



PACIFIC ISLANDS
EMERGENCY MANAGEMENT
ALLIANCE



Base funding
2023 – 2027 design



Pacific
Community
Communauté
du Pacifique



NEW ZEALAND
FOREIGN AFFAIRS & TRADE
Aid Programme

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LIST OF ACRONYMS

AFAC	National Council for Fire and Emergency Services, formerly Australasian Fire and Emergency Service Authorities Council Ltd
APTC	Australia Pacific Training Coalition
BSRP	Building Safety and Resilience in the Pacific II (EU funded)
DART	Australian Disaster Assistance Response Teams
DCRP	Disaster and Community Resilience Programme (SPC)
DFAT	Australian Department of Foreign Affairs and Trade
EQAP	Education Quality and Assessment Programme (SPC)
EM-DAT	Emergency Events Database
EU	European Union
FRDP	Framework for Resilient Development in the Pacific 2017-2030
FSM	Federated States of Micronesia
FSRS	Forum Officials Committee Sub-Committee on Regional Security (PIFS)
GDP	Gross Domestic Product
GEDSI	Gender Equality, Disability and Social Inclusion
GEM	Geosciences, Energy and Maritime Division (SPC)
HADR	Humanitarian Assistance and Disaster Relief mechanism
HRSD	Human Rights and Social Development Division (SPC)
IFRC	International Federation of Red Cross and Red Crescent Societies
IMF	International Monetary Fund
MERL	Monitoring, Evaluation, Research and Learning
MFAT	New Zealand Ministry of Foreign Affairs and Trade
NCCTRC	Australian National Critical Care and Trauma Response Centre
NDMO	National Disaster Management Office
PDF	Pacific Disability Forum
PHWP	Pacific Humanitarian Warehousing Programme
PIANGO	Pacific Island Association of Non-Governmental Organisations
PICP	Pacific Island Chiefs of Police Secretariat
PIC	Pacific Island Countries
PICT	Pacific Island Countries and Territories
PIEMA	Pacific Islands Emergency Management Alliance
PIFESA	Pacific Island Fire and Emergency Services Association
PIFS	Pacific Islands Forum Secretariat
PNG	Papua New Guinea
PRP	Pacific Resilience Partnership
RDMM	Regional Disaster Managers Meeting
RMI	Republic of Marshall Islands
SER	Social and Environmental Responsibility (SPC)
SPC	Pacific Community
SREM	Strategic Roadmap for Emergency Management
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
USP	University of the South Pacific
WAN	Women's Advisory Network (PICP)

SUMMARY

Title:	Pacific Islands Emergency Management Alliance (PIEMA) Base funding 2023-2027	
Beneficiaries:	Pacific Region, including 14 Pacific Island Countries (PICs): Cook Islands, Federated States of Micronesia (FSM), Fiji, Kiribati, Nauru, Niue, Palau, Papua New Guinea (PNG), Republic of the Marshall Islands (RMI), Samoa, Solomon Islands, Tonga, Tuvalu and Vanuatu. ¹	
Total value:	EUR 3,600,000	AUD 6,000,000
Funding source(s):	DFAT: EUR 1,800,000 MFAT: EUR 1,800,000	DFAT: AUD 3,000,000 MFAT: AUD 3,000,000
	<i>(scale up options provided for additional investment opportunities under Appendix 3)</i>	
Timeframe:	Duration: 4.5 years Expected start date: 1 July 2023 Expected end date: 31 December 2027, including completion reporting period of 3 months	
Implementing partners:	<p><u>Core implementing partners:</u></p> <ul style="list-style-type: none"> - Pacific Community (SPC) and PIEMA members: National Disaster Management Offices (NDMOs), Police, Fire and Emergency Services in the Pacific - PIEMA umbrella bodies: Regional Disaster Managers Meeting (RDMM), Pacific Island Chiefs of Police (PICP, including PICP Women's Advisory Network (WAN)) and Pacific Islands Fire and Emergency Services Association (PIFESA) <p><u>Plus, a range of support and strategic partners: .</u></p> <ul style="list-style-type: none"> - Pacific Island Forum Secretariat (PIFS) - University of the South Pacific (USP) TAFE, Australian Pacific Training Coalition (APTC), Centre for Humanitarian Leadership, and other regional/national training organisations - RedR Australia - SPC's Education Quality and Assessment Programme (EQAP) and Human Rights and Social Development (HRSD) Division (including Pacific Women Lead initiative) - National Council for Fire and Emergency Services (formerly Australasian Fire and Emergency Service Authorities Council Ltd (AFAC)) <p><u>PIEMA to also seek opportunities to engage and collaborate with the following agencies (as appropriate):</u> United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA); World Food Programme (WFP), Pacific Disability Forum (PDF); International Federation of Red Cross and Red Crescent Societies (IFRC); Pacific Island Association of Non-Governmental Organisations (PIANGO); Pacific Fusion Centre, the Melanesian Spearhead Group Humanitarian Emergency Response Coordinating Center (MSG-HERCC), and the Pacific Humanitarian Warehousing Program (PHWP).</p>	
SPC role:	SPC's Disaster and Community Resilience Programme (DCRP) provides:	

¹ While not within scope of this funding proposal, participation by Timor-Leste in PIEMA and related meetings held by SPC is welcomed and supported/funded under European Union projects where Timor-Leste is included within project funding.

	<ul style="list-style-type: none"> - administration of PIEMA funding - secretariat support for the Alliance, including monitoring, updating and reporting against the country-level and the Pacific Regional Strategic Roadmap for Emergency Management (Pacific SREM) and annual workplans. - coordination, technical assistance, information sharing, partnership brokering, and resource mobilisation support for country-level and regional emergency management stakeholders. - support with implementation of targeted country-level SREM (or equivalent) actions. - coordination and implementation for regionally driven activities.
Management responsibility:	<p>Design written by: Kat Paton & Nicola Cherry Date submitted: 30 June 2023 Development led by: Geosciences, Energy and Maritime (GEM) Division Cleared by Division Director: Ms. Rhonda Robinson</p>

STRATEGIC ALIGNMENT

- As detailed in Appendix 1, PIEMA is strategically and strongly aligned with priorities that are:
- Global: Sustainable Development Goals, Sendai Framework for Disaster Risk Reduction 2015-2030; the Commitments to Action from the World Humanitarian Summit 2016, the SAMOA Pathway 2015 and the Paris Climate Agreement.
 - Regional: 2050 Strategy for the Blue Pacific Continent; Boe Declaration Action Plan; Framework for Resilient Development in the Pacific 2017-2030 (FRDP), Nadi Declaration (2022).
 - National PIC: SREMs, Disaster Risk Management Acts, Policies, Strategies and Plans.
 - SPC: SPC Strategic Plan 2022-2031; GEM Business Plan (2022-2027), DCRP programme planning.
 - Donor: DFAT/MFAT geographic focus on the Pacific, as well as DFAT-MFAT Humanitarian Monitoring and Evaluation Framework for the Pacific (2018); Gender Equality in Humanitarian Action Roadmap 2022-2026 (DFAT); Development For All Strategy 2015-2020 (DFAT); Humanitarian and Disaster Management Four Year Plan 2022-2026 (MFAT)

EXECUTIVE SUMMARY

Pacific Island Countries (PICs) are some of the most physically vulnerable nations in the world. In addition to inherent man-made risks, due to their location and typography, many PICs are highly exposed to geohazards, as well as climate and weather extremes that are exacerbated by climate change. The recent global pandemic has also shed light on the impact biosafety and biosecurity risks can have on Pacific social, cultural and economic wellbeing.

In 2013, PIEMA was established to promote collaboration between, and interoperability of disaster and emergency management agencies in the Pacific in line with an “all risks, all hazards and all agencies”. This has involved building foundations of trust, leadership and teamwork.

While PIEMA was mobilised under the previous Building Safety and Resilience in the Pacific Phase 1 project (funded by the European Union (EU), implemented by Pacific Community (SPC)), the Alliance only really began to mature with dedicated support from the Australian and New Zealand Governments since 2017. SPC has provided secretariat and coordination support to PIEMA, working for the benefit of PICs in close collaboration with strategic partners, stakeholders and other programmes, benefiting from their skills, time, networks and resources.

This next phase of support from the Australian and New Zealand Governments will build on the previous phase and focus on PIEMA Member identified priority challenges associated with: national institutional capacity and capability; emergency sector personnel capacity; gender representation and social inclusion; leveraging benefits of regional alignment; knowledge management; and resource mobilisation.

The design is guided by consultations with PIEMA Members, donors and other stakeholders. It also draws on combined experiences and achievements in disaster and emergency management reform from across the region. This includes acknowledging the transformational nature of the change PIEMA is pursuing, and the time and space required for this to occur (including to only travel at a pace and in a manner that encourages acceptance of change amongst PIEMA Members). It is also acknowledged that successes are and will be unevenly experienced, but they are likely to seed further growth (if the environmental conditions are created) until a tipping point is reached and common language, systems and doctrine become the norm. Moreover, PIEMA (2023-2027) will be intentional and focused on the core value that PIEMA offers amidst the broad web of actors and initiatives that exist within the Pacific humanitarian environment and the tight limitations of PIEMA resources – it is a unique catalyst for change or node of influence seeking to improve collaboration and capacity of and amongst national core disaster and emergency management agencies, thus strengthening the ability of PICs to lead their own disaster and emergency responses.

To be successful, PIEMA must: build common understanding of the reciprocal expectations between PIEMA Members, the secretariat and other key partners; have a clear structure; work flexibly using a range of delivery modalities across the region, particularly, given the inevitable impact of frequent disaster events; embed a people-centred approach – and promote a learning pathways approach to personnel capability building activities. This design seeks to achieve this.

Thus, over the 2023-2027 period, PIEMA will primarily focus on the country-level NDMO, Police, Fire and Emergency Service agencies (and their regional representatives), as well as wider SPC, FSRs, PRP Taskforce and development partners as being within its spheres of control and influence. By working with PICs to embed robust and sustainable emergency management governance, planning and investment platforms (Output 1), and further professionalise the Pacific disaster management sector with targeted personnel and institutional capacity and capability development incorporating inclusion and diversity practices (Output 2), PIEMA will continue to:

- provide opportunities to build trust, teamwork and collaboration across the Pacific disaster and emergency management sector (short-term outcome (STO) 1);
- promote standardised, inclusive, participatory and informed approaches to disaster and emergency management in the Pacific (STO 2); and
- increased diversity, enhanced inclusion and sustainability for national disaster management capacity (STO 3).

The Alliance will encourage and empower PIEMA's national members to then work more collaboratively within their own countries with sub-national disaster and emergency management stakeholders, and PIEMA's regional stakeholders to intentionally promote common doctrine² and collaboration amongst other humanitarian actors.

While PIEMA will only be able to affect change at an STO level, PIEMA will contribute to three mid-term outcomes (MTOs):

- confident decision-making, inspiring and inclusive leadership and influence across the Pacific disaster and emergency management sector (MTO 1);
- country and regional-level coordination and interoperability across disaster preparedness and response activities (MTO 2); and
- Pacific countries are capacitated/ enabled to efficiently and effectively lead disaster and emergency preparedness and response, which meet the needs of women, people with disabilities and marginalised groups (MTO 3).

In turn, and subject to a myriad of external factors, these MTOs will contribute to reducing loss in the Pacific from disaster events (long-term outcome).

² Common Doctrine is used in PIEMA's Strategic Agenda 2020 to refer to increasing "commonality of emergency management, language, processes and systems" that facilitates interoperability.

1. ANALYSIS AND STRATEGIC CONTEXT



*“...the immediate and pressing emphasis is to strengthen the capacity of emergency management professionals in the Pacific Islands region through programs that have a strong focus on building the often less tangible foundations of **TRUST, LEADERSHIP** and **TEAMWORK**. This is supported by common language, systems and doctrine. PIEMA is more about attitude, behaviours and values... PIEMA places great value on ‘what we do’, as emergency management professionals but focuses more on ‘how we do it’. This is a significantly more difficult concept, as it requires a mindset change to a more holistic ‘whole of sector/country/region’ approach:*

All Risks | All Hazards | All Agencies”

Source: PIEMA Strategic Agenda 2020 (2016)

Introduction

Pacific Island Countries (PICs) are some of the most physically vulnerable nations in the world. In addition to inherent man-made risks, due to their location and topography, many PICs are highly exposed to geohazards, as well as climate and weather extremes that are exacerbated by climate change. The recent global pandemic has also shed light on the impact biosafety and biosecurity risks can have on Pacific social, cultural and economic wellbeing.

Between 1980-2016, the impact of 204 disasters related to natural hazards were recorded in the Emergency Events Database (EM-DAT) in 12 PICs by the International Monetary Fund (IMF), equivalent to a 46% probability of being hit by a disaster each year. On average, IMF found these disasters caused 14% damage to Gross Domestic Product (GDP) and affected 11% of the population (often those who are the most vulnerable). In addition, small-to-medium sized disaster events have tended to have accumulative impacts of a similar magnitude to large disaster events.

