

**Summary Report on the Post-HFA Consultation
National
23 – 29 July 2012, Pohnpei, Federated States of Micronesia (FSM)**

Key Points:

1. FSM supports the integration of DRR and climate change, as evidenced by its own interest in developing a Joint National Action Plan for DRM and CCA. An integrated regional strategy will promote improved integration amongst development partners and national government agencies.
2. Greater focus on implementation of community level activities and need for a dedicated government budget to support activities at the community level
3. Improve understanding of DRR and climate change among government planners to enhance recognition of DRR and CC as a core government development function. Reinforce the integration of DRR and CC into development planning and reporting through regular formal reminders during the annual planning cycle. Strengthen accountability through improved community monitoring and participation.
4. Greater emphasis on how to achieve sectoral integration as DRR does not yet feature strongly in sectoral planning
5. Developed countries to pay for the negative impacts of climate change on small island countries as climate change is viewed as having its origins in developed world.
6. Need to strengthen the governance capacity
7. Strengthen the integrity of the development consent process and EIAs
8. Need to rigorously apply land use planning and actively enforce building codes
9. Support for the under-resourced National and State Disaster Management Offices in terms of core operating budget, staff and equipment
10. Simplification and clarification of the concepts and terms used in the post-2015 regional and global DRR and climate change frameworks.
11. Need for awareness raising on and dissemination of regional and global DRR and climate change frameworks at national level

Background

The 'Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters' expires in 2015. The United Nations General Assembly Resolution 66/199, requested UNISDR to facilitate the development of a post-2015 framework for disaster risk reduction to be considered at the World Conference of Disaster Reduction in Japan in 2015. The consultations aim to review success and lessons learned, as well as identify challenges and solutions in building the resilience of nations and communities to disasters. The consultations will be participatory and inclusive in order to ensure extensive and active participation of stakeholders.

In 2011 the Pacific region endorsed the development of an integrated regional strategy for Disaster Risk Management (DRM) and Climate Change (CC) by 2015 at a series of Pacific regional meetings. The integrated regional strategy is to succeed the existing Pacific Disaster Risk Reduction and Disaster Management Framework for Action (RFA) and the Pacific Islands Framework for Action 2006 – 2015 (PIFACC) which is guided by the UNFCCC. The process towards developing this strategy is commonly referred to as the 'Roadmap'.

In the Pacific, the Roadmap process will provide regional and national inputs to the global consultations on the post-2015 framework for DRR.

Scope of Consultation

The national consultation for a post-2015 framework for DRR was closely aligned with the 2011-2013 national HFA progress review which also contributed to the development of the integrated regional strategy for DRM and Climate Change, development of the Joint National Action Plans (JNAPs) for DRM and Climate Change and the development of Country Implementation Plans for the Pacific ACP States in respect of the EDF10 ACP-EU Natural Disaster Facility.

UNISDR, SPC/SOPAC and SPREP jointly supported the national HFA progress reviews in 2012 in the Pacific. UNISDR and SPC/SOPAC provided consultants to facilitate the progress reviews and multi-stakeholder consultations in countries. Funding was made available for the workshop as well as technical support and guidance from both offices.

This summary report is based on a report by a SPC/SOPAC consultant Mr Herman Timmermans.

Key points from the discussion

Current Levels of Awareness & Understanding

Levels of awareness and understanding of the RFA and HFA were limited. Only about 1/3 of participants had heard of the frameworks and only those working directly in the DRM field had more detailed knowledge of them.

There was a greater level of awareness and conceptual understanding of disaster risk management and climate change adaptation and mitigation in general.

Achievements, Challenges and Opportunities

Achievements include:

- In 2009 a National Climate Change Policy was put in place, which, amongst other things, focuses on adaptation at the national, state and community levels to reduce FSM's vulnerability to climate change adverse impacts.
- Kosrae State Law No. 10-2(2011) takes climate change and its adaptation into consideration for future development activities.
- All four States have recently refurbished buildings to serve as Emergency Operations Centres (EOCs). A new building to serve as a National EOC has recently been completed.
- Upgrade of communication systems for Early Warning. Installation of systems in the islands ongoing with completion date of March, 2013.
- Strengthened systems of hazard monitoring: e.g. weather and climate monitoring, biosecurity and public health, water quality, tides, etc.
- Improved regional cooperation and strengthened ties to regional organisations.
- DRM Network has been established including government and its main DRM development partners.
- A Climate Change Tool Kit developed by the Micronesia Conservation Trust and The Nature Conservancy offers a standardized methodology for addressing vulnerability and adaptation participatory assessment research and planning.
- IOM has developed a standardized template for collection of data relevant for contingency planning (logistical).
- Increased use of sector specific risk assessments (e.g. agro-forestry, mangrove management, coastal erosion, coral bleaching and in-shore sedimentation.)
- A series of State-Wide Assessments and Resource Strategies (SWARS) were carried out for each state in 2010. They include a focus on cross-cutting issues such as food security, watersheds management, production and sustainable harvesting and coastal stabilization.
- The FSM Infrastructure Policy and Implementation Committee (IPIC) developed design criteria in 2006 for use by engineers designing projects funded under the Compact Infrastructure Sector Grant. The design criteria address increased wind speed, seismic vulnerability, flooding from both rainfall and tidal surges.

