

Draft Vanuatu Climate Change and Disaster Risk Reduction Policy

Minister's Foreword

Vanuatu's society, environment and economy are highly vulnerable to climate change and disaster risks. Predicted increases in extreme weather from climate change means we will face greater impacts in future. We also live with the threat of volcanic eruptions, earthquakes and tsunamis.

A key priority for the Vanuatu Government is achieving resilient development across all levels and sectors in our small island nation, addressing the risks we face to climate change and disaster impacts. We need to collaborate with our partners to plan and prepare for, and respond to these challenges.

It is vital that we make the best use of our human, natural and financial resources. For decades, climate change and disaster risk reduction were treated at global, regional and national levels as separate policy issues, leading to duplication of structures and funding. The National Climate Change and Disaster Risk Reduction Policy is an important advance in integrating work in these overlapping fields, placing Vanuatu at the forefront of innovative approaches in the Pacific and internationally.

This Policy promotes good governance and establishes clear priorities for future action. It will deliver better information on and assessment of our climate change and disaster risks. Our key strategies are set out transparently to all stakeholders, including the community we serve, international donors and agencies. The Policy builds on our existing systems and cultural heritage to improve Vanuatu's resilience. It incorporates monitoring and evaluation of projects and outcomes, capturing experience and lessons learned to inform planning and good practice.

Coordination and communication at all levels of government and across sectors and communities are crucial to effective implementation of this Policy. Provincial authorities and area councils play key roles, in line with decentralization. Women and vulnerable groups including the elderly, disabled and youth will share in planning, decision making and community action.

I welcome this initiative to build Vanuatu's resilience and support the sustainable development of our community, environment and economy.

Hon. James Bule

Minister for Climate Change and Natural Disasters

Table of Contents

Executive Summary

1.0 Purpose

2.0 Vision

3.0 Principles

4.0 Definitions

5.0 Context

5.1 Risk Context

5.2 Policy Context

5.2.1 Global Level

5.2.2 Regional Level

5.3.4 National Level

5.3.5 Local Level

5.3 Financial Context

6.0 Strategic Goal

7.0 Strategic Priorities

Systems -

7.1 Governance

7.2 Finance

7.3 Knowledge and Information

Themes –

7.4 Climate Change Adaptation and Disaster Risk Reduction

7.5 Low Carbon Development

7.6 Response and Recovery

8.0 Cross Cutting Issues

8.1 Capacity Building

8.2 Gender and Social Inclusion

8.3 Multi-Hazard Approach

8.4 Mainstreaming

8.5 Partnerships

9.0 Implementation

9.1 Integration into Corporate and Business Plans

9.2 Monitoring and Evaluation

9.3 Reporting

9.4 Policy Review

Acronyms

References

Consultation Schedule

Acknowledgments

Attachments

Executive Summary

Vanuatu is one of the most vulnerable countries to climate change and disaster risks. It experiences cyclones, storm surges, landslides, flooding and droughts, which may become more frequent and intense as a result of climate change. Vanuatu is also highly exposed to geophysical threats from volcanic eruptions, earthquakes and tsunamis, as well as human, animal and plant disease, and man-made disasters.

The vision of this Policy is for Vanuatu to be a nation whose community, environment and economy are resilient to the impacts of climate change and disaster risks. These risks cannot be completely eliminated. This Policy provides a framework through which risks can be identified, assessed, reduced and managed.

Over several decades at global, regional and national levels, disaster risk reduction and climate change bodies, activities and funding have been managed separately. A shift in philosophy is integrating these areas to make the best use of resources and address duplication. Vanuatu started this process with establishment of the National Advisory Board on Climate Change and Disaster Risk Reduction in 2012. The Government undertook a Risk Governance Assessment (RGA) to analyse Vanuatu's climate change and disaster risk governance capacity and needs from national to local levels.¹ The Policy incorporates recommendations from that assessment and draws on local, provincial and national consultation.

The Policy has been developed and will be implemented applying the six principles of accountability, sustainability, equity, community focus, collaboration and innovation.

This Policy aims to be accessible to and will be implemented by a wide range of government agencies and stakeholders. It takes a practical approach in view of Vanuatu's resources, exposure and demographic contexts. It seeks to strengthen existing capacity at national, provincial and area council levels, drawing on our rich heritage, traditional knowledge and lessons learned.

The Government of Vanuatu is committed to six key priorities to direct the country's climate change and disaster risk reduction efforts. These priorities fall into two categories of Systems and Themes.

The Systems are:

- Governance;
- Finance; and
- Knowledge and Information.

The Themes are:

- Climate Change Adaptation and Disaster Risk Reduction;
- Low Carbon Development; and
- Response and Recovery.

A number of cross-cutting issues have also been considered in developing this Policy and will be applied in implementation, including social and gender inclusion, capacity building, a multi-hazard approach, partnerships and mainstreaming into the business of a broad range of agencies and sectors. Under the strategies identified in the Policy, actions, lead and support agencies, resources and timelines will be further developed to operationalize this Policy.

1.0 Purpose

The purpose of this Policy is to:

- articulate Vanuatu's vision, principles, strategic goal, priorities and strategies for climate change and disaster risk reduction;
- provide the framework for mainstreaming climate change and disaster risk reduction into sustainable development processes;
- improve coordination and planning of programs, projects and funding across Ministries, Departments, development partners, civil society organizations (CSOs) and the private sector;
- ensure stakeholders including donors, CSOs, industry sectors and communities understand Vanuatu's policy direction;

- strengthen governance and financial systems to access additional funds, enabling more equitable sharing in resourcing relative to Vanuatu's high level of vulnerability; and
- facilitate accountability through monitoring, evaluation and reporting.

2.0 Vision

The vision for the Policy is:

Vanuatu is a resilient community, environment and economy.

3.0 Principles

The principles guiding development and implementation of this Policy are:

- **Accountability** – incorporating rigorous processes, transparent decision making and public reporting to ensure appropriate use of resources and steering of the climate change and disaster risk reduction agenda;
- **Sustainability** – strengthening existing systems through building on experience, learning from events, activities and good practice to ensure continuation beyond the short and medium terms;
- **Equity** – providing opportunities for participation for all groups in society, including women, youth, people who are elderly or have disabilities, remote communities; valuing traditional practices; engaging with all levels of government, industry sectors, development partners, donors, academic, regional and international bodies;
- **Community focus** – empowering communities at the local level through bottom up approaches, drawing on local skills, values and traditional knowledge, and enhancing decentralization in planning, programs and projects;
- **Collaboration** – partnering among government, regional, global and national CSOs, industry sectors, development partners, donors, and academic institutions to build networks and share knowledge and information; and
- **Innovation** – enabling dynamic systems that are science and evidence based, adaptable to changing situations, incorporating traditional knowledge and practice, emerging trends, technological advances and local contexts.

4.0 Definitions

There has been some confusion about terminology for climate change and disaster risk reduction in Vanuatu. Definitions should be agreed and used, where possible, in line with internationally and regionally agreed meanings to ensure meanings are clear and enable shared understanding. Terminology has been developed for Vanuatu for disaster risk management. Climate change terms are presently less well defined, which should be addressed through work overseen by NAB.

For the purpose of this Policy, terms are defined as set out below.

Climate change incorporates a number of effects as follows:

- temperature variation;
- rainfall variation;
- sea level rise;
- ocean acidification; and
- sea surface temperature increase.

Climate change adaptation is adjustments to existing and future development strategies to manage the impacts of climate change.

Disaster risk reduction is a risk management philosophy that enables governments and communities to build sustainability through the identification of evidence-based resilience and adaptation solutions. It is underpinned by rigorous risk and vulnerability analysis and the use of traditional coping capabilities.

'Resilience' is a key term used in this Policy. The United Nations International Strategy for Disaster Reduction (UNISDR) definition, also reflected in the proposed SDRP, is adopted for the purposes of this Policy as follows:

The ability of a system, community or society exposed to hazards, and/or climate change, to resist, absorb, accommodate, and recover from the consequences of a hazard event or of climate change in a timely and efficient manner, including through the preservation and restoration of its essential basic structures and functions.

5.0 Context

5.1 Policy Context

5.1.1 Global Level

At the global level, the UNISDR *Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters* is due to be replaced by a new policy statement during 2015.

Five priorities for action under this framework are to:

- ensure disaster risk reduction is a national and local priority with a strong institutional basis for implementation;
- identify, assess and monitor risks and enhance early warning;
- use knowledge, innovation and education to build a culture of safety and resilience at all levels;
- reduce the underlying risk factors; and
- strengthen disaster preparedness for effective response at all levels.

The United Nations Framework Convention on Climate Change (UNFCCC) was endorsed in 1992. Since that time a large number of documents on climate change mitigation and adaptation have been agreed at international level and tools developed. These include guidance for preparation of National Adaptation Plans (NAPs) for priority activities to address climate change adaptation needs and priorities.

Under the Kyoto Protocol agreement, National Communications are required to report on the nation's greenhouse gas emissions and actions taken or to be taken to reduce these. It also reports on current and expected climate change, and impacts it is having or is expected to have on various sectors. It includes adaptation activities being implemented, and anticipated to be needed. The document is valuable for planning and development related to climate change.

The UNFCCC provides a number of climate change funding initiatives. Implementing Entity accreditation enables countries to access to substantial funding under the Adaptation Fund and Green Climate Fund.

A new international agreement on climate change is expected to be made in 2015 to include actions to be undertaken by all parties of developed and developing nations.

5.1.2 Regional Level

At the regional level, the Pacific Islands Framework for Action on Climate Change 2006 – 2015 and the Pacific Regional Disaster Risk Reduction and Management Framework for Action 2005 – 2015 are nearing their completion dates. The Secretariat of the Pacific Community (SPC) and the Secretariat of the Pacific Regional Environment Programme (SPREP) are jointly facilitating development of a Strategy for Climate and Disaster Resilient Development in the Pacific (SRDP) 2016. The new strategy will replace the two existing regional frameworks above.

The proposed SRDP identifies three goals of:

- Strengthened Integrated Risk Management to Enhance Climate and Disaster Resilience
- Low Carbon Development
- Strengthened Disaster Preparedness, Response and Recovery.

Vanuatu's national Policy aligns with these goals through its themes of Climate Change Adaptation and Disaster Risk Reduction, Low Carbon Development, and Response and Recovery. The strategies under this Policy have also been developed in light of the regional direction provided in the SRDP.

5.1.3 National Level

In 2012 the Government of Vanuatu established institutional arrangements for joint governance of climate change and disaster risk reduction through the NAB and a Climate Change/Disaster Risk Reduction Project Management Unit (CC/DRR PMU) within the Vanuatu Meteorology and Geohazards Department (VMGD). This represents a proactive approach to integration in key governance structures at national level.

As a further key step, the NAB instituted the RGA project in 2013 to strengthen systems and provide a way forward in implementing climate change and disaster risk reduction measures. The RGA report was endorsed in February 2014 and is being implemented. Dedicated NAB Secretariat positions are being established under a key recommendation to support NAB oversight of climate change and disaster risk reduction across Vanuatu. Representation of a broad range of agencies, together with CSOs on the NAB, provide a framework for mainstreaming across sectors and inclusive planning and decision making.

Functions and membership of the NAB and Secretariat are at Attachment 1.

