



Pacific Islands Emergency Management Alliance (PIEMA) Project Mid-Term Review Report

Prepared for The Pacific Community (SPC)
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Executive summary

This report presents findings of the Mid-Term Review (MTR) of the Pacific Islands Emergency Management Alliance (PIEMA) project. The MTR was conducted by the University of Technology Sydney (UTS) in partnership with a Pacific consultant based in Fiji between August and December 2020. The MTR was conducted remotely due to COVID-19 travel and social distancing restrictions.

The objective of the MTR is to provide decision-makers from SPC, DFAT, MFAT and the 14 member countries under the Project's scope with an overall independent assessment of the performance of the project, and to identify key lessons and practical recommendations for follow-up actions.

The MTR employed multiple data collection tools and analysis: document review; key informant interviews with national and regional stakeholders, the SPC and donors; and key questions emailed to indirect PIEMA stakeholders (partners not directly engaged in the achievement of project objectives, but have insights into the context of Pacific emergency response). The Strategy Map of Outcome Mapping was used to assess *how* the Project has achieved progress. Six sample countries were chosen to assess progress from national stakeholder perspectives.

The primary limitation of the MTR was due to the difficulties associated with obtaining country-level stakeholder engagement. Despite extensive efforts to contact national stakeholders across the six targeted countries for interviews, the Review Team were only able to interview a subset of the full target list of stakeholders. Stakeholders in the Republic of the Marshall Islands were unresponsive to invitations to participate.

The MTR questions were formulated under six areas of inquiry as per the OECD DAC Criteria for Evaluating Development Assistance. A summary of findings across the areas of inquiry is provided below, followed by recommendations.

Relevance: The PIEMA project's purpose and broad objectives are relevant to national and regional stakeholders. However, the ways in which the Project is being implemented are not always fully relevant to the needs of all national agencies.

Effectiveness: The extent to which the PIEMA project has been effective varies across its key result areas. To a large extent, KRA4 (Professionalisation) has been effective in increasing the level of proficiency and dedication to emergency management, with significant progress expected over the remainder of the Project. Effectiveness of KRA3 (Advocacy and profile) has been significant at the regional level, with less progress apparent at the national level. To some extent, progress has been made towards KRA1 (Common doctrine) at the national level and KRA2 (Relationships and leadership) is stronger at the regional level. The PIEMA project has made some progress towards its goals of promoting gender diversity in emergency management agencies, contributing to the broader agenda of gender diversity and equality across the Pacific.

Efficiency: The PIEMA project team has worked efficiently, but overall the Project has not been designed or scoped to enable delivery of expected results using the available resources.

Coherence: To a large extent, the PIEMA project has demonstrated strong coherence, maintaining efforts to complement the efforts of others at the national and regional levels.

Impact: Emerging evidence indicates the PIEMA project is contributing to impacts in the areas of professionalisation and inter-agency relationships, though assessment of impact is incomplete at this mid-term point in implementation.

Sustainability: To a large extent the MTR identified concern for sustainability of the PIEMA (the Alliance), largely due to lack of leadership roles at regional and national level and ongoing reliance on the PIEMA project team to drive progress. The MTR also found that sustainability of benefits from key activities of KRA1 (common

doctrine) and KRA4 (professionalisation) are likely to continue.

Strongest progress has been achieved when: a) there has been an alignment between the skillset of the PIEMA project team and skills available to the Project within SPC; b) the PIEMA project activities have filled a gap (e.g. the professionalising of emergency management training and the introduction of the PacIMS Awareness Course); and c) activities have been driven by PIEMA members' appetite to engage (e.g. in training).

Key recommendations are provided below:

1. PIEMA project team, in consultation with PIEMA members, SPC, DFAT, MFAT and relevant stakeholders, should prioritise a rescoping and rationalisation of the PIEMA project to establish a refined workplan and clear pathways for influencing change for the remaining period of the DFAT/MFAT funding. The rescope should:

a) Establish a transparent and clear structure of PIEMA project support to PIEMA agencies in member countries, to enable different forms of engagement. This structure will define expectations of country-level participation, dependent on expressions of interest from national members and past displays of commitment to progressing the PIEMA (the Alliance).

Categories or tiers of different types of participation will be established which will mean that the PIEMA project is not stretched equally across all parts of the Pacific, and that their work is aligned to country interest and commitment to progress the PIEMA (the Alliance).

For example, tiers of PIEMA project support could include:

Tier 1 – Countries under Tier 1 will have full involvement in PIEMA project activities which would include the development of a SREM (appropriately scoped to country needs); PIEMA agencies' uptake of professionalisation activities through training and introduction to PacIMS; proactive peer learning through exchange of best practice and country level experiences

Tier 2 – Countries under Tier 2 will have mid-level involvement in select PIEMA project activities, excluding the SREM. This would likely include some PIEMA agencies' uptake of professionalisation through training and introduction to PacIMS; peer learning through exchange of best practice and country level experiences

Tier 3 – Countries under Tier 3 will have limited involvement in PIEMA project outputs (no direct engagement in activities). Tier 3 countries access peer learning through receipt of best practice and country level experiences (e.g. newsletters and other media shared by PIEMA project team).

b) Ensure that within each tier, support is aligned with each country's needs, and with each country's expression of interest and level of commitment.

c) Prioritise the country-level focus of the PIEMA project, with the expectation that PIEMA agency members will progress sub-national, private sector, civil society and community engagement and coordination.

d) Integrate COVID-19 considerations into plans for country-level engagement, and wherever possible, draw on in-country agencies and organisations for localised activity implementation (e.g. APTC, USP Pacific TAFE, SPC regional focal points).

2. The PIEMA project team and the PIEMA (the Alliance) should realign SPC's role as the secretariat of PIEMA and strengthen its structure, roles and responsibilities to lead and manage PIEMA's ongoing objectives and workplan with a view to strengthen leadership and coordination capacity.

3. PIEMA (the Alliance), with support from the PIEMA project, should establish mutual accountability mechanisms within PIEMA, with clear accountability (expectations and processes) of all members back to the Alliance. This may include PIEMA member countries reporting on SREM progress at Annual PIEMA Meetings.

4. The PIEMA project should continue to prioritise key areas of success to date in order to consolidate and progress future achievements. Doing so will involve a focus on: i) PaclMS training for coordinated response to support inter-operability (KRA1), (ii) national coordination of emergency management and response through enhanced relationship and leadership (KRA2) and (iii) professionalisation through training (KRA4).
5. PIEMA members, with the support of the Project should continue to prioritise and showcase best practice across the region to demonstrate the value and potential for coordinated emergency management, and to incentivise ongoing commitment and engagement in the Alliance. Creative initiatives might include videos, social media, news stories, exchange programs and peer learning programs. Encourage PIEMA agencies to similarly share achievements and examples of best practice through their own channels.
6. The PIEMA project should engage PIEMA agencies on opportunities for national level uptake of the 'Responding Together' gender strategy and the 'Becoming a Leader' leadership strategy.
7. The PIEMA project and PIEMA agencies (including support partner, PICP) should prepare a strategic approach to prioritise police engagement in countries which have expressed an interest in, and a commitment to, progressing selected key result areas (refer to recommendation 1).
8. SPC and PIEMA members, with support from the PIEMA project, should progress a conversation with NDMOs with a view to establishing a body/council to coordinate and represent them and PIEMA at a regional level.
9. SPC Directors and/or Deputy Directors should build on existing opportunities to develop a strategy to engage through current networks of country level Ministries of Foreign Affairs to increase the profile and advocate for PIEMA, aligned with commitments of the Boe Declaration.
10. The PIEMA project team should continue to improve the Results Framework by including qualitative indicators that enable it to capture progress against measures relating to relationships and leadership and other indicators that are primarily quantitative.

Acronyms

AFAC	National Council for Fire and Emergency Services
AFP	Australian Federal Police
APTC	Australia Pacific Training Coalition
BSRP	Building Safety and Resilience in the Pacific
DCRP	Disaster and Community Resilience Programme (SPC)
DFAT	Department of Foreign Affairs and Trade (Australia)
EQAP	Educational Quality and Assessment Programme
FRDP	Framework for Resilient Development in the Pacific
HADR	humanitarian assistance and disaster relief
IPPG	UTS Institute for Public Policy and Governance
KII	key informant interview
KRA	key result area
M&E	monitoring and evaluation
MFAT	Ministry of Foreign Affairs and Trade (New Zealand)
MSC	most significant change
MTR	Mid-Term Review
NDMO	National Disaster Management Office
OECD DAC	Organisation for Economic Co-operation and Development Assistance Committee
PacIMS	Pacific Incident Management System
PICP	Pacific Islands Chiefs of Police
PIEMA	Pacific Islands Emergency Management Alliance
PIFESA	Pacific Islands Fire and Emergency Services Association
PIFS	Pacific Islands Forum Secretariat
PPG	Pacific Partnership Group
RMI	Republic of the Marshall Islands
SA 2020	Strategic Agenda 2020
SA CFS	South Australia Country Fire Service
SREM	Strategic Roadmap for Emergency Management
SPC	The Pacific Community
TOR	terms of reference
TC	tropical cyclone
UNDRR	United Nations Office for Disaster Risk Reduction
UN OCHA	United Nations Office for the Coordination of Humanitarian Affairs
USP	University of the South Pacific
UTS	University of Technology Sydney
WAN	Women Advisory Network (PICP)
WEOC	working as a team in an emergency operations centre
WHO CC	UTS World Health Organisation Collaborating Centre

Contents

Executive summary	iii
Acronyms	vi
1. Introduction	1
2. Background	1
3. Mid-Term Review purpose	1
3.1 Objectives	1
3.2 Scope	1
3.3 Mid-Term Review questions	2
4. Methodology	2
4.1 Approach	2
4.2 Limitations and risks	2
5. Findings	3
5.1 Relevance	3
5.2 Effectiveness	6
5.3 Efficiency	14
5.4 Coherence	17
5.5 Impact	18
5.6 Sustainability	19
6. Recommendations	21
7. Conclusion	22
8. Annexes	24
Annex 1: DFAT Standard 6	24
Annex 2: PIEMA project logical framework	25
Annex 3: Evaluation Key Questions and Focus Areas of Inquiry	27
Annex 4: Documents reviewed for MTR	31
Annex 5: PIEMA MTR consultations	33
Annex 6: Outcome mapping	34
Annex 7: Invitations to national stakeholders for MTR participation	35
Annex 8: Assessment of the PIEMA project's long-term outcome	36

1. Introduction

This report presents key findings and recommendations for the Mid-Term Review (MTR) of the Pacific Islands Emergency Management Alliance (PIEMA) project. The evaluation was commissioned by the Pacific Community (SPC) and conducted by the University of Technology Sydney between August and December 2020. The first four sections of the report provide an introduction, present background information on PIEMA, explain the purpose of the MTR, and describe the methodology. Section Five presents the findings, while Section 6 provides recommendations. The MTR has been prepared in line with the Department of Foreign Affairs and Trade (DFAT) Monitoring and Evaluation (M&E) Standards (Standard 6, see Annex 1).

2. Background

The Pacific Islands Emergency Management Alliance (PIEMA) was established in 2013 as a coordinating mechanism for engaging directly with Pacific countries to improve resilience and create '*excellence in emergency management for safer Pacific communities*'. PIEMA is a partnership between umbrella organisations and emergency management agencies – the national disaster management offices (NDMOs), and police, armed forces and Fire and Emergency services organisations. SPC provides secretariat and coordination services and receives support from partners such as the National Council for Fire and Emergency Services (AFAC).

The current phase of the PIEMA project (AUD\$4.8m, 2017–2022) is jointly funded by Australia's Department of Foreign Affairs and Trade (DFAT) and New Zealand's Ministry of Foreign Affairs and Trade (MFAT). The current phase of the PIEMA project builds on its previous phase (2013–2018) which was funded by the European Union (EU). The aim of the PIEMA project is in line with the original intent of PIEMA, and it is inclusive of Pacific whole-of-government responders across 14 countries¹, under the lead of NDMOs. SPC implements the PIEMA project, bringing emergency and disaster preparedness expertise to deliver a broad strategic direction and improve the sustainability of the PIEMA investment.

The PIEMA Strategic Agenda 2020 (SA 2020) was developed and endorsed by Pacific countries in 2015, and represents the guiding document for the current phase of the Project. Through the SA 2020, emergency coordination and response agencies in the Pacific recognise that while technology, infrastructure and equipment are important, the immediate and pressing priority is to strengthen the capacity of emergency management professionals in the Pacific. This is undertaken through programs that have a strong focus on building the less tangible foundations of trust, leadership and teamwork. As noted in the SA 2020, while great value is placed on 'what we [PIEMA agencies] do' as emergency management professionals, the focus of the SA 2020 is more on 'how we do it'. See Annex 2 for details from the PIEMA project logical framework.

3. Mid-Term Review purpose

3.1 Objectives

The objective of the MTR is to provide the decision-makers from SPC, DFAT, MFAT and the 14 member countries under the Project's scope with an overall independent assessment of the performance of the project, and to identify key lessons and practical recommendations for follow-up actions.

3.2 Scope

The review has included both breadth and depth of inquiry. Breadth of inquiry was achieved through an extensive review of PIEMA project reporting, and of the relevant regional and donor documentation and national plans and strategies across the 14 countries. Depth of inquiry was achieved through consultations with national level stakeholders in a sample of (planned) six countries,² – Fiji; Kiribati; Solomon Islands;

¹ Cook Islands, Federated States of Micronesia, Fiji, Kiribati, Nauru, Niue, Palau, Papua New Guinea, Republic of the Marshall Islands (RMI), Samoa, Solomon Islands, Tonga, Tuvalu, Vanuatu

² See Section 4.2 for details on consultation with national stakeholders.

Tonga; Republic of Marshall Islands and Vanuatu, from amongst the 14 countries included in the PIEMA project.³

3.3 Mid-Term Review questions

The MTR questions are formed under six areas of inquiry, as per the OECD DAC Criteria for Evaluating Development Assistance. The review provides recommendations for the ongoing implementation of the PIEMA project based on findings across the six areas.

Relevance

1. To what extent are the objectives of the project consistent with (i) beneficiaries' requirements, (ii) country needs and partners' policies, (iii) regional and global priorities, and (iv) SPC's, DFAT's and MFAT's relevant strategies?

Effectiveness

2. To what extent, and how, have the Project's key result areas and outcomes been achieved and/or are expected to be achieved?
3. To what extent are gender equality outcomes achieved and/or are expected to be achieved?

Efficiency

4. To what extent has the project been efficient in using available resources to achieve its objectives?

Coherence

5. To what extent does the project mutually reinforce or duplicate other disaster management activities by (i) national governments (ii) SPC (iii) DFAT, MFAT and other donors?

Impact

6. To what extent, and how, has the project contributed to intended or unintended impacts or is likely to achieve future impacts?

Sustainability

7. To what extent will benefits of the project be sustainable beyond the project life-time?

Recommendations

8. Informed by achievements to date, and lessons learned from the review, what recommendations can be offered to strengthen (i) project relevance (ii) the project sustainability plan and (iii) the Results Framework?

4. Methodology

4.1 Approach

Data collection tools and analysis link to the key MTR questions, ensuring depth of inquiry (see Annex 3). The methods employed were: document review (see Annex 4), key informant interviews (KIIs) with national and regional stakeholders, SPC and donors; and key questions emailed to indirect PIEMA stakeholders. The MTR was conducted remotely, as per the terms of reference. Annex 5 details the consultations conducted for the review. The strategy map within the Outcome Mapping methodology was used to assess *how* the PIEMA project has achieved progress (see Annex 6 and Section 5.2).

