



CENTRE FOR  
HUMANITARIAN  
LEADERSHIP

# Humanitarian & Disaster Management Capacity Development in the Pacific

## Research Report

Associate Professor Phil Connors and  
Mr Yaseen Ayobi

October 2016



# Humanitarian & Disaster Management Capacity Development in the Pacific

## Research Report

October 2016

Research conducted by  
Associate Professor Phil Connors and Mr Yaseen Ayobi  
Centre for Humanitarian Leadership  
School of Humanities and Social Sciences  
Faculty of Arts and Education  
Deakin University



# Contents

List of abbreviations .....	iii
List of figures .....	iv
Acknowledgements .....	v
Executive Summary .....	vi
Chapter one - Introduction.....	1
Background and context .....	1
Research structure .....	3
Research objectives.....	4
Methodology .....	4
Methodological framework.....	5
Research limitations .....	8
Research quality .....	8
Research ethics .....	9
Chapter two - Capacity needs analysis .....	10
Existing capacity building practices .....	10
Capacity development modality .....	14
Graduate Certificate Level Course.....	15
Short-term courses.....	16
On-the-job training.....	17
Online and distance training courses .....	17
Simulation and exercises.....	17
Capacity services providers .....	18
Capacity development programmes in the Pacific:.....	18
Chapter three - Significant capacity gaps and skills demands .....	22
Lack of an integrated and comprehensive needs assessment: .....	23
A critical communication and coordination challenge:.....	25
Country specific observations .....	26
Response structure mechanism .....	27
Leaderships approach and behaviour .....	28
Localization of humanitarian support .....	31
Inequality and protection:.....	32

Capacity development needs .....	34
Disaster functional capacity: .....	36
Communication and capacity needs assessment:.....	38
Communication and information management.....	38
Logistics, Shelter and WASH.....	39
Demand for training modality:.....	40
General analysis and reflection on capacity.....	46
Chapter four – Institutional arrangements and structures .....	48
The National Disaster Management Office .....	50
Disaster management coordination mechanisms in the Pacific .....	54
The Clusters coordination approach: .....	54
The ACFID Humanitarian Reference Group (HRG) .....	56
The UNDAC Coordination.....	56
The FRANZ Agreement .....	57
Pacific Disaster Risk Management Partnership Network:.....	57
The Pacific Islands Association of Non-Government Organisations (PIANGO) .....	57
Chapter five – Recommendations and conclusions .....	58
Establishing a coherent coordination.....	60
Training partnership and coordination mechanism .....	61
Coordinated needs assessment and analysis .....	62
Recommended capacity development packages .....	63
Findings: .....	65
References.....	67
Annex A: Response to the Steering Committee Questions and Comments.....	70
Annex B: Audit Trail.....	77
Annex C: Training Programmes and Stakeholders .....	80
Annex D: Questionnaires.....	91

## List of abbreviations

ADPC	Asian Disaster Preparedness Centre (ADPC)
ANU	Australian National University
ACFID	Australian Council for International Development
CDC	Community Disaster Council
DSLO	District Service Liaison Officer
FNU	Fiji National University
FCOSS	Fiji Council of Social Services
HRG	Humanitarian Reference Group
IFRC	International Federation of Red Cross
INGO	International Non-Governmental Organisations
NGOs	Non-Governmental Organizations
NDMO	National Disaster Management Office
NDC	National Disaster Committee
OCHA	Office for Coordination of the Humanitarian Affairs
OSOCC	On-Site Operation Coordination Centre
PHT	Pacific Humanitarian Team
PIC	Pacific Islands Countries
PICT	Pacific Islands Countries and Territories
SPC	Secretariat for the Pacific Communities
USP	University of South Pacific
UNDP	United Nations Development Programme
UNU	United Nations University
UNEP	United Nations Environment Programme
UTS	University of Technology Sydney
UNDAC	United Nations Disaster Assessment Coordination
USR	Urban Search and Rescue
USAID	United State Agency for International development
VHT	Vanuatu Humanitarian Team

## List of figures

Figure 1: Research participants' level of education .....	6
Figure 2: Research design and data collection process.....	7
Figure 3: Data collection methods and participants disaggregated by gender.....	8
Figure 4: Disaster management and humanitarian stakeholders' relationships.....	13
Figure 5 Humanitarian and disaster management capacity modality.....	14
Figure 6: Satisfaction of research participants with current and previous trainings modalities in terms of effectiveness .....	19
Figure 7: Skills and capacity gaps .....	23
Figure 8: Barriers to effective humanitarian response management .....	30
Figure 9: Demands for skills in disaster management and humanitarian spheres.....	35
Figure 10: Demands for trainings and capacity development modality .....	41
Figure 11: Demands for a certificate/diploma in humanitarian assistance and disaster management .....	41
Figure 12: Skills demands for humanitarian managers in the Pacific.....	43
Figure 13: Disaster management institutional structure .....	48
Figure 14: Humanitarian and disaster management priorities .....	64

# Acknowledgements

First and foremost, we express our sincere appreciation to the research participants for their tireless support, time and contribution to the research in the Pacific.

We are also thankful to the Department of Foreign Affairs and Trade (DFAT) for its generous funding of this important research that will help humanitarian and disaster management stakeholders in the Pacific. Also, we express our gratitude to our research steering committee, including Save the Children, World Vision, Relief International, Oxfam, Care Australia and Deakin University for their guidance and support to the study design and its implementation.

Special appreciation to local NGOs, government departments, and civil society organisations for their willingness to participate in research discussion and data collection.

Lastly, we would like to highly appreciate Elizabeth Irvine and Pip Smith who have contributed to proofreading, formatting and designing of the research report.

Thank you very much everyone for your tireless support and for making this research project real.

Vinaka and Thank You.

# Executive Summary

The context of responding to natural disasters in the Pacific has seen rapid change with more frequent and powerful cyclones, drought, rising sea levels and other weather and climate related events. The growing challenges are raising new opportunities and emphasising the requirement for greater localised capacity and professionalization of disaster management and response. This galvanises the need to focus on further capacity development of state and non-state actors, including communities, private sector, military, local churches, CBOs, NGOs, INGOs and government in order to design, change, adapt and mobilize resources as quickly as possible.

This report captures the findings of a research initiative designed to ascertain the existing capacity and processes and inform the development of capacity building programmes that work to meet the current and future demands. The research examines the following three spheres:

- Existing capacity building and development initiatives;
- Identified capacity gaps and challenges, institutional policies, processes and frameworks;
- Technical, functional and system wide capacity building needs and priorities of stakeholders.

Specific research objectives are-

- To identify the capacity gaps and needs at individual, organisational and institutional levels and determine specific skill demands;
- To identify potential opportunities and ways for improvement in learning and development.

The research data and analysis reinforce the understanding that responses are most effective when there is active involvement of all stakeholders, particularly affected communities, reinforced through inclusive coordination and clear and consistent communication. Both state and non-state actors in the Pacific identified communication, coordination and functional challenges across leadership, assessment, program design and engaging stakeholders as the highest priorities for capacity building.

Informants identified that capacity building in the Pacific, as with the rest of the humanitarian sector, tends to focus on internal short-term courses designed to meet immediate operational requirements of organisations. However they also indicated that such an approach of disconnected, short-term, ad

hoc initiatives has limited constructive effect on the ability of stakeholders to effectively manage disasters and humanitarian responses. The quality of the available training is generally considered high however the lack of an agreed framework left participants feeling the current capacity building approach is emergent and not sustainable.

The research identifies the need to establish a mechanism for sector-wide training collaboration where disaster management training, modality and curriculum is coordinated and engages communities, practitioners, relevant training providers, research institutions, academia, NGOs and donors from planning to implementation. It is essential to recognise training programmes currently on offer and design a comprehensive learning and development framework that builds in recognition of experience and prior learning as part of coordinating training programmes across the region and within each Pacific Island Country (PIC) in particular.

## Chapter one -

# Introduction

### Background and context

Disaster management and humanitarian relief are two prominent issues in the Pacific. Pacific leaders have consistently identified natural disasters and climate change as the greatest threat to the livelihoods, security and well-being of the Pacific nations and one of the greatest challenges for the entire world (Oxfam, 2015). These challenges have been demonstrated very recently with the two strongest cyclones ever recorded in the region, with Tropical Cyclone (TC) Pam affecting Vanuatu in March 2015 and category 5 Tropical Cyclone Winston impacting Fiji in February 2016. Winston was the strongest disaster to ever strike Fiji. The cyclone left 44 dead and affected up to 350,000 people, approximately 40 per cent of Fiji's population, with the total damage and destruction valued to be more than US\$250 million (OCHA, 2016). Similarly, Cyclone Pam in Vanuatu affected an estimated 188,000 people in 2015, more than 70% of the country's population. Up to 90% of houses were damaged on some of the worst affected islands across the archipelago of Vanuatu. As result of Cyclone Pam, an estimated 65,000 people were displaced and evacuated from their houses (IMF, 2015; OCHA, 2015). According to the post-disaster needs assessment, nearly 17,000 buildings were destroyed or damaged, including schools, houses, clinics, and other institutional and social facilities. The tropical cyclone destroyed agricultural areas and crops on a large scale while affecting the livelihood of 80 per cent of rural population in Vanuatu (Government of Vanuatu, 2015).

In the case of Cyclone Pam, humanitarian actors quickly mobilized into the humanitarian cluster structures and initiated an early damage and needs assessment in the affected areas. The assessment revealed that many communities had limited access to safe water, as an estimated 68 per cent of water catchment arrangements were damaged and 70 per cent of shallow wells had been polluted. An estimated 90,000 people were found to be in need of immediate shelter assistance to restore their homes and provide basic household supplies such as blankets and food items. The damage to health and school facilities were huge which resulted in limited provision of health facilities. The situation

was further exacerbated by the damage to the agriculture, leaving most families and households with no alternative food source in the community (OCHA, 2015).

To manage and coordinate a disaster response, the Governments of Fiji, Vanuatu and Solomon Islands have put in place a comprehensive management and institutional structure articulating mandates, roles and responsibilities for various actors and stakeholders to coordinate preparedness and emergency operations. The government structures are two-fold, with a National Disaster Committee or Council (NDC) representing government stakeholders, and a National Disaster Management Office (NDMO) to link up directly with provincial and community disaster committees operating at these levels. The structure is supported by enabling legislation, Solomon Islands National Disaster Management Act (1989), Fiji Natural Disaster Management Act (1998), Vanuatu National Disaster Management Act (2000), disaster management plans, Standard Operating Procedures (SOPs) and disaster specific guidelines and protocols that help to facilitate implementation, assistance delivery, coordination and communication with stakeholders. The global cluster approach has been adopted by Fiji, Solomon Islands and Vanuatu to coordinate thematic areas in a disaster response. The clusters are designed to strengthen system-wide preparedness and coordinate technical assistance in humanitarian emergencies. The clusters ensure that humanitarian organizations' activities are coordinated and serve as a first point of call for the Government. Clusters should mirror national response structures to the largest extent possible, with the inclusion of terminology that is commonly used by actors in the national sectors, and are co-chaired by Government representatives. Where required, country-level clusters can be established at the onset of a disaster and may or may not remain following the initial phases of response based on in-country assessment of continued need.

*There are several clusters, we are part of Education and WASH, when it comes to WASH, we work with Ministry of Health Affairs but when it comes to WASH in school we also need to work with Ministry of Education along with cluster leads and other organisations that make it complicated in terms of involvement of stakeholders from several Ministries. One of the challenges is that we are so sectorial and we always need to work through our sector and just keep [looking] straight ahead.*

*Surge team member*

Following TC Winston and TC Pam and the large scale impact on the local community and vulnerable populations, there seems to be significant capacity challenges within local, government and non-governmental organisations in terms of management and leadership in the sector. The need to strengthen capacity in disaster risk management was at the core of the Pacific Disaster Risk Reduction and Disaster Management Framework for Action 2005 - 2015 and has also been a focus area of many of the Pacific Islands Countries and Territories (PICT) National Action Plans.

At the Forum of Foreign Ministers on 10 July 2015 in Australia, Mr Kubuabola, Minister of Foreign Affairs of Fiji stated, “...we all need to have skills within our systems to better fend for ourselves during natural disasters.” (FBC, 2015).

At national level across the Pacific there has been a significant investment in the development of the overall disaster management mechanism, structures, plans, policies and procedures to guide decision-making and strategic response to disasters. In addition, there has been substantial investment from INGOs and donors in short-term and long-term courses, covering the technical and management fields in humanitarian assistance and disaster management. However, the question remains of the relevance of current and previous training programmes in relation to individual and organisational priorities. This underpins the basis of judgment for previous and current training programmes that would influence a coherent prospective capacity development initiative. There is a significant need for an effective long term capacity development programme to ensure preparedness and effective humanitarian response. Despite the articulation of disaster management acts, policies, rules, and regulations including a capacity management units within the government structures, there is no training and capacity development strategy, or feedback mechanism to highlight training priorities and strategies for implementation. It is evident that in complex situations involving numerous stakeholders in a multidisciplinary context, having the capacity to respond becomes an essential requirement in meeting the policy, legislation and operational requirement of institutions and programmes to deliver effective humanitarian assistance to affected population.

To understand such a complex phenomenon and stakeholders’ capacity needs and priorities, a research initiative has been designed to unpack the current capacity building mechanism and identify capacity needs and the priorities of stakeholders. The research will outline the overall disaster management architecture, the current capacity development programmes and will undertake detailed appraisal of capacity strengths and needs assessment in terms of knowledge, skills areas, systems, and institutional processes for effective disaster and humanitarian response management.

## Research structure

The research report is covered in five main chapters in the following order.

