PACIFIC RESILIENCE STANDARDS

A Practitioner's Guide

December 2021

Original text: Englishh

PIFS Cataloguing-in-Publication data

Pacific Resilience Standards : A Practitioner's Guide / [prepared by] Pacific Islands Forum Secretariat. Suva, Fiji : Pacific Islands Forum Secretariat, 2021.

78 pages : col. illustrations ; 30 cm.

ISBN: 978-982-202-074-8

1.Climatic changes - Oceania 2. Climatic changes – Management- Oceania 3. Climatic changes – Risk management-Oceania I. Pacific Resilience Program (PREP)

551.55'0218'995 dc23 AACR2

Contents

FOREWORD

In September 2016 Pacific Islands Forum Leaders approved the *Framework for Resilient Development in the Pacific: An Integrated Approach to Address Climate Change and Disaster Risk Management 2017 – 2030* (FRDP). The FRDP is a regional response to support the efforts of Pacific island countries to use integrated approaches to build resilience to climate change and disasters. To help implementation of the FRDP, Pacific leaders approved the establishment of the Pacific Resilience Partnership in September 2017.

Since its establishment the Pacific Resilience Partnership (PRP), through its apex body, the PRP Taskforce, has encouraged and supported stakeholder groups across Pacific island countries to strengthen resilience building efforts consistent with the intent of the FRDP. Advocacy and engagement missions have been undertaken, working groups have been established, and in May 2019 the inaugural 'Pacific Resilience Meeting' was held in Suva, Fiji bringing together a multi-stakeholder group to discuss challenges and opportunities for strengthening resilience.

In 2019, with the support of the PRP Taskforce, and under the leadership of the Pacific Islands Forum Secretariat, UNDP, and Pacific Community, the Pacific Resilience Standards (PRS) were developed to enhance the implementation of the FRDP and in particular, to introduce a more structured approach to the implementation of the FRDP's ten Guiding Principles.

We welcome the PRS as a practical tool to strengthen the effectiveness, quality, and integrity of resilience building efforts; and to plan, implement, and evaluate resilient development interventions at national and subnational level in all Pacific island countries and territories.

We are committed to continue supporting the implementation of the FRDP and see the PRS as a pivotal element. We encourage all stakeholders to capitalise on the availability of this invaluable tool.

Engel Raygadas
Chair, Pacific Resilience Partnership Taskforce

Henry Puna
Secretary General
Pacific Islands Forum

ACKNOWLEDGMENTS

The Pacific Resilience Standards (PRS) have been developed as part of the Pacific Island Forum Secretariat's project under the Pacific Resilience Program (PREP) funded by the International Development Association (IDA) through the World Bank. The PRS and the accompanying volume of case studies have been authored by Sarah Selby under the leadership of Mosese Sikivou as the Regional Coordinator/Project Manager for PREP project and benefited from inputs from Teea Tira from the Pacific Island Forum Secretariat, Nicola Glendining from UNDP and Habiba Gitay from the World Bank. The PRS could not have been developed without close collaboration with members of the Pacific Resilience Partnership (PRP) and multiple PRP meetings.

Many thanks for the valuable and rich feedback from many in the region and beyond especially: Adrian Nicolae, Andrew McElroy, Alifereti Tawake, Anais Rouveyrol, Celeste Powell, Charles Carlson, Christophe Legrand, Christopher Bartlett, Christoph Wagner, Daniel Lund, Elizabeth Morgan, Fred Patison, Exsley Taloiburi, Helene Jacot des Combes, Karen Alexander, Katabwena Tawaka, Lanieta Tokalauvere, Martin Sharp, Moortaza Jiwanji, Subhashni Raj, Ravulo Naulumatua, Scott Hook, Stacy Jupiter, Viliamu Iese and Katherine Baker.

Thank you to the following individuals who participated in the initial consultations or who shared case studies including: Aaron Pitaqae, Aholotu Palu, Charles Carlson, David Hebblethwaite, Diana Salili, Doris Susau, Elyse McInerney, Emele Duituturaga, Elisaia Ika, Emily Sharp, Ethel Namuri, Everlyn Fiualakwa, Exsley Taloiburi, Frances Namoumou, Guido Corno, Hudson Kauhiona, Jenn Weiss, Jewel Tuitama, Jofiliti Veikoso, Johann Bell, Jonathon Hall, Julia Edwards, Kate Duggan, Kevin Petrini, Leonard Chan, Leon Dominador Fajardo, Lilika Fusimalohi, Linda Vaike, Lui'isa Uai Taunga, Michiyo Yamada, Monica Wabuke, Morgan Wairiu, Naomi Navoce, Nazgul Borksheva, Noud Leenders, Patrina Dumaru, Paula Cirikiyasawa, Peter Krakolinig, Portia Dugu, Rebecca Eldon, Rhonda Robinson, Rochelle Braaf, Rusila Ravula, Sangeeta Mangubhai, Sipuru Rove, Susan Sulu, Tory Kuria, Walolyn Hamata, and Vuki Buadromo.

Thanks also to the stakeholders involved in the regional workshop in June 2019 and to colleagues in the Solomon Islands, Republic of the Marshall Islands and Tonga, who participated in workshops in late 2020 and early 2021 to test and review the PRS.

EXECUTIVE SUMMARY

As countries and communities in the Pacific respond to increasing disasters and threats driven by rising vulnerabilities, hydro-meteorological extremes, geological hazards, and emerging hazards such as pandemics, more is needed to increase the effectiveness, coherence, and sustainability of resilience building.

The Framework for Resilient Development in the Pacific (FRDP) provides Guiding Principles for building resilience. These Guiding Principles are central to the Pacific Resilience Standards (PRS), which have been developed to support implementation of the FRDP and to ensure that resilience building in the region is **Integrated**, **Inclusive**, **Informed** and **Sustained**.

The PRS comprise four standards (see *Figure A*) and draw on good practices to provide guidance on their implementation.

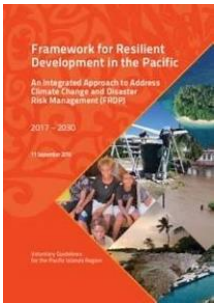
Figure A: The Four Pacific Resilience Standards

The PRS can be used by multiple stakeholders including government decision-makers, practitioners, non-governmental, and civil society organisations to prioritise resilience actions, allocate funding, articulate expected levels of practice, advocate for and enable change, map progress, and plan the resilience journey.

Each Standard comprises: (1) 'Good Practice Essentials' that define practices which will transform behaviour and build resilience; (2) a 'Sliding Scale of Progress' that describes how progress can be achieved taking into account different starting points and context, and; (3) a 'Progress Scorecard' which allows self-assessment of progress against each standard.

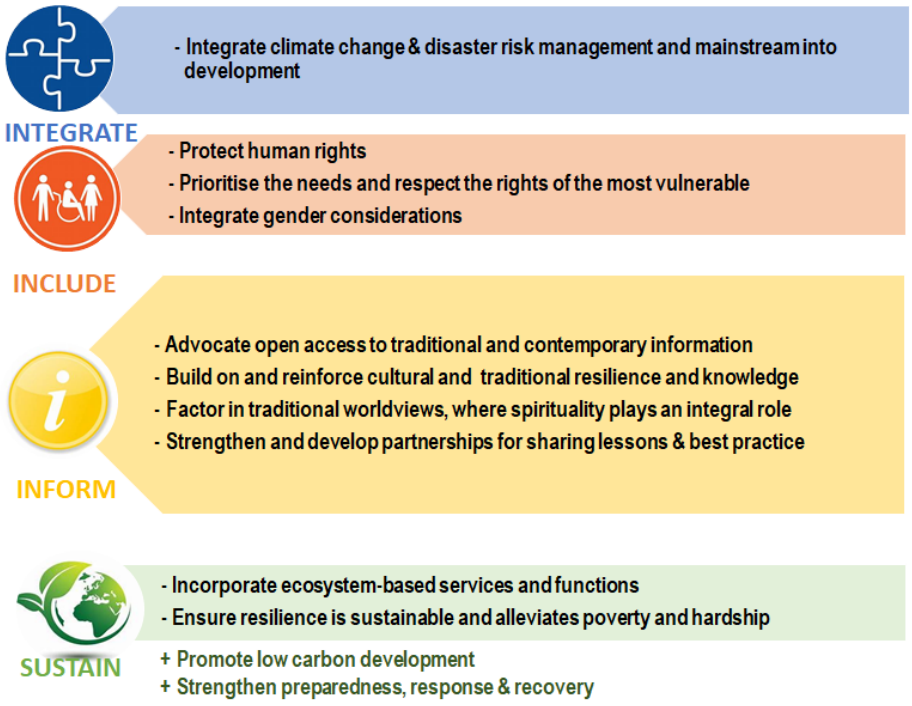
INTRODUCTION

BACKGROUND



The Framework for Resilient Development in the Pacific (FRDP) provides high level voluntary guidance to different stakeholder groups working to build resilience to climate change and disasters in the Pacific region. The FRDP identifies ten Guiding Principles, which are central to its implementation (see *Figure 1 and Appendix A* for details*)*. These were agreed following in-depth consultation during development of the FRDP over a period of two years.

Figure 1: FRDP Guiding Principles



The PRS are founded on these Guiding Principles. The PRS share regionally agreed effectiveness and behavioural values for guiding and enhancing resilience building in the region. In addition to the ten Guiding Principles, the PRS incorporate two additional principles (low carbon development and effective preparedness), which are linked to two of the FRDP goals and are integral to resilience building.

Box 1: Defining resilience building

Resilience building is defined in the FRDP as: "the ability of a system, community or society exposed to hazards, and /or climate change, to resist, absorb, accommodate, recover, and transfer the consequences of a hazard event or of climate change in a timely and efficient manner."

Resilience building is a complex, multi-dimensional, and dynamic process of strengthening absorptive, adaptive, and transformative capacities of individuals, communities, countries, and systems to manage exposure and sensitivity to hazards, shocks, or stresses.
It is an ongoing process ensuring a balance between rigidity to 'spring back' (which does not tackle root causes of vulnerability and potentially fosters risk) and flexibility to 'go forward' and enable ongoing progress and transformation as a means of achieving specific development goals (e.g., food security) and overall well-being.
Resilience and well-being should be locally defined as they are culturally mediated and context specific. Resilience may not be equally experienced across groups and therefore the regional definition in the FRDP will need to be contextualised in individual Pacific countries. At the community level, it must encompass the flexibility to develop new resilience skills or coping strategies, building on traditional knowledge and practice.
In the Pacific, community resilience is also grounded on faith and traditional wisdom: *"our Pasifika knowledge, spiritual, cultural, and indigenous wisdoms are also a rich source we can turn to, to help us navigate and manage our resources. Our indigenous wisdoms have helped our elders manage disasters, mitigate, adapt and therefore cultivate resilience, and bounce forward "(Uniting World, 2019).*

Sources: Hook (2019), Béné (2015), UNISDR (2005), ODI (2015), UNDP (2018); Sterling *et al.,* (2019)

AIM AND OBJECTIVES OF THE PRS

The aim of the PRS is to support implementation of the FRDP and ensure that: "*resilience building in the Pacific is integrated, inclusive, informed and sustained*"

The objectives of the PRS are to:

- **Operationalise the FRDP principles** by distilling regional expertise, experience, and good practice to strengthen the integrity, quality, and effectiveness of resilience practice.
- **Agree and establish regional "Good Practice Essentials"** for integrated, inclusive, informed, and sustained resilience building.
- **Provide a common language**, direction and agreed regional approach for building resilience ensuring coherence across different frameworks, sectors, and levels.

TARGET AUDIENCE

The PRS are a tool for:

- ***Government policy makers, planners and practitioners*** from**:** i) core development agencies notably central planning and finance ministries; ii) vulnerable sectors (e.g. agriculture, health, water, power, environment and infrastructure); iii) subnational government; iv) national disaster management organisations (NDMOs); v) ministries responsible for climate change and related

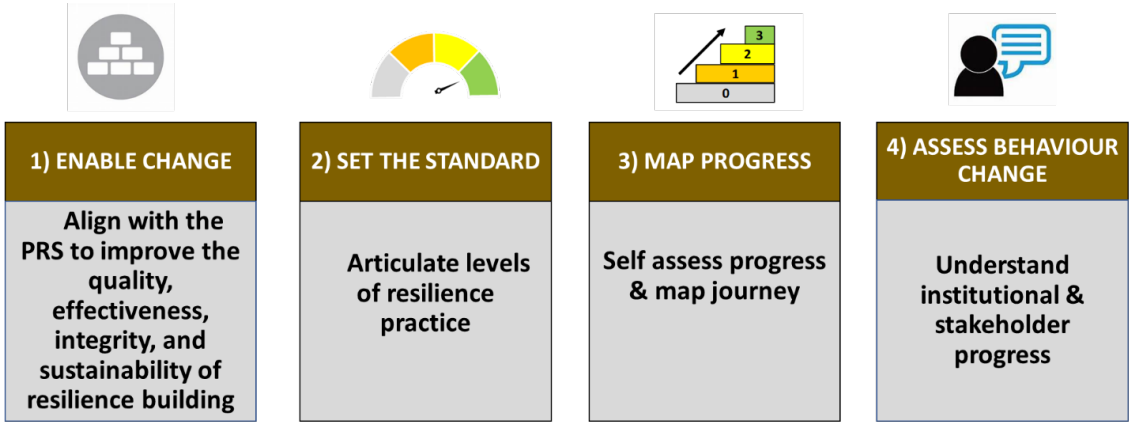
issues such as meteorology, hydrology, oceanography, geology and environment; and vi) other central agencies (e.g. the Ministry of Foreign Affairs, Parliament, Public Service Commission).

- ***Non-government partners*** including non-government organisations (NGOs), faith-based communities, the private sector, development partners, donors, and academics.