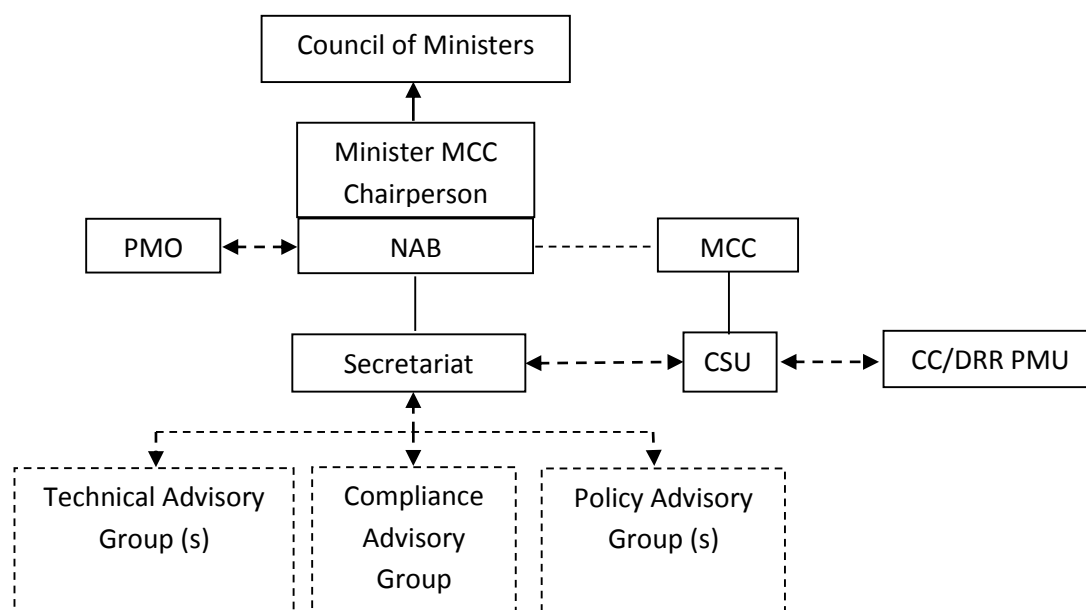


Diagram 1: National Advisory Board on CC/DRR proposed governance structure

The national government’s Priorities and Action Agenda 2006 - 2015 (PAA) provides strategic direction for government to deliver on a national vision. The PAA, together with the supplementary Plan Long Act Short 2013 – 2016 (PLAS) document, are due to expire in the near future.

The government of Vanuatu is currently preparing a 15 year National Sustainable Development Plan (NSDP) for endorsement proposed to come into operation in 2016. It will incorporate three pillars, Economic, Environment and Social, underpinned by focus on Culture. The NSDP will identify climate change and disaster risk reduction as key priorities for government. This Policy aligns with the proposed direction of the NSDP.

Climate change and disaster risk reduction are relatively new and rapidly growing areas requiring increasing levels of planning and coordination. This is particularly evident given the large number of actors involved in this work in Vanuatu, including government at all levels, sectors, donors, regional bodies, academic institutions, CSOs and communities. As a country highly vulnerable to climate and disaster risks, with limited resources and competing needs, it is crucial to use existing and potential resources more strategically and effectively.

Vanuatu has developed and endorsed climate change and disaster risk reduction plans. While the current Disaster Risk Reduction and Disaster Management National Action Plan 2006-2016 (DMNAP) maps out priorities and a pathway for disaster risk reduction and management, it does not fully address climate change adaptation in an integrated manner.

Vanuatu's National Adaptation Plan of Action (NAPA) 2006 lists the priority adaptation strategies for the country. The NAPA focuses on immediate actions, without taking a strategic approach. It identifies project concepts of:

- agriculture and food security;
- sustainable tourism development;
- community-based marine resource management program;
- sustainable forestry management; and
- integrated water resource management.

The draft Climate Change Strategy 2007 and draft Climate Change Adaptation Strategy 2011 aimed to provide high level direction and address gaps, but were not formally endorsed.

This Policy incorporates key elements of all pre-existing plans, building on progress previously made in these fields. Further work is proposed to develop a new National Adaption Plan to replace the NAPA. This Policy and implementation documents will integrate climate change and disaster risk reduction policy under one framework, effectively superseding other documents. (Note - need to check status of NAP process)

This Policy takes into consideration the perspectives, needs and capacities of diverse groups across Vanuatu including women, youth, the elderly, people with disabilities and remote communities. These groups will also be included in implementation.

5.1.4 Local Level

Vanuatu has a rapidly growing population in both urban and rural areas. There is a high level of reliance on natural resources for livelihoods and food security. Subsistence farming is a major feature of life in Vanuatu's villages. These factors add to the vulnerability of communities to the impacts of climate change and disaster risks.

The nation's many small islands spread across vast areas of ocean, and diverse cultures and languages make remoteness a challenge. Infrastructure is limited.

Traditional knowledge remains valued and well used within Vanuatu. Traditional coping and early warning mechanisms contribute to existing community resilience, which must be built on in designing climate change and disaster risk reduction initiatives. Modern technology has been embraced by the people of Vanuatu, with wide uptake of mobile phones and internet resources assisting in communications across the population.

Vanuatu's governance system includes retention of traditional chiefs as leaders at the village level, along with village and area councils. Each province has a Technical Advisory Commission of provincial and national government representatives established under the Decentralization Act to co-ordinate government services at provincial level.

Many programs and projects are being undertaken by government and partner agencies to build resilience at the local level. Policy frameworks at global, regional and national level need to build on existing capacities and link with community aspirations and initiatives to achieve their objectives of poverty reduction and sustainable development.

5.2 Risk Context

A 2012 United Nations report assessed Vanuatu as one of the most highly exposed countries to disaster risks in the world. Vanuatu is vulnerable to a range of hazards including volcanic eruptions, earthquakes, tsunamis, cyclones, storm surge, landslides and flooding.

A profile of risks from climate change and geohazards in Vanuatu has been developed and is available to guide planning and decision making. Findings on climate change impacts included:

- by 2040 daily temperatures will increase from 1995 levels by 1.2 degrees Celsius;

- sea level rise will continue and accelerate;
- ocean acidification will damage 80 percent of coral reefs within 20 years;
- extreme temperatures will reach higher levels and become more frequent;
- dry periods will have a longer duration; and
- extreme rainfall will be more frequent and intense.

Potential impacts on Vanuatu's agriculture, fisheries, forestry, tourism, health, transport and infrastructure sectors were considered. Projected consequences of climate change include reduced availability of fresh water; shifts in crop seasons, harvest, planting and fruiting; more pests and diseases for animals, crops and trees; salt water inundation of coastal land and groundwater salination; compromised food security; coral reef deterioration; reduced fisheries, increased risk of human disease and health problems; and reduced economic growth and revenue generation.

The risk profile also found that the risks from geohazards in Vanuatu are well understood, but major challenges exist from uncertainty in terms of frequency and intensity.

The RGA utilized a conceptual framework that describes the inter-relationships across climate change, adaptation, disaster risk reduction and development as set out in Attachment 2.

5.3 Financial Context

While Vanuatu is one of the countries most vulnerable to climate change and disaster risks, and therefore has a greater need to adapt to their impacts, it has received a smaller proportion of funding for climate change adaptation and disaster risk reduction than many other nations.

Over the next decade, industrialised countries are expected to provide increasing amounts of funding for adaptation and disaster risk reduction actions in developing nations. To attract its share of this funding, it is important that Vanuatu can demonstrate that it has effective systems of governance and financial management in place. In the past, many donors have bypassed government systems and set up stand-alone units to manage projects. This practice does little to develop and strengthen systems of national governance and is wasteful in duplicating functions.

A priority of this Policy is to strengthen the current system of governance and financial management so that development partners and the community have confidence that available funding is used cost-effectively. In line with this objective, this Policy sets the specific target of achieving Implementing Entity accreditation under the UNFCCC Adaptation Fund and Green Climate Fund.

This accreditation will help maximise the resources available to adapt to climate change and reduce disaster risks, and deliver a significant upgrade to Vanuatu's systems of governance and financial management. This will enable the country's development and resilience building needs to be met more effectively.

6.0 Strategic Goal

Vanuatu's strategic goal for climate change and disaster risk reduction is resilient development. This goal will drive planning, decision making, programming and project delivery across government and its partners.

7.0 Strategic Priorities

Six strategic priorities for the Policy which will contribute to achievement of the strategic goal are grouped under two elements: Systems and Themes.

The strategic priorities that are categorized as Systems are Governance, Finance, and Knowledge and Information.

The strategic priority Themes are Climate Change Adaptation and Disaster Risk Reduction, Low Carbon Development, and Response and Recovery.

The strategies are intended to deliver on each strategic priority. In implementing the strategies, key actions are identified which will be supported by lead and support agencies, resources and timelines.

An overview diagram of the Policy structure is at Attachment 3.

Systems

Strategic Priority:

7.1 Governance

Objective: To enhance strategic frameworks and institutional structures to deliver effective climate change and disaster risk reduction initiatives in a co-ordinated, integrated and complementary manner.

The vulnerability of ni-Vanuatu communities and a range of sectors to disaster and climate change impacts draws attention to the human dimensions of risk management. Vulnerability levels are influenced by the failure to consider risk as part of policy and planning processes, inconsistency in approaches, failure to comply with or enforce policy and standards, and fragmented pilot or sector entry point approaches to building whole-of-government capacities and resilience.

Effective governance is therefore vital to ensure accountable decision making and responsible use of resources. Elements of good governance include strong institutions, transparent processes, robust financial management and participation from across society.

7.1.1 Strategy: Institutional Structures

While Vanuatu is a party to both the UNFCCC and Hyogo Framework for Action, national institutional arrangements for climate change and disaster risk reduction streams have merged through creation of the NAB in 2012. Prior to the NAB, the National Advisory Committee on Climate Change (NACCC) and National Task Force (NTF) were two inter-agency bodies that had separate responsibilities for climate change adaptation and disaster risk reduction. Membership of both NACCC and NTF was similar, and with growing resources, actors, a lack of activity and program coordination, it made sense to consolidate these resources. Formation of the Ministry of Climate Change and Natural Disasters in 2013 has further reinforced the political will to streamlining climate change and disaster risk reduction institutional arrangements.

A range of sectors have already incorporated climate change and disaster risk reduction considerations into sectoral policies and plans. The forestry and infrastructure sectors have included these themes into their policies or corporate plans. Agriculture and environmental sector policies currently under development are also integrating climate change and disaster risk reduction elements.

Issues of leadership, sectoral buy-in, clarity of roles and flexibility to stakeholder demands present governance challenges in Vanuatu. The integration agenda is largely driven by NAB co-chair agencies, VMGD and NDMO. Many stakeholder agencies are not fully engaged with the NAB due to limited resources at the sector level, unregulated participation in both or either fields of climate change and disaster risk reduction, and a limited sense of ownership in the NAB process.

Many regional programs including those associated with the United Nations, regional agencies and International CSOs often bypass established government systems and are not registered with the Prime Minister's Office or Ministry of Finance and Economic Management. This makes coordination and adherence to national priorities extremely difficult, if not impossible, to achieve. Moreover, there is currently no mechanism that is recording and monitoring progress of projects that bypass government mechanisms. This leads to limited prospects for lessons learned, monitoring and evaluation, with very few good practices expanded beyond the pilot phase.

Although the NAB has a Secretariat within CC/DRR PMU to support its functions, tensions occur between project management and strategic functions under the existing arrangements. Conflicts in resource management and limited capacity constrain the country's ability to undertake its multilateral treaty obligations and actively participate in international and regional framework forum processes on climate change and disaster risk reduction related concerns.

Structures and mechanisms at the provincial, area and community levels are weak. Currently coordination mechanisms, including provincial technical advisory commissions, and community climate change and disaster committees, are not adequately resourced to grasp, guide or implement initiatives on the ground.