Chapter one is an introduction to the capacity needs assessment, outlines the objectives, provides background, and describes the research methodology undertaken. Chapter two highlights the capacity development practices, capacity modalities on offer and capacity building service providers in the region. Chapter three examines capacity needs, gaps, thematic components of capacity and demands for skills and knowledge. Chapter four describes the institutional and organisational structure, system

and processes effecting the humanitarian response mechanism. The final chapter summarizes the findings, and outlines recommendations covering suggested training packages and approaches to capacity development in the sector. It also summarises the research undertaken, the findings and recommendations, followed by the annexes.

## Research objectives

The objective of the capacity needs assessment is to identify and prioritise capacity needs, and to highlight a needs-based capacity development programme that will ensure effective disaster management and humanitarian response. By developing the capacity of Pacific humanitarian and disaster management stakeholders, it will promote leadership and management capacity in the disaster management and humanitarian institutions in the Pacific.

Specific objectives are indicated as following:

1. To support the implementation of PICs disaster management plan and disaster management act
2. To develop a capacity development programme that addresses disaster management and humanitarian response challenges
3. To initiate a capacity development programme that will address skills and knowledge gaps of humanitarian response and disaster management
4. To establish a collaborative environment for humanitarian stakeholders and capacity development initiatives that will help to focus resources on empirical research-based needs and priorities.

## Methodology

The study has deployed a mixed research methodology guided by a constructionist paradigm covering qualitative and quantitative research methods. This particular methodology allows members from the local governments, local institutions, INGOs and regional organisations to share their experiences, stories and knowledge about disaster management in general and relevant capacity-building priorities in particular. The pragmatic methodology has helped to unpack the problem situation and highlight a thorough remedial action in order to improve humanitarian responses.

The research has used a combination of both qualitative and quantitative tools covering key informant interviews, focus group discussions and online surveys to explore and analyse the context, incorporating human experiences, knowledge and demand for skills and development. The researcher has undertaken a semi-structured approach to enable the development of more specific questions to

collect more relevant information as the research progresses. This is mainly due to the uncertain and complex social situation in disaster prone communities as we are not sure what type of demands will emerge. The flexible structure has helped the researcher to explore the types of capacity-building interventions that are relevant and contextually appropriate.

## Methodological framework

In line with the research aims and objectives, the research has been designed in a holistic empirical context that is comprised of the following three main stages:

### **a. pre-empirical stage**

At this stage in the process, the focus is on literature covering current capacity development practices, institutional structure and approaches, existing assessment reports, organizations' plans, disaster management strategies and capacity development initiatives to identify resources, gaps and areas of improvements. The research has ensured to address ethical requirements and country specific requirements before the initial data collection stage. During this stage, the literature and discussions with stakeholders have informed a thorough approach and research design, data collection tools and helped to identify additional stakeholders and arrangements for data collection.

### **b. empirical stage**

Following the literature review, 49 key informant interviews were undertaken, 2 focus group discussions and 44 targeted online surveys were convened across the Pacific Island Countries. Participants for these interviews and focus group discussions were from a range of INGOs, faith-based institutions, local government, UN and international humanitarian actors. The face-to-face interviews and focus group discussions were conducted in 3 different PIC (Solomon Island, Fiji and Vanuatu) while targeted online surveys were drawn from various Pacific Island Countries.

Participants' level of education ranged from those who were not educated beyond primary school age to college, graduate and post-graduate degrees. Most participants had been involved in some form of college education without gaining a degree, and some had regular short-term training courses in the disaster management and humanitarian sector. This shows that the prospective capacity building initiative would engage a wide range of participants from diverse educational backgrounds.

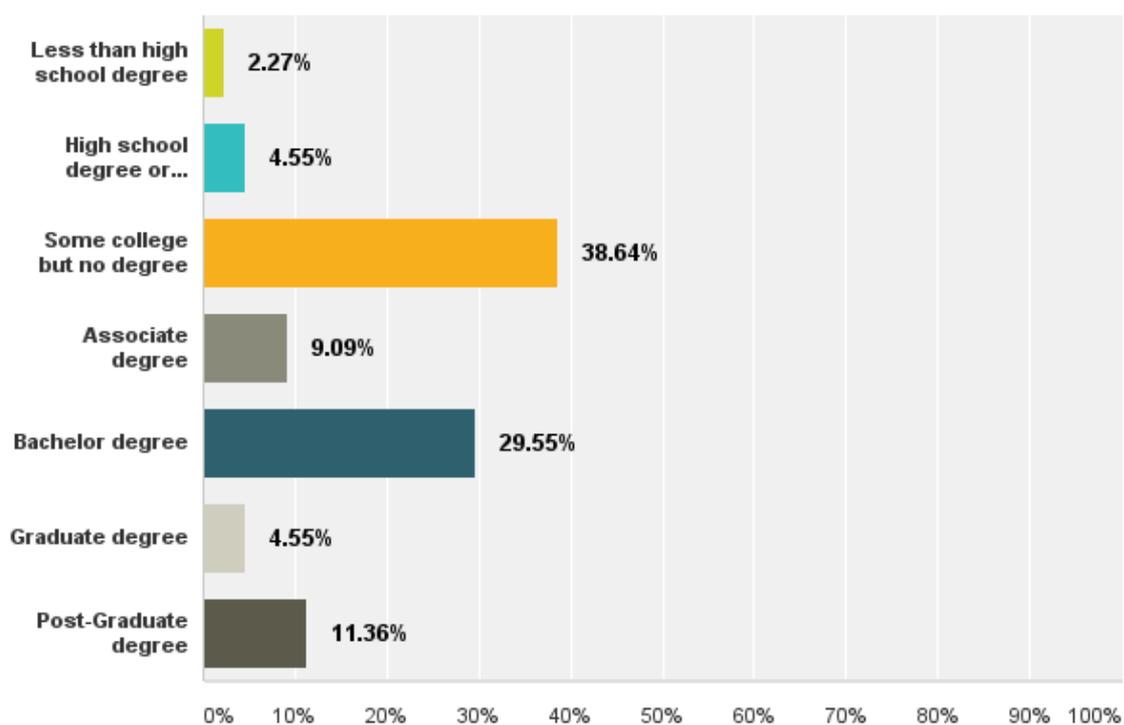


Figure 1: Research participants' level of education

**c. review**

The information and data, including the background literature reviews, results from the key informant interviews, focus group and surveys outcomes, will be triangulated through the various data collection tools to ensure coherence in themes, analysis and findings.

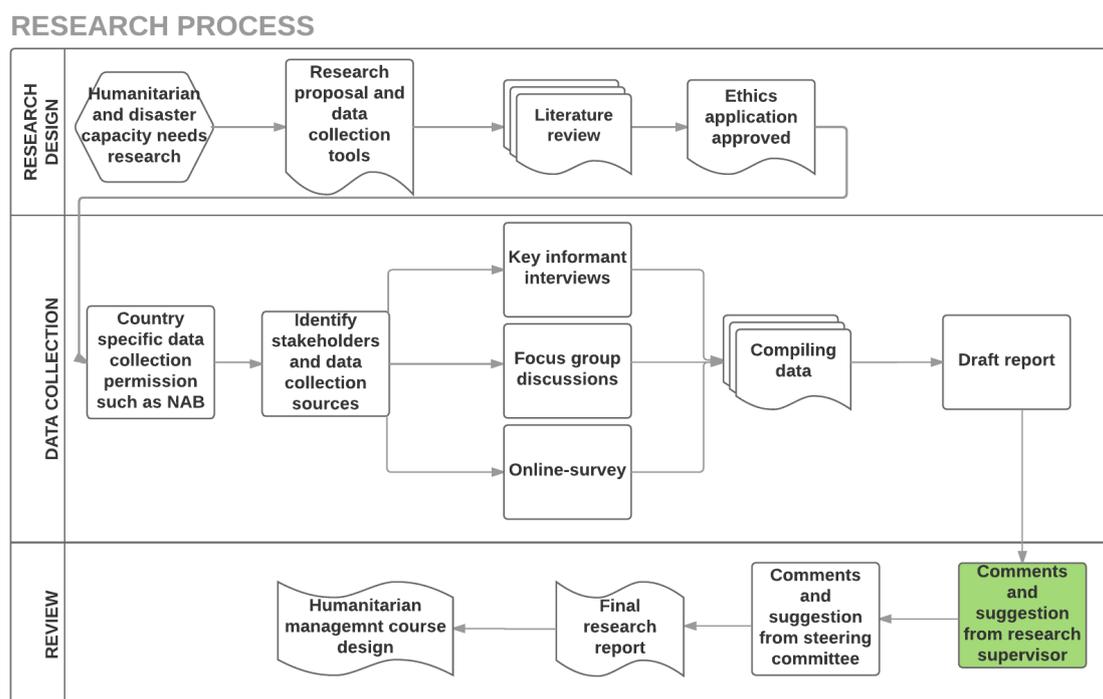


Figure 2: Research design and data collection process

**Methods and Data Collection Tool:** The research was carried out in the three Pacific Island countries of Solomon Island, Fiji and Vanuatu, and the type of data collection events hosted are illustrated in the below table. Key informants were selected in consultation with local government and international NGOs. The selection process was designed to ensure knowledgeable representatives and coverage of humanitarian and disaster management stakeholders. Stakeholders covered by data collection are ranging from local organisations, government, INGOs, UNs, faith-based organisations, donors, surge team members and private sector organisations. The countries were selected based on vulnerability profile to disaster, access to stakeholders and feasibility of primary data collection. Research participants were selected based on their experience in the humanitarian and disaster management sector. The graph represents the online survey participants while the table includes key informant, focus group and online survey.

Data Collection Tools	Gender		Total
	Male	Female	
Key informant	26	23	49
Surveys	28	16	44
Focus Groups (Only two focus groups)	8	4	12
Total Participants	62	43	105

*Figure 3: Data collection methods and participants disaggregated by gender*

## Research limitations

The analysis and information presented in this report are based on the above-mentioned consultation process and are substantiated by the literature review and assessment. Analysis and findings are limited to mapping of existing training programmes and primary data collection events in Fiji, Solomon Islands and Vanuatu. The data collection questions and tools were focused on capacity gaps in terms of skills, institutional processes and structures. Specific capacity development initiatives, training programmes and structures, along with cross cutting themes such as gender and protection were not part of this research.

## Research quality

The quality of this study depends on the systematic, consistent and in-depth fieldwork and literature review as well as the experience, skills and capacity of the researchers who have carried out rich field interviews and interpretation of the data. In this context, the sample needed to account for a conscientious interpretation, analysis, data quality and sample, which have made the information more credible, reliable and applicable to the proposed context.

The researcher was able to identify knowledgeable humanitarian and disaster management practitioners (research participants) based on the recommendations and consultations with stakeholders. A list of proposed individuals was recommended by the government, local NGOs and INGOs, and then was cross checked with other local and international institutions, such as the NDMO, to ensure the key informants suggested were plausible.

The analysis and interpretation of data is based on a comprehensive research audit trail that documents methodological rigor, data collection tools and consistent field practice. The details of the audit trail can be found in Annex A, that documents research processes, analysis and data collection.

## Research ethics

According to the Deakin University approved ethics protocol (reference number HAE-16-036), the research was conducted in an ethical manner, ensuring privacy, confidentiality of individuals and organisations, to make sure that the research is not posing any risk to the community and individuals. The researcher has travelled to safe and secure areas with a 'do not harm' approach at the forefront. The research tools and questions were designed and conducted in a way that were not in favour or opposed to any social or political groups. The researcher is mindful of the organisational relationships among stakeholders in the Pacific context. Therefore, the research followed appropriate approaches to recruit research participants in line with local etiquettes and culture, as well as ensuring informed consent of all participants. Once official permission was secured, the researcher made appropriate arrangements for venue/location to conduct the interview that was convenient and appropriate both culturally and security wise.

## Chapter two -

# Capacity needs analysis

This chapter covers the dimension of capacity modality, including the existing capacity building practices; capacity development providers and; the core elements of stakeholder programmes.

### Existing capacity building practices

Training is a critical tool for effective disaster management. Donors, NGOs, and the private sector have spent millions of dollars on learning and development of disaster management practices. A wide range of institutions have been continuously engaged in capacity building trainings in disaster management that includes a number of Pacific universities, private sector and government organisations. Currently, there are more than 100 training courses on offer by a wide range of academic institutions, NGOs and private organisations including Secretariat of the Pacific Community (SPC), Asian Disaster Preparedness Centre (ADPC), UNOCHA, IFRC, NGOs and donor organisations. A number of Pacific universities such as the Fiji National University and the University of South Pacific are offering graduate diploma, and higher level academic education, on disaster risk management, emergency risk management and climate change management. The University of South Pacific, in collaboration with the United Nations University, and the Royal Melbourne Institute of Technology both offer courses on environmental impact and strategic assessment. Informal capacity building providers such as NGOs, SPC and government agencies offer a wide range of short-term trainings focused on disaster mitigation and response management. Informal capacity development institutions (NGOs and private firms) are the dominant capacity development providers and mostly these capacity development initiatives are short-term and offered by non-accredited institutions.

*The course is fully online, supported by an online discussion platform, weekly assignments and essays that support students' learning and development. Students are drawn from a variety of backgrounds including staff members from local NGOs, INGOs, NDMO and line Ministries.*

*Pacific-based university lecturer.*

The large number of trainings offered by NGOs and training organisations cover a fairly wide range of courses, such as the evacuation centre management, emergency response management, initial damage needs assessment, emergency operation centre, risk reduction, exercise management, and risk programme management. A significant number of trainings in disaster response have been undertaken across the Pacific Island region; however almost none of these courses are accredited or result in a recognized tertiary qualification (with the exception of a TAF/USAID supported course with Swinburne University's Graduate Certificate in Disaster Management which ceased in 2010). However, eight disaster management staff members were supported to complete the course, with several short-term training programmes completed. In a different area, the University of the South Pacific, the region's largest tertiary institution located in Suva, Fiji, initiated a Climate Change Programme in 1999. Initially conceived, developed and delivered by the International Global Change Institute at the University of Waikato, the programme is designed to build capacity for Pacific Island countries. Subsequently, the programme was suspended due to lack of scholarships to maintain sufficient number of trainees, but was re-instated in 2008. Professional and technical support to the University of the South Pacific for development of new CCA courses and programme delivery has been made available from the University of the Sunshine Coast in Queensland, Australia. The programme still faces potential problems due to limited financial support for students from Fiji and other Pacific island countries (The World Bank, n.d.).