The PRS are designed for application at the regional, national, sector and subnational level. In time, tools tailored for the community/project level may be drafted (if there is sufficient demand for this). Additional users would include communities, community-based organisations (CBOs), project and programme managers, field officers, and project monitoring and evaluation officers.

USES OF THE PRS

The PRS have four main uses, although their application will inevitably be context specific; and not all four standards will be relevant in all cases.



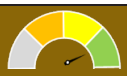
1) ENABLE CHANGE

The PRS can help identify gaps in the enabling governance environment for building resilience. Addressing these gaps at the national, sector, or subnational level will improve the quality and effectiveness of resilience building, and support alignment of *governance instruments* (e.g., policies & plans); *processes* (e.g., assessments, planning, monitoring and evaluation); *procedures (e.g.,* for *preparedness, early warning systems);* and *interventions* (e.g., projects and programmes) with the PRS.

For example:

- **Securing funding to ensure the participation of vulnerable groups in the development or update of an agriculture policy.**
- **Building capacity to implement a national development strategy** in line with the PRS.
- **Ensuring subnational leadership and political will to facilitate alignment of subnational development planning processes** with the PRS.

2) SET THE STANDARD

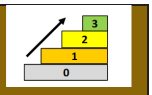


The PRS can help articulate expected levels of resilience practice as a benchmark for increasing effectiveness.

For example:

- **Advocacy** by a Disabled Person's Organisation (DPO) to improve inclusion of people with disabilities in preparedness planning and post disaster assessments.
- **Alignment with the PRS as a pre-condition of funding** for a development programme.

3) MAP PROGRESS



The PRS can help decision makers and practitioners self-assess progress aligning with one or more of the standards and diagnose, where they are on their resilience journey, and help plan next steps.

Progress can be assessed for different levels of application (e.g., national, sector, subnational, intervention). This involves firstly preparing a baseline and secondly regularly measuring progress against the baseline to track progress building resilience over time.

The assessment methodology and template can be found in ***Appendices B*** and ***C*** respectively.

For example:

- **National level diagnostic** by decision makers in a central planning ministry to benchmark progress, identify priorities for action and funding.
- **A review of progress building resilience in the education sector** including identification of gaps, and the resources needed to align with the PRS.

4) ASSESS BEHAVIOURAL CHANGE

The PRS can help assess behavioural change of institutions and stakeholders at different levels.

For example:

- **A national review to diagnose progress across sectors adapting behaviour to align with the standards** e.g., assessing knowledge, attitudes, capacities, skills, leadership, commitment, and political will for resilience building.
- **An agriculture sector review to identify behavioural changes needed to align with Standard 2 (Inclusion)** to ensure underlying inequalities, social norms, and behaviours driving disaster impacts disproportionately on women are addressed through policies and programmes.

CONTENT AND FORMAT OF THE PRS

This practitioner guide to the PRS is a living document and will be updated with feedback from piloting, ongoing consultation, and good practice case studies as they emerge. It is supported by a separate ''live' *Compendium of Case Studies*, which shares good practice illustrating application and alignment with one or more of the standards. This guide is accompanied by shorter summaries (a PRS summary and individual leaflets for each standard) for policy makers.

The FRDP Guiding Principles, which provide the foundations for the PRS, are grouped into the following four PRS:

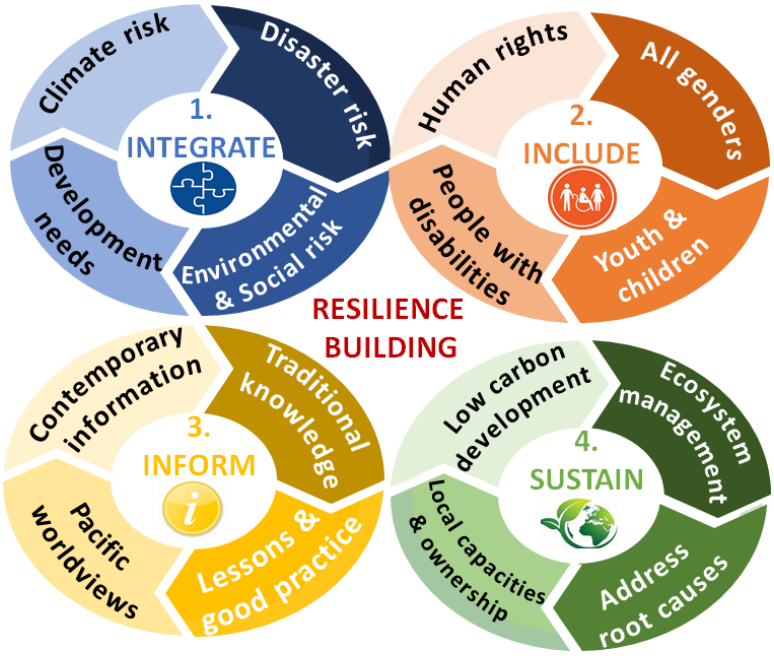
1) **INTEGRATE** climate, disaster, environmental, social and health risks; and mainstream into development.

2) **INCLUDE** and prioritise the needs and rights of the most vulnerable, including women, children, and people living with disabilities; and protect human rights.

3) **INFORM** resilience building through open and ready access to traditional knowledge and contemporary disaggregated data; by incorporating cultural and traditional resilience, worldviews and spiritual beliefs; and by strengthening partnerships for sharing lessons and good practice.

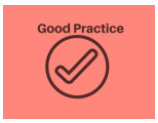
4) **SUSTAIN** resilience building by: incorporating ecosystem-based management and guardianship; addressing the root causes of vulnerability including poverty and inequity; strengthening local capacity and ownership for timely and effective preparedness, response, recovery, and risk informed development; and by promoting low carbon development.

Figure 2: The Four Pacific Resilience Standards



The PRS comprise three elements: a) Good Practice Essentials; b) Sliding Scale of Progress; and c) Progress Scorecards. These are described in turn in the following sections.

A) GOOD PRACTICE ESSENTIALS

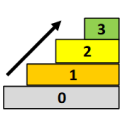


The PRS establish Good Practice Essentials for transforming behaviour and building resilience. The essentials draw upon: a) shared regional learning; b) case studies; c) FRDP priority actions; d) principle-based research; and e) key national, regional, and international standards and frameworks[1] (*Table 1)*.

Table 1: Good practice essentials for building resilience

STANDARD	Good Practice
1. INTEGRATE	▪ Integrate all risks ▪ Adopt a multi-hazard & multi-sectoral, coordinated approach anchored in local needs ▪ Put climate and disaster risk at the centre of development decision-making and practice ▪ Integrate climate related displacement, migration, and relocation into policy and planning ▪ Mobilise climate/disaster risk finance for resilience and strengthen financial systems ▪ Coordinate and collaborate across the humanitarian-development divide ▪ Invest in a common framework and national capacities for disaster preparedness
2. INCLUDE	▪ Adopt gender, age, and disability-responsive processes (e.g. assessment & analysis) ▪ Apply an intersectional lens to decision-making ▪ Facilitate effective, equitable, active, safe, and meaningful participation ▪ Prioritise the needs and rights of groups most at risk including people with disabilities, women, youth, children, older persons, displaced/migrant persons, and people with diverse sexual orientation and gender identities (e.g., LGBTQI+) ▪ Build the leadership and empowerment of groups most at risk as leaders and agents of change ▪ Frame the inclusion of people with disabilities around pre-conditions (e.g., access) ▪ Address the underlying root causes of inequity and exclusion ▪ Realise and protect human rights, traditional, and customary rights ▪ Support equitable access to multi-hazard early warnings, preparedness, humanitarian, and development assistance
3.INFORM	▪ Promote knowledge sharing supported by streamlined data collection and centralised IKM ▪ Increase collection and use of gender, age, and disability disaggregated data & information ▪ Ensure open and ready access to reliable and culturally appropriate information sources ▪ Weave together community, traditional, and scientific information and perspectives ▪ Share timely and accessible communications (e.g. early warnings) to all community groups ▪ Value and reinforce cultural, environmental & traditional resilience knowledge and practice ▪ Incorporate Pacific worldviews and spiritual beliefs and values in all their diversity ▪ Ensure evidence-based & certified curricula/training on inclusive, risk informed resilience ▪ Build upon lessons and best practices shared through strong partnerships
4. SUSTAIN	▪ Sustainably manage, use, conserve, and restore ecosystems ▪ Integrate nature-based solutions and local guardianship ▪ Promote low carbon development by increased renewable energy access, reducing the carbon intensity of development processes, & increasing energy infrastructure resilience ▪ Support transformative change, which addresses the root causes of vulnerability (e.g., poverty, inequality, social norms) ▪ Strengthen local capacities, leadership, and ownership to ensure timely & effective preparedness, response & recovery to all threats and disasters ▪ Build the enabling governance environment for scaling up & sustaining resilience

[1] These include:(i) international frameworks (e.g., the Paris Agreement, the Sendai Framework for DRR, the Goals of the 2030 Agenda for Sustainable Development, the UN Declaration of human rights, the Convention on the Elimination of all forms of discrimination against women); and (ii) regional standards (e.g., the Pacific Framework for the Rights of Persons with disabilities).



B) SLIDING SCALE OF GOOD PRACTICE

Adopting and using the standards is a long-term process. Instead of simply providing "gold standards" that characterise "excellence" or "specific performance requirements,[2]" it is acknowledged that progress aligning resilience practice with the standards and enabling system-wide and sustained change, is a context specific journey. It will require substantive and systematic transformation in individual and organisational behaviour and practice, including tackling the underlying causes of vulnerability, poverty, and inequality, which will take time. Some Pacific countries, sectors, geographical areas, or initiatives have already made significant progress operationalising several FRDP Guiding Principles. The standalone PRS Case Study Compendium shares some of these emerging good practices.

To accommodate different starting points, context, and levels of application (e.g., national, subnational, sector) a *Sliding Scale of Progress* is shared for each standard. Good practice is provided for four levels of progress (i.e., progress criteria).

This sliding scale of good practice allows progress against the PRS to be self-assessed and gives scope to apply each standard within appropriate cultural norms. Each progress level is defined by key characteristics and levels of learning (see *Table 2).* Given the interlinked nature of the Standards there are some learning levels which are similar across each.

Although rates of progress will inevitably vary, timeframes for moving between progress levels (early, intermediate, advanced) are estimated at two years as a minimum.

Table 2: Characterising progress levels

Progress level		Characteristics of level	Learning Level	Questions to ask	Example timeframe
1	**Pre-progress**	Ad hoc, siloed, separate, parallel, add-on, after-thought, intervention-based, short-term, standalone	Pre-learning	No questioning	Pre 0
2	**Early**	Opportunistic, incipient, piecemeal, reactive, incremental	**Single loop** - reactive to a situation (e.g. risks) with small changes made to specific behaviours & practice without examining or challenging the underlying rationale	**What are we doing?**	Years 1 & 2
3	**Intermediate**	Systematic, regular, dedicated, embedded, nationally/locally owned, coordinated, collaborative	**Double loop** - deeper form of learning, which addresses the root causes of a problem and results in changing underlying governance (e.g. capacities, processes, procedures)	**How can we change?** e.g. people, mechanisms, processes	Years 3 & 4
4	**Advanced**	Institutionalised, adaptive, integral, transformed, sustainable, innovative, standardised, ongoing, scaled-up, long-term, empowered	**Triple loop** - which involves "unlearning" behaviours and norms contributing to risk; and transforming behaviour and addressing inequalities to catalyse change across the people, mechanisms, and processes involved in resilience decision-making and practice	**Why are we doing?** How can we challenge perceptions/ structures	Years 5 & 6

[2] Performance standards are more applicable when specific criteria need to be met (e.g., for infrastructure). Conversely, behaviour or process standards provide less rigid criteria and are more applicable for promoting context specific behavioural change and good practice.

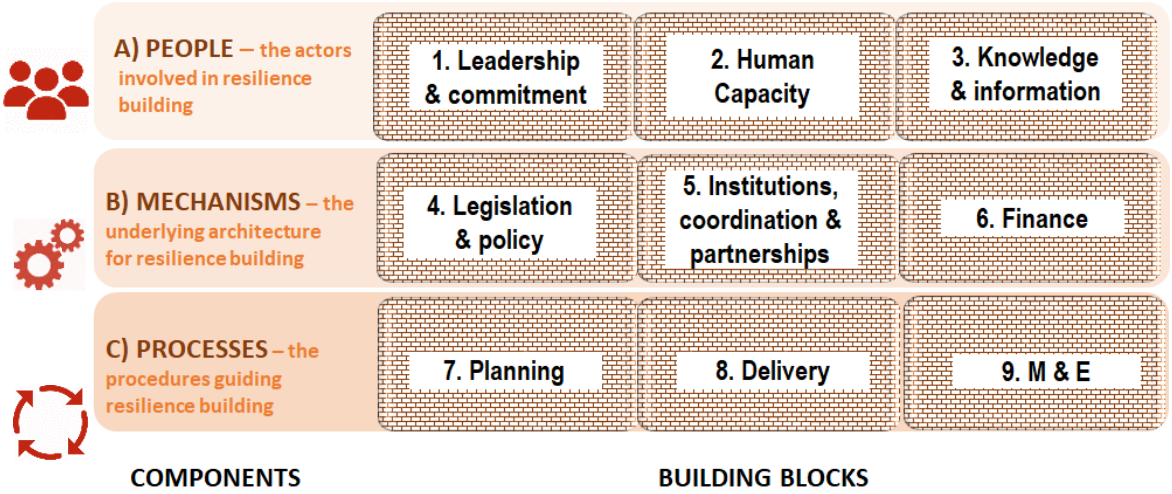
Artwork by Aakarsheit A. Nath, Fiji / *Pacific Resilience Partnership Youth Competition, 2021.*

C) PROGRESS SCORECARDS

For each standard, good practice criteria are provided for three governance components for building resilience (people, mechanisms and processes) **and** nine subcomponents or governance building blocks (see *Figure 2)*. Together, these comprise the enabling environment (or means of implementation) for operationalising the FRDP Guiding Principles and building resilience.

