



STANDING COMMITTEE ON FOREIGN AFFAIRS AND DEFENCE

Review Report on the Agreement to Establish the Pacific Resilience Facility



PARLIAMENT OF THE REPUBLIC OF FIJI
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ACRONYMS

DRR	Disaster Risk Reduction
FBDR	Fiji Business Disaster Resilience Council
FCOSS	Fiji Council of Social Services
MSME	Micro, small and medium enterprises
MRMDDM	Ministry of Rural and Maritime Development and Disaster Management
PIANGO	Pacific Islands Association of Non-Governmental Organisations
PRF	Pacific Resilience Facility

CHAIRPERSON’S FOREWORD

The Standing Committee on Foreign Affairs and Defence presents this Review Report on the Agreement to Establish the Pacific Resilience Facility (“Agreement”).

Pacific Island countries continue to face increasing challenges from climate change and natural disasters. Rising sea levels, stronger tropical cyclones, coastal erosion and flooding have profound impacts on communities, infrastructure, livelihoods and national economies across the region. These challenges are particularly significant for small island developing states such as Fiji, where the effects of climate change and disasters can quickly reverse development gains and place additional pressure on public resources.

The establishment of the Pacific Resilience Facility (PRF) represents an important regional initiative developed by Pacific Island countries to strengthen collective resilience. The Facility is designed as a Pacific-owned and Pacific-led financing mechanism that will provide simplified and accessible grant-based funding for climate adaptation, disaster preparedness and community resilience initiatives.

In reviewing the Agreement, the Committee received submissions from government ministries, regional institutions, the private sector and civil society organisations. The discussions highlighted the importance of improving access to predictable climate and disaster financing, particularly for community-level resilience initiatives that often struggle to access existing global funding mechanisms.

The Committee observed strong support among stakeholders for Fiji’s participation in the Facility. Ratification of the Agreement would enable Fiji to actively participate in the governance of the PRF, contribute to shaping its policy direction, and access predictable, grant-based financing aligned with national development priorities. The Facility’s grant-based model, complemented by its dedicated investment arm, offers a practical mechanism for translating national climate and disaster resilience policies into tangible, community-focused initiatives. Therefore, the Committee strongly recommends that Parliament approve the ratification of the Agreement to Establish the Pacific Resilience Facility.

I wish to acknowledge the valuable contributions of all stakeholders who participated in the Committee’s consultations. Their insights have assisted the Committee in examining the potential benefits, implementation considerations, and broader development implications of the Agreement. I also extend my appreciation to the Members of the Committee for compiling this bipartisan report.

On behalf of the Committee, I commend this report to Parliament for its urgent consideration.



.....
Hon. Lenora QEREQERETABUA
Chairperson

RECOMMENDATION

The Committee recommends that the Parliament of the Republic of Fiji approve the ratification of the Agreement to Establish the Pacific Resilience Facility.

1.0 Committee Remit and Composition

Under Standing Order 109(2)(e) the Committee is mandated to investigate matters related to Fiji's relations with other countries, development aid, foreign direct investment, oversight of the military, and relations with multi-lateral organisations. The members of the Standing Committee on Foreign Affairs and Defence are as follows:



Hon. Lenora Qereqeretabua
Chairperson
*Deputy Speaker of Parliament Assistant
Minister for Foreign Affairs*



Hon. Rinesh Sharma
Deputy Chairperson



Hon. Ratu Isikeli Tuiwailevu
Member
Assistant Minister for iTaukei Affairs, Heritage and Arts



Hon. Penioni Ravunawa
Member
Assistant Minister for Health and Medical Services



Hon. Virendra Lal
Member



Hon. Taito Rokomatu
Member

1.1 Committee Secretariat Team

The Committee is supported by Parliament officers serving as the Committee Secretariat. These officers are appointed and delegated by the Secretary-General to Parliament by Standing Order 15(3)(i). The Secretariat officers are as follows:

- Ms. Tirisiane Logavatu – Senior Committee Clerk
- Mrs. Katie Batikawai – Acting Deputy Committee Clerk

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2.0 Background and Terms of Reference

2.1 Review of the Agreement

- 2.1.1 On 2 December 2025, the Acting Attorney-General moved a motion to refer the Agreement to Establish the Pacific Resilience Facility (“Agreement”) to the Committee for review. In compliance with Standing Order 130(2), the Speaker of Parliament (“Speaker”) received copies of the Agreement and written analysis. Subsequently, pursuant to Standing Order 130(3), the Speaker referred the Agreement to the Standing Committee on Foreign Affairs and Defence for consideration and review, and to report to Parliament no later than 30 days from the date of referral.
- 2.1.2 The Committee is responsible for reviewing matters concerning Fiji’s international relations, development assistance, foreign direct investment, national security oversight, and engagement with multilateral organisations.