The University of Technology Sydney (UTS) highlighted that formal and informal coordination mechanisms such as the Pacific Humanitarian Team (PHT) are a vital support mechanism to state actors that demonstrated a collective and inclusive mechanism for all stakeholders during disaster response (Gero, 2013). However, there is limited preparedness and training scope within the PHT coordination mechanism. In addition, the Pacific DRM Partnership Network (PDRMPN) was established by the Secretariat of the Pacific Community (SPC) Geoscience Division to provide a platform for collaboration to support disaster risk management capacity building intervention in the region and implement the wider disaster risk reduction and management framework for action 2005 - 2015. Furthermore, the Training Education and Awareness Unit within NDMOs and the UN Civil-Military training coordination mechanism have been pursuing similar objectives in the capacity development field. However, these coordination arrangements have been ad hoc, project-based, informal, and limited in reach and only a few organisations have engaged with this sort of capacity development, and is yet to receive sector-wide recognition. Similarly, IFRC (2015) articulated that the very nature of short-term trainings, lack of systematic capacity needs assessment and the absence of a strategic training strategy where individual courses can build on each other are significant barriers

to a coherent and strategic capacity building programme (IFRC, 2015). These findings also demonstrate the lack of a professional disaster management workforce and quality learning education programmes in the region. In a separate study conducted by the UNDP and the Fiji Government, institutional arrangements for sharing and coordinating training agendas and initiatives are lagging and therefore not reflective of the current options available.

The Pacific governments play a marginal role in providing and coordinating the capacity building and development services as it is mainly left to NGOs, academic and other international institutions. The number of capacity development initiatives and the quality of services provided to disaster management officials shows a rising challenge of collaboration among training providers. The absence of a shared mechanism and capacity development plans is an identified gap, and results demonstrate an urgent need for disaster management initiatives and courses be collaborated and recorded. A shared platform for training activities would enhance complementarity and effectiveness while minimising duplication. It is considered that training providers are not paying sufficient attention to training modality and design, sharing the programme agenda with stakeholders, and are not engaging in capacity needs assessment which could inform effective learning opportunities and development objectives.

Study conducted by IFRC (2015) highlighted that the disaster management trainings were in large part short-term, fragmented, ad-hoc with insufficient attention to the needs assessment and monitoring and evaluation that could have otherwise improved programme effectiveness and disaster management capacity (IFRC, 2015). Similarly, OCHA (2012) indicated “all training should be aligned toward the overall “professionalization” of disaster management, including with sequential learning stages”(Clifton & Hawley, 2012). However, the research revealed that trainings are opportunistically designed through reactive and ad hoc initiatives with limited or no relationship between courses and capacity building programmes that could have resulted in a recognized qualification. This fragmented capacity building approach can be overcome through a thorough institutional and developmental approach with a focus on graduate sequential processes to allow participants to build upon previous learning experience and knowledge.

Part of stakeholders analysis, it reveals that disaster management and humanitarian organisations play a significant role in disaster and humanitarian response in the Pacific. The picture below highlights the sector-wide network among humanitarian and disaster management organisations that reveals the position, reach and interests of various community-based, NGOs and local organisations to its internal and external environment especially the disaster affected communities, government (NDMO) and international mechanism (clusters). It is clear that community-based groups, local organisations

and faith-based organisations that are established in communities, who are then impacted by a disaster, are better placed to use their networks to reach the affected community and mobilise resources. This non-linear structure defines the effectiveness of various organizations in terms of reach, access to the disaster environment and the internal context and motivation to quickly reach local communities.

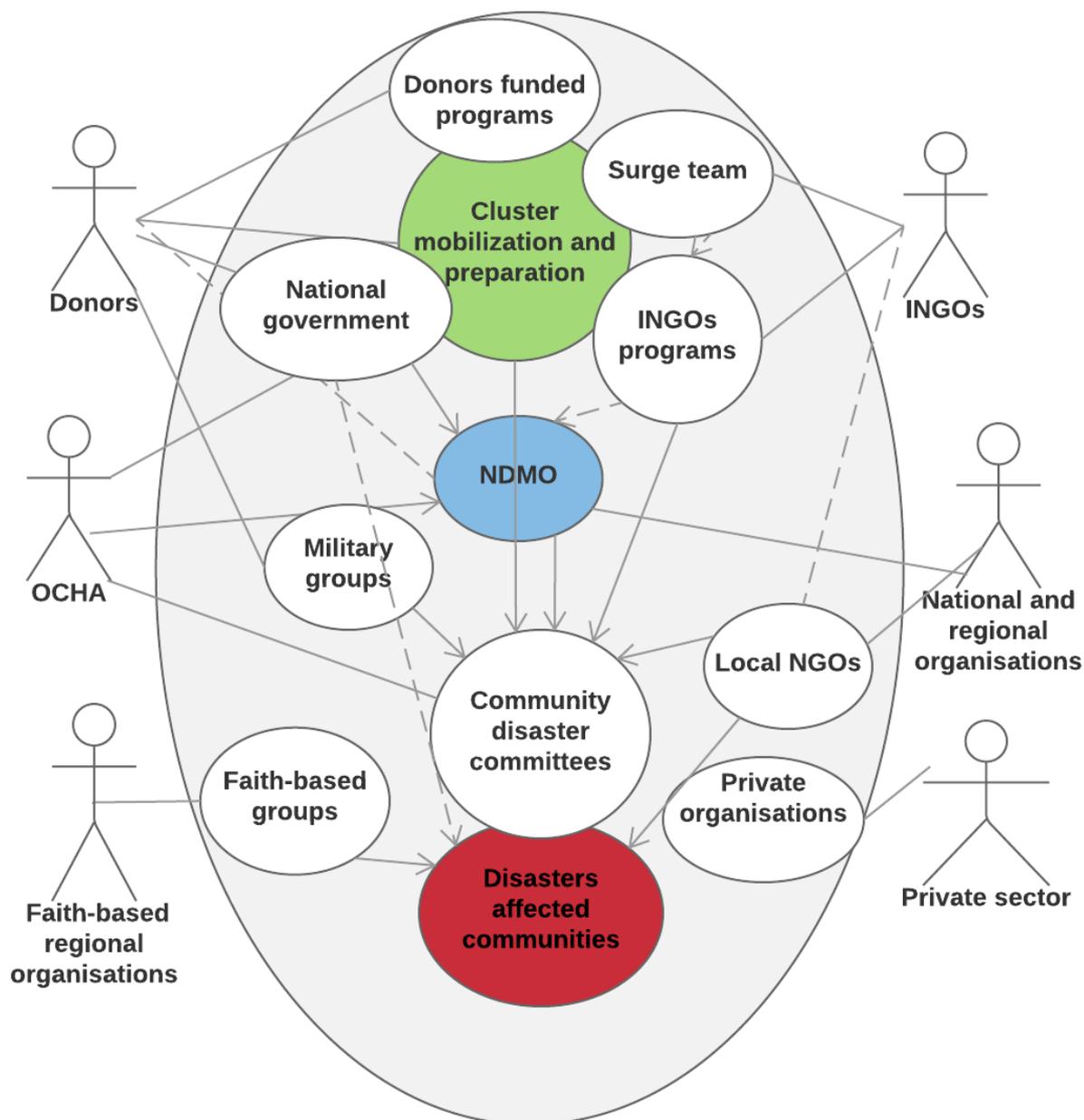


Figure 4: Disaster management and humanitarian stakeholders' relationships

The picture demonstrates that faith-based organisations, private sector, local NGOs and community-based institutions are closely linked to the disaster affected communities, while INGOs, donors, and regional organisations are better connected to government and cluster coordination mechanism and its constituency.

This diagram can be useful for informing and structuring capacity development interventions for the various groups. For example, stakeholders dealing directly with communities need skills in evacuation centre management, community engagement and field level coordination, while staff members who work in positions of management in head office might benefit instead from courses relating to programme design, communication and coordination skills at the cluster level.

### Capacity development modality

There are a large number of capacity development courses classified into five core trainings and development modalities including graduate certificate; short-term courses; on the job trainings; online distance training courses and; simulation and exercises provided by a large number of stakeholders in the region and the Pacific. These modalities have been illustrated as following;

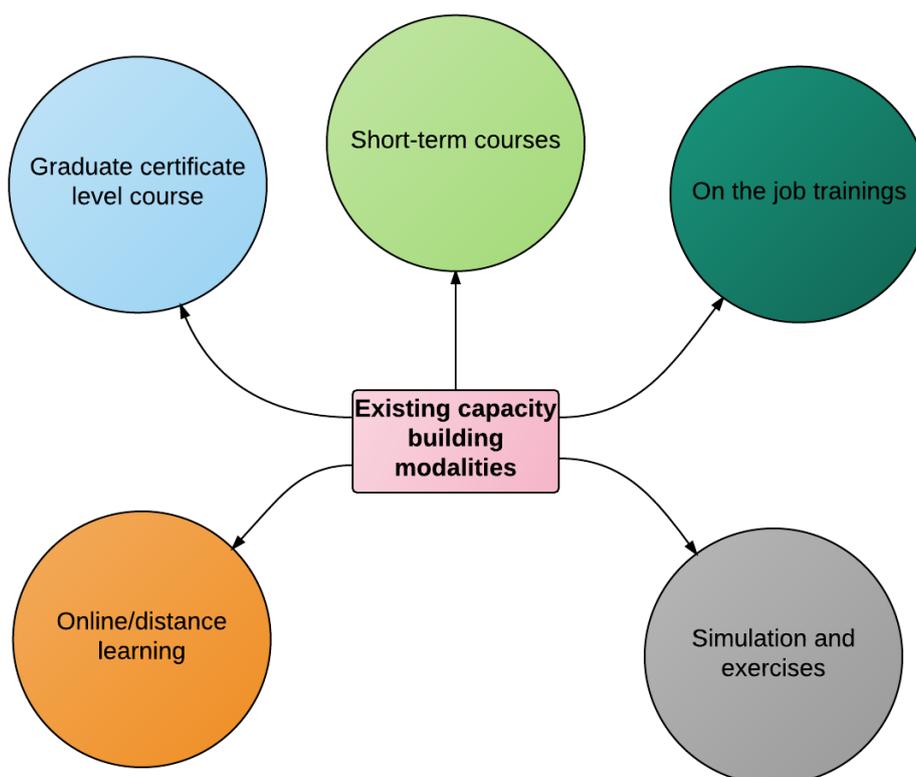


Figure 5 Humanitarian and disaster management capacity modality

### **Graduate Certificate Level Course**

There are few local and regional universities around the Pacific, Australia and New Zealand that provide disaster risk management and humanitarian courses relevant to disaster management and climate change. These courses focus on the theoretical side of disasters and are not well grounded in real-world challenges to support humanitarian actors and partners in times of disaster response:

Fiji National University offers a Post Graduate online Certificate in Disaster Risk Management that is largely centred on theoretical aspects of disaster management with limited opportunity for practice and exercises. This is the only academic graduate programme that is currently on offer with various technical and operational challenges highlighted as following;

- Limited capacity of lecturers and academics in terms of both experience and qualification in the areas disaster management and humanitarian assistance to effectively design and deliver the course
- Online forum is often not the most suitable platform for students given the internet access issues in the Pacific
- No opportunity to run simulations or practical exercises within the capacity and structure of the course

*There are a lot of scholarships offered by donors, but only those who have relationship with higher government authority can get the scholarship, not the ordinary people.*

*Local organisation staff member*

The Solomon Islands National University provides an abridged course for nursing students covering introduction to Disaster Management and Initial Damage Assessment courses. The University of South Pacific in collaboration with the United Nations University (UNU), Royal Melbourne Institute of Technology (RMIT) and the United Nations Environment Programme (UNEP) offer a Strategic Environmental Assessment Course.

Various graduate disaster management courses are on offer through a number of Australian tertiary institutions, including ANU, Deakin University, Charles Sturt, Edith Cowan and Flinders University. Details can be found at the Australian Civil-Military Centre <https://www.acmc.gov.au/learning-development/civil-military-courses/>

### Short-term courses

As of this year, there are more than 100 individual training courses on offer by 30 various non-academic providers, such as NGOs and private sector, in the Pacific region. Main training providers are Red R, IFRC, SPC, Asian Disaster Preparedness Centre (ADPC) and the United Nations. Most of these courses share similar objectives and training approaches, however there is limited information provided on their websites about the curriculum and delivery methods, which makes it difficult to conduct a comprehensive comparison between all courses.

Most of these short-term programmes include;

- Lectures
- Group work
- Report writing
- Exercises

A significant pitfall of the large number training courses are that there is no logical coherence, structures and steps that one course can build on others, therefore minimizing its impact. This is primarily because learning and development agendas are not coordinated among stakeholders both during design and delivery. The importance of simulation, coaching and practical work are not well integrated, limiting the impact of theoretical knowledge on participants.

A few key informants explained the selection process of those who attend these types of courses, reporting that the selection of participants is sometimes unfair.

*Participants' selection for trainings is not based on role and relevance to the job, while mostly on relationship and status of representing the organisation. Most training are attended by few individuals while opportunities are not passed to others.*

*Government Official*

Although the short-term and concise nature of the course make them a suitable and attractive option for working staff members, it also has some challenges. Often these courses cover a lot of topics in quick succession, narrow training materials, and a very theory-focused, making it difficult for students to develop sufficient skills and interests in such short courses (one month or less). Hence, it is extremely difficult for the sector as a whole to integrate and link people who have undertaken brief short courses into practical projects where students can practice theories and skills.