Factors contributing to these achievements include:

- Growing political appreciation for the importance of disaster risk reduction and climate change.
- Increased engagement of regional and international development organisations on issues of disaster risk management and climate change.

- Multi-sector nature of disaster risk management and climate change ensures that awareness of these issues is raised in a broad range of national agencies, mostly through their sectoral channels of regional and international cooperation.
- Importance attributed to disaster risk management and climate change as a development issue at the regional and international level.

Major challenges include:

- National and State Disaster Management Offices are under-resourced in terms of core operating budget, staff, and equipment.
- Integrity of the Development Consent Process and EIAs – too many questionable developments still taking place.
- No dedicated government budget for community-level DRM and CC activities.
- Weaknesses in governance capacity.

Factors contributing to these challenges include:

- In a highly competitive environment, government planners do not see DRM and CC as a core government development function, preferring to rely on funding from development partners.
- Climate change is viewed as having its origins in developed countries and the feeling was that developed countries should pay for the negative impacts on small island countries.
- DRM and CC are exploited for political gain – politicians are quick to respond after a disaster, often with unrealistic promises of assistance.

Integrated regional strategy for DRM and Climate Change

FSM supports the integration of DRM and Climate Change, as evidenced by its own interest in developing a Joint National Action Plan for DRM and CCA. It is felt that an integrated regional strategy will promote improved integration amongst development partners and national government agencies.

Significant elements for DRM and Climate Change that should be addressed in the integrated regional strategy in 2015

FSM is in favour of a greater focus on implementation of community level activities as well as a simplification and clarification of the concepts and terms used in the regional strategy. A greater emphasis on how to achieve sectoral integration is encouraged.

Disaster/Climate and Development

Understanding of the relationship between disasters and development

Participants had a general understanding of the relationship between disasters and development based on past experience of natural disasters. The Island States of Yap and Chuuk are more exposed to the impacts of typhoons than Pohnpei and Kosrae. A heavy downpour associated with tropical storm Chata'an in 2002 triggered more than 250 landslides across the eastern volcanic islands of Chuuk State, with 43 fatalities and widespread damage. All four States are susceptible to drought and tidal surge.

Development sectors that have been most affected by disasters

Agriculture, infrastructure and social and economic development are the sectors most affected by disasters. A number of hazards are related to the health sector, such as dengue, SARS, H1N1 influenza, and non-communicable diseases. Water quality and supply is at risk from environmental degradation and drought.

Successes in mainstreaming disaster and climate risk into development planning and sectors

The National Climate Change Policy of 2009 "requires all development activities in FSM to take into account projected climatic changes in their design and implementation" and "to integrate climate change into other policies, strategies and (sector) action plans including disaster preparedness and mitigation". A number of sector plans are under review at present and the new agricultural policy states that: "The competing demands on the environment and differentiated impacts of climate change must be assessed and taken into consideration when formulating strategies to address the development challenges that the productive sector faces". DRM does not yet feature strongly in sectoral planning.

Accountability and Governance

Responsibility for implementation of the RFA and PIFACC at national level.

The Division of Emergency Management in the Office of Environment and Emergency Management and the Climate Change Unit within the Environment and Sustainable Development Division in the same office are responsible for implementation of the RFA and PIFAC respectively. These responsibilities were allocated to them by national government and they are also the respective focal points for SPREP. The Department of Foreign Affairs is the focal point for SPC and the Department of Resources and Development is the focal point for SOPAC.

Responsibility for integrating disaster and climate related risks into development planning and budgetary processes at national, sub national and local/community level

The Federated States of Micronesia (FSM) consists of more than 600 islands spread over the four states of Yap, Chuuk, Pohnpei and Kosrae. Under the Constitution, the individual states hold considerable powers in running their own affairs, including budget and development planning and DRM and CC. States have their own DRM Coordinators and EOCs and Environmental Protection Agencies. Below the state level, 74 municipalities exist, sometimes spread over multiple islands.