2.2 Procedure and Program

- 2.2.1 Following the referral, the Committee invited submissions from relevant government ministries, statutory bodies, and stakeholders with responsibilities relating to climate change adaptation, disaster preparedness and response, nature-based solutions, loss and damage initiatives and community resilience and sustainable development projects.
- 2.2.2 The Committee commenced its review on 23 January 2026 by considering the written analysis. During its deliberations, the Committee identified the relevant stakeholders to be consulted regarding the implications of Fiji’s potential ratification of the Agreement, including anticipated benefits, obligations, and impacts on Fiji’s climate change adaptation and disaster preparedness and response projects.
- 2.2.3 The Committee consulted the following stakeholders from 30 January to 23 February 2026:
- a) The Ministry of Finance.
 - b) The Pacific Resilience Facility.
 - c) Ministry of Rural and Maritime Development and Disaster Management.
 - d) Ministry of Agriculture, Waterways and Sugar.
 - e) Ministry of Women, Children and Social Protection.
 - f) Ministry of Environment and Climate Change.
 - g) The Solicitor-General’s Office.
 - h) Fiji Business Disaster Resilience Council.
 - i) Fiji Council of Social Services (FCOSS) and the Pacific Islands Association of Non-Governmental Organisations (PIANGO).
- 2.2.5 A summary of the submission is provided in a later part of this report, under the heading ‘Committee’s Deliberation and Analysis’. Copies of the written submission can be obtained

from the online Appendices of the report, which can be accessed from the Parliament website:
www.parliament.gov.fj

3.0 Review of the Agreement to Establish the Pacific Resilience Facility

3.1 Overview of the Agreement

The Agreement to Establish the Pacific Resilience Facility creates a Pacific-led international financial institution that will provide grant-based financing to support climate change adaptation, disaster preparedness, and community resilience initiatives across Pacific Island countries. Developed in response to longstanding challenges faced by Pacific nations in accessing global climate finance, the PRF will serve as the first Pacific-owned regional financing mechanism designed to deliver simplified and accessible funding for community-based resilience and sustainable development initiatives.

Discussions on the establishment of the PRF began in 2018 and were strengthened through commitments made by Pacific leaders under the Pacific Islands Forum, including a Leaders' Declaration in 2023. The Agreement was signed during the 54th Pacific Islands Forum Leaders Meeting held in Solomon Islands on 10 September 2025, where the Prime Minister of Fiji, Sitiveni Rabuka, signed the Agreement on behalf of the Government alongside other Pacific leaders. The establishment of the PRF is intended to strengthen the financial capacity of Pacific Island countries to respond to climate change and disaster risks through a dedicated regional funding mechanism.

3.2 Amendments and Reservations

The Agreement provides that any amendments require the unanimous approval of all parties. This ensures that all member states maintain equal decision-making authority over changes to the Agreement. Members may also withdraw from the Agreement through written notification to the Council. The Agreement does not permit reservations; therefore, no reservations will be made upon ratification.

3.3 Features of the Agreement

The key features of the Agreement are as follows:

- a) The Agreement establishes the PRF as an international organisation with legal personality and operational capacity. The headquarters will be in Nuku'alofa, Tonga.
- b) The PRF will provide grants, to support climate adaptation, disaster preparedness, nature-based solutions, and loss and damage initiatives across Pacific Island countries.
- c) Governance will be managed through two principal bodies:
 - a. the PRF Council, comprising finance ministers or their representatives as the supreme decision-making body, and
 - b. the PRF Board which will oversee the management, operational and administration of the Facility.

- d) A distinctive feature of the Agreement is its decision-making approach, which prioritises consensus “in the Pacific way,” while allowing for voting procedures where consensus cannot be reached.
- e) Membership of the PRF will be open to Pacific Islands Forum member countries through ratification, acceptance, approval, or accession, with the Pacific Islands Forum Secretary-General serving as the depository of the Agreement. Associate Members of the Forum may also participate with limited rights, subject to approval by the PRF Council. Members will not bear liability for the acts or omissions of the Facility.

3.4 Requirements for Implementation within a Signatory State

The Committee notes that implementation of the Agreement requires States to undertake specific administrative and operational measures to ensure compliance.

Parliamentary approval

The Committee noted that Cabinet endorsed the Agreement, and ratification by Fiji will be subject to parliamentary approval pursuant to Section 51 of the 2013 Constitution.

Obligations of Fiji upon Ratification

Upon ratification of the Agreement, Fiji will be required to undertake several obligations to facilitate the effective establishment and operation of the PRF. These obligations include the following:

(a) Recognition of Legal Personality

Fiji will be required to recognise the PRF’s international legal personality and full legal capacity. This includes enabling the PRF to operate as a legal entity within Fiji, enter into contracts, acquire and dispose of property, and participate in legal proceedings where necessary.