### **On-the-job training**

This model has at the least amount of literature and background information that was gathered in the researcher's initial desk review. On-the-job training doesn't appear to be a formal and common work practice in a disaster situation. Despite this, such a programme could be effectively integrated through a well-structured system of expertise and knowledge transfer between a senior practitioner and a graduate employee.

### **Online and distance training courses**

Considering the operational and logistical challenges to set up disaster management courses in each region and country, online disaster management courses are an attractive option for capacity development. While there are many benefits to reach and accommodate large number of participants from various locations with minimum cost, there are potential challenges especially in developing countries where internet access and technology can make it far more difficult. Additionally, some disciplines essentially need practical field work and with off campus learning, often this is not achievable.

The following academic institutions and service providers are offering online training courses:

- Fiji National University
- Charles Darwin University
- Online disaster management graduate course at the University of New Castle
- The United Nations for Asia and the Pacific offers Disaster Risk Management E-learning platform. The course can be accessed here <http://137.189.162.178/>

### **Simulation and exercises**

There are few practice-based simulation exercises focusing on disaster management, coordination and communication conducted periodically in the Asia Pacific region designed to improve humanitarian response to disasters. The UN initiated regular simulation exercises conducted annually at the regional and national level focused on civil-military coordination. In addition, there are a few intergovernmental exercises which are facilitated by international or regional organizations. These simulation exercises, listed below, are limited in scope and size and do not fulfil the vast requirements at operational and organisational level in the Pacific.

- The USAID simulation exercises

- The UN Inter-Agency Emergency Simulation
- ASEAN Disaster Response Simulation (ARDEX)
- ASEAN Forum Relief exercise (ARF-DiREx)

These exercises give response and disaster relief managers an opportunity to work within the cluster mechanism, national system and theories in a controlled environment. This opportunity helps to improve coordination and communication among stakeholders at various level, and potentially creates further opportunities for these participants to become connected with long term courses and further skills and expertise development.

## Capacity services providers

As already mentioned above, there are a wide range of academic and non-academic institutions engaged in capacity building courses and opportunities in disaster management, disaster risk management and climate change adaptation. An exhaustive list is provided in Annex A.

Non-academic institutions, such as NGOs and private firms, are the dominant capacity development providers in the Asia Pacific region, and research demonstrates that these initiatives are usually short-term courses, and therefore, considered not as valuable as courses which are offered (and not always accessible) by accredited institutions. These courses often focus on general knowledge, introductory and refresher courses rather than building specific expertise. On the other hand, government departments play a marginal role in providing capacity building and development as it is mainly left to private sector and NGOs. The number of private capacity development service providers and the quality of services provided to disaster management officials shows a rising challenge of collaboration among providers. The absence of a shared vision and capacity development plans is a trend but is in high need for the disaster management sector.

## Capacity development programmes in the Pacific:

The reason to focus on training modality can be described by the current abundance of short-term training courses and training providers in disaster preparedness in order to provide effective humanitarian assistance during emergency situations. Training providers in the humanitarian sector have focused on strategies relating to the immediate response after humanitarian catastrophe. While the short-term focus may have been positive on the overall emergency situation, there are quite a few adverse observations on the overall disaster management. Firstly, the short-term focus of training courses has made it difficult to conduct the feasibility, needs assessment and exploration studies of

existing and previous training courses. Secondly, it reveals that participants have not participated in the training curriculum and materials, demonstrating a lack of evidence-based capacity building programmes. This has been confirmed by key informant and focus group discussions including studies conducted by OCHA and UNDP that highlights initial damage and needs assessment, coordination, information sharing and communication as key training priorities for an effective disaster management sector. While these have been highlighted as key priority areas, the mapping exercise of capacity building programmes revealed limited trainings on offer to build coordination and communication capacity in the sector. For example, the Fiji and Solomon Islands disaster management plan states that the trainings for government staff and local graduates in disaster management will focus on mitigation and preparedness, showing a lack of understanding around the need for increased coordination and communication capacity.

In addition, disaster management officials and humanitarian actors were asked about the effectiveness of previous learning and development courses in the Pacific. The majority of participants (51.35%) indicated mostly effective; some show (16.22%) completely effective; (27%) highlighted moderately effective, while only 2.70% indicated mostly ineffective and completely ineffective.

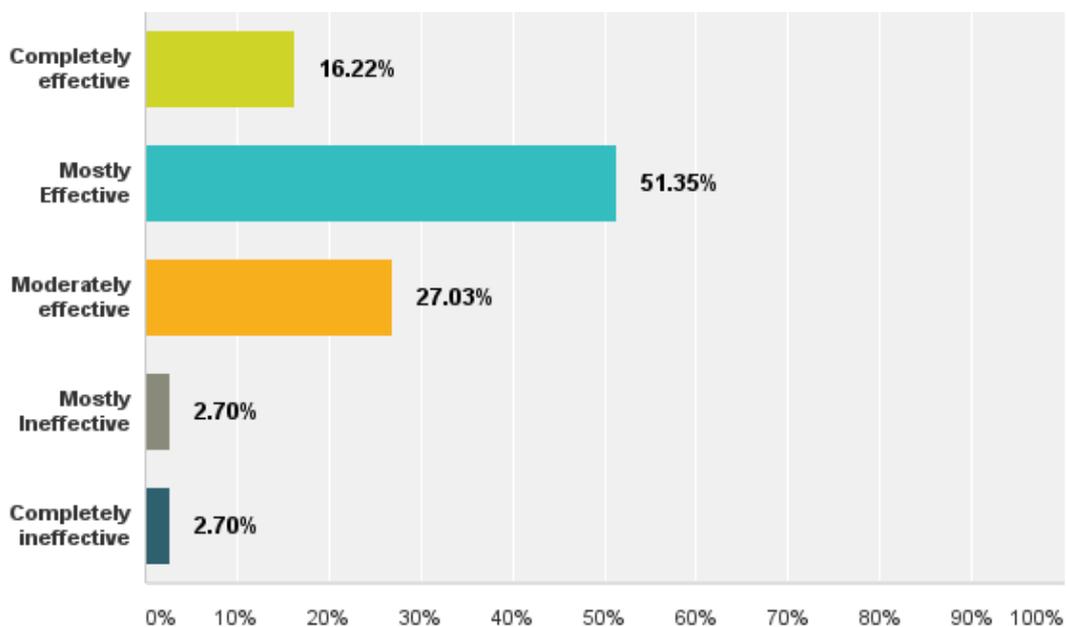


Figure 6: Satisfaction of research participants with current and previous trainings modalities in terms of effectiveness

The overall capacity development strategy is run by various different training modalities that maximize opportunity for individuals and organisations to fulfil demands and requirements. A mixture of all these different modalities would help prospective students and organisations to develop their skills

and expertise, therefore meeting the requirement of their roles in their organisation. The table below highlights various capacity modalities that illustrate advantages and disadvantages and its target recipient of the programme.

Programme Modality	Targeted Group	Advantages	Disadvantages
Graduate diploma/certificate level course (six months or more in duration)	University students NDMO employees Climate Change organisations, employees NGOs	Comprehensive and focused on various units and subjects Concise and introductory Results in academic qualification	Time consuming No links to specific DRR projects Limited exercises and simulation Limited or no link with research projects Limited range of subject options Requires graduate degree Needs improvement in design and delivery
Short-term courses (less than a month in duration)	Disaster management and climate change projects, NGOs and the private sector	Links to specific programmes and projects Aligned to organisations' human resource plan Can be adjusted to meet needs and requirements of individuals	Limited simulation and exercises No academic qualification Short-term focused and cannot build expertise Needs strong ToT to ensure effectiveness and impact Quality varies Expensive for non-donor funded participants
Technical assistance in the form of on-the job training (mentoring and coaching) by external consultant	Recent graduates Disaster management staff members NGOs and private sector	Practical and work focused Can be well aligned to individual ToRs Skills focused on the job	Limited strategic exposure No qualification Cannot build expertise Challenge for external consultant to be appropriately matched with local counterpart
Online courses	Recent graduates of previous training and employees of various organisations	Accessible Inexpensive	Can be challenging for non-technology user Needs high level visualization and self-explanatory strategy Needs further development Technological obstacles Practical experience and simulation can be difficult

The first modality outlined in the table fits the formal education and academic qualification bracket, while the second, third, and fourth modalities are often considered as informal education and qualifications. These categories are not set in stone, and are easily blurred considering the abundance of training courses and training providers available. However, it is clear from these four modalities that the research-based educational modality cannot be locally sourced in the Pacific.

The aforementioned training modalities vary largely in their particulars but share some general design and delivery elements that have been acknowledged by the research participants.

Similarities include but are not limited to:

- The main drivers of these programmes are NGOs and donor funded projects with limited buy-in from the local government that limits reach and long term sustainability
- The last three modes of capacity building delivery are mainly short-term in nature with minimum time to practice disaster management skills
- The last three modalities do not result in academic credential which restricts organisational reputation and confidence of its beneficiaries.

The programmes vary largely in content, design and delivery methodology. Significant observations are noted as following;

- No logical steps or sequences among individual training courses except graduate diploma and certificate level courses provided by academic institutions in Australia and Pacific (Fiji National University).
- Training content, topics and themes varies to a large extent

At the national level of Solomon Island, Fiji and Vanuatu, there has been a significant investment in training and development of policy and procedures to guide decision-making and strategic response to disasters. Many programmes that are designed to be short term are mismatched to the needs for systematic capacity needs assessment. Many talented individuals in government and civil society have the potential to effectively lead response to disasters, however most would benefit from further long-term training and specific support aimed at enhancing their professional development, informed by international experience and best practice, and guided by culturally appropriate models developed in partnership with Pacific Island communities and agencies.

Considering the wide range of training interventions with various delivery modalities, there is a potential need for a coordinated approach to identify the gaps and needs in trainings, and to identify the modality and delivery tools deemed appropriate for the intended audience. Therefore, there is an emphasis for a professional development capacity building programme for appropriate disaster management responders and humanitarian personnel through a sequential academic longer term process that can be directly linked to needs, strategies and national disaster management legislation. The attainment of appropriate skills and knowledge is a developmental process that would enable actors and organisations to systematically manage disasters and humanitarian response more effectively.

## Chapter three -

# Significant capacity gaps and skills demands

There are a series of capacity gaps in disaster preparedness and humanitarian response including the modalities of current trainings offered that are closely associated with disaster management and humanitarian response challenges in the Pacific. The analysis of the humanitarian and disaster management sector reveals potential gaps in organisational leadership and communication methods, that impact effectiveness when looking at the cluster system. Two of the identified broad organisational gaps include coordination and needs assessment capacity on the one hand and organisational culture and autonomous approaches on the other, that results in a lack of trust, conflict, duplication and several other negative impacts highlighted in the below diagram. Coordinating humanitarian response interventions and communicating needs and priorities as well as gaps in the leadership, system, processes and skills which will be articulated in the visual overleaf.

More than half of informants from humanitarian organisations across the Pacific reported that humanitarian responses were being held back by the leadership talent characterised by the organisation culture and its autonomous approach to response mechanism and decision-making, leading to limited engagements and communication with other humanitarian stakeholders. Willingness of stakeholders to share disaster response challenges, needs and priorities would help to guide a coordinated response and establish trust and relationships, supporting more effective capacity utilisation. Furthermore, communication is a key aspect of the disaster response challenge and a precursor for effective coordination to occur. Two key causes of communication gaps are needs assessment and lack of coordination. Assessments are challenged by a plethora of structures and templates, resulting in a murky picture of needs and priorities, making the response initiative difficult to coordinate. In addition, coordination is a large cluster that often encompasses a fragmented response structure and a lack of shared understanding that is demonstrated through gender gaps, inequality, and duplicating resources in the community that can have many negative influences on the

quality of a response. Similarly, Gero (2013) highlighted important determinants of adaptive capacity in the Pacific to be communications, leadership including human, financial and technical capacity (Gero, 2013).

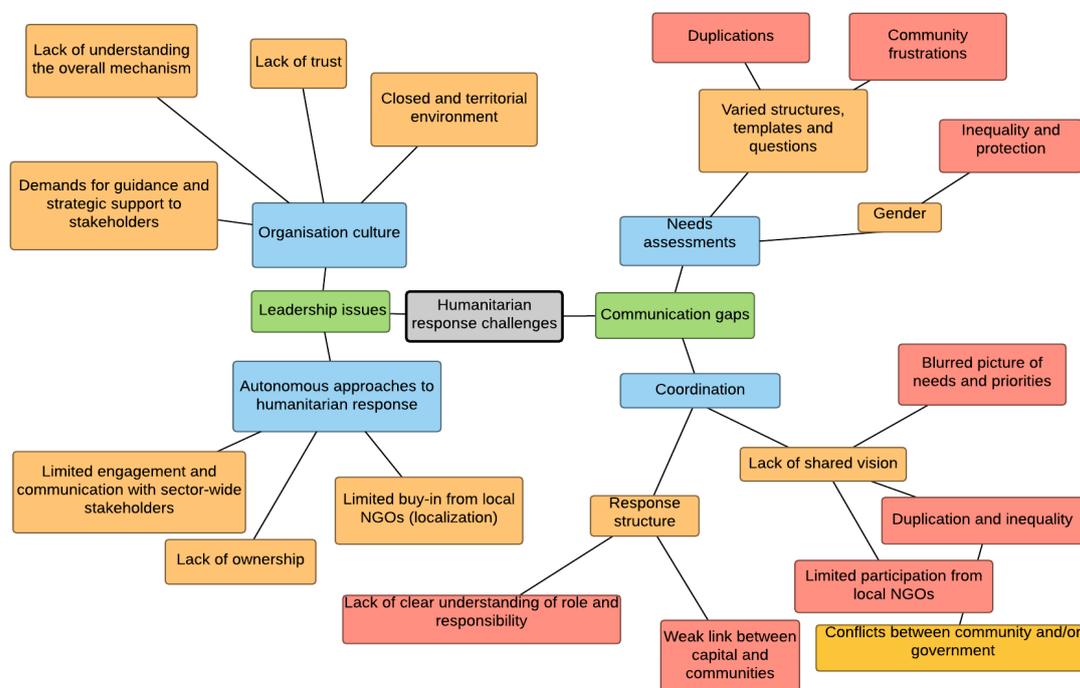


Figure 7: Skills and capacity gaps

### Lack of an integrated and comprehensive needs assessment:

The needs assessment in disaster response context is defined as a process used by organizations to highlight initial damage to human life and livelihood following a disaster. It aims to provide essential information on the needs of the affected population and delineate priorities for humanitarian response. The various design and portrayal of the initial needs assessment by different actors causes confusion and delay to the overall humanitarian interventions while acknowledging that each agency and cluster has an explicit focus, need and capacity to respond in the sector. Lack of a consolidated and unified assessment template delays the overall humanitarian response. As a result, data and information which has been collected through varying structures (Community Disaster Councils, online applications, government official and NGOs) and fragmented templates are difficult to consolidate for analysis and reporting, leading to confusion and misunderstanding about community needs and priorities areas. In addition, stakeholders lack sufficient capacity to thoroughly integrate gender and protection issues into needs assessment, programme implementation, and monitoring and evaluation. The capacity of both international and local stakeholders needs to be increased in

relation to gender and other protection concerns through participation and priorities, so these themes can be integrated into all areas of the response.