While there had been considerable investment and progress in reducing disaster risks, improving preparedness, strengthening responses, and speeding up recovery across the region, much of the focus was on the acquisition and use of technology, infrastructure and equipment prior to the establishment of PIEMA in 2013.³ Although such investment is an ongoing imperative, an “all risks, all hazards and all agencies” approach in the Pacific centres on the need for effective collaboration. It was thus affirming that at the 2023 PIEMA design consultations with members (National Disaster Management Offices (NDMOs), Police and Fire Services), “collaboration” was the dominant word that was associated with this still nascent Alliance (see Figure 1). This is the essence of the value that PIEMA adds within a complex web of the Pacific disaster and resilience architecture.

³ Since that time, policy and planning support has received considerably more attention.

Figure 1: What PIEMA means to its members in one word (2023 PIEMA consultations)



Within the disaster and emergency management sector globally, it is recognised that *“collaborative approaches to emergencies and disasters are challenging because the effectiveness hinges on successful integration of efforts across partners in the collaboration, which in turn calls for strong leadership in an environment where power, authority, and responsibility do not necessarily accrue to one organization or one person and decisions cannot be made unilaterally. Establishing trusting relationships, processes for reaching consensus, building team spirit, and ensuring mutual understanding are key for successful collaboration.”*⁴

Since its inception, PIEMA has thus sought to focus on the intangible but essential foundations of **trust**, **teamwork** and **leadership**, through first seeking to:

- **standardise emergency management operational doctrine** (language, processes, systems) within and across agencies and countries to provide a foundation for greater interoperability, mutual support, and reinforcement nationally and regionally.
- **strengthen relationships and leadership** nationally and regionally across Pacific NDMOs, Police, Fire and Emergency Services as the lead response agencies in their respective PICs, with partners including the Armed Forces.⁵ PIEMA has become a point of regional interface between the Regional Disaster Managers Meeting (RDMM), the Pacific Islands Fire and Emergency Services Association (PIFESA) and the Pacific Island Chiefs of Police (PICP) Secretariat. There has been a need to recognise and invest in relationships being established during preparedness phases to provide a strong foundation for more effective disaster responses that ultimately save Pacific lives and assets. To be truly effective, however, these relationships need to transcend individuals. This takes time, particularly given high staff turnover in the region.
- **raise the profile of disaster and emergency management** and engender greater stakeholder participation in safety and resilience building.
- **professionalise** the sector by increasing the level of proficiency and dedication to disaster and emergency management, and learning from experiences.

While supported through the SPC-implemented Building Safety and Resilience in the Pacific Phase 1

⁴ N. Alshayhan (2021) *Leadership in Collaborative Emergency Management and Resilience*. Paper presented at the Leading Change Conference 2021, #LEADCC21 February 18, 2021

⁵ In the Pacific, Armed Forces exist in Fiji, Papua New Guinea and Tonga. The rest of the Pacific has Police Forces with some, like Vanuatu, having para-military elements within the Police Force.

project (2013-2019, funded by the European Union (EU)) in its mobilisation phase, the PIEMA network only really began to mature with dedicated support from the Australian and New Zealand Governments since 2017. SPC has provided secretariat and coordination support to PIEMA, working for the benefit of PICs in close collaboration with strategic partners, stakeholders and other programmes, benefiting from their skills, time, networks and resources.

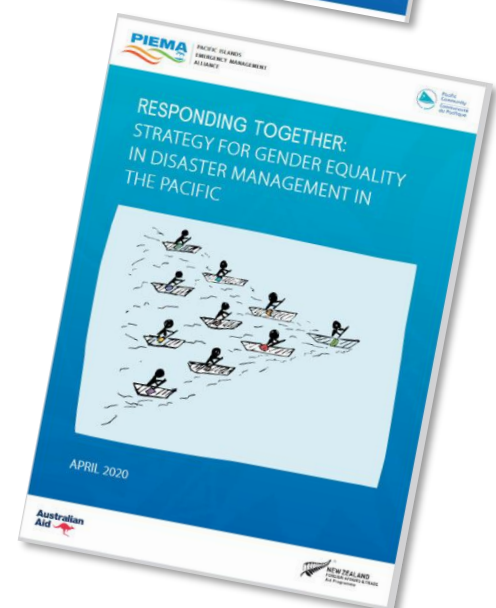
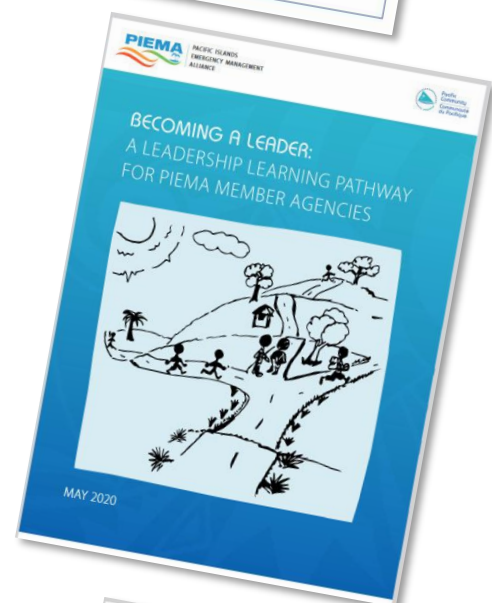
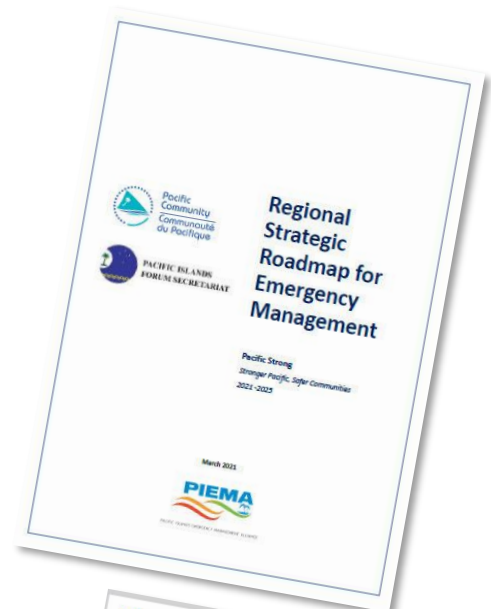
As the secretariat, SPC's Disaster and Community Resilience Programme (DCRP) has been charged with the responsibility of coordinating the Regional Strategic Roadmap for Emergency Management (Pacific SREM) (2021-2025) workplan implementation, monitoring and reporting. The Pacific SREM sets out a more indepth context and rationale for the current work of the Alliance, and consolidates common streams of focus identified through country-level SREMs. This includes highlighting how common emergency management approaches, pre-defined protocols, interoperable systems, and complementary capabilities are key to effective emergency management in the Pacific region at regional, national and sub-national levels. Similarly, it notes the advantages in building emergency management capacity via a strong collaborative 'Pacific-to-Pacific' approach, including:

- maximising resources (from national and regional partners);
- promoting Pacific-led and sustainable capacity development, including through mentoring and peer-to-peer learning; and
- harnessing/supporting the capabilities that exists across the region.

The Pacific SREM outlines the full range of needs and ambitiously identifies 33 key actions required to achieve its eight short-term outcomes that fall under three pillars (governance; capacity and capability and asset coordination). Finalised during the pandemic, momentum in its implementation has been delayed. There is now a need to prioritise the actions within the Pacific SREM, and reframe according to changing contextual factors.

Despite pandemic restrictions dampening meaningful engagement, PIEMA efforts continued remotely, with many recommendations from a mid-term review in 2020 able to be implemented. At the 2023 design consultations, PIEMA Members confirmed that PIEMA aids with strengthening preparedness and response for, and recovery from emergencies and disasters across the region. This was recognised as being particularly through efforts to:

- strengthen emergency management capacity development offerings and access to accredited/non-accredited training across the region (including establishing a sustainable capacity development model to create a succinct learning and education pathway to professionalise the emergency management sector).
- share information and access to knowledge products, templates and technical advice (including to improve gender equality within the sector).



- facilitate national dialogues amongst response personnel, resulting in country-level SREMs in 10 PICs that have been used nationally to leverage resources, commitment and action from stakeholders to strengthen emergency preparedness and response; and
- support twinning relationships between PIC Fire and Emergency Services and relevant AFAC counterparts.

Members thus consider that PIEMA has achieved some of its desired outcomes, but there is still more work to be done.

Specific challenges

Identified through PIEMA member and stakeholder consultations, SREMs and PIEMA strategies produced in the previous phase, as well as PIEMA and broader DCRP monitoring and evaluation, the immediate and core challenges, problems and opportunities for which PIEMA could affect change are outlined below.

National institutional capacity and capability

Pacific governments are responsible for leading disaster preparedness, response and recovery efforts in response to disaster events in their countries.² The success of locally-led responses depends on the functionality and effectiveness of national coordination mechanisms. At a national level, the key disaster response coordinating agencies are national NDMOs who must build harmonised, informed, inclusive and engaged disaster management sectors so that they can deliver emergency and disaster outcomes that are inclusive, sustainable and measurably improve human wellbeing.³ As noted in the PIEMA mid-term review, a core challenge remains to further strengthen and consolidate NDMO leadership and institution capacity (along with provincial and local capacity) in some PICs.

Where government responses have not been well coordinated, there are examples of international actors side-lining national coordination arrangements during large scale disaster events, (undermining governments' authority), or international actor involvement becoming chaotic.

There is also a need to further support improvements to policy and regulatory environments in some PICs, along with strengthening and testing of inclusive systems, procedures and interoperability capabilities that facilitate effective coordination during disaster events. The majority of country-level SREMs will expire in 2023, and for those PICs with SREMs, there is consistent endorsement of the process and plan to guide change within national emergency management sectors.

Leveraging benefits of regional alignment

The inaugural Pacific Disaster Risk Management Ministers meeting (2021) showcased the value of executive leadership showing solidarity, adopting a collaborative approach and leveraging the benefits of regional alignment. There is a need to further amplify Pacific leadership and voice within the international humanitarian environment so that the system is delivering in a manner that also serves the needs of PICs.

With the establishment of the much broader Pacific Resilience Partnership (PRP), the Regional Disaster Managers Meeting (RDMM) was tagged onto the PIEMA Annual Meetings. Given the important role NDMOs play in coordinating response, there is an opportunity for the RDMM to be a more organised community of practice focused on strategic dialogue specific to Disaster Managers, with a much stronger collective voice and influence as technical agencies.

The Alliance across the NDMO, Police, Fire and Emergency Services is still maturing and finding its place within the wider (often chaotic) Pacific humanitarian environment. PIEMA has formed and stormed.⁵ Norms are now beginning to develop.

As the Alliance matures, more attention is required to streamline efforts, clarify role and positioning, so that the thought leadership, voice, and influence of its members can be amplified. There is now an opportunity to test, clarify and align proposed implementation management structures within the Pacific SREM. This includes PIEMA linkages into the 2018 Action Plan for the Boe Declaration on Regional Security, overseen by the Forum Officials Committee Sub-Committee on Regional Security (FSRS).

As noted in the Pacific SREM, there is also a need to create opportunities to practically strengthen intra-regional interoperability; more meaningfully connect with other humanitarian actors, including civil society specifically women's and disability organisations; and allow for cross-Pacific deployments and exchanges of personnel and resources.

⁶ World Humanitarian Summit Pacific Stakeholder Analysis (2015)

⁷ NDMOs need to be able to coordinate efficiently with other line agencies and emergency responders; develop and review disaster risk reduction policies and disaster management plans, including mitigation, response, relief and early recovery; maintain effective and reliable communication networks and linkages across all governmental, non-governmental, civil society, community and development partner levels; develop policies and procedures to operationalise the National Emergency Operations Centres (NEOC); and initiate national and international surge support in times of need.

⁸ As per B.Tuckman's Forming, Storming, Norming and Performing team development model (1965)

Emergency sector personnel capacity

The capacity of emergency sector personnel to efficiently, effectively, coherently, and sustainably prepare for and respond to emergencies remains qualified - varying considerably across the region and within PICs themselves. Moreover, the capacity of the emergency sector personnel to lead and manage their ongoing development is both nascent and fragile.

The sustainable and inclusive capacity development model introduced by PIEMA within the context of the wider SPC DCRP, still has significant room to: grow partnerships, localise delivery and provide equitable access; expand scope (with particular demand for increased civil-military coordination⁷ and impact assessment learning opportunities); and embed the use of a learning pathways approach across the region at national and sub-national levels.

Knowledge management

Effective knowledge management enhances disaster preparedness and promotes common doctrine. Currently, different types of knowledge - generated through After Action Reviews and Lesson Learned Reports; scientific knowledge; and traditional knowledge – are not fully utilised nor managed effectively. There is also an opportunity for greater Pacific-based research and analysis approach within disaster and emergency management, as well as a need to enhance knowledge management to support greater transparency and a more empowered and inclusive sector.

Gender representation and social inclusion

Women are under-represented in the disaster and emergency management sector, particularly in leadership and operational roles which serve as key pathways to leadership. Moreover, much of the sector in the Pacific does not track other diversity metrics for staff such as nationality, educational background, disability or ethnicity. This is a particular concern for PIEMA given that evidence shows that marginalised groups are more vulnerable to the hazard events and are more affected in disasters. Thus, effective disaster responses by definition must be inclusive responses if Pacific lives are to be saved and suffering reduced.

