



PACIFIC ISLANDS  
EMERGENCY MANAGEMENT  
ALLIANCE

# Completion Report

October 2017 - March 2023



## Key Results



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## Acronyms and Abbreviations

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AFAC	-	National Council for Fire and Emergency Services, formerly Australasian Fire and Emergency Service Authorities Council
APTC	-	Australia Pacific Training Coalition
BSRP	-	Building Safety and Resilience in the Pacific project
DCRP	-	Disaster and Community Resilience Programme
DFAT	-	Australia Department of Foreign Affairs and Trade
DRM	-	Disaster Risk Management
EOC	-	Emergency Operations Centre
EQAP	-	Education and Quality Assessment Programme
FENZ	-	Fire and Emergency New Zealand
FOC	-	Forum Officials Committee
FSRS	-	Forum Sub-Committee on Regional Security
HADR	-	Humanitarian Assistance and Disaster Relief
IST	-	International Skills Trainer and Assessor Course
KRA	-	Key Result Area
MFAT	-	New Zealand Ministry of Foreign Affairs and Trade
MTR	-	Mid-Term Review
NDMO	-	National Disaster Management Offices
NEMA	-	National Emergency Management Agency (New Zealand)
NEOC	-	National Emergency Operations Centre
PacIMS	-	Pacific Incident Management System
PHP-C	-	Pacific Humanitarian Pathway for COVID-19
PIC	-	Pacific Island Countries
PICP	-	Pacific Islands Chiefs of Police
PIEMA	-	Pacific Islands Emergency Management Alliance
PIFS	-	Pacific Islands Forum Secretariat
PREP	-	Pacific Resilience Programme
RDMM	-	Regional Disaster Managers Meeting
SOP	-	Standard Operating Procedures
SPC	-	The Pacific Community
SREM	-	Strategic Roadmap for Emergency Management
TVET	-	Technical and Vocational Education and Training
USP	-	University of the South Pacific



## Foreword

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I am honoured to write this foreword on behalf of the Secretariat support for the Pacific Islands Emergency Management Alliance (PIEMA), which has made significant strides in improving disaster preparedness and response in the Pacific Islands region. I would like to take this opportunity to extend my heartfelt thanks to the Australian Department of Foreign Affairs and Trade (DFAT) and the New Zealand Ministry of Foreign Affairs and Trade (MFAT) for their generous funding support over the past five years.

The funding support provided by DFAT and MFAT has been instrumental in enabling PIEMA to achieve its goals. It has allowed SPC as the Secretariat to deliver training programs, conduct strategic pieces of work, and implement innovative initiatives aimed at strengthening disaster resilience in the Pacific region. As a result of this support, emergency management capabilities have been enhanced, and communities are better prepared to respond to and recover from disasters.

The Pacific Islands region is one of the most disaster-prone areas in the world, with natural disasters such as cyclones, floods, and earthquakes posing significant risks to the safety and wellbeing of the people who call these islands home. PIEMA has played a critical role in enhancing emergency management capabilities across the region, bringing together stakeholders from government agencies, and extending to civil society organisations, and local communities to share knowledge and resources.

I would also like to acknowledge the National Disaster Management Offices, Police, Fire and Emergency Services across the 14 Pacific Island Countries under the funding scope, for their unwavering support and dedication over the past five years. Through their hard work, commitment, and leadership, these organisations have helped to strengthen emergency management capabilities and build resilience in the face of disaster.

Secretariat support to PIEMA has been successful in building capacity and enhancing emergency management capabilities across the region, but perhaps its greatest achievement has been in fostering trust, teamwork, and leadership between the various stakeholders involved. Through this collaborative effort, the Secretariat has helped to break down silos and promote a culture of cooperation, communication, and coordination among emergency responders.

Looking forward, we are excited to carry on the good work through another phase of secretariat support to PIEMA, which is currently being designed and envisaged to start in late 2023. We remain committed to strengthening emergency management capabilities and building resilience in the face of disaster in the Pacific region.

I would like to express my deep appreciation to our development partners and the National Disaster Management Offices, Police, Fire and Emergency Services across the Pacific for their invaluable contributions. Together, we have made significant progress in improving emergency management capabilities in the region, and we look forward to continuing this important work in the years ahead.

Rhonda Robinson

**Director**

**Geoscience, Energy and Maritime (GEM) Division**

**Pacific Community (SPC)**

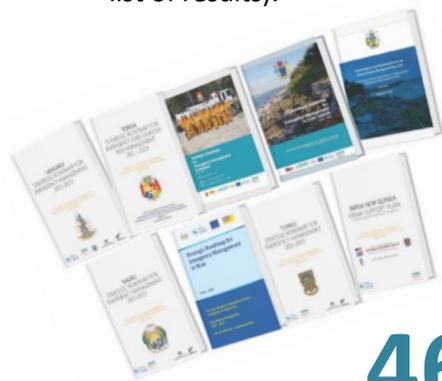
## Executive Summary

This Report provides a review of the Pacific Islands Emergency Management Alliance’s (PIEMA) work and achievements during the term October 2017-March 2023. PIEMA is guided by the vision, mission, values and principles set forth in the PIEMA Strategic Agenda 2020<sup>1</sup>. To achieve the goal of enhancing sustainable development of Pacific Island Countries (PICs) in strengthening preparedness and response for, and recovery from, emergencies and disasters, focused support was aimed at three components: policy governance; capacity development; and communication and information dissemination. Pacific Community (SPC) in its role as secretariat supported PIEMA to:

- Develop and implement strategic priorities across the emergency management sector;
- Strengthen and promote a diverse and inclusive environment;
- Build and enhance leadership skills;
- Improve professionalisation of the emergency management sector;
- Enhance interoperability between emergency response agencies; and
- Foster strategic partnerships in building a regional coordinating body.

PIEMA now has the necessary foundations established to strengthen preparedness, response for and recovery from, emergencies and disasters, through the promotion of sustainable coordination, trust, leadership and teamwork across the emergency management sector.

SPC in its role as secretariat supported PIEMA to achieve the following key results (see below for a full list of results):



9

Strategic Roadmaps for Emergency Management



Diversity and Inclusion strategies developed

46

tailored emergency management/capacity building training courses delivered



1,225

people participated in capacity building activities



25

research, knowledge and information products published



53%

participation by women

*“PIEMA came on board and developed a more concrete pathway for Emergency Management, and that is the development of the Regional Strategic Roadmap for Emergency Management (SREM), and also the introduction of an Incident Management System for the Pacific to assist Pacific Islanders especially Emergency Responders in having a coordinated approach towards Disasters”*

Vanuatu, Nauru, Tuvalu and Fiji participants, Most Significant Change Workshop, December 2022

<sup>1</sup> Strategic Agenda 2020, 2016, page 11 and 12.

## Change Theory and Journey

PIEMA was established in 2013 as a coordinating mechanism to directly engage with Pacific countries in improving resilience and creating *excellence in emergency management for safer Pacific communities*. The [PIEMA Strategic Agenda 2020<sup>2</sup>](#) was developed in 2016 and outlines the direction and intent of the Alliance across the region.