(b) Granting of Privileges and Immunities

Fiji will also be required to grant the necessary privileges and immunities to the PRF office within its territory to allow it to perform its functions independently and effectively. This will be facilitated through the Diplomatic Privileges and Immunities Act 1971, which provides the legal framework for recognising international organisations and granting privileges and immunities to their staff, employees, assets, premises, and records, including exemptions from taxation and immunity from legal processes.

(c) Accountability in the Use of PRF Funds

Fiji will be required to ensure that any funding accessed through the PRF is utilised strictly in accordance with the PRF’s Rules of Procedure, regulations, and related policies. This includes maintaining transparent reporting mechanisms and financial management systems that meet international accountability standards.

(d) Participation in Governance

As a member State, Fiji will participate in the governance structure of the PRF by designating a representative, such as the Minister responsible for Finance, to serve on the PRF Council. Fiji may also nominate candidates for positions on the PRF Board, where appropriate.

(e) Alignment with National Implementation Systems

Access to PRF financing will require coordination across relevant national institutions. This includes alignment with national public financial management systems administered by the Ministry of Finance, as well as collaboration with the Ministry of Environment and Climate Change, the National Disaster Risk Management Office, disaster-response agencies, community development bodies, and relevant private sector and civil society organisations involved in project implementation.

(f) Potential Financial Contributions

While the PRF does not mandate compulsory financial contributions from member States, the Council may determine that contributions are required as a condition for eligibility to access funding. Fiji must therefore remain prepared for the possibility of providing financial contributions in the future should such requirements be adopted by the Council.

3.5 Entry into force

The Agreement will enter into force once it has been ratified by eight (8) signatory countries. Membership is open to Forum member countries, while associate members may participate with limited rights subject to Council approval. The Pacific Islands Forum Secretary-General will serve as the depository for the Agreement.

As of February 2026, five (5) States have ratified the Agreement. These include Tonga (host country), Nauru, Solomon Islands, Tuvalu and the Republic of the Marshall Islands.

3.6 Benefits of the Agreement

Establishes a Pacific-owned regional financing institution.

The Agreement legally establishes the PRF as a Pacific-led international organisation, allowing Pacific Island countries to collectively manage and direct resilience financing according to regional priorities.

Strengthens regional cooperation and governance.

The Agreement creates governance structures such as the Council and the Board, enabling member states, including Fiji, to participate in decision-making on funding priorities and policies.

Improves access to climate and disaster financing.

By creating a dedicated regional institution, the Agreement helps address long-standing barriers Pacific countries face when accessing global climate finance mechanisms. Fiji will have access to direct and predictable grant-based financing to support climate adaptation, disaster preparedness, and resilient development initiatives. This approach reduces reliance on complex global climate financing mechanisms that often require lengthy application processes.

Enhances international recognition and partnerships.

The Agreement allows the PRF to operate with international legal personality, enabling it to enter into partnerships with development partners, donors, and international organisations.

Supports Pacific leadership in climate resilience.

The Agreement reinforces the Pacific region's collective voice in climate action and demonstrates regional solidarity in addressing climate change and disaster risks.

3.7 Potential Implementation Considerations

Administrative and Coordination Requirements

Implementation of the agreement will require coordination among multiple Government agencies, including those responsible for finance, climate change, disaster management, and community development. This may place additional administrative responsibilities on relevant institutions.

Privileges and Immunities for the PRF

Fiji will be required to grant privileges and immunities to the PRF and its personnel operating within the country. These may include tax exemptions and legal immunities that are typically granted to international organisations but may require administrative adjustments within national systems.

Potential Financial Contributions

While the PRF does not require mandatory financial contributions from member states, the governing Council may determine that contributions are necessary for eligibility to access funding. Fiji may therefore need to consider the possibility of future financial contributions.

4.0 Committee Deliberation and Analysis

4.1 Submissions

The Committee received written and in-person submissions from stakeholders as listed in 2.2.3.

4.2 Summary of Evidence received

Below is a summary of the information received from stakeholders in relation to the Agreement.

4.2.1 The Ministry of Finance

The Ministry of Finance informed the Committee that the PRF is a Pacific-led regional financing mechanism designed to strengthen the financial resilience of Pacific Island countries against climate change and disaster risks. The Facility will provide grant-based financing for climate adaptation, disaster preparedness, nature-based solutions, loss and damage, and community resilience initiatives aligned with the Sustainable Development Goals.

The Ministry explained that the PRF concept was endorsed by Pacific Islands Forum Leaders beginning in 2017–2018 and has since progressed through several regional decisions, including endorsement of the establishment agreement and the selection of Tonga as the host country for the PRF headquarters. The Treaty establishing the PRF was signed by fifteen Forum Leaders at the 54th Pacific Islands Forum Leaders Meeting in Honiara, and it will enter into force once at least eight member States ratify the Agreement.

