries sector considered in planning and management of SI fisheries'. It is not known why the ministry has chosen to exclude CCDRM from the current plan.

The Solomon Islands National Plan of Action for Fisheries developed in 2010, as part of the Coral Triangle Initiative, does include a focus on climate change and specifically adaptation and adaptive capacity for the fisheries sector, in particular community-based management initiatives. Climate change adaptation was one of five overall goals committed to at the regional level as part of this initiative. Nevertheless, the focal point for climate change issues specified in this National Plan of Action is MECDM rather than MFMR.

Human Settlements and Infrastructure


The Ministry of Infrastructure Development has made progress in recognising CCDRM in its policies and planning mechanisms. The National Transport Plan 2017–2036 recognises the importance of climate change resilience in transport infrastructure design. As such, a Climate Change Adaptation in the Transport Sector Guidance Manual has been developed, as well as a Climate Change Manual for Reducing Risk and Design of Mitigations. Climate change risks are also outlined as key environmental impacts and risks in the Ministry's Safeguards Procedures Manual.

Forestry

The Solomon Islands REDD+ Readiness Roadmap 2014–2020 is the country's basis for progressing its REDD+ agenda and supporting mitigation efforts in the protection of the nation's forest areas. It is to be further supported by a National Forestry Bill, which is currently in development with the aim of submitting this to Parliament in 2017. This roadmap and the associated forestry bill are important components of the Solomon Islands climate change and disaster risk reduction efforts, given the importance of forest resources and ecosystems for livelihoods and the ecosystem services they provide, as well as the implications of deforestation in exacerbating the impacts of certain natural hazards. As such, it is imperative that they are protected. The fast progression of the forestry bill is supported as an immediate priority, as this will assist in stronger legal protection and better enforcement for the sector.

Education

While the overarching National Education Action Plan 2013–2015 makes no mention of climate change or disaster management, the Ministry of Education and Human Resources Development (MEHRD) has developed a number of specific disaster management plans. These include the Guidelines for Preparing School Disaster Management Plan and the Policy Statement and Guidelines for Disaster Preparedness and Education in Emergency Situations in Solomon Islands. These both cover preparedness, response



and recovery. Disaster management and risk reduction are also considerations included in the Policy Statement and Guidelines for School Infrastructure in Solomon Islands.

The Policy Statement and Guidelines for the Development and Implementation of the National Curriculum in Solomon Islands includes a section on environmental education, in which climate change adaptation, environmental management, conservation and disaster preparedness are inclusions. Given the ministry's recognition of the importance for disaster risk planning and the inclusion of climate change within the national curriculum, it would be timely to see the inclusions of CCDRM in any updates to the National Education Action Plan and Education Strategic Framework.

Environment

The key policy documents related to CCDRM under the MECDM are the National Climate Change Policy and Draft Disaster Risk Management Plan, as discussed in the previous section. The UNDP SIMCAP project has also supported the development of an MECDM Corporate Plan and Human Resources Development Plan. These outline institutional and human capacity arrangements, including current gaps in the progression of MECDM's work on CCDRM. The Corporate Plan lacks reference to engagement with the provincial level with regard to the work of the Climate Change Division. This is likely due to the lack of institutional arrangements currently supporting this; however, it would be recommended as a future inclusion. National Relocation Guidelines are also currently in development.

In line with the resilient development approach mentioned in the drafted NDMP, MDPAC is currently developing risk resilient checklists, to be utilised by line ministries in the development of projects. Currently, Risk Screening Guidelines for Planners: Small Scale Projects has been developed and being operationalised for planners of smaller community, sector or provincial projects. For larger provincial or multi-location projects, more detailed Risk Screening Guidelines and an accompanying tool are also in development.

Tourism

The Solomon Islands National Tourism Policy 2015–2019 makes reference to climate change in Key Policy Area 2 – Transport and Infrastructure. The impact of climate change on the sector and on tourist destinations is highlighted and the need for collaboration and communication between the tourism sector, the climate change unit and NDMO in developing a program to effectively address environmental and climate-related issues.