The Alliance was established on the notion that to strengthen the capacity of emergency management professionals in the Pacific Islands, greater focus is required on building the often less tangible foundations of *trust, leadership and teamwork<sup>3</sup>*.

Drawing on the region’s strategic agenda, the Australian and New Zealand Governments co-funded support to PIEMA, through Pacific Community (SPC) from 2017-2023. SPC provided secretariat and coordination support to PIEMA and worked in close collaboration with PIEMA members, strategic partners, stakeholders and other programs to achieve the strategic objectives<sup>4</sup>. The goal was to enhance sustainable development of Pacific Island Countries (PICs) through the implementation of measures to strengthen preparedness, and response for, and recovery from emergencies and disasters. The outcomes and outputs, outlined below are in direct support of the region’s defined key result areas.

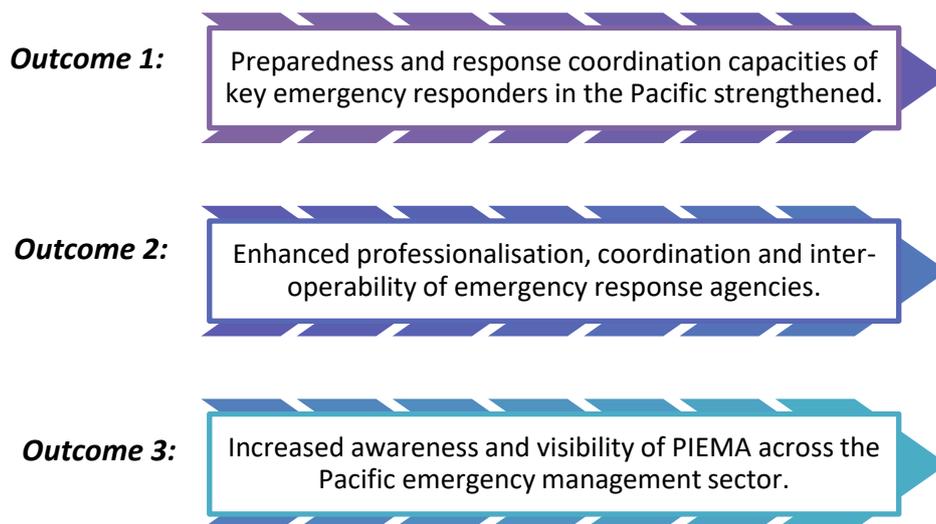


Figure 1: PIEMA outcomes

Strategic Agenda 2020: Key Result Areas	PIEMA Outputs
<b>KRA 1. Common Doctrine</b> - standardised emergency management operational doctrine with associated protocols developed and implemented.	<ul style="list-style-type: none"> <li>- Output 1.1: Development and implementation of Strategic Roadmap for Emergency Management (SREM)</li> <li>- Output 1.2: Strengthen and promote policy environment to support diversity and inclusion</li> </ul>

<sup>2</sup> Developed and funded by the European Union through the ACP-EU Building Safety and Resilience in the Pacific (BSRP), implemented by Pacific Community (SPC) (2013-2019).

<sup>3</sup> PIEMA SA 2020, page 8.

<sup>4</sup> Between 2017-2019 SPC implemented and coordinated the EU funded BSRP and DFAT/MFAT funded secretariat support to PIEMA. Both project’s collaborated to ensure coordinated support to the Alliance.



Strategic Agenda 2020: Key Result Areas	PIEMA Outputs
<p><b>KRA 2. Relationships and Leadership</b> - relationships will be strengthened to enhance the performance of emergency management agencies in the region.</p>	<ul style="list-style-type: none"> <li>- Output 1.3: Strengthening leadership in emergency management through the development of learning pathways</li> <li>- Output 2.2: Enhanced inter-operability between emergency response agencies</li> </ul>
<p><b>KRA 3. Advocacy and Profile</b> - raise the profile of emergency management, PIEMA and engender a greater level of stakeholder participation in safety and resilience building.</p>	<ul style="list-style-type: none"> <li>- Output 3.1: Development of research, knowledge and information products</li> <li>- Output 3.2: Increased visibility of PIEMA</li> </ul>
<p><b>KRA 4. Professionalisation</b> - increasing the level of proficiency and dedication to emergency management and learning from our experiences.</p>	<ul style="list-style-type: none"> <li>- Output 2.1: Improved professionalisation of the emergency management sector</li> </ul>

In order to build resilience and create safer Pacific communities from the impacts of disasters and climate change, emergency management personnel require common policies, systems and languages. They also require the capacity and resources to develop, implement and evaluate these policies and systems. Prior to SPC providing secretariat support to the Alliance, extensive work through the European Union funded Building Safety and Resilience in the Pacific (BSRP) had been delivered, with a two-year overlap between BSRP and secretariat support PIEMA, allowing for increased streamlined donor support being provided to the Alliance. In 2017 the strategy to develop national strategic roadmaps for emergency management had been created, with three roadmaps developed to date.

Over the course of 2017-2023, a further six national Strategic Roadmaps for Emergency Management (SREMs) were developed and are being implemented to a varying degree. Furthermore, a regional roadmap and implementation plan was developed to guide and support efforts to enhance emergency preparedness and response. With governance frameworks in place driving interoperability between member agencies, SPC developed the Pacific Incident Management System (PacIMS) Awareness Course to provide foundational level awareness of an incident management system and how it is applied in the Pacific<sup>5</sup>. Through key strategic partnerships several training programs and courseware were developed (both accredited and non-accredited) to upskill and create national accredited trainers, who have the capacity to deliver emergency management awareness, knowledge and skill within their own agencies and communities. SPC supported and facilitated regular communication between the Alliance, to build its profile and begin establishing the Alliance as the regional coordinating body to strengthen preparedness, response to, and recovery from, emergencies and disasters and the impacts of climate change.

SPC has supported PIEMA to establish the necessary foundations to strengthen preparedness, response for and recovery from, emergencies and disasters, through the promotion of sustainable coordination, trust, leadership and teamwork across the emergency management sector. With the foundations laid and relationships established, the next phase of support to PIEMA is well positioned to roll out the tried and tested sustainable capacity building model, continue to grow and strengthen relationships and respond to defined national/regional priorities.

<sup>5</sup> PacIMS Guidelines, 2021

## Outcome Results

PIEMA member agencies have made significant investments over several years in preparing for, responding to and recovering from national emergencies and disasters and the impacts of climate change. PIEMA’s vision for excellence in emergency management - safer pacific communities has set the strategic direction in working together and sharing knowledge and experiences, so as to build resilience and safety in communities to the impacts of climate change. Premised on the vision, mission and values outlined in the PIEMA Strategic Agenda 2020<sup>6</sup>, SPC has supported PIEMA to deliver against the following outcomes.

### Outcome 1. Policy Governance

#### Preparedness and response coordination capacities of key emergency responders in the Pacific strengthened

PIEMA aims to strengthen governance mechanisms through the development of strategic policies guiding a whole-of-sector approach to emergency preparedness and response. This outcome has been approached through the creation of strategic roadmaps for emergency management (SREM), which look to build the leadership, trust and coordination between member agencies, both nationally and regionally. SPC has developed and launched strategies to promote diversity, inclusiveness and leadership, which have been mainstreamed throughout all activities.