4.2 Limitations and risks

The primary limitation of the MTR was due to the difficulties associated with obtaining country-level stakeholder engagement. Despite extensive efforts to contact national stakeholders across the six sample countries for interviews (see Annex 7), the Review Team was only able to interview a subset of the full target list of stakeholders. In particular, stakeholders from national police forces were the most difficult cohort to connect with. Despite Review Team efforts, no stakeholders from the Republic of the Marshall Islands were interviewed, meaning there is no primary data from the North Pacific in the MTR. These limitations have informed the MTR findings and are discussed in Section 5.

³ The sampled countries were selected by the PIEMA project to represent countries with both strong and weaker engagement in the Project to date. The Republic of the Marshall Islands (RMI) was included in the original sample, but stakeholders were unavailable to participate in the MTR. See limitations section for more detail.

5. Findings

Findings of the MTR are informed by document review, perspectives from the five sample countries, as well as SPC, regional, donor perspectives and the PIEMA project team. Whilst primary data is from only five out of 14 PIEMA countries, multiple stakeholder perspectives and the document review strengthens the MTR findings.

5.1 Relevance

The MTR assessed the Project's relevance to the following four areas: (i) beneficiaries' requirements, (ii) country needs and partners' policies, (iii) regional and global priorities, and (iv) SPC, DFAT and MFAT. The findings are presented below.

The PIEMA project's purpose and broad objectives are relevant to national and regional stakeholders. However, the ways in which the Project is being implemented are not always fully relevant to the needs of all national agencies.

5.1.1 To a large extent, the purpose and broad objectives of the PIEMA project are relevant, as the Project is understood and valued by the majority of beneficiaries⁴, with 30 out of 33 interviewees describing the Project as relevant. However, different PIEMA project activities have varying degrees of relevance amongst national agencies. There are also differences in the degree of relevance across participating countries.

The PIEMA project recognises and affirms that the NDMOs' primary roles are to act as disaster coordinators, rather than to conduct response activities. The PIEMA project seeks to support the capacity development of NDMOs for coordination, and the capacity of first responders (police and fire services) to undertake coordinated on-the-ground responses. NDMO Directors interviewed for this MTR saw this focus of the PIEMA project as highly relevant to their efforts to fulfil their mandates.

For police and fire stakeholders, the relevance of the PIEMA project to their activities was mixed. Representatives from both agencies said that training initiated by the Project was a very tangible and relevant activity for practical capacity building. They said Project training that focused on the operational component of response was relevant and was an engaging entry point for police and fire agencies into PIEMA activities (see KRA4). National fire agencies also valued the support they received from their AFAC partners and said that the PIEMA project addressed an important need because it provided suitable training and equipment

Assessing the relevance of the Project is challenging in some instances where fire services are situated within police departments (e.g. Vanuatu, Kiribati and the Solomon Islands) and have been afforded less opportunity to participate in and benefit from the PIEMA project. While the relevance of the PIEMA project was recognised by fire agencies, at times they found it difficult to engage in PIEMA project activities because they did not receive the support they needed from the police departments. During a MTR interview a national fire stakeholder noted that *"when there is a request of other agencies overseas requesting somebody from the fire department to attend [training] – so instead of the fire member to attend it, they [police] selected somebody from the police that go and attend it, which is very discouraging and not helpful."* This MTR finding was also mentioned in Activity Progress Report 1 (October to 31 December 2019) which described efforts to make Vanuatu's fire services independent of the police force.

Police were under-represented in the MTR consultations (see Annex 5) since key focal points were unresponsive to the MTR Team's numerous requests for interviews. In most countries, police services were also not interested in being involved in the PIEMA project implementation. This raises questions as to the relevance of the PIEMA project to national police services. Activity Progress Report 1 (October to 31 December 2019) notes: *"While there have been some improvements in Vanuatu and Fiji, engagement with the police services remains a challenge for the Project"*. The two national police service representatives who

⁴ Beneficiaries are the PIEMA agencies at national level: NDMOs, police and fire and emergency Services

participated in the MTR (Solomon Islands and Vanuatu) said the PIEMA project was relevant because it provided them with training in how to respond to emergencies and disasters.

The relevance and prioritisation of the PIEMA project amongst national stakeholders varies across the participating countries and is dependent on country contexts. Some smaller countries (Kiribati, Tuvalu, Nauru, Niue) have engaged in PIEMA project activities more consistently than larger Pacific countries (e.g. Solomon Islands, Fiji, Vanuatu). This is in part because smaller countries receive less support for disaster and emergency management, and for some (e.g. Kiribati), the PIEMA project is their only source of support. PIEMA agencies in other countries (Fiji, Vanuatu, Solomon Islands) need to prioritise numerous disaster and emergency management activities, including disaster response. The PIEMA project therefore struggles somewhat to be relevant and prioritised amongst the plethora of emergency coordination and response activities in these countries, as recognised by an SPC stakeholder: *“These people in the Pacific Island countries [from PIEMA agencies] have so much to do, and so little resources. That they just don’t have the capacity to take on another workshop. Send some more people somewhere. Or if they’ve got other things to focus to on”*.

PIEMA agency⁵ representatives, particularly NDMOs, described Project activities as relevant, particularly when they were responsive to country needs and filled gaps. The MTR found this to be the case in the Solomon Islands, Vanuatu and Nauru. A NDMO stakeholder noted: *“What is missing where PIEMA can come in etcetera? So that is also another challenge, we have to undergo mapping exercise and then say to PIEMA, ‘okay this is where we can tap onto what you offer, because A, B, C, D has been covered already by another agency”*. Another NDMO stakeholder reflected on how the PIEMA project was aligned to its three core objectives, *“So the project is helping us with components that will improve each one of our objectives.”* A third NDMO stakeholder recently requested support from the PIEMA project team for their COVID-19 response plan, demonstrating the relevance of supporting the emerging needs of preparedness and response capabilities.

5.1.2 While the MTR found no instances of direct misalignment with national policies, multiple stakeholders across stakeholder groups⁶ said that elements of the PIEMA project were ‘ahead of their time’ and ‘too far advanced’ for existing capacity in-country.

The concept of PIEMA broadly resonates with member countries’ national plans and policies for disaster and emergency management. However, despite this general alignment, multiple interviewees said that the PIEMA project did not relate well to existing capacity in-country. Examples of the project being too advanced included: assuming that national stakeholder competence and confidence were greater than they actually were (regional stakeholder response); failing to recognise challenges associated with inconsistent terminology and language across ‘disaster’ and ‘emergency’ management (national stakeholder response); trying to implement PIEMA project activities prior to sufficient advocacy in-country (SPC stakeholder response); and the use of overly complicated language in the SA 2020 (AFAC Pacific Islands Liaison Officers Network (PILON) stakeholder response). A donor stakeholder also commented that PIEMA was *“trying to push countries to work in a particular way in which they don’t necessarily to date”* which is illustrative of the Project being ‘ahead of its time’ and may be indicative of limited national level buy-in of the PIEMA project. The MTR team recognise the challenge for the Project is that, in seeking to influence the change agenda central to PIEMA, member countries must be challenged to stretch beyond their current comfort zones and practices. At the same time, they need to be equipped, enabled and motivated to make necessary changes. Strengthening the appetite for change, and encouraging an acceptance of change, should be prioritised in the remaining period of the Project. This may involve using fit-for-purpose language and contextualising messages suitable for local audiences.

5.1.3 The PIEMA project is highly relevant to regional and global efforts to be better prepared to respond to climate change and disaster events, as well as efforts to support the localisation of humanitarian response. The MTR found clear alignment of the Project with key regional and global policies and strategies.

⁵ PIEMA agency stakeholders are defined as NDMO, police, fire and emergency service representatives

⁶ SPC, national and regional stakeholders, donor and Australian Fire Partners

Regionally, the PIEMA project is highly relevant, as it operationalises elements of key regional priorities such as the notions of regionalism,⁷ localisation⁸ and resilience to climate change and disaster risk.⁹ The outcome statement from the 2018 PIEMA Annual Meeting notes that PIEMA forms part of the *'overall architecture of resilience building in the Pacific'*. Regional stakeholders interviewed for the MTR appreciated the relevance of the PIEMA project the ongoing impacts of climate change on disaster frequency and intensity, and the implications this had for policing and emergency response.

PIEMA is relevant to, and aligns with, various regional policies. PIEMA's relevance is demonstrated by its inclusion within key regional documents such as the Framework for Resilient Development in the Pacific (FRDP) and the Boe Declaration's Action Plan. The Boe Declaration's Action Plan notes the need for a regional humanitarian response mechanism. One regional stakeholder commented: *"it's been accepted by the countries at the political level that the PIEMA initiative and particularly the regional Strategic Roadmap for Emergency Management is going to be the vehicle to establish that regional response mechanism"*. The stakeholder is referring to the intra-Pacific Humanitarian Assistance and Disaster Relief (HADR) mechanism, which PIEMA's Regional SREM (currently in draft) will help to action.

Despite the difficulties the PIEMA project has experienced in its efforts to be relevant to national level police services, at the regional level there is evidence of relevance for police. The Pacific Islands Chiefs of Police (PICP) has integrated emergency management as a role of police into their new strategic plan, demonstrating regional acknowledgement of the relevance of the PIEMA project for its members.

The PIEMA project is relevant globally due to its alignment with major international agreements. Given its focus on climate change, localisation, governance and gender equality, the PIEMA project aligns with global agreements such as the United Nations Sustainable Development Goals; the United Nations' 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.

5.1.4 The PIEMA project is highly relevant to the strategic objectives of DFAT, MFAT and SPC, and it contributes to their efforts to improve the ability to prepare for, respond to, and recover from emergencies and disasters in the Pacific.

The PIEMA project is relevant to DFAT in multiple ways. The PIEMA project aligns with several DFAT strategies, including Strategic Objective 3 of DFAT's Humanitarian Strategy: Support Preparedness and Effective Response. DFAT's 2019 Climate Change Strategy describes the Pacific as a particular region in which DFAT will provide support for climate change and disaster resilience. The relevance of the PIEMA project for DFAT is therefore through its geographical focus on the Pacific (aligning with the Pacific Step-Up¹⁰) and the greater focus (as compared to the previous iteration of the Project) on disaster and emergency preparedness and response, and in particular, support to NDMOs.

Similarly, the PIEMA project is relevant to and aligns with MFAT's strategic and geographic focus. The PIEMA project aligns with select key priorities of the MFAT Aid Programme Strategic Plan 2015–19. In particular, it aligns with Priority 2: Strengthen engagement within Pacific partners on economic and social policies that promote sustainable development and effective implementation and Priority 5: Improve the effectiveness of regionalisation in the Pacific. The Strategic Plan also outlines proposed resilience measures that include improving the preparedness of Pacific partners to manage and recover from disasters and investing in targeted disaster risk reduction and climate change adaptation initiatives. New Zealand's Humanitarian Action Policy also notes a geographic focus on the Pacific, and specifically mentions MFAT's work with SPC and NDMOs in select countries for disaster coordination support. Local leadership is also prioritised in MFAT's Humanitarian Action Policy, which is relevant to the PIEMA project's objectives.

The PIEMA project is highly relevant to SPC, broadly aligning with SPC's Development Goal 2 (Pacific communities are empowered and resilient), and also SPC's mandate to support national governments' disaster preparedness and response (see also Section 5.4 for alignment with other SPC programs).

⁷ E.g. as noted in the Framework for Pacific Regionalism (2014), PIFS.

⁸ E.g. as outlined in Tracking progress on localisation: A Pacific perspective (2018), HAG and PIANGO

⁹ E.g. as outlined in the Framework for Resilient Development in the Pacific (2016)

¹⁰ <https://www.dfat.gov.au/countries/pacific-step>

5.2 Effectiveness

Our assessment of effectiveness focused firstly on the outcomes and achievements of the project's key result areas (KRAs), and secondly on its gender equality outcomes. Broad findings from the document review and interviews are presented first, followed by more specific findings for each KRA and for gender equality. The findings also include an examination of *how* the PIEMA project achieved progress, and expected future progress.

The extent to which the PIEMA project has been effective varies across its key result areas. To a large extent, KRA4 (Professionalisation) has been effective in increasing the level of proficiency and dedication to emergency management, with significant progress expected over the remainder of the Project. Effectiveness of KRA3 (Advocacy and profile) has been significant at the regional level, with less progress apparent at the national level. To some extent, progress has been made towards KRA1 (Common doctrine) at the national level and KRA2 (Relationships and leadership) is stronger at the regional level.

Two broad methods of quantitative analysis were employed to assess effectiveness. First, analysis of PIEMA project documents¹¹ revealed that KRA4 (Professionalisation) was reported most frequently, followed by KRA1 (Common doctrine); KRA3 (Advocacy and profile); KRA2 (Relationships and leadership) and lastly gender equality (noting that within the SA 2020, this falls under KRA3) – see Table 1. The document review analysis provides only a partial assessment, given that content is likely to be described in multiple places.

PIEMA project documents:	KRA1 (Common doctrine)	KRA2 (Relationships and leadership)	KRA3 (Advocacy and profile)	KRA4 (Professionalisation)	Gender equality – evidence of progress
Activity /Progress Report	47	27	31	51	13
Newsletter	17	5	7	14	8
Meeting agenda / Minutes	5	2	2	9	4
ALL PIEMA DOCUMENTS	69	34	40	74	25

Table 1: Number of times each KRA was mentioned in PIEMA project documents

Secondly, within the MTR interviews participants were asked to describe the most significant change (MSC) brought about by the PIEMA project to date¹². Responses to this open-ended question were analysed by the MTR Team and allocated to the most appropriate KRA.¹³ Findings can be seen in Figure 1. They show that:

- Most MSC responses aligned with KRA2 (13 out of the 30 responses). Stakeholders across all groups value the PIEMA project's focus on relationships and leadership (see 5.2.2). For example, a PIEMA agency stakeholder from Fiji stated: *"I feel that the most significant aspect of PIEMA in the region [is that] it started bringing agencies together. Otherwise I cannot think of a platform that we can use, that can bring everybody together to work on the same language"*.
- PIEMA agency stakeholders most commonly cited KRA4 (n= 5) and KRA2 (n=5) as PIEMA's MSC, with no national responses aligning with KRA3.
- SPC stakeholders said that MSC aligned with KRA2 (n=3), KRA3 (n=3) and KRA4 (n=1).
- KRA3 was only mentioned as the most significant change by SPC (n=3), all of whom were women, and all responses related to PIEMA's gender strategy.

¹¹ Progress reports, newsletters and meeting agendas/minutes

¹² The MSC methodology was used in an adapted form, with interviewees only asked to describe a MSC, with their responses categorised by the MTR Team

¹³ For example, if an interviewee responded with training opportunities, their response was allocated to KRA4; if they responded with 'bringing agencies together' their response was allocated to KRA2.

The MSC findings contrast with those of the document review, which had low reporting on KRA2. This could indicate insufficient appreciation by the PIEMA project team of the significance of changes in relationships and leadership, which were highly regarded by interviewees. Alternatively, the low reporting of KRA2 within the document review could be due to the difficulty of measuring changes in relationships and leadership by the PIEMA project team during implementation, and may therefore be an indication of the challenges associated with reporting progress (see Section 5.3, especially Results Framework for more discussion on PIEMA project reporting).