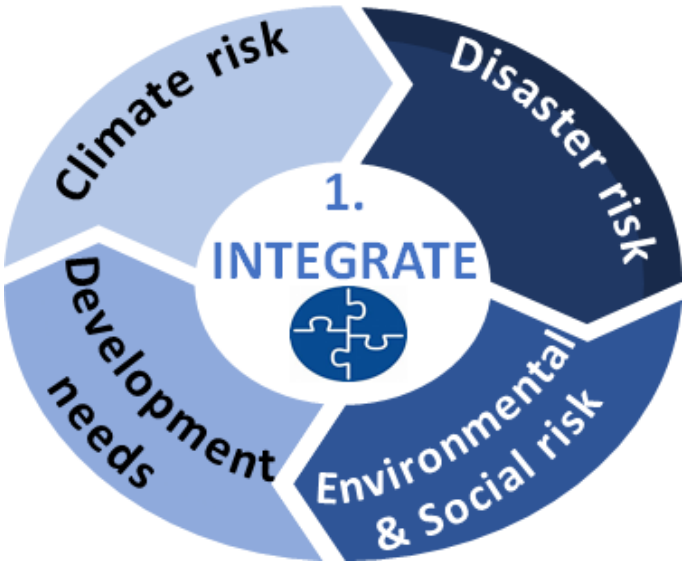
The criteria for each governance building blocks accommodates different starting or entry points for enhancing the quality of resilience building. Ultimately, systematic change is needed across all the building blocks to enable sustained and deep seated changes and to ensure resilience building truly transforms the people, mechanisms, and processes involved in resilience decision-making and practice.[3]

Figure 2: Governance building blocks for resilience



[3] Building good governance for resilience is best done within wider governance systems (e.g., for development) rather than as a parallel governance system separate from the existing governance enabling environment.

STANDARD 1: INTEGRATE



Resilience building is INTEGRATED

RESILIENCE PRINCIPLES

Integrate climate change & disaster risk considerations and mainstream into new & ongoing development policy making, planning, financing, programming & implementation

1.1 GOOD PRACTICE ESSENTIALS

Good Practice

Standard 1 identifies the following "Good Practice Essentials" for **integrated** resilience building.

- **Integrate all risks (e.g., climate, environmental, disaster, health, socio-cultural[4])** to ensure cohesive action, avoid duplication, and promote more efficient use of resources.
- **Adopt a multi-hazard, multi-sectoral, coordinated approach anchored in local needs and hooked onto development strategies**, to ensure people-centred approaches to building resilience to current and future hazards, shocks, and stresses. [5]
- **Put climate and disaster risk at the centre of development decision-making** to ensure risks are managed from within development, humanitarian, and recovery planning processes, financing, programming, implementation, monitoring and evaluation at all levels of governance.[6]
- **Integrate climate related displacement, migration, and relocation** into policy, planning, and programming.
- **Mobilise climate and risk finance for resilient development and strengthen public financial management systems** at national and local levels to prioritise resilient development in budgeting, to facilitate improved access and management of funding; and incentivise the private sector.
- **Coordinate and collaborate across the humanitarian-development divide** – specifically, response, recovery, and risk informed development decision-making and practice at all levels and across all stakeholders.
- **Invest in a common framework and national capacities** for fast and effective early warning dissemination, disaster preparedness, response, and recovery to reduce disaster mortality, disaster damage, and economic loss.

[4] Socio-cultural risks can include land tenure, health, human security challenges and the risks of exclusion, inequality and inadvertent perpetuation or creation of barriers (see Standard 2 (*Inclusion)*). These issues must be considered within an integrated decision-making framework. For example, buildings are often raised to respond to climate and disaster risks (e.g., flooding), but steps may not be accessible for all community members including people living with disabilities, older persons etc. So, a holistic approach to risk integration is needed.

[5] Resilience building should incorporate all current and future risks as well as climate uncertainty (where data availability is limited).

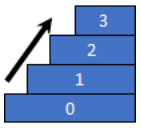
[6] For example, across: i) vertical pathways (through central development agencies); ii) horizontal pathways (linking central with sector stakeholders at both the national and subnational level); and iii) diagonal pathways (linking development actors in specific sectors across all levels).

1.2 SLIDING SCALE OF PROGRESS

Resilience building is a long-term process. It will take time applying the Good Practice Essentials and transforming decision-making and practice. There will also be different starting points, context, and levels of application.

To accommodate this, a sliding scale of progress is provided with good practice criteria given for four different levels of progress: pre-progress, early, intermediate, and advanced. Good practice for each of these progress levels is described below, and progress criteria shared in the *Progress Scorecard*; allowing practitioners to score their progress implementing ***Standard 1***. The language for the progress levels are deliberately prescriptive to promote change and challenge current approaches to resilience building.

Progress Levels:



Pre-progress (0)

Separate frameworks and agreements for climate change, disaster risk management, environmental management, and development guide discussions at the global level. These are reflected in parallel and uncoordinated arrangements at the national level, for example policies, institutional arrangements, planning processes, and funding mechanisms. As a result, development, preparedness, response and recovery planning and therefore interventions are often "top-down," are not risk informed, lack sustainability and coherence, and can increase the vulnerability and exposure of groups most at risk.

Early progress (1)

There is commitment at the highest level of government or institution for the removal of silos; and development is recognised as a vehicle for decreasing risk, avoiding the creation of risk, and building resilience. Risk is identified as "everyone's business" and climate, environmental, and disaster risk management (CCEDRM) practitioners and energy[7] management officers provide opportunistic awareness raising and training sessions for development decision makers, finance officers, the private sector, and civil society.

In addition, increased collaboration for data collection processes (e.g., data stocktaking, joint assessments), which although still opportunistic are more frequently incorporating emerging issues (e.g., human mobility); and information products (e.g., forecasts) are increasingly available and accessible, but not widely used.

Multi-stakeholder mechanisms for resilience are opportunistically developed, but not always working, because line agencies feel that risk management is an added responsibility to an already full agenda. Risk finance assessments are carried out as a basis for public financial management (PFM) reforms.

[7] Although low carbon development is included in *Standard 4 (Sustainability)*, taking a fully integrated approach to decision-making and practice will require consideration of energy issues (and therefore the involvement of energy officers) in development planning.

There is a gradual move away from single-focused risk analysis to explicitly acknowledging the interactions between threats; and planning processes and tools are starting to incorporate risk. However, implementation is piecemeal and focuses on certain sectors and funding sources; and project delivery is more usually outside of existing governance systems.

Intermediate progress (2)

Senior leadership from CCEDRM agencies, finance, planning, Foreign Affairs and Parliament demonstrate increased commitment to resilience building and regularly meet to discuss coordinated action, progress, and oversight. Dedicated "Resilience Focal Points" are identified or new 'Resilience' (CCEDRM) posts are established in central, sector, and subnational planning and finance agencies. Training and capacity building on resilience building including risk informed planning processes is institutionalised in entity training programmes.

The increased use of information products including training to promote uptake for example use of risk maps by humanitarian, recovery and development decision makers and planners. Similarly, institutional arrangements and budget allocations for managing risks are beginning to formulate within and around risk informed development policy, planning and practice. Specifically, risk informed financial strategies are developed and new resources (e.g., risk financing) increasingly leveraged. Progress is made to systematically move away from funding short-term projects to financing long-term, multi-sector resilience programmes and risk informed community development plan priorities through increased local control of funding and more flexible modalities (e.g., direct budget support).

Risks are systematically integrated into development planning processes and tools (i.e., development-first mainstreaming) with a focus on risk informing community priorities; and linking these to national strategies.

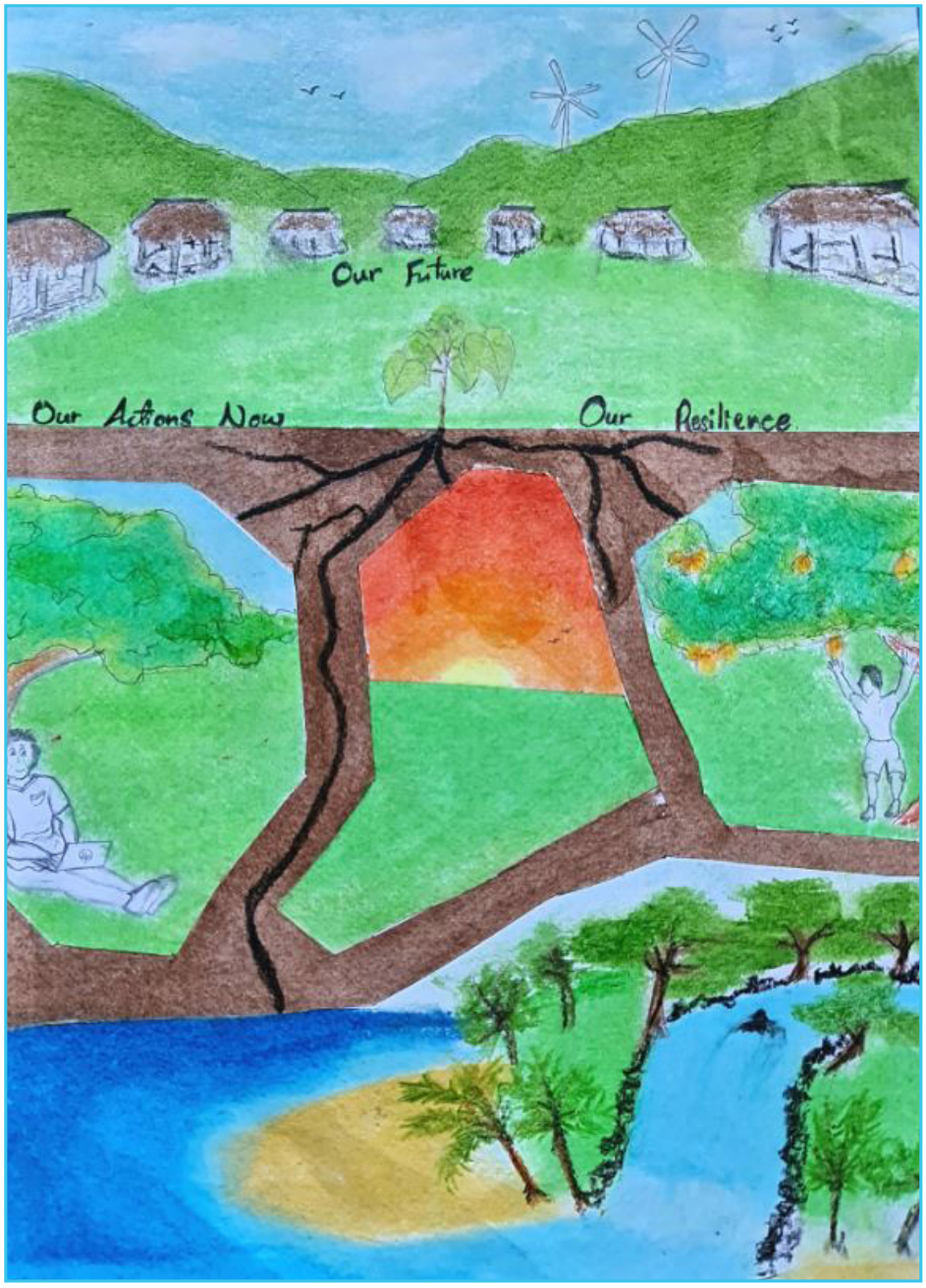
Advanced progress (3)

There is commitment and political will to build the capacity of all key stakeholders (notably local level stakeholders) to prepare and respond to all hazards and threats in a coordinated and integrated manner. This is supported by a capacity development roadmap for resilience. There is senior and technical capacity driving risk informed preparedness, response, recovery, and development. Stakeholders at all levels are sensitised (aware and informed) of the importance of integrated and coordinated approaches to mainstreaming as a result of standardised and consistent training, and resilience is mainstreamed into school/university curricula; and people are adapting their behaviour accordingly.

All stakeholders, including the private sector, collaborate for resilience, for example a common framework is developed for resilience alongside a coordination mechanism (e.g., steering committee) securing a multi-sectoral approach. Similarly, arrangements for managing multiple risks (e.g., a resilient development taskforce, technical resilience working group, public-private partnerships, resilience finance units) are mainstreamed and institutionalised. National legislation is harmonised to provide more cohesive legal frameworks that promote resilient development. Financing (public, private, international) is scaled up, PFM systems are strengthened (e.g., tracking tools developed to increase effectiveness), resilience building is prioritised in funding (e.g., CCEDRM referenced in budget circulars), and local access to funding is allocated (e.g., community-driven funds).

All risks are integrated at all spatial and temporal planning scales (e.g., short to long term cycles) in development, preparedness, response, recovery, expenditure plans and

monitoring and evaluation (M & E) frameworks. As a result, mainstreaming moves beyond 'adding on' individual risks to transforming the existing agenda and changing behaviours to address all risks in an integrated manner alongside tackling the underlying risk drivers and influencing the enabling environment to affect systematic change. Planning and implementation are people-centred, empower communities to identify their own vulnerabilities and risks, find their own resilience solutions; and at the same time tackle the root causes of vulnerability (e.g., poverty, inequality). Development planning and programming effectively responds to new emerging challenges, for example strategic urban planning anticipates and responds to displacement due to a changing climate.