Key development partners supporting Outcome 1 include: Pacific Island Forum Secretariat (PIFS) and Pacific Community (SPC).

#### Outcome 1 Results

Over the past 5 years, SPC has supported PIEMA to meet and exceeded the following Outcome 1: Policy Governance indicator targets (see **Annex Four** Results Framework for further detail):



- **Indicator 2:** Two stories of change on leadership skills and attitudes resulting from capacity building activities
- **Indicator 3:** Nine Strategic Roadmaps for Emergency Management developed<sup>7</sup>
- **Indicator 5:** Two activities implemented under the Pacific Strategic Roadmap for Emergency Management
- **Indicator 6:** Responding Together: Strategy for Gender Equality in Disaster Management in the Pacific developed, implemented and mainstreamed across PIEMA activities
- **Indicator 7:** Two case studies on how PIEMA activities have incorporated diversity and inclusion
- **Indicator 8:** Becoming a Leader: A Leadership Learning Pathway for PIEMA Member Agencies developed, implemented and mainstreamed across PIEMA activities
- **Indicator 9:** 42 emergency management sector personnel with tailored learning plans

<sup>6</sup> PIEMA SA 2020, page 11.

<sup>7</sup> *Kiribati (2020-2024), Nauru (2021-2023), Papua New Guinea (2021-2023), Samoa (2021-2023), Solomon Islands (2020-2023), Tonga (2021-2023), Tuvalu (2021-2023), Vanuatu (2021-2023), and Pacific SREM (2021-2025).*

**Indicator 1** outlined a target that all SREMs developed were endorsed by the respective Government and stakeholders. Not all SREMs were publicly launched, however as long as the Roadmap/s have been accepted by the respective Governments and are being implemented, they have been recognised as being endorsed. Over the past 5 years, SPC has supported PIEMA to develop nine SREMs (*Indicator 3*) in Kiribati, Nauru, Papua New Guinea, Samoa, Solomon Islands, Tonga, Tuvalu, Vanuatu and the Pacific roadmap. On the whole, the indicator target has substantially been reached, with only the Samoa SREM awaiting final approval/endorsement. With the majority of SREMs due for review and update (ie. 6 SREMs) in 2023, this may be an area of possible consideration and support for the next phase of PIEMA.

**Indicator 4** tracked the number of PICs implementing SREM activities at the national level, with a target of 10 PICs. While activities under national SREMs were supported, the mechanisms to effectively track activities against the SREM were not in place. Overall the indicator has been substantially met, with any future phase of PIEMA suggested to look at tracking activity progress against the priorities of each national SREM.

Significant achievements have been accomplished against Outcome 1, in the strengthening of preparedness and response coordination capacities of key emergency responders in the Pacific.

These achievements include:

- ***A visible increase of PICs with prioritised strategic activities to support coordinated, efficient and sustainable emergency management responses*** through the development of nine strategic roadmaps for emergency management. SREM's were developed for **Kiribati** (2020-2024), **Nauru** (2021-2023), **Papua New Guinea** (2021-2023), **Samoa** (2021-2023), **Solomon Islands** (2020-2023), **Tonga** (2021-2023), **Tuvalu** (2021-2023), **Vanuatu** (2021-2023), and **Pacific SREM**<sup>8</sup> (2021-2025).
- ***Endorsement of eight strategic roadmaps for emergency management to enhance interoperability*** between emergency responders and agencies at both the national and regional levels. SREMs in Kiribati, Nauru, Papua New Guinea, Solomon Islands, Tonga, Tuvalu, Vanuatu and regionally have been finalised and used to strengthen measures for preparedness, response to and recovery from emergencies and disasters.
- ***Foundations of trust, leadership and teamwork established*** across the emergency and disaster risk management sector, through strengthened policy environment and enhanced dialogue, communication and shared commitments across emergency agencies (including coordinated planning and monitoring of activity progress).
- ***National member agencies working cohesively in delivering a nation-wide response to emergency and disaster management*** through the implementation of priority activities under national SREMs.
- ***Strengthened coordination of emergency management priorities regionally*** through the development of the Pacific Strategic Roadmap for Emergency Management (SREM). Creating greater opportunities for knowledge and capability exchange. *"PIEMA has brought into focus, through the Pacific SREM, the common challenges and priorities in the sector and helped attract and direct donor support and new partnerships"*<sup>9</sup>.
- ***Promotion of a diverse and inclusive environment across the emergency management sector*** through the development and implementation of gender equality strategies. By building the capability of a more diverse cohort of leaders, strengthening the policy

<sup>8</sup> Which includes an implementation plan to connect PIEMA into the regional security architecture, to be further implemented in the next phase of support to PIEMA.

<sup>9</sup> *Regional Strategic Roadmap for Emergency Management*, March 2021, page 10.



environment to support diversity and inclusion, and promoting positive attitudes to diversity and inclusion<sup>10</sup> across all PIEMA activities.

- **Enhanced leadership knowledge, skills and practices** in support of increased professionalisation and sustainability of activities through a pathway for learning strategy.

*“Before there was no formal strategic plan for NDMO. Work then wasn’t planned, thereby departments relied on the National Strategic Plan. Secondly, having these issues that we have climate change and disasters, departments tend to duplicate work whereby two departments doing/focusing on the same thing/issues with regards to the climate change and disasters. Thirdly was the demarcation of tasks when responding to disasters. Emergency responders tend to focus on their area of work rather than collaborate and work towards a common goal/common operating picture.*

*PIEMA came on board and developed a more concrete pathway for Emergency Management, and that is the development of the Regional Strategic Roadmap for Emergency Management (SREM), and also the introduction of an Incident Management System for the Pacific to assist Pacific Islanders especially Emergency Responders in having a coordinated approach towards Disasters. Well organised coordination through Disaster Advisory Committee, under NDMO. Improvement of response team, and work collaboratively together (Police, Fire) and other supporting agencies. Well managed and effective utilisation of resources.*

*A clear pathway for Emergency Management at the national and the regional levels. A more coordinated approach for preparedness, response and recovery to disaster. More alignment of departmental goals to the national and regional strategic roadmaps.*

*Save more lives and properties. Well organised and improved collaboration with community. Community gives trust to the response team (Police, Fire and others). Safety of community. Decision Making”.*

**Most Significant Change Story, Partnerships and Team work in Emergency Management**

*“With the help of PIEMA, we (Fiji National Fire Authority) are in the process of bringing down consultants to relook at our minimum qualification framework. This will clearly demarcate the emergency response competency of fire fighters. Furthermore, PIEMA has also placed enablers like International Skills Training (IST) Advance Trainer and Assessor trainers that will improve the standards, which will be our foundation of our own standards that we can build on to be more efficient, and effective emergency responders.*

*After its final implementation, we will see a more standardised emergency responders and an efficient and effective organisation with its own established unit standards. The only way is up, where we can build on these standards so that we can maintain industry currency with effective and efficient emergency management service”.*

**Most Significant Change Story, National Fire Authority Training Revolution**

<sup>10</sup> Responding Together: Strategy for Gender Equality in Disaster Management in the Pacific, page 1.