While PIEMA published “*Responding Together: Strategy for gender equality in disaster management in the Pacific*” (Annex F) in 2020 and a subsequent work plan, there is still considerable effort required to strengthen implementation of this strategy (particularly through to domestic levels) and achieve greater equality and gender representation within disaster and emergency management decision-making and leadership. Moreover, as noted in Goal 4 of the Pacific Framework for the Rights of Persons with Disabilities relating to DRM there is a need to better include persons with disabilities in disaster preparedness and response. A more detailed review of disability inclusivity within DRM is taking place under the BSRP II project (with the Pacific Disability Forum) in 2023/24 and is likely to provide more insight into the opportunities for greater inclusivity in the Pacific including for PIEMA Members.

Resource mobilisation

While country-level SREMs have assisted PICs to mobilise both domestic and external disaster, emergency and climate action resources to implement their priorities, where resourcing is secured, it is often piecemeal – spread across projects with different timelines, focuses and administrative structures. Even within SPC DCRP, rather than working with PIC disaster and emergency management agencies to implement their priorities under a singular implementation support model, SPC engages with the same stakeholders separately under different projects. This is not only inefficient/duplicative for PICs, but limits the responsiveness and impact of funding available. Moreover, contrary to good development principles, it does not utilise PIC planning and reporting systems.

⁹ Civil-military coordination refers to is the essential dialogue and interaction between civilian and military actors in disaster and emergency response that is necessary to protect and promote humanitarian principles, avoid competition, minimize inconsistency and, when appropriate, pursue common goals.

Why implementation should be supported through the Pacific Community (SPC)

The Disaster and Community Resilience Programme (DCRP) within the Geoscience, Energy and Maritime (GEM) Division of SPC is:

- the mandated regional agency supporting DRM efforts for the region;
- mandated by PIEMA members as the secretariat and has fulfilled this role since the inception of PIEMA in 2013; and
- well placed to support PIC disaster and emergency management agencies to strengthen disaster and emergency preparedness and response as it has a long history of working with PICs on both regional and national DRM programmes. It has developed enduring relationships with stakeholders in the region through building capacity, sharing knowledge, and providing technical assistance on the ground.

The 2020 mid-term review of PIEMA¹⁰ recommended realigning SPC's role as the secretariat of PIEMA and strengthening SPC's structure, roles and responsibilities to lead and manage PIEMA's ongoing objectives and workplan. The proposed structure outlined in the Pacific SREM went some way to achieving this, but is yet to be realised.

To increase the impact of PIEMA and embody the trust, leadership and teamwork that underpin the collaborative approaches PIEMA advocates for, there are opportunities for SPC to 'walk the talk' and adopt a more programmatic approach to more effectively and efficiently resourcing how DCRP fulfils its functions in support of PIEMA, in particular:

- secretariat support for the Alliance, including monitoring, updating and reporting on the country-level/Pacific SREMs and annual workplan(s).
- support with implementation of targeted country-level SREM actions, including through assisting with resource mobilisation.
- coordination, support and implementation for regionally-driven activities that will benefit country-level preparedness and response.
- coordination, technical, information sharing, partnership brokering, and resource mobilisation support for Pacific disaster and emergency management stakeholders.

This entails moving away from viewing PIEMA as a "project" within DCRP, to an active Alliance across the Pacific region supported by DCRP as a whole (alongside DCRP's secretariat support for the wider PRP through the Pacific Resilience Meeting and relevant technical working groups). Thus, recognising current resourcing limitations for PIEMA, opportunities are identified throughout this design to scale up or mobilise additional investment, should it become available.

By continuing to build linkages across the DCRP during this funding period and investing in consistently building DCRP's ability to meet technical advisory needs, DCRP is ultimately:

- seeking to improve donor harmonisation;
- transition toward a member-centred model that is less segmented by project modalities (which is resource intensive for PICs, SPC and donors alike);
- align better with individual PIC planning and accountability cycles and systems; and
- seeking to further define SPC's role and functions within the regional disaster and emergency management/humanitarian space.

¹⁰ Conducted by University of Technology Sydney

Lessons learned and good practice approaches

Lessons for an integrated approach to change are outlined below. These combine experiences and achievements in disaster and emergency management reform from across the region, and findings from the independent PIEMA mid-term review.

1. **Openly acknowledge the type of change being pursued, and the role of PIEMA within this** - recognise that core Pacific disaster and emergency management agencies (NDMOs, Police, Fire and Emergency Services) have functioned as closed systems for much of their existence, engaging predominantly within their own service provision and creating their own doctrines/approaches. To reach and maintain high levels of performance/readiness for effective responses across PICs, PIEMA is in essence now fostering an open system.¹¹ This ambitious and protracted endeavour **needs time and space** to occur. As in nature, there is a need to tend to and pollinate the soil, foster opportunities for interaction and ensure that there are functioning pollinators (see Figure 2). Successes are and will be unevenly experienced, but they are likely to seed further growth (if the environmental conditions are created) until a tipping point is reached and common language, systems and doctrine become the norm. Therefore, **directly investing in and focusing on national level capacity, resources and networks** provides the conditions for a common approach/doctrine across the emergency services, allowing for improved coordination as well as opportunities for regional surge support for preparedness and response activities. It also builds greater knowledge and understanding of emergency management across the region, and allows the region to not only learn from international best practice, but also to **adapt and innovate by drawing on Pacific knowledge and practices** (e.g. through *talanoa* and *tok stori* approaches),¹² and in turn to inspire improved international disaster and emergency management response practice.

Figure 2: Creating an open Pacific emergency management ecosystem

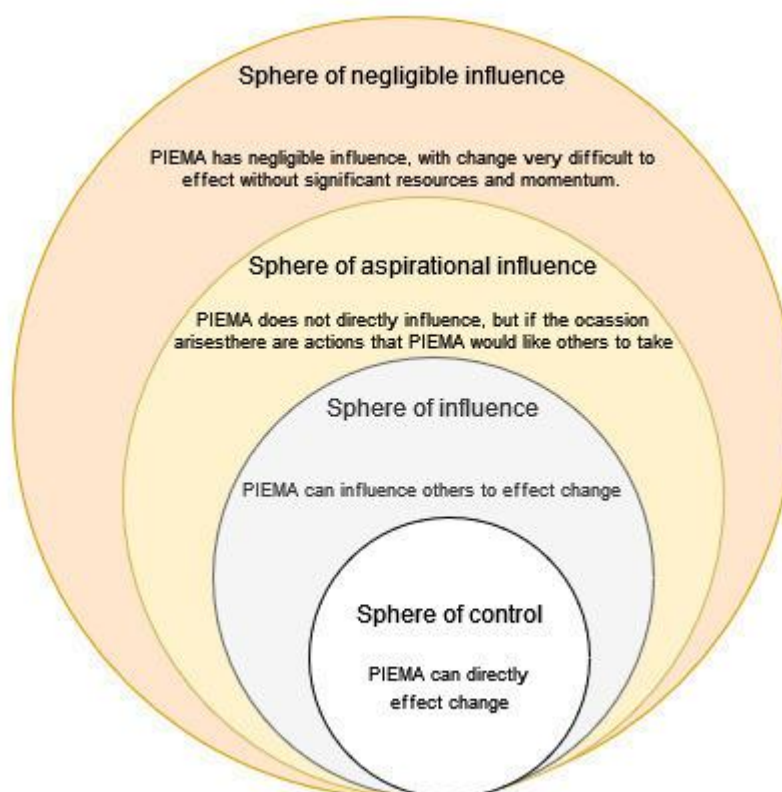


¹¹ In nature, a healthy system is open – matter/energy are exchanged between the system and its environment. For discussion of systems theory within disaster and emergency management, see for example, Pine, J. (n.d) [The Contributions of Management Theory and Practice to Emergency Management](#).

¹² Continuing on the ecological metaphor, island ecosystems are unique having adapted to their environments.

2. **Be focused and intentional** - recognising the broad web of actors and initiatives that exist within the Pacific humanitarian environment and the tight limitations of PIEMA resources, it is essential that PIEMA **pursues a narrowly defined agenda** and articulates **pathways for change** that have stakeholder buy in, participation and commitment. Within the crowded Pacific emergency, disaster, humanitarian, resilience and security ecosystems, it is important to not lose sight of the core value that PIEMA offers – it is a **unique catalyst for change** or **node of influence** seeking to improve collaboration and capacity of and amongst national core disaster and emergency management agencies in order to strengthen PIC government leadership and coordination of national disaster responses. Thus, PIEMA needs to focus effort **where the secretariat and active Alliance members have direct control or influence** (see Figure 3), but be ready and prepared to influence other actors or situations where the opportunity arises. This is best achieved by **building on past successes** and leaning into those PICs/agencies that present themselves as **early adopters of change** to provide those examples of excellence to inspire others.

Figure 3: Spheres of influence



3. **Reciprocity** – a core shared value across the Pacific is that of reciprocity, which acknowledges the importance of maintaining balance within relationships – is also very closely linked to mutual accountability. For PIEMA, this includes needing to build common understanding of the reciprocal expectations between PIEMA members (or options available), the secretariat and other key partners; and ensuring that those members and countries who invest into achieving the objectives of the Alliance are also able to derive reciprocal benefit (thus becoming a circular incentive for active and ongoing engagement).
4. **Clear structure** – the PIEMA structure and points of convergence between PIEMA and other key actors relevant to meeting PIEMA’s objectives need to be clear and transparent at national and regional levels to build understanding, trust and confidence in what PIEMA is seeking to achieve.
5. **Pace of change** – while PIEMA seeks to bring about transformative change and challenge members to stretch beyond their current comfort zones and practices, it must do so in a manner that strengthens appetite for change and encourages an acceptance of change. It is also essential to **work flexibly** using a range of delivery modalities across the region, particularly, given the inevitable impact of frequent disaster events.

6. **Embed a people-centred approach** – if Pacific disaster and emergency management personnel are to be truly effective in saving lives, there is a need to focus on gender equality, disability and social and inclusion, human rights, culture inclusive and participatory decision making across all activities. SPC's People-Centred Approach is further described in Figure 4. Moreover, PIEMA's own *Strategy for Gender Equality in Disaster Management In The Pacific: Responding Together* will guide implementation of all activities under this design (Annex F), informed by implementation strategies identified in 2022 that are shaped around three objectives: building capability of a more diverse cohort of leaders; strengthening the policy environment to support diversity and inclusion; and promoting diversity and inclusion.¹³
7. **Learning pathways** – post-training support is crucial to ensure the benefits from training are recognised and cultivated. This support starts from the proper identification of training needs, and continues all the way through to delivery and post-support as part of a learning pathway.

Figure 4: SPC's People-Centred Approach

SPC's people-centred approach, which was developed by HRSD and the Climate Change and Environmental Sustainability programme, places people and their environment at the centre of development planning, implementation, decisions, monitoring, and reporting. This approach consists of four pillars: human rights, gender, social and disability inclusion, Pacific culture, and environmental sustainability. The unique social and cultural fabric of each PIC affects how these pillars are interpreted and translated for local application. The approach is, therefore, also informed by the cultural context in which services are delivered for sustainable development.

PLANET is the set of guiding principles adopted by SPC for implementing a people-centred approach to development, including emergency response. The application of this framework helps to maximise social and environmental outcomes.

P - Participation: to the greatest possible extent, facilitate the direct and meaningful participation of affected people and communities in food security and emergency response.

L - Link to rights: All food security and emergency response programmes will be guided by human rights standards, commitments and normative frameworks.

A - Accountability: Information on food security and emergency response work being done and money being spent, is made available to affected communities.

N - Non-discrimination: Food security and emergency response programmes will benefit all communities equitably and not discriminate on any grounds.

E - Empowerment: All food security and emergency response programmes will empower Pacific people in all their diversities with knowledge and expertise.

T - Transforming social norms: All food security and emergency response programmes will work to transform systemic barriers to sustainable development.

¹³ Tonkin & Taylor (2022) *Implementation of the PIEMA's "Gender Equality and Empowerment Strategy and Learning Pathways"* (DRM advisory paper)

2. THEORY OF CHANGE

Over this funding period, as a catalyst for change and as a part of an open system, PIEMA will primarily focus on the country-level NDMO, Police, Fire and Emergency Service agencies (and their regional representatives), as well as wider SPC, FSRS, PRP Taskforce and development partners as being within its spheres of control and influence. By working with PICs to embed robust, inclusive, participatory and sustainable emergency management governance, planning and investment platforms and processes (Output 1), and further professionalise the Pacific disaster management sector with targeted, inclusive personnel and institutional capacity and capability development incorporating inclusion and diversity practices (Output 2), PIEMA will continue to strive towards achieving three inter-related short-term outcomes (STOs):

- provide opportunities to build trust, teamwork and collaboration across the Pacific disaster and emergency management sector (STO 1)
- promote standardised, inclusive, participatory and informed approaches to disaster and emergency management in the Pacific (STO 2); and
- increased diversity, enhanced inclusion and sustainability for national disaster management capacity (STO 3).

The Alliance will encourage and empower PIEMA's national members to then work more collaboratively within their own countries with sub-national disaster and emergency management stakeholders, and PIEMA's regional stakeholders to intentionally promote common doctrine¹⁴ and collaboration amongst other humanitarian actors – see details within Appendix 2 (Policy Dialogue Matrix). Across all three STOs (and mid-term outcomes (MTOs) below), conscious effort will be made to mainstream gender equality, social and disability inclusion, and this will be reflected in the indicator data collected under the MERL Plan.