The upcoming Vanuatu Coastal Adaptation Project (V-CAP) will deliver interventions to strengthen area council risk governance structures and delivery mechanisms. Existing work by the Vanuatu Humanitarian Team (VHT) in partnership with NDMO to establish and equip community climate change and disaster committees presents opportunities to inform and improve community governance systems.

Actions

Establish and strengthen institutional structures to effectively undertake their functions through:

- Government establishing and strengthening the NAB Secretariat to effectively perform NAB strategic support roles
- NAB, particularly through the Department of Local Authorities, establishing and strengthening coordination mechanisms for climate change and disaster risk reduction initiatives at the provincial level to guide community based activities
- Government building and strengthening climate change and disaster risk reduction capacity of provincial, municipal and area council personnel
- All partners and stakeholders facilitating the equal and active participation of vulnerable groups in decision making bodies at all governance levels
- Government and partners building and strengthening capacity for active engagement and active participation in major international or regional framework processes
- Government developing and implementing mechanisms to strengthen Provincial Disaster Committees (PDCs) and community disaster and climate change committees (CDCCCs)
- Government, civil society and the private sector partnering with and strengthening traditional governance systems, including the use of traditional knowledge and indicators
- All stakeholders collaborating with and strengthening faith based governance systems in implementing climate change and disaster risk reduction activities.

7.1.2 Strategy: Legislation and Policy Frameworks

The *National Disaster Act 2000* and *Meteorology Act 1989* provide powers and functions for key agencies, NDMO and VMGD. In addition, Article 69 of the Constitution of Vanuatu provides for a declaration of a state of emergency during war or natural calamity, to prevent a threat to or to restore public order. In the *Public Finance and Economic Management Act 1998* provision is made for the

Minister with the prior approval of the Council of Ministers to draw down public funds to alleviate an emergency where an Appropriation Act cannot be passed by the Parliament within a reasonable time.

Given developments internationally, regionally and locally in the governance and disaster risk contexts, and the emergence of global warming and climate change as key policy challenges, it is crucial that Vanuatu's legislation is reviewed and updated in line with contemporary practice.

Work has been undertaken on a draft *Meteorological and Geological Hazards and Climate Change Bill* proposed to replace the existing meteorology legislation and include climate services and a geo-hazards context. A review of National Disaster Act is also planned. In reviewing the current disaster and meteorology legislation, and in developing new legislation, consistency with the Constitution and existing legislation must be considered.

Implementation of existing or proposed sectoral policies and plans offer opportunities to mainstream climate change and disaster risk reduction issues more broadly across Vanuatu's economy.

Implementation of this Policy and revised legislation should also align with the Decentralization Act where provincial governments and area councils play key roles in risk governance at the community level.

Arrangements need to be in place between the government of Vanuatu and the international community to ensure timely and appropriate provision of support for disaster response and recovery efforts.

Actions

Drive strategic decision making through contemporary legislation and policy frameworks:

- Government collaborating with stakeholders to review the Meteorology Act and enact new meteorology, geo-hazards and climate change legislation
- Government collaborating with stakeholders to review the National Disaster Act and enact new legislation
- All partners to integrating and harmonizing climate change and disaster risk reduction requirements into other legislation and policies, including the Decentralization Act
- Government establishing international agreements to ensure support from external sources for disaster response and recovery.

7.1.3 Strategy: International and Regional Obligations

The government of Vanuatu, as a member of the global and regional community, has obligations to take a role in negotiations on, and implement policies and plans, agreed at the international level.

The UNFCCC Capacity Building project, funded by the Vanuatu Climate Adaptation Network (VCAN) and SPC-GIZ, aims to build the capacity of Vanuatu to engage in international agreement negotiations, including wider engagement with Vanuatu partners (such as government agencies, CSOs, women and youth). Expansion of such an initiative could deliver a more sustainable and programmatic focus for active engagement in international and regional framework commitments.

Actions

Meet international climate change and disaster risk reduction obligations through:

- Commencing the UNFCCC National Adaptation Plan process building on other UNFCCC work programs
- Comprehensively capturing adaptation progress in its regular completion and submission of UNFCCC National Communications
- Advocating and lobbying for increased international support and action at major international and regional meetings (UNFCCC COPs, interessionals and bodies, Regional CCDRR Platform and others)
- Engaging with and reporting to regional and sub-regional agencies on its adaptation activities
- Continuously building capacity in international and regional adaptation engagement and negotiation
- Government and civil society agencies allocating human resource positions, officers and budget towards the fulfilment of international obligations and activities.

7.1.4 Strategy: Strategic and Business Plans

As Vanuatu's PAA approaches its final implementation period, current work to develop the NSDP offers crucial opportunities for the integration of climate change and disaster risk reduction into the country's highest development planning framework.

Under the current UNDP Pacific Risk Resilience Programme (PRRP), work is under way to enhance risk governance mechanisms through development of risk integration local development planning guidelines and national monitoring and evaluation frameworks. The PRRP is assisting the Ministry of Climate Change in establishing the NAB Secretariat so that strategic responsibilities of the NAB can be better delivered.

Actions

Develop and implement strategic and business plans integrating risk through:

- Government through the Prime Minister's Office incorporating climate change and disaster risk reduction considerations into the National Sustainable Development Plan

- All partners developing and integrating climate change and disaster risk reduction into all local council (province, municipal and area level), public and private sector business plans, ensuring close alignment of budgets with developed plans
- All partners developing tools for community response plans (CRPs) which include climate change and disaster risk and vulnerability information.

7.1.5 Strategy: Monitoring and Evaluation

Effective monitoring and evaluation systems are crucial to good governance. The World Bank's Increasing Resilience to Natural Hazards and Climate Change (IRCCNH) project is building capacity for project management capabilities e.g. financial management, procurement and monitoring and evaluation roles. These capacity building actions for risk strategic planning and project management also contribute to strengthening Vanuatu's readiness in accessing multilateral climate and disaster financing mechanisms.

Actions

Integrate monitoring and evaluation into project and program design across government and stakeholders through:

- Government, civil society and the private sector strengthening and enhancing monitoring and evaluation of climate change and disaster risk reduction activities at national, provincial and area council level
- All stakeholders developing M&E tools to provide consistency
- Government and partners undertaking training of relevant officers within government and other bodies.

Case Study: Governance, Capacity Building and Partnerships

The *Strengthening Vanuatu's International Climate Change Negotiating Capacity* project co-developed and funded by Oxfam, GIZ and the CC/DRR PMU was an innovation in linking community and civil society priorities with national and international decision makers. It aimed to increase the capacity of the delegation, involve civil society and other government ministries in COP19 preparations and increase public awareness of climate change processes.

Vanuatu took pioneering steps in its involvement in international climate change negotiations. The delegation was scaled up in numbers, diversity and capacity. COP19 saw a transparent selection process with a gender balance target leading to a delegation of 15 members (7 female) that included three civil society delegates, one representing youth. 23 additional members of government and civil society joined the delegation at training workshops facilitated by CC/DRR PMU and the University of the South Pacific, Melanesian Spearhead Group, SPREP and SPC-GIZ. To inform Vanuatu's own national positions, VCAN members gathered priorities from their

constituents and youth. The public participated in activities to raise awareness of climate change issues and gather experiences. As a result, priority positions were developed in adaptation, loss and damage, finance and gender. The inputs also contributed to Vanuatu's first ever submissions to the UNFCCC on gender balance and climate finance. Over 450 people contributed to COP preparations and thousands more were reached through media coverage before, during and after the COP.

NGOs' resources, information, networks and experiences supporting community based adaptation were important technical contributions to the development of Vanuatu's UNFCCC positions and performance at the COP. Vanuatu's engagement was noticed by many delegations and other stakeholders who demonstrated interest in learning from the project.

'Our delegation is wide and varied, we have members from the government, civil society, youth groups and private sector. We prepared our delegation to be well informed of our key issues of finance, gender balance, adaptation before coming here.' Albert Williams, Head of Delegation.

'Connecting communities' experiences to the international level has always been overlooked. We have a lot of lessons from Vanuatu that can influence change, but unless these lessons are echoed at higher levels, transformative change will never happen.' Shirley Laban, VCAN Coordinator.

*

Strategic Priority:

7.2 Finance

Objective – To ensure adequate resourcing is provided for climate change and disaster risk reduction, build financial capacity to manage resources and enable access to increased international funding.

Robust financial systems must be in place and operating effectively for Vanuatu to gain access to and ensure accountable management of substantial climate change and disaster risk reduction funding. As part of the Risk Governance Assessment, the Climate Public Expenditure and Institutional Review (CPEIR) for Vanuatu was undertaken, with a report prepared in March 2014. This report and its recommendations to improve financial management were endorsed by NAB and are being implemented through the National Implementing Entity (NIE) Accreditation Roadmap dated November 2014. The Ministry of Climate Change and Natural Disasters has been endorsed as the entity to seek NIE accreditation in Vanuatu to enable access to additional climate change resourcing through the Adaptation Fund. Other opportunities exist for Vanuatu to seek implementing entity accreditation to the Green Climate Fund.

Key activities identified are adopted as strategies under this Policy. Those strategies are listed below.

7.2.1 Strategy: Implementing Entity Accreditation

There are a number of requirements outlined in the NIE Accreditation Roadmap. These fall within the following categories:

- financial management and integrity;
- institutional capacity; and
- transparency and self-investigative powers.

Under each of these headings, activities and responsible agencies and officers are allocated.

Priority areas for improvement to contribute to achieving NIE accreditation are:

- budgets, financial statements, reports and audits;
- project management;
- procurement; and
- transparency policies.

The support of development partners will be needed to deliver on this improvement agenda.

In implementing the NIE Accreditation Roadmap, it will be important to ensure that provincial and area council levels are engaged, and activities include providing tools and building their capacity, as well as that of national government.

Achieving implementing entity accreditation would provide direct access to finance, allow harmonization with national plans, build capacity, and improve ownership and accountability. Duplication of national systems, plans and priorities would be avoided. It would also better target national priorities and reduce transaction costs under other financing models.

It is difficult for smaller countries to gain implementing entity accreditation given their capacity constraints, so substantial work is needed across a range of areas to meet the requirements. The current project aiming to achieve NIE status has a three year timeline for completion.

Actions

Establish and build on robust financial systems including facilitating implementing entity accreditation by December 2017, achieving improvements in:

- budgets
- financial statements
- reports
- audits
- procurement practices
- project management
- transparency policies.

7.2.2 Strategy: Small Grants Scheme

Establishment of a small grants scheme would channel funding to approved community based organizations and individuals for adaptation and disaster risk reduction projects. The Global Environment Facility has funded a small grants program in Vanuatu through UNDP and VANGO, and other similar schemes have been implemented by other donors. An expanded scheme should avoid duplication and align with existing processes, including project templates and monitoring and evaluation processes to enable appraisal of projects funded through a small grants program.

A small grants scheme would provide an incentive for communities to develop and implement CC/DRR plans, and allow communities to direct funds to their local priorities, improving awareness and ownership. This approach aligns with the Government policy on decentralization, and builds capacity at the provincial and area council level.

Establishing and maintaining community based funds or a small grants program can require significant work. Poor objectives and weak community interest or ownership may see the fund fail to produce sound outcomes.

Actions

- Establish a small grants scheme for climate change and disaster risk reduction initiatives which expands on and aligns with current arrangements, ensuring coordination and consistency.
- Ensure monitoring and evaluation of small grants schemes.

7.2.3 Strategy: Funding Allocations

For Vanuatu to achieve progress on the full range of priorities identified in this Policy, it will need the support of development partners and donors, and commitment of all levels of government and stakeholders. Given the cross cutting nature of climate change and disaster risk reduction, it will be necessary for funding to be allocated in budgets of Ministries, departments, provincial governments, area councils, CSOs and industry sectors to enable and support implementation of climate change and disaster risk reduction actions.