### Women need a stronger voice in disaster management

As the Pacific begins to shift its strategy towards a post COVID rebuilding model, there is an opportunity to rebuild institutions and programs, so they are stronger and more resilient. A key element to this process is increasing the participation and leadership role of women at all levels. One specific area of focus is the disaster management sector, where efforts are underway to close the gender gap.

To encourage and support greater participation from Pacific women, investments in training, capacity building, and policy are being made throughout the region.

One example of this is the Pacific Community's (SPC) support for creating the Pacific Incident Management Systems (PaclMS) and Emergency Operations Centre (EOC) Awareness Courses. These two Pacific-owned, Pacific-relevant, and Pacific-led PaclMS courses have been developed by SPC in its role as secretariat to PIEMA. The Courses have been designed for professional disaster management practitioners, and others who are engaged to respond during a disaster, including government agencies, non-government organisations, civil society organisations and communities. From the two courses combined, 233 women have registered so far across the region.

Speaking at the launch of the Gender Equality and Learning Pathways Strategies in 2020, National Fire Authority (NFA), Manager Human Resources & Corporate Affairs Ms Mileta Seniroga said the two strategies will strengthen women's representation in the Pacific disaster response services.

*"For us here at NFA, we will use the strategies and compare what we have and see how the women can be included so we can increase women's role in leadership, and I think that is one area we can improve on, so we can see future female chief fire officers.*

*For women in emergency management services, there is a lot of opportunities, and it is good to see PIEMA pave the path on how best we can improve in recruiting more females into a male dominated field", Mileta said.*

## Outcome 2. Capacity Development

**Enhanced professionalisation, coordination and inter-operability of emergency response agencies**

This three-pronged approach to addressing Outcome 2 aims to strengthen the professionalisation of the emergency management sector through the development and delivery of tailored accredited and non-accredited training programs, simulation exercises across member agencies, and increased coordination priorities and activities.

Key development partners supporting this outcome include: University of the South Pacific (USP) Pacific TAFE, Australia Pacific Training Coalition (APTC), RedR Australia, US Forest Service, SPC Education and Quality Assessment Programme (EQAP); and SPC Pacific Resilience Programme (PREP).

### Outcome 2 results

Over the past 5 years, SPC has supported PIEMA to meet and exceeded the following Outcome 2: Capacity Development indicator targets (see **Annex Four** Results Framework for further detail):

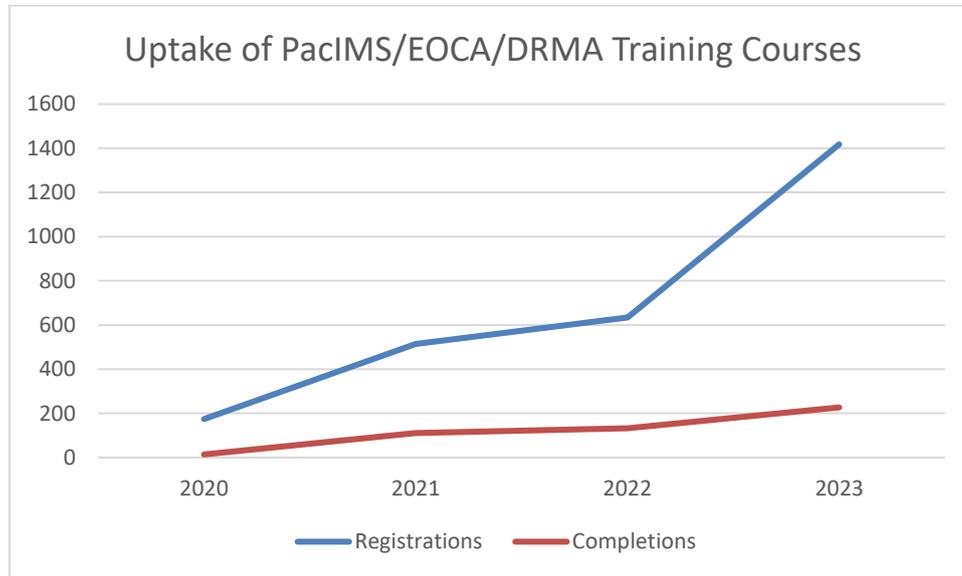


- **Indicator 10:** Twenty-three emergency response agencies were supported with increased organisational capacity
- **Indicator 11:** Two stories of change developed on the application of PIEMA training and materials within agencies
- **Indicator 14:** One story of change was developed on improved professionalisation of personnel from the emergency response sector
- **Indicator 17:** One story of change was developed on increased interoperability between agencies

**Indicator 12** pursued a target of 51 emergency management and capacity building training courses and modules to be delivered to member agencies. The target has been significantly reached with 46 emergency management/capacity building trainings successfully delivered with PIEMA's assistance, across the region over the past five years. The trainings have been largely focused on the Pacific Incident Management System (PacIMS), Emergency Operations Centre Awareness (EOCA), International Skills Training (IST), Advanced International Trainer and Assessor Course and more recently the Disaster Risk Management Awareness (DRMA) Courses. SPC has supported PIEMA to deliver these training courses through: conducting consultations, drafting and developing responsive training content, generating awareness of training courses, as well as funding of students to attend. Unfortunately due to the COVID-19 pandemic, physical travel for approximately half of the project's life was restricted. Where possible, SPC continued to support PIEMA via the online delivery of training.

**Indicator 13** measured the percentage of participants successfully completing the emergency management and capacity building training outlined in Indicator 12. With the PacIMS and EOC training being launched in 2020 and the DRMA training launched in November 2022, PIEMA has witnessed a quick uptake of registrations largely from national disaster management offices, Fire and Police, as well as civil society organisations from across 46 countries worldwide. However, the training completion rate has been steady in its increase from 2020, currently at 16% completion rate. The steady uptake has been acknowledged, with further work focused on generating greater

engagement and incentive to complete the training through regular communication; offering future training opportunities, and through the learning pathway integrating professional development training into role requirements. The indicator has been largely met with 34% of participants successfully completing training out of a target of 50%. It is suggested that the next phase of support to PIEMA carry out a review to identify any barriers to the completion of training.



**Figure 2:** Uptake of PacIMS, EOCA, DRMA Training Courses

**Indicator 15** tracked the number of simulation exercises to be completed with emergency response and stakeholder agencies, with a target of seven exercises. A total of five simulation exercises were supported over the course of the project to test the capability of the agencies to respond to a simulated emergency or disaster situation, including in Fiji, Tuvalu and Kiribati. PIEMA has worked closely with Niue, Nauru, Tuvalu and Kiribati in developing standard operating procedures (SOPs), with a small simulation exercise to test the SOPs to be delivered by US Forest Service in future. Indicator 15 has been significantly met, with current work supporting future simulation exercises that may be considered as part of the next phase of PIEMA.