The federal government as such fulfils a more facilitative role in the overall FSM government structure. The responsibility for Macro-development planning lies with the National Office of Statistics, Budget & Economic Management, Overseas Development Assistance & Compact Management (SBOC).

National governance structure of disaster risk management and climate change

Governance of disaster risk management and climate change comprises the FSM Climate Change Country Team and the FSM National Disaster Task Force. These structures are complemented by the divisions of Emergency Management and Environment and Sustainable Development in the Office of Environment and Emergency Management. The FSM National Disaster Task Force is made up of Secretaries of the Departments, and Directors of offices and agencies that comprise Cabinet. This committee serves as an advisory body to the President on policy matters pertaining to the dispensing of the National Government disaster assistance to the State(s) stricken by disaster. The NDC is responsible for guiding and supporting the development and implementation of FSM's disaster management programmes.

The Governor of each State has primary responsibility for the formulation of policies and procedures to deal with natural disasters and mitigation activities in his or her State. The Governor's Disaster Committee includes all department, office and agency heads and serves as an advisory body to the Governor in the formulation of policies and coordination of the disaster response efforts.

A DRM 'Network' exists amongst the Government of FSM and its main DRR partners.

Transparency, accountability and decentralization of DRM and Climate Change as part of development policy and strategy

Accountability is built into existing governance reporting systems as required by the Public Service System and Treasury. Decentralisation is promoted through project implementation in project villages. Decentralisation is promoted through the system of States and municipalities, with municipalities and states having a key role in development planning.

What needs to be done to incorporate accountability in DRM and Climate Change in development planning and practices at national and local level?

The requirement to integrate DRM and Climate Change thinking into development planning and reporting could be reinforced through regular formal reminders to each department/office and agency at appropriate times during the annual planning cycle. Accountability could also be strengthened through improved community monitoring and participation.

Linking DRM and Climate Change

Progress in linking DRM and Climate Change

FSM has indicated its intention to develop a Joint Policy and National Action Plan for DRM and CC based on a number of state level action plans. However, to date, there has been little active linking of DRM and Climate Change.

Integrating disaster/climate risk assessment into land use and planning

Kosrae State is the only state to have a Land Use Plan. Originally adopted in 1993, it was revised and updated in 2003. The plan identifies 'Areas of Special Concern' and proposes a number of management strategies to cover forests (mangroves, freshwater wetlands, upland, and watershed components), the shoreline and reef (ocean waters and Trochus sanctuary components), waste management, the Utwe-Walung Marine Park, and cultural and historic site reservation.

FSM also undertook a GEF funded Sustainable Land Management Project from 2008 – 2011.

Environmental Protection Agencies operate at State level and administer a number of Environmental Regulations. The EPAs fall under EPA Boards whose primary function is to monitor development projects proposed through the EPA development project permitting process.

Under the US Forest Service, State-Wide Assessments and Resource Strategies (SWARS) were carried out for each state in 2010. SWARS are a tool for islands to identify their highest priorities for forest resource management and seek implementation of their strategies, with on-island partners and with assistance from the United States Department of Agriculture (USDA) Forest Service (FS). They include a focus on cross-cutting issues such as food security, watersheds, production and sustainable harvesting and coastal stabilization.

Integrating disaster/climate risk assessment into urban planning and development

Although capacities vary by state, in general, human settlements are poorly managed in FSM. Land use planning is not rigorously applied and building codes, where they exist, are not actively enforced. A permitting process is however in place to regulate development applications, although this does not include issues such as proximity to the coastline, or building standards. The building permitting process also seems to be unevenly applied, with some residential structures continuing to be built in landslide prone areas. Yap State has drafted a State building code as well as land zoning plans to guide the work of construction projects.

Upcoming Events /opportunities for further consultations

- Joint Meeting of the Pacific Platform for Disaster Risk Management and Pacific Climate Change Round Table, 8-12th July 2013, Nadi, Fiji

The broad objective of the joint meeting is to progress discussions on the development of an integrated Pacific regional strategy for Disaster Risk Management (DRM) and Climate Change as part of the 'Roadmap' process endorsed by the Pacific region in 2011. The meeting provides an opportunity for the countries and other stakeholder groups to contribute to the formulation of the integrated regional

strategy. The outcomes of the meeting will also contribute to the consultations on the global post-2015 framework for disaster risk reduction and the post-2015 development agenda.

The Joint Meeting is co-convened by the Secretariat of the Pacific Community (SPC), United Nations Office for Disaster Risk Reduction (UNISDR) and Secretariat of the Pacific Regional Environment Programme (SPREP).