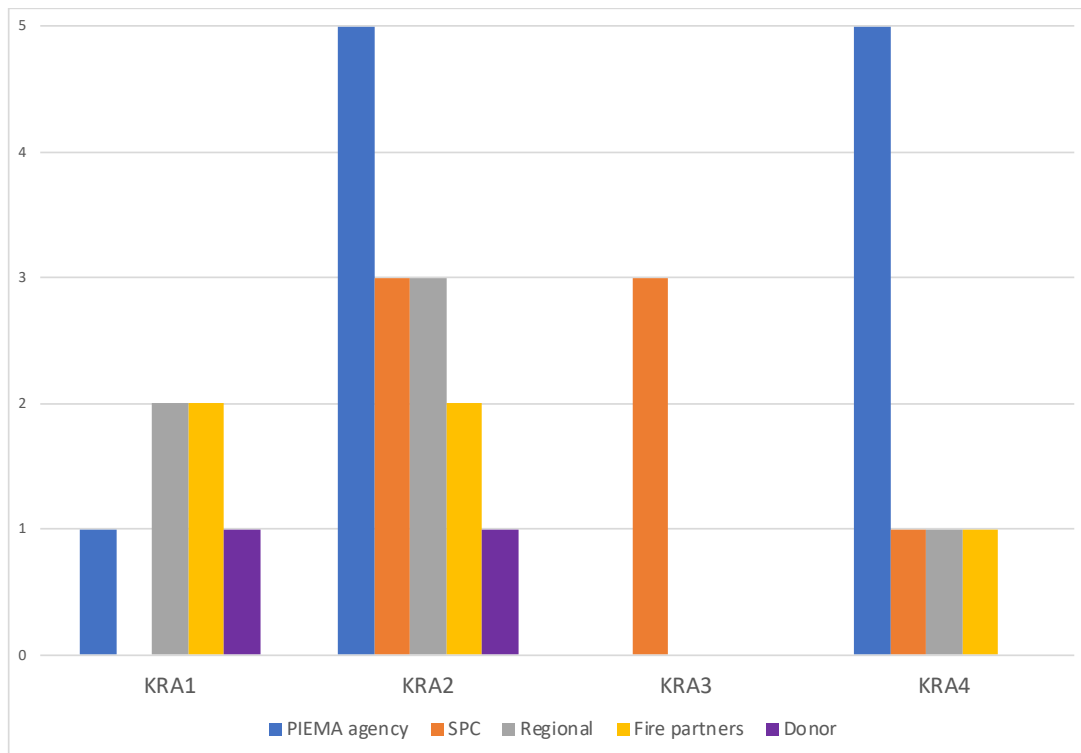


Figure 1: Most significant change responses, by KRA

5.2.1 KRA1: Common doctrine

To some extent, the PIEMA project has achieved progress towards developing a common doctrine, primarily through: the release of the Pacific Incident Management System (PacIMS), the SREM process, and simulation activities and joint trainings across PIEMA agencies.

The PacIMS represents a significant step towards a forging a common doctrine, and was cited numerous times in PIEMA project documents and by stakeholders at the national and regional levels. Other trainings (e.g. Working in Emergency Operation Centres) also support KRA1, but are also relevant under KRA4. As a result of participation in PIEMA project training, a police officer in Vanuatu said “if someone from my organisation goes over to train someone from another organisation, at least they’re training on the same type of training.”

The Strategic Roadmaps for Emergency Management (SREMs) have had mixed value achieving progress of inter-operability as a central concept in a common doctrine. Countries with strong documentation and policies on disaster and emergency management have expressed limited buy-in to the process, or were initially apprehensive about it, as the value-add was not immediately apparent.¹⁴ Regional stakeholders and SPC described the SREMs as being beneficial for documenting the coordinated approach to emergency response. SREMs have a common platform, and are then adapted to country needs to make them fit-for-purpose. For example, in the Solomon Islands, the SREM is known as the National Disaster Management Plan 2018 (NDRMP18) ‘Implementation and Monitoring Plan’, given that the NDRMP18

¹⁴ SREMs have been completed for five countries, they are part-way through the process in four countries, negotiations around beginning the SREM process continue in three countries and two countries did not indicate interest.

already described relevant coordination mechanisms. In smaller countries such as Tuvalu and Nauru, SREMs were described by one stakeholder as being a pared back version of the full SREM process that reflected a consolidation of priorities that were previously less well documented. An example of how a SREM has supported inter-operability comes from Tonga where a PIEMA agency stakeholder noted: “We start to come together during the COVID-19 [response], every agency come together and worked. And I notice there’s a, they start to go through what the roadmaps have changed”.

The process for achieving a common doctrine is enabled through the sharing of common content (e.g. through PacIMS, joint training) and building of trust and relationships between individuals. For example, the SREM process in itself builds trust and relationships between PIEMA agencies. Each time PIEMA agencies work face-to-face, trust and relationships are strengthened and there is more chance for success in developing a common doctrine. SREMs build inter-operability in part by strengthening relationships between PIEMA agencies. Achieving the outcomes for KRA1 in SA 2020¹⁵ is therefore heavily tied to those under KRA2. KRA1 outcomes are also tied to those of KRA3, since advocacy is needed to convince PIEMA agency stakeholders that SREMs are worthwhile processes. This is discussed more under Section 5.6 Sustainability.

Individual / persuasive



Five of the six strategies within the strategy map of the Outcome Mapping approach were used by the PIEMA project to achieve progress in KRA1. Strategies included efforts targeted at specific individuals, groups or organisations, as well as at the broader environment in which the individuals, groups or organisations operate. Overall, the most commonly cited example was persuasive activities¹⁶ (I2 in Annex 6) aimed at specific individuals, groups or organisations. This includes conducting joint trainings and simulation activities, and building new skills through the introduction of PacIMS. Activities aimed at the environment in which the individuals, groups or organisations operate were primarily causal¹⁷ (E1 in Annex 6) related to changes to policies (e.g. the SREMs) and SOPs.

Environment / causal



Expected future progress for developing a common doctrine is heavily tied to the roll-out and uptake of the PacIMS and SREMs. PIEMA agency stakeholders at the national level in Vanuatu and Fiji described their appetite to engage in PacIMS training which is expected to achieve ongoing progress towards inter-operability and standardisation. In Fiji, a PIEMA stakeholder noted the value of the PIEMA project: “I think because the PIEMA is now providing the missing link that was not there, or that is a common coordinated approach”. For countries who have expressed low interest to date in KRA1 activities (e.g. North Pacific countries, Papua New Guinea), an SPC stakeholder commented that progress could go two ways. First, they could maintain their lack of interest and disengagement. Or second, they could observe success in other countries and see the potential for their own countries. For the latter to occur, sharing lessons and stories across the region needs to be prioritised to create interest and appetite for uptake.

5.2.2 KRA2: Relationships and Leadership

At the national level, the PIEMA project has catalysed some inter-agency relationships. However, levels of cooperation and collaboration between PIEMA agencies are mixed across member countries due to the varying strength of interpersonal relationships. Relationships between the PIEMA project team and key regional organisations are strong, which has been achieved by effective PIEMA project team relationship building.

To some extent, the PIEMA project has catalysed PIEMA-inter-agency relationships and leadership in member countries, which has led to the beginnings of a coordinated emergency management sector. Positive examples of PIEMA agency collaboration and cooperation were found in four out of the five sample countries of the MTR (Vanuatu, Solomon Islands, Kiribati and Tonga). Stakeholders in these countries described how new relationships in emergency response had formed across PIEMA Alliance agencies. Enablers of positive relationships included small countries with smaller groups of people to work with; developing trusting and sustained relationships between individuals; taking opportunities to come together

¹⁵ For example: “Emergency management agencies operate seamlessly together and demonstrate best practice.”

¹⁶ Persuasive activities at the ‘individual’ level include: Arouse new thinking/skills, Expert driven, E.g. capacity building activities, skill enhancement, workshops, training

¹⁷ Causal activities at the ‘environment’ include: Change physical or policy environment, incentives, rules, guidelines

and work face-to-face across the three agencies (e.g. through the SREM process, or Annual PIEMA Meetings); and having strong high-level (ministerial) leadership to drive the forging and maintenance of inter-agency relationships.

The PIEMA Annual Meetings are effective and support the formation of relationships and the strengthening of leadership across the region, though this view was not universally held. One donor stakeholder considered the meetings to be an unnecessary expense, while the other appreciated the opportunity for PIEMA agency representatives to meet face to face and build relationships and shared understanding. An SPC stakeholder mentioned that *“nothing replaces face-to-face obviously because you get people, a captured audience in the room”*. The MTR considers the annual meetings to be worthwhile despite their expense, particularly because they provide the only opportunity for NDMO Directors to meet, given SPC no longer holds annual meetings of Directors of NDMOs, and as noted by an SPC stakeholder, *“this link is vital for engagement with all countries.”* Given the COVID-19 context, the 2020 PIEMA Annual Meeting did not eventuate but a Regional Directors Managers Meeting (consisting of Directors of NDMOs) was held remotely on 4 December 2020, which went some way towards maintaining contact with these important stakeholders.

The twinning partnerships between Pacific and Australian and New Zealand fire services are mutually appreciated and demonstrate tangible and practical progress and capacity building (see also KRA4). Partnerships were strongest where personnel on both sides had remained constant over a number of years (e.g. Tonga, Kiribati). The MTR found that the twinning partnerships were primarily driven by the AFAC PILON focal points. Partnerships benefitted from proactivity and good communications, and were at their best when the Pacific stakeholders saw value in the relationship. The relationship between the South Australian Country Fire Service (SA CFS) and the Kiribati Police Force Fire Service was particularly strong, with the Kiribati stakeholder noting: *“South Australia [CFS] is very helpful. They provide us with spare parts, everything we require. We haven’t met for quite a long time because of COVID. But they send us messages that they want to come over and see us. They also provide training”*. The SA CFS also noted: *“I try my hardest to keep in contact with them at least a couple of times a week just to say ‘hey we’re still here. We still love you’. We still provide anything we can, because I’m hating COVID, because we can’t do much except for via email”*.

Levels of cooperation and collaboration between PIEMA agencies are mixed across member countries due to the varying strengths of interpersonal relationships and commitments to the PIEMA project agenda. Where relationships are weak (e.g. in the Northern Pacific, Papua New Guinea) or when there are frequent changes in personnel, the PIEMA project’s ability to engage and facilitate the development of agencies to work together as a ‘sector’ is limited.

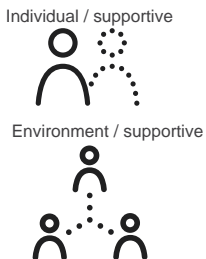
National police departments engagement and collaboration with the PIEMA project is generally weak, given that emergency and disaster response forms a small part of police forces’ roles and therefore, the incentive to dedicate time to PIEMA project activities is lacking. The extensive and varied efforts to engage police in PIEMA project activities have been met with low uptake. Despite the low engagement and weaker relationships with police, no national or regional stakeholders suggested excluding police from ongoing PIEMA project activities. Rather, suggestions were made to focus on existing positive relationships between police, NDMO and fire agencies, and share progress to highlight the benefits of this collaboration to other members of the Alliance, with the aim to incentivise such practice.

PIEMA sets out a clear leadership role for NDMOs, yet for most countries, the MTR identified lack of leadership of NDMOs to coordinate the PIEMA agencies, both at regional and national levels. This has meant the PIEMA project team seeking opportunities to initiate PIEMA activities at both national and regional levels. The PIEMA project team acts as the secretariat for NDMOs, and whilst there is the annual Regional Disaster Managers Meeting (RDMM) this forum does not provide an effective regional governance structure for NDMOs to participate in and lead the Alliance. Currently there is no regional umbrella body for NDMOs despite the fact that NDMOs have a clear regional leadership role for the Alliance. This finding raises concerns for leadership and sustainability of the Alliance beyond the life of the project (see Section 5.6).

To a large extent, the PIEMA project has developed strong relationships and maintained good communication at regional level, especially with PIFS, donors (DFAT and MFAT) and PIEMA Alliance umbrella bodies (PICP, PIFESA and AFAC). Strong regional relationships are due to effective relationship

building and networking particularly by the Project Manager. This comment was made by several regional stakeholders, e.g.: “He [PIEMA project Manager] has provided a brand of leadership that I think has been really good. He’s absolutely credible because of his background, and he can talk to, you know, the heads of the NDMOs.” Strong relationships between the PIEMA project team with key regional organisations were mentioned by SPC stakeholders as well, for example: “The biggest change is that relationship with the [Pacific Islands] Forum and the Security Council”.

Four of the six strategies within the strategy map of the Outcome Mapping approach were used by



the PIEMA project to achieve progress in KRA2. Strategies employed were primarily focused at specific individuals, groups or organisations, and in particular, via supportive strategies¹⁸ (I-3 in Annex 6). Examples to achieve progress against KRA2 through this individual/organisational approach include the AFAC PILON relationships; regional meetings; joint training and SREM activities for relationship building and supporting strong NDMO leadership. Other ways PIEMA project achieved progress was through the environment in which the individuals or groups are based, also through supportive approaches¹⁹ (E-3 in Annex 6) that build networks (such as the PIEMA Annual Meeting),

and supporting agencies within countries, and between countries across the region to work together and collaborate on emergency preparedness and response activities.

Future progress towards improved relationships and leadership looks promising at regional level, given achievements to date, however at national level, progress will be influenced by COVID-19 travel restrictions. These restrictions may remain for the remainder of the project, restricting face-to-face engagement. Efforts to engage and support the building of relationships at national level and to encourage leadership amongst PIEMA agencies will need to consider remote support, or support via in-country partners such as SPC’s regional focal points. Future progress towards building relationships with police is likely to be possible in situations where police have shown an appetite to engage, for example in training and capacity building (see KRA4 and Section 6 Recommendations).

5.2.3 KRA3: Advocacy and Profile

The PIEMA project has achieved significant progress in raising the profile of, and advocating for, coordinated emergency coordination and response at the regional level. However, the Project has limited visibility and awareness at the national level.

To a large extent the PIEMA project has achieved significant visibility and profile at the regional level. Progress is demonstrated by the strategic relationships the PIEMA project team have with the Pacific Islands Forum Secretariat (PIFS) and other relevant regional organisations, their engagement with the Pacific Resilience Partnership Taskforce, and the inclusion of the PIEMA project in two key regional strategic documents. PIEMA is very well known amongst regional stakeholders, mostly due to the strategic relationship building and networking of the PIEMA project Manager, who is recognised and valued by numerous regional stakeholders (as mentioned under KRA2). The PIEMA project is mentioned in the Boe Declaration Action Plan and the Framework for Resilient Development in the Pacific (FRDP), both of which are key documents for climate change, disaster management and human security in the Pacific. The Regional Roadmap continues to strengthen the profile of the PIEMA project and engage regional stakeholders in discussions about regional coordination for emergency response, which also aligns with the localisation agenda. The PIEMA project’s quarterly newsletters are sent to approximately 400 stakeholders across the region. The newsletters describe highlights across PIEMA’s activities and achievements, ensuring a wide range of stakeholders are kept up-to-date with PIEMA project outcomes and the profile and advocacy for PIEMA is progressed.