There are structural, systemic and expertise gaps within the current damage and initial needs assessments. Firstly, data is collected via different tools, structures and mechanisms that make it difficult to collate and conduct a systematic and consistent analysis. Secondly, the structure for information delivery mechanism depends on personal relationships and individual understanding. For example, some data comes through the department of a local province or authority, while others are directly linked from community to the NDMO in capital. Thirdly, information has been collected and delivered but not analysed due to lack of skills or resources or it has been delayed considering the limited consensus in terms of how it is to be analysed, or the absence of a ToR defining the roles for analyse. These gaps have led to the following results:

- Stakeholders responded without a comprehensive picture of needs and priority areas that led to duplication of distributing relief items while other individuals and communities did not receive any humanitarian assistance.
- The assistance has led to conflict and tensions in some cases on the basis that few of the community members received assistance while other were left out.
- The assessment by different organisations capitalized on community expectation and it was difficult to manage expectations during the humanitarian response.

These gaps at the national and local level contribute to the prevention of needs assessment being effectively deployed in the community. For example, communities in the TC Pam affected areas in Vanuatu became frustrated and disillusioned with needs assessments and questionnaires, as they were inundated with INGOs, with each organisation undertaking their own separate assessments for data collection to determine needs and priorities. This undermined other coordination and communication processes that led to limited coordination in the sector. This is partly due to the delicate leadership in terms of determining a basic structure for needs assessment and providing guidance and support to stakeholders on operationalization and management. It has been revealed that research participants are not satisfied with the assessment tools and it does not provide sufficient information to identify vulnerable communities in order to design a relevant humanitarian assistance.

*The problem was we were not aware where we needed to have more investment and how much we have already invested in each sector, the data was not there and finally now we know that we needed more investment in shelter cluster as we have done little in that area.*

*INGO staff member*

A rapid and consistent analysis of data obtained through a unified process must be ultimately advantageous. This must be such that all agencies involved in disaster response accept and use an integrated assessment template appropriately with a clear structure for data collection, management, analysis and sharing. There is a clear need for a standardized and systematic assessment methodology in order to capture a reliable picture of the disaster situation.

### A critical communication and coordination challenge:

These research findings support what has been consistently highlighted by evaluations, research and assessment of past responses, that communication and coordination are critical challenges and potential areas for improvement at all levels. When a disaster strikes, key coordinating bodies were often not prepared to mobilize and deploy the appropriate organisations and resources to the affected areas. For example, in the case of Cyclone Pam in Vanuatu, it took a long time to operationalize disaster response structure, mobilize and deploy resources and stakeholders. Another challenge is when coordinating humanitarian and disaster management actors have limited understanding of the available resources, capacity and reach of humanitarian actors in the sector. In addition, stakeholders were not clear how the arrangements put in place by the National Disaster Management Plan works in order to quickly mobilize disaster response. The challenge is further exacerbated by the different and fragmented needs assessment tools mentioned earlier deployed by different NGOs and government stakeholders that make it difficult to communicate needs and coordinate priorities.

*Looking back to previous disasters, we have serious problems with identifying the most vulnerable populations, prioritizing and allocating resources effectively. We were not able to distinguish who is affected more and in which area, who is less affected and who needs the most urgent assistance. Finally we ended up sending the assistance to a wrong area (less affected community) and the most vulnerable were left out. We need skills, tools and system to explore the situation and make thorough decision in order to prioritize the most vulnerable and allocate urgent humanitarian assistance as quickly as possible.*

*Government disaster management practitioner*

In this context, communication is critical for good interchange of information that would contribute to greater coordination. A clear need to develop good communication skills at all levels, within government departments, between these departments and organisations, as well as with the wider community based organisations. Similarly, communication and coordination is highlighted as a key priority by various other assessments including UNOCHA (2012), UNDP (2014), IFRC (2015), and a number of other reports released by the Pacific governments. While there is paramount need for communication and coordination trainings, there is a limited number of trainings on offer which

focuses on enhancing communication and coordination skills. Communication skills training is vital at every level and is a precursor to effective coordination in response operations and preparedness initiatives. As such, it should be a relevant component in training and capacity development initiatives.

*There is very limited communication inside of the NDMO – mostly staff members are either on field mission or trainings. Since my joining, it has been 8 months and there has been no meeting at all. We often get informed through our external stakeholders about our programmes. There is no communication mechanism internally and externally that we can get involved, prepare or monitor the status of projects.*

*Disaster management consultant.*

### **Country specific observations**

In general, there are similarities and diversities in the humanitarian response across the Pacific and within Fiji, Solomon Islands and Vanuatu. The following are specific observations disaggregated by country;

#### **Fiji**

- Fiji has a proactive, committed and well organised government who effectively lead complex responses such as Cyclone Winston
- Good leadership capacity in terms of strong commitments adhering to government standards, policies and obligations
- Closed and territorial organisation environment in terms of involving humanitarian stakeholders in decision making
- Lack of trust between government and international INGOs
- Limited understanding about humanitarian structures, values and principles.

#### **Solomon Islands**

- Comprehensive organisation structures and disaster management plan that outlines role and responsibility of various players in the sector
- There is a closed mindset of organisations in regards to sharing information and challenges with other stakeholders in order to develop evidence-based programmes.
- Ad-hoc and limited relationship among stakeholders to discuss preparedness and humanitarian issues
- Stakeholders were concerned the cluster approach does not fit the country context and the limited human capacity within government and non-government organisations.

## Vanuatu

- Organisations are willing to share information among themselves, and open to stakeholder involvement and participatory decision making about disaster management plans, legislation and other policy level issues
- Open to stakeholders to share information about disaster management issues, challenges, needs and priorities
- Reactive and laid back approach to preparedness, planning and development of programmes and projects
- Continuous and regular interaction and communication with stakeholders over reviewing disaster management plan, act and development community-based guideline.
- A few professionals from I/NGOs are seconded to the government and NDMO to sit in primary positions in the disaster response operations room.
- Lead and driven by external consultant and support from donor organizations.

## Response structure mechanism

Stakeholders' interviews and focus group discussion revealed that structures, policies and plans have been developed that articulates the mandates, role, and responsibilities of humanitarian actors and government institutions which can provide sufficient guidance and information during a response. However, staff member lack understanding of these plan, policies and SOPs. Therefore, awareness needs to be built regarding the response structure, SOPs, cluster mechanism and arrangements in place for coordinating and managing humanitarian responses more effectively.

*When the big country (donors) fund NGOs, they should provide some assurance to ensure that these organisations are working with local government. For example, some relief items were expired but distributed to community and where we have already distributed relief items, some organisations distributed again in those areas.*

*Government official.*

As outlined previously, there are structural gaps within existing communication mechanisms. It is difficult to receive direction and guidance from leadership down to community and vice versa considering the links, communication channel and human capacity at the district and provincial level. The link between the roles of clusters and the roles afforded to provinces has been articulated on paper but do not function in reality. Firstly, there are limited human resources at the provincial and

district level in all three countries. The outlined plan for the cluster structure present in the country's capitals would be able to be rolled out at provincial level did not take into consideration geographical constraints and capacity gaps, therefore a functioning system at the provincial level is yet to be achieved. In addition, this challenge is exacerbated by the lack of the understanding around the roles and responsibilities, lack of available human resources, structure, geography and communication infrastructure in times of disaster at district and community levels. These issues hinder the speed of immediate relief and response, as well as slowing down initial assessments of the situation on the ground.

*Everyone is going to community to conduct needs assessment, collect information within a short timeframe without a clear structure and stakeholders' consensus. During the Cyclone Pam, communities got frustrated with many questions and assessments by different NGOs. Finally, the assessment was delayed and by the time we responded, the community had already developed alternative coping mechanism. This is a very crucial stage and we as humanitarian actors need to respond as quickly as we can given the potential risk and threat to human life.*

*Former disaster management practitioner.*

## Leaderships approach and behaviour

Leadership plays a crucial role in a humanitarian response. Government and non-government actors would benefit from promoting participatory leadership behaviour by focusing on holistic vision, result-oriented approaches, understanding the motives, values and principles of humanitarian organisations, and openness to share and discuss disaster management challenges with the sector. Lack of partnerships among aid agencies and government organisations can create further confusion for partner organisations to coordinate humanitarian assistance.

*Australian and Chinese were using their humanitarian assistance as an opportunity to get closer to the Pacific Government and that had some impact on the overall coordination among the various stakeholders to coordinate humanitarian assistance.*

*UN official*

Stakeholders can be effectively engaged by providing information and guidance, to enable a better understanding of the roles and responsibilities within the complex humanitarian structure. In addition, stakeholders require strategic guidance and support regarding the existing response arrangements, communicating needs and priorities and clearly articulating what should be done where and when. In the case of Cyclone Winston, while there are a great number of positive leadership aspects, such as locally engaged actors who enabled quick mobilization and response arrangements into the worst hit

areas, there were issues with strict and close leadership style that affected the ability of humanitarian stakeholders to effectively contribute. For example, being aware of the motives, values and beliefs of the stakeholders would have helped to establish trust and relationships with external stakeholders that would have effectively involved INGOs in planning and building a shared vision for the response. While no response will be perfectly executed, the ability and experience of humanitarian stakeholders involved should have been able to more effectively navigate this highly complex response. Similarly, there is also a need for a paradigm shift from a centrally-controlled approach to a decentralized structure, where stakeholders can effectively participate and contribute within the humanitarian architecture.

Government stakeholders can help to make organisational culture and environment more open and tolerant to external stakeholders in order to gain their perspectives about humanitarian response and disaster management, while at the same time leading a multifaceted sector where issues and challenges can be openly shared and controlled by utilizing resources more effectively.

*Government was leading and guiding the response and saying this is the only way of doing things - we distribute things to the community and if you want to help then give it to us.*

*INGO director.*

*International actors and NGOs need to make sure the sovereignty of the country regardless of whatever assistance and support they bring to us.*

*Government staff member*

In general, the Fijian government has become more open to civil society organisations but are still very closed and suspicious of international NGOs. Considering the previous military regime and its impact, the ministry culture and environment is still very territorial making it challenging for civil society and humanitarian organisations to contribute effectively. Among all players, Red Cross Societies were the only organisations to have established trust and were deeply involved in humanitarian responses and have thoroughly established strong relationships with government actors across Fiji, Vanuatu and Solomon Islands.

The study demonstrates a range of barriers and gaps that are explicitly linked to individual and organisational leadership capacity. The assessment found a direct relationship between organisational leadership and performance in terms of humanitarian response and management. For example, where there was limited guidance, clarity and support from the lead organisations to the sector-wide stakeholders, the stakeholders were often confused about how to operationalize a task. However, establishing a genuine link between organisation leadership and each activity performance is not

plausible given the multidisciplinary context where alternative explanation is always possible. For example, the needs assessment is a multifaceted exercise affected by various factors such as leadership, system, structure and skills.