The Ministry further advised that the PRF is being established as an international organisation with legal personality, enabling it to enter into contracts, acquire property and undertake legal proceedings. Member countries will be represented in the governing Council, while a Board appointed by the Council will oversee operations, investments and programme approvals.

In terms of financing, the Ministry indicated that the PRF aims to reach an initial capitalisation target of USD 500 million, with a longer-term target of USD 1.5 billion. The capital will be invested, and the returns from these investments will fund the operational costs of the Facility and provide grants to member countries for resilience projects. The Ministry emphasised that the Facility would provide grants rather than loans, meaning participating countries will not incur additional sovereign debt.

The Ministry also highlighted that PRF funding is intended primarily for small-scale, community-focused resilience projects, such as coastal protection, disaster preparedness initiatives and relocation or adaptation measures for vulnerable communities. These projects are expected to have high social impact even if the financial value of individual grants is relatively small.

Finally, the Ministry noted that for Fiji to effectively benefit from the PRF, several enabling measures will be required, including ratification of the Agreement, strong national governance and financial management systems, capacity to prepare and manage project proposals, community engagement in project design, and alignment of PRF-supported activities with national policies on climate change, disaster risk reduction and development planning.

4.2.2 The Pacific Resilience Facility

Representatives of the Pacific Resilience Facility informed the Committee that the Facility is a Pacific-led initiative developed in response to longstanding challenges faced by Pacific Island countries in accessing global climate finance. The PRF was conceived by Pacific Islands Forum Leaders to create a regional financing mechanism that enables Pacific countries to mobilise and manage climate and disaster resilience funding in a manner that is owned and led by the Pacific.

The Facility is being established by treaty as an international financial institution collectively owned by member governments. This legal structure is intended to strengthen the credibility of the PRF in engaging with global climate finance mechanisms and development partners, while demonstrating the Pacific's commitment to addressing climate and disaster resilience challenges through a unified regional approach.

The Committee was advised that the PRF operates under a financing model where grant contributions from international partners will be invested, and the returns generated from those investments will be used to fund resilience projects in Pacific communities. This approach is designed to create a sustainable financing mechanism that can continuously generate funding for community resilience initiatives over the long term.

The PRF further highlighted that its core focus is on small-scale, community-based resilience projects, particularly those related to climate adaptation, disaster preparedness, coastal protection, relocation of vulnerable communities, and other measures that strengthen resilience at the local level. The Facility emphasises reaching remote and underserved communities that often face difficulties accessing existing climate finance mechanisms due to complex application processes and capacity constraints.

The PRF also noted that funding will generally be channelled through national governments and accredited partners, including civil society organisations, to ensure proper governance, accountability and oversight. The Facility intends to develop streamlined grant processes while maintaining strong financial management and reporting standards to ensure that funds are used effectively and transparently.

Finally, the PRF emphasised that the success of the Facility will depend on the support and participation of Pacific Island countries. Ratification of the treaty by member states will signal the Pacific's collective commitment to strengthening regional resilience and advancing a Pacific-owned solution to the region's climate and disaster challenges.

4.2.3 Ministry of Rural and Maritime Development and Disaster Management

The Ministry of Rural and Maritime Development and Disaster Management (MRMDDM) informed the Committee that the PRF will provide an important source of grant financing to support climate adaptation, disaster preparedness, and resilience initiatives in rural and maritime communities. The Ministry highlighted that the Facility aligns closely with its Strategic Development Plan, particularly in strengthening resilient communities, improving essential services and supporting sustainable livelihoods in rural areas.

The Ministry advised that PRF funding could support community-level initiatives such as climate-resilient housing, water, sanitation and hygiene (WASH) projects, food security programmes and health-related interventions in rural and maritime areas. It was also noted that the Facility could help strengthen connectivity and accessibility through the development of resilient rural infrastructure, including community access roads, footbridges and communication systems that support early warning and post-disaster recovery.

The Ministry further explained that the Facility could contribute to strengthening disaster preparedness and disaster risk reduction efforts by supporting community-level response, recovery and resilience initiatives. The PRF is also expected to complement ongoing national efforts to mainstream disaster risk reduction across rural development programmes and enhance coordination among government agencies, civil society and the private sector.

In addition, the Ministry indicated that the Facility would assist in strengthening planning, monitoring and knowledge management by supporting improved data systems, including the development of a national rural development database and geographic information system (GIS) mapping to better inform risk-informed development planning.

The Ministry emphasised that accession to the Agreement will enable faster and more predictable access to grant funding, which could help address existing financing gaps and accelerate the implementation of development and disaster resilience initiatives in rural and maritime communities.