John Vitolio, Samoa / *Pacific Resilience Partnership Youth Competition, 2021.*

1.3 PROGRESS SCORECARD

Building blocks	PROGRESS CRITERIA
PEOPLE	
Leadership & commitment	**0 -** Development decision makers are disengaged from the risk and resilience agenda & there is no leadership or commitment for building resilience **1 -** At least one high-level champion advocates for integration & mainstreaming but CCEDRM agencies still dominate **2 -** Senior leaders from CCEDRM, finance, planning, foreign affairs & parliament demonstrate increasing commitment to resilience building and meet regularly to secure resources for building resilience and coordinating integration & mainstreaming **3 -** Leadership for resilience building is committed, effective & accountable at all levels and there is political will to build human and financial capacities to respond to all hazards & threats in a coordinated & integrated manner
Capacity	**0 -** Separate CC, DRM & EM agencies/ departments dominate the resilience agenda and capacity for managing risks rests with CCEDRM functions **1 -** Risk is identified as "everybody's" business and opportunistic awareness raising is provided on the links between risk and development (e.g., CCEDRM officers provide training to development planners & finance officers at all levels) **2 -** Dedicated senior & technical capacity within central planning/finance functions, sectors & subnationally, drives, coordinates & sustains integration, and mainstreaming (e.g., Resilience or CCEDRM Posts/ dedicated units) and local/community capacity is built (e.g., agriculture extension officer resilience network) **3 -** A capacity development roadmap for resilience is prepared ensuring resilience is integral to school curricula, TVET, on the job & informal training, and is standardised across sectors/levels with consistency assured via peer review through accreditation agencies
Knowledge data & information	**0 -** Data collection, information storage & analysis is intervention based (e.g., during disaster response) resulting in parallel assessments, databases etc., with *ad hoc* use of risk data (e.g., damage & loss data) to inform development planning/budgeting **1 -** Increased collaboration for data collection processes (e.g., data stocktaking, joint assessments), which although still opportunistic are more frequently incorporating emerging issues (e.g., human mobility); and information products (e.g., forecasts) are increasingly available/accessible, but not widely used **2 -** Increased use of information products including training for CCEDRM officers/development planners on using multi-risk information and analysis (e.g., risk maps for project site selection, tracking internal displacement); and multi-hazard EWS & risk communications are systematically strengthened **3 -** Knowledge products (e.g., risk communications, risks maps) are co-designed, and provide reliable, timely, accessible data & information in user-friendly formats and are used for risk-informed decision-making and action at all levels
MECHANISMS	
Legislation & policy	**0 -** Separate laws, policies & plans exist for CC, EM, DRM & development with no alignment of objectives **1 -** As development strategies & plans are updated CCEDRM objectives & actions are opportunistically included, although more usually as standalone activities rather than mainstreamed. **2 -** National, sectoral, subnational, community, and business strategies, policies & plans systematically integrate all risks as a requirement of central agencies (e.g., Ministry of Planning) and these are being implemented and align with local development priorities and needs. **3 -** A national resilient development framework informed by local priorities is developed, endorsed & enforced; harmonising national legislation and integrating separate policies, strategies & plans for CCEDRM/development

Institutions & partnerships	**0 -** Silo approach to climate, disaster, environmental, socio-economic, humanitarian & development issues with intervention specific coordination mechanisms & information sharing; and parallel and uncoordinated institutional arrangements at the national/subnational level **1 -** Partnerships & collaborations with different stakeholders are opportunistic, but starting to break down silos & barriers (e.g., private sector, financial institutions, NGOs) although risk still seen as an 'additional' responsibility **2 -** Risk management is embedded within institutional arrangements (including training programmes) for development, response & recovery (e.g., CCEDRM roles in job descriptions, risk finance units, implementation units) with clear roles, responsibilities & linkages at all levels ensuring streamlined/integrated subnational arrangements for all risks to avoid duplication **3 -** National coordination mechanism for resilience is operational and led by central development agencies for cross-sectoral, multi-level & multi-stakeholder action, and includes formal roles for the private sector & CSOs
Finance	**0 -** Funding is allocated for standalone short-term CCEDRM projects (rather than risk informed development projects), is usually externally sourced, communities lack control over funding, and risk financing options are not identified **1 -** Risk finance assessment carried out to identify key actions (e.g., PFM reforms) and risk is incrementally integrated into budget allocation at national/sector levels **2 -** Financial strategy developed, new resources (e.g., risk financing) & innovative sustainable financing (e.g., bonds, insurance) increasingly leveraged and channelled through finance ministries, and partnerships (e.g., private sector) & new institutional arrangements (e.g., multi-year, multi-project programmes in sectors, risk finance units) established **3 -** PFM is robust, funding is allocated only for risk informed interventions, and funding streams are channelled & tracked (e.g., budget tagging) through government systems, which have been structurally adapted to support local priorities, needs, budgeting, and scale up
PROCESSES	
Planning	**0 -** Planning processes (projects, spatial planning, land zoning & management) are not risk informed and most CCEDRM projects sit outside national governance/planning systems **1 -** Response, recovery & development planning processes & tools (e.g., project screening, project proposal templates) incorporate all risks with acknowledgement of interactions between threats; but use is opportunistic/piecemeal **2 -** Joint assessments are undertaken & all risks are systematically integrated into processes/tools securing coordinated resilience planning of response/recovery/development interventions **3 -** Integration of risk management by all stakeholders is institutionalised & integral to coordinated preparedness, response, recovery & development planning, founded on local/community needs & priorities (e.g., CDPs) with an integrated programming approach across all sectors (e.g., food security)
Delivery	**0 -** Funding is mobilised for individual CC, EM & DRM projects, but sources & delivery are outside of the governance system, "top-down," with no local ownership, coherence or scale up **1 -** Implementation of resilience interventions is piecemeal and focuses on certain sectors & areas and does not address emerging issues (e.g., climate related migration and displacement) **2 -** Stakeholders collaborate to jointly deliver risk informed interventions through government systems; ensuring local and integrated ownership, steering, oversight and implementation **3 -** All new interventions are risk informed & tackle root causes of vulnerability (e.g., inequity, poverty, social norms); existing interventions are being risk informed (e.g., schools retrofitted); and innovative private sector products/services are supporting resilience
M & E	**0 -** CCEDRM, health, and socio-cultural risks are not included in M & E frameworks **1 -** Reference is made to climate, disaster, environmental & socio-cultural risks in M & E frameworks but data are not systematically collected, analysed, or used to inform future policy/decisions/practice **2 -** Central agencies (e.g., development planning/finance) have a dedicated M & E unit and are leading coordinated, risk informed M & E with advice & input from CCEDRM agencies **3 -** Standardised resilience indicators are institutionalised for integrated M & E, which is connected across levels to assess progress and effectiveness building resilience

STANDARD 2: INCLUDE

Resilience building is INCLUSIVE

RESILIENCE PRINCIPLES

- **Protect human rights** to ensure equitable access to assistance
- **Integrate gender considerations** to support equitable participation
- **Prioritise the most vulnerable** to facilitate effective participation

2.1 GOOD PRACTICE ESSENTIALS

Good Practice

Standard 2 identifies the following "Good Practice Essentials" for **inclusive** resilience building.

- **Adopt gender, age, and disability-responsive processes** (e.g., data collection, assessment, analysis, policy making, planning, budgeting, programming, implementation, monitoring, review, oversight, and reporting) to ensure allocation of financial and technical resources to support equity and empowerment) and to facilitate mainstreaming in order to transform gender relations, power structures, and secure gender equality and inclusion.

- **Apply an intersectional lens to decision-making** informed by disaggregated data, qualitative assessment, and analysis, [8] which takes into account factors (e.g., gender, age, disability, race, sexual orientation) that shape an individual's vulnerability and identifies the unequal impact of climate change and disasters.

- **Facilitate effective, equitable, active, safe, and meaningful participation**[9] of all marginalised groups in decision-making, planning, and resilience actions including the development and implementation of policy commitments.

- **Prioritise the needs and rights of groups most at risk**[10] including people with disabilities, women, youth, children, older persons, displaced/migrant individuals, and people with diverse sexual orientations and gender identities (LGBQTI+);[11] and adopt an intersectional approach to identify inclusive actions.

- **Build the leadership and empowerment of groups most at risk and disproportionately impacted by multiple hazards,** including their representatives (e.g., women's organisations, disabled people's organisations). Support them as agents of change and as key actors and leaders in designing plans, activities, and solutions for reducing risks, and for preparing, responding and recovering from disasters and threats.

- **Frame the inclusion of people with disabilities around pre-conditions** necessary for addressing their requirements and views including: i) an accessible environment; ii) access to assistive devices; iii) inclusive development; and iv) social protection.[12]

- **Address the underlying root causes of inequity and exclusion** (e.g., inequality, social norms, roles and relations, discrimination, poverty, environmental degradation, differentiated access to resources, power, information) through the design and implementation of resilience interventions, responding to the diverse needs, constraints, capacities, contributions, and priorities of all groups at risk.

[8] Although specific actions are required to fully include groups, there are common strategies relevant to all groups.
[9] For example, *Tanaloa dialogue,* which is used to reflect a process of inclusive, participatory & transparent dialogue. The purpose of *Tanaloa* is to share stories, build empathy, and make wise decisions for the collective good.
[10] Although the term "vulnerability" is used in the FRDP principles, it is the barriers that exist in societies/environments which create vulnerability and reduce resilience capacity.
[11] Climate and disaster impacts (such as greater food insecurity/malnutrition and shortages of clean drinking water) can lead to health conditions, injury and long-term impairment and disability. Therefore, development planning and financing must recognise the likelihood of increasing prevalence of disability and continuing need for accessibility and inclusion.
[12] For example, through policies & programmes, which ensure poverty and vulnerability alleviation, protection of lifecycle events and risks though use of instruments such as social assistance, social insurance, and labour market policies

- **Realise and protect traditional and customary rights and key human rights** including the rights to life, safety, dignity, and non-discrimination to build equitable resilience of groups most at risk and work through traditional systems (of governance and rights) to ensure more sustainable outcomes.

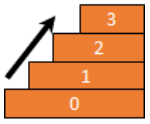
- **Support equitable access to multi-hazard early warning systems, preparedness, humanitarian and development assistance** including access to necessities (e.g., shelter, drinking water) without discrimination, disproportional adverse impacts for groups more at risk,[13] and whilst securing protecting human rights (e.g., during disaster displacements).

2.2 SLIDING SCALE OF PROGRESS

Resilience building is a long-term process. It will take time applying the Good Practice Essentials and transforming decision-making and practice. There will also be different starting points, context, and levels of application.

To accommodate this, a sliding scale of progress is provided with good practice criteria given for four different levels of progress: pre-progress, early, intermediate, and advanced. Good practice for each of these progress levels is described below and progress criteria shared in the *Progress Scorecard*; allowing practitioners to score their progress implementing ***Standard 2***. The language for the progress levels are deliberately prescriptive to promote change and challenge current approaches to resilience building

Progress Levels:



Pre-progress (0)

Inclusion and human rights protection are tackled as an afterthought (or not at all) in strategies, plans, proposals, projects, and programmes often to meet requirements for funding. The centrality of human rights protection, gender equality and social inclusion (GESI) to achievement of the SDGs and poverty alleviation is not recognised. There is little or no awareness that resilient development can only be achieved with the full participation of all community members, including people with disabilities; and yet groups most at risk continue to be left out of interventions such as disaster preparedness and access to early warning systems. From this starting point of inequality and exclusion, these groups are more vulnerable to the impacts of climate change and disasters. Inclusion issues are not harmonised; and progress securing the rights and participation of groups most at risk is limited. Similarly, ensuring equitable resilience in terms of the distribution of outcomes (e.g., benefits/costs), procedures (e.g., participation), and recognition (e.g., rights, knowledge and values of key stakeholders) is not prioritised.

Early Progress (1)

Representative organisations are championing inclusion; and opportunistic awareness-raising sessions are carried out as a first step to understanding disproportionate climate

[13] For example, ensure the availability, accessibility, affordability, and quality of assistive technology.

and disaster risks for marginalised groups and addressing both barriers (e.g., attitudinal, environmental and institutional), enablers, and pre-conditions for inclusion (e.g., access).

As legislation, policies, strategies and plans are updated, inclusion and human rights protection are opportunistically incorporated as separate aspirational statements rather than mainstreamed objectives. However, policy and plan development, is the product of increasingly thorough, meaningful, safe, and participatory processes. Interagency mechanisms still treat inclusion and human rights protection as standalone issues however, and funding is mostly from external sources.

Planning processes and tools are reviewed incrementally to identify gaps and opportunities for inclusion. As a result, interventions are starting to be implemented with consideration of differing needs and the realisation that groups most at risk are key agents of change.

Intermediate Progress (2)

There is dedicated leadership and commitment for inclusive resilience building in central planning and finance ministries. Senior "GESI Focal Points" are identified or new GESI Posts are established in central, sector, and subnational planning agencies with sufficient seniority to promote gender responsive decision-making. The capacity of representative organisations is also strengthened to ensure participation in preparedness, response, recovery, and resilient development. Responsibilities and key performance indicators (KPIs) are included in job descriptions, and adequate resourcing and training is provided. Disaggregated data are starting to be collected with standardised tools (e.g., the Washington Group Questions)[14] including on unequal disaster losses and damage; and integrated into mainstream assessments to inform decision-making and action. Groups most at risk are provided with timely, relevant, and accessible information.

Cross-sectoral coordination mechanisms for resilience (linked at all levels) systematically mainstream inclusion and incorporate representatives from all groups at risk. Dedicated budget is allocated and tracked (e.g., budget tagging) from domestic sources for inclusion and protection and is available for mainstreaming across ministries, key sectors, and subnationally rather than solely for the ministry responsible for women, youth, and children.

The participation of groups more at risk in designing plans, activities, and solutions relevant to them moves beyond "one-off" consultation to ensuring genuine, and systematic involvement. Gender, disability, age, and human rights are systematically integrated into mainstream assessments and planning. Increasingly, pilot projects that integrate inclusion and human rights and build the resilience of all marginal groups are being implemented and replicated. Indicators are regularly applied across M & E activities confirming: i) disproportionate disaster and climate risks; ii) inclusion pre-conditions are met; iii) equitable and efficient participation; iv) inclusive decision-making, leadership, and empowerment; and v) equitable access to early warning systems, preparedness, response, recovery and development assistance.