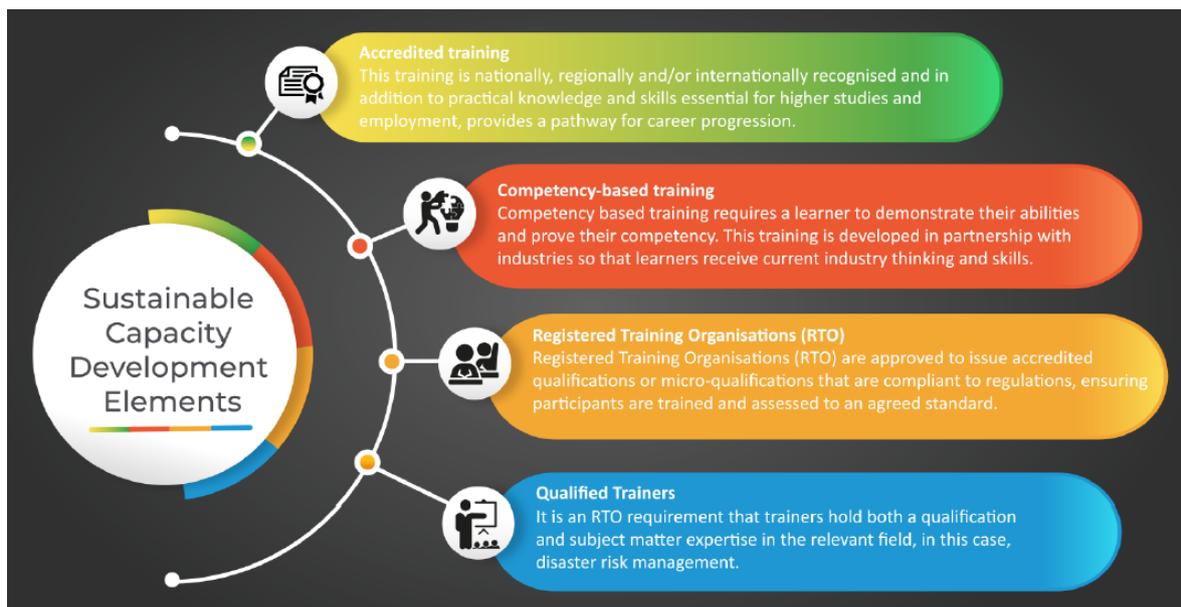
**Indicator 16** builds on Indicator 15 and measures the number of emergency response and stakeholder agencies participating in simulation exercises. With a target of 60 agencies, the PIEMA team were able to reach a total of 30 agencies through the five simulation exercises conducted (averaging over six agencies per simulation exercise).

Significant achievements have been accomplished against Outcome 2, in enhancing professionalisation, coordination and interoperability of emergency response agencies in the Pacific. These achievements include:

- Increased professionalisation of the emergency management sector regionally** through the availability of an extensive suite of emergency management courseware. SPC has widely consulted, drafted, funded and promoted a range of emergency management training to PIEMA member agencies regionally. Professional development courses range from introductory awareness of disaster risk management in the Pacific, 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.

- **Development of a Sustainable Capacity Training Model for the emergency management sector** through a multi-pronged approach (as outlined in Figure 3 below) to the upskilling of national accredited trainers in emergency management systems. SPC has developed several strategic partnerships in support of the professionalisation of the emergency management sector. Through these partnerships 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.



**Figure 3:** Sustainable Capacity Development Approach

- **Enhanced interoperability between emergency response agencies.** Through the development of SOPs and other legislative policies, coordinated incident management systems and practical simulation exercises, SPC has supported member agencies regionally to prepare and plan for emergencies and disasters. The development and rollout of PacIMS in particular, has gained great interest across the region from the emergency management sector, civil society organisations and other stakeholders. PacIMS’ contextualised terminology, arrangements and scenarios to outline the basic principles, roles and responsibilities and concepts of an incident management system, including links to the humanitarian sector and cluster system, and how it supports the national response arrangements.

*“Lack of trainings or refresher trainings for emergency management. Lack of development of skills and knowledge in disaster risk reduction and disaster risk management. Dependency on outsiders or overseas for technical support. Incident management previously was uncoordinated, however good things were being done but many times in isolation, causing duplication and inefficiency. Relying on strong individuals giving directions rather than a coordinated approach. Improved organisation and individual personnel capacities to deal with disasters. PaclMS trainings. EOC trainings and how to operate Emergency Operating Centres. Tropical Cyclone Harold and COVID highlighted gaps in coordination/communication. Sanma province in Vanuatu commenced an intense PaclMS training program to ensure that the EOC was prepared in the event of another significant event. By including a wide variety of agencies and NGOs in the training, people at the provincial and area levels were asking ‘What is this PaclMS’ – awareness of the system was spreading.*

*PaclMS have helped Tuvalu NDMO build up its capacity in incident management systems. Builds on individual knowledge in coordination and managing disasters. More confidence with individual roles and responsibility in incident management and Disaster Risk Management. As an individual I have learned the knowledge and skills in PaclMS and EOC, and would be able to share them to our local communities to take action on local issues themselves”.*

***Most Significant Change Story, Localisation and Accountability***

*“The Pacific has been calling for accredited qualifications and expertise for a long time. We now have a pathway forward to give the sector credibility across the region. Many people have extensive experience and skill across the region, but are not qualified. These accredited courses will now change that. We need people to work in disasters who are qualified to work in disasters. It also created a common pool of trainers, It’s a significant achievement, also for SPC. It helped to look at leadership in disaster management. Leadership enables thinking from a higher perspective on complex situations, to analyse difficulties and find the best solutions going forward”.*

***Most Significant Change Story, Never too old or young to study***

*“PIEMA Project enabled capacity building at both regional and country levels. Training standards developed for the region. Training rolled out to all countries in the region. As a result, a network of trained professionals are available in the region. Network enables sharing of best practices, knowledge and experiences”.*

***Most Significant Change Story, Pacific Network of Disaster Management Practitioners***

### **Community guided response to volcanic ash fall**

Natural disasters are prevalent across the Pacific Islands, and range from tropical cyclones, floods, droughts, earthquakes, tsunamis to volcanic eruptions and the resultant ash falls. How these natural disasters are managed and responded to requires a coordinated and community-focused approach.



**Figure 4:** Mr Nimau standing next to vehicle covered in Ash Fall

In March 2020, the Vanuatu National Disaster Management Office (NDMO) undertook an assessment of Mount Yasur on Tanna Island, and found that the ash fall was significantly impacting the livelihoods of neighbouring communities through the destruction of gardens and crops. The Vanuatu NDMO deployed a team to respond to the Tanna Island volcanic ash fall emergency. Mr Johnny Tarry Nimau led response efforts utilising the [Pacific Incident Management System \(PacIMS\)](#) to conduct training and community consultations with village Chiefs and community members.

Implemented by the Pacific Community (SPC) Pacific Islands Emergency Management Alliance (PIEMA) project, the PacIMS training was co-developed with Pacific disaster management and support agencies and includes Pacific arrangements, nomenclature and terminology as well as Pacific scenarios and case studies to increased consistency and improve coordination. Having successfully completed PacIMS training, Mr Nimau’s strategy is to *“gather all area administrators and secretaries together and go through*

*with them for one-day training, then we kick started on the second day to do the response. Tasks were delegated according to their experiences and skills.”*

Coupled with this knowledge and the local context, village Chiefs and community members were better placed to inform and guide the response to the volcanic ash fall and drought. Mr Nimau noted that: *“I always put myself into their boots to get closer to know what I really needed from them.”* *“Many changes and developments have been made with organisations on how they can undertake this responsibility to plan and get informed decisions to ensure their lives is not at risk and however they can mitigate those risks. Real-time extreme events have changed a lot of mentality, attitudes and behaviours of the people”,* notes Mr Nimau.