Annex one: Participants list of the multi-stakeholder workshop

	Name	Organisation
1	Clayton Santos	EPA
2	Lisa Andon	Micronesia Conservation Trust
3	Luciano Abraham	Pohnpei Port Authority
4	Frank Cholymay	Disaster Coordination Office
5	Iwasaki Kaoru	JICA
6	Sagami Yasutoshi	JICA
7	Aldis Steezia P	JICA
8	Lucas Carlos	DPS Pohnpei
9	John Solith	R&D Yap
10	Kenily Itosia	OPB Yap
11	Patrick Carl	DPS Pohnpei
12	Jared Morris	FSMPC
13	Ron Reyes	Pohnpei Port Authority
14	Henry Phillip	DPO
15	Marion Henry	FSM R&D
16	Wallace Jacob	Weather Service Office
17	Limanman Elanco	PASAP/OEEM
18	Patti Pedrus	OEEM
19	Peterico Hirero	FSM R&D
20	Tony Neth	FSM OEEM
21	Alissa Takesy	FSM R&D
22	Cindy Ehmes	FSM OEEM
23	Okean Ehmes	UN Joint Presence
24	Ashley Carl	IOM
25	Rosalinda Yatilman	IOM

26	Universe Yamase	IOM
27	Jayson Ringlen	PPA
28	Henry Susaia	EPA Pohnpei State
29	Nena William	Kosrae DCO
30	Andy George	KCSO
31	Robert H Jackson	KIRMA - Kosrae State
32	Blair P Charley	KIRMA
33	Gibson Santos	USDA - NRCS
34	Patterson Shed	IWRM
35	Weiws Billen	Education FSMNG
36	Mario Abulo	NDOE
37	Moses Pretrick	DHSA
38	Gillian Doone	SBOC
39	Olivier Wortel	FSMPC
40	Wisney Nakayama	Chuuk Conservation Society
41	Andrew Yatilman	OEEM
42	Brad Mori	EPA
43	Emihner Johnson	IFCP

Annex two: Set of questions used to guide the consultation

Guiding Questions for 'Roadmap' National Consultations June - August 2012

The questions provided aims to guide national consultations in relation to the proposed Pacific integrated regional strategy for DRM and Climate Change by 2015. The five set of questions are proposed below, arranging from warm-up exercise and substantive issues, which matters for further actions in disaster risk reduction.

Current Levels of Awareness & Understanding

The first set of questions aims to warm up the atmosphere for the national consultations and ensure everyone is in a position to participate in the discussion easily.

- What do you understand about the terms:
 - Disaster Risk Management?
 - Climate Change Adaptation?
 - Climate Change Mitigation?
- What do you understand about what your country is doing in relation to Disaster Risk Management and Climate Change? Give reasons for your answer.
- What do you understand about the Pacific Disaster Risk Reduction and Disaster Management Framework for Action 2005 - 2015? Give reasons for your answer.
- What do you understand about the Pacific Islands Framework for Action on Climate Change 2006 - 2015? Give reasons for your answer.

Achievements, Challenges and Opportunities

- What are the key successes (or achievements) in disaster risk management and climate change adaptation since implementation of the RFA and PIFACC in 2005 and what contributed to the successes?
- What are the major challenges (or obstacles) for disaster risk management and climate change adaptation & mitigation? What are the underlying factors that contributed to the challenges identified?
- What key elements do you feel your country should focus on as an integrated regional strategy for DRM and Climate Change is developed? Why?
- What are the top three significant elements for DRM and Climate Change that should be addressed in the integrated regional strategy in 2015?

Disaster/Climate and Development

- What do you understand about the relationship between of disasters and development?
- Which development sectors have been affected most by disasters? And why?

- What was the success or failure in mainstreaming disaster and climate risk into development planning and sectors, providing examples?

Accountability and Governance

- Who is responsible for implementation RFA and PIFACC at national level and why?
- Who is responsible for integrating disaster and climate related risks into development planning and budgetary processes at national, sub national and local/community level? Why?
- What is the national governance structure of disaster risk management and climate change? What are the shortcomings (if any) and why?
- How does existing DRM and Climate Change governance deal with transparency, accountability and decentralization of DRM and Climate Change as part of development policy and strategy?
- What needs to be done to incorporate accountability in DRM and Climate Change in development planning and practices at national and local level?

Linking DRM and Climate Change

- What progress has the government made in linking DRM and Climate Change? How?
- What has been done in integrating disaster/climate risk assessment into land use and planning? How? What are the good practices and what are the lessons learned?
- What action has your government taken to integrate disaster/climate risk assessment into urban planning and development? How were the actions taken? How much did they contribute to urban risk reduction?
- What has been done in making schools and hospitals resilient to disasters in your country? How were the actions carried out? What percentage of schools and hospitals became resilient due to the action taken?