*Partners are very active and trying to do the right thing but we have to wait for NDMO to guide and provide direction that would help facilitate operation and response. For example, we cannot deliver assistance to a community before an NDMO direction and we need their guidance and support that would help us to delivery assistance to the affected community. This causes major delays in response.*

*INGO director.*

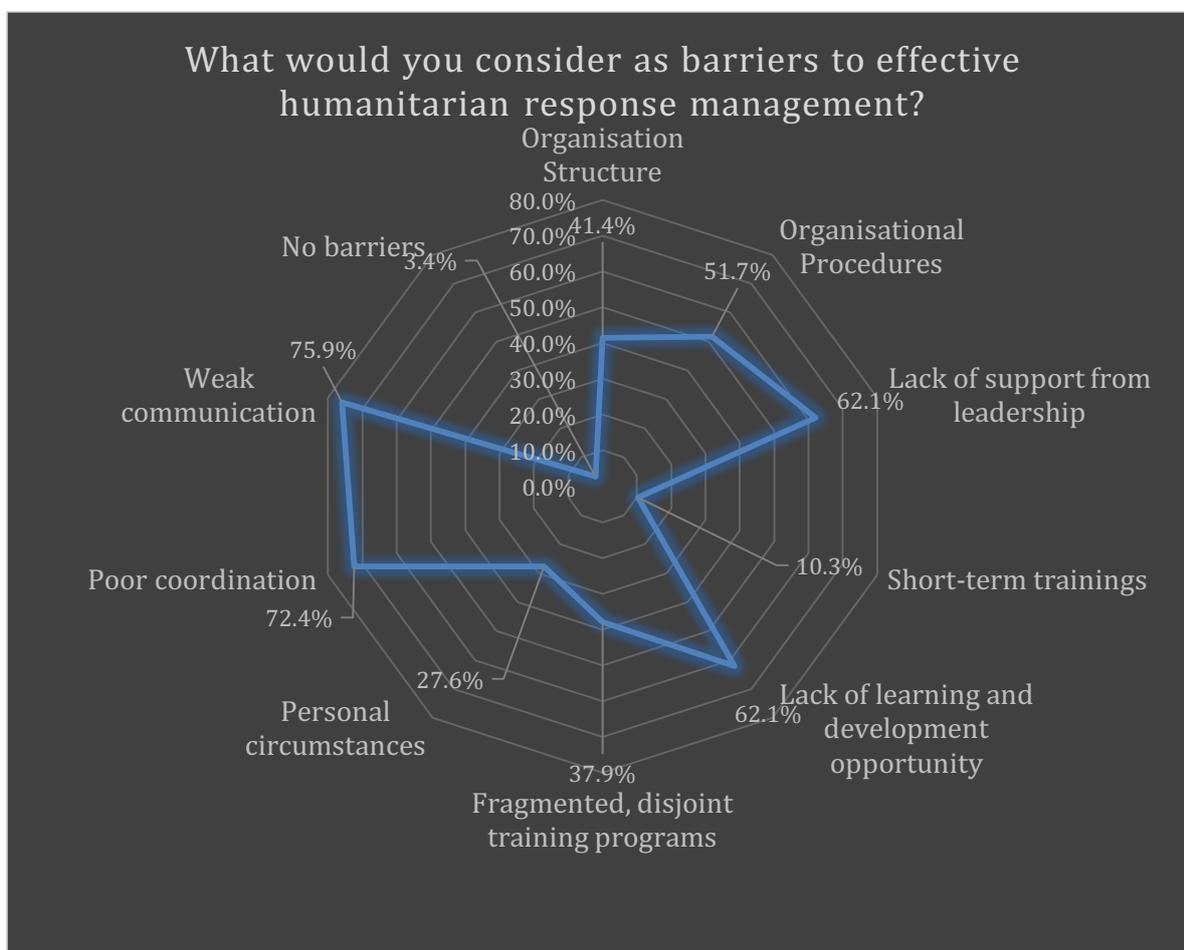


Figure 8: Barriers to effective humanitarian response management

Supported by key informants and focus group discussions, the online survey underlined weak communication, poor coordination as well as lack of support from leadership and access to learning and development opportunities as key barriers to effective humanitarian and disaster response management.

The majority, 75% of survey participants indicated weak communication and 72% believed poor coordination as key barriers to the overall humanitarian response. Similarly, 62% emphasized support from leadership and lack of learning and development opportunities. Some respondents indicated organisational procedure (51%), organisational structure (41%), and fragmented and disjointed training courses (37%), while fewer indicates personal circumstance, short-term trainings and no barriers in order to manage effective humanitarian response.

## Localization of humanitarian support

There are few areas where the lack of localising humanitarian support can be highlighted as significant barriers in humanitarian assistance and capacity development programmes in the Pacific. Firstly, international NGOs and regional partners often directly implement grants and contracts. INGOs and regional stakeholders who typically lead and implement humanitarian response have been found to be directly impeding local organisations' ability to implement humanitarian disaster relief responses, due to their limited technical and operational capacity.

A Country Director of an INGO said;

*Local organisations have missed the opportunity to participate in the UN flash appeal given their mandates and capacity in the sector. Local organisations are focused on development and haven't got the capacity to prepare a bankable funding proposal and meet donors and INGOs requirements.*

Secondly, the disaster management plan, respective legislative Acts and specific regulations have all been developed and reviewed by external consultants from time to time, but with limited support and buy-in from local counterparts and staff members. Local staff members are often busy with community-based programme initiatives and do not have sufficient time to work with short-term consultants on disaster plans and policies. Currently, there are six international short and long term consultants in the Government of Vanuatu's NDMO in standalone positions, meaning they do not have local counterparts to work alongside of. Policy, plans, frameworks and structures have been developed independently and when a disaster strikes, there is limited understanding about its operationalization and implementation plan. Government organisations need to systematically track these interventions and develop strategies in order to absorb capacity from consultancy and technical assistance provided by donors and NGOs, otherwise this capacity, structure and system established by external stakeholders will collapse and local authorities and organisations may not be able to sustain such a system without international support.

Thirdly, the level of understanding and capacity does not filter down from head offices in the larger cities to provincial and district level authorities. The link between provincial and central NDMO and the level of understanding at divisional and district level is a challenge. As indicated by this comment from an INGO staff member *“Too many meetings but nothing happens and no follow-up from district authorities unless they are pushed by their central office”*. Divisional and provincial staff members express they experience great confusion about their roles and responsibilities. This is further impacted by the lack of capacity within the coordinating body of local non-governmental organisations. Despite limited operational and technical capacity, the coordinating agency for local organisations needs to take the lead to establish a viable platform in these situations, not only for coordination, but more importantly for advocacy and policy dialogue to effectively overcome and facilitate localization within the sector. Many local NGOs are invisible to larger INGOs and centralised government structures, therefore their ability to build capacity, networks and relationship has not been reached, leading to the lack of participation in the immediate aftermath of a disaster. This in turn can lead to international organisations calling upon international short term employees, or surge teams, to support operations on the ground, and these surge team members often have little to no contextual and cultural understanding.

*International NGOs parachuting into the disaster management space without contextual understanding. They need to understand and appreciate the structure, system and policies already in place. A lot of international NGOs worked in places where there was no government and they had to do everything by themselves, but here in the case of Winston, Fiji has got a very strong government who is willing to take the lead and have the capacity to face the challenge. This was new experience for a lot of international NGOs and had difficulty to communicate with government in such a context.*

*Government official, Fiji*

As demonstrated, there is a big disconnect between the central government sitting in the capital city, and the local and provincial level of government. This is most apparent in terms of the overall systems, capacity, processes and human resources, and how this central government architecture trickles down to the district level. Additionally, the local and central government are not well connected to facilitate coordinated assessments to the decision makers as quickly as possible.

## **Inequality and protection:**

Inequality and protection seem to be key issues within the humanitarian response mechanism. The Pacific countries have very diverse cultural, language, social, ethnic and religious landscapes that make gender, protection and inequality complex issues. Key informant interviews revealed that some

household and communities did not receive humanitarian assistance following the Cyclone Pam and Cyclone Winston response.

*The government was biased as some marginalised group were missing from the humanitarian relief response.*

*INGO staff member*

It is not clear whether this pitfall is due to poor management and communication practices such as needs assessment or a deliberate action by individual or government representatives. These issues can also be attributed to the political and militarized approach of stakeholders with limited powers in humanitarian action to participate in decision making. Equally, government actors challenge humanitarian organisations for being less cooperative during disaster response.

*NGOs needs to get the list of houses and community from us to see what is needed and who has been already supported, but some organisations find their ways directly to the community without consultation that make it difficult for us.*

*Government staff member.*

On the contrary, this has been rejected by many NGOs on the basis of limited information and clarity of the government about the needs, priorities and the vulnerable communities.

Highlighting privacy and security concerns, CARE (2016) indicated the possibility of increased violence against women and vulnerable people around evacuation centres considering sexual violence incidents reported in previous natural disaster emergency responses. “Since TC Winston there has been already a case of rape reported in media outside an evacuation centre” (CARE, 2016 p.14).

The key informant interviews indicated that there are cases of sexual assault or sexual violence from humanitarian workers involved in emergency programmes. People are more at risk for assault or exploitation during emergency where there are limited resources and high demands for assistance and support.

*We get calls from community that your staff members have sex with everyone in the community and then we need to tribute by pig. Cash programming in an emergency is often risky as we give a lot of money to our local staff member that is putting them at risk.*

*INGO staff member in Vanuatu*

Key informant interviews stressed that the monitoring and evaluation aspect of the response can be strengthened by providing richer and clearer information about how many men and women were consulted in needs assessment, who were the main distributors and recipients of assistance in order

to ensure gender inclusion and protection practices are taken into consideration in a response. Data and information can be disaggregated using different means and methods to ensure equality and accountability. This has been further reinforced by the recent gender and protection assessment of Cyclone Winston conducted by CARE that recommends consultation with women and vulnerable groups to ensure special needs, disaggregation of data by gender, collecting data on special arrangements for people i.e. people living with HIV and access to safety and dignity (CARE, 2016).

*There are culture barriers in our community - when the humanitarian assistance come into operations, some of our staff members only think of their own tribal regardless of our focus and intent in the humanitarian context*

*INGO director.*

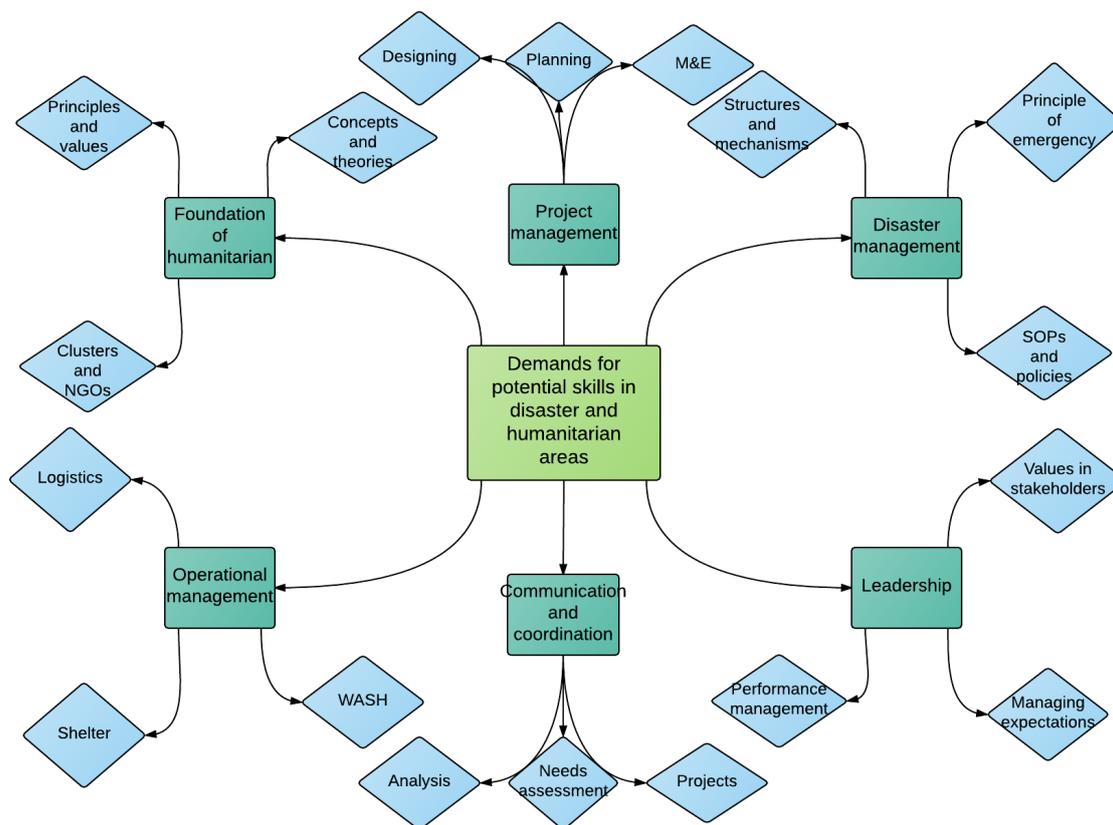
Stakeholders lack sufficient capacity to thoroughly integrate gender and protection issues into needs assessment, programme implementation, and monitoring and evaluation. The capacity of both international and local stakeholders to highlight gender based priorities must be well integrated covering participation, gender-based priorities and protection at all levels. Organisations need to build awareness and capacity of local staff members who are at the front line of relief items distribution. Skills and knowledge about humanitarian assistance would help to bring the assistance to the targeted communities.

## Capacity development needs

Capacity development needs vary from individual to individual, country to country, organisation to organisation. In the multifaceted disaster management and humanitarian context in the Pacific, almost all participants from key informant and focus group discussions across the Pacific have consistently requested longer term capacity development programmes along with academic qualification. The majority of informants expressed their hope for a more in-depth understanding of humanitarian cluster system, project management, coordination, communication, assessment tools, and leadership skills that would help to quickly mobilize resources and coordinate humanitarian initiatives in times of disaster. Participants expressed potential interests in developing analytical skills in terms of designing collaborative humanitarian programmes, data analysis, budgeting, prioritizing multifaceted needs and designing humanitarian initiatives. The analysis of various management functions highly emphasized the importance of establishing a programme management capacity building initiatives in humanitarian emergency which underpins skills to conduct rapid assessments, designing programme concepts for assistance and develop communication and negotiation skills to highlight needs and mobilize resources in order to quickly overcome humanitarian catastrophes.