[14] This set of six questions is the recommended approach to disaggregation of demographic information by disability and identifies people with disabilities.

Advanced Progress (3)

Resilience decision-making and practice goes beyond considering equity in the distribution of development outcomes to tackling the gender and age dimensions or risk and underlying failures in response, recovery and development (e.g., differentiated access to power, knowledge and resources). Groups most at risk know their rights, and are empowered to lead and promote equitable, inclusive, responsive and universally accessible preparedness, response, recovery, and resilient development.

All legislation, strategies, policies, and plans address the needs, perspectives, rights and capacities of groups more at risk and are aligned to regional and international frameworks.[15] Similarly, there are clearly defined partnerships (providing opportunities & resources) and mechanisms in place to mainstream inclusion, and core budget allocation secures equitable and effective participation and outcomes. For example, there are requirements for programming to include funding for inclusion, there are clear monitoring, reporting and review mechanisms and processes (e.g., budget tagging), and budget circulars include reference to inclusion.

As a result: i) planning processes and tools promote participation of all groups most at risk; ii) actions, interventions and M & E are inclusive, address the drivers of unequal risk, and deliver equitable access to humanitarian/development assistance; and iii) vulnerable groups are agents of a resilient future.

Kadmeil Orisi, Solomon / *Pacific Resilience Partnership Youth Competition, 2021.*

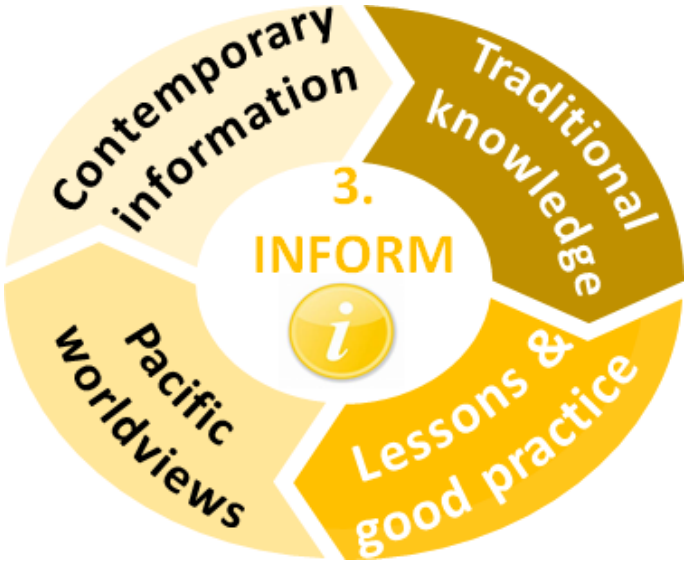
[15] For example, the UN Convention on the Rights of Persons with Disabilities (CRPD) and the Pacific Framework for the Rights of Persons with Disabilities (PFRPD).

2.3 PROGRESS SCORECARD

Governance building blocks	PROGRESS CRITERIA
PEOPLE	
Leadership & commitment	**0 -** *Ad hoc*/intervention-led commitment to GESI, empowerment, and leadership of marginalised groups (e.g., people with disabilities are not considered in all early warning, preparedness, response, recovery, and development interventions) **1 -** Representative organisations opportunistically supported to champion and lead inclusive resilience building (e.g., Ministry of Women, Disabled Persons Organisations) **2 -** Senior champions in central planning/finance agencies are systematically identified to lead inclusion mainstreaming supported by representative organisations **3 -** There is leadership & commitment at all levels and across all sectors for equitable decision-making, planning & implementation, and local stakeholders are empowered to lead and promote equitable & inclusive resilience action
Human capacity	**0 -** Decision makers and practitioners see GESI and protection as separate issues, there is no capacity across agencies, and groups most at risks are not empowered to participate **1 -** Opportunistic awareness raising sessions are provided by GESI specialists for practitioners on the needs, capacities, leadership, empowerment, & participation of groups more at risk (e.g., on the four pre-conditions for disability inclusion) **2 -** Dedicated resources & capacity to drive inclusion & human rights protection at all levels (e.g., senior GESI Focal Points/new GESI Posts) are established & resourced with clear roles/responsibilities & KPIs in job description; systematic training is provided to all community groups; and capacity development is given to representative organisations on resilience **3 -** Inclusion & protection are integral to all school/university curricula and training with institutionalisation of ongoing training for practitioners and field officers by new GESI Posts/focal points
Knowledge, data & information	**0 -** Data informing decision-making/planning are not disaggregated (e.g., by age, sex & disability) nor identify the disproportionate risks faced by marginalised groups **1 -** Disaggregated data are collected opportunistically alongside data/information on barriers (e.g., attitudinal, institutional) and enablers (e.g., access) to inclusion, and data protection standards are in place **2 -** Disaggregated data are systematically collected by National Statistics Offices & integrated into policy & practice; communications (e.g., early warnings) are increasingly adapted to ensure inclusive & accessible formats; and knowledge sharing events held to disseminate GESI good practice **3 -** Data and information collection, analysis & dissemination are inclusive, accessible (e.g., oral, pictorial & written formats) and culturally appropriate; and lesson sharing is institutionalised
MECHANISMS	
Legislation & policy	**0 -** GESI and human rights perspectives are not embedded into development/humanitarian policies, strategies & plans; and standalone policies (e.g., national gender policy) are not developed or aligned to mainstream development strategies and plans **1 -** As legislation, policies, strategies & plans are updated, inclusion and protection are included as separate aspirational statements, but this is opportunistic **2 -** National policies, strategies & plans (e.g., medium-term development plan) mainstream GESI/human rights objectives, are aligned to international/regional standards, & define implementation roles and responsibilities **3 -** All policies, strategies and plans at all levels integrate inclusion & human rights principles, standards & targets, and these are implemented and enforced

Institutions & partnerships	**0 -** Interagency mechanisms (e.g., clusters) treat GESI & protection as standalone issues **1 -** Separate platforms are opportunistically established for GESI/protection issues (e.g., protection networks) but funding is provided by external sources & mechanisms do not operate across the humanitarian/development continuum or at all levels **2 -** Cross-sectoral coordination mechanisms for resilient development (linked from national to subnational levels) systematically mainstream GESI; & these include representatives from all groups at risk and/or potentially marginalised groups (e.g., LGBQTI⁺) **3 -** Roles, responsibilities, partnerships, and mechanisms for GESI & protection mainstreaming are institutionalised with parity in representation of all groups
Finance	**0 -** Funding for inclusion and participation is *ad hoc,* project based, and mostly from external sources **1 -** Opportunistic analysis and research informs more inclusive/equitable resourcing & assistance and establishes the basis for ensuring programming incorporates funds for GESI **2 -** Dedicated budget is allocated from domestic sources for GESI and protection planning & implementation, and to support representative groups; and this is tracked (e.g., budget tagging for inclusion), but the process is still relatively top-down (and channelled into siloed activities) **3 -** Core budget is allocated for addressing inequalities & ensuring equitable participation and leadership within mainstream assistance (i.e. women's organisations); all programmes include funding for GESI; budget coding/tracking/monitoring/review is institutionalised (e.g. gender tagging)
PROCESSES	
Planning	**0 -** Gender, age, disability and human rights assessment/analysis is *ad hoc* and separate from mainstream assessment and planning **1 -** Mainstream assessment and planning processes & tools are reviewed and updated to integrate GESI to ensure barriers & opportunities for inclusion and protection of human rights are included **2 -** Planners are systematically securing the participation of all groups most at risk in the planning process and more regularly designing interventions that deliver inclusive & equitable outcomes (e.g., people with disabilities have access to emergency shelters) **3 -** Inclusive needs-based planning processes & tools secure meaningful and effective participation and leadership of groups more at risk & their representatives (e.g., disabled persons organisations) and ensures the root causes of inequality & discrimination are proactively addressed during design
Delivery	**0 -** Standalone projects focusing on GESI and protection are *ad hoc;* and identical CCEDRM interventions are delivered to communities irrespective of uniqueness **1 -** Barriers to equitable delivery, leadership, and empowerment of marginal groups are starting to be considered in mainstream interventions, which are increasingly implemented with consideration of the differences in target population **2 -** There is a shift from separate strategies for inclusion to systematically delivering community based inclusive development that addresses underlying causes of inequality, meets preconditions for inclusion, and supports equitable access **3 -** Interventions deliver human rights priorities that are identified at the community level, are informed by inclusion analysis; and strengthen the resilience of marginalised groups
Monitoring & evaluation	**0 -** M & E frameworks do not (or only superficially) incorporate GESI & protection; and groups most at risk are not included in monitoring, which is *ad hoc* **1 -** There is opportunistic inclusion of groups at risk in the M & E of interventions, and key issues (e.g., equitable participation & outcomes) are not systematically considered **2 -** Space is created for open participation & discussion on what constitutes inclusive & equitable outcomes; and specific indicators tracking disproportionate impacts (e.g. disaggregated loss and damage data) inclusion, participation, empowerment, human rights protection & equitable resilience are agreed and increasingly used in M & E **3 -** Standardised M & E systems & disaggregated indicators are systematically used to monitor & report disproportionate impacts (e.g., disaster loss and damage), inclusion mainstreaming progress at all levels (e.g., whether inclusion preconditions are met) and equitable access to humanitarian/development assistance including early warning systems and recovery

STANDARD 3: INFORM



Resilience building is INFORMED

RESILIENCE PRINCIPLES

- **Advocate open and ready access** to traditional & contemporary information
- **Build & reinforce cultural and traditional resilience** and community knowledge
- **Acknowledge & factor in traditional worldviews** & spirituality
- **Strengthen & develop partnerships** for sharing lessons and good practice

3.1 GOOD PRACTICE ESSENTIALS

Good Practice

Standard 3 identifies the following "Good Practice Essentials" for **informed** resilience building.

- **Promote knowledge sharing supported by streamlined data collection and centralised** information knowledge management (IKM).

- **Increase collection and use of gender, age, and disability disaggregated data and information**[16] (quantitative and qualitative) to inform decision-making and effectively build resilience across the humanitarian-development continuum.

- **Ensure open and ready access to reliable and culturally appropriate** sources of traditional and contemporary/scientific information and knowledge including disaster and climate risk and resilience information including assessment findings and analysis.

- **Weave together community, traditional, and scientific and technical knowledge** and perspectives to inform resilience building.

- **Share accessible and timely communications** (e.g., gender, age, and disability responsive multi-hazard early warnings) to all community groups.

- **Value and reinforce cultural, environmental, and traditional knowledge, practices, and skills**,[17] and engage key stakeholders (e.g., from ministries responsible for indigenous affairs, cultural knowledge departments, the environment, universities, museums, the disaster chaplaincy network).

- **Incorporate Pacific worldviews in all their diversity**[18] **and spiritual values,**[19] which can differ from 'outsider' worldviews and are connected to local value systems, local perspectives (e.g., Blue Pacific perspectives) and cultural traditions. This will cultivate *'home grown" resilience* that acknowledges the importance of spirituality (including relationships with land and sacred totems) and theological beliefs underpinning individual responses to hazards and threats.

- **Ensure evidence-based and standardised resilience learning across education/training for all levels and types of learning (e.g., schools, professional)** with consistency in curricula and quality control including through peer review.

[16] Highlighting the disproportionate risks different resilience capacities and needs of people, including those with disabilities and ensuring resilience building interventions reach people equitably.
[17] These on the most part, are ecologically sustainable, attuned to local/regional ecology, adaptive, and shared across generations.
[18] Worldviews are defined as the set of beliefs and values of an individual, group or society. A worldview includes how the person or group interacts with the world around them, for example relationships with nature and place. Beliefs and spirituality can shape worldviews. Definitions of resilience and sustainable development in a Pacific context are not always aligned to Western Worldviews (Dacks *et al*., 2019). Those engaged in decision-making often have different worldviews from the individual and/community who may be affected by the intervention. Pacific worldviews generally do not separate human and natural domains, are connected to value systems (e.g., community collaboration, connections with place) and cultural traditions (e.g., customary exchange practices) and differ across Pacific countries.
[19] In the Pacific, a spiritually strong community is one that is perceived to be resilient and better able to respond positively to adversity, in the event of a sudden disaster, a community-based minister can reach out and mobilise the skills present in the wider population. The Church is a regional body and has an extensive network of communications, making it an ideal organisation to advocate for resilience (Edwards, 2019).

- **Build upon lessons and best practices shared through strong partnerships & traditional communication** across interventions, stakeholders, sectors, and countries; supported by sustained and centralised Information Knowledge Management (IKM) systems.

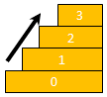
Ruuka Tiua, Kiribati / *Pacific Resilience Partnership Youth Competition, 2021.*

3.2 SLIDING SCALE OF PROGRESS

Resilience building is a long-term process. It will take time applying the Good Practice Essentials and transforming decision-making and practice. There will also be different starting points, context, all and levels of application.

To accommodate this, a sliding scale of progress is provided with good practice criteria given for four different levels of progress: pre-progress, early, intermediate, advanced. Good practice for each of these progress levels is described below and progress criteria shared in the *Progress Scorecard*; allowing practitioners to score progress implementing ***Standard 3***. The language for the progress levels are deliberately prescriptive to promote change and challenge current approaches to resilience building.

Progress Levels:



Pre-progress (0)

There is no recognition of the importance of traditional, cultural and community knowledge, skills, practices, and spiritual values in resilience building. Leadership and commitment to address ongoing challenges linked to data/information collection and sharing is *ad hoc*. Indigenous and community knowledge and spiritual perspectives are not collected or "woven" together with contemporary/scientific data to inform resilience building. Similarly, scientific information and risk communications are rarely provided at the appropriate scale and in timely and user-friendly formats (e.g., age, gender, and disability responsive).