While PIEMA will only be able to affect change at an STO level, the full intervention logic is shown in Figure 5 below, with PIEMA contributing to three MTOs:

- confident decision-making, inspiring and inclusive leadership and influence across the Pacific disaster and emergency management sector (MTO 1)
- country and regional-level coordination and interoperability across disaster preparedness and response activities (MTO 2), including PIEMA Members having improved coordination with other humanitarian and civil society organisations involved in responses in their respective countries; and
- Pacific countries are capacitated/ enabled to efficiently and effectively lead disaster and emergency preparedness and response, which meet the needs of women, people with disabilities and marginalised groups (MTO 3).

In turn, and subject to a myriad of external factors, these MTOs aim to contribute to reducing loss in the Pacific from disaster events (long-term outcome). In doing so, PIEMA would contribute to the fulfilment of country-level DRM strategies, the Boe Declaration, Nadi Declaration, FRDP, the SPC Strategic Plan, SDGs and the Sendai Framework (see **Appendix 1** for analysis of strategic alignment). Assumptions underpinning this logic and associated risks are outlined in section 5 and in the MERL Plan.

To address ongoing needs, this Activity design clearly differentiates from the last phase of funding, with outputs and short-term outcomes redefined to reflect achievements made and outlining next

¹⁴ Common Doctrine is used in PIEMA's Strategic Agenda 2020 to refer to increasing "commonality of emergency management, language, processes and systems" that facilitates interoperability.

steps towards meeting medium and long-term outcomes and the regional goal. Thus, this phase of PIEMA looks to:

- elevate the focus of change from being primarily on individuals to including institutional change, further enhancing sustainability.
- build the capacity of NDMOs, in particular to respond and assess needs, plan, own and lead disaster preparedness and early responses; as well as devolve responsibility for disaster preparedness and early response to sub-national levels.
- support gender diversity and leadership through actioning strategies already developed (Annex F and G refer), and disability inclusion strategies under development under BSRP II. This includes aligning with SPC's People-Centred Approach and work to support greater disability inclusion currently being progressed in line with the 2050 Strategy for the Blue Pacific¹⁵.
- provide member access to contextualised knowledge products and templates.
- increase engagement, including through increasingly employing Pacific engagement and knowledge sharing methods where appropriate.

In developing this intervention logic, SPC has drawn on national and international frameworks, as well as the country-level and Pacific SREMs (and related consultations), PIEMA gender and leadership strategies, the PIEMA mid-review, the summative evaluation (2022 Most Significant Change Workshop), and 2023 design consultations held as part of the PIEMA Annual Meeting. NDMO Directors, Police, Fire and Emergency Services across the Pacific provided feedback to refine the intervention logic, which was further presented to a representative reference group for additional comment and input.

The two proposed outputs are mapped to the Pacific SREM outcomes in Figure 6 below to ensure the Alliance is on track to deliver the change outlined in that document. At the March 2023 PIEMA Member consultation meeting, there was an opportunity to prioritise possible actions. This saw some of the proposed actions from the Pacific SREM (to finish in 2025) given a lower priority, specifically actions under a potential 'output 3' for this design (relating to operational asset coordination across the region and broader stakeholder engagement). Although still considered important, this provides an opportunity to scale up PIEMA further to bring about change, if further resources were to become available (refer Appendix 3: scaling options).

¹⁵ <https://www.spc.int/updates/blog/interactive-story/2023/03/the-pacific-community-supports-discussions-on-disability>

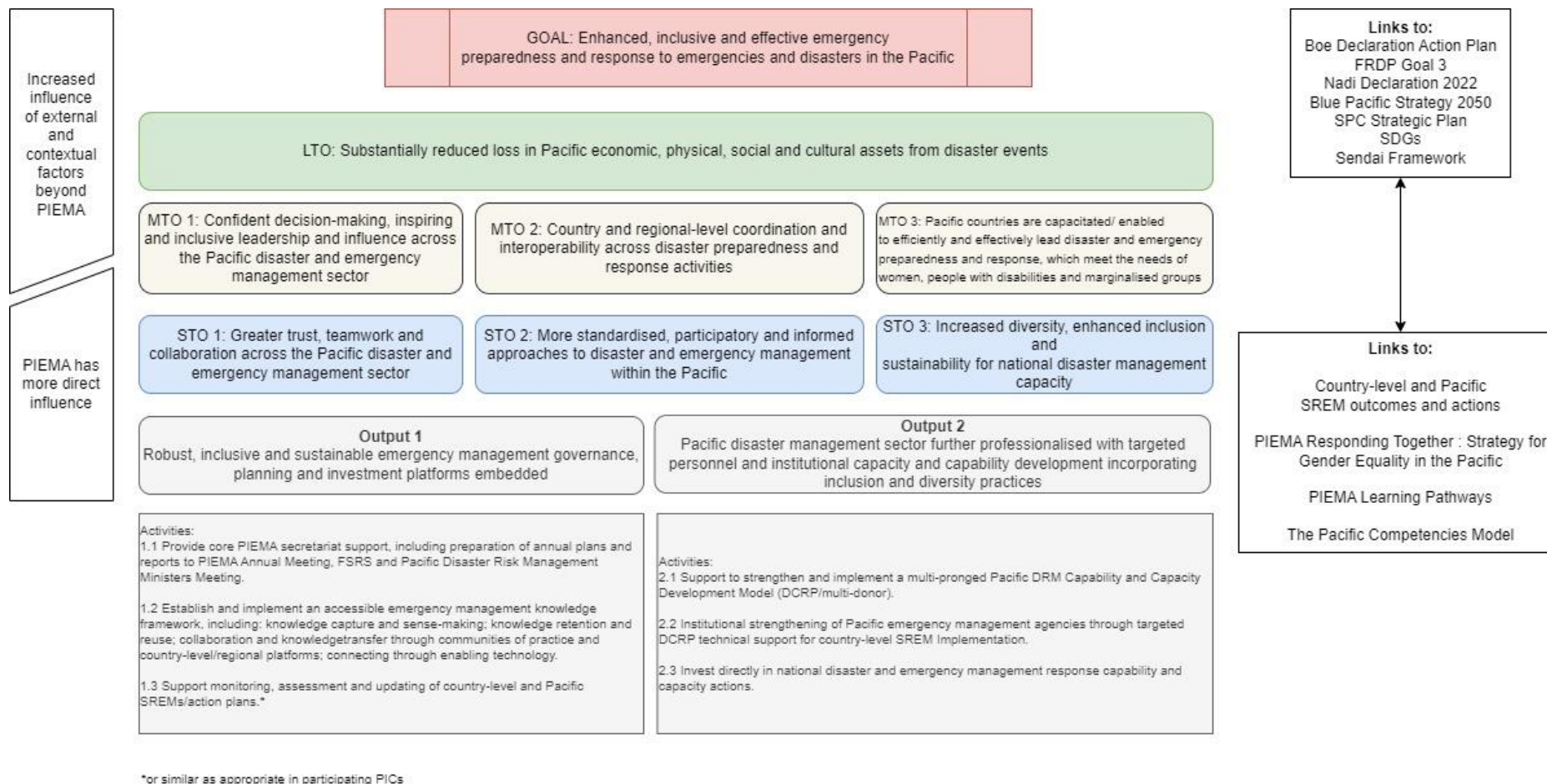


Figure 5: Intervention logic

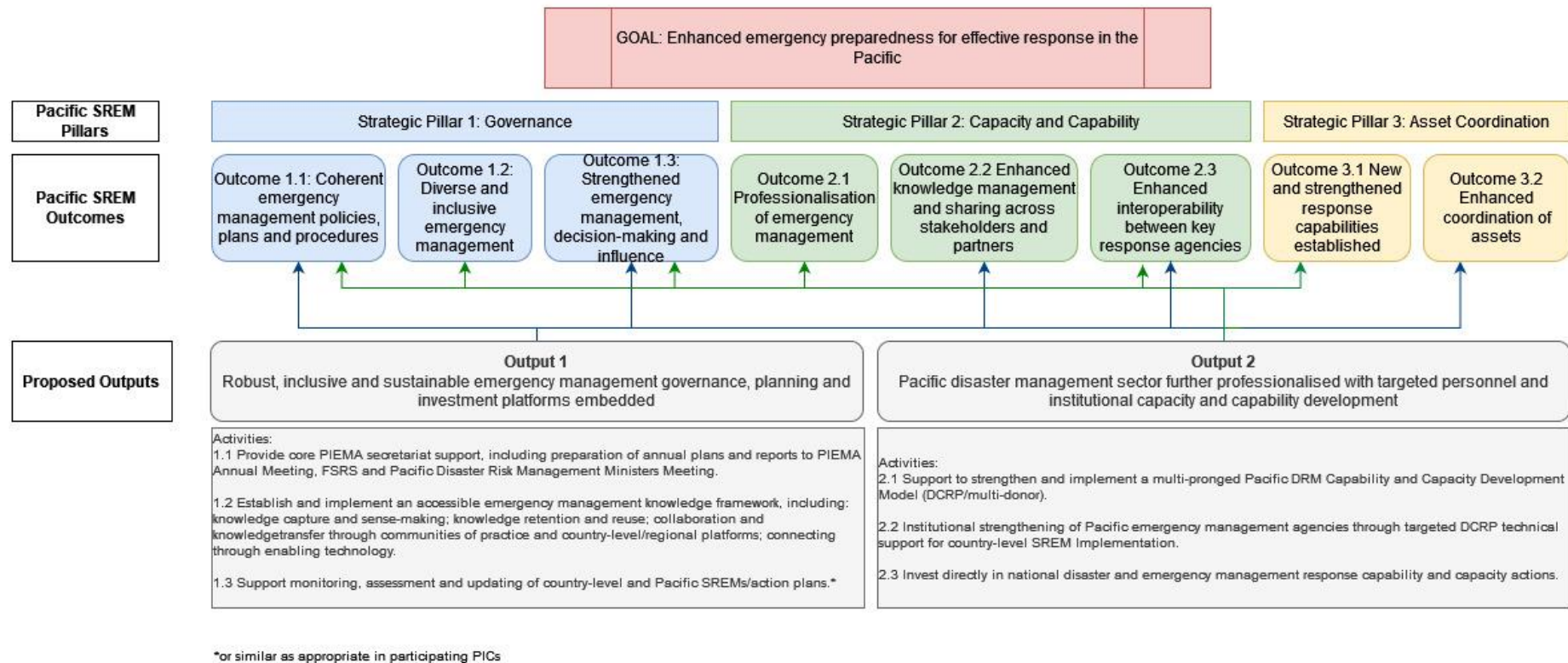


Figure 6: Mapping outputs to Pacific SREM (2021-2025) outcome statements

3. SCOPE OF WORK

Description of activities

As noted in section 2, key actions under this design will fall within two outputs:

Output 1: Robust, inclusive and sustainable emergency management governance, planning and investment platforms embedded (“**Governance**” component)

Output 2: Pacific disaster management sector further professionalised with targeted personnel and institutional capacity and capability developed incorporating inclusion and diversity practices (“**Capacity and Capability**” component)

Focus will be placed not only on what PIEMA does, but how this is done. Thus, these two outputs will be delivered in line with the values outlined in the Pacific SREM: sovereignty and localisation | regional collaboration and cooperation | trust | teamwork and leadership | transparency and accountability | interoperability and standards | diversity and inclusion | people-centred collaboration | strengths-focused.

Under the **Governance** component, SPC DCRP will continue to provide secretariat support ([Activity 1.1](#)), including preparing annual plans and reports to PIEMA members as part of the Annual Meeting, to donors, to the FSRS and when appropriate to the Pacific Disaster Risk Management Minister’s meeting.¹⁶ To increase efficiency, consistency and effect, over the first year of implementation, SPC will work with these key stakeholders to move towards having streamlined planning and reporting structures. Currently bespoke plans and reports are consulted and written – a singular narrative would form part of a strengthened emergency management knowledge framework ([Activity 1.2](#)).

If PIEMA is intent on supporting its members to be high performing knowledge-enabled organisations with a common doctrine, then available information and experience needs to be systematically leveraged, focused, and shared to create accessible, actionable, meaningful and relevant knowledge to inform emergency management preparedness and response decisions at a country level. DCRP will work with a member reference group¹⁷ (and consulted with other key stakeholders such as PDF as appropriate) to develop an accessible and inclusive emergency management knowledge framework¹⁸ that can be supported in long-term by DCRP as a whole, and which indicatively includes:

- Knowledge capture and sense-making
- Knowledge retention and reuse

¹⁶ In addition to SPC’s own internal reporting requirements.

¹⁷ Including representatives (with diverse gender representation) from across the different emergency management sectors (including the PICP WAN) and SPC HRSD.