Appendix 4. List of Selected Key CCDRM Projects Accessed from 2010–2016

Project Name	CCDRR Weighting ³	Relevance	Type	Sector (SIG)	Ministry	Funding Source	Bilateral/Multilateral	Timeframe	Total Cost	Total Cost SBD	Weighted Cost SBD
Solomon Islands Sustainable Energy Project (SISEP)	0.8	High	CCM	Infrastructure – Energy	MMERE	WB/IFC	Multilateral	2014–2017	USD 11.0 million	88,000,000	70,400,000
Solomon Islands Water Sector Adaptation Project (SIWSAP)	0.8	High	CCA	Water	MMERE	GEF, EU (in-kind) Australia (in-kind)	Multilateral	2013–2018	USD 6.85 million (GEF)	54,800,000	43,840,000
SWoCK (Strongim Waka blo Kakai lo community)	0.8	High	CCA	Water	MECDM	AF	Multilateral	2011–2015	USD 5.0 million	40,00,000	32,000,000
Solar Farm at Henderson Airport	0.8	High	CCM	Infrastructure – Energy	MMERE	UAE	Bilateral	2015–2016	USD 6.0 million	48,000,000	38,400,000
SB Development of Community-based Renewable Energy Mini-Grids	0.8	High	CCM	Infrastructure – Energy	MMERE	GEF	Multilateral	2011–2014	USD 5,864,288	46,914,304	37,531,443
Pacific Environment Community (PEC) Fund	0.8	High	CCM	Infrastructure – Energy	MMERE	Japan	Bilateral	2013–2014	USD 4.0 million	32,000,000	25,600,000
Solomon Islands Adaptation Programme (SICAP)	0.8	High	DRM	DRM	MECDM	EU	Bilateral*	2011–2015	EUR 2.8 million	22,400,000	17,920,000
Pacific Islands Greenhouse Gas (GHG) Abatement through Renewable Energy Project (PIGGAREP)	0.8	High	CCM	Infrastructure – Energy	MMERE	GEF	Multilateral	2007–2013	USD 2.73 million	21,840,000	17,472,000
Policy and Human Resources Development Trust Fund Pilot Project	0.8	High	DRR	DRM	MECDM	Japan	Bilateral	2014–2019	SBD 19.3 million	19,300,000	15,440,000

Project Name	CCDRR Weighting ³			Sector (SIG)	Ministry	Funding Source	Bilateral/Multilateral	Timeframe	Total Cost	Total Cost SBD	Weighted Cost SBD
	Relevance	Type	CCM								
Tina River Hydropower Development Project – Development and Implementation Preparation ⁵	0.5	Medium	CCM	Infrastructure – Energy	MMERE	WB/IFC/Australia	Multilateral/Bilateral	2009–2012	USD 4.0 million	32,000,000	16,000,000
NARI-EUARD Project	0.5	Medium	CCA	Agriculture and Food Security	MAL	EU	Bilateral	2011–2015	EUR 3,666,011	29,328,088	14,664,044
GEF-FAO – Integrated Forest Management in Solomon Islands	0.5	Medium	CCM	Forestry	MFR	GEF	Multilateral	2016–2020	USD 6.2 million	49,600,000	24,800,000
Increasing Resilience to Climate Change and Natural Hazards Projects (CRISP)	0.5	Medium	DRR	DRM	MECDM	GEF	Multilateral	2014–2019	USD 7.3 million	58,400,000	29,200,000
Naro Hill to Lambi Road Rehabilitation (Climate Risk and Adaptation Assessments)	0.5	Medium	CCA	Transport	MID	ADB	Multilateral	2013	SBD 73.2 million	73,200,000	36,600,000
The Project for Improvement of Honiara Port Facilities	0.5	Medium	CCA	Transport	MID	Japan	Bilateral	2015–2018	JPY 2,733,000,000	18,584,400	9,292,200
The Project for Upgrading of Kukum Highway	0.5	Medium	CCA	Transport	MID	Japan	Bilateral	2015–2020	JPY 3,188,000,000	21,678,400	10,839,200
The Project for Improvement of Radio Broadcasting Network for Administration of Disaster Awareness	0.5	Medium	DRR	Communications	MECDM	Japan	Bilateral	2011–2013	USD 4.47 million	35,760,000	17,880,000
Transport Sector Development Project (TSDP)	0.5	Medium	CCA	Transport	MID	ADB	Multilateral	2013_2016	USD 12.0 million	96,000,000	48,000,000
Pacific Islands Regional Oceanscape Program (PROP)	0.25	Low	CCA	Fisheries	MFR	WB	Multilateral	2015–2020	USD 9.75 million	78,000,000	19,750,000

Project Name	CCDRR Weighting ³	Relevance	Type	Sector (SIG)	Ministry	Funding Source	Bilateral / Multilateral	Timeframe	Total Cost	Total Cost SBD	Weighted Cost SBD
Rehabilitation of Nusatupe runway and the Noro-Munda Road – and the rehabilitation of Munda runway	0.25	Low	CCA	Transport	MID	NZ	Bilateral	2010–2015	NZD 19,000,000	95,000,000	23,750,000.00
Fishing policy and administrative management	0.25	Low	CCA	Fisheries	MFMR	NZ	Bilateral	2014–2019	NZD 8,000,000 (per year)	40,000,000	7,500,000

- 1 PP – Policy and Planning; I – Institutions; FS – Funding Sources; PFME – Public Financial Management and Expenditure; GSI – Gender and Social Inclusion; HC – Human Capacity; DE – Development Effectiveness
- 2 The A to D classification has specific meanings based on the indicator being analysed; however, in all cases A is the best and D is the worst, assigned on the basis of competency within the criteria.
- 3 The weighting methodology is presented in Appendix 2.
- 4 For the purposes of the analysis the European Union is considered as a bilateral development partner. This is consistent with the classifications used in other climate finance assessments.
- 5 The Green Climate Fund Tina River Hydropower Development project was approved during the assessment but this funding was not part of the analysis. The funding listed in the table refers to the projects leading up to the GCF approval in preparation for the project.