4.2.4 Ministry of Agriculture, Waterways and Sugar

The Ministry of Agriculture, Waterways and Sugar informed the Committee that the PRF presents an opportunity to strengthen climate resilience and sustainable development across Fiji's agriculture, waterways and rural communities. The Ministry noted that the Facility will provide grant financing for community-level climate adaptation initiatives, helping to address existing funding gaps in global climate finance mechanisms.

The Ministry highlighted that PRF funding could support the expansion of climate-smart agriculture practices, including improved irrigation systems, climate-resilient crop varieties, sustainable soil management and water-efficient farming systems. These measures are expected

to help farmers better manage the impacts of climate change, including cyclones and droughts, while strengthening food security and agricultural productivity.

The Ministry further advised that the Facility could contribute to strengthening rural livelihoods and food security through small-scale grant support to farmers and local organisations, enabling communities to recover more quickly following disasters without increasing national debt.

The Committee was also informed that PRF funding could support investments in nature-based infrastructure and watershed management, including mangrove restoration, erosion control, flood mitigation and coastal protection measures. These initiatives would help reduce climate and disaster risks while protecting agricultural land and ecosystems.

The Ministry additionally highlighted potential benefits for the sugar sector and other agriculture commodities, including investments in drainage systems, flood protection, climate-resilient cane production and improved rural access roads to support agricultural production during extreme weather events.

Finally, the Ministry emphasised that accession to the Agreement would require alignment of national policies, legislation and institutional systems with PRF governance and financial management requirements. The Ministry noted that strengthening institutional capacity and coordination will be important to support communities in accessing and effectively managing PRF grant funding.

4.2.5 Ministry of Women, Children and Social Protection

The Committee notes the written submission from the Ministry of Women, Children and Social Protection, which supports the establishment of the Pacific Resilience Facility and highlights the importance of ensuring that resilience financing is coordinated, inclusive and aligned with existing national strategies and frameworks.

The Committee notes that the Ministry emphasised the need for strong coordination across government agencies, particularly through the Ministry of Environment and Climate Change and the National Disaster Risk Management Office, to ensure that resilience financing translates into timely support for vulnerable populations, including women, children, persons with disabilities and older persons.

The Committee further notes that the PRF could support the implementation of Fiji's Adaptive Social Protection Strategy, including initiatives that integrate social protection with climate and disaster risk financing. The Ministry highlighted that linking disaster risk financing with existing social protection systems can enable early financing triggers and allow assistance to be scaled up quickly for vulnerable households during disasters.

Additionally, the Committee notes the Ministry's emphasis on ensuring that PRF-supported initiatives incorporate gender-responsive and socially inclusive approaches. In particular, the

Ministry highlighted the importance of aligning PRF activities with national frameworks on gender equality, social protection, disaster risk reduction and women's economic empowerment.

Overall, the Committee notes the Ministry's position that the PRF presents an opportunity to strengthen adaptive social protection systems, enhance early disaster response mechanisms and improve inclusive resilience planning for vulnerable communities in Fiji.

4.2.6 Ministry of Environment and Climate Change

The Ministry of Environment and Climate Change informed the Committee that the Agreement represents an opportunity for Fiji to support a Pacific-owned and Pacific-led mechanism designed to address the region's vulnerability to climate change and disasters. The Ministry emphasised that Pacific Island countries face significant challenges in accessing global climate finance due to complex, slow and costly processes that often do not reflect the realities of Pacific economies and communities.

The Ministry explained that the PRF was developed by Pacific Leaders to complement existing global climate funds by providing simplified, faster and more accessible grant-based financing for climate adaptation, disaster preparedness, nature-based solutions and loss and damage. This financing model is intended to support community-level resilience initiatives without increasing national debt.

The Committee was informed that the PRF has already received approximately USD 172 million in commitments from 13 development partners, demonstrating strong financial and political support from regional and international partners. The Ministry noted that accession to the Agreement will not create financial or legal liabilities for Fiji, as the Treaty provides that member States are not liable for the acts or obligations of the Facility.

The Ministry further highlighted that participation in the PRF will strengthen Fiji's institutional capacity, including improvements in public financial management, resilient development planning and climate finance management. These measures are expected to enhance Fiji's ability to access and effectively manage climate-related financing from multiple sources.

The Committee was also advised that Fiji's accession would reinforce its regional leadership in climate action and Pacific cooperation. Fiji has played a prominent role in advancing global climate negotiations, including its presidency of United Nations Climate Change Conference 2017 under the United Nations Framework Convention on Climate Change and its advocacy for the operationalisation of financing mechanisms addressing climate-related loss and damage.

The Ministry further clarified that ratification of the Agreement will require parliamentary approval and recognition of the PRF's legal personality in Fiji. It was noted that privileges and immunities granted to the PRF would be consistent with standard international practice under

the Diplomatic Privileges and Immunities Act 1971 and similar arrangements granted to other international organisations.