There is no centralised mechanism for sharing information to guide resilience decision-making and practice. Instead, resilience data and information are held in project specific portals or websites, which are rarely sustained once project funding stops. Planning and design of interventions, proposals, and projects is carried out by outsiders with different values and worldviews from individuals affected by the intervention; compromising intervention success and sustainability. For example, planners designing relocation projects may not recognise that land or the oceans hold deep connections and roots for a community and ground culture, identify, kinship, and spirituality (e.g., links with sacred totems such as trees, fish, birds).

Early Progress (1)

There is incipient recognition of multiple worldviews, sources of knowledge, and the importance of spirituality in building coping capacities and influencing local CCEDRM perspectives. There is also progress capturing, collecting, and analysing data/information to support resilience building; but this is not done systematically. Decision makers primarily rely on contemporary information and there is only opportunistic commitment to drawing upon local knowledge (including from spiritual and faith-based communities). As a result, interventions do not build upon the cultural, environmental, and traditional resilience knowledge, practices, capacities, lessons & good practices of local communities, which are essential for catalysing transformative change on the ground.

Draft legislation and administrative policies are drafted to clarify issues around Information Knowledge Management (IKM). Similarly, financial systems for IKM are reviewed and agreed.

Initial discussions are held on *when, why,* and *how* knowledge systems can be woven together to inform resilience planning (e.g., EWS) and decision-making tools (e.g., modelling disaster displacement).

Intermediate Progress (2)

Leaders from communities, scientific, cultural, and spiritual organisations are recognised as valuable contributors to resilience building (e.g., ministries responsible for indigenous affairs, the disaster chaplaincy network). Legislation is in place and protects the right of communities to ownership of traditional knowledge and its use. Similarly, resilience IKM Focal Points or new resilient IKM Posts, are created for more systematic collection, documentation, collation and sharing of data, lessons, and good practice. Further, there is increasing recognition that resilience for Pacific communities is grounded in faith and strengthened by building on the traditional wisdom of elders. This includes their ability to read the weather patterns, live in respectful relationship with the environment whilst embracing new technologies such as mapping and warning systems), which together with contemporary information ensure preparedness for resilience.[20] National Statistics Offices (NSOs) are increasingly involved in the collection of disaggregated risk/resilience data and associated issues (e.g., disaster and climate displacement risk).

The architecture for a centralised data hub is established and increasingly used as a basis for consolidating data portals or platforms; and governments and partners are systematically using knowledge products to inform decision-making and interventions; but not yet at all levels. There is increasing capacity of hydrometeorological and seismological agencies to improve hazard monitoring and early warnings; and these are translated into actionable, inclusive, user friendly, targeted messages (including impact forecasting). As a result, increasingly all people: i) *receive* communications (e.g., use of multiple formats; ii), *understand* communications (e.g., use of plain language, pictorial representation); and iii) can take action to *respond.*

Key knowledge holders (e.g., NSOs, elders, traditional leaders, cultural heritage officers) are systematically involved in intervention planning, and findings and lessons (e.g., post disaster-reviews) are increasingly shared beyond intervention stakeholders.

Advanced Progress (3)

There is widespread acknowledgement that Pacific cultures have traditional knowledge and wisdom that are integral to preparedness and therefore the starting point for resilience. Capacity for translating scientific information and weaving this together with traditional environmental and cultural knowledge to develop products to inform policy, planning and delivery of resilience interventions is institutionalised. Similarly, there is a central repository for storing contemporary data (e.g., geospatial portals, IKM systems), which is updated regularly. The national resilient IKM Focal Point is responsible for coordinating/standardising data collection, input into the centralised portal, and providing ongoing training to practitioners for its uptake.

National financing strategies and development budget allocations are informed by up-to date information; and resources are allocated for collection, analysis, and training on the use of disaggregated data and information. Indigenous knowledge, local worldviews, and spiritual values, routinely inform intervention design, guided by clear national policies on Free, Prior and Informed Consent (FPIC).[21] Partnerships are institutionalised to ensure lessons from interventions are shared nationally and regionally.

M & E frameworks are adapted to include culturally appropriate indicators identified by communities and informed by local definitions of resilience. There is a national synthesis of M & E data to determine the effectiveness of resilience building interventions.

[20] See: "*A theology of disaster resilience in a changing climate: Framework Paper (2019)*."
[21] Free, Prior, and Informed Consent (FPIC) guiding the collection and sharing of information increases the likelihood of protecting sensitive or proprietary information (as outlined in the UN Declaration on the Rights of Indigenous People).

3.3 PROGRESS SCORECARD

Governance building blocks	PROGRESS CRITERIA 
 **PEOPLE**	
Leadership & commitment	**0 -** There is a lack of leadership and commitment to invest in centralised and streamlined IKM (e.g. human & financial capacity) and decision makers rarely use contemporary/scientific (e.g. GIS risk models) or traditional knowledge to inform decision-making **1 -** There is piecemeal commitment to increasing the effectiveness of resilience decision-making and practice by weaving together traditional & contemporary/scientific information sources and knowledge, & supporting research on traditional resilience practices **2 -** There is senior commitment for sharing data, knowledge, lessons and best practice across stakeholders, levels, countries, and territories through dedicated partnerships **3 -** Leaders at all levels institutionalise open & ready access to reliable/culturally appropriate sources of traditional & contemporary knowledge & information, and are committed to integrating traditional, spiritual & indigenous wisdom and knowledge to inform resilience decision-making
Human capacity	**0 -** There is little or no awareness or understanding of traditional resilience practices, Pacific worldviews, spiritual values, and their relevance to resilience **1 -** IKM capacities are mapped alongside a stocktaking of IKM activities to identify gaps and opportunities for informed resilience building and more coordinated and culturally appropriate approaches to resilience learning, awareness raising, and advocacy **2 -** Dedicated capacity (e.g., resilient IKM Posts/NSO training) for standardising SADDD risk data collection, analysis & diffusion of information is in place and all resilience interventions have an embedded component related to capacity development & transfer of knowledge **3 -** Training is institutionalised on the collection, sharing, and use of disaggregated risk data & traditional knowledge (e.g. indigenous EW indicators, spiritual values & beliefs); and on the use of communication tools & a centralised IKM portal
Knowledge, data & information	**0 -** Disaggregated risk data, traditional, spiritual & indigenous wisdom, knowledge & local resilience practices do not inform interventions, which are delivered to communities "from the outside" **1 -** Meteorological/geological/marine agencies increasingly share information, which is tailored to decision-making (e.g., early warnings), builds upon traditional knowledge, is communicated in multiple formats (to ensure it is inclusive, accessible & actionable), and aligned with training to promote uptake **2 -** Architecture for a central resilience data hub/repository/knowledge platform is in place, increasingly used as a basis for knowledge 'brokering' (rather than project specific portals/websites) & used alongside traditional knowledge (e.g., place-based knowledge) to inform decision-making & practice; resilience learning is increasingly informed by standardised curricula and training **3 -** Central repository for storage of traditional & contemporary/scientific data and information is updated regularly (e.g., GeoSpatial portal), systematically used to inform decision-making, and supports the sharing of resilience data, lessons, good practice, and innovation across communities, interventions & countries
 **MECHANISMS**	
Legislation & policy	**0 -** Open access/sharing of contemporary information is not grounded in legislation or policy; & consent processes for Indigenous knowledge are not in place **1 -** Draft legislation/ administrative policy is prepared to clarify issues around IKM and FPIC (to ensure Indigenous knowledge is valued/respected) **2 -** Legislation protecting Indigenous ownership and rights over knowledge, and supporting open access and sharing of contemporary information is endorsed & implemented **3 -** CCEDRM/ development policies, strategies & plans are informed by up-to-date disaggregated multi-hazard risk information; and integrate Pacific cultural understanding (e.g., local worldviews), spiritual beliefs, traditional knowledge, and practices.
Institutions & partnerships	**0 -** Mechanisms for sharing data, collecting, and analysing lessons are project specific and externally driven & funded **1 -** Partnerships with key stakeholders (e.g., faith communities, private sector, CSOs, cultural heritage/indigenous affairs agencies) are opportunistic and primarily linked to response, but are starting to share lessons & good practice outside of disasters

	2 - Resilience IKM national platform is scoped, ToR developed, funding identified, and roles & responsibilities are established & identified in job descriptions; with dedicated mechanisms and partnerships for sharing lessons and good practice (e.g., PRP affiliation), and incorporating community beliefs & spiritual needs into decision-making (e.g., Disaster Chaplaincy Network) **3 -** National resilience IKM mechanism for collecting, analysing & sharing good practice (coordinated by resilience IKM Focal Points) is institutionalised, has sustained funding, and are linked to regional/global portals or mechanisms
Finance	**0 -** Funding for collection & storage of risk and resilience data is largely external and resources are not allocated for integrating Indigenous/traditional/local resilience knowledge and practice **1 -** Finance options for IKM systems reviewed & agreed (e.g., IKM budget in all project proposals) ensuring resilience building is informed by both traditional and contemporary information **2 -** Funding is systematically allocated to merge data sets, centralise & catalogue data, support joint assessments for risk, collect community disaggregated CCEDRM risk or loss/damage data (as part of community development planning) & integrate traditional & indigenous practice & values **3 -** Sustained funding committed for IKM ensuring the provision of reliable, accurate, disaggregated and timely data and information to support decision-making and practice
PROCESSES	
Planning	**0 -** CCEDRM, humanitarian & development interventions are delivered without consideration of existing community resilience (e.g., capacities, practices, beliefs), priorities and needs **1 -** Planning includes community consultation but local resilience definitions, values, beliefs (e.g., traditional symbols, interconnectedness with land/sea) & practices are not always incorporated (e.g., relocation planning does not always incorporate cultural, sacred & heritage landscapes and spiritual beliefs) **2 -** Communities, traditional leaders, elders, indigenous affairs/cultural heritage agencies & faith communities systematically inform intervention design, planning & implementation; and assessments are led by community members/CSOs with the same worldviews, considering traditional environmental and cultural knowledge **3 -** Contemporary disaggregated resilience data alongside traditional knowledge, Pacific worldviews & spiritual values are integral to preparedness, response, recovery & development assessment and planning processes & tools
Delivery	**0 -** Interventions do not reinforce cultural and traditional resilience and communities are not engaged in the delivery of solutions that are relevant to them **1 -** Scientific, academic, private sector, spiritual, and local stakeholders opportunistically collaborate with partners/governments to deliver resilience building actions/interventions **2 -** Dedicated & durable partnerships are systematically established for sharing lessons and replicating home grown good resilience practice & Pacific Island solutions **3 -** Traditional resilience practices & worldviews (which incorporate cultural relationships with land/spiritual beliefs on the environment), and SADDD are the starting point for all interventions
Monitoring & evaluation (oversight)	**0 -** M & E frameworks and logframes include no reference to culturally relevant indicators **1 -** Intervention monitoring is undertaken by outside experts with opportunistic input from recipient communities and limited reference to traditional knowledge & worldviews **2 -** Communities, their representatives, CSOs & spiritual organisations are systematically involved in M & E; and culturally relevant indicators are developed and applied **3 -** The open sharing of assessment data, M & E findings & intervention lessons for resilience, is institutionalised, & incorporated (by the IKM focal point) to a central national data hub for wider sharing under the oversight of high-level institutions (e.g., Parliamentary Standing Committee)

STANDARD 4: SUSTAIN

Resilience building is SUSTAINED

RESILIENCE PRINCIPLES

- **Incorporate ecosystem-based** services, functions, management & conservation
- **Ensure resilient development is sustainable &** alleviates poverty and hardship
- **Promote low carbon development**
- **Improve capacities to prepare for disasters**

4.1 GOOD PRACTICE ESSENTIALS

Good Practice

Standard 4 identifies the following "Good Practice Essentials" to **sustain** resilience building.

- **Incorporate the sustainable management, use, conservation, and restoration of terrestrial, coastal and marine ecosystems** into resilience building and acknowledge the deep-rooted interconnections of Pacific communities with land[22], sea and ecosystems.

- **Integrate nature-based solutions[23] and draw upon local guardianship/stewardship**, and ecosystem-based management approaches to building social, economic, cultural, and environmental resilience.

- **Promote low carbon development (LCD)[24]** by: (i) increasing renewable energy access, (ii) reducing the carbon intensity of development processes (e.g., GHG emissions from the shipping industry); (iii) ensuring efficient end-use energy consumption; (iv) increasing the resilience of energy infrastructure; and (v) supporting the conservation of terrestrial and marine resources.

- **Support transformative change, which addresses the underlying drivers or root causes of risk** (e.g., poverty, hardship, environmental degradation, and inequality) to reduce vulnerability whilst maintaining and enhancing natural capital.

- **Strengthen local capacities, leadership, and ownership to prepare for emergencies and disasters** to ensure timely and effective response and recovery, to reduce risks from rapid and slow-onset disasters, and to minimise loss, damage, suffering, and adverse consequences to national, provincial, local, and community economic, social, & environmental systems.

- **Build the enabling governance environment for scaling up and sustaining resilience** to secure long-term, country-owned, institutionalised approaches that accelerate transformation towards a resilient future[25] and move beyond incremental/opportunistic resilience building.

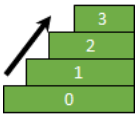
[22] Pacific islanders have a special relationship with land. It is more than an economic resource and the Pacific people possess an instinctive and spiritual attachment (*vanua)* (Campbell, 2010).
[23] For example, eco-based DRR and eco-adaptation measures such as integrated coastal/river basin management to decrease flooding risk or slope re-planting to reduce landslide risk. These provide both human well-being and biodiversity benefits.
[24] This is one of the goals of the FRDP but is included in the resilience standards to ensure low carbon is mainstreamed throughout resilience practice. It could comfortably fit in *Standard 1 (Integration)* but is included here as the conservation of marine and terrestrial ecosystems, sustainable management of forests and enhancement of forest carbon stocks are also essential components of LCD and linked to sustainability (e.g., goal 13 of the Sustainable Development Goals promotes LCD strategies).
[25] Good governance for resilience (e.g., leadership/capacity) will support implementation of the standards and will more likely be sustained and institutionalised if embedded within wider governance systems (e.g., for example development planning and

4.2 SLIDING SCALE OF PROGRESS

Resilience building is a long-term process. It will take time applying the Good Practice Essentials and transforming decision-making and practice. There will also be different starting points, context, and levels of application.