**Figure 5:** NDMO response team and community members who led the response.

As a result of the training and coordinated approach with village Chiefs and community members, the NDMO was able to support *“Best practises were informed, knowledge transfer and exchange, partnership and collaborative responsibilities, lesson learn and building up in term of skills and experiences, knowledge-based adaptation, and mitigation approaches, institutional strengthening”*.

Mr Nimau explained that any future considerations and decisions will be the *“responsibility of the community, and give them the ownership to manage themselves and organise themselves according to their trip councils to leave no one behind and for everyone to be happy”*.

## Outcome 3. Communication and Information Dissemination

Increased awareness and visibility of PIEMA across Pacific emergency management sector

Outcome 3 aims to strengthen the awareness and visibility of PIEMA and its collective role in preparing for, responding to and recovering from emergencies and disasters across the Pacific. Through the undertaking of research, development and dissemination of knowledge and information products and communication campaigns, SPC looks to support PIEMA in building the leadership, trust and coordination between member agencies regionally.

Key development partners supporting this outcome include: The Pacific Community (SPC).

### Outcome 3 results

Over the past 5 years, SPC has supported PIEMA to meet and exceeded the following Outcome 3: Communication and Information Dissemination indicator targets (see **Annex Four** Results Framework for further detail):



- **Indicator 19:** Twenty-five research, knowledge and information products published
- **Indicator 21:** Twenty-two stories of change or case studies published
- **Indicator 24:** 4,788 page views/visits to the PIEMA website

**Indicator 18** monitored the number of strategic partnerships and collaborations with PIEMA. SPC has supported PIEMA to continue to deliver activities in collaboration through eight twinning arrangements and eight strategic partnerships with key regional emergency organisations. An ambitious target of 14 twinning arrangements, 4 strategic partnerships and 2 collaboration arrangements was set. Whilst the target has been substantially reached, the Mid-Term review findings acknowledged that *'to a large extent, the PIEMA project has developed strong relationships and maintained good communication at the regional level.....Strong regional relationships are due to effective relationship building and networking'*<sup>11</sup>.

**Indicator 20** measured the number of PIEMA newsletters published, with a target of 15 over the life of the project. A total of 12 newsletters have been disseminated to member agencies providing vital information about training opportunities and priorities for the region. To a significant extent the target was reached, with the last three newsletters not able to be developed due to a lack of resourcing.

**Indicator 22** tracked the number of social media posts published regarding PIEMA. Over the life of the project a total of 91 cross-posts were made via the following platforms: Facebook, LinkedIn, Twitter and Youtube. The 91 cross-posts generated a total of 7,178 engagements. With a target of 100 social media posts, PIEMA for the most part reached the goal, however a lack of resourcing impacted on achieving the target.

**Indicator 23** measured the number of communication campaigns (ie. a planned series of communication and awareness raising activities to support one central key message) executed with

<sup>11</sup> PIEMA Mid-Term Review Report, Institute for Sustainable Futures – University of Technology Sydney, 2020, page 9



a target of nine over the life of the project. To a great extent the target was reached with a total of seven communication campaigns being delivered.

**Indicator 25** recorded the number of people participating in PIEMA capacity building activities. An ambitious target of 2,500 people was initially set, however early on PIEMA's strategic approach focused on undertaking consultations and developing national and regional strategic roadmaps to establish the agreed member agencies priorities. This coupled with more than two and half years of COVID restrictions impacted on the number of people reached. A total of 1,225 people (53% women) have participated in PIEMA's accredited courses, trainings and workshops.

**Indicator 26:** An overall satisfaction rating of 75.84% was received from participants engaging in capacity building activities, including the PIEMA Capacity Building and Most Significant Change Workshop and recent PIEMA Annual Meeting. A target of 80% satisfaction was set, with the indicator largely being met.

Significant achievements have been accomplished against Outcome 3, in increasing awareness and visibility of PIEMA across the emergency management sector in the Pacific. These achievements include:

- **Extensive knowledge products have been researched, contextualised, developed and disseminated across the region.** PIEMA's strategic approach focused on teamwork and leadership through facilitating consultations between member agencies to establish and agree on priority actions for the emergency management sector. As a result, regionally and nationally the emergency management sector have defined and coordinated their focus to deliver priority support to preparing for, responding to and recovering from emergencies and disasters. Numerous other strategies and awareness materials have been developed to communicate the mission of PIEMA.
- **Increased communication between member agencies regionally** has been established through the PIEMA Annual Meeting. The Annual Meeting is held in partnership with the Regional Disaster Managers Meeting (RDMM) and Pacific Islands Fire and Emergency Services Association (PIFESA) encouraging increased participation and coordination.
- **Recognition across the region as the regional coordinating body.** PIEMA through its national and regional strategic focus has laid the foundations for collaborative and effective teamwork and leadership. As a result, member agencies are proactively reaching out to PIEMA seeking assistance to establish connections as the need arises.

*"PIEMA Project started in 2017 and now has Regional Disaster Managers Meeting (RDMM) and Pacific Islands Fire and Emergency Services Association (PIFESA) as part of its PIEMA Annual Meetings. With APMCDRR happening in Brisbane (September 2022) SPC and PIFS approached DFAT to convene Pacific DRM Ministers Meeting prior to the APMCDRR. DFAT agreed and PIEMA were asked to fund the Pacific Ministers Meeting.*

*Enabled RDMM to report outcomes from their meetings and other Disaster Risk Management priorities to a Ministerial platform. Inaugural Pacific DRM Ministers Meeting convened in September 2022, prior to the Asia Pacific Ministerial Conference on Disaster Risk Reduction (APMCDRR). PIEMA Annual Meeting enabled RDMM and Pacific Islands Fire and Emergency Services Association (PIFESA) to occur.*

*Enables a high level perspective of PIEMA's impact at the Ministerial level; enabling increased peer exchange, accountability, leadership and increased priority and awareness of the disaster risk reduction sector at a higher level. May help to mainstream disaster priorities under existing government programs".*

***Most Significant Change Story, Final piece to the puzzle***

### Pacific-led emergency management system helping community policing in Vanuatu

Illicit substances, particularly methamphetamine and cannabis (marijuana) are overwhelming many Pacific Island communities. For the island nation of Vanuatu, the cultivation of marijuana has become a concern for law enforcement and families.

Corporal Joe Meto from Vanuatu Police Force is the Officer-in-Charge of the Torres Police Post. After transferring to the Post from a neighbouring island, Corporal Meto noticed high rates of drug cultivation in several communities under his command and he introduced a community policing program to tackle this trend.



He said the knowledge and skills to set up and implement the program was learnt through the Pacific Incident Management System (PacIMS) Training implemented by the Pacific Community (SPC). The training was co-developed with Pacific emergency service agencies through the Pacific Island Emergency Management Alliance (PIEMA) and includes regional terminology and Pacific case studies focused on increased uniformity and coordination. Although the training is focused on disaster preparedness and response, Corporal Meto noted the transfer of these skills to the community policing program were immense.