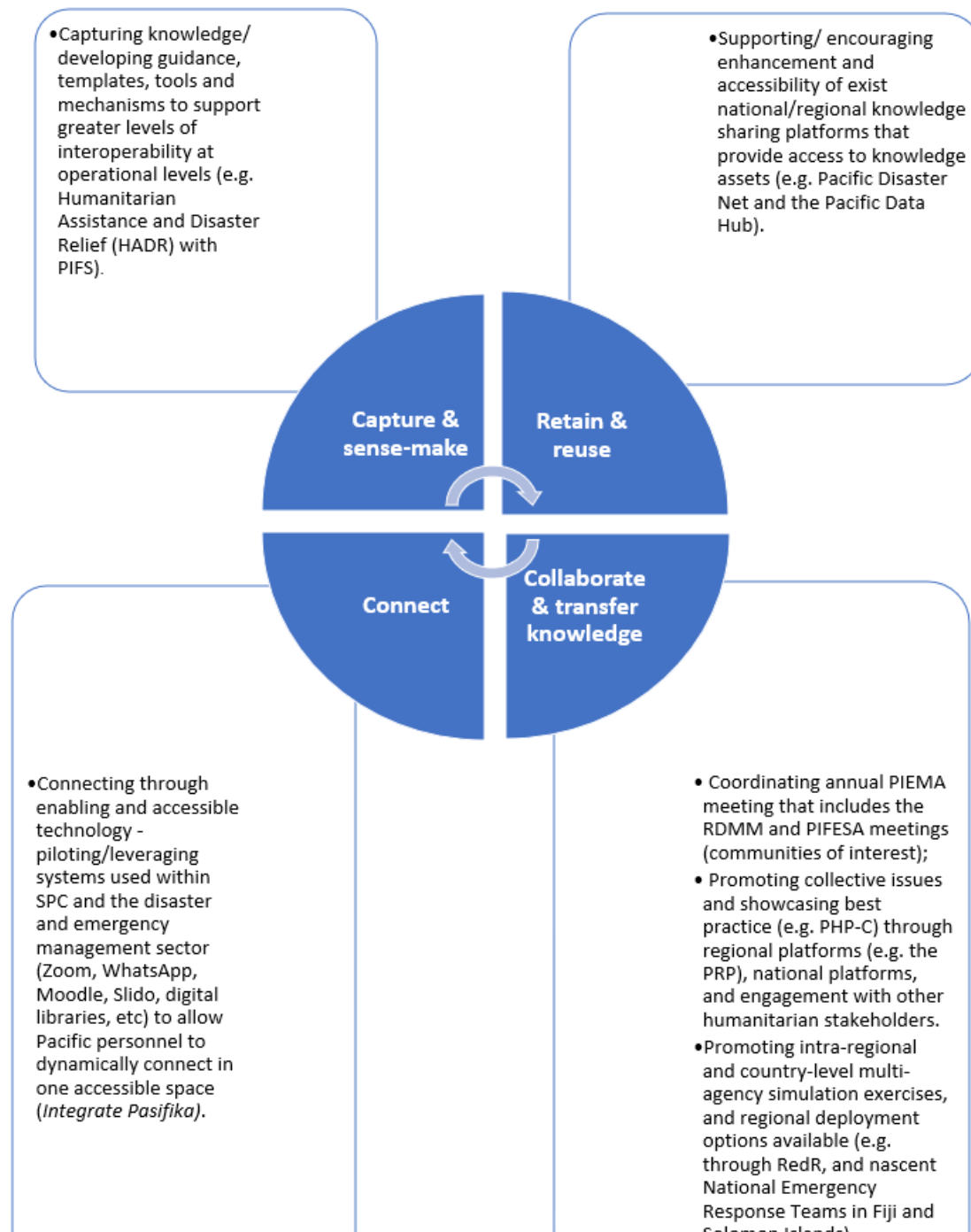
¹⁸ Adapted from knowledge management models promoted by Bill Kaplan, including in *Losing your minds: Capturing, Retaining and Leveraging Organisational Knowledge*

- Collaboration and knowledge exchange through communities of practice and country-level/regional platforms, including with diverse civil society groups (women's organisations, organisations for people with disabilities, etc.)
- Connecting through enabling technology.

This framework is further detailed in Figure 7 below. As part of developing this framework, careful thought will be given to deliver elements in a manner that fosters leadership and a growth mindset amongst members. This is likely to include reaching into tradition and employing techniques such as *tok stori* or *talanoa*.¹⁹ *Tok stori*, for example, is a traditional process used within Melanesian cultures where mutually beneficial respectful relationships are intertwined with reflection which can stimulate change. It will also leverage, complement and extend new investment from MFAT into *Integrate Pasifika* being implemented by SPC's GEM division to provide inclusive and accessible tools, products and services for climate change information and data.

¹⁹ Sanga, Kabini; Reynolds, Martyn (2018): [Melanesian tok stori in leadership development: Ontological and relational implications for donor-funded programmes in the Western Pacific](#). Te Herenga Waka-Victoria University of Wellington. Journal contribution.

Figure 7: Indicative pillars of an accessible and inclusive emergency management knowledge framework



Finally, under the Governance component, 8-10 PICs will be supported to monitor, assess, and update country-level SREMs and implementation plans, with an overall expressed preference to moving toward five-year country-level SREMs. The nature of support provided by DCRP will vary based on each PIC's own capacity and capability to lead and resource the planning process for the next planning phase (all current national SREMs are scheduled to end in either 2023 or 2024). DCRP will then work with PIEMA Members to develop locally relevant monitoring and evaluation model(s), including exploring options for a peer review model that promotes inter-Pacific learning and reflection.²⁰

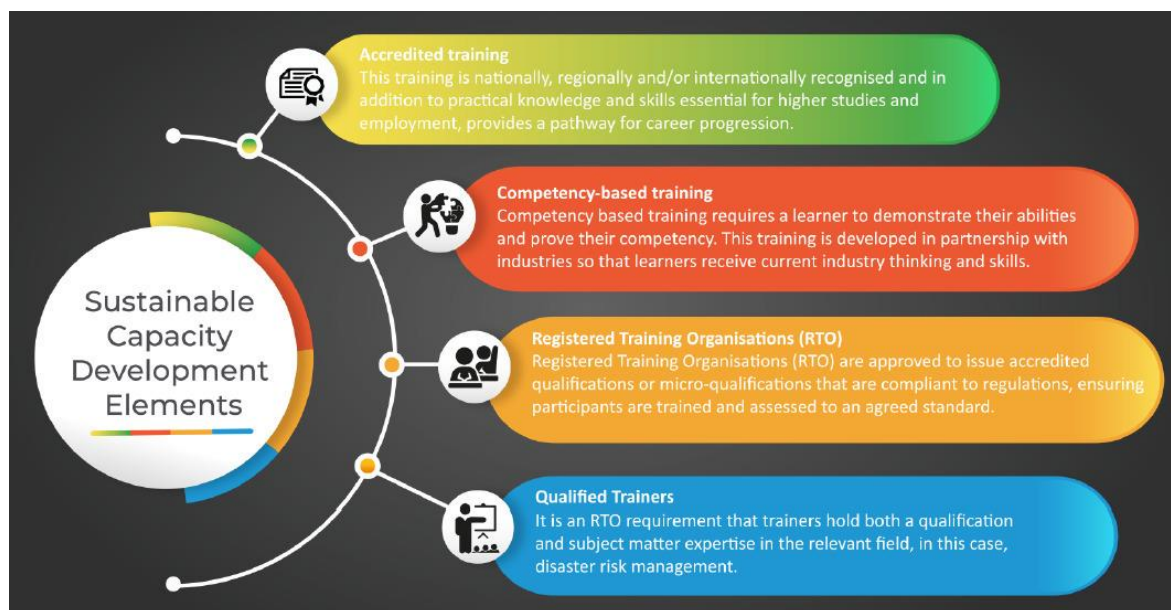
The Pacific SREM is also due to expire in 2025. The next Pacific SREM will be informed by the national SREM processes, this design, as well as monitoring and inclusive consultations over the next 18 months. It will seek to firm up a clear theory of change and sustainable mechanisms that will facilitate the scaling up of investment into the actions of PIEMA Members.

Under the **Capacity and Capability** component,²¹ at a regional level, PIEMA will be integral to the strengthening and implementation of a DCRP-wide/multi-donor Pacific DRM Capability and Capacity Development Model which will promote self-sufficiency and autonomy, and thus Pacific disaster and emergency management agencies sustainably being able to lead their own responses. This will build on the PIEMA-only model, which currently provides a four-pronged approach as outlined in Figure 8 and is aimed to be embedded by the end of 2025.

²⁰ Drawing lessons from peer review models such as the OECD DAC peer review model.

²¹ Whereby capacity building refers to ensuring sufficient institutional resources, institutional structures and assets for effective preparedness and response; whereas capability building refers to ensuring sufficient skills and competencies.

Figure 8: Current PIEMA Capacity Development Model for the Emergency Management Sector



Under PIEMA, SPC has developed several strategic partnerships in support of the professionalisation of the disaster and emergency management sector (e.g. USP, APTC, regional and national training institutes, PIFS, PIFESA, PICP, AFAC, RedR Australia) and has seeded relationships with other key actors (e.g. Centre for Humanitarian Leadership, the Pacific Fusion Centre, the Australian National Critical Care and Trauma Response Centre (NCCTRC), United Nations Office for the Coordination of Humanitarian Affairs, United National Development Programme, World Food Programme and Australian Disaster Assistance Response Teams (DART)). Through these partnerships (and potentially others such as the Commonwealth of Learning and Australia Civil-Military Centre) several training programs and courseware are available (both accredited and non-accredited) to firstly upskill national accredited trainers, and secondly support national trainers to deliver emergency management awareness, knowledge and skill within their own agencies, communities, and villages. Professional development courses available range from introductory awareness of Pacific DRM to diversity and inclusiveness, leadership, communications, operating incident management systems, activating emergency operations centres, upskilling training capabilities, and understanding nuances, complexities, and challenges of working within an international humanitarian response. Careful thought has been given to removal of barriers to access training, including through developing online modules enabling flexible access (key, for example, for improving access by those with childcare responsibilities or living remotely) as well as accessibility features for those with visual impairments as described below. These online modules are available not only to PIEMA Member personnel, but also to other

humanitarian actors in the region (including civil society). PIEMA will activity seek to increase uptake of this training by the wider Pacific humanitarian sector to further improve interoperability.

Training gaps do exist, however, with PIEMA Members at the 2023 consultations most acutely identifying civil military training and impact assessment capability as a priority. In a capacity building workshop PIEMA held in 2022, further needs identified included in:

- *preparedness* (national/provincial/island/community planning, risk mapping/analysis, communication dissemination, use of traditional knowledge and historical data and early warning systems, evacuation planning/management);
- *response, including humanitarian logistics* (transportation, cluster system, logistics processes, warehousing, supply chain management, feasibility, preparedness network/connection building, humanitarian principles) and *technical rescue and skills* (e.g. urban search and rescue, hazardous and toxic materials, health and safety in DRM, SOP development²²)
- *recovery* (post disaster needs assessment, disaster loss and damage analysis, stakeholder engagement and communications, inclusion, sustainability, responder counselling), as well as
- specific needs across *technology, information management, project management, management, administration, finance, resource mobilisation/proposal writing, results monitoring, and HR* disciplines as they relate to disaster and emergency management.

A desire for contextually nuanced capacity building (especially for micro qualifications) is also regularly highlighted in the region. A more robust and up-to-date needs assessment and gap analysis is thus required.

PIEMA will therefore work alongside motivated PICs, the BSRP II project, other DRM projects within DCRP and external disaster, emergency and climate action-related strategic partners/initiatives, and civil society organisations involved in the sector as responders (including women's and disabled people's organisations) to establish a more contextualised and systematic baseline across the region to then inform development of additional targeted capacity building opportunities for Pacific disaster and emergency management agencies (in tandem with other strategic partners). This will include co-developing further accredited electives for the Certificate IV in DRM (Team Leadership) course.

Under the SPC-implemented Pacific Resilience Programme (World Bank funded), a simple and flexible Competency Framework for Disaster Management was developed to inform demand-driven training; assist governments and organisations in the Pacific region to identify needs to upgrade and enhance workforce skills (with a focus on core and technical competencies); and to identify appropriate actions to meet these needs. This will form the framework for the up-to-date needs analysis/baseline. DCRP will then seek to identify what stakeholders/regional institutions are delivering to address the identified needs, so that

²² And potentially adaptation and EQAP accreditation of Australian PUA Emergency Management Units as appropriate <https://www.australianindustrystandards.org.au/projects/pua-emergency-management-2/>

PIEMA can complement and collaborate with others to create capacity building opportunities that will fill the gaps. Strategies to meet identified needs will be underpinned by three foundations - learner led; progressing skill, knowledge and practice building; and flexibility.