The Ministry highlighted that Fiji currently accesses support through multiple international financing mechanisms, which are administered through different systems and can result in fragmented funding arrangements. The PRF is intended to address this challenge by providing a Pacific-owned and Pacific-led financing mechanism that is tailored to the Pacific context and designed to improve access to support for resilience projects.

The Facility could complement emerging international mechanisms, including the Agreement on Biodiversity Beyond National Jurisdiction (BBNJ), which are still under development. Evidence provided indicates that the PRF could help bridge current financing gaps while global mechanisms continue to evolve and assist Fiji in strengthening regional resilience and positioning itself to effectively engage with future international climate and ocean-related financing frameworks.

Finally, the Ministry emphasised that if Fiji does not ratify the Agreement, the PRF will still become operational once the required number of ratifications is reached. However, Fiji would not be able to participate in the governance of the Facility or influence its policies and investment decisions. Accession would therefore enable Fiji to benefit from grant financing while maintaining a voice in shaping the future direction of the PRF.

4.2.7 The Solicitor-General's Office

The Agreement to Establish the PRF has treaty status and therefore requires parliamentary approval before Fiji can ratify it. The Agreement establishes the Pacific Resilience Facility as an international organisation with its own legal personality, allowing it to enter contracts, hold assets, and undertake legal actions.

The Committee was informed that Fiji's accession would not require new enabling legislation, as existing laws, particularly the Diplomatic Privileges and Immunities Act 1971, already provide the framework to confer legal status, privileges, and immunities to the Facility, subject to Cabinet approval.

Officials highlighted that the Agreement would become operational once at least seven member countries and the host country, Tonga, ratify it. At the time of deliberations, five countries had ratified the Agreement, with additional ratifications required for it to enter into force.

The Committee also noted that ratification does not impose mandatory membership contributions on Fiji. Any minimal financial contribution would be derived from allocations received under the Facility and is expected to have negligible fiscal impact. The Committee was further informed that the Facility will operate as a separate legal entity, meaning Fiji will not be liable for the organisation's debts or obligations.

Additionally, decision-making within the Facility will occur through a Council of member states, represented by Ministers of Finance, primarily through consensus, ensuring that Fiji retains its sovereign decision-making authority. The Committee was also informed that funding under the Facility is intended to reach community-level organisations directly, complementing existing climate and disaster financing mechanisms.

Overall, Fiji's ratification would have minimal legal, financial, and institutional implications while providing an additional avenue for climate and disaster resilience financing.

4.2.8 Fiji Business Disaster Resilience Council

The Committee heard submissions from the Fiji Business Disaster Resilience Council (FBDRC), operating under the Fiji Commerce and Employers Federation, which expressed its support for the Agreement and the establishment of the PRF.

The submission highlighted that Micro, Small and Medium Enterprises (MSMEs) form the backbone of Fiji's economy, accounting for approximately 80 percent of formal businesses and employing around 60 percent of the workforce. The Committee was informed that disasters significantly disrupt MSMEs, affecting employment, supply chains, household income, and overall economic stability.

FBDRC presented that while climate and disaster financing mechanisms exist, they are often difficult for private sector actors, particularly MSMEs, to access due to complex procedures and a focus on sovereign or public sector financing. As a result, private sector preparedness and resilience remain underfunded, with most support provided only after disasters and often in the form of debt.

The Council highlighted that the PRF could address this financing gap by providing accessible, grant-based funding tailored to Pacific needs and focused on preparedness rather than solely post-disaster response. The FBDRC further advised that it is developing a Private Sector Disaster Resilience Toolkit to assist businesses with preparedness, disaster response, recovery, and risk financing, and that PRF financing could support the rollout and scaling of such initiatives.

The Committee noted the FBDRC's recommendation that Parliament support ratification of the Agreement and ensure that the private sector is recognised as a key partner in resilience-building initiatives, including through accessible financing mechanisms and capacity-building programmes aimed at strengthening disaster preparedness and recovery within the business community.

4.2.9 Fiji Council of Social Services (FCOSS) and the Pacific Islands Association of Non-Governmental Organisations (PIANGO)

The Committee received submissions from the FCOSS and the PIANGO, which represent extensive networks of civil society organisations and community-based groups across Fiji and the wider Pacific region.

The Committee noted that both organisations expressed support for Fiji’s ratification of the Agreement and the establishment of the PRF, recognising it as a Pacific-led initiative that aligns with regional priorities for resilience, self-determination, and accessible climate and disaster financing.