The PIEMA project has limited profile at the national level beyond PIEMA agencies. This view was expressed by national level stakeholders in Vanuatu, Solomon Islands and Tonga. A common message amongst regional, donor and SPC stakeholders was that PIEMA’s visibility at the national level was far less

¹⁸ Supportive strategies at the ‘individual’ level include: Based on supporter/mentor who guides change over time e.g. program member who provides guidance, input, coordination

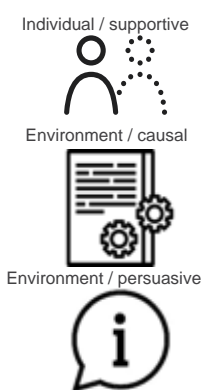
¹⁹ Supportive strategies at the ‘environment’ level’ include: Create a learning action network, Boundary partners working together and collectively supporting each other on a regular basis

than at the regional level. This aligns with findings presented in Figure 1, where no national stakeholders responded with anything relating to PIEMA’s visibility of advocacy efforts. Representatives of PIEMA agencies at the national level consulted for this MTR had little to no awareness or recall of key PIEMA documents (e.g. SA 2020, Becoming a Leader and Responding Together strategies). One exception was Kiribati, where the SREM is to be shared with cabinet ministers for endorsement, and then shared with the community. An SPC stakeholder noted it was early days in terms of PIEMA agencies viewing themselves as a sector, indicating that advocating for PIEMA’s vision across governments still requires significant effort: *“we’ve started to make inroads with people looking at themselves as a sector, but I definitely don’t think it’s gone far enough”*. This finding aligns with earlier comments about relevance, and with the PIEMA project being ‘too far advanced’ for current capacity and context. NDMO stakeholders consulted for the MTR were well aware of a breadth of PIEMA project activities, while police and fire stakeholders most often described the PIEMA project in terms of training activities and their twinning relationships with AFAC members.

Regional outcomes of KRA3 were widely discussed in interviews and in PIEMA documents, but discussions of national outcomes of KRA3 were not readily found at the national level. This finding is consistent with the MSC results at the beginning of Section 5.2, and also in the results in 5.2.3 above. Limited profile of the PIEMA project at national level has undermined progress of other KRAs, particularly KRA1 and progress of KRA2, which are informed by awareness and commitment to the Alliance agenda.

To some extent, efforts have been made to promote the PIEMA project at the government ministerial level with mixed success. SPC senior management and the PIEMA project team have advocated amongst ministers and directors for foreign affairs. One SPC stakeholder noted that *“many of them [foreign affairs ministers and directors] are very fluent with PIEMA”* (noting that this comment conflicts with the previous finding, that the PIEMA project has a limited profile at national level beyond PIEMA agencies). Given that SPC reports to ministries of foreign affairs, the MTR sought feedback about the PIEMA project from heads of these ministries across the 14 member countries via an emailed set of questions. Two responses were received, one of which indicated a relatively thorough understanding of the PIEMA project, and one of which indicated very little knowledge of the Project.

The MTR found that national governments are continuing to prioritise disaster management, but this is primarily driven by the disaster events themselves (most recently, COVID-19) that necessitate prioritisation of efforts and funding. PIEMA is contributing to this, in the crowded space of disaster-related interventions. A number of national and regional stakeholders made this comment. For example, an AFAC PILON stakeholder noted: *“PIEMA, I think has contributed to that awareness, but largely, I think it was driven simply by the events themselves.”* Also, prioritisation is reactive to the current disaster. For example, COVID-19, emergency and disaster response efforts focus on public health.



Five of the six strategies within the strategy map of the Outcome Mapping approach were used by the PIEMA project to achieve progress in KRA3. Strategies employed for KRA3 mainly focused on specific individuals, groups or organisations using supportive means¹⁸ (I-3), such as through building relationships between the PIEMA project team and PIEMA agencies. The second main way was by focusing efforts at the environment level, through causal approaches²⁰ (E-1), mainly affecting policy change (e.g. through SREMs or at regional level, through influencing the Pacific Resilience Partnership). Persuasive approaches aimed at individual’s or group’s environments²¹ (E-2) were undertaken through the dissemination of the Project’s quarterly newsletters and the ‘Responding Together’ and ‘Becoming a Leader’ strategies.

Future progress for advocacy and profile at the national level could be achieved through stronger high-level (ministerial) leadership. Such efforts could more readily forge inter-agency relationships, and potentially encourage buy-in to the PIEMA project agenda to other parts of government. PIEMA project advocacy efforts could be tied to efforts associated with the Boe Declaration, given the central role of Foreign Affairs, as well as SPC Management, who already maintain relationships with Foreign Affairs.

²⁰ Causal approaches at the ‘environment’ level include: Change physical or policy environment

²¹ Persuasive approaches at the ‘environment level include: Disseminate information / messages to a broad audience

5.3.4 KRA4: Professionalisation

To a large extent, the PIEMA project has achieved progress towards KRA4, with significant progress expected over the remainder of the Project.

PIEMA agencies have demonstrated strong engagement and uptake in national training. Training was the MSC response most commonly cited by national stakeholders (equal with KRA2 – see Figure 1), highlighting its value to stakeholders. This is for two main reasons. Firstly, the training is demand driven, and developed based on inputs from PIEMA agency representatives, as described by an SPC stakeholder: *“Through the [annual] PIEMA meeting, having the NDMO directors, the heads of fire, the heads of police being able to provide input and guidance on which way”*. Training is therefore developed with the audience in mind and is pitched appropriately, with uptake including a strong police presence. Secondly, training packages are contextualised to Pacific and national (and sub-national) contexts. An example is the PacIMS, which has adapted international systems to Pacific audience needs and contexts. Other training has also been contextualised for different situations, for example the Fiji NDMO appreciated PIEMA’s support to contextualise training for the sub-national level.

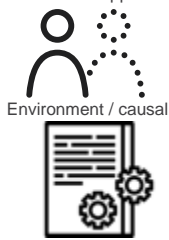
The PIEMA project has reshaped the model of Pacific disaster and emergency management training as a qualification pathway built on micro-credits that contribute to either formal academic or industry-recognised qualifications. This strategic and structured approach to KRA4 has maintained a focus on the sustainability of learning outcomes. Partnerships with the University of the South Pacific (USP) TAFE and SPC’s Education Quality and Assessment Programme (EQAP) have allowed for the formalisation of academic equivalency of training courses and workshops. The PIEMA project’s funding of formal training for fire services, through AFAC partners, enables participants to build up to Australian certified qualifications. The PIEMA project has worked with regional registered training organisations to ensure a benchmarked level of training is provided, and it has also worked through an international skills training program to ensure qualifications are developed. SPC stakeholders commented that PIEMA’s leadership in professionalising the emergency response sector has lifted SPC’s own baseline and how training and capacity development is undertaken within SPC. Progress in this area is enabled by strong skills and expertise within the PIEMA project team, and also networks (e.g. with AFAC and Australia’s State Emergency Services (SES)) that allow for training content to be adapted to Pacific contexts.

The twinning partnerships between AFAC members and national Pacific fire services have contributed to progress in professionalisation through the delivery of materials and equipment (e.g. uniforms, fire trucks) as well as training and attendance at AFAC conferences and events. Regular visits from AFAC partners have enabled face-to-face training and relationship building. For example, the AFAC partner for Kiribati noted that in 2017, Kiribati had no fire and rescue capacity, but through the PIEMA project and in-kind support from the South Australia Country Fire Service (SA CFS), they have trained 50 police officers in fire and rescue skills. A strong appetite for more training on fire and rescue has been expressed by the AFAC partner in Kiribati, even beyond the police and fire agencies (e.g. the local bank requested fire warden training). SA CFS’s plan is to build the training capacity of the Kiribati police and fire services so they can then lead training themselves. Fire representatives also appreciated the opportunity to attend AFAC events in Australia and New Zealand, gaining exposure to AFAC operational centres. Women from the fire services appreciated seeing a potential leadership path, with an interviewee commenting: *“My counterparts in Samoa and also in Vanuatu, they appreciate exposure at that level and the need for us to ensure that we are familiar with emergency management services”*.

Ongoing efforts to measure and monitor the outcomes and impacts of PIEMA training are occurring, consolidating competency-based training for disaster and emergency management. Working with APTC (who employ workplace competency-based training approaches) is expected to improve the PIEMA project’s efforts towards KRA4 progress. Recognition that quantifying the numbers of people who attended training, and moving towards qualitative approaches are being discussed within SPC and the PIEMA project team: *“So it’s hard because the mentality is always to just provide the training and not really think about breaking it down and actually what do you do afterwards?”* (SPC stakeholder). A donor stakeholder also expressed a desire to see improvements in reporting on the impact of the training, and how it contributes to changes in decision-making and behaviour.

Only two of the six strategies within the outcome mapping approach were used to achieve progress

Individual / supportive



in KRA4. Strategies were heavily centred on specific individuals, groups or organisations using persuasive means¹⁸ (I-3 in Annex 6) to deliver training (e.g. capacity building activities, PaclMS training, WEOC training). Importantly, KRA4 activities were also aimed at the group's environment through causal means²⁰ (E-1 in Annex 6) leading to a strategic change in how training and capacity building are delivered. A considered and structured approach, with a focus on sustainability and contextualised training packages ensured that activities under the KRA were delivered in an effective manner. Working in partnership, and developing new strategic partnerships with appropriate organisations, supported

PIEMA's ability to leverage existing and respected skills and capacity in the delivery of training (e.g. through the Australia Pacific Training Coalition – APTC).

Future progress for the professionalisation of the emergency management sector looks highly promising given the momentum already established.

The efforts of the PIEMA project to date, and the willingness for uptake amongst key stakeholders across member countries, indicate the likelihood of achievements towards 'increasing the level of proficiency and dedication to emergency management' (SA 2020). There are some concerns relating to ongoing COVID-19 travel restrictions. This means a more immediate reliance on online training and learning, until potential travel bubbles are created to allow inter-regional travel between member countries. Internet access is poor in some countries. Therefore, the PIEMA project team will need to consider how to enable access to training for these countries.

5.2.5 Gender diversity and equality

The second MTR question related to effectiveness is to do with assessing the achievement of gender equality outcomes. Findings are presented below.

The PIEMA project has made some progress towards its goals of promoting gender diversity in emergency management agencies, contributing to the broader agenda of gender diversity and equality across the Pacific region.

The PIEMA project has achieved small success in promoting gender equality in emergency management agencies, particularly in Fiji. The PIEMA project team described several ways in which they promote gender equality, one example being ensuring women are involved in all PIEMA project activities. Another PIEMA approach is the support offered to women leaders in emergency management. For example, the PIEMA project has supported a woman fire fighter in Fiji, which was raised by several SPC stakeholders. The PIEMA Team also supported the female (former) Acting CEO of Fiji's National Fire Authority, who "*came to AFAC and talked about women in emergency services in the Pacific and the struggles that they have and those kind of things*". Also in Fiji, a fire service stakeholder described PIEMA's leadership training that supported women to develop leadership skills.

The PIEMA project developed a gender strategy ('Responding Together') which was launched in mid-2020. The strategy is well regarded amongst SPC staff. However, as yet it has no visibility amongst national PIEMA stakeholders. 'Responding Together' is intended to be accompanied by the Leadership Pathways strategy, and DFAT, MFAT and SPC stakeholders expressed an interest in achieving national uptake of the strategies: "*Well the tools are intended for countries, so I hope the countries benefit from those.*" The MTR identified no uptake as yet of the strategy at the national level, nor any future plans for promotion or operationalisation of the strategies at national level.

Mixed views about what 'gender diversity and equality' mean in emergency management are evident amongst PIEMA agencies. Two PIEMA agency stakeholders spoke of women's and girls' protection issues (e.g. protection clusters) in response to questions about gender diversity in emergency management. Other PIEMA agency stakeholders described the increasing number of women recruits, or women attending training. The mixed views expressed about what gender diversity and equality mean in emergency management highlight the need for future efforts in this area.

The PIEMA project is one of many programs and initiatives promoting the agenda of gender diversity in emergency management in the region, and broad changes are underway. Many regional, SPC and donor stakeholders acknowledged the male-dominated nature of the emergency response sector, and how slowly and across a number of initiatives, progress was being made to increase women's roles and

leadership in this sector. A SPC stakeholder noted that “*I think there's a real movement in the region at the moment to build gender equity across a number of emergency [initiatives]*”. Overall, the MTR found that the PIEMA project is working hard to ensure it complements other gender equality initiatives taking place across the region. An example is the Women’s Advisory Network (WAN), a PICP initiative funded by MFAT and the Australian Federal Police – AFP). The MTR identified this as another parallel initiative supporting gender equality and women’s leadership in Pacific policing. PIEMA agency stakeholders in Vanuatu and the Solomon Islands also described how the numbers of women in the sector were slowly increasing, including in leadership roles. Instances of women holding the NDMO Director role across the Pacific region also appear to be more common (two of the six sample countries for the MTR had women NDMO Directors – Kiribati and Fiji).

AFAC twinning partnerships support and promote gender diversity through their various activities with Pacific national fire and emergency services. AFAC partners mentioned how they required a minimum number of women to be part of their trainings, sent AFAC women firefighters on their country visits, and shared with their Pacific partners their own strategies for gender diversity. All AFAC PILON stakeholders were male, indicating a gender diversity challenge in emergency services leadership beyond the Pacific. The PIEMA project supported women emergency response stakeholders to participate in AFAC exchange programs which supported the exposure of women in emergency services. These exchange programs also provided women with opportunities to observe different operational environments for emergency response.

Future progress for gender diversity and equality will depend on the advocacy and national uptake of the gender and leadership strategies, as well as planned activities relating to women’s leadership. Support will be needed to help national PIEMA agencies implement the strategies, and doing so needs to be based on a clearly articulated strategy that acknowledges existing barriers (e.g. the male dominated emergency response sector). In addition to implementing these gender and leadership strategies, the MTR found that additional courses and training for women’s leadership are being considered (in partnership with APTC), as well as a mentoring program, which was described by a PIEMA project team member.

5.3 Efficiency

This section assesses the extent to which the project has been efficient in using available resources to achieve its objectives. Findings are presented below.

The PIEMA project team has worked efficiently, but overall the Project has not been designed or scoped to enable delivery of expected results using the available resources.

Evidence to assess efficiency predominantly comes from the PIEMA project team and SPC stakeholders, with some inputs from regional stakeholders and donors as well. National stakeholders contributed limited inputs when asked about the efficiency of the PIEMA project.

To a large extent, the PIEMA project has worked efficiently due to the high capacity, skill sets and expertise of the management team. The skills, expertise, experience and networking capacity of the PIEMA project team are well matched to project requirements, as described by a senior SPC stakeholder: “*Some of the individuals in this [PIEMA project team] have been actually heroic. And I would really like the record to state that – that a lot of the success has been down to them*”. Several SPC and regional stakeholders highlighted that the PIEMA project Manager is highly skilled and competent in developing strategic relationships and building networks, which creates efficiencies at both the national and regional levels. Financial efficiencies have been increased thanks to a RedR-Australia Assists-supported team member who has significant skills and experience in emergency management – skills which are not costed to the Project. As a result, the PIEMA project has achieved a lot with a small budget: “*The bang for buck we’re [SPC are] getting from PIEMA is first class. I think it’s doing a great job*” (SPC stakeholder). The small Project team has been pushed beyond its capacity to deliver consistent progress across all Project activities (see below).

Efficiency of the PIEMA project has been maximised by its integration with SPC’s Disaster and Community Resilience Programme (DCRP²²). The PIEMA project draws heavily on SPC’s technical

²² <https://gem.spc.int/key-work/DCRP>

capacity to support progress and in turn, the Project shares considerable expertise in emergency response with other SPC programs. Being located within SPC offices means that the PIEMA project can easily connect with and leverage other SPC projects. Easy access, pre-existing relationships and familiarity with each other's projects enables integration. This was explained by an SPC stakeholder: *"And of particular relevance [to the PIEMA project] are the World Bank-funded projects²³ that are being done within that program. And – and so then leveraging off each other in terms of outcomes. Making sure they're integrated, they're not duplicating it. And having the people sitting in the rooms next to each other, allows for that in a way that we don't necessarily have in terms of if we're working with the UN for example."* A donor stakeholder also noted that: *"I think using SPC makes sense at least on some levels."*

The PIEMA project also contributes to, and creates efficiencies for, other SPC DCRP programs. This contribution was described by an SPC stakeholder: *"There are things that the PIEMA project helps share with our [SPC] water engineers and our water experts, around processes and protocols and policies and things like that when dealing with the issue of water in an emergency response situation".* In addition, the PIEMA project is seen as playing a role in building relationships and capacity with NDMOs *"and triangulating that with many of the other projects that work in that disaster, that resilience pillar"* (SPC stakeholder). These findings have implications which are discussed under Section 5.6 Sustainability. They highlight the potential future role of SPC for PIEMA (See Section 6 Recommendations).