The *Public Finance and Economic Management Act 1998* sets out provisions for release and application of emergency funds for urgent response and early recovery activities where a natural disaster has occurred. Funding must be readily accessible to ensure resources are available in a timely and efficient way for response and recovery efforts. The current arrangements should be enhanced to streamline processes while ensuring accountability, and enable funding to be requested available from sources within Vanuatu and from international donors.

Actions

- Allocate funding in budgets for climate change and disaster risk reduction by development partners, donors, national and provincial governments, area councils, CSOs, and industry sectors.
- Ensure financial accountability mechanisms are in place and operate effectively.
- Facilitate arrangements within Vanuatu and with the international community to ensure timely access to disaster response and recovery funds.

Strategic Priority:

7.3 Knowledge and Information

Objective – To meet knowledge and information needs, improve understanding and communicate to empower action.

Vanuatu faces a number of challenges in managing information, sharing knowledge and communicating climate change and disaster risk reduction issues to the last mile. These include diversity of languages, lack of standardization and inconsistency in messages or terms used, understanding of and linking scientific information with traditional knowledge. Often there is little guidance on how to explain the causes, impacts and consequences of climate change and disaster risk related issues.

Vanuatu's information management for climate change and disaster risk management needs to be improved to enable informed decision making for planning, development and disaster operations and development of accurate community awareness tools.

Currently Vanuatu also lacks a well-designed, comprehensive system for climate change adaptation and disaster risk reduction to make the best use of the asset of knowledge held and being developed within government and partner organizations across all levels. Therefore knowledge transfer as an important element of knowledge management to ensure that knowledge created between partners is captured, developed and shared.

Dissemination of information and education materials is challenging given the remoteness and isolation of the islands and communities. Problems exist in inconsistent messaging and failures in dissemination of much needed information in a timely manner from the national level to rural communities.

Information may need to be presented in different ways to different audiences within communities. Scientific and technical materials should be simplified and adapted to match relevant education levels. Risks should be explained in terms of local experience and understanding of the world. While formal

education levels are low in some communities, initiatives should build on the substantial knowledge that exists, and meet specific needs from community to community.

Formal education is critical to improving knowledge of disaster and climate change risks. Given climate change will affect today's youth into the future, targeting youth and schools is imperative.

Vanuatu is working with international organizations and donor partners to improve and strengthen the existing information and knowledge management through the Mainstreaming Disaster Risk Reduction (MDRR) Project. The MDRR Project is implementing the tsunami preparedness system for Vanuatu's two main urban areas through development of a tsunami and cyclone early warning system, which will include sirens, improvement of telecommunication networks and reaching out to the public through media networks and community activities.

7.3.1 Strategy: Information Management

Although the NAB has an Information, Education and Communication (IEC) endorsement process in place which aims for materials developed to be factually correct and consistent with climate change and disaster risk reduction science, it does not address how they are used. Improvements are needed in managing information collated, developed, distribution records and the evaluation of how these IEC materials are understood and used by the public to make informed decisions.

Case Study: Knowledge and Information, Capacity Building and Partnerships

During 2014 to 2016 VMGD is working with SPREP and Griffith University to deliver the Pacific iCLIM project. The goal of the project is to enhance climate change resilience and adaptation planning. It targets the building of capacity and technology for effective climate change information management, and aims to enhance the ability of decision makers, researchers and practitioners in Vanuatu to develop and implement quality climate change resilience and adaptation plans.

The iCLIM project is delivering:

- Formal information management/information technology training for VMGD knowledge management officers;
- Technical advice on the NAB portal upgrade scheduled for 2015;
- Assistance to increase the number and quality of content items in the NAB Portal and enhance their discoverability via the Pacific Climate Change Portal (hosted by SPREP);
- The development of a Decision Support Tool to support effective data utilisation;
- Regional climate change information management guidelines; and
- An assessment of barriers to effective climate change information management.

*

Vanuatu's information management for climate change and disaster risks must be improved to enable informed decision making for planning, development and disaster operations, and development of accurate community awareness tools.

Information tools and messages must be carefully developed to ensure people are well informed and able to react appropriately. Four main risks identified in information communication are:

- distortion of information where simplified scientific terms or explanations are translated into local dialect or preferred language;
- political intervention in dissemination of information;
- delay of information and advice causing confusion and delay in safety preparation; and
- over-reaction by the public to released information through misunderstanding of potential impacts of climate change, misinterpretation of natural hazard threats, or scientific explanations creating confusion for communities unfamiliar with scientific terms.

Actions

Strengthen existing systems to improve information capture, access and application including:

- ensuring the NAB Information, Education and Communication (IEC) endorsement process is used by all climate change and disaster risk reduction materials developers
- ensuring participation of all relevant government and stakeholder bodies, including provincial governments and the National Statistics Office
- harnessing technology transfer adapted for the Vanuatu context.

7.3.2 Strategy: Traditional Knowledge

While people in Vanuatu have traditional practices to deal with temperature and rainfall variations, cyclones and tsunamis, these have not been systematically captured and incorporated into planning processes. Stakeholders at provincial and community levels place high importance on respecting, recording and sharing traditional knowledge, including traditional early warning and coping mechanisms.

There are examples of positive results being achieved through incorporating traditional knowledge into actions. These should be built upon and applied in other locations to harness the valuable knowledge that has enabled the people of Vanuatu to cope with hazards and impacts over many centuries.

Actions

Build on and share existing traditional knowledge and expand its use through:

- capturing, recording and incorporating traditional knowledge into planning, while ensuring appropriate cultural protocols are respected
- making traditional knowledge accessible, while considering intellectual property rights, through databases and training.

7.3.3 Strategy: Knowledge Sharing

Although resources are limited for all agencies, there is minimal collaboration and use of existing networks to collect and disseminate information. There are limited linkages to regional educational and learning networks.

Awareness sessions provide useful information to small audiences at the provincial level. This can be strengthened and use resources more efficiently through collaboration across organizations.

Some innovative programs have been developed to share knowledge and integrate climate change and disaster risk reduction at the local level. Agro-Met Summits have been coordinated by VMGD in recent years to share up to date knowledge on weather and climate change and conduct climate adaptation field schools for extension officers in the agriculture, forestry, livestock and environment sectors.

A consortium of CSOs has established the Vanuatu Climate Adaptation Network (VCAN) to share information and coordinate the range of activities undertaken by CSOs in this field. VCAN has implemented a program of on-ground adaptation initiatives focusing on women, men and young people in three provinces. The program helps communities identify local climate change risks, develop action plans, and provide technical and material support, which a focus on health, livelihoods and disaster risk reduction.

Actions

Develop and build on knowledge management systems including:

- acknowledging the valuable knowledge already in existence in Vanuatu, and capturing, developing and sharing knowledge through documented processes
- developing material that is relevant and compatible to local contexts
- harnessing and strengthening existing networks and knowledge sharing mechanisms.

7.3.4 Strategy: Lessons Learned

Learning from experience is an essential element of continuous improvement for organizations. In the disaster risk reduction context this is particularly important. Systems need to be developed to capture learnings during and shortly after an impact and in the longer term. The NAB portal is a useful existing

resource for collection, storage and dissemination of information that can be integrated into this process.

Processes should ensure that the gathering of information is inclusive in drawing on the experiences and perspectives of vulnerable groups, as well as relevant government departments, sectors, CSOs and other stakeholders. Findings must be documented in a consistent format and made readily available to inform planning processes across local, provincial and national levels.

Lessons can also be learned from operational exercises based on realistic scenarios and involving all relevant players. Outcomes must be recorded, analysed and built into knowledge management systems and development of plans. VHT has conducted and captured learnings from simulations or exercises with key players including CSOs and community representatives, and these initiatives need to be expanded.

Actions

Enhance lessons learned processes and use of lessons learned in programs and projects including:

- gathering and recording lessons learned from activities, events and exercises from across levels and stakeholders to inform planning, policy and practice
- ensuring participation in lessons learned information gathering of all stakeholders and partners from national, provincial and community levels and outcomes are shared with communities.

7.3.5 Strategy: Data Analysis

Up to date, accurate climate change and disaster risk data and technical analysis of that data are essential for the Government of Vanuatu and relevant parties to make informed decisions for development planning, targeted community awareness, preparedness and response.

Actions

Enhance data analysis through:

- Coordinating government agencies and stakeholders, including academic institutions, in data collection and analysis
- Facilitating partnerships with national, regional and international bodies to enhance data analysis
- Incorporating data analysis into planning and decision making processes
- Based on data analysis, prioritizing highly vulnerable communities and identifying special needs.

7.3.6 Strategy: Research

Priority research projects have been identified as a result of preparation of a risk profile for Vanuatu.

The activities assessed as essential to improving Vanuatu's risk information are:

- a digital elevation model;
- coral reef protection;
- vertical land movement and sea level rise assessment;
- detailed precipitation records across Vanuatu;
- volcanic activity and geological records;
- seismic activity and earthquake geology;
- improved volcano and earthquake data;
- historic tsunami capture and recording; and
- historic landslides and flooding.

These projects require technical assistance and should be addressed as a matter of priority.

Actions

Strengthen research activity and capacity through:

- Identifying and progressing priority research projects
- Partnering with academic and international institutions and relevant agencies
- Seeking resourcing for priority projects from available sources
- Coordinating across agencies and institutions through robust governance arrangements
- Sharing and applying research project outcomes as appropriate.

7.3.7 Strategy: Risk Assessment

Risk assessment is essential to the disaster risk reduction and climate change adaptation processes. This involves a process of establishing hazard exposure, consequences, vulnerable elements, scale and adaptive capacities. Risk assessment enables informed decision making and communication to stakeholders.

Findings from the risk profile undertaken under the RGA are that Vanuatu must:

- finalize its Second National Communication under the Kyoto Protocol and share this with stakeholders;
- obtain high-resolution digital elevation mapping to enable assessment of flood and landslide risks;
- monitor rainfall across islands to build a database to improve projections of extreme weather;
- have all weather proof tar sealed runways with minimum weather/climate data sensors or instruments installed;
- improve weather and climate data across the nation;
- enhance volcano data for all active volcanoes;
- improve earthquake locations/data in the Vanuatu region; and

- expand and improve historic geological data on climate, seismic, volcanic and tsunami in Vanuatu.

Technical assistance is required to undertake this work in collaboration with the expertise available within the government of Vanuatu.

Actions

Strengthen risk assessment processes through:

- Undertaking multi-hazard risk mapping at local, provincial and national levels involving all relevant stakeholders
- Undertaking and using risk assessments in designing programs and projects
- Developing and providing training in use of tools to ensure clear guidance and consistency
- Using risk assessment to inform planning across agencies at national, provincial and local levels
- Building capacity in use of GIS
- Increasing rainfall collectors and installing telemetered automated weather stations across Vanuatu
- Ensuring all active volcanoes have minimum monitoring requirement
- Increasing volcano monitoring stations on active volcanoes with high population base
- Upgrading the seismic network for earthquake location in Vanuatu
- Increasing the number of earthquake monitoring stations to cover the entire nation.

Themes

Strategic Priority:

7.4 Climate Change Adaptation and Disaster Risk Reduction

Objective: To integrate and strengthen climate change adaptation and disaster risk reduction initiatives across national, provincial and local levels, and across all sectors.

Given Vanuatu's high level of vulnerability to climate change and disaster risks, it is essential that adaptation and risk reduction are prioritized for action by government, CSOs and other partners.