The Committee further noted the important role of civil society organisations in strengthening community resilience through their local knowledge, trusted relationships, and capacity to reach vulnerable and marginalised communities. FCOSS and PIANGO highlighted that the PRF could help address existing financing gaps by enabling more accessible funding for community-based initiatives that are often unable to access complex global climate finance mechanisms.

The Committee also noted the view that the PRF should prioritise community-level resilience, support Pacific ownership and leadership, and ensure meaningful participation of civil society organisations in its implementation. In this regard, FCOSS and PIANGO encouraged the Government of Fiji to promote inclusive governance arrangements within the PRF, including opportunities for civil society representation in advisory structures and the establishment of national coordination mechanisms to strengthen collaboration between government, civil society, and community organisations.

Overall, the Committee noted that civil society organisations support Fiji’s early engagement with the PRF and emphasised that the Facility should complement existing programmes while strengthening community-led resilience and inclusive participation in climate and disaster financing initiatives.

4.3 Committee Analysis

The Committee carefully considered the submissions received from government ministries, regional institutions, the private sector and civil society organisations regarding Fiji’s proposed ratification of the Agreement and the establishment of the PRF.

Overall, the Committee observed broad support across stakeholders for Fiji’s participation in the PRF. Submissions consistently highlighted the growing vulnerability of Pacific Island countries to climate change, natural disasters and related socio-economic impacts, and the need for more accessible and predictable financing mechanisms to support resilience-building initiatives.

The Committee notes that the PRF represents a significant regional initiative led by Pacific Island countries to address longstanding barriers to accessing global climate finance. Unlike many existing international financing mechanisms, the PRF is designed to provide simplified, grant-based funding tailored to the Pacific context, particularly for small-scale, community-focused resilience projects. The Committee considers that this approach responds to persistent challenges faced by Pacific countries, where complex application processes and capacity constraints have often limited access to international climate funds.

The Committee further notes that the proposed financing model of the PRF, where capital contributions are invested and the investment returns are used to fund grants, has the potential to create a sustainable and long-term source of resilience financing for the region. The Committee considers that such a model could help ensure a predictable stream of support for climate adaptation, disaster preparedness and community resilience initiatives without increasing sovereign debt burdens for Pacific Island countries.

The Committee also recognises that the PRF could complement existing national and international financing mechanisms by focusing on community-level resilience projects that are often overlooked by larger global funds. Submissions highlighted that these smaller initiatives, including coastal protection, resilient infrastructure, climate-smart agriculture and community preparedness programmes, can deliver significant social and economic benefits, particularly for vulnerable rural and maritime communities.

In considering the submissions from the FBDRRC, the Committee acknowledges the important role of the private sector in national resilience. MSME's constitute a large proportion of Fiji's businesses and workforce and are frequently among the most affected by disasters. The Committee notes that improved access to resilience financing for MSMEs could strengthen economic recovery, protect livelihoods and reduce broader economic disruptions following disasters.

The Committee also recognises the contributions of civil society organisations highlighted by the FCOSS and PIANGO. These organisations play an important role in reaching vulnerable and marginalised communities and in supporting locally led resilience initiatives. The Committee considers that meaningful engagement of civil society and community organisations will be important to ensure that PRF-supported initiatives effectively reach those most at risk.

From a legal and institutional perspective, the Committee notes that the PRF will be established as an international organisation with its own legal personality and governance structure. The Committee further notes that ratification of the Agreement is not expected to require new enabling legislation, as existing provisions under Fiji's legal framework can provide the necessary privileges and immunities for the organisation.

The Committee also notes that ratification of the Agreement will enable Fiji to participate in the governance of the PRF through representation on its Council, where key decisions relating to policy direction, investments and programme approvals will be made. Participation at this level will allow Fiji to contribute to shaping the strategic direction of the Facility and ensure that its priorities reflect the needs and realities of Pacific Island countries.

In addition, the Committee observes that the PRF could contribute to strengthening Fiji's institutional capacity in areas such as climate finance management, resilient development planning and public financial management. Improved coordination among government agencies, development partners and community organisations will be important to ensure that Fiji is well positioned to access and effectively utilise PRF-supported funding.

The Committee also noted the alternative should Fiji not ratify the Agreement. Without membership, Fiji will not be able to influence the Facility's rules, shape its investment policies, nominate representatives to the inaugural Board, or ensure that national priorities, such as climate adaptation, disaster response, and community development initiatives advocated by civil society, are reflected in its operations. By ratifying the Agreement, Fiji will become a recipient, beneficiary, and shareholder in the institutional development and capital growth of the PRF. This will also enable Fiji to benefit directly from its long-term investments and its mandate to provide grant financing to the most vulnerable communities that are in greatest need of support.

While the Committee recognises the potential benefits of the PRF, it also considers that effective implementation will depend on Fiji's ability to develop strong national coordination mechanisms, prepare high-quality project proposals and ensure accountability in the management of grant funding. Strengthening institutional capacity and ensuring alignment with national development and climate policies will therefore be critical to maximising the benefits of the Facility.