*Sharing data and information was a big challenge and we still don't have enough information to see where the gaps are and what the main challenges are. If the government understand the value of information and what that can bring to the community, then we have built a big capacity*

*UN official.*



*Figure 9: Demands for skills in disaster management and humanitarian spheres*

Despite the key challenges outlined, the assessment found that the majority of humanitarian actors at the management level have demonstrated some level of understanding of the basic humanitarian concepts that includes humanitarian cluster approaches, initial needs assessment, community engagement and coordination mechanism for stakeholders. However, staff members would highly benefit from a unit introducing the foundations of humanitarian aid, including concepts, theories, values and principles. A small number of government agencies and international NGOs highlighted the need for technical operational skills covering logistics, shelter and WASH in terms of developing standards for housing, supply chain and security management. Comparatively, these technical skills

(logistics, shelter and WASH) have not been highlighted by the key informant interviews to a greater extent considering the vast needs for management skills covering foundation of humanitarian, project management, communication, leadership and disaster management that covers key areas highlighted in the above visual. Non-governmental organisations and UN agencies expressed the need for more conceptual knowledge and understanding about humanitarian values, structure, and principle while focusing on the need of vulnerable and community-based stakeholders. However, some governments emphasized the need for technical skills such as GIS, project management and monitoring and evaluation.

The analysis and findings as outlined above from interviews and focus group discussions is supported by the literature review. In an institutional study conducted by UNDP (2014), it clearly articulates the lack of sufficient staff to implement climate change and disaster risk management policies and programmes. The study outlines that staff are in need of technical and project management skills at various level from policy development, budgeting, implementation, and monitoring and evaluation. Various studies conducted by IFRC, UNDP and UTS confirmed that needs assessment is the most fundamental and essential step in order to thoroughly implement any learning and development programme.

### Disaster functional capacity:

The response mechanism and structure of humanitarian assistance is challenged by the lack of a coherent programme management approach and a lack of expertise in the sector. Individuals and organisations are struggling to logically operationalize needs assessment, ensure coherence and coordinate response with international, regional and local actors. Staff members at the management and leadership level lack sufficient understanding of the humanitarian architecture, response structures, roles and responsibilities of humanitarian stakeholders. In addition, the programme management, planning, and designing of humanitarian initiatives are poorly understood at various levels in an organisation. Similarly, governments and local counterparts need further clarity around the role of the UN, its technical assistance, the importance of data to make a potential case for humanitarian assistance and the technical dimension of monitoring and evaluation to demonstrate accountability and assurance. There is also an identified need to effectively engage stakeholders, highlight challenges and collaborate at the management and leadership level to identify areas for engagement and coordination. When this is not the case, experience shows that this results in inadequate information and limited awareness about the priority areas, vulnerable populations and needs in the affected communities. These functions underpin a variety of skills needed to design and

manage a humanitarian programme covering project design, stakeholder engagement, project management, communication, monitoring and evaluation skills that would fill the gap in order to effectively design and deliver humanitarian assistance to vulnerable communities.

The director of a local organisation said;

*My project manager has resigned two months ago and I am still struggling to replace him, but I cannot find a person with relevant qualification and skills in the sector. We are meeting our donor organisations every week and they are expecting us to demonstrate outputs and outcomes, but we can't do that with our current organisation capacity. As a director of the organisation, I cannot do everything and I need my staff to help me with reporting, designing concepts and analysis of humanitarian situation in order to meet stakeholders' expectations.*

In addition, local organisations lack capacity to prepare a bankable humanitarian project and proposal in order to participate at the OCHA flash appeal level. Similarly, local organisations are not appropriately informed or aware of donor and INGO arrangements and requirements at the national level. Local organisations lack understanding of policies and guidelines including limited understanding about the National Disaster Management Plan, relevant legislation and disaster specific regulations. Local actors from local communities and at the national level have limited opportunity to participate in various humanitarian forums such as the Vanuatu Humanitarian Team, the humanitarian forum in Honiara (Solomon Islands) and Fiji. While local organisations and staff members have limited understanding about policies and plans, majority of local staff members and sectoral representative in disaster management committees have a more in-depth understanding and knowledge of the community-based structures, community-based early warning mechanisms, and local arrangements such the community-based disaster committees in place for humanitarian response.

*The government did not understand what the UN assistance entails, the UNDAC technical needs assessment team was called for assistance, but the government didn't want to conduct the needs assessment,*

*Staff member from humanitarian organisation.*

Due the multifaceted nature of disaster and complex nature of large stakeholders' involvement from faith-based to military, INGOs and private sector, there are significant knowledge and skills gaps facing the humanitarian response initiatives. The survey and interviews revealed that the majority of humanitarian management officials from NDMO, NGOs and private sector have a very basic understanding of what humanitarian assistance entails, the importance of data and needs assessment, programme management and design. Although gender, protection and social inclusion issues need to be investigated in detail, training packages are yet to be developed to cover these concerns, and there

needs to be at least an introductory course to build gender awareness and capacity to ensure protection and inclusion during the humanitarian response.

*If issues are identified, we should make decisions to see who is responsible and who is taking responsibility about it, which is often not clear. Sometimes information comes on time but not passed to the next level or no action is taken about it.*

*NDMO consultant.*

## Communication and capacity needs assessment:

Highlighted by the PHT regional workshop in Suva, most of the interviews including government and non-government actors highlighted their frustrations with the needs assessment structure, template, and mechanisms for data collection and analysis, which they stated is incoherent and does not achieve the intended objectives. Almost all of the assessment participants are highly in favour for streamlining the initial needs assessment structure, data collection templates, analysis and reporting that would enable effective information management, as well as sharing and communicating the findings to inform needs and priorities. Interviewed participants highlighted lack of skills and knowledge to design a collaborative needs assessment tools, data collection, analysis and reporting within the national and local institutions and government actors. Therefore, I/NGOs and government stakeholders alike are highly dependent on the United Nations bodies and surge team capacity to undertake this task. In addition, there is a significant need to avoid overlaps in data collection tools, information and resources deployed to the community. The focus has been only on data collection by various organisations all the while the lack of monitoring, reporting and sharing of resources is rarely discussed.

## Communication and information management

Most of the participants interviewed consider communication as a key challenge and often not easy to access information about humanitarian needs, areas of interventions and the position of other stakeholders in terms of who is doing what and where, and how they can collaborate. There seems to be very limited discussion and understanding in the preparedness phase before a disaster strikes about contingency planning and the pre-positioning of stakeholders and resources available. The majority of participants from government and non-government organisation are in favour of having regular interaction and discussions prior to disasters that would help to effectively mobilize humanitarian assistance. However, this is challenged by the following;

- The cluster representative from the relevant government department have other regular roles while they are also responsible for disaster management during emergencies. In this case, the work load is doubled with limited support and human resources
- INGOs and other local NGOs contribute to the humanitarian response as part of their development agenda and they don't have individuals who are solely responsible for humanitarian work
- No expertise and lack of in-depth knowledge of the humanitarian sector

*We need staff members who can document challenges and update SOPs and tools in order to timely conduct the needs assessment and inform stakeholders of the needs and priorities. There are better ways to identify vulnerability and needs through a community based structure that can easily report the information to the government and decision makers.*

*NDMO Official in Pacific.*

## Logistics, Shelter and WASH

There have been significant logistical and preparedness challenges in terms of supplies, pre-positioning of resources, identifying supply chain and lack of contingency planning due to limited human resources in the sector. This has been further exacerbated by the geographical challenges of the archipelago of Vanuatu, Solomon Islands and Fiji that make it difficult to deliver timely assistance to the community. Stakeholders further highlighted warehousing facilities in Vanuatu as a key challenge. Key informants highlighted understanding and development standards for housing, basic health and sanitation knowledge and skills that are expected during humanitarian response from the community is needed. Aligned with these challenges, interviews and surveys identified the following skills demands in the below sectorial clusters:

### Logistics

- Identifying resources and supply chain in the Pacific context
- Warehouse and inventory management
- Asset security and management
- Finance and budgeting in disasters
- Identifying potential risks
- Security and risk awareness and management.

## Shelter and WASH

- Evacuation Centre Management
- Basic engineering and measurement in shelter
- Engaging vulnerable and locating safe and secure shelter
- Basic health and sanitation

## Demand for training modality:

The survey shows that practical based capacity development modality is highly favoured by participants, while short-term training courses and theory-based learning and development modality marked the lowest rated by participants. Supported by key informants, it reveals participants value worked-based academic courses that provide formal academic qualifications. A survey participant indicated

*I believe accredited qualification is very important for my organisation, most of us working here have been through many short training courses and have experienced a lot in disaster management. Hence, it is very important that our team here get the academic qualification now.*

*Government Official*

While there is potential demand for accredited qualification, there are strong demands for practice-based professional learning in the humanitarian spheres.

*We need a training programme that needs to be aligned to the government and humanitarian stakeholders' policies, plans and interventions. The programme would only be helpful if it's grounded at the centre of stakeholder interventions that will enable stakeholders to receive work-based, practical learning and development programme.*

*NGO staff member*

Ultimately, this means a whole new approach is needed, moving away from short-term courses – the most common training form employed by the humanitarian sector – to long-term courses geared towards practical learning, delivered by an accredited institution. However, this means not just providing academic degrees but also modern and innovative learning approaches that are grounded in both theory and practice, promoting learning outcomes that are driven by needs and demands from within the participants and sector itself.

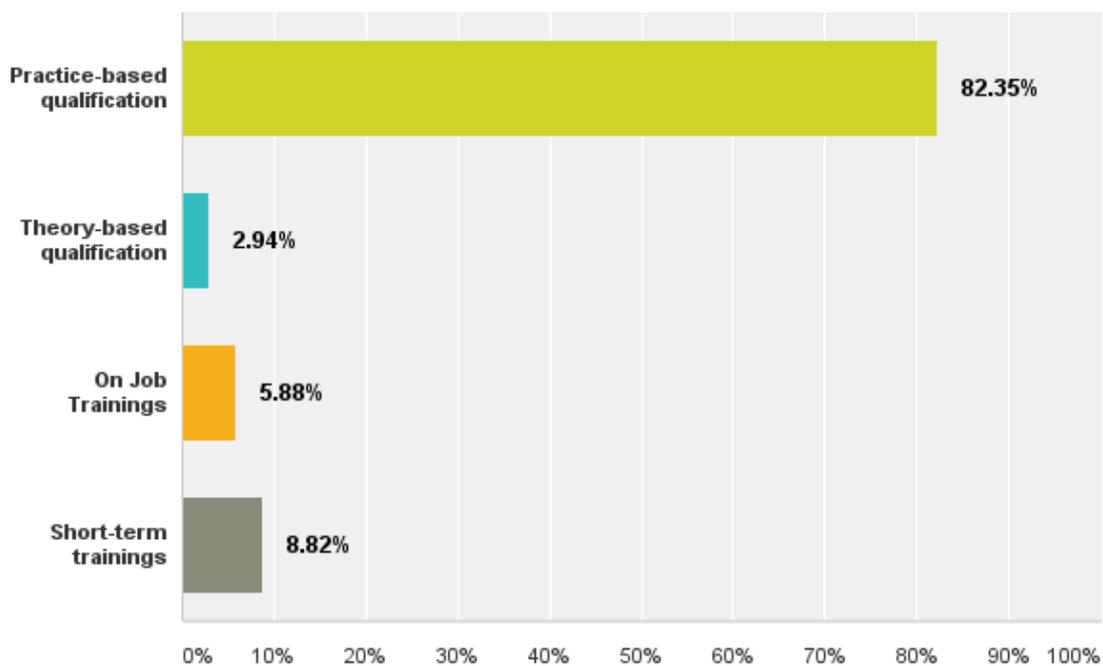


Figure 10: Demands for trainings and capacity development modality

Would a certificate/diploma in humanitarian assistance/disaster management enhance disaster management response after graduation?