Vanuatu's ability to respond effectively to climate variability and change has been limited by a range of factors. There is uncertainty as to the time and magnitude of the changes expected. Inequality of income levels, lack of access to basic services, urban migration, and limited employment opportunities add to policy challenges. Political instability and weak institutions have heightened issues. Environmental degradation includes deforestation, loss of topsoil, and deterioration of water supplies.

Vanuatu has implemented a substantial number of climate change adaptation and disaster risk reduction activities across the country with partner agencies. It is vital that future programs build on

these initiatives to reduce the impact of climate change and disaster risks on areas that are already vulnerable, while protecting others that are at risk from future changes. A range of planning and policy documents across sectors incorporating these activities have also been developed.

Adaptation and disaster risk reduction action must be integrated into development and traditional livelihoods, rather than being seen as a stand-alone activity. Adaptation is achieved through a suite of actions that can be integrated into activities across industry sectors and implementing agencies.

Experience shows that successful adaptation action in Vanuatu requires collective approaches and co-implementation while also recognizing and building on existing valuable indigenous and traditional knowledge. It is essential that activities are coordinated among multiple partners. These can include national government agencies, provincial governments, traditional leaders, CSOs, private sector, development partners and academic institutions.

7.4.1 Strategy: Climate Vulnerability and Multi Sector Impact Assessment

Vanuatu's urban and rural communities are diverse. To produce positive outcomes, climate adaptation action should be tailored to the unique characteristics of each community, rather than using an approach designed for different populations and locations. Climate vulnerability assessments should be undertaken within communities to inform the design of effective projects and programs, considering all sectors relevant to the local context, and inclusive of all stakeholders.

Actions

1. Enhance efficiency and effectiveness of adaptation action and design action to address explicit climate impacts in specific sites through:
 - Vulnerability assessments and risk mapping using multi-hazard approaches as the basis of all adaptation action, conducted prior to implementation with communities and in a participatory, free and informed way.
 - Adaptation, appropriate to local communities, being a research priority for all actors, including scientific research, farmer-based trials, traditional indicators and observation systems and demonstration sites.
 - Selecting and prioritizing actions based on criteria including effectiveness, efficiency, efficacy, and cost effectiveness using internationally recognized tools (e.g. environmental impact assessment, cost benefit analysis) and locally utilized processes.
 - Adaptation decisions being based on relevant data and information using already available data, statistics and processes.

- Data and information on adaptation being shared with and incorporated into centralized systems (e.g. NAB portal).
2. Adopt multi-sectoral approaches and address complex impacts through:
- Considering adaptation information from multiple sectors and knowledge systems to avoid maladaptation that may result from a narrow, single sector adaptation focus
 - Considering urban and rural adaptation issues equally and fairly in national adaptation planning and action based on vulnerability criteria.

7.4.2 Strategy: Integrated Climate Change Adaptation and Disaster Risk Reduction

Activities to alleviate climate change impacts and disaster risk reduction efforts have previously been undertaken in isolation internationally and within Vanuatu. In recent years a shift has been occurring at the Pacific regional level and in Vanuatu to integrate action across these overlapping fields to achieve more streamlined approaches. Government, civil society and other partners have implemented this innovative approach in developing policy and plans, and delivering activities across multiple sectors and communities. A number of existing projects now include both adaptation and disaster risk reduction activities. Current projects such as the World Bank's Increasing Resilience to Natural Hazards and Climate Change (IRCCNH) Project seeks to address and undertake both adaptation and disaster risk reduction actions across the food security, water management, disaster management and local government sectors. Guidance is needed for stakeholders on how to build on these actions to further integrate these elements into strategic planning, programs and projects.

Actions

Relevant initiatives and programs must include an integrated climate change adaptation and disaster risk reduction approach through:

- Strategic documents at all levels including both climate change and disaster risk elements in an integrated and compatible way (e.g. government policies, provincial plans, community strategies, municipal plans, donor project designs, budget frameworks).
- Government agencies, CSOs, private sector and academia taking responsibility for identifying their adaptation priorities and incorporating these into their policy, strategic documents, and budgets to implement adaptation and disaster risk reduction action.
- Initiatives endorsed by NAB adhering to an integrated approach.
- Formal and non-formal education programs and curriculums incorporating an integrated approach.

7.4.3 Strategy: Community Based Adaptation

A broad range of community based adaptation initiatives are being implemented across Vanuatu. CSOs take an active role, in collaboration with government and partner agencies and local stakeholders, in developing and delivering community based adaptation projects and programs. Activities range across industry sectors, including agriculture, forestry, fisheries, tourism, health and water supply. The active participation of community members, including vulnerable and marginalized groups, is vital to achieving positive outcomes.

Actions

1. Adaptation action in communities addresses real, current and priority vulnerabilities through:
 - Community vulnerability assessments and comprehensive profiles being undertaken prior to project implementation
 - The community being fully engaged in, participate in and lead vulnerability assessment process in an appropriate language (e.g. colloquial languages, Bislama).
2. Build on and strengthen traditional and customary systems by:
 - Building on and working within traditional knowledge and values so that these systems become more robust, with linkages and synergies with scientific knowledge, thereby avoiding maladaptation.
3. Adaptation is owned and driven by communities through:
 - Adaptation implementation plans and actions being developed and driven by the community itself, following its own planning processes that are context specific
 - Existing community engagement, governance and implementation structures and traditional systems being adhered to and strengthened through adaptation initiatives.
4. Rights and needs of individuals are respected and recognized through:
 - Adaptation actions, assessments and planning adhering to and considering the rights and needs of individuals (particularly vulnerable and marginalized groups including elderly, women, youth, children, disabled people, illiterate, landless and impoverished).
 - Community actors having a specific and inclusive role and voice in island, provincial and national adaptation initiatives.

7.4.4 Strategy: Loss and Damage

Vanuatu as part of the wider AOSIS grouping has been instrumental in raising the profile of loss and damage issues at the international scene particularly through the UNFCCC processes. There is a need for Vanuatu to establish mechanisms to assess loss and damage incurred as a result of climate change, and provide mechanisms to address these losses. Dialogue has been undertaken on a broader concept

of risk reduction, sharing and transfer, insurance and rehabilitation, through international platforms such as the Warsaw International Mechanism for Loss and Damage.

Actions

Take action around loss and damage through:

- Strongly advocating internationally and domestically to operationalize and locally implement action under the Warsaw International Mechanism for Loss and Damage
- Conducting assessments on potential loss and damage across the country
- Expanding the national dialogue around loss and damage, to determine priority Vanuatu sectoral issues (e.g. agriculture, culture)
- Mainstreaming loss and damage into land and relocation policies and laws
- Developing a loss and damage implementation framework, including risk sharing and insurance
- Ensuring construction of public and other major infrastructure considers risks and minimizes possible loss and damage, and adheres to building codes.

7.4.5 Strategy: Ecosystem-Based Approaches

Vanuatu's diverse ecosystems are a major natural asset of the country. Ecosystem services also provide cost effective measures and co-benefits to reducing climate change and disaster impacts. Climate change represents a threat to these ecosystems and the livelihoods and wellbeing of many Ni-Vanuatu people who rely on them for incomes and as food sources. Therefore effective natural resource management can minimize the threat of climate change to ecosystems whilst enhancing livelihoods resilience. The Department of Environment has developed a draft National Environment Policy which prioritizes climate change adaptation actions to protect ecosystems.

Actions

1. Support ecosystem function and services through action and planning by:

- Embedding action and planning within an ecosystem, strengthening all interrelated parts and components (social, biological, economic)
- Prioritizing action incorporating threats and solutions from the ridge to the reef of island communities (e.g. waste management)
- Adaptation action building on and incorporating taboos, conservation areas and locally managed areas and protects vulnerable habitats and ecosystems and carbon sinks will be prioritized
- Quantifying and building into adaptation planning and budgeting the value and benefit of ecosystem services
- Identifying and minimizing negative impacts on the environment from adaptation activities under Vanuatu's legislation and international practices

- Developing advocacy and educational programs for all stakeholders at all levels around the value of ecosystem based adaptation
- Implementing sound land use planning approaches and policy documents (e.g. Land Use Planning Policy, Foreshore Development Act, Physical Planning Act).

Strategic Priority:

7.5 Low Carbon Development

Objective: To increase use of renewable energy, reduce reliance on fossil fuels, and improve energy efficiency and conservation of natural resources.

Alternative energy from renewable sources can address rising carbon emissions from burning fossil fuels. Diesel fuel burning in power generation and land and marine transportation contributes to greenhouse gases in Vanuatu. Changing to renewable energy sources such as solar, wind and bio-energy can help reduce greenhouse gas emissions. At the same time, renewable energy resources are cleaner, sustainable, and accessible sources of energy.

In the global context, Vanuatu's actions have a minimal impact on climate change globally. Renewable energy investments have significant benefits in terms of minimising negative impacts on the environment, and mitigating climate change. Conservation of the natural environment is vital to reducing emissions from deforestation and forest degradation. Health benefits are also accrued from reduced air pollution, especially particulate exposure, when using cleaner, renewable sources of energy.

Under the UNFCCC, developing countries can prepare Nationally Appropriate Mitigation Actions (NAMA) as a method to voluntarily communicate to the international community plans that they have to undertake mitigation actions. NAMAs include the support countries' needs to undertake these plans in terms of capacity building, finance and technology.

Vanuatu's natural environment is already experiencing impacts from climate change on its forests, reefs, mangroves and sea grass. This has significant negative effects on the economy and livelihoods due to losses in the forestry, fisheries, agriculture and tourism sectors. Vanuatu is implementing low carbon development initiatives with support from development partners and CSOs through projects and programs for protection of its natural environment.

The Department of Environment within the Ministry of Climate Change implemented a four year project from 2010 to 2013 on Mangrove Ecosystems for Climate Change and Livelihood. The project involved assessment of carbon stock in mangrove ecosystems.

7.5.1 Strategy: Energy Road Map, Renewable Energy and Energy Efficiency

The Government of Vanuatu endorsed the *Vanuatu National Energy Road Map 2013-2020* which commenced in March 2013. This document provides for Vanuatu's future strategic direction on energy, including climate change mitigation, through increased use of renewable and geothermal energy.

An energy sector priority identified in the Road Map is mitigating climate change through renewable energy, energy efficiency and conservation. A further objective is to reduce reliance on imported diesel and petroleum products through efficiency improvements in the transport sector and investment in renewable energy in the power generation sector.

The major challenge is the financing needs for investment in new renewable generation sources and the local capacity to build, operate and maintain the systems and plants. Knowledge of local communities in mitigating climate change is limited. The physical layout of the country is a constraint for rural areas to connect to big power providers who are investing in and implementing renewable energy sources. The cost of transporting equipment and materials to the outer islands is high and the local shipping schedules are unreliable. These challenges are hindering the fast tracking of investments in renewable energy.

In Vanuatu solar, wind, hydro and bio-energy technology are now implemented with measurable success (and some failures). There are opportunities in the use of appropriate technologies and local knowledge and support to operate and maintain systems when they are in place.

Solar, wind, hydro and biofuel energy is used more today than in the past for lighting, water heating and expanding tourism sector. These technologies provide ideal opportunities for poor or remote communities to access electrification using off-grid technology. These are offsetting the use of diesel fuel in generators and therefore cutting back the contribution to pollution due to burning fossil fuel.

The government has agreed to participate in the Scaling-up Renewable Energy Program (SPREP), supported by the Climate Investment Fund (CIF). The objective of the SPREP is to pilot and demonstrate the economic, social and environmental viability of low carbon development in the energy sector by creating new economic opportunities and increasing energy access through renewable energy. An allocation of VUV 22 million (US\$250K) is available for Vanuatu under this program over two years to support the preparation of a Renewable Energy Investment Plan, which may then be used to source funds to support investment.