The PIEMA project team has used its resources to be responsive to differing country contexts and the existing capacity in each country by employing different ways of working. This finding was mentioned by several stakeholder groups, including both donors, and was viewed as either efficient or inefficient. A responsive approach was seen to be efficient by some: *"It's [the PIEMA project's] engagement is totally different between countries, but I actually think that that's okay"* (Donor stakeholder). Others thought this approach was inefficient: *"Potentially they [PIEMA project team] spend quite a bit of time sometimes on just trying to get that buy-in which is probably a bit frustrating for them and not necessarily too efficient."* Considering the findings of the document review and the whole set of stakeholder interviews, the MTR views the use of different ways of working to be efficient, since country contexts are so different, and it is necessary for the Project to be responsive to country needs and interests in order to influence practical change across PIEMA's 14 member countries.

The importance of not having a 'one-size-fits-all' approach was acknowledged by the PIEMA project team and regional stakeholders who also questioned whether a shared goal across all 14 countries was appropriate and achievable. A regional stakeholder noted the different capacities across the 14 countries and questioned whether the expected results should be equal across all of them: *"with the strategic roadmaps for emergency management, so they [PIEMA project team] developed a few at the national level. Do you need to develop it for all [countries] or do you try to invest more time and energy in trying to make a few work, that can then be a model that can be picked up?"* This comment aligns with other stakeholder comments which questioned the design and scope of the Project, as further explored below.

The MTR identified several concerns with the design of the Project which undermine efficiency. A donor stakeholder said: *"At the moment I haven't quite got my finger on perhaps what's missing and my sense is it may be sort of the way it's set up, the sort of design of the whole thing may not be quite right"*. The four main concerns identified by the MTR are described below.

Firstly, the project is too ambitious, given the available budget and small team for managing activities and achieving expected project outcomes over 14 countries. As a result, the PIEMA project team is 'stretched too thin' to achieve consistent progress across all four KRAs in all countries. This was mentioned in the PIEMA project 2018 reporting period.²⁴ Concerns were raised that under-resourcing of staff within the PIEMA project team would negatively impact on program delivery: *"The Project recommends an assessment of whether PIEMA project resources are spread too thinly in trying to service 14 countries"* (PIEMA project Progress Report for 1 Jan-30 Sep 2019). The subsequent addition of a RedR-Australia Assists technical expert has helped to overcome this challenge to some degree. However, these concerns have remained and were reiterated by stakeholders interviewed during the MTR. For example: *"at the moment I know I think there are*

²³ The Pacific Resilience Project (PREP) and Pacific Catastrophe Risk Assessment and Financing Initiative (PCRAFI) are funded by the World Bank (and other donors) and implemented by SPC

²⁴ PIEMA project Progress Report for 1 Jan-30 Sep 2019

three or four project staff trying to do 14 countries that, that's a big ask" (NDMO stakeholder). In addition to the Project's focus on KRAs, the PIEMA project team also performs the role of Secretariat (mandated by Leaders to SPC) to the Regional Disaster Managers Meetings, which is a key regional governance function for PIEMA and adds to the Project team's significant workload. Lack of regional coordination of NDMOs undermines the sustainability of PIEMA, as discussed further in Section 5.6 Sustainability, and as responded to in Section 6 Recommendations.

Secondly, the Project design as set out within the proposal and logical framework doesn't clearly define pathways for change, or for stakeholders (boundary partners) to influence who would take up leadership of the Alliance. The set of KRAs and activities to achieve change are too ambitious for the Project Team to lead. A more efficient approach may have been to establish clear regional leadership roles for PIEMA members to guide the regional and national coordination and implementation of activities. The Project could identify boundary partners to enact change, and it could implement strategies to influence and support these partners. This would strengthen the efficiency and sustainability of PIEMA. These issues are explored further in Section 5.6 on Sustainability.

Thirdly, it is not clear what the roles of regional organisations who are members of the Alliance are, other than being stated as 'the Alliance'.²⁵ There is no mention of the role of regional Alliance members within the SA 2020 beyond page 7, and nor is there any inclusion of regional Alliance members in the Project Results Framework. As noted above, clarity on the roles of regional Alliance members could strengthen the efficiency of the Project, as the Project Team could strategically orientate its work to support the focus and agenda of the Alliance.

The role of the regional organisations within the Alliance in relation to national level activities is also not currently clear. The Project Proposal states the focus is at the national level: "*The purpose of the project is to strengthen the emergency preparedness and response coordination capacities of key national responders in Pacific island countries and territories*" (p. 12). The role of the regional Alliance to achieve this is not set out. Overall, the Project needs clearer terms of reference that plainly describe roles for the regional Alliance members, the PIEMA project team and the national PIEMA agencies. This would support sustainability (see Section 5.6) and introduce accountability for various stakeholders to achieve the vision, mission and key result areas of PIEMA.

Fourthly, the Project Results Framework is an inadequate tool for measuring the PIEMA project's progress, particularly around the critical areas of trust, leadership and teamwork. For example, the MTR's MSC interview question (see Section 5.1) found that national stakeholders valued the work the PIEMA project had done in building relationships across emergency response agencies, which is relevant to KRA2. This important progress would not be easily captured by the Results Framework. The most appropriate way of measuring relationships and leadership is through "*Indicator 1.2. Number of PICs with partnerships developed and active*". However, as a quantitative indicator, it neglects the inclusion of qualitative evidence, as found in the results of the MSC question of the MTR. Similarly, the focus on the number of national PIEMA focal points appointed (indicators 1.2.2 and 1.2.3) also excludes incremental progress in the relationship building between agencies that has been reported (to various degrees) within and across countries. The PIEMA project team recognises the need to improve the Results Framework to better capture qualitative impacts, as described by a PIEMA project team member: "*So we're in the midst of reviewing that framework to make it a bit more meaningful in that way, in actually looking at the outcomes that have been set for this project. And how can we actually measure that against some of the work that we've been doing, but not just the quantitative stuff but the qualitative stuff as well*". To achieve this refinement, support is being provided to the PIEMA project team through a RedR position situated within the SPC M&E Program.

²⁵ Page 7 of SA 2020 states "The Strategic Agenda 2020 outlines the direction and intent of the Pacific Islands Emergency Management Alliance (PIEMA) – an alliance between Pacific Islands National Disaster Management Offices, the Pacific Islands Fire and Emergency Services Association, the membership of the Australasian Fire and Emergency Service Authorities Council and the Pacific Islands Chiefs of Police."

5.4 Coherence

Coherence is focused on the extent to which the PIEMA project complements or duplicates the efforts of others at the following levels: (i) the national level, (ii) the SPC level and (iii) the level of DFAT, MFAT and other donors. Findings are provided below. They include the areas where coherence could be strengthened.

To a large extent, the PIEMA project has demonstrated strong coherence, maintaining efforts to complement the efforts of others at the national and regional levels.

5.4.1 To a large extent, the PIEMA project's particular focus has ensured coherence at the national level. Coherence is evident in situations where there is either a little or a lot of activity focused on disaster and emergency coordination and response. The MTR found evidence of coherence at the national level in four of the five sample countries. In one country, the NDMO Director noted that "*right now I think [PIEMA is] the only project that's looking at bringing together disaster response family*". Similarly, in Kiribati, national stakeholders commented that the only support they received for disaster resilience was through the PIEMA project, which complemented their national priorities.

The MTR has identified a few instances of national leadership which have ensured that the PIEMA project is complementary to other disaster resilience-focused activities, and which mutually reinforce outcomes. For example, the MTR found that a large number of development partners were offering support to the NDMO in one of the sample countries for the MTR. UNDP, UN OCHA and DFAT, in addition to actors from non-government organisations (NGOs), were all active players. The NDMO Director undertook a gap analysis to ensure duplication does not occur (as mentioned under Section 5.1 Relevance). In the Solomon Islands, another example of coherence and mutual reinforcement of activities was the National Emergency Response Team training, which was jointly delivered and supported through SPC DCRP, the PIEMA project and UNOCHA.

5.4.2 Alignment with other SPC disaster resilience programs has been an aim of the PIEMA project team in order to: ensure mutual reinforcement of project goals, leverage technical capacity outside the PIEMA project team, and maximise efficiencies where possible. SPC stakeholders consulted during the MTR acknowledged the benefits of the PIEMA project being managed within SPC due to the opportunities for mutual reinforcement of aims across similar activities. The PIEMA project team and other SPC DCRP program managers have made extensive efforts to work collaboratively. This has resulted in the sharing of resources across projects. For example, the Pacific Resilience Project (PREP) is working in collaboration with the PIEMA project to develop accredited TVET training for emergency managers in SPC's member countries. PIEMA is able to draw on technical expertise (e.g. for gender and social development) to support particular aspects of PIEMA activities. Working within and across SPC programs is enabled by the ease of collaboration, and the ability for team members to sit around the table together to conduct joint planning and reflection.

5.4.3 Coherence with donors and other development partners is supported by good relationships with regional organisations (e.g. PIFS) and development partners (e.g. DFAT, NZ EMA). As described under KRA2 (Section 5.2.2), the PIEMA project has, to a large extent, developed strong relationships with regional organisations and maintained good communications with donors and development partners. These relationships support the ongoing mutual reinforcement of aims across projects and the sharing of information relevant to similar activities. The aim of achieving coherence across programs is shared with donors. Donor and PIEMA project team stakeholders described efforts to ensure mutual reinforcement rather than duplication. A regional stakeholder described the co-benefits of the relationship with the PIEMA project, where she gained information from PIEMA relating to NDMOs that she was unable to source directly, and was also able to share information from other partners with whom the PIEMA project team lacked strong relationships.

5.4.4 The MTR found two main ways in which coherence could be strengthened: focus on the niche of disaster coordination and response agencies; and utilise existing regional initiatives as drivers for national level change.

Firstly, to remain relevant and to maintain a niche position in the crowded 'disaster resilience' space in the Pacific, PIEMA needs to remain focused on supporting the key disaster coordination and response agencies. Donor and regional stakeholders made this observation, with one donor stakeholder saying: "*There's that*

PIEMA sweet spot in the middle where NDMO, fire and police cross over, and I always said if PIEMA can stay in that sweet spot where they cross over, it makes it tangibly different to other projects that are operating in the region". The example above from the Solomon Islands also demonstrates the crowded disaster resilience space at the national level and the need for strong national leadership (as well as efforts from external actors and program managers) to ensure mutual reinforcement of activities rather than duplication.

Secondly, the Project could leverage existing opportunities at the regional level to influence and inform national level change. The MTR found a variety of views regarding alignment, complementarity and opportunities to leverage regional discussions. An example included ensuring PIEMA's efforts build on existing networks. The PICP's Women's Advisory Network (WAN) provided as an example by one stakeholder. The participant said that the PIEMA project could have done more to build this into the development of the 'Responding Together' gender strategy. The second example was raised by a regional stakeholder, who had the view that there was a missed opportunity to leverage discussions and outcomes from regional forums (e.g. past Regional Disaster Managers' Meetings) to feed into PIEMA strategic planning (e.g. the Regional SREM) . While this may represent incomplete knowledge or a misunderstanding of details, it is an interesting finding given the role this stakeholder plays in the work of PIEMA.

5.5 Impact

Impact is focused on the extent to which, and how, the project contributed to intended or unintended impacts or is likely to achieve future impacts. Assessment of impact should be considered partial at this mid-term point in project implementation. The higher-level outcomes or benefits that the program contributes are related to strengthened preparedness, response and recovery to disaster.

Emerging evidence indicates the PIEMA project is contributing to impacts in the areas of professionalisation and inter-agency relationships, though assessment of impact is incomplete at this mid-term point in implementation.

An important and unintended impact of the PIEMA project to date has been the Project's work to shift the delivery of disaster management training to a strategically developed, accredited and connected set of training activities. As described earlier in Section 5.2 (under KRA4 – Professionalisation) this new training approach has transformed how SPC more broadly conceives of the delivery of capacity development. Partnerships with Educational Quality and Assessment Programme (EQAP), USP Pacific TAFE and APTC and accreditation through international skills trainers demonstrate the lifting of standards that will have a sustained impact beyond the project.

The new training approach offers stronger outcomes and benefits for training participants because they receive formal qualifications, and because it provides better job opportunities at the national and regional levels. As noted by a regional stakeholder *"having accredited training is critical and will lead to a more professionalised Pacific humanitarian offering in the region"*. As described under KRA4, the qualifications pathway approach introduced by the PIEMA project enables participants to work towards academic or industry-recognised qualifications.

There are indications of increased coordination of emergency services at the national level and between countries, in line with expected impact outcomes of the PIEMA project. The MTR was told of an example of coordination in Tonga, where for the first time Tonga's National Emergency Management Office (the NDMO's equivalent in Tonga) requested the support of the fire services, which has led to ongoing inter-agency collaboration and coordination. Regionally, the MTR found an instance of growing relationships between countries. PIEMA agencies from Fiji and Tuvalu began their own discussions at a PIEMA Annual Meeting, as described by an SPC stakeholder: *"they [Fiji and Tuvalu] came to the PIEMA meeting and had a discussion and the two countries just started to talk together"*.

The MTR assessed the impact of the Project through document review and interview questions focused on Tropical Cyclone Harold in Fiji and Vanuatu as a measure of current and focus progress of the long-term outcome of the PIEMA project. This assessment is provided in Annex 8 and indicates broad sets of improvements in preparedness, localised leadership and connection between response,

recovery and longer-term development. The roles of numerous programs and initiatives in the Pacific, as well as prioritisation of local leadership, have provided valuable impetus for changes.

5.6 Sustainability

Sustainability is focused on the extent to which benefits are sustainable beyond the project lifetime.

To a large extent the MTR identified concern for sustainability of PIEMA, largely due to lack of leadership roles at regional and national level and ongoing reliance on the Project Team to drive progress. The MTR also found that sustainability of benefits from key activities of KRA1 (common doctrine) and KRA4 (professionalisation) are likely to continue.

Concerns about the sustainability of PIEMA were primarily voiced by SPC members, donors, regional stakeholders and twinning organisations. Their concerns highlight the need to differentiate the role of the Project from local leadership, and the need for long-term commitment and action on the part of the Alliance. As described by an SPC representative: *“a lot of people at the regional level have this perception that the Alliance is alive and kicking and can actually do things, whereas we’re, I look at them and go, actually it’s just SPC that’s making the Alliance come to life without it.”* Whilst the SA 2020 states that NDMOs have a central role in the leadership of PIEMA at both the regional and national levels, the lack of a regional body of NDMOs compromises their ability to lead and ensure the long-term sustainability of the Alliance. Furthermore, regional organisations named ‘as the Alliance’ in the SA 2020 at present have no clear leadership, strategic or management roles for within the Alliance, which raises concern about how they might sustain the Alliance beyond the Project lifetime.