*“I was alone in Torres and needed support, so I set up the community police program in every island in Torres to assist with my policing responsibilities. I transferred the skills I learnt from PacIMS to the Community Police Officers, to assist me during different disasters or in any other incident”.*

*“As a result of the training we were able to apprehend or destroy 75 marijuana plants with an average height of 3 – 4 metres from the cultivated farms of marijuana that was having a negative impact on our communities and young people”, he said.*

In January this year, the community program expanded to the remote island of Emae at the request of the community Chief due to an increase of crime in the area. The village Chiefs and nominated community police officers who undertook the three-day training on PacIMS were trained to understand effective coordination including during a disaster and how to support coordination of evacuation centers after disaster strikes.

Corporal Meto said the training has helped provide clear reporting lines and build relationships in the communities, “the community policing program, it has been a great benefit for Torres and Emae communities to receive support from the Vanuatu Police Force and training/awareness on regional incident management systems through the PacIMS. The officers now understand their roles and functions in reporting to different village supervisors, and then reporting to the overall community police command for references”.

Recently the Emae Community Police Officers displayed their knowledge and skills gained through the PacIMS trainings, in leading and managing the arrival of the Deputy Prime Minister and other Minister’s delegations on official tours to Emae Island.



*“Six Chiefs from Emae Island contacted me to say “tankio tumas” (thank you) for the program after witnessing the Community Police Officer's performances. This new program has never been seen before and they have performed their duties to the best of their ability. I responded to the Chiefs not to thank me but to thank the Pacific Islands Emergency Management Alliance (PIEMA), as their tools are that we used to address an incident”, CPL Joe said.*

Acting Director for Pacific Community (SPC) Disaster and Community Resilience Programme (DCRP) and Project Manager of the Pacific Islands Emergency Management Alliance (PIEMA) Project, Patrick Haines was glad to see that the PacIMS online modules have been well received and are being used at the community level.

*“We are pleased to hear that the PacIMS training course is being undertaken and used by the countries and a vast range of stakeholders to produce great results”, he said.*

## **Stakeholder partnerships**

SPC in its role as secretariat of PIEMA continues to establish and strengthen professional working relationships with key emergency management stakeholders across the region. This includes briefing the Executive Leadership Team Meeting through the Pacific Islands Chiefs of Police (PICP) Secretariat, the Pacific Community for Law Enforcement Cooperation (PCLEC), Pacific Police Training Advisory Group (PPTAG), and Pacific Resilience Partnership (PRP) Risk Governance Technical Working Group. PIEMA also works in close collaboration with the Pacific Islands Forum Secretariat (PIFS) in consulting on the regional Humanitarian Assistance and Disaster Relief (HADR) mechanism.

Ongoing engagement with the New Zealand National Emergency Management Agency (NEMA) and Fire and Emergency New Zealand (FENZ) has allowed for sharing of lessons and avoiding duplications when collaborating on activities.

Furthermore, SPC in its role as secretariat of PIEMA maintains strategic engagements with the following active partners: APTC, AFAC/PPG, Australia Pacific Security College, PIFS, RedR Australia, University of the South Pacific, and US Forest Service.

To assess the value of partnering with PIEMA and the impacts created both nationally and regionally, discussions were held with five key partners. Feedback provided includes:

*“PIEMA has changed the culture of National Fire Authority. We have relied on experienced persons in the organisation previously and when they go we are left short. The more people we can get trained the greater the competency of our officers to raise the standard. Our NFA Trainers share knowledge across the NFA to increase the standard across all stations and create institutional change”.*

***Fire Chief Mr Qionilau Moceitai and Station Officer Mr Isoa Vikari, Fiji National Fire Authority***

*“PIEMA’s access to higher level meetings, even in an observational capacity has been supportive, as information is passed through to agencies to ensure all are informed. PIFS does not have access to NDMO’s and with PIEMA’s involvement, PIFS has been able to approach and seek feedback from NDMO’s through the RDMM meetings. The regional mechanism as a governance arrangement has been challenging to develop, as we need to build the trust of partners to call upon us. We are using an incremental approach and weaving the mechanism around the regional SREM. PIEMA has provided support to PIFS through an official partnership and provision of technical advice”.*

***Mr Terio Koronawa, Pacific Islands Forum Secretariat***

*“Partnering with PIEMA has allowed RedR to engage direct with stakeholders such as NFA and Police. In September we piloted the RedR Hostile Environment Awareness Training (HEAT) and also run the Essentials of Humanitarian Practice (EHP) training. The majority of participants attend these*



*trainings are funded by PIEMA. Without the funding there is no opportunity for us to reach the emergency responders to provide access to humanitarian training and provide opportunities to participate on our roster”.*

**Mr Penaia Kautia and Ms Danette Whippy, RedR Australia**

*“PIEMA has been very valuable to APTC’s delivery of the International Skills Training and Advanced courses. APTC is able to tailor the training schedule in line with the identified need, where PIEMA is able to identify a cohort available to undertake the training. APTC is flexible in providing a trainer if PIEMA can identify and organise the participants. APTC has a leadership program and an alumni program that may be another area that PIEMA could tap into. APTC has developed a leadership and management course certificate and piloted in Samoa. We would be keen to work with PIEMA again and pilot this training further, and harvest the participants feedback to inform the industry and the region”.*

**Mr Gareth McGrath, Australia Pacific Training Coalition (APTC)**

*“PREP has a technical and vocational education and training (TVET) component that we have worked together with the PIEMA project on in developing the Certificate IV in Disaster Risk Management (Team Leadership). The challenge initially experienced has been reaching students from across the region. We are working with PIEMA to increase the awareness of the Course to the region. PIEMA is also supporting the development of the Course’s 12 modules into micro-qualifications that can be undertaken separately and delivered by local accredited trainers. PREP has been dependent on PIEMA for their contributions to the units; and providing access to an already established network of trainers, that can be used to further deliver Certificate IV to National Training Institutions and other countries”.*

**Mr George Beck, SPC - Pacific Resilience Programme (PREP)**

## **Reach**

Across all PIEMA activities delivered to date (2018-December 2022), PIEMA activities have reached a total of 1,595 emergency management responders, 22% of whom were female. Furthermore, funding was available to recruit two local consultants based in Kiribati and Tuvalu, to support the implementation of national SREM priorities, in close collaboration with the NDMOs and member agencies.

SPCs support to PIEMA capacity building activities<sup>12</sup> have reached a total of 1,225 emergency management agencies (53% female) across the life of the project.