PIEMA will promote the mainstreaming of a people-centred approach (gender equality, social and disability inclusion, human rights and culturally inclusive). This will include actions such as:

- advocating for gender and diversity inclusion modules to be included within relevant training modules delivered by SPC or strategic partners;
- identifying and sharing good practice/tools/policies developed within SPC, by PIEMA Members, Strategic Partners and other stakeholders as relevant to support professional development planning;
- providing advice to PIEMA members on how to strengthen existing policies/procedures to incorporate a people-centred approach. For example, through encouraging members to use participatory planning processes (and engaging with civil society organisations, including women's and disability groups), ensuring accessibility to all response processes (communications, early warning systems, evacuation centres) and reducing intentional and unintentional discrimination and recognising the valuable contributions that marginalised groups can make to preparedness and response efforts;
- encouraging/supporting greater participation of (reducing barriers to) diverse gender participation at meetings, training and events (and monitor/report accordingly);
- ensuring no barriers to participation by, and promotion of inclusion of, people with disabilities in PIEMA activities (for example, PacIMS has already been vetted by PDF. This ensured it included appropriate content, learning styles, mediums and access for persons with a disability. Online learning modules have been developed with voiceover and using software that has built in accessibility options for ease of use with a keyboard and/or screen reader to cater for people with hearing or visual impairments); and
- resourcing (as part of the scale up options in Appendix 3) and implementing targeted disability-inclusivity actions for PIEMA to be identified within the next year under the BSRP II-funded DRM disability inclusivity analysis and incorporated into country-level and Pacific SREMs.

The Alliance will continue to develop a diverse range of national trainers, but will also elevate its focus to an institutional level to promote sustainability (e.g. embedding systematic training programs for the start of cyclone season that use the free PacIMS and EOC awareness online training courses). Engaged PICs will be supported to:

- deepen their own targeted capacity building, succession plan²³ and mainstream learning pathway strategies to benefit individual disaster and emergency management professionals (current and future), their agencies, their countries and the region more broadly.
- institutionalise common language, systems and doctrine domestically and across the region.

²³ Based on 'PIEMA Becoming a Leader: A Leadership Learning Pathway for PIEMA Member Agencies'.

Where requested, PIEMA will facilitate access to targeted specialist technical assistance from within DCRP (or through PIEMA member peer or strategic/support partner exchanges, or contracted specialists, where they offer the best solution) to provide institutional strengthening support to Pacific disaster and emergency management agencies that will aid in the implementation of country-level SREM action plans. By drawing on wider DCRP (and potentially GEM/SPC expertise), SPC will model a teamwork approach and will seek to build a programmatic model to providing support to Pacific disaster and emergency management agencies that is more responsive to their changing needs and facilitates the sharing of regional best practice. This will include supporting actions such as:

- updating/operationalising disaster and emergency-related planning, frameworks, policies, Standard Operating Procedures (SOPs), and emergency management arrangements (for example, PNG has recently requested support to develop fire regulations, Cook Islands is developing policy for its yet to be established national fire service and Fiji is seeking assistance with developing a framework for competency, capability and succession planning including training needs and performance based assessment criteria).
- developing national DM training and skills management strategies and institutionalising PacIMS, readiness/response capabilities (e.g. linking of early warning centre messaging with response actions); and
- putting in place building blocks for intra-regional and inclusive deployment support and capability building to enable steps towards greater pooling of resources across the region. This includes strengthening country-level capacity, resources and networks across the region as a foundation for pan-Pacific surge support; promoting and supporting intra-regional capability and inter-operability (as resourcing permits); and continuing to showcase best practices across the region to demonstrate the value and potential for coordinated emergency management.
- providing structured support for after-action review processes to address key gaps.

Finally, the PIEMA reference group (noted above) will help guide DCRP (along with SPC Finance and Legal) on how it can rethink its approach to better use its collective mandate to help PICs mobilise and access resources in a timely manner under Activities 2.2 (technical assistance) and 2.3 (funding mechanism) to:

- implement their country-level SREM (or similar) priorities (category A);
- improve timely access to relevant and effective training and workshops (category B);²⁴ and
- support opportunities for technical and peer exchanges across Pacific Island countries (governments, NGO/community and private sectors) (category C).

This includes articulating principles and criteria by which country-level activities should be selected for support (either for technical assistance or funding), taking into account lessons learned outlined in section 1 of this design, need, other available resources, alignment to PIEMA objectives and Alliance capabilities, as well as principles of equity, inclusivity, sustainability, effectiveness, efficiency, and potential impact.

²⁴ While PIEMA is focussed on ensuring relevant opportunities for capacity building exist, accessing those opportunities can be costly for participants and for agencies who need to back fill roles in their absence.

This means developing mechanisms that move beyond the current project-based model which leads to duplicative consultation and reporting processes (undermining local planning and accountability systems and timeframes) and considerable delays in implementation of plans. Options include developing parameters for a DCRP funding mechanism that can pool donor funds on a rolling basis, and allow for more predictable and regular access to a centralised pool of funding (where other domestic or bilateral options are not available). Under the current PIEMA funding, it is envisaged that the model will be developed in 2023, for piloting in 2024/2025. Options are being explored for PIEMA resources to fund category A, with BSRP II and Integrate Pasifika to fund categories B and C of the pilot. A review of the pilot in early 2025 will then inform elements of the next Pacific SREM, including how future resources can be mobilised.

4. MANAGEMENT AND IMPLEMENTATION ARRANGEMENTS

Governance Arrangements

As part of clarifying the role of PIEMA, Figure 9 below sets out the intended oversight arrangements and points of convergence between Alliance members and key stakeholders. Specifically, it notes that national PIEMA member agencies are responsible for oversight of country-specific national emergency management arrangements, and are ultimately accountable to their own national governments.

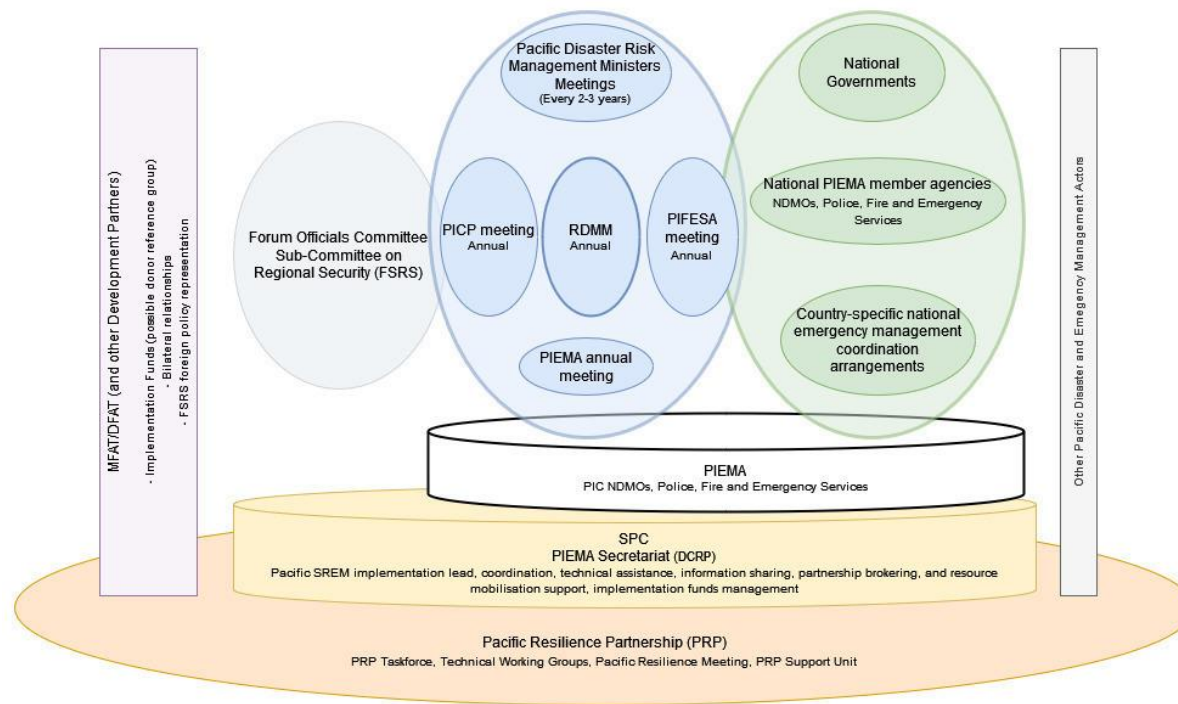
SPC DCRP provides core secretariat services to PIEMA and its members. This includes supporting country-specific and Pacific SREM annual planning, monitoring and reporting with PIEMA members. It will seek to streamline reporting where possible, for example,

- by aligning national domestic SREM (or similar) reporting and accountability with the reporting needs of the Alliance.
- by consolidating annual national progress reporting, along with regional activity reporting and accountability for presentation to, and comment from, the PIEMA annual meeting, RDMM, FSRS and donors. Preference would be to move towards a singular reporting document over time, rather than bespoke and duplicative reports for each audience.

In addition, the Secretariat will draw from these reports to feed into SPC reporting to its Committee of Representatives of Governments and Administrations, the Pacific Disaster Risk Management Ministers Meeting, and the PRP as appropriate.

At a regional level, annual planning will be undertaken with PIEMA members at the Annual Meeting and endorsed by the RDMM (in recognition of the lead role NDMOs play in DRM in their countries). Consolidated annual PIEMA plans will be shared with the FSRS in line with the Pacific SREM implementation arrangements and Boe Declaration Action Plan. SPC will present budgets to the PIEMA Annual Meeting for comment, direction, and endorsement, but ultimate approval of the budget associated with this design will rest with SPC and donors as the stewards of the funds.

Figure 9: PIEMA points of convergence



In order to ensure that the work of the Secretariat is owned and directed by its members, SPC will also seek endorsement from PIEMA Members for a more permanent establishment of a smaller and more informal PIEMA Reference Group comprising different disaster and emergency agency representatives, including PICP WAN and SPC HRSD representatives (as established as part of this design) so that the Secretariat can test thinking/developments more regularly, receive feedback and better monitor the relevance and effectiveness of its activities. Membership of the Reference Group would be confirmed annually and be on a six-monthly rotation basis. There will be opportunities to consult with and bring in other stakeholders from outside the disaster and emergency management agencies around specific matters as appropriate (e.g. first responders from civil society, PDF, PIANGO, etc), although it will be important to ensure that the Reference Group remains a forum where PIEMA Members feel they can openly and safely express views, and work through issues and options as government agencies who are primarily responsible for providing clear direction to the Secretariat.

Management Arrangements

The work of the Alliance reinforces and supports the role of Pacific disaster and emergency management agencies to strengthen their own capacity and capability to prepare for and respond to disaster events. Responsibility for the implementation of country-level SREMs therefore rests with PICs.

Thus, rather than ‘managing’ PIEMA, SPC DCRP will primarily provide coordination and secretariat support for what is in essence a multi country-led Alliance. As outlined on p.11, this will entail:

- secretariat support for the Alliance, including monitoring, updating and reporting on the country-level/Pacific SREMs and annual workplan(s).
- support with implementation of targeted country-level SREM actions, including through assisting with resource mobilisation.
- coordination, support and implementation for regionally-driven activities that will benefit country-level preparedness and response.
- coordination, technical, information sharing, partnership brokering, and resource mobilisation support for Pacific disaster and emergency management stakeholders.

Efficiencies will be achieved by integrating secretariat support into SPC’s DCRP (rather than having a stand-alone Project Management Unit). Secretariat efforts will be led by a PIEMA Coordinator, with SPC ensuring that personnel within DCRP tasked with coordinating and resourcing the work of the Alliance have the appropriate seniority, expertise, cultural understanding and networks. This will facilitate connection with and leverage other SPC initiatives and networks, deepening a sustainable and more programmatic approach within DCRP. Through the thought leadership and transformative change sought through PIEMA, efficiencies and learnings will also be shared across those other initiatives.

Key Partnerships

Core partners that will work with SPC to implement PIEMA priorities are its members, in particular, national NDMOs, Police, Fire and Emergency Services in the Pacific; and their umbrella bodies – RDMM, PICP and PIFESA. PIEMA Members, operate according to a Charter in which they agree to:

- establish an interoperable ‘all risks, all hazards, all agencies’ approach to achieve the national and regional goals in reducing disaster risk.
- adopt common, inclusive emergency management systems, protocols, procedures and terminology critical to achieve national and regional interoperability and coordination of effort.
- engage each other as a cohort of emergency management professionals to provide peer support and to explore discuss and share experiences in relation to emergency management ‘best practice’.
- bilaterally and regionally share knowledge, systems and technical assistance as well as supporting and mentoring the professional development of emergency management practitioners.

Across a range of planned activities under Output 2, PIEMA resources will be coinvested alongside funding from BSRP II (and other DCRP implemented projects). Coordination will occur formally as part of regular DCRP planning and reporting processes, but also on an informal basis given the opportunities created by co-location. Accountability for funds will be clearly identifiable by donor, unless a decision is made to establish a pooled funding mechanism for national delivery – while clear reporting and accountability mechanisms for any pooled donor funds would be established and a pooled funding mechanism provides an opportunity to increase visibility for all donors (as well as alignment between donors), such a move would not be made without consent from all donors.

In addition to the above, there are a range of support and strategic partners that PIEMA/the Secretariat will work with in relation to certain elements of its work including PIFS, USP TAFE, APTC, the Centre for Humanitarian Leadership, other regional/national training organisations, RedR Australia, AFAC, and SPC's EQAP and HRSD Divisions. These partnerships operate according to varying levels of formality, from having memorandums of understanding (RedR, APTC, USP TAFE) to simply a mutual understanding of the work required and support by the two parties (PIFS, EQAP, HRSD). In addition, over this phase, there are opportunities to engage further with other stakeholders (where this makes sense) including potentially UNOCHA, WFP, AHP, PDF, IFRC, PIANGO, the Pacific Fusion Centre, the Melanesian Spearhead Group Humanitarian Emergency Response Coordinating Center, and the Pacific Humanitarian Warehousing Program (PHWP). This last program is still in design. There could be strong alignment of PHWP to aspects of PIEMA. During PHWP inception, PIEMA may find further areas of program convergence to explore.