Concern for sustainability of the Alliance was also evident at the national level and is linked to a lack of national leadership across a range of different dimensions. Key findings include inconsistent leadership across the 14 countries; a lack of leadership and engagement of PIEMA agencies in-country particularly with the police; and limited uptake of the complex concept of PIEMA for many countries. There is limited leadership of the common doctrine (KRA1) within national governments. SREMs have been finalised in five out of 14 countries. Concern about national leadership affecting sustainability was described by both donors and SPC representatives, as illustrated by this comment: *“I find it quite frustrating how a lot of these NDMOs and fire and emergency services have signed up to this document, the SA2020, but then when you speak to them about it they’re like, I don’t know what’s in it kind of thing. So you’re well, this is what you said back then, we’re trying to implement it, so we need you to actually back us in how we implement this, by giving us continuous support and also guidance in whether we’re doing this or not, correctly. Without that, I really can’t see it being sustained”* (SPC stakeholder).

The MTR identified mixed findings about the relevance of the Project to PIEMA agencies which affects likelihood of sustainability. As described in Section 5.1, stakeholders (donors, regional stakeholders, SPC representatives) interviewed for the MTR expressed concern about the ‘supply-driven’ nature of activities, such as the SREM. In contrast, and as noted below, the sustainability of training activities is assessed as high since these training programs were identified as meeting the needs and interests of national stakeholders. These mixed findings highlight the delicate balance required by SPC’s regional programs. The PIEMA project needs to be responsive to country needs, whilst also influencing change and providing appropriate technical capacity and support to strengthen emergency response capabilities. Without PIEMA project activities, progress in the coordination of emergency response would be limited, according to stakeholder views expressed during the MTR. They said that the Project is the only one working to coordinate first responders. The PIEMA project is aiming to create interest and demand for its activities to achieve the mission and vision of PIEMA via KRA3 (advocacy and profile). However, as described earlier, progress for this KRA at the national level is not strong.

Disruption to twinning arrangements due to the Australian bushfires in late 2019 and COVID-19 in 2020 have constrained inputs from Australian fire services, delayed progress and hindered the potential for strengthened coordination at the national level. Lack of progress was described by various Australian fire service representatives. This lack of progress undermines the potential for sustainability. The inability of AFAC partners to travel to conduct in-person training and to build and maintain relationships was recognised by both Pacific and Australian twinning partners as a challenge.

In situations where the PIEMA project is meeting the needs and interests of national stakeholders, there is stronger evidence that benefits will be sustained beyond the Project lifetime. Training delivery, as well as the benefits realised through training outcomes, are likely to continue beyond the life of the Project. The partnership with EQAP, USP Pacific TAFE, and APTC and accreditation of courses has strengthened the potential for sustained emergency management capacity development in the region. This was described by both SPC and donors, for example: *“I mean I guess the thing is I think some of the capacity development work that has been delivered around training of trainers, around working on a more sustainable model with the training organisations in each of the countries, I think there’s some potential there for some sustainable support which is in a space that has been requested for a long time”* (Donor stakeholder).

The benefits of twinning arrangements are likely to continue beyond the lifetime of the Project, as evidenced by long-term relationships and dedication to the partnership. For example, the South Australian CFS and the Kiribati fire service have a five-year MoU, and an MoU also exists between Vanuatu and the Australian Capital Territory Emergency Services Authority. AFAC partners described the considerable in-kind support they provided to their twinning partners (e.g. all their time is provided in-kind, in addition to equipment and materials). These contributions highlight their ongoing commitment to supporting their Pacific fire and emergency service partners.

The importance of coordinated emergency response will remain in the Pacific due to climate change and increased frequency and intensity of severe weather events. This will strengthen the likelihood of sustained interest in, and commitment to, KRAs relevant to PIEMA. This view was expressed by regional and national stakeholders as well donors. As noted by a national stakeholder: *“Yes, I think it will continue to, I mean, people will continue to improve and also the – because we – like I said before, we are prone to natural disasters here. We are prone to cyclones, earthquakes, tsunami, flooding, so people are interested to know how to cope with those different situations”*. The agenda of PIEMA is also embedded within multiple regional strategy documents such as FRDP and the Boe Declaration’s Action Plan, ensuring sustained commitment at the regional level.

Assessment of sustainability is different across the four KRAs, highlighting areas for future focus as set out in the recommendations. Professionalisation (KRA4) has the strongest likelihood for sustainability, enabled by established structures for the delivery of training and also training programs that are tailored and fit-for-purpose for emergency management in the Pacific. Progress in advocacy and in the profile of PIEMA (KRA3) is not strong at the national level and is led by the Project at the regional level which undermines the likelihood of benefits continuing beyond the life of the Project. Similarly, progress on relationships and leadership (KRA2) is mixed at the national level, with some countries engaged and demonstrating coordinated practice more than others. Relationships of PIEMA to other regional actors and initiatives is led by the Project Team and are unlikely to be continued by the Alliance beyond the current Project. As described in Section 5.2, the common doctrine (KRA1) is not universally established within each of the 14 participating member countries of PIEMA, and there is no current regional leadership of the Alliance to drive the agenda beyond the life of the project.

6. Recommendations

Informed by achievements to date and lessons learned from the MTR, recommendations are offered to strengthen (i) project relevance (ii) the project sustainability plan and (iii) the Results Framework.

1. PIEMA project team, in consultation with PIEMA members, SPC, DFAT, MFAT and relevant stakeholders, should prioritise a rescoping and rationalisation of the PIEMA project to establish a refined workplan and clear pathways for influencing change for the remaining period of the DFAT/MFAT funding. The rescope should:

a) Establish a transparent and clear structure of PIEMA project support to PIEMA agencies in member countries, to enable different forms of engagement. This structure will define expectations of country-level participation, dependent on expressions of interest from national members and past displays of commitment to progressing the PIEMA (the Alliance).

Categories or tiers of different types of participation will be established which will mean that the PIEMA project is not stretched equally across all parts of the Pacific, and that their work is aligned to country interest and commitment to progress the PIEMA (the Alliance).

For example, tiers of PIEMA project support could include:

Tier 1 – Countries under Tier 1 will have full involvement in PIEMA project activities which would include the development of a SREM (appropriately scoped to country needs); PIEMA agencies' uptake of professionalisation activities through training and introduction to PaclMS; proactive peer learning through exchange of best practice and country level experiences

Tier 2 – Countries under Tier 2 will have mid-level involvement in select PIEMA project activities, excluding the SREM. This would likely include some PIEMA agencies' uptake of professionalisation through training and introduction to PaclMS; peer learning through exchange of best practice and country level experiences

Tier 3 – Countries under Tier 3 will have limited involvement in PIEMA project outputs (no direct engagement in activities). Tier 3 countries access peer learning through receipt of best practice and country level experiences (e.g. newsletters and other media shared by PIEMA project team).

b) Ensure that within each tier, support is aligned with each country's needs, and with each country's expression of interest and level of commitment.

c) Prioritise the country-level focus of the PIEMA project, with the expectation that PIEMA agency members will progress sub-national, private sector, civil society and community engagement and coordination.

d) Integrate COVID-19 considerations into plans for country-level engagement, and wherever possible, draw on in-country agencies and organisations for localised activity implementation (e.g. APTC, USP Pacific TAFE, SPC regional focal points).

2. The PIEMA project team and the PIEMA (the Alliance) should realign SPC's role as the secretariat of PIEMA and strengthen its structure, roles and responsibilities to lead and manage PIEMA's ongoing objectives and workplan with a view to strengthen leadership and coordination capacity.

3. PIEMA (the Alliance), with support from the PIEMA project, should establish mutual accountability mechanisms within PIEMA, with clear accountability (expectations and processes) of all members back to the Alliance. This may include PIEMA member countries reporting on SREM progress at Annual PIEMA Meetings.

4. The PIEMA project should continue to prioritise key areas of success to date in order to consolidate and progress future achievements. Doing so will involve a focus on: i) PaclMS training for coordinated response to support inter-operability (KRA1), (ii) national coordination of emergency management and response through enhanced relationship and leadership (KRA2) and (iii) professionalisation through training (KRA4).

5. PIEMA members, with the support of the Project should continue to prioritise and showcase best practice across the region to demonstrate the value and potential for coordinated emergency management, and to

incentivise ongoing commitment and engagement in the Alliance. Creative initiatives might include videos, social media, news stories, exchange programs and peer learning programs. Encourage PIEMA agencies to similarly share achievements and examples of best practice through their own channels.

6. The PIEMA project should engage PIEMA agencies on opportunities for national level uptake of the 'Responding Together' gender strategy and the 'Becoming a Leader' leadership strategy.

7. The PIEMA project and PIEMA agencies (including support partner, PICP) should prepare a strategic approach to prioritise police engagement in countries which have expressed an interest in, and a commitment to, progressing selected key result areas (refer to recommendation 1).

8. SPC and PIEMA members, with support from the PIEMA project, should progress a conversation with NDMOs with a view to establishing a body/council to coordinate and represent them and PIEMA at a regional level.

9. SPC Directors and/or Deputy Directors should build on existing opportunities to develop a strategy to engage through current networks of country level Ministries of Foreign Affairs to increase the profile and advocate for PIEMA, aligned with commitments of the Boe Declaration.

10. The PIEMA project team should continue to improve the Results Framework by including qualitative indicators that enable it to capture progress against measures relating to relationships and leadership and other indicators that are primarily quantitative.

7. Conclusion

The MTR provides an independent assessment of the PIEMA project, which has a vision of *excellence in emergency management for safer Pacific communities*. The findings demonstrate mixed progress. Strongest progress has been achieved: a) when there is alignment between the skillset of the PIEMA project team and the skills available to the PIEMA Team within SPC; b) when PIEMA project activities have filled a gap (e.g. the professionalising of emergency management training and the introduction of the PacIMS); and c) when activities are demand-driven by PIEMA agency stakeholders, as demonstrated by their appetite to engage (e.g. in training).

A summary of key findings across the six areas of inquiry is provided below.

Relevance: The PIEMA project's purpose and broad objectives are relevant to national and regional stakeholders. However, the ways in which the Project is being implemented are not always fully relevant to the needs of all national agencies.

Effectiveness: The extent to which the PIEMA project has been effective varies across its key result areas. To a large extent, KRA4 (Professionalisation) has been effective in increasing the level of proficiency and dedication to emergency management, with significant progress expected over the remainder of the Project. Effectiveness of KRA3 (Advocacy and profile) has been significant at the regional level, with less progress apparent at the national level. To some extent, progress has been made towards KRA1 (Common doctrine) at the national level and KRA2 (Relationships and leadership) is stronger at the regional level.

The PIEMA project has made some progress towards its goals of promoting gender diversity in emergency management agencies, contributing to the broader agenda of gender diversity and equality across the Pacific.

Efficiency: The PIEMA project team has worked efficiently, but overall the Project has not been designed or scoped to enable delivery of expected results using the available resources.

Coherence: To a large extent, the PIEMA project has demonstrated strong coherence, maintaining efforts to complement the efforts of others at the national and regional levels.

Impact: Emerging evidence indicates the PIEMA project is contributing to impacts in the areas of professionalisation and inter-agency relationships, though assessment of impact is incomplete at this mid-term point in implementation.

Sustainability: To a large extent the MTR identified concern for sustainability of PIEMA, largely due to lack of leadership roles at regional and national level and ongoing reliance on the Project Team to drive progress. The MTR also found that sustainability of benefits from key activities of KRA1 (common doctrine) and KRA4 (professionalisation) are likely to continue.

8. Annexes

Annex 1: DFAT Standard 6

No.	Element	Reference in MTR
Introductions		
6.1	A background to the evaluation summarizes: the total value of the investment; the number of years of the investment; the stage of investment implementation; key outcomes of the investment; and the key issues identified in the terms of reference	Section 2
6.2	A brief summary of the methods employed is provided	Section 4.1
6.3	Key limitations of the methods are described and any relevant guidance provided to enable appropriate interpretation of the findings	Section 4.2
6.4	The executive summary provides all the necessary information to enable primary users to make good quality decisions	Executive Summary
Findings and Analysis		
6.5	The evaluation report clearly addresses all questions in the Terms of Reference	Section 5
6.6	The relative importance of the issues communicated is clear to the reader	Section 5 and Conclusion
6.7	There is a good balance between operational and strategic issues	Section 5
6.8	The report clearly explains the extent to which the evidence supports the conclusions and judgments made	Section 5 and Conclusion
6.9	Alternative points of view are presented and considered where appropriate	Section 5
6.10	Complicated and complex aspects of issues are adequately explored and not oversimplified	Section 5
6.11	The role of context and emergent risks to investment performance are analysed	Section 5
6.12	The text uses appropriate methods/language to convince the reader of the findings and conclusions	Section 5
6.13	There is an adequate exploration of the factors that have influenced the issues identified and conclusions drawn	Section 5
6.14	The implications of key findings are fully explored	Section 6, Conclusion
6.15	The overall position of the author is clear and their professional judgments are unambiguous.	
Conclusions and Recommendations		
6.16	The conclusions and recommendations logically flow from the presentation of findings and any associated analyses	Section 6 and Conclusion
6.17	Individuals have been allocated responsibility for responding to recommendations	Section 6
6.18	Where there are significant cost implications of recommendations, these have been estimated (financial, human and materials costs)	Section 5 and 6
6.19	The recommendations are feasible	Section 6
6.20	The circumstances under which any important lessons are transferable are described	Section 5 and 6
6.21	The final evaluation report is published within the timeframes outlined in the DFAT Aid Evaluation Policy	Yes

Table A1: DFAT Standard 6

Annex 2: Details from PIEMA project logical framework

PIEMA GOAL

Enhanced sustainable development of Pacific Island Countries (PICs) through the implementation of measures to strengthen preparedness and response for, and recovery from, emergencies and disasters.



OUTCOMES

Long-Term Outcome: Pacific Island Governments and communities are better prepared and able to respond to disasters and recover more quickly.

Medium-Term Outcomes: (1) Strengthened national Disaster Risk Management (DRM) planning and implementation in PICs; and (2) Strengthened regional DRM coordination and collaboration in the Pacific.

Short-Term Outcomes: (1) Strengthened emergency preparedness and response coordination capacities of key national responders in PICs; (2) Strengthened all-of-government DRM systems; (3) Strengthened national DRM governance and legislative frameworks; and (4) Increased stakeholder knowledge and awareness of DRM preparedness and response readiness.

KRA 1 Common Doctrine

Objective: Standardised emergency management operational doctrine with associated protocols developed and implemented.

Facilitate regional and national forums to introduce, educate and embed a standardised incident management system for all emergency management agencies and stakeholders.	<ul style="list-style-type: none"> Emergency management agencies understand and use a standardised system for emergency and incident management. PICTs have a well-understood national command, control and co-ordination structure to manage larger emergency or disaster events.
Strengthen governance and institutional arrangements to support increased interoperability between key national response agencies.	<ul style="list-style-type: none"> Increased efficiency and public value. Formal governance arrangements to enhance interoperability between key national response agencies. Emergency management agencies operate seamlessly together and demonstrate best practice. Policies and SOPs within and across response agencies are harmonized. A simulation environment that allows realistic testing and review of national emergency management arrangements is embedded.

KRA 2 Relationships and Leadership

Objective: Relationships will be strengthened to enhance the performance of emergency management agencies in the region.