To accommodate this, a sliding scale of progress is provided with good practice criteria given for four different levels of progress: pre-progress, early, intermediate, and advanced. Good practice for each of these progress levels is described below and progress criteria shared in the *Progress Scorecard*; allowing practitioners to score their progress implementing ***Standard 4***. The language for the progress levels are deliberately prescriptive to promote change and challenge current approaches to resilience building.

Progress Levels:



Pre-progress (0)

Ecosystem management, low carbon development (LCD) (e.g., energy use, GHG emissions), preparedness and the sustainability of interventions are *ad hoc* considerations, often tackled as afterthoughts in plans, projects, proposals and programmes to meet funding requirements. As a result, progress is erratic and ineffective. Knowledge of ecosystem services including provisioning (e.g., food, water), regulating (e.g., floods, carbon sinks), cultural (e.g., spiritual amenities), and supporting (e.g., nutrient recycling) is primarily held by environmental officers; and development planning does not yet integrate nature-based solutions (NbS) for reducing risks, ecosystem-based management, or LCD options. There is little recognition that investing in capacities for good governance, tackling underlying root causes of risk (e.g., poverty), and preparedness pays dividends for long term resilience and therefore sustainability.

Early Progress (1)

There is incipient national level commitment to LCD and ecosystem-smart resilience, but leadership and knowledge rests primarily with environment and energy agencies. Increasingly, CSOs lead and contribute to awareness campaigns in schools and communities on ecosystem/energy conservation and the use of renewable energy. Similarly, opportunistic training is provided on climate and disaster preparedness, low-carbon, eco-smart development to planning and finance staff.

Informal institutions that guide interactions with ecosystems (e.g., behavioural norms, cultural practices) are recognised as central to sustainable ecosystem management. Funding for LCD, sustainable management of ecosystems, disaster preparedness, response, and recovery, is primarily external, but new global, regional, multilateral, and bilateral funding resources are being identified).

Research is providing a basis for identifying LCD options and aspects of humanitarian and development planning that make communities vulnerable to hazards, undermine resilience and therefore sustainability. These include environmental factors (e.g., deforestation), physical factors (e.g., poor-quality infrastructure), socioeconomic factors (e.g., inequitable distribution of assets, social norms, land tenure), and cultural/spiritual factors (e.g., damage to traditional symbols).

Intermediate Progress (2)

There is increasing country and local ownership of the resilience agenda as a basis for more sustained changes in behaviour and practice with a shift from short-term projects and perspectives. Systematic supplementation of capacity through new LCD/Environmental Management posts and/or identification of Focal points within central, sector and subnational development agencies is driving more sustained resilience (especially in the energy generation, construction, food & agriculture sectors). At the same time, there is widespread awareness of the importance of ecosystem custodianship to resilience building. In addition, there is systematic strengthening of the leadership and capacity of key players at the local level to prepare, respond and recover from disasters and reduced reliance on external stakeholders.

Objectives for low carbon and eco-smart development are integrated into development strategies, policies, and plans at all levels as they are updated (e.g., the removal of barriers to NbS in policy and regulations). Similarly, decentralised funding for mainstreaming LCD is increased to support ownership and maintenance of local level resilience investments (e.g., energy infrastructure). Governments are increasingly providing adequate, timely and localised financial investment for contingency planning and preparedness.

Increasingly, LCD interventions that also build resilience are identified, prioritised, and delivered for example, mangrove planting.

Advanced Progress (3)

Resilience is driven and sustained through local ownership and leadership. Pacific perspectives and interconnections with land and sea are widely understood and mutual guardianship of ecosystems is a central tenant of resilience building. Capacities within communities to manage programmes and collectively decide how benefits are distributed are harnessed; ensuring sustainability.

Low carbon, ecosystem-smart resilient development is institutionalised at all levels and sustained through ongoing capacity development (based on formal accredited programmes) alongside financial resources to develop and implement strategies and meet targets (e.g., NDC targets). Effective legislation and policies for LCD (e.g., forest & coastal management, energy efficiency standards for imported electrical goods, metering of household energy use) are developed and enforced. The private sector collaborates with research on innovative Pacific sustainable solutions, and improving disaster preparedness, response and recovery to minimise adverse consequences and sustain community resilience.

Interventions deliver community needs/well-being whilst simultaneously reducing carbon footprints and sustainably managing and restoring ecosystems. Preparedness, response and recovery are strengthened to (i) prevent undue human loss and suffering; (ii) minimise adverse consequences for national, provincial, local and community economic, social and environmental systems; and (iii) develop new resilience capacities or coping strategies to meet hazards, shocks or stresses. Effective Monitoring, Reporting and Verification (MRV) is in place to implement emissions reductions targets and broader resilience monitoring incorporates local indicators of well-being and socio-ecological resilience.[26] All interventions address the root causes of vulnerability (or risk drivers).

[26] A three-year study identified well-being indicators grouped into eight well-being dimensions and these were cross-referenced with indicators from the UN SDGs and Convention on Biological Diversity Aichi Biodiversity Targets. These indicators are identified, as

4.3 PROGRESS SCORECARD

Governance building blocks	PROGRESS CRITERIA	SCORE
PEOPLE		
Leadership & commitment	**0 -** Leadership and commitment for environmental resilience (low carbon/eco-smart) and disaster preparedness rests primarily with environmental, energy, and disaster management agencies **1 -** National commitment demonstrated through resourced action plans clear targets (e.g., NDC, mangrove replanting) **2 -** There is dedicated local leadership and commitment to build environmental and socioeconomic resilience (by tackling underlying drivers of vulnerability such as poverty & deforestation) and strengthen capacity for local preparedness as a basis for more sustainable resilience building with reduced disaster loss and damage **3 -** There is commitment & leadership for environmentally & socioeconomically resilient preparedness, response, recovery & development at all levels; and marginalised groups/CSOs are empowered to lead and influence decision-making	
Human capacity	**0 -** Capacity & skills for LCD, ecosystem management, & preparedness beyond the energy/environmental/disaster management sectors is limited **1 -** Energy/environmental officers provide opportunistic awareness training to planning/finance officers and key sectors on environmental resilience and CSOs lead awareness campaigns & capacity development in schools/communities to promote energy/ecosystem conservation, technologies & practices, and increase renewable energy use **2 -** Dedicated LCD & Environmental Focal Points or Posts are created in planning/finance at all levels & provide regular capacity development on environmental and socioeconomic resilience (including tackling underlying risk drivers) at all governance levels; and CCEDRM focal points systematically support capacity building at all levels to prepare for disasters across sectors **3 -** Environmental and socioeconomic resilience are mainstreamed into all education/training curricula with consistency/quality control via national/regional accreditation agencies	
Knowledge, data & information	**0 -** Local knowledge, scientific research & private sector innovation on environmental resilience is not used to inform planning across the humanitarian-development continuum **1 -** Key stakeholders (e.g., private sector, academic organisations, CSOs) collaborate to improve availability of timely and accurate research, data, information & analysis to identify innovative and sustainable low carbon solutions, NbS (e.g., cost/benefit analysis), and to support local and community early warnings and preparedness (e.g., use of telecommunications) **2 -** There is systematic use of credible, timely & accurate data on emissions (e.g., GHG inventories) & ecosystems (e.g., ecosystem assessment/mapping) to inform strategies & plans **3 -** Local knowledge/practices & scientific data (e.g., climate localised projections, marine ecosystem data) reduce intervention environmental footprint, & support sustainability	
MECHANISMS		
Legislation & policy	**0 -** Objectives for LCD, sustainable management of ecosystems, risk reduction, & preparedness are not integrated into national, subnational, or sector strategies, policies and plans **1 -** Assessment/research (e.g., ecosystem, appliance standards, labelling) informs analysis of different policy options, strategies, and standards; and increasingly all development (e.g., land-use), response and recovery policies & plans are carbon & ecosystem-smart **2 -** Increasingly policies & plans are carbon/ecosystem-smart to ensure environmental resilience **3 -** Efficient & effective legislation/regulations developed & enforced (e.g., for forest/coastal management, energy efficiency standards for imported electrical goods & metering of energy use), and NDCs are integrated into national plans, legislation, and standards	
Institutions & partnerships	**0 -** Institutional arrangements for mainstreaming LCD/ecosystem management are not established and there is no common framework for strengthening preparedness	

	1 - Coordination mechanisms & partnerships for environmental resilience are piloted (e.g., private/public for researching appliance standards/labelling) building on existing platforms **2 -** Dedicated roles & responsibilities for environmental resilience and preparedness are embedded into job descriptions across sectors; collective action of stakeholders promoted (e.g., across ecosystems), and private-public partnerships institutionalised **3 -** Low carbon, eco-smart resilience building is institutionalised, finance leveraged through improved coordination and mechanisms; & development partners support/use country structures, systems, mechanisms & partnerships
Finance	**0 -** Funding for LCD/ ecosystem management is external and separate from mainstream funding with no incentives/assistance provided (e.g., for reducing emissions) **1 -** New funding sources are identified for environmental resilience (e.g., co-financing initiatives, UNFCCC) with opportunistic programmes established to support private investment in LCD, phase out fossil fuel subsidies, and increase investment in preparedness **2 -** Budget is systematically allocated for mainstreaming preparedness, contingency planning, LCD (e.g., NDC investment plan) & ecosystem management within interventions; decentralised funding supports ownership, maintenance & sustainability of resilience investments (e.g., infrastructure) and builds capacity to prepare & minimise adverse consequences **3 -** There is transparent and effective public expenditure & tracking to improve coastal, marine & forest management, implement national, subnational and intervention targets for LCD, invest in preparedness, and tackle the underlying drivers of risk
PROCESSES	
Planning	**0 -** Planning process involves *ad hoc* consideration of environmental resilience; the root causes of risk; and preparedness planning is also *ad hoc* and unsustainable **1 -** Planning process opportunistically involves energy/environmental experts, private sector, & youth to advance low-emissions development pathways, & resilient urban spaces/ecosystems **2 -** Development planning processes integrate key issues (e.g., NDC) and systematically prioritise interventions that meet development needs, build resilience, and reduce carbon footprints **3 -** Planning process transformed by tackling underlying risk drivers, incorporating ecosystem management & securing long-term intervention sustainability
Delivery	**0 -** GHG emissions and ecosystem services/functions are not simultaneously considered alongside development needs & usually afterthoughts in interventions **1 -** Landscape/seascape/ecosystem approaches (accommodating interactions or geographical connections across spatial scales) are starting to be applied & recognised in delivery alongside community placed-based knowledge, priorities, and spiritual ties **2 -** Multidisciplinary teams support delivery of interventions that meet environmental resilience goals (e.g., reduced energy consumption) & coordinate national/local preparedness **3 -** All development & humanitarian interventions mainstream environmental resilience objectives (e.g., ecosystem-based management, carbon uptake) and address underlying root causes
Monitoring & evaluation	**0 -** M & E systems do not consider the sustainability of resilience building **1 -** Locally appropriate environmental resilience and well-being indicators are identified for monitoring progress and addressing root causes of risk (e.g., poverty alleviation, inequality) and systems are in place for local & scientific monitoring (e.g., remote sensing of ecosystems) **2 -** Interventions systematically evaluated for environmental resilience & long-term sustainability using locally appropriate indicators using standardised processes and tools **3 -** M & E system institutionalised across all levels led by a dedicated M & E unit with broader resilience monitoring incorporating indicators of well-being and socioecological resilience

APPENDICES

Reconstruction of Hofangahau college after Tropical Cyclone Gita *(Photo: 'Ana Fekau Kris/PREP Tonga)*

APPENDIX A: FRDP GUIDING PRINCIPLES

The Principles were identified by regional stakeholders as central to the implementation of the FRDP and the most important qualities for more effective resilience building. They signal a commitment to transforming resilience building practice in the region. The **PRS** help practitioners operationalise these principles by providing good practice criteria for promoting behavioural change.

		RESILIENCE PRINCIPLES	BEHAVIOUR CHANGE
INTEGRATE	a.	**Integrate climate change and DRM and mainstream** into new and ongoing development policymaking, planning, financing, programming & implementation	Development & humanitarian action is **risk informed**
INCLUSIVE	b.	**Protect human rights**, such as the right to life, safety, dignity, non-discrimination, and access to basic necessities to ensure every person has equitable access to humanitarian and development assistance, according to need.	Development & humanitarian action is **equitable** & protects rights
	c.	**Prioritise the needs and respect the rights of the most vulnerable**, including but not limited to women, persons with disabilities, children, youth and older persons, and facilitate their effective participation in planning and implementation of activities.	Practitioners secure **effective participation** of vulnerable groups
	d.	**Integrate gender considerations,** advocate, and support equitable participation of all genders in the planning and implementation of all activities.	Action is **gender responsive**
INFORMED	e.	**Advocate open and ready access to reliable and culturally appropriate sources** of traditional and contemporary information.	**Information is shared**
	f.	**Build on and help reinforce cultural and traditional resilience and knowledge** of communities, who should be engaged as key actors in designing plans, activities and solutions that are of relevance to them.	Practitioners build on **traditional resilience**
	g.	**Acknowledge and factor in traditional holistic worldview, where spirituality plays an integral role** in constructing a meaningful life and pro-active existence.	**Pacific views & beliefs are valued**
	h.	**Strengthen and develop partnerships** across countries and territories, including sharing of lessons learned and best practices, but without compromising sovereignty and related considerations.	Lessons & best practice are **shared**
SUSTAINED	i.	**Incorporate ecosystem-based services and functions** in resilience building.	**Environmental resilience** is promoted
	j.	**Ensure that resilience is sustainable** and aims to alleviate poverty & hardship.	**Risk drivers are tackled** e.g. poverty/inequality
	*	**Ensure low carbon development** to improve energy security, decrease net emissions of greenhouse gases & enhance resilience of energy infrastructure.	**Low carbon solutions** are secured
	*	**Strengthen capacity to prepare for emergencies and disasters** to ensure timely and effective response and recovery and ensure future risk (from both rapid and slow onset disasters) is reduced	Risks **are proactively managed** and reduced

*These are FRDP goals, rather than principles, but are incorporated here as they are essential for building resilience

APPENDIX B: GUIDE TO MEASURING PROGRESS IMPLEMENTING THE PRS

Aim: to identify level of progress implementing one or more of the PRS.