Financing is required for investments to achieve targets in the areas of geothermal exploration, construction and network, hydropower infrastructure and energy efficiency.

Actions

Support implementation of the Vanuatu National Energy Road Map to deliver:

- 40 percent renewable energy generation by 2015
- 20 percent improvement in diesel efficiency by 2020.

7.5.2 Strategy: Mitigation and REDD+

The World Bank REDD+ Program is supporting climate change mitigation efforts in conservation of forests. The four year Forest Carbon Partnership Facility Project will commence in 2015. Its objective is to strengthen Vanuatu's capacity to design a socially and environmentally inclusive national strategy for reducing emissions from deforestation and forest degradation. It will also provide for conservation, sustainable forest management, and enhancement of forest carbon stocks. Components will cover:

- institutional management arrangements at national and provincial levels;
- strengthening of the decentralized structure for stakeholder engagement, consultation and communication and establishment of a national Feedback and Grievance Redress Mechanism;
- analytical studies on drivers of deforestation and forest degradation, REDD+ strategy options, benefit sharing, and legal harmonization of land and carbon rights; and
- a strategic environmental and social assessment process.

Actions

Enhance Vanuatu's natural resource status through carbon mitigation opportunities by:

- Carbon stocks in critical ecosystems being inventoried, quantified, mapped and data stored efficiently to ensure accessibility
- Planning and legal frameworks being developed and strengthened to avoid damage to high carbon natural resources and ecosystems (e.g. mangroves, coral reefs and sea grasses)
- Partnerships on blue and green carbon being developed with other countries in the region to accelerate progress and build capacity and expertise.

Engage with and expand Vanuatu's REDD+ and green carbon activities by:

- Government supporting and engaging in the international REDD+ Readiness process, through a National REDD+ technical committees
- Civil society and the private sector engaging in REDD+ projects that support national REDD+ strategies
- Government developing arrangements to act as a 'watchdog' for carbon financing ventures

- REDD+ initiatives must have community benefit as a core component of their work and avoid activities that could have negative impacts
- REDD+ in Vanuatu operating under a jurisdictional approach in which sustainable land use activities are planned and implemented at the provincial or island level
- Voluntary markets for Payment for Ecosystem Services being expanded and operationalized
- The National REDD+ Technical Committee meeting regularly and steering the REDD+ engagement process under the UNFCCC and in voluntary markets.

Prioritize Green Growth and low carbon development through:

- Utilizing international climate financing sector opportunities to enhance and protect its rich natural resources through carbon sequestration and emissions reductions in the land use sector
- Synergies between low carbon development, mitigation and adaptation being emphasized and expanded
- A Green Growth framework being implemented under the Melanesian Spearhead Group to minimize carbon emissions
- Development approvals and permits being screened according to their carbon footprint and efforts to prioritise green development alternatives made a priority of approval processes
- Striving to follow sustainable consumption and production patterns (e.g. waste management)
- Supporting implementation of green growth policy directives of the National Environment Policy (e.g. promoting eco-efficient production activities and by marketing sustainable products and services).

Strategic Priority:

7.6 Response and Recovery

Objective – To strengthen and build capacity in disaster preparedness, planning, response and recovery.

At the national level the NDMO has primary responsibility for disaster response coordination under the *National Disaster Act 2000*. A review of the legislation is proposed to be undertaken in 2015 to ensure the nation has a strong legislative basis for its institutional arrangements, undertaking disaster risk reduction functions, and executing powers in the contemporary risk and policy environment. Alignment with this Policy will also be a key objective of the review process.

The broad range of disaster risks facing Vanuatu creates many challenges. This is heightened by the isolation of many islands, diverse languages and lack of infrastructure. The lack of resources and

capacity of the disaster management system in Vanuatu has resulted in gaps in planning, coordination, community awareness and engagement with other government agencies and stakeholders.

Mainstreaming disaster risk reduction requires a holistic approach from national to community level. Resources are limited and capacity needs to be built across levels.

Establishment of the cluster system is a positive which is strengthening coordination and information sharing across departments and CSOs. Terms of reference of each cluster are currently under review.

Response and recovery are key parts of disaster risk management which must be planned for and exercised. Vanuatu Emergency Response Group (VERG) was set up to regulate, monitor and establish a reliable emergency communication system. Vanuatu Humanitarian Team (VHT) is also strengthening preparedness, response and recovery. NDMO has entered into agreements with the private sector, including local shipping and aviation companies, to provide logistic support during emergencies. Standby arrangements with FRANZ partners (France, Australia and New Zealand governments) provide for overseas assistance during major emergencies.

7.6.1 Strategy: Planning

Planning is a key tool to articulate direction and guide future activities within government and with stakeholders. Strong networks across sectors are vital to ensure inclusive participation in planning processes and effective implementation.

National level planning and coordination needs to be strengthened. Support to NDMO in this area is being provided by the World Bank under the Increasing Resilience to Climate Change and Natural Hazards Project (IRCCNHP).

Some plans are in place at provincial and community levels. The Department of Local Authorities (DLA) and NDMO with support from UNDP's PRRP is developing guidelines to integrate climate change and disaster risk reduction into sub-national planning and budgeting processes. This program, along with the IRCCNHP), is also supporting four provincial Climate Change and Disaster Officers in Tafea, Torba, Sanma and Malampa provinces to assist in local level planning and preparedness.

Plans should be regularly reviewed and updated to align with emerging trends and changing circumstances in the local, national, regional and global environments.

Actions

Enhance response and recovery planning through:

- Integrating disaster risk reduction into national, sector, provincial and community level plans

- Developing guidelines and training to ensure appropriate standards and consistency
- Providing accessible tools and support for provincial and local levels.

7.6.2 Strategy: Preparedness

Disaster preparedness and response are the business of a broad range of agencies across all levels of government to the provincial and area council levels, depending on the nature of the event. NGOs, international agencies and the private sector also play key roles.

The remoteness of many of Vanuatu's islands and communities present challenges in preparedness and response coordination. Training is an important element of disaster risk management to ensure agencies and stakeholders have the necessary skills and systems to support them. Training needs to be regularly reinforced and promote collaboration across partner organizations as part of comprehensive training programs.

Six clusters have been established within the national government to undertake planning and coordinate across agencies in Logistics, Education, Health and Sanitation, Agriculture and Food Security, Water Sanitation, and Protection. The cluster system needs to provide value adding and be monitored for effectiveness.

UNDP's Building Resilience for Communities Project provided assistance in communications, governance, finance, early warning, data collection and water systems across 12 selected vulnerable communities. Torba Province communities were supplied with HF radios with assistance from Vanuatu Red Cross to provide effective communications and early warning in this remote part of Vanuatu.

Actions

Strengthen preparedness activities including:

- Harnessing networks to build collaboration and knowledge sharing
- Conducting regular exercises across levels and sectors and capture lessons learned
- Conducting targeted training with government agencies, provincial and area council officers, CSOs and stakeholders
- Ensuring equipment is provided and users are trained for emergency operations centres and communications
- Developing and disseminating standard operating procedures.

Case Study: Response and Recovery, Capacity Building and Partnerships

In October 2013 heavy rainfall caused flooding and landslides on Paama island in Malampa Province, resulting in injuries, damaged food gardens and destroyed houses. 678 people were affected or

displaced. The Area Council Secretary worked with the Red Cross branch officer to inform the NDMO and Vanuatu Red Cross headquarters, who then mobilised the national cluster system. Initial damage assessment was undertaken by NDMO, Ministry of Health, Red Cross and Public Works. Vanuatu Red Cross hosted two fundraising appeals in Port Vila collaborated with the Prime Minister's Office and NDMO, resulting in donations of clothes and non-food items. These were coordinated by Red Cross and distributed to affected families, while the Vanuatu Government distributed food and water to affected communities.

Vanuatu Red Cross works alongside the Vanuatu Government to prepare for and respond in times of crisis. Vanuatu Red Cross has pre-positioned disaster relief items stored in shipping containers and purpose-built shelters across every province of Vanuatu. Stocks include water containers, tarpaulins, cooking sets, hygiene kits and mosquito nets. Every year Red Cross volunteers, provincial governments and Community Disaster Committees receive Emergency Response Team training across the country. The training, coordinated by Red Cross, includes first aid, communications, logistics, disaster assessment and principles for distribution of relief items based on the needs of affected communities.

As a result of the Paama landslides, a Paama disaster committee was established involving Red Cross and the Area Council. Disaster relief items have been positioned on Paama. Vanuatu Red Cross's Health Department is implementing a project to address water and sanitation needs of communities on Paama. The Area Council Secretary, a VMGD rainfall collector and a Red Cross volunteer from Paama also attended training in Malekula from VMGD and Red Cross on using weather and climate information for disaster preparedness.

*

7.6.3 Strategy: Community Awareness

Accurate, timely and relevant information must be available and accessible to a broad range of players and levels for effective disaster risk management. Good work has been done by government agencies and partners to develop community awareness tools in Bislama, including television 'infomercial' broadcasts, DVD animations and radio talkback shows. This work needs to be built upon and expanded to provide additional materials and wider distribution.

Given the high level of takeup within Vanuatu of mobile phones, availability of the internet, and emerging trends elsewhere, social media is expected to become a key tool for engagement within communities and across government, sectors, NGOs and other players. This can be used to improve community awareness, early warning and coordination of response and recovery efforts. The opportunity social media presents must be embraced and priority given to developing this resource.

Given the remoteness of many of Vanuatu's islands and the diversity of languages across the country, it is essential that communication reaches the population. Women, youth and people who are elderly or have disabilities must be considered and engaged in targeting messages to these vulnerable groups within the community. Awareness and education needs to be carried out at all levels of society with appropriate contextual adjustments in content, to meet the specific requirements of target groups.

Actions

Improve community awareness through:

- Assessment of target communities prior to introduction of awareness activities to ensure projects are tailored to community needs
- Expanding guides and tools for community awareness activities focused on the local level
- Engaging all relevant stakeholders including vulnerable groups in planning awareness activities and ensuring access for remote communities
- Using diverse mechanisms including social media to reach communities and other players with disaster risk and climate change information.

7.6.4 Strategy: Early Warning Systems

Early warning systems must enable actions to be taken ahead of disaster impacts to reduce deaths and serious injuries. These should include sirens, public address, signage on shorelines, evacuation routes, and mobile phone, radio, television and internet broadcasts. Traditional mechanisms must be incorporated in systems.

The Vanuatu government has recently established an early warning system within VMGD using state of the art technology. The World Bank is supporting NDMO and VMGD through the Mainstreaming Disaster Risk Reduction Project to undertake risk mapping and enhance the early warning system in relation to tsunami risks in urban areas.

Actions

Strengthen early warning systems through:

- Building on all hazards warning services to improve community access to timely and accurate warnings
- Incorporating both modern technology and traditional methods
- Collaborating across levels of government and with existing networks
- Incorporating lessons learned into early warning processes.

7.6.5 Strategy: Post-Disaster Assessment

It is essential for rapid assessments of impacts on communities to be made following disaster impacts. This enables adequate resources to be applied to those most in need as soon as practicable through response and early recovery efforts.

The remoteness and diversity of many of Vanuatu's islands and communities makes this particularly challenging. Post-disaster assessment teams must be well trained and equipped to undertake this task. Multiple partner agencies work collaboratively in these roles in Vanuatu, including NDMO, Vanuatu Red Cross and other cluster agencies.

Actions

Enhance post-disaster assessment capacity through:

- Training and equipping post-disaster assessment teams
- Coordinating efforts across partner agencies, including provincial, area council and village levels
- Ensuring post-disaster assessment informs decision making in response and recovery
- Managing information gathered by post-disaster assessment teams with data collection and storage systems to guide future planning.