Implementation

PIEMA is driven by a philosophy that the foundation of strong regional collaboration for disaster and emergency management is strong national collaboration and management practice. Thus, the method of implementation will look to complement and reinforce national capacity. For example, countries will have primary responsibility for implementing their own SREMs (or similar) and some PICs have and are able to access resourcing to implement SREM actions without SPC support either through their own governments or bilaterally through donors.²⁵ Support under this design (both technical assistance and resourcing) will thus be reserved for those occasions where there is a gap.

Opportunities to work in tandem with DCRP projects to deliver on PIEMA priorities will be utilised, this includes benefiting from DCRP initiatives that have established in-country personnel and DCRP focal points such as BSRP II – this is further detailed under the Personnel section. Core PIEMA Secretariat staff will be then supplemented by technical expertise from within SPC (either as in-kind or cost recovered contributions), PIEMA member contributions at national and regional levels (including through secondments if appropriate), volunteer networks and specialist consultants where needed (particularly, in relation to Activity 1.2 (Establish and implement an emergency management knowledge framework); Activity 1.3 (Support monitoring, assessment and updating of

²⁵ For example, Niue, Cook Islands, Tonga and Samoa work closely with the New Zealand National Emergency Management Agency (NEMA)

country-level and Regional SREMs/implementation plan) and Activity 2.2 (Institutional strengthening of Pacific emergency management agencies through targeted DCRP technical support).

Opportunities to leverage existing funded SPC and non-SPC partner initiatives (such as PICP, PIFESA, RedR, APTC, AFAC, the Pacific Fusion Centre, Centre for Humanitarian Leadership, BSRP II, Integrate Pasifika, PREP, United States Forestry Service, New Zealand Volunteer Services Abroad (VSA), Australia NEMA, NZ NEMA, WFP and IFRC) to deliver on PIEMA priorities will be utilised. For example:

- PIEMA works with APTC to deliver International Skills Training and Advanced Trainer and Assessment courses to trainers from PIEMA Members. As both PIEMA and APTC are funded by DFAT, training has been provided at no cost to PIEMA other than venue hire and other administrative expenses.
- United States Forestry Service provides the technical expertise for the work that PIEMA does with them to review or develop standard operating procedures and simulation exercises for PIEMA members.
- PIEMA has previously utilised the skills and expertise of a Regional Disaster Risk Management Specialist thanks to a fully funded deployment through the Australia Assists program being implemented by RedR Australia.
- PIEMA and the wider DCRP have provided support to AFAC members to fulfil commitments under their twinning partnerships with Pacific agencies.

A high-level implementation plan (GANNT Chart) is contained in Annex A. Key milestones include:

- 2023: develop an emergency management knowledge framework, complemented by a communications and engagement strategy including consideration of inclusive, diverse, and meaningful participation (to implement during funding period).
- 2023: develop a responsive funding mechanism for country-level actions 2023.
- 2024/2025: pilot funding mechanism with light review early 2025 to inform next Pacific SREM (under this, countries each have their own key milestones).
- By Dec 2024: develop, review and/or update up to 10 country-level SREMs.
- By Oct 2025: review and update the Pacific SREM for Ministerial endorsement by October 2025.
- Sept/Oct 2025 (TBC): Pacific DRM Ministers Meeting.
- 2026: trial a PIC-PIC peer review monitoring process for country-level SREMs.

In addition, annual PIEMA, RDMM and PIFESA meetings will be coordinated in the first quarter each year; and reporting to the FSRS on progress against Boe Declaration Action Plan.

Personnel

The core DCRP personnel that will provide Secretariat and technical support will be:

Role	SPC Band, FTE	Short Description
PIEMA Coordinator ²⁶	Band 12, 0.8 FTE to December 2027	Responsible for the overall efficient coordination of PIEMA secretariat services (including MERL oversight), technical assistance to support PIC SREM (or similar) implementation and Pacific SREM implementation, and efforts to improve collaboration.
Implementation Officer ²⁷	Band 9, 1 FTE Sept 2023 to Sept 2027	Focused on working with PICs, particularly to support planning, budgeting, reporting, procurement/contract management and MERL. To also support coordination of PIEMA-related meetings and stakeholder engagement. Includes pulling in technical expertise from within SPC as necessary.
Capacity Development Specialist	Band 9, 1 FTE Sept 2023 to Dec 2026	To lead the further development and implementation of the DCRP-wide/multi-donor Pacific DRM Capability and Capacity Development Model.
Knowledge Management Specialist	Band 10, 1 FTE Jan 2024 to Dec 2025	To lead development and direct establishment of the emergency management knowledge framework.
Communications, Engagement and Knowledge Management Assistant	Band 7, 1 FTE Sept 2023 to Dec 2027 ²⁸	To support development and implementation PIEMA Knowledge Management Framework, and a PIEMA Communications, Engagement and Visibility Strategy.

²⁶ Previously known as the PIEMA Project Manager

²⁷ Note: there is an opportunity to work in tandem with the two BSRP II Implementation Officers and provide each sub-region a single focal point within DCRP. This will be further explored with BSRP II during 2023.

²⁸ Note: to consider PIEMA member secondee or a volunteer from New Zealand's Volunteer Services Abroad, Australian Volunteers Programme or RedR Assist as a full-time role alongside given the volume of work to progress. Alternatively, seek additional/alternative donor support for a full-time role.

Finance/Administration Assistant	Band 7, 1 FTE to Dec 2027	Focal point for all finances, administration and logistical support for project activities and events.
Programme Accountant	Band 9, 0.08 FTE to Dec 2027	Ensures compliance with SPC policy, oversees audit compliance and reviews financial reporting.

Each and every employee will be guided by SPC's [Manual of Staff Policies](#) (Annex E), as well as gender, social inclusion and environmental policies, and will thus be required to mainstream these considerations throughout their work.

While funding for salaries sought under this design relate primarily to PIEMA secretariat dedicated roles, expertise and resources beyond the scope of that small secretariat will be required to deliver the outcomes the Alliance seeks. Where possible, existing SPC expertise will need to be engaged to meet the needs of PIEMA and its members (e.g. policy, legal, strategic planning and monitoring, evaluation, research and learning (MERL), HRSD specialists), either cost recovered from within the PIEMA budget²⁹, from within services funded via the management fee, or in collaboration with other DCRP (or wider SPC) activities funded through other sources including:

- the BSRP II project (EU-funded)
- the Pacific Catastrophe Risk Assessment and Financing Initiative
- Pacific Risk Tool for Resilience Phase 2 project (MFAT-funded with NIWA)
- Monitoring, Evaluation, Research and Learning (MERL) expertise for DCRP resourced through MFAT-funded water activities
- Pacific Disaster Net and the Pacific Data Hub; and
- the Pacific Women Lead Initiative.

PIEMA has worked since its inception to leverage opportunities to draw on in-kind contributions and stretch the resources it has at its disposal. This phase of funding will be no different. PIEMA will continue to explore opportunities through the likes of Australia Assists Program (RedR Australia), VSA, the Australian Volunteer Programme; through engaging secondees from PICs and/or Pacific interns to bolster its ranks/expand implementation; and by seeking supplementary funding support. For example, a Communications Advisor is engaged to through VSA to work on DCRP activities and then transition to PIEMA once the next phase commences later this year.

²⁹ Up to 0.5 FTE of specialist support over 3 years at a Band 10 level has been budgeted to allow for cost recovery from within DCRP and/or the wider SPC.

Procurement

PIEMA will be supported by SPC's systems and policies for internal control, human resource management, financial accountability, procurement, grants and contracting.

A primary modality of delivery will be through SPC providing direct technical support and expertise to members. Where specialist skills are required beyond those listed in the Personnel section above, SPC will first look to resource this from within the organisation (either on an in-kind or cost recovery basis), and/or from within PIEMA member agencies, but may also utilise a procurement process and a contract for services.

For investments directly into building national disaster and emergency management capability and capacity under Output 2, a range of modalities will be considered in line with SPC policies. Actual modalities to be used will be negotiated with implementing agencies on a case-by-case basis, but may include contracts for services/works, grant arrangements, or a joint implementation modality.

SPC will look for opportunities to maximise the economies of scale where possible, thus realising the benefits of being a regional alliance.

Communications and engagement

As appropriate, PIEMA will seek to work across the full spectrum of engagement as shown in Figure 9,³⁰ and will develop a Communications and Engagement Strategy to sit alongside and complement the Emergency Management Knowledge Framework to be developed as part of Output 1. This Communications and Engagement Strategy will specifically consider inclusivity and accessibility throughout.

PIEMA will primarily focus on communicating and engaging with the country-level NDMO, Police, Fire and Emergency Service agencies (and their regional representatives), as well as wider SPC, FSRS, PRP Taskforce and development partners as being within its spheres of control and influence (see above lessons learned). The strength of these relationships is currently variable. For example, while PIEMA engagement with country-level NDMOs and Fire agencies is relatively strong, there is opportunity to strengthen engagement with Police and other Emergency Services (e.g. Ambulance and Search and Rescue Services) where appropriate.

Where the opportunity arises, PIEMA will also be ready and prepared to engage with other actors within the broader PRP context, including to reduce duplication of effort and consistency of approach.

³⁰ Adapted from the [International Association of Public Participation \(IAP2\)](#) Spectrum of Engagement, and [PlanH](#).

PIEMA and engagement leverage the within DCRP and the Division. GEM has a change and knowledge where the PIEMA Engagement and Management be supported by This includes support strategic includes behaviour communications, digital media partnership

stakeholder engagement, coordination, branding and visibility. It also includes integration and effective coordination of GEM Divisional knowledge management into the broader ONE SPC systems (in line with SPC's Strategic Plan) including the Pacific Data Hub, the Digital Library, SPC and GEM websites, and the soon to be piloted *Integrate Pasifika* platform. This ensures knowledge from projects and programmes are housed in effective manners for future access to our partners and members.

While PIEMA has insufficient resource to engage coordinators located throughout the region, it will seek to purposefully engage with other projects (e.g. BSRP II, PREP) so that locally engaged personnel under those projects are supported where possible to increase visibility, engagement and localised capacity building with PIEMA member agencies.

communications activities will benefits of sitting wider SPC GEM dynamic behaviour communications management hub Communications, Knowledge Assistant will sit and senior colleagues. capabilities to delivery and change digital engagement, communications, management, brokering,

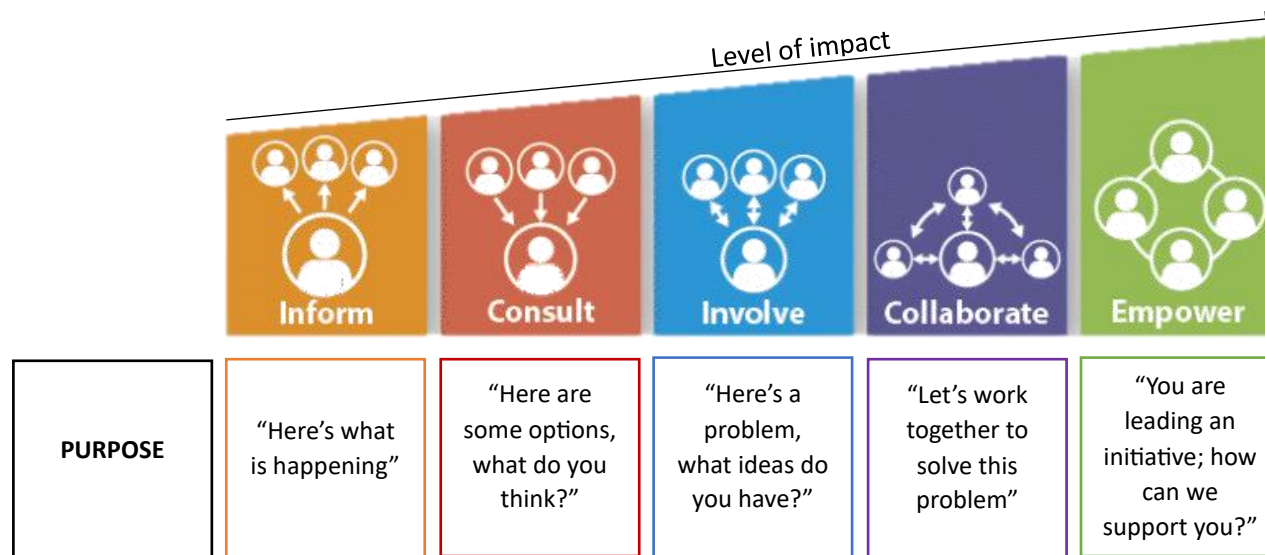


Figure 10: Engagement spectrum

Monitoring, evaluation, research and learning arrangements

A Monitoring, evaluation, research and learning (MERL) Plan has been developed to guide the collection, analysis and reporting of data, to measure the results and barriers experienced of the support to PIEMA over the 2023-2027 period. This looks to:

- make available evidence and learnings at key stages of implementation to inform decision-making and adaptive management
- increase visibility and awareness of the Alliance; and
- assess the relevance, coherence, effectiveness, efficiency, impact and sustainability of support to PIEMA 2023-2027.