Strengthen and broaden existing twinning arrangements and explore new opportunities to support national capacity building.	<ul style="list-style-type: none"> National emergency management agencies have beneficial two-way relationships with their partners. Formal relationships with Western Pacific Islands Association of Fire Chiefs (WPIAFC) and French territories established.
Provide regional and sub regional opportunities for emergency management personnel to meet, share experiences and work together to develop strategies and solutions for specific issues.	<ul style="list-style-type: none"> Relationships strengthened between national and regional partners. Regional solutions for regional specific issues developed.
Provide opportunities at the national level to build internal relationships and provide an environment for greater interoperability.	<ul style="list-style-type: none"> National emergency management agencies work together and operate seamlessly. Communities have more confidence with the stronger partnerships of all relevant institutions to manage natural and human-caused disasters.
Strengthen Pacific intra-regional mechanism for emergency response.	<ul style="list-style-type: none"> PICTs have the capability to support each other during and after disaster events. Strengthen networks and relationships across PICTs.

KRA 3 Advocacy and Profile

Objective: Raise the profile of emergency management, PIEMA and engender a greater level of stakeholder participation in safety and resilience building.

Promote the importance and value of NDMO, fire, police and emergency management within government.	<ul style="list-style-type: none"> Government has a better understanding of the importance of emergency management organisations and PIEMA. Governments have a greater commitment to emergency management through the provision of enabling legislation. National support for and participation with regional activities.
Support the mainstreaming of emergency management within the private and public sector and the community.	<ul style="list-style-type: none"> Fire and life safety components of National Building Codes strengthened. Communities have a greater understanding of their role and shared responsibility in emergency management. Emergency management messages and community safety skills embedded into the national curriculum.
Promote gender diversity in emergency management agencies.	<ul style="list-style-type: none"> Workforce comprises cultural and gender diversity that includes volunteers.
Support and strengthen volunteerism in emergency management.	<ul style="list-style-type: none"> Trained volunteers are an integral component of all emergency management activities. Emergency management agencies are considered a part of the community because of the inclusion of volunteers.
Strengthen engagement with donors and partners.	<ul style="list-style-type: none"> Opportunities and other resources secured to support PIEMA. Strengthened co-ordination in the overall delivery of DRM support to PICTs.
Build and strengthen emergency management reporting and statistical capability.	<ul style="list-style-type: none"> Public value, effectiveness and impact of emergency management activities are demonstrated.
Develop strategic communications between PIEMA and stakeholders.	<ul style="list-style-type: none"> Regular and consistent messaging in the mainstream media in relation to emergency management.

KRA 4 Professionalisation

Objective: Increasing the level of proficiency and dedication to emergency management and learning from our experiences.

Strive to build a 'learning organisation' culture amongst emergency management agencies.	<ul style="list-style-type: none"> Organisations have a structured process to learn from their own experiences and that of other nations. Information and knowledge management systems are in place.
Provide and facilitate targeted training and professional development opportunities.	<ul style="list-style-type: none"> Training materials adapted to Pacific country context. Emergency Management competency framework used by PICTs to develop capability. Emergency management personnel demonstrate competence in assigned roles. Regional training opportunities are more focused and better coordinated.
Create a focus for research and knowledge in relation to emergency management in the Pacific.	<ul style="list-style-type: none"> Pacific emergency management cooperative research centre established.

Annex 3: Evaluation Key Questions and Focus Areas of Inquiry

Evaluation Questions	Definitions	Sub-questions	Data source	Sampling	Data collection method	Data analysis
<i>Relevance</i>						
1. To what extent are the objectives of the project consistent with (i) beneficiaries' requirements, (ii) country needs and partners' policies, (iii) global priorities, and (iv) SPC and DFAT and MFAT's relevant strategies?	<p>Objectives of the project = SA 2020 goal, outcomes and KRAs</p> <p>Beneficiaries requirements = perceived needs of PIEMA agencies</p> <p>Country needs and partner priorities = relevant documented needs</p> <p>Global priorities = relevant documented priorities</p> <p>SPC, DFAT and MFAT = documented strategies</p>	<p>Focus on four sub areas within question</p> <ol style="list-style-type: none"> Beneficiaries Country needs and policies Global priorities SPC, DFAT, MFAT strategies 	<p>All document types</p> <p>Regional and national partners</p>	<p>Selection of documents:</p> <ul style="list-style-type: none"> - Donor policy and strategy documents - Regional policies - Global policies - national policies <p>Selection of stakeholders:</p> <ul style="list-style-type: none"> - SPC, DFAT, MFAT - All relevant regional partners - Selection of PIEMA agency stakeholders in six sample countries 	<p>Document review</p> <p>KIIs</p>	<p>Qual analysis and also comparison:</p> <ul style="list-style-type: none"> - between sub-regions, - between countries - between different stakeholder groups - between genders (including diverse genders) where appropriate
<i>Effectiveness</i>						
2. To what extent, and how, have the project's key result areas and outcomes been achieved and/or are expected to be achieved?	<p>PIEMA project outcomes = (medium and short term) and KRAs</p>	<p>What types of changes have happened for each of the KRAs, short-term and medium term goals?</p>	<p>PIEMA project documents</p>	<p>PIEMA project documents</p>	<p>Document review</p> <p>KIIs</p>	<p>Qual analysis and also comparison</p> <ul style="list-style-type: none"> - between sub-regions, - between countries

Evaluation Questions	Definitions	Sub-questions	Data source	Sampling	Data collection method	Data analysis
	<p>Achieved already = past</p> <p>Expected to be achieved = Likelihood to be to be achieved in the future</p> <p>How achieved = six categories of strategies to influence</p>	<p>Where and for whom have these changes happened?</p> <p>How has PIEMA contributed to changes achieved or expected to be achieved?</p> <p>Are there contextual factors that helped or hindered progress overall or likely to in the future?</p>	<p>PIEMA project team, Regional and national partners</p>	<p>All relevant regional partners PIEMA project team Selection of PIEMA agency stakeholders in six sample countries</p>		<ul style="list-style-type: none"> - between different stakeholder groups - between genders (including diverse genders) where appropriate <p>Analysis against six categories of strategies to influence</p>
3. To what extent are gender equality outcomes achieved and/or are expected to be achieved?	<p>PIEMA project outcomes = (medium and short term) and KRAs</p> <p>Expected to be achieved = Likelihood to be to be achieved in the future</p> <p>How achieved = six categories of strategies to influence</p>	<p>Where and for whom have these changes happened?</p> <p>How has PIEMA contributed to changes achieved or expected to be achieved?</p> <p>Are there contextual factors that helped or hindered progress overall or likely to in the future?</p>	<p>PIEMA project documents</p> <p>PIEMA project team, Regional and national partners</p>	<p>PIEMA project documents</p> <p>All relevant regional partners PIEMA project team Selection of PIEMA agency stakeholders in six sample countries</p>	<p>Document review</p> <p>KIIs</p>	<p>Qual analysis and also comparison</p> <ul style="list-style-type: none"> - between sub-regions, - between countries - between different stakeholder groups - between genders (including diverse genders) where appropriate <p>Analysis against six categories of strategies to influence</p>
<i>Efficiency</i>						
4. To what extent has the project been efficient in using available resources to achieve its objectives?	<p>Monitoring and evaluation (Results Framework) Quantity, quality and timeliness</p>	<p>How does the Projects Results Framework support Project Progress?</p>	<p>PIEMA project documents</p> <p>PIEMA project</p>	<p>PIEMA project documents</p> <p>All relevant regional partners</p>	<p>Document review</p> <p>KIIs</p>	<p>Qual analysis and also comparison</p> <ul style="list-style-type: none"> - between sub-regions, - between countries - between different stakeholder groups

Evaluation Questions	Definitions	Sub-questions	Data source	Sampling	Data collection method	Data analysis
	of results compared to plans and project resources	To what extent has the PIEMA project operated in timely way and achieve quantity and quality of results in relation to project resources?	team, Regional and national partners	PIEMA project team Selection of PIEMA agency stakeholders in six sample countries		- between genders (including diverse genders) where appropriate
<i>Coherence</i>						
5. To what extent does the project mutually reinforce or duplicate other disaster management activities by (i) national governments (ii) SPC (iii) DFAT, MFAT and other donors?	Focus on disaster management activities of identified actors	Focus on four sub areas within question 1. national gov. 2. SPC 3. DFAT, MFAT or other donors	Documents relevant to (i) national government (ii) SPC (iii) DFAT, MFAT and other donors Regional and national partners	All relevant documents All relevant regional partners Selection of stakeholders in six sample countries	Document review KIs	Qual analysis and also comparison - between sub-regions, - between countries - between different stakeholder groups - between genders (including diverse genders) where appropriate
<i>Impact</i>						
6. To what extent, and how, has the project contributed to intended or unintended impacts or is likely to achieve future impacts?	Longer term outcome Unintended impacts = not planned and unanticipated How achieved = six categories of strategies to influence	See Annex 8 for adoption of response / recovery framework	WHAT document types Regional and national partners	How to select documents? All relevant regional partners Selection of stakeholders in six sample countries	Document review KIs	Qual analysis and also comparison between sub-regions, between countries between different stakeholder groups between genders (including diverse genders) where appropriate Analysis against six categories of strategies to influence
<i>Sustainability</i>						
7. To what extent will benefits of the project be sustainable beyond the project life time?	Sustainability = net benefits of PIEMA will continue and		PIEMA project documents	PIEMA project documents	Document review	Qual analysis and also comparison - between sub-regions, - between countries

Evaluation Questions	Definitions	Sub-questions	Data source	Sampling	Data collection method	Data analysis
	the system needed to maintain these benefits		PIEMA project team, Regional and national partners	All relevant regional partners PIEMA project team Selection of PIEMA agency stakeholders in six sample countries	KIIs	- between different stakeholder groups - between genders (including diverse genders) where appropriate
<i>Recommendations</i>						
8. Informed by achievements to date and lessons learned from the review, what recommendations can be offered to strengthen (i) project relevance (ii) the project sustainability plan and (iii) the Results Framework?		Can the Project Results Framework be improved, if so how? Is the project relevant to stakeholders, if not what recommendations are there to strengthen Project relevancy? Can sustainability of the Project be strengthened, if so how?	Analysis of review data collected	Not applicable	Not applicable	Qual analysis and also comparison between sub-regions, between countries between different stakeholder groups between genders (including diverse genders) where appropriate

Table A2: Evaluation Key Questions and Focus Areas of Inquiry

Annex 4: Documents reviewed for MTR

Name of document	Author	Year
Activity Report 2017: ACP-EU BUILDING SAFETY AND RESILIENCE IN THE PACIFIC PROJECT	SPC (BSRP team, Geoscience Division of the Pacific Community)	2016
Activity Report 2017: ACP-EU BUILDING SAFETY AND RESILIENCE IN THE PACIFIC PROJECT	SPC (BSRP team, Geoscience Division of the Pacific Community)	2017
Activity Report 2018: ACP-EU BUILDING SAFETY AND RESILIENCE IN THE PACIFIC PROJECT	SPC (BSRP team, Geoscience Division of the Pacific Community)	2017
PIEMA Strategic Agenda 2020: Excellence in Emergency Management	SPC	2016
Becoming a leader: A leadership learning pathway for PIEMA member agencies	PIEMA / SPC / HAG	2020
Responding together: Strategy for gender equality in disaster management in the Pacific	PIEMA / SPC / HAG	2020
Strategic Roadmaps for Emergency Management: Lessons and Design Guidance Document	Whitelum Group for SPC	2019
Strategic Roadmaps for Emergency Management: Lessons and Design Guidance Document - ANNEXES	Whitelum Group for SPC	2019
PIEMA Newsletters 1-5	PIEMA Team / SPC	2019-2020
PIEMA project Activity Progress Report for the period 27 Oct 2017 - 31 Dec 2018 (Inception phase)	PIEMA project team	2017-2018
PIEMA project Activity Progress Report for the period 1 Jan-30 Sep 2019	PIEMA project team	2019
PIEMA project Activity Progress Report for the period 1 Oct-31 Dec 2019	PIEMA project team	2019
Documents from PIEMA annual meetings - includes DCRP Annual Meeting Agenda July 2019; DCRP meetings overall agenda Aug 2018, outcomes statement and attendance list from annual meeting 14 August 2018	PIEMA project team	2018-2019
Appendix A - PIEMA project presentation on the development of a sustainable capacity building model		
Appendix B - TOR for development of gender equality and empowerment strategy for PIEMA project		

Appendix E - Outcomes Statement from PIEMA Annual Meeting		
Appendix H - PIEMA references in the Boe Declaration Action Plan		
PIEMA project Results Framework and Monitoring and Evaluation Plan - updated Mar 2020		2020
PIEMA proposal to DFAT and MFAT		2017
Vanuatu Recovery Strategy 2020 – 2023: TC Harold & Covid-19, Vanuatu. ‘Yumi Evriwan Tugeta’, July 2020	Government of Vanuatu	2020
No Turning Back: Local Leadership in Vanuatu's Response To Tropical Cyclone Harold, June 2020	Vanuatu Association of NGOs (VANGO) and Humanitarian Advisory Group (HAG)	2020
Fiji Gender, Disability and Inclusion Analysis COVID-19 and TC Harold	Live and Learn, CARE, Fiji Disabled People's Federation, Rainbow Pride Foundation Fiji, Church Agencies Network, Save the Children, ADRA	2020
Humanitarian Strategy	Australia's Department of Foreign Affairs and Trade	2016
Climate Change Action Strategy	Australia's Department of Foreign Affairs and Trade	2019
Aid Programme Strategic Plan 2015-19	New Zealand's Ministry of Foreign Affairs and Trade	2015
Humanitarian Action Policy	New Zealand's Ministry of Foreign Affairs and Trade	2019
Pacific Community - Strategic Plan	SPC	2015

Table A3: Documents reviewed for the MTR

Annex 5: PIEMA MTR consultations

Key informant interviews (KIIs) were conducted with the following organisations and individuals:

Stakeholder type	# organisations	# individuals	Men	Women
NDMO	4	4	4	0
National fire and emergency services	5	6	5	1
National police	2	2	2	
SPC	1	7	3	4
Regional organisations ²⁶	6	6	4	2
Donors	2	3	2	1
TOTAL	25	33	26	7

Table A4: PIEMA MTR consultation details

²⁶ Regional organisations include: Pacific Islands Forum Secretariat (PIFS), United National Office for the Coordination of Humanitarian Affairs (UNOCHA), United Nations Office for Disaster Risk Reduction (UNDRR), New Zealand's Emergency Management Agency (EMA), Pacific Islands Chiefs of Police (PICP), Whitelum Group

Annex 6: Outcome mapping

The Strategy Map of the Outcome Mapping²⁷ methodology informed the MTR assessment of how the PIEMA project has contributed to progress made (effectiveness). Outcome mapping categorises a range of strategies to achieve change. Strategies are categorised into six areas. These areas are aimed directly at specific individuals, groups or organisations (labelled “I”) or they are aimed at the environment in which the individuals, groups or organisations operate (labelled “E”). “E” strategies are meant to influence the boundary partners²⁸ indirectly by altering the settings in which they operate. Across these two areas, there are three strategies defined: causal, persuasive and supportive.

Using this categorisation helped the MTR to clearly assess and communicate how the PIEMA project has contributed to change outcomes through (i) different types of strategies with (ii) different types of stakeholders in (iii) both different national contexts and also at the regional level.