8.0 Cross Cutting Issues

8.1 Capacity Building

The RGA made findings that government officers across Ministries and Departments and at sub-national level often lack technical capacity to fulfil their functions appropriately. Government will face great challenges in operating effectively and meeting its service delivery and accountability obligations without adequate resources, systems and expertise. A national capacity framework for human resources in Vanuatu building on the National Capacity Self-Assessment Project Action Plan should be developed to provide direction.

A needs and gap analysis is needed to assess current capacity and highlight areas where work is required to fill capacity gaps. Based on that analysis, a comprehensive national capacity development plan should be developed, setting out skill sets, technology and functional competencies required for operationalization of climate change and disaster risk reduction policy.

Agencies across government require upskilling in project planning, management and implementation. While numerous project management tools exist, training is required to ensure officers responsible for project management are able to fulfil their functions effectively. Building capacity in this field would assist Vanuatu in gaining National Implementing Agency accreditation and access to resources under the Adaptation Fund, as well as funding from other sources.

Provincial governments and area councils have wide ranging responsibilities and very few resources to carry out their functions. There is confusion relating to roles of various officers and committees.

Technical assistance is required to develop tools including standard operating procedures and planning templates to assist provincial governments and area councils. Resources are required to strengthen local governance, information systems and operations and enable effective implementation of the *Decentralization Act*.

CSOs and other players involved in environmental, social and economic development initiatives in Vanuatu are at times disengaged from or bypass government processes. This can result in uncoordinated efforts, duplication and failure to align projects with government priorities. CSOs and other players should be engaged and upskilled to enable them to comply with government policy and processes.

8.2 Gender and Social Inclusion

The Revised Pacific Platform for Action on Advancement of Women and Gender Equality 2005 to 2015, A Regional Charter sets the direction for the region in improving outcomes for women. A new regional policy document is expected to be developed during 2015. Vanuatu's Department of Women's Affairs is preparing a gender policy.

Climate change and disaster risks impact greatly on the lives of women and their social and economic wellbeing. In disaster preparedness, as well as response and recovery, women make enormous contributions to the welfare of their communities. It is vital that women have full opportunities to participate in policy development, decision making and implementation at all levels. Initiatives are under way to ensure gender and climate change and disaster risk reduction efforts are aligned, and efforts should be upscaled.

Women have historically been excluded from participation on committees and other decision making forums, and their full representation needs to be assured. The governance strategic priority under the Policy identifies strategies to implement measures to give women a voice and a role in climate change and disaster risk reduction decisions and activities.

The interests of other social groups and particularly vulnerable community members also need to be represented in climate change and disaster risk reduction policy and actions. People with disabilities, the elderly, youth, those in remote locations and from diverse cultural groups need to be able to participate, as well as services being provided to meet their needs.

8.3 Multi-Hazard Approach

The Hyogo Framework for Action at the global level states that an integrated, multi-hazard approach to disaster risk reduction should be factored into policies, planning and programming related to sustainable development, relief, rehabilitation, and recovery activities in post-disaster and post-conflict situations in disaster-prone countries.

Where resources are limited, a multi-hazard approach ensures that all available personnel, equipment and expertise can be utilised to address the full range of disaster risks across economic, environmental and social elements. This is the case whether these risks are weather or climate related, arise from geo-hazards, biosecurity based, or man-made. When used effectively in planning and preparedness activities, this approach leads to better coordination across agencies, ability to draw on a broad and diverse range of resources, and information sharing across actors and stakeholders, which can improve response and recovery efforts to the benefit of the community.

A multi-hazard approach has been adopted by NDMO in its planning, preparedness, response and recovery activities. This approach will continue to be used in further initiatives to strengthen NDMO's and the whole of government disaster risk management system's capacity. The cluster system across government agencies and CSOs demonstrates application of all agencies, multi-hazard principles.

8.4 Partnerships

A vast array of actors take a role in climate change and disaster risk reduction activities in Vanuatu. Government at national, provincial and area council levels must work together, alongside CSOs and industry sectors, to address these challenges. Development partners, regional organizations and academic institutions also have key parts to play in planning, research, outreach and project delivery. Collaborative mechanisms need to work effectively to ensure alignment of goals, reduced duplication and efficient use of resources.

In recent years alliances have been built within and across sectors in Vanuatu and regionally. The existence of VCAN, VANGO and VHT demonstrate recognition of the need for collaboration among international and local CSOs to share information, partner on projects and achieve better outcomes, bringing better results for the communities they serve. The cluster system adopted for disaster planning, response and recovery is a further example of partnering to improve Vanuatu's capacity in delivering disaster risk reduction activities. Public private partnerships have been identified in the Energy Road Map as a mechanism to deliver renewable energy infrastructure projects.

8.5 Mainstreaming

Mainstreaming can be an effective means of integrating cross cutting issues into policy, plans and processes across levels of government and broad ranging sectors. It is widely used in the climate change and disaster risk reduction fields.

Global and regional policy instruments adopt key concepts to describe how mainstreaming is achieved, including:

- creating and operationalizing a culture of risk management, resilience and safety;
- comprehensive analysis of risk and access to information for the design of evidence-based solutions to reducing underlying risks; and
- managing residual risk through people-centred preparedness.

Means by which climate change and disaster risk reduction considerations are integrated across other fields include cross sector dialogue, leadership, policy guidance, capacity building, monitoring and evaluation, advocacy and education. Planning, budgeting and practice are also mechanisms to deliver mainstreaming objectives. In the climate change and disaster risk reduction contexts, national, sector and community risk and vulnerability assessments, as well as standard operating procedures, are vehicles for mainstreaming.

9.0 Implementation

All actors in the climate change and disaster risk reduction field in Vanuatu have responsibility for implementing this Policy. The strategies under the Policy should be integrated into the planning, budgeting and business operations of all levels of government, CSOs, industry sectors and stakeholders. Related policies and plans within the responsibilities of a range of agencies across government provide their own governance mechanisms which are not replaced by the NAB, but are complementary.

NAB will coordinate and oversee implementation of the Policy. NAB will meet regularly in accordance with its terms of reference to fulfil its roles and responsibilities, including providing leadership and oversight of the Policy's implementation. The NAB Secretariat will develop tools, including a decision making framework, to assist in managing NAB's business. Support from government and development partners would be needed to assist in these activities.

Under the strategies in this Policy, actions, lead agencies, support agencies, resources, timelines, and monitoring and evaluation measures will be developed.

9.1 Integration into Corporate and Business Plans

Planning is a key tool for mainstreaming climate change and disaster risk reduction across government and its partners. Considerable progress has been made in integrating these considerations into the

planning of other Ministries and Departments, including in forestry and tourism. Notably, the Ministry of Infrastructure and Public Utilities Corporate Plan 2015 – 2017 identifies climate change and disaster risk management as one of five objectives driving planning and operations. As new corporate and business plans are developed, climate change and disaster risk reduction needs to be incorporated to ensure activities are aligned and roles and responsibilities are clear.

The Ministry of Climate Change and Natural Disasters is developing a five year strategy for completion in 2015 to provide direction at the corporate plan level across its Departments of Environment, Energy, VMGD and NDMO. This will guide business planning within each of these agencies.

DLA is developing local planning guidelines to better provide for planning structures and functions. Initiatives identified under the strategic priorities in this Policy need to be implemented to build local capacity, develop tools and provide funding sources.

9.2 Monitoring and Evaluation

A dedicated monitoring and evaluation (M&E) unit has been established within the Prime Minister's Office. Many Ministries and Departments do not have M&E systems and donor funded projects tend to have stand-alone M&E systems. This results in gaps, inconsistencies, and lack of reporting on progress, good practice models and lessons learned. The system needs to be strengthened and applied across Ministries.

NAB will develop an M&E framework for this Policy aligning with PMO's requirements and the proposed NSDP. An M&E system is required for the Policy to measure and monitor changes over time, track the effectiveness of climate change and disaster risk reduction efforts, and guide future planning. The purpose of the M&E framework is to inform decision makers whether targets are being met, when circumstances have changed, whether policies are on track, or not being implemented. Information would be provided on which decisions can be made about changes needed in implementation mechanisms.

While local level action and reporting is necessary, there is a need to address and report on national-level progress in climate change adaptation and disaster risk reduction in the broader context of sustainable development. Beyond project, departmental level or policy monitoring and reporting, a system is required which measures overall climate and disaster resilience over time on an aggregated level.

This vision for high-level monitoring is most useful and meaningful for development planning, budgeting and policy making at the national level. Project, departmental and policy monitoring and

evaluation need to be linked to a national system to provide a comprehensive overview of effectiveness on different levels.

This approach would require a shared measurement system by which success would be measured and reported. The proposed M&E approach should be practical, taking into account limited institutional capacities and data availabilities. A shared and unified system would ensure alignment of efforts, and accountability.

9.3 Reporting

The NAB will oversee reporting on the Policy at its regular meetings, supported by the NAB Secretariat. NAB will determine the frequency, form and level of detail of reporting it requires on activities under the strategies in this Policy.

An annual report on implementation of the Policy will be prepared by NAB and made available to the public.

9.4 Policy Review

A review of the Policy will be undertaken every two years to assess whether it aligns with contemporary climate change and disaster risk reduction policy and other developments in Vanuatu, the region and globally. The NAB will oversee and consider the outcomes of the review of the Policy and determine if it is to be amended or replaced.

Acronyms

AOSIS	Alliance of Small Island States
CC/DRR PMU	Climate Change/Disaster Risk Reduction Project Management Unit
CSOs	Civil society organizations
DLA	Department of Local Authorities
DMNAP	National Action Plan for Disaster Management
MCC	Ministry of Climate Change and Natural Disasters
NAB	National Advisory Board on Climate Change and Disaster Risk Reduction
NAPA	National Adaptation Plan of Action
NDMO	National Disaster Management Office
NSDP	National Sustainable Development Plan (draft)
PAA	Priorities and Action Agenda 2006 – 2015

PLAS	Plan Long Act Short 2013 - 2016
PMO	Prime Minister's Office
SPC	Secretariat of the Pacific Community
SPREP	Secretariat of the Pacific Regional Environment Programme
SRDP	Strategy for Climate and Disaster Resilient Development in the Pacific (draft)
UNDP	United Nations Development Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNISDR	United Nations International Strategy for Disaster Reduction
VANGO	Vanuatu Association of Non-Government Organizations
VCAN	Vanuatu Climate Adaptation Network
VHT	Vanuatu Humanitarian Team
VMGD	Vanuatu Meteorology and Geo-hazards Department

Consultation Schedule

Consultation meetings and workshops conducted in developing the Policy were:

- inception workshop held in Port Vila on 13 November 2014;
- provincial consultation workshops held at:
 - Tafea Province on 18 November
 - Sanma Province on 21 November
 - Malampa Province on 24 November
 - Penama Province on 27 November
 - Torba Province on 4 December 2014;
- Shefa Province participated in the inception workshop in Port Vila;
- Policy working group meetings held on 30 November, 11 and 18 December 2014;
- Civil society consultation workshop on 9 December 2014
- Meetings with a broad range of government Ministries and Departments including the Prime Minister's Office, Ministry of Foreign Affairs, DLA, Ministry of Infrastructure and Public Utilities, Ministry of Agriculture, Ministry of Health, Department of Women's Affairs and agencies within the Ministry of Climate Change and Natural Disasters during October to December 2014;
- Meetings with the Council of Churches and the Chamber of Commerce in October 2014.