The MERL Plan (see **Annex D**) is built off the logic framework/results diagram outlined in section 2 and includes a MERL table and implementation plan. The MERL approach builds upon key methodologies implemented under PIEMA 2017-2023. Driven by results-management and participatory evaluation approaches, PIEMA 2023-2027 will be able to test assumptions against the intervention logic, apply adaptive management principles and uphold its values of collaboration, cooperation, transparency and accountability. Similar evaluation methodologies will be employed, including the most significant change technique and longitudinal case study approach, to measure the qualitative impact of the intervention.

The MERL Plan produces findings and learnings to inform the following primary stakeholders on their respective collaborative and emergent information needs and reporting requirements:

- all Alliance members³¹ *(to understand collective performance levels on agreed criteria, and exchange lessons to strengthen and improve their own disaster and emergency management actions)*
- donors *(in their roles as stewards of the funds)*
- strategic partners and key actors *(to identify/adapt ways of supporting Alliance members and the wider disaster and emergency management sector)*
- SPC *(to draw on information to meets its own management, improvement and reporting requirements; to provide lessons that guide its local, national and regional collaborations to inform programmatic level results measurement and research within DCRP and the wider sector³²).*

The MERL Plan will be resourced through a combination of roles, including: oversight from the PIEMA Coordinator; the PIEMA Implementation Officer (20% of role) who will have responsibility for ensuring the MERL Plan is implemented along the lines of the workplan to collect, analyse and report on the results of the support; and the PIEMA Finance/Administration Assistant responsible for gathering and recording all indicator data with support from the and/or Communications, Engagement and Knowledge Management Advisor. Additional support where required will be engaged externally and from existing DCRP

³¹ NDMO, Police, Fire and Emergency Service agencies across all 14 Pacific Island Countries (PIC)

³² Which in turn will help meet reporting requirements for the FOC Sub-Committee on Regional Security (FSRS).

and wider SPC monitoring, evaluation, research and learning specialists (supplemented by external expertise if necessary) to provide strategic guidance and direction.

The MERL table outlines the key indicators, baselines, targets and sources of evidence to track progress against the outputs and outcomes detailed in the results diagram. Where available baseline data has been captured from the results framework detailed in the PIEMA 2017-2023 Completion Report. It is proposed that upon mobilisation, a data collection activity against other DCRP programmes be undertaken to strengthen the baseline, in addition to PIEMA undertaking a baseline survey of PIEMA member agencies. During the baseline data collection activity, further discussions will take place with other donor-funded humanitarian programmes with capacity development components (including, NCCTRC, DART, Australia Assists and New Zealand and Australian National Emergency Management Agency support). Twenty-four performance indicators have been proposed (with disaggregated data to be collected as appropriate), building on the indicators from PIEMA 2017-2023, and aligning with indicators from donors, the Pacific SREM, Boe Declaration Action Plan, DCRP programme (as well as Divisional and SPC-wide indicators). A mixed methods approach has been employed to track both short-term outcomes and medium/long-term impact. Emerging lessons will be identified through SPC's six-monthly reflection and learning process, and communicated for consideration at the PIEMA quarterly reference group meeting; and PIEMA Annual Meeting.

Review and reporting

The MERL table will be reviewed six-monthly in line with SPC's reflection and learning processes. Progress against the MERL table will be reported annually to members, stakeholders and donors at PIEMA Annual Meetings. Progress will also be shared with the FSRS in line with the Boe Declaration Action Plan; and with Pacific Disaster Risk Management Ministers in 2025.

Key activity milestones, as outlined in Annex A - implementation plan, will be reported on upon completion, through the PIEMA reference group for comment, and more broadly at the Annual Meeting to key stakeholders, partners and donors.

Key to note are the review of the Pacific SREM in 2025 (which will in essence act as a mid-term review of this design implementation), and then an internal summative impact evaluation of PIEMA in early 2027.

Evaluation

Progress against PIEMA priorities will be assessed as part of:

- participatory reviews of country-level Strategic Roadmaps for Emergency Management (SREMs) in 2023/24, including encouraging PICs to workshop what the PIEMA gender strategy and findings from the BSRP II review of disability inclusivity within DRM mean for their future SREMs.
- a review of the Pacific SREM in 2024/5. This will include a review of progress against the Pacific SREM (2021-2025) outcomes and action plan, including considering relevance of outcomes/actions, effectiveness, efficiency, coherence, and sustainability of current resourcing strategies (including under the DFAT/MFAT funding design 2023-2027, and the piloted funding mechanism for support to country-level activities).

These findings will then be used to provide an updated Pacific SREM33 outlining the region's agreed: vision, theory of change and intervention logic; priority costed action plan (recommending intervals for revision); approach to gender, social and disability inclusion; resourcing and structured monitoring and evaluation strategies and processes (including transition and sustainability considerations in event of a scale up of investment into PIEMA activities); and reporting mechanisms. It is intended that this revised SREM would provide the basis on which to scaling options outlined in Appendix 3. The internal summative impact evaluation of PIEMA 2023-2027 in 2027 will then be framed by evaluative questions formulated under the six areas of inquiry, outlined by the Organisation for Economic Cooperation and Development - Development Assistance Committee (OECD DAC) criteria³⁴ for evaluating development assistance effectiveness. This will be used to:

- inform key stakeholders, namely the Alliance, donors, partners, SPC and the broader Pacific Resilience Partnership of PIEMA's effectiveness and impact
- consolidate the key results for the activity's completion report; and
- outline lessons learnt for future consideration.

The Most Significant Change (MSC) evaluation approach will guide the collection and systematic selection of the MSC stories, as told and selected by stakeholders. A longitudinal case study research approach will be applied across four individuals and two institutions in their pursuit of improved personnel and institutional capacity and capability development.

Progress under PIEMA will also be assessed within broader DCRP and SPC evaluations as appropriate.

See **Annex D** for a full MERL Plan.

5. RISKS, ASSUMPTIONS & SAFEGUARDING

Risk management

A full risk register has been developed for this phase of PIEMA support (see **Annex B**). This is a living document that assesses the level of risk pre and post mitigation of the risk. Risk and issue management will also be a standing agenda item at fortnightly internal project meetings and bi-monthly teleconference with donors; and the risk register will be fully reviewed at least six monthly.

The most significant risks identified in the register (post-mitigation) that could impact on successfully meeting PIEMA priorities as outlined in this design are:

- **Political** - these risks include resistance to change within PIEMA agencies, changing country and regional level PIC priorities (including following political processes), and PICs/agencies choosing not to work with SPC or PIEMA due to factors outside of PIEMA control. Mitigations include: building strong and robust relationships with PIEMA members and partners; prioritising activities that are on well consulted country-level/regional strategies and plans

³³ Length of new Pacific SREM subject to review of previous SREM.

³⁴ OECD DAC, Evaluation Criteria: <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

(including country-level SREMs, the Pacific SREM, FRDP, Boe and Nadi Declarations); signing agreements on the nature and scope of activities to be implemented; regularly engaging partner government officials and administrators at country level, regional partners, SPC management and donors, and sharing with information on PIEMA scope, progress and deliverables in respective PICs; and ensuring that the PIEMA Secretariat is not moving faster than the membership (including through use of a Reference Group for discussions between annual meetings).

- **Financial** - Most acutely this refers to the risk of there being insufficient budget/resourcing to implement PIEMA priorities, noting the current tight budget. This may be further exacerbated by an economic downturn causing high inflation, or adverse changes to foreign exchange.³⁵ Mitigations include: designing a scalable activity (Appendix 3 refers); and setting up structures and mechanisms that will encourage other donors to co-invest and/or provide in-kind support. The Secretariat will also closely monitor and report to donors/PIEMA Members on the budget, inflation and foreign exchange, and work closely with other SPC/non-SPC initiatives (including partner governments) to co-invest/leverage resources to achieve PIEMA priorities.
- **Disaster** - Natural disaster events (cyclone, drought, earthquake, tsunami, etc) may affect one or more of the participating PICs and their ability to engage; and/or there may be a repeat of the pandemic lockdowns and travel restrictions. While country-led and regional PIEMA activities will increase the speed and impact of PIC responses (thus reducing the impact of such disaster events), PIEMA is still likely to be adversely impacted. The Secretariat is adopting an adaptive management approach, will communicate early with partners and donors following a disaster on the impacts and potential changes to the workplan or mode of delivery if needed.
- **Health and Safety** - Health and safety risks primarily relate to exposure to virus and diseases while travelling, potential vehicular-related accidents (cars, boats, planes), heightened safety risks when operating in post-disaster circumstances, and inherent sexual exploitation, abuse or harassment risks. Mitigations include training staff and following SPC Occupational Health and Safety, and safeguarding policies (see below for further discussion on safeguarding); having health insurance for all staff members to allow for prompt and quality healthcare (and encouraging contractors to have their own insurance); ensuring staff wear personal protective gear where appropriate and use good hygiene practices; security checking personnel hired; and only hiring vehicles or fly/boat with reputable companies.

Assumptions

There are a number of assumptions that underpin this design. Most significantly, it is assumed that:

- Enthusiasm shown by PIEMA Member PICs to renew their country-level SREMs (for those that have them), will continue and allow for reviewing and updating of country-level SREMs to be completed by December 2024.
- Some PICs will not wish to develop country-level SREMs, but will continue to have alternative planning frameworks that will allow for engagement with PIEMA and Pacific-wide planning and coordination processes.

³⁵ Grant funding will be in AUD; the working currency of SPC is EUR; and member PICs operate in multiple currencies.

- PICs will have different support requirements, with some PICTs being able to lead their own process, and others requiring more substantial support.
- There will not be a radical change of priorities for PIEMA Members at the time of the review of the Pacific SREM.
- If DCRP adopts a more programmatic approach to the provision of PIEMA secretariat services, the results of PIEMA activities will be more sustainable, impactful and aligned with wider DCRP goals.
- Cooperation, collaboration and improved interoperability takes time, and progress will be uneven across the region.
- Other DCRP and non-SPC initiatives will coinvest and/or provide in-kind contributions to activities outlined in this proposal.

Safeguarding

Sexual exploitation, abuse, and harassment (SEAH) risks within communities are heightened in time of disaster. PIEMA aims to improve the quality of disaster and emergency preparedness and response across the region, including supporting PIEMA Members to consider how their countries can reduce SEAH risks over time.

In implementing PIEMA activities, SPC safeguarding policies will be followed. This includes Section B (Discrimination); Section C (Bullying); Section D (Harassment, sexual harassment and sexual Exploitation); Section E (Violence in the Workplace); Section F (Domestic Violence); and Section G (Child and vulnerable adult protection) from Chapter XI of SPC's Manual of Staff Policies which is incorporated into this design by reference as Annex E. PIEMA staff will be actively encouraged to participate in training available through SPC on these policies. SPC sub-contracts and grants also include specific safeguarding provisions, and by reference incorporate in Chapter XI of the SPC Manual of Staff Policies.

This design has already been assessed according to SPC's Social and Environmental Responsibility (SER) screening process (see **Annex C** for SER Checklist and Screening Report). PIEMA is assessed as having low social and environmental impacts, particularly due to the people-centred approach that is to be promoted and utilised, and the strengthening of disaster and emergency management throughout the region that should have positive benefits for populations affected by disasters.

6. SUSTAINABILITY

As an Alliance that is to support collaboration, coordination and interoperability throughout the region, PIEMA will continue to operate for as long as it proves effective, and resources are available. The role of PIEMA and the secretariat is, however, likely to continue to evolve over time as the building blocks for collaboration are solidified. For example, progress towards common doctrine within the region will be able to be observed and outcomes sustained through embedding common doctrine within national policies and SOPs. Moreover, gaps in opportunities for capacity development will be sustainably plugged through PIEMA's focus on institutional delivery and strengthening, although the timeline and resources needed to address country-level priorities as captured in SREMs is far greater than what is available under this current design. Investment in future disaster and emergency management personnel in the Pacific and succession planning will remain an ongoing priority, particularly with the anticipated exacerbation of disaster events due to climate change.

Relationships between disaster and emergency management agencies in the region will however constantly going to evolve, and personnel within those agencies will continue to turn over. Thus, the need to build consensus, maintain trusting relationships, team spirit and mutual understanding within the region will continue into the future.

As PIEMA is still nascent in its development, there is still reliance on donor support. This is likely to continue until PICs themselves can address many of their own capacity and capability short-comings. By embedding the secretariat services within DCRP and adopting a more programmatic approach to resourcing implementation of disaster and emergency management priorities in PICs, however, institutional knowledge, PIEMA outcomes, and relationships between SPC and PIEMA members are more likely to be sustained and grow over time.

ANNEXES

ANNEXES

- A. [*Responding Together: Strategy for Gender Equality In Disaster Management in the Pacific*](#) (linked)
- B. [*Becoming a Leader: a learning leadership pathway for PIEMA member agencies*](#) (linked)
- C. [*Pacific SREM \(2021-2025\)*](#) (linked)