Overall, the Committee is of the view that the PRF represents a significant opportunity for Fiji and the wider Pacific region to strengthen climate and disaster resilience through a Pacific-owned financing mechanism that prioritises community-level action and long-term sustainability.

5.0 Sustainable Development Goals (SDG)

The Agreement is intended to finance community-level adaptation, disaster preparedness and resilient infrastructure, helping Pacific countries strengthen multiple systems that support long-term climate and disaster resilience. The SDG analysis in relation to the operations of PRF in Fiji include the following:

SDG 1 – No Poverty

As a grant-based financing mechanism, the PRF can support community resilience and assist vulnerable households to recover more quickly from disasters and reduce the risk of falling into poverty.

SDG 2 – Zero Hunger

Through the Ministry of Agriculture, Waterways and Sugar, the PRF can support climate-smart agriculture, improved irrigation systems and sustainable food production to strengthen food security and agricultural resilience in communities vulnerable to climate-related shocks.

SDG 5 – Gender Equality

The PRF promotes gender inclusivity by ensuring the participation and consideration of women and girls, as well as men and boys, across all aspects of its governance, administration, and the implementation of its programmes and projects.

SDG 8 – Decent Work and Economic Growth

The FBDRC highlights that PRF-supported resilience initiatives for MSMEs can help protect employment, strengthen supply chains and support economic recovery following disasters.

SDG 9 – Industry, Innovation and Infrastructure

The MRMDDM notes that efforts are underway to mainstream disaster risk reductions (DRR) across major infrastructure and rural development projects through an established inter-agency taskforce, and that support from the PRF could further assist in financing initiatives that integrate DRR considerations into rural infrastructure and development planning.

SDG 13 – Climate Action

The Ministry of Environment and Climate Change and the Ministry of Finance emphasise that PRF grants will complement financing climate adaptation, nature-based solutions and disaster risk reduction initiatives which will strengthen Fiji's response to climate-related threats.

6.0 Conclusion

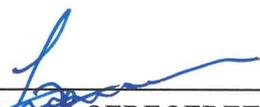
The Committee recognises that Pacific Island countries, including Fiji, face escalating climate and disaster risks that demand accessible, sustainable, and locally responsive financing mechanisms. The establishment of the PRF represents a historic regional initiative to address these challenges through a Pacific-owned and Pacific-led institution. The Facility is specifically designed to strengthen resilience at the community level, supporting climate adaptation, disaster preparedness, nature-based solutions, and recovery efforts, while complementing existing global climate finance mechanisms and simplifying access for small island developing states.

The Committee notes that ratification of the Agreement would allow Fiji to actively participate in the governance of the Facility, contribute to shaping its policy direction, and access predictable, grant-based financing aligned with national development priorities. The Facility's grant model, combined with its dedicated investment arm, provides a practical mechanism for translating national climate and disaster policies into actionable, community-focused projects. As the first Pacific-owned finance institution, the PRF is uniquely positioned to generate sustainable funding streams that directly support Fiji's resilience-building initiatives without increasing sovereign debt.

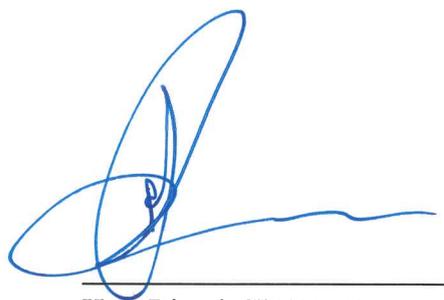
Considering the clear benefits outlined in submissions from government ministries, civil society, and the private sector, the Committee strongly recommends that Parliament approve the ratification of the Agreement. Ratification will enable Fiji to secure long-term, Pacific-led financing, strengthen national institutional capacity, and participate in a governance framework that ensures local priorities and vulnerable communities are prioritised. The Committee considers ratification of the Agreement is not only an investment in climate and disaster resilience but also a milestone in reinforcing Fiji's leadership within the Pacific region.

Therefore, the Committee recommends that Parliament approve the ratification of the Agreement to Establish the Pacific Resilience Facility.

7.0 Committee Members' Signatures



Hon. Lenora QEREQERETABUA
Chairperson



Hon. Rinesh SHARMA
Deputy Chairperson



Hon. Isikeli TUIWAILEVU
Member



Hon. Penioni RAVUNAWA
Member



Hon. Virendra LAL
Member



Hon. Falto ROKOMATU
Member

8.0 Annexure

Published evidence

Written evidence, transcripts, and supporting documents can be viewed on the Parliament website at the following link:

<https://www.parliament.gov.fj/committees/standing-committee-on-foreign-affairs-and-defence/>