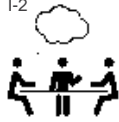





MATRIX STRATEGY MAP			
Strategy	Causal	Persuasive	Supportive
	I-1	I-2	I-3
Aimed at a specific individual or organisation 	Cause a direct effect Produce an output E.g. deliver money, obtain research, prepare a report 	Arouse new thinking/skills Expert driven E.g. capacity building activities, skill enhancement, workshops, training 	Build a support network Based on supporter/mentor who guides change over time (this could be individually or group) Involvement is more frequent and sustained Nurturing self-sufficiency Multi-purpose (broader intent) E.g. program member who provides guidance, input, coordination 
	E-1	E-2	E-3
Aimed at individual's or group's environment 	Change physical or policy environment Incentives, rules, guidelines E.g. technical transfer, policy change 	Disseminate information / messages to a broad audience Create a persuasive environment Change / alter message system E.g. radio, TV, print, publications 	Create a learning action network Boundary partners working together and collectively supporting each other on a regular basis E.g. Research network, task force 

Table A5: Outcome Mapping – strategies to influence change

Source: Earl, Carden and Smutylo (2001)

²⁷ Earl, S., Carden, F., & Smutylo, Q. (2001). Outcome mapping: building learning and reflection into development programs, Ottawa: International Development Research Centre.

²⁸ Within Outcome Mapping boundary partners are described as those individuals, groups and organisations with which a programme interacts directly and with which the programme anticipates opportunities for influence. In the case of the PIEMA project, national agencies (PIEMA agencies) are defined as key boundary partners

Annex 7: Invitations to national stakeholders for MTR participation

Country	NDMO	Police	Fire	Australian fire partner
Fiji	DONE	Interview not possible	DONE	Interview not possible
Kiribati	DONE	Interview not possible	DONE	DONE
RMI	Interview not possible	Interview not possible	Interview not possible	DONE
Solomon Islands	DONE	DONE	DONE	DONE
Tonga	Interview not possible	Interview not possible	DONE	DONE
Vanuatu	DONE	DONE	DONE	DONE

Table A6: Interview tracking amongst sample countries for the MTR

Attempts to contact relevant national stakeholders were made with the support of SPC (both the PIEMA project team and SPC country representatives), with the provision of phone numbers and contact details. Despite numerous efforts, key representatives were unresponsive to MTR invitations to participate.

Stakeholder type	Emailed	Calls made	Other contact attempts
RMI Fire	16/11/20	5 times (16/11, 17/11, 18/11)	Messenger (2/11)
RMI NDMO	3 times (19/10, 02/11, and 10/11)	13 times (30/10, 02/11, 10/11, 12/11, 13/11, 16/11, 17/11 and 20/11)	
Tonga NEMO	3 times (19/10, 02/11, and 10/11)	15 times (30/10, 10/11, 11/11/ 12/11, 13/11, 16/11, 17/11 and 20/11)	
Fiji Police	3 times (19/10, 02/11, and 10/11)	11 times (30/10, 10/11, 13/11, 16/11, and 20/11)	
Kiribati Police	3 times (19/10, 02/11, and 10/11)	10 times (10/11, 11/11/ 12/11, 13/11, 16/11, 17/11 and 20/11)	Messenger (04/11 and 14/11)
Tonga Police	3 times (19/10, 02/11, and 10/11)	8 times (11/11/ 12/11, 16/11, 17/11 and 20/11)	

Table A7: Interview tracking amongst sample countries for the MTR – agencies not interviewed

Annex 8: Assessment of the PEIMA project’s long-term outcome

Introduction

The MTR Review Team undertook a rapid assessment of the PEIMA project’s Long-Term Outcome:

‘Pacific Island Governments and communities are better prepared and able to respond to disasters and recover more quickly’.

The Assessment was carried out in two selected countries (Fiji and Vanuatu) in relation to Tropical Cyclone Harold, which coincided with the COVID-19 response in April 2020. The assessment was guided by the Australian Government’s Monitoring and Evaluation Framework for Disaster Recovery Programs, adapted to the Pacific context. At this Project mid-point, it is not expected that the long-term outcome will be met. Rather, the assessment helps to offer early indications of the contribution of the PEIMA project to progress and draws on the ‘Monitoring and Evaluation Framework for Disaster Recovery Programs’ to offer insights into relevant aspects of the PEIMA project (namely, governance and community engagement).

The assessment was undertaken using two methods:

- a review assessed key documents relating to the TC Harold /COVID-19 response and recovery in Fiji and Vanuatu, and alignment with governance and community engagement indicators from the Australian Government’s Monitoring and Evaluation Framework for Disaster Recovery Programs.
- An analysis of interview responses from KIIs within national level stakeholders.

The assessment drew on indicators adapted from the Australian Monitoring and Evaluation Framework for Disaster Recovery Programs and contextualised for the Pacific. The full set of indicators for governance and community engagement were used to guide the document review. A smaller sample of indicators was used to frame interview questions for the national level within the KIIs.

Findings from each method are presented below.

Synthesis findings from document review

Vanuatu	Fiji
<p>Background context: TC Harold made landfall in Vanuatu on 6-7 April 2020, and affected 160,000 people in Vanuatu, particularly in the northern provinces of Sanma, Malampa and Penama, including Santo, and the country’s second-largest city, Luganville. The cyclone coincided with the COVID-19 response. The government had declared a COVID-19 State of Emergency 11 days earlier (26 March 2020). The State of Emergency for COVID-19 meant that no international surge support was engaged in the response, and it was nationally led.</p>	<p>Background context: On 8 April 2020, TC Harold made landfall in Fiji. A declaration of national disaster was made as a result of TC Harold on 12 April 2020, with a declaration of disaster also declared for COVID-19 within the same week. COVID-19 was first detected in Fiji on 19 March 2020 in Lautoka. The international airport has remained closed to international visitors since 26 March 2020.</p>
<p>Documents reviewed:</p> <ul style="list-style-type: none"> • No turning back: Local leadership in Vanuatu’s response to Tropical Cyclone Harold - June 2020 (Vanuatu Association of NGOs (VANGO and Humanitarian Advisory Group (HAG)) 	<p>Documents reviewed:</p> <ul style="list-style-type: none"> • Fiji Gender, Disability and Inclusion Analysis COVID-19 and TC Harold (CARE et al June 2020). <p>There is a lack of government-led assessments and reports on the TC Harold / COVID-19 response for Fiji.</p>

<ul style="list-style-type: none"> • ‘Yumi Evriwan Tugeta’ - Vanuatu Recovery Strategy 2020-2023: TC Harold and COVID-19 (Government of Vanuatu) <p>The first document offers insights and reflections on the actual responses to TC Harold / COVID-19. The second document provides insights into the planned government approach to recovery over the coming three years.</p>	<p>The MTR Team aimed to include the Fiji government’s “After Action Review” which involved a workshop inclusive of ‘first responders’. However, it was not publicly available at the time of the MTR.</p>
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Table A8: Synthesis overview for document review

Governance indicators	Vanuatu	Fiji
<ul style="list-style-type: none"> • taking a long-term perspective on outcomes and recognising the complexity of the process 	<ul style="list-style-type: none"> • The “No turning back” report describes the clear leadership of the NDMO as the focal point for coordination of emergency response when TC Harold struck. It also described a forced ‘step-up’ in national leadership that extended across all levels of government. This demonstration of localisation of humanitarian response was led by the NDMO who noted that “no foreign personnel are being brought to Vanuatu for response efforts at the present time, this will be an internally run operation.” • Needs assessments were undertaken with the view to formulate longer term response plans for between 3-6 months and up to 3 years, again demonstrating the linkage of response to long term development, as reported in the ‘No Turning Back’ Report. • The Vanuatu Recovery Strategy notes the challenging and complex nature of recovery efforts, given the deep impacts on people’s lives. • The Vanuatu Recovery Strategy 2020-2023 includes ongoing recovery strategies that are linked to its National Sustainable Development Plan. This demonstrates a coordinated response effort that links to recovery and longer-term development (an example of the humanitarian-development nexus). • The Vanuatu Recovery Strategy also outlines the need to remain adaptive and flexible, shifting focus to respond to changing circumstances. • The Vanuatu Recovery Strategy notes the need for a whole of government approach, and one that works closely with communities, NGOs, private sector and development partners. This provides progress towards having a shared understanding amongst stakeholders and shared responsibility. 	<ul style="list-style-type: none"> • TC Harold required 250 evacuation centres to be opened in all four divisions of Fiji. • A survey by NDMO revealed that 635 homes across the country were destroyed, with over 2,100 suffering damage • COVID-19 restrictions meant that village gatherings were suspended, leading to decision making falling to the Turaga ni Koro (village headman). Women’s inputs into local decision making was therefore limited. • The Report noted that “COVID-19 preventative measures affected the response to TC Harold when first responders were not allowed into villages” (page 10). •
<ul style="list-style-type: none"> • ensuring recovery programs are monitored on a regular basis 		
<ul style="list-style-type: none"> • ensuring programs are adaptive to changing needs and impact 		
<ul style="list-style-type: none"> • ensuring recovery plans clearly define roles and responsibilities for disaster recovery 		
<ul style="list-style-type: none"> • ensuring governance procedures conform to legislation, policies, and other plans 		
<ul style="list-style-type: none"> • establishing community-managed funds and other resources for disaster recovery 		
<ul style="list-style-type: none"> • having a shared understanding among stakeholders regarding disaster recovery responsibilities, authority and decision-making 		
<ul style="list-style-type: none"> • ensuring governance is transparent and accountable 		
<ul style="list-style-type: none"> • managing unintended consequences that might flow from recovery activities 		
<ul style="list-style-type: none"> • coordinating response and relief efforts with the recovery process so that the two ‘work together’. 		

Table A9: Governance indicators and examples of progress from Vanuatu and Fiji (document review)

Community engagement indicators	Vanuatu	Fiji
<ul style="list-style-type: none"> stakeholder/community engagement in a timely and on-going way that provides adequate representation of community views 	<ul style="list-style-type: none"> The 'No Turning Back' Report described sub-national leadership through the Provincial Emergency Operation Centres (PEOCs) which enabled local voices and perspectives to be heard in the response. 	<ul style="list-style-type: none"> The 'Gender, Disability and Inclusion' Report notes that while Fiji's National Development Plan aspires to be inclusive socio-economic development, in reality, the TC Harold / COVID-19 response exacerbated inequalities for especially for women and people with disabilities.
<ul style="list-style-type: none"> establishing a shared vision of a sustainable and resilient community that is understood by the community 	<ul style="list-style-type: none"> The No Turning Back' Report also described significant delays in response efforts reaching remote communities, with some waiting up to two months for government support. A range of reasons explain the delays, which include quarantine requirements for supplies, among other things. 	<ul style="list-style-type: none"> Some, but not all, news items on TV included sign language interpretation. A recommendation from the report is that "public health messages properly target men, women, people with disabilities and the most marginalised and that they are translated into i-Taukei and Hindi." (page 19)
<ul style="list-style-type: none"> joint planning between community actors and emergency teams and structures 	<ul style="list-style-type: none"> The Vanuatu Recovery Strategy 2020-2023 clearly states the need for community-focused recoveries, recognising disasters impact on people's lives. 	
<ul style="list-style-type: none"> organisations having capacity to develop and manage community volunteers for disaster recovery plans are developed through participatory processes 	<ul style="list-style-type: none"> The Vanuatu Recovery Strategy 2020-2023 acknowledged the need for appropriate inclusivity and representation of people affected in several ways, one being the 'locally-led, people-focused programmes' and also enabling the use of traditional knowledge and strengths. 	
<ul style="list-style-type: none"> the community having the capacity and formal avenues to lobby and challenge external agencies on disaster recovery plans, priorities, and actions 	<ul style="list-style-type: none"> The Vanuatu Recovery Strategy outlines how it will attempt to promote the active inclusion of vulnerable people with "with gender, justice and social protection key cross cutting issues to be addressed" (Guiding Principles, page 5). 	
<ul style="list-style-type: none"> inclusion/representation of vulnerable groups in community decision-making and management of disaster recovery 	<ul style="list-style-type: none"> The Vanuatu Recovery Strategy 2020-2023 notes how it intends to be flexible and responsive in engaging communities 	
<ul style="list-style-type: none"> agreed plans and management arrangements are well understood by the community and all disaster management agencies 		
<ul style="list-style-type: none"> information is developed and disseminated in multiple media, multi-lingual formats, alternative formats; is appropriate to a diverse audience, user-friendly; and accessible to under-served populations 		
<ul style="list-style-type: none"> community members have information they need to continue recovering from the disaster 		
<ul style="list-style-type: none"> evolving community needs are assessed and prioritized during the recovery process to inform recovery activities 		
<ul style="list-style-type: none"> governance processes are appropriately inclusive and representative of the affected community. 		

Table A10: Community engagement indicators and examples of progress from Vanuatu and Fiji (document review)

Synthesis from key informant interviews

KIIs with Fiji and Vanuatu national stakeholders included seven rating questions, asking stakeholders to provide a rating (between 1 – 5, where 1 = lowest and 5 = highest) to questions about long-term outcomes of the PIEMA project. Table A11 provides the questions and the responses. NDMO stakeholders consistently provide higher ratings compared to police and fire stakeholders. Findings are explored in more detail below.

Monitoring and Evaluation Framework for Disaster Recovery Programs

Question:	Vanuatu			Fiji		
	NDMO	Police	Fire	NDMO	Police	Fire
Since 2018 to now, to what extent has the national system of disaster response supported the notion of 'build back better' through disaster risk management policies, plans and practices?	5	3	3	5		3
Since 2018 to now, to what extent has government put in place adequate practices to mitigate disaster risks and emergencies?	5	2.5	3	4		4
Since 2018 to now, to what extent have businesses put in place adequate practices to mitigate disaster risks and emergencies?	5	2.5	N/A	3		4
Since 2018 to now, to what extent has the economy shifted to become sufficiently flexible and adaptable to shocks such as tropical cyclones?	5	3	2	5		4
Since 2018 to now, to what extent has civil society (NGOs, churches) improved its capacity and capability to respond to future disasters?	5	3	3	4		4
Since 2018 to now, to what extent has the community improved its capacity and capability to respond to future disasters?	5	3	3	5		3
Since 2018 to now, to what extent has the risk of adverse impacts of future disaster on the environment been minimised?	N/A	2.5	2	4		3

Table A11: Results from 'rating' questions from KIIs

Findings from Vanuatu:

All three PIEMA agencies from Vanuatu participated in the rating questions. Examples of progress from Vanuatu stakeholders included the creation of the National Recovery Committee. Also, one stakeholder noted "*we have to look at solutions that contribute to the recovery*" which demonstrates the linking of response to longer-term development.

Another stakeholder noted that organisation and communications had improved: "I think we are more well organised now than before. The churches, like I said, communication is better now so a lot of information is spread out more easily now." This same person also described greater preparedness of the community, supported by the private sector. Shops stayed open longer to allow people to purchase materials for preparation, e.g. plywood to support strengthening buildings. These examples are indicative of a shift towards community preparedness.

Findings from Fiji:

NDMO and fire stakeholders participated in the rating questions. As mentioned earlier, NDMO rated consistently higher than their fire counterparts. Examples to substantiate the high ratings from the NDMO included the standardised building code in Fiji and progress towards a more coordinated approach across government and the non-government sector (e.g. NGOs and churches). Community capacity was seen to have increased as a result of numerous training opportunities on offer.

National fire authority stakeholders commented that a lot of learning from the past has supported progress, particularly amongst the business community. Similar to Vanuatu, stakeholders commented that churches

have offered increasing support but that overall, the community still has to make some improvements towards disaster preparedness, giving a rating of 3.

Analysis and reflection on progress towards long-term outcome

This analysis has revealed contributions to long term outcomes relating to governance and community engagement. In particular, the timing and scale of the response to TC Harold in Vanuatu required local leadership and coordination, and provided a demonstration of localisation of humanitarian response. A reflection on the use of the indicators from the Australian Framework is that they provide a pre-existing tool to assess progress and enable the exploration of different dimensions of recovery. For the Pacific context, the dimension of localisation in terms of governance is significant, but is not present in the framework given it was based on the Australian context.