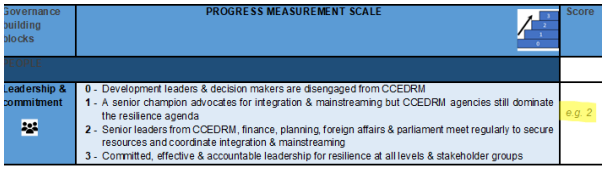
Approach: the assessment can be carried out by individuals, small groups or ideally in a workshop with representative national, local, or sector practitioners and decision makers for each of the standards.

Activities:

1) Select level of assessment (e.g., national, sector, subnational).

2) Select one of the four standards.

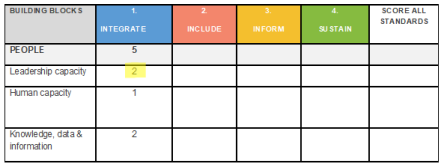
3) Review the Progress Criteria[27] for each building block for the selected standard, identify the relevant level of progress (ideally by discussing choices within the group) and score (0-3) accordingly.
   - *For example, a score of "2" for the leadership building block (Standard 1)*



Governance building blocks	PROGRESS MEASUREMENT SCALE	Score
SCORE		
Leadership & commitment	0 - Development leaders & decision makers are disengaged from CCEDRM 1 - A senior champion advocates for integration & mainstreaming but CCEDRM agencies still dominate the resilience agenda 2 - Senior leaders from CCEDRM, finance, planning, foreign affairs & parliament meet regularly to secure resources and coordinate integration & mainstreaming 3 - Committed, effective & accountable leadership for resilience at all levels & stakeholder groups	e.g. 2

4) Write the score (0-3) in the "Progress Assessment Template" *(Appendix B) e.g., "2."*

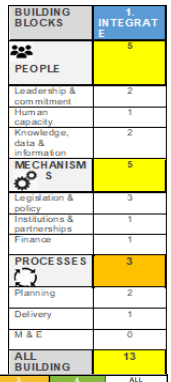
5) Repeat for all building blocks for the chosen standard.



BUILDING BLOCKS	1. INTEGRATE	2. INCLUDE	3. INFORM	4. SUSTAIN	SCORE ALL STANDARDS
PEOPLE	5				
Leadership capacity	2				
Human capacity	1				
Knowledge, data & information	2				

6) Calculate total score for each government component (people, mechanisms and processes) (maximum 9) *e.g., "5 for people"*

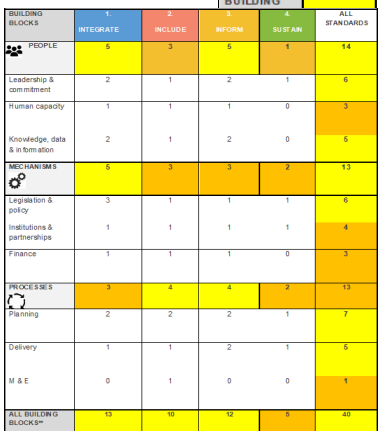
7) Add total scores for all three governance components, to calculate total score for the standard as a whole (maximum score 27) *e.g., "13 for Standard 1 (Integrate)."*



BUILDING BLOCKS	1. INTEGRATE
PEOPLE	5
Leadership & commitment	2
Human capacity	1
Knowledge, data & information	2
MECHANISMS	5
Legislation & policy	3
Institutions & partnerships	1
Finance	1
PROCESSES	3
Planning	2
Delivery	1
M & E	0
ALL BUILDING	13

8) This can be repeated for the other three standards and an overall score calculated for all four PRS (maximum score 108) *e.g., "40."*

   The progress level (early, intermediate, advanced) can be identified using the table in the "Progress Level Key" in *Appendix C e.g., "intermediate."*



BUILDING BLOCKS	1. INTEGRATE	2. INCLUDE	3. INFORM	4. SUSTAIN	ALL STANDARDS
PEOPLE	5	3	5	1	14
Leadership & commitment	2	1	2	1	6
Human capacity	1	1	1	0	3
Knowledge, data & information	2	1	2	0	5
MECHANISMS	5	3	3	2	13
Legislation & policy	3	1	1	1	6
Institutions & partnerships	1	1	1	1	4
Finance	1	1	1	0	3
PROCESSES	3	4	4	2	13
Planning	2	2	2	1	7
Delivery	1	1	2	1	5
M & E	0	1	0	0	1
ALL BUILDING BLOCKS**	13	10	12	5	40

9) The first time an assessment is carried out – a **baseline** is prepared to benchmark future progress.

10) It is then possible to measure progress against the baseline.

11) The assessment scores can help identify priorities for action, including standards to focus on (e.g., *Standard 4*) or individual building blocks to prioritise (e.g., *M & E).*

[27] Simplified progress criteria is available in the separate leaflets for each standard.

APPENDIX C: PROGRESS ASSESSMENT TEMPLATE

COUNTRY	
ASSESSMENT LEVEL	*e.g., National, sector, subnational, intervention*
DATE OF ASSESSMENT	
ASSESSMENT TEAM MEMBERS	

PROGRESS ASSESSMENT ACROSS THE STANDARDS (SCORE)					
BUILDING BLOCKS	**1. INTEGRATE**	**2. INCLUDE**	**3. INFORM**	**4. SUSTAIN**	**ALL STANDARDS**
PEOPLE					
Leadership & commitment					
Human capacity					
Knowledge, data & information					
MECHANISMS					
Legislation & policy					
Institutions & partnerships					
Finance					
PROCESSES					
Planning					
Delivery					
M & E					
ALL BUILDING BLOCKS**					

*Complete table with scores based on the "Progress Level Key" below

Progress Level Key:

Level of assessment	PRE-PROGRESS	EARLY	INTERMEDIATE	ADVANCED
One building block	0	1	2	3
One component*	0	1-3	4-6	7-9
One standard (all building blocks)	0	1-9	10-18	19-27
One building block all standards	0	1-4	5-8	9-12
One component all standards	0	1-12	13-24	25-36
All standards (all building blocks)	0	1-36	37-72	73-108

*e.g., people, mechanism, processes

APPENDIX D: QUICK REFERENCE CHECKLIST – ALL STANDARDS

Building blocks	Pre-progress	Early	Intermediate	Advanced
PEOPLE				
Leadership	**No** leadership for resilience building outside of individual interventions & departments (e.g., climate, disaster, energy)	**Incipient** commitment and championing of integrated, inclusive, informed, and sustainable resilience decision-making & practice	**Dedicated** local leadership & commitment for building resilience as a basis for more sustained changes in behaviour & practice	Committed, effective & accountable leadership for resilience at all levels & across all stakeholders driving ongoing **transformation** of decision-making & practice
Capacity	**Siloed** departments & capacity dominate the resilience agenda & practitioners see inclusion, risk, LCD, eco-management etc., as separate issues	**Opportunistic** awareness raising on integrated, inclusive, informed & sustained resilience building	**Dedicated** Resilience Posts or Focal Points at all levels provide regular training on CCEDRM, LCD, as well as inclusive, informed & sustained decision-making and practice	Resilience learning is **institutionalised** & **standardised** across all curricula/training with consistency assured via peer review of accreditation agencies
Data & knowledge	Data collection, storage & analysis is **intervention based**, not disaggregated nor integrated and is not informed by traditional resilience knowledge, worldviews & practice	**Opportunistic** use of disaggregated data, joint assessments & information sharing but communications (e.g., EW) are not always tailored, user-friendly, or accessible	Architecture for a centralised national data hub is established for consolidating information, knowledge brokering, sharing lessons, and is **systematically** used to inform decisions	High quality, timely, accessible, reliable & disaggregated data are **integral** to resilience decision-making & practice, which is informed by traditional & spiritual knowledge; and disaggregated risk data
MECHANISMS				
Legislation & policy	**Separate** laws, policies, strategies & plans exist (e.g., for development, LCD, DRM, inclusion, protection) with no alignment of objectives	As strategies & plans are updated CCEDRM, LCD & inclusion objectives are **opportunistically** added but as separate aspirational statements	All strategies, policies & plans are **systemically** integrated, inclusive, and informed to support sustainable resilience; and starting to be implemented	National resilient development framework informed by local priorities, knowledge & worldviews, is endorsed & enforced, **institutionalising** high quality resilience building
Institutions & partnerships	**Silo approach** to managing risks, dealing with inclusion, LCD, and ecosystem management with issue/intervention specific coordination and sharing of data & lessons	**Opportunistic** partnerships, mechanisms & collaborations for individual issues (e.g., LCD, DRM, displacement) but funding is not always sustainable	Risk management, inclusion & LCD are **embedded** within cross-sectoral institutional arrangements, roles & responsibilities, and mechanisms for resilience	National coordination mechanism for resilience is **institutionalised** alongside effective partnerships for sharing lessons and good practice across levels, stakeholders & countries
Finance	Reliance on external funding for **stand-alone, short-term** resilience interventions, and communities lack control of funding	Resilience building (e.g., IKM, capacity for preparedness) **incrementally** integrated into budget allocations, but still relatively top-down	**Dedicated** budget allocated from domestic sources for resilience building & new resources (e.g., risk financing, bonds, insurance) leveraged for resilience	Funding only allocated for interventions, which are coordinated, integrate & mainstream all risks, are inclusive, informed, low carbon & ecosystem-smart
PROCESSES				
Planning	Mainstream assessments & planning processes are not integrated, inclusive, informed (e.g., build upon traditional resilience) and sustainability is an **afterthought**	**Opportunistic** addition of key resilience issues (e.g., LCD, CCEDRM) to planning processes & tools along with piecemeal incorporation of local resilience & worldviews	**Coordinated** resilience planning using multi-hazard risk informed, inclusive planning tools with **systematic** inclusion of groups most at risk & consideration of sustainability	**Institutionalised** resilience planning, which tackles risk drivers (e.g., inequality), is people centred, participatory, inclusive, informed by contemporary data, community knowledge & perspectives
Delivery	Standalone interventions tackle individual issues (e.g. LCD, inclusion) are delivered **outside** of government systems; with impacts for sustainability & scale up	Implementation of resilience interventions is **piecemeal,** focuses on certain sectors, areas, & stakeholders and does not always build on local resilience practice	Stakeholders **collaborate** to jointly delivery resilience interventions with a focus on **systematically** addressing underlying risk drivers (e.g., poverty, deforestation) & spiritual needs and values	All new and existing interventions are delivered in alignment with resilience good practices (e.g., integrate, include, inform, sustain) & promote **innovation, scale up** and local sustainable solutions
M & E	M & E framework does not integrate **all** risks, all groups most at risk, include culturally relevant indicators, or consider the sustainability of resilience action	**Opportunistic** inclusion of vulnerable groups & consideration of risks; & intervention monitoring usually undertaken by outside experts with different worldviews	Central agencies have a **dedicated** M & E unit, lead coordinated, risk informed & inclusive M & E, and all interventions systematically evaluated for long-term resilience and sustainability	M & E systems for resilience building are **institutionalised**, incorporate culturally appropriate indicators of wellbeing & socioecological resilience, and share lessons and good practices

APPENDIX E: ACRONYMS

CC	Climate Change	**LCD**	Low Carbon Development
CBO	Community Based Organisation	**M & E**	Monitoring and Evaluation
CDP	Community Development Plan	**MRV**	Monitoring, Reporting & Verification
CCEDRM	Climate Change, Environment & Disaster Risk Management	**NbS**	Nature-based Solutions
CPRD	Convention on the Rights of Persons with Disabilities	**NDC**	Nationally Determined Contributions
CSO	Civil Society Organisation	**NDMO**	National Disaster Management Organisation
DPO	Disabled Person's Organisation	**NGO**	Non-Governmental Organisation
DRM	Disaster Risk Management	**ODI**	Overseas Development Institute
DRR	Disaster Risk Reduction	**PFM**	Public Financial Management
ECB	Ecosystem Based Management	**PFRPD**	Pacific Framework for the Rights of Persons with Disabilities
EM	Environmental Management	**PRP**	Pacific Resilience Partnership
EW	Early Warning	**PRS**	Pacific Resilience Standards
EWS	Early Warning Systems	**REDD+**	Reducing Emissions from Deforestation & Degradation
FPIC	Free, Prior & Informed Consent	**SDG**	Sustainable Development Goal
FRDP	Framework for Resilient Development in the Pacific	**ToR**	Terms of Reference
GHG	Greenhouse Gas	**TVET**	Technical Vocational Education & Training
GIS	Global Information System	**UNDP**	United Nations Development Programme
IKM	Information Knowledge Management	**UNFCCC**	United Nations Framework Convention on Climate Change
LGBTQI+	Lesbian, Gay, Bisexual, Transgender/Transsexual/Queer, Intersex		

Ravith Narayan, Fiji / *Pacific Resilience Partnership Youth Competition, 2021.*

Pacific Islands Forum Secretariat

ISBN 978-982-202-074-8

Pacific Resilience Standards: A Practitioner's Guide