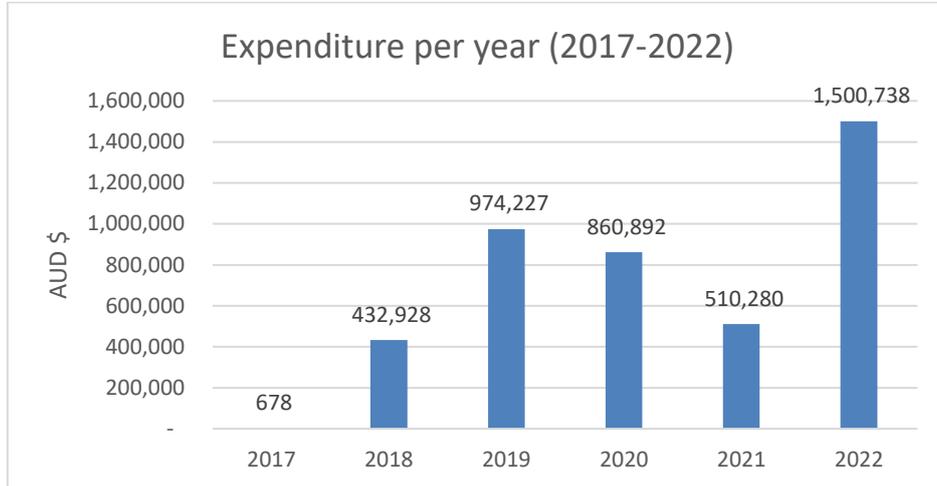
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<sup>12</sup> Activity types: accredited course, training/online training and workshop.

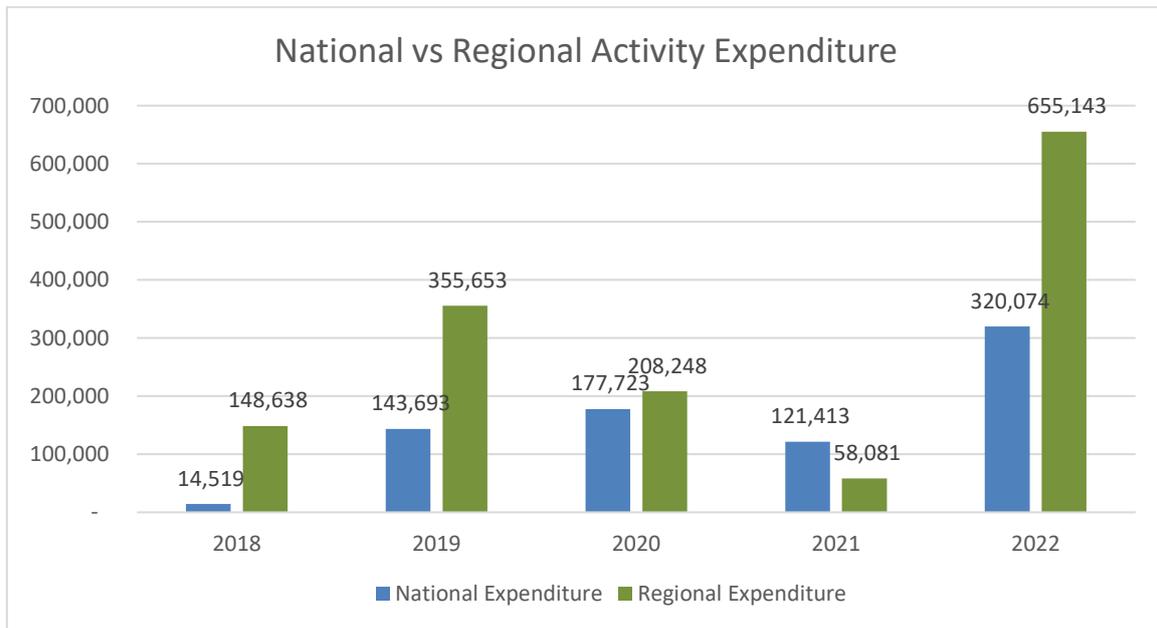
## Financial management

The total amount expended as at 31 December 2022<sup>13</sup> is AUD 4,658,461 (97%) of the total income (AUD 4,813,623) received from DFAT and MFAT.

Expenditure per year equated to:



National activity versus regional activity expenditure:



<sup>13</sup> Inclusive of commitments during the period January-March 2023.



## **PIEMA (2023-2028) Concept Note and Design**

SPC on behalf of PIEMA developed and submitted a concept note in June 2022 for PIEMA (2023-2028), which outlined the proposed strategic steps to be taken over the next five years, by defining the goal and realigning activities towards supporting more coordinated, professionalised, and self-sustaining PIEMA members across participating PICs. Most importantly, it articulated the growing desire for elevating the focus of change from individuals to institutional change, thereby further enhancing sustainability, and differentiating delivery approaches while rolling out locally led and managed emergency management activities, established through the current phase of the PIEMA project.

The concept note led to the consideration of a detailed design of the next phase of the PIEMA Project to be delivered over five years from 2023-2028. A design specialist was commissioned in February 2023, and working closely with SPC, including the Monitoring and Evaluation Adviser, is drafting the PIEMA (2023-2028) design for consideration of the Alliance at the PIEMA Annual Meeting in March 2023.

## Challenges and Lessons Learned

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Reflecting on the support provided to PIEMA over the past five years, the following challenges and learnings are noted to inform the next phase of support to PIEMA:

- in the absence of any tools, sustained engagement is difficult to obtain. A robust engagement strategy surrounding structured communications and prioritised work plans generates regular and focused communications.
- a robust engagement strategy, informed by the Alliance is essential to building and sustaining relationships and strengthening engagement and commitment.
- dedicated time is required to initially map out and monitor who the beneficiaries, partners and stakeholders are, in order to increase the uptake in establishing connections and drawing linkages both nationally and regionally.
- a monitoring and evaluation plan is necessary to be developed and adequately resourced from the beginning to adequately measure change, including the collection of baseline data, and mid-term and end of project evaluation/s.
- remote and in-person activity modalities are necessary to reach and support the region, especially in times of global pandemics and frequent disaster risk and climate change events.
- imperative to ensure that adequate resources are available within the project management unit, to ensure adequate support is available and activity implementation is delivered in a timely manner.
- sustained support beyond initial training activities is fundamental in building a vigorous capacity building approach and embedding strengthened knowledge, skills and attitudes.
- effective activities and engagement focused at the national level increases sustained support and coordination at the regional level.
- activities embedded within existing robust systems and organisations have increased sustainability to provide continuous services to the Alliance, beyond the life of donor funding, thereby strengthening the investment of the project.



## Conclusion

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SPC under the direction of the Pacific Islands Emergency Management Alliance, and continuous stewardship of both the Australian and New Zealand Governments has contributed to the region's strategic vision in creating safer Pacific communities. The developmental results achieved have measurably built sustainable policies, systems, knowledge and relationships to prepare for, respond to and recover from emergencies and disasters relating to climate change across the region. Foundations of trust, leadership and teamwork have begun to be established in strengthening the policy environment for greater coordination, and increased dialogue has led to further inter-operability and shared commitments between member agencies. PIEMA has gained some recognition as a regional coordinating body/network in the preparedness, response and recovery from emergencies and disasters.

Supporting the sustainable development of Pacific Island Countries to prepare for, respond to and recover from emergencies and disasters due to climate change is essential in building safer Pacific communities. It is also an incremental and continuous journey. SPC are grateful for the direction and support of the Alliance's members, and the support of the Australian and New Zealand Governments.

## Authorisation

I declare that the information contained in this report is true and correct.

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*Patrick Haines*

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*Project Manager  
PIEMA Project  
Pacific Community, Suva, Fiji*

31 March 2022

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