References

Alliance Development Works, UN University Institute for Environment and Human Security (UNU-EHS) and The Nature Conservancy, *The World Risk Report 2012*

International Federation of Red Cross and Red Crescent Societies (2012), *International Disaster Response Laws, Rules and Principles in Vanuatu: A Study on Vanuatu's Legal and Policy Framework for Managing Foreign Disaster Response*, Geneva

Republic of Vanuatu Second National Communication to the United Nations International Convention on Climate Change, March 2014 (Draft)

Revised Pacific Platform for Action on Advancement of Women and Gender Equality 2005-2015: A Regional Charter

SPC and SPREP, Draft Strategy for Climate and Disaster Resilient Development in the Pacific (SRDP)

SPREP Pacific Islands Framework for Action on Climate Change 2006 – 2015, Apia, Samoa

SPC, *Pacific Regional Disaster Risk Reduction and Management Framework for Action 2005 – 2015*, Noumea, New Caledonia

UNDP, Risk Governance Assessment Report: Strengthening Climate and Disaster Risk Governance in Vanuatu, 2014, Port Vila, Vanuatu

UNDP, Climate Public Expenditure and Institutions Review, Vanuatu Report, March 2014

SPREP and UNDP (2013) *Mainstreaming Climate Change Adaptation in the Pacific: A Practical Guide*, Apia, Samoa

UNISDR, *Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters*

United Nations Framework Convention on Climate Change

Vanuatu Disaster Risk Reduction and Disaster Management National Action Plan 2006-2016

Vanuatu Government Climate Change Strategy 2007 (Draft)

Vanuatu Government National Environment Policy (Draft)

Vanuatu Government National Sustainable Development Plan (Draft)

Vanuatu Government Priorities and Action Agenda 2006 - 2015

Vanuatu Government Plan Long Act Short 2013 – 2016

Vanuatu National Adaptation Plan for Action 2006

Vanuatu National Climate Change Adaptation Strategy 2011 (Draft)

Vanuatu National Energy Road Map 2013-2020

Footnotes

The RGA resulting in the Risk Governance Assessment Report: Strengthening Climate and Disaster Risk Governance in Vanuatu was undertaken from August to December 2013 by independent consultants supported by UNDP's Pacific Regional Risk Resilience Programme and Australian Aid.

The World Risk Report 2012 was published by Alliance Development Works (Bündnis Entwicklung Hilft) in collaboration with the UN University Institute for Environment and Human Security (UNU-EHS) and The Nature Conservancy (2012).

The risk profile under the RGA included:

- a database of existing reference materials including reports, datasets and projects;
- a climate and disaster risk profile for Vanuatu;
- a database of current risk mapping activities;
- identification of data and analysis gaps; and
- priority risk mapping, data collection and analysis actions to improve information on Vanuatu's climate and disaster risks.

International Federation of Red Cross and Red Crescent Societies (2012) *International Disaster Response Laws, Rules and Principles in Vanuatu: A study on Vanuatu's Legal and Policy Framework for Managing Foreign Disaster Response*

Acknowledgments

This Policy has been developed with support from UNDP and Australian Aid.

The Policy draws on work undertaken over a three year period including a project in late 2013 funded by Secretariat of the Pacific Community-GIZ and the Risk Governance Assessment.

A wide range of national government Ministries and Departments have contributed to development of the Policy, including participation in delivering the provincial consultation workshops.

The advice and assistance of provincial governments and area councils in arranging and participating in provincial workshops and providing feedback is acknowledged.

Many stakeholders including the Council of Churches and Chamber of Commerce have made contributions to the Policy.

The policy working group guided development of the Policy, with membership from the Prime Minister's Office, VMGD, Department of Energy, Department of Environment, NDMO, VCAN, VANGO and SPC-GIZ.

Attachments

Attachment 1 - NAB and Secretariat functions

Attachment 2 - Conceptual framework diagram

Attachment 3 – Policy structure diagram

NAB Core structure and roles

The NAB membership should consist of a small core group with others seconded as need be. Meetings should be held quarterly or more frequently as specified by the Chairperson (s). Ownership and engagement with Ministries, Departments and NGOs should be driven from the Secretariat level given that the NAB does not meet regularly. This overcomes the challenges of down-sizing the NAB.

As an advisory board, the NAB's primary role is to oversee the development of a detailed risk-based plan of action on climate change and disaster risk reduction, to inform the Government's Annual Budget. The 2015 priorities are to:

- Enhanced protection of natural resources and biodiversity, taking climate change into account;
- Providing sustainable, resilient, appropriate infrastructure and services;
- Enabling continuous political reform, decentralization and human and institutional strengthening;
- Broadening economic capacity.

In regard to this the NAB should:

1. Advise Government agencies and donors on the priority actions;
2. Coordinate climate change and disaster risk reduction activities across the country (through the Secretariat);
3. Coordinate delivery of multi-agency/sector projects in cooperation with line ministries and departments, Local Government, NGOs, Private Sector and communities (through the Project Management Unit);
4. Facilitate the implementation of projects at the provincial, area and village levels, including through a program of small grants.

While the NAB Secretariat is attached to the Ministry of Climate Change for administrative purposes, its whole-of-Government role means that it will operate at the strategic level - with operational activities being carried out by Departments and other implementing agencies, including where appropriate, the Project Management Unit.

Table: Proposed NAB Membership

NAB	Member
Co-Chairpersons	DG MCC/PMO
Core members	Director, Vanuatu Meteorological and Geo-hazards Department (VMGD)
	Director Finance
	Director Department of Local Authorities
	Director VPMU
	Chamber of Commerce
	Representative of NGO
	Manager NAB Secretariat

Secretariat

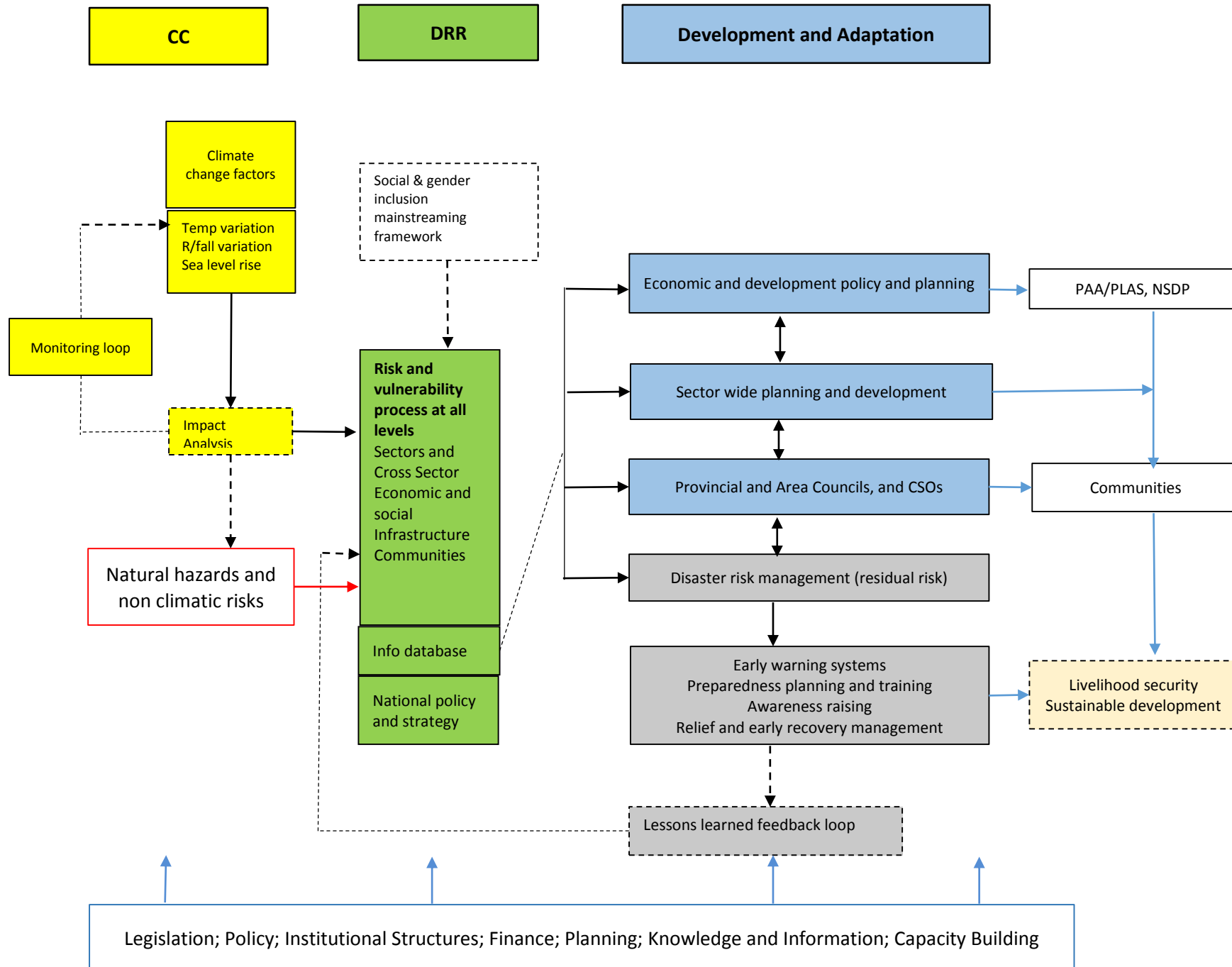
The Secretariat takes on a very strategic whole-of-government leadership, coordination, stakeholder relationships and information management role and therefore should comprise a core staff that can be supported either by short-term secondments, technical assistance and/or advisory groups. The Secretariat should be positioned within the MCC structure under the office of the Director General and be seen as a separate and clearly identifiable entity to other departments including the Corporate Services Unit (CSU) and Project Management Unit.

The Secretariat Manager should be a dynamic and inspirational leader who would report directly to the DG MCC. Its Business Plan should reflect NAB priorities and be approved by NAB. Staffing of the Secretariat as a separate entity will be challenging, particularly during the transition period

Sustainability of core secretariat staff will therefore be critical and should be assessed from three aspects:

1. Skills and competencies of staff will have to be very high and it is important that there is both continuity and a career progression strategy;
2. Funding for the first year (2014) is committed for several existing PMU positions through World Bank resources. Other interim staffing can be supported through funding sources including an approved VMGD budget amount for PMU (as it was then known) from the Government. An options paper is urgently required to detail long-term funding for the Secretariat.

There are important roles for advisors and volunteers to play in supporting the Secretariat however the scope of their engagement should be clearly defined so that fast-tracking of initiatives and guidelines and capacity building remain their primary objective.



Vanuatu Climate Change and Disaster Risk Reduction Policy 2015

Vision
Vanuatu is a resilient community, environment and economy

Principles

Sustainability Accountability Equity Community focus Collaboration Innovation



Strategies	<ul style="list-style-type: none"> Institutional structures Legislation and policy frameworks Strategic and business planning Monitoring and evaluation 	<ul style="list-style-type: none"> NIE accreditation Budgets Financial statements Procurement Project management Small grants scheme Funding allocation 	<ul style="list-style-type: none"> Information sharing Traditional knowledge Knowledge sharing Lessons learned Data analysis Research Risk assessment 	<ul style="list-style-type: none"> Vulnerability and impact assessment Community based adaptation Loss and damage Eco-system approaches 	<ul style="list-style-type: none"> Energy Road Map Renewable energy Energy efficiency Blue carbon REDD+ 	<ul style="list-style-type: none"> Planning Preparedness Community awareness Early warning systems Post-disaster assessment
-------------------	---	--	--	---	--	--

Cross Cutting Issues

Capacity building Gender and social inclusion

Multi-hazard approach Mainstreaming Partnerships

Implementation

Integration into corporate and business plans Monitoring and evaluation Reporting Policy review