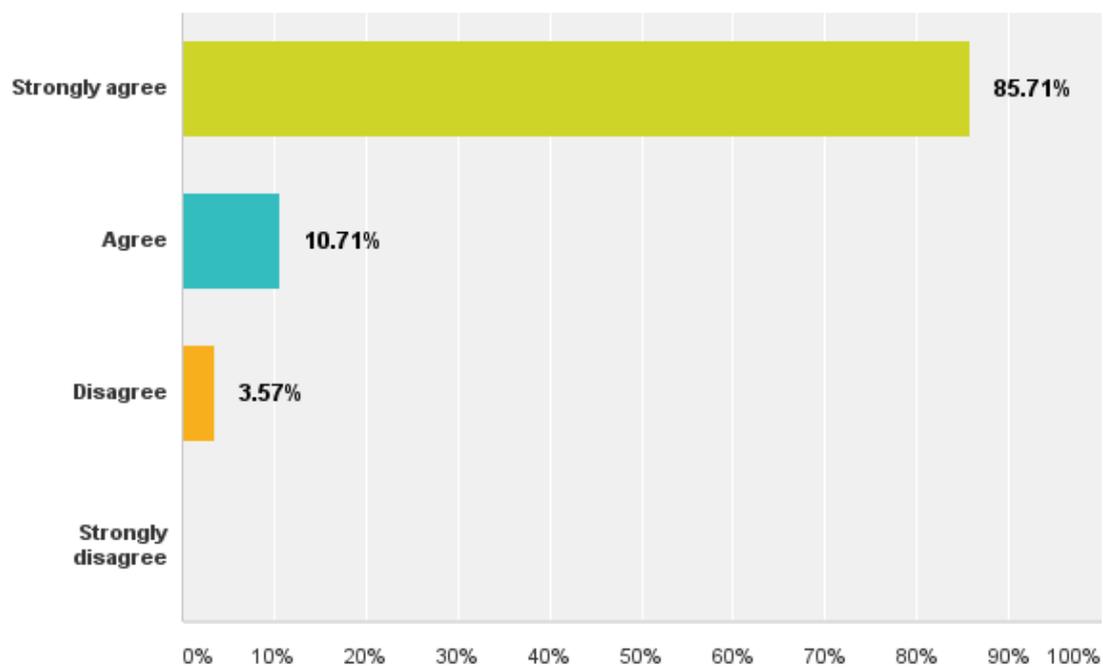
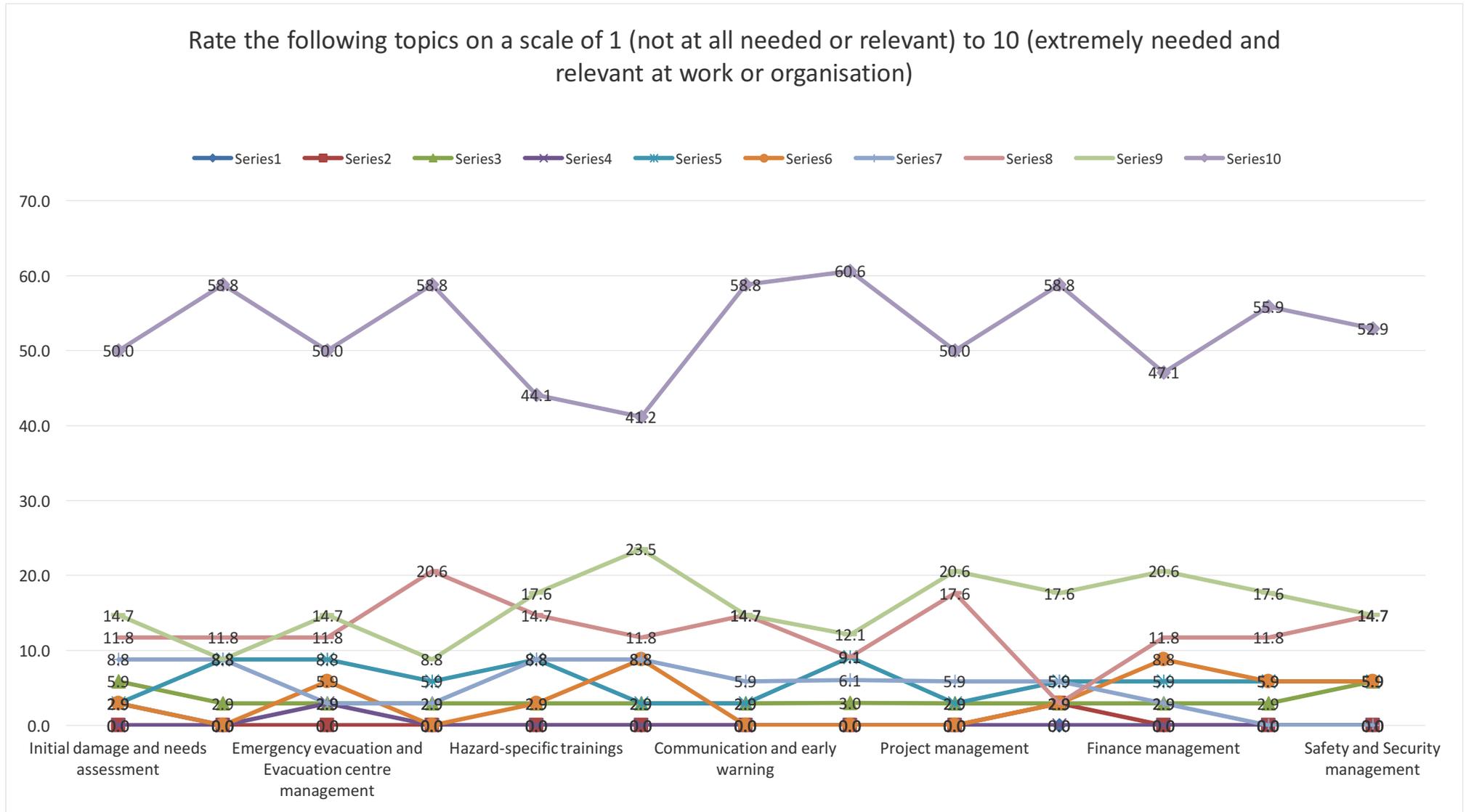


Figure 11: Demands for a certificate/diploma in humanitarian assistance and disaster management

Aligned to the training modality, more than 85% of survey participants strongly agree that a diploma or certificate would enhance humanitarian response after graduation while 10% agree and only 3.57% disagree with this notion. This is not surprising as there are very limited long-term learning and development programme in the sector and to a larger extent learning interventions are ad hoc, short-term and fragmented.

Figure 12: Skills demands for humanitarian managers in the Pacific



Aligned with focus group discussions, online surveys and key informant interviews, the following areas have been revealed as key priorities for disaster management stakeholders to enhance their functional capacity.

Category	Themes
Leadership	<ul style="list-style-type: none"> <li>• Engaging stakeholders</li> <li>• Organisation closed/open environment</li> <li>• Understand drivers and motives of stakeholders</li> </ul>
Foundation of humanitarian principles	<ul style="list-style-type: none"> <li>• Key humanitarian concept and theories</li> <li>• Humanitarian values and principles</li> <li>• Key stakeholders, INGOs, UN and donors</li> <li>• Advocacy about the Pacific Humanitarian Team (clusters coordination mechanism)</li> <li>• Introduction to the UN cluster system</li> </ul>
Communication	<ul style="list-style-type: none"> <li>• Clarity in roles and responsibilities of NDMO and Pacific PHT (clusters), local and international NGOs</li> <li>• Promote cluster mechanism to all government and non-government stakeholders</li> <li>• Strengthen links between NDMOs, government (line ministry) and district and provincial departments</li> <li>• Define communication channel for stakeholders</li> <li>• Design collaborative data collection tools for needs assessment</li> <li>• Build reporting/proposal writing and analysis capacity within government and local organisations</li> <li>• Skills in Initial Damage needs assessment</li> <li>• Communicating early warning systems</li> </ul>
Coordination	<ul style="list-style-type: none"> <li>• Understanding of the existing country arrangements (capacity and government coordination mechanisms)</li> <li>• Skills in programme management and understanding key concepts (designing projects, engaging community, participation of stakeholders and monitoring and evaluation)</li> <li>• Understanding of SOPs and guidelines including disaster management respective legislation, plan and arrangements such as entry points, deployments, resource mobilization</li> </ul>

	<ul style="list-style-type: none"> <li>• Recognize and appreciate the strengths and capacity of sector-wide stakeholders, faith-based groups, private sector, military and community-based groups</li> <li>• Recognize inclusive approaches</li> <li>• Same issues are being discussed in different platforms. How do we synchronize efforts and ensure follow up actions?</li> <li>• Coordinated needs assessment for delivering improved inter-agency response to minimize duplication, avoid assessment fatigue and make better use of available information.</li> <li>• Accountability to ensure activities meet the needs of the country</li> </ul>
Information management	<ul style="list-style-type: none"> <li>• Adoption of technology to enhance assessment and information sharing (three applications have been developed for needs assessment and trialled in the Cyclone Winston response)</li> <li>• Standardization of assessment and information management tools</li> <li>• Establish a clear and coherent system for information flow from community down to the assessment and analysis team</li> <li>• Communicating risks and information sharing</li> </ul>
Preparedness	<ul style="list-style-type: none"> <li>• Strengthened line ministries for preparedness and response in terms of understanding the response structure and mechanism</li> <li>• Support the revision and update of national disaster management plans via developing local staff capacity</li> <li>• Skills in contingency planning</li> <li>• Logistics (identify supply chain)</li> </ul>
Programme Management	<ul style="list-style-type: none"> <li>• Developing critical programme design, management and monitoring and evaluation capacity</li> <li>• Mobilization of resources, prioritization of needs and engaging stakeholders</li> <li>• Implementation and dealing with challenges</li> </ul>
Disaster Management	<ul style="list-style-type: none"> <li>• Understanding emergency principles, SOPs, disaster management legislation and country plans</li> <li>• Evacuation Centre Management</li> <li>• Risk communication</li> <li>• Disaster management structure and mechanism</li> </ul>

**General analysis and reflection on capacity**

Situation	Gaps	Opportunity
Fragmented institutional arrangements such as separate climate change, disaster management organisations, various disaster response structures (PHT, Government structures, regional networks) their units and subcommittees that helps expands their scope but more importantly it restricts communication and coordination amongst various organisations and stakeholders	Various response structures including system, management committees, units, operational offices and other entities have been established but weak connections between the organizations that results in limited communication and coordination. For example, the parallel government and PHT structure for disaster response in the Pacific.	Strengthen institutional arrangements to establish strategic direction and improve coordination among stakeholders. There is a potential opportunity for regular change management that would help reflect the nature of disasters and realities on the ground to feed into systems, policies and plans.
Disaster response system in the Pacific relies on individuals with limited resources. Low institutional capacity of PICs and disaster response organisations therefore led to high levels of vulnerability (Hay, 2014; The Government of Fiji, 2013)	Lack of sufficient staff both in terms of quality and quantity to implement climate change and disaster risk management policies and programmes. Staff need technical and project management skills at various level from policy development, budgeting, implementation, and monitoring and evaluating.	Gap analysis of skills and knowledge at Climate Change Division, National Disaster Management Office, Department of Energy and Meteorological Services
Fiji NDMO and the climate agency cannot access the global funding for climate change due to lack of accreditation to NIE. Partners organisations cannot make best use of the Fiji PFM system due to structure and complexity in the system (UNDP, 2014)	Limited funding and resources in order to finance DRR and climate change interventions. Unlike many countries in the region, Fiji's reliance on donor funding is low with only 0.7% of its revenue coming from cash grants. Most of capital spending is funded through domestic loans (UNDP, 2014).	A reform in the Fiji PFM system will enable Ministry of Finance and NDMO to acquire accreditation to NIE (global environment fund) that will help access funding and attract greater use of the national systems by development partners.
Plans and policies are not budgeted in Vanuatu and Solomon Island that leads to limited resources, poor resource allocation and prioritizations.	The national, sectoral, corporate, budget plans and policies within ministries and organizations do not consistently include climate change and disaster risk management as cross-cutting areas, resulting in different levels of prioritization.	Opportunity for improvement in financial and budgeting systems; integrating Climate Change and Disaster Risk Management into national plans and policies.
Many existing partnerships and organizational arrangements are	Lack of a cohesive mechanism/ platform for relevant organisations such as climate	Establishment of a shared platform by converging relevant organisations and committees that would help

project driven with limited institutional arrangements.	change directorate, NDMO, meteorology to work together	coordination and harmonization of interventions.
Short-term, fragmented trainings courses with limited collaboration and coordination conducted by various stakeholders.	Lack of a comprehensive platform or strategy to design and manage capacity building programmes.	A professional training programme designed based on needs assessment, including an identifiable career path with sequential learning stages and programmes. Consolidating and strengthening  Disaster Risk Management training and all training to be aligned to the disaster response strategy.

It reveals that some of these gaps are procedural and methodological such as incorporating capacity needs assessment into the design of capacity development interventions, and moving from short-term courses to long-term capacity development courses with a focus on practical exercises and simulations. These gaps are partially associated with institutional and structural barriers, such as fragmented response coordination architecture and poor links between capital and provincial structures.

These gaps in capacity building concern both the overall strategic capacity building design as well as the options and duration of the courses on offer by various private and public organisations. Capacity building services are not diverse or prepared enough to establish sufficient technical and professional skills and expertise in disaster management sector. This results in limited access to reach targeted staff members in the Pacific. There are three main gaps in the capacity development across the region;

- The size, modality and depth of the course: short-term courses do not establish sufficient skills and expertise in disaster management. Many short-term courses focus on theories and there is limited time to conduct simulation and exercises.
- Mismatch of capacity development programmes and functional needs and priority. For example, there is a significant need for communication and coordination trainings, values, structures and principles of humanitarian organisations and the available disaster management support mechanism.
- Prevent repetition and diversify courses that would help management skills

## Chapter four –

# Institutional arrangements and structures

As part of the disaster management mechanism, Fiji, Solomon Islands and Vanuatu all have a disaster management structure that articulates mandates for all actors; a mechanism for disaster management that appoint authorities at district, provincial and national level, and; clear operational procedures designed in the wake of an effective disaster response management. The governments of Fiji, Vanuatu and Solomon Islands have framed the National Disaster Management Plan, endorsed by their relevant Natural Disaster Management Acts, including hazard specific response procedures and plans such as the Cyclone and Flood Response Plans in Fiji. The Acts, Plans and various programmes are being implemented to prevent or mitigate the effects of hazards and risk events, to prepare for and respond to disasters, and to build resilience and reduce impact.

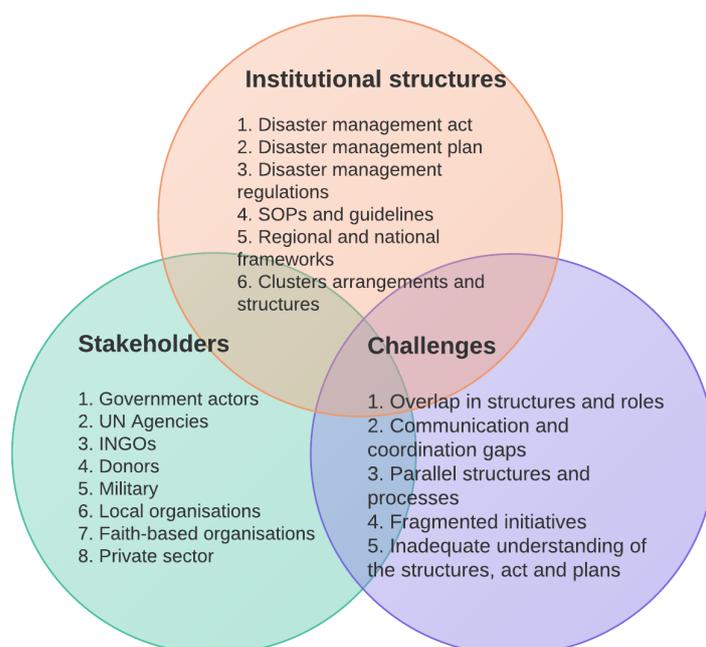


Figure 13: Disaster management institutional structure

However, staff members have limited understanding about these structures and mechanisms including the disaster management legislation that is in place in their country and plans developed by state government supported by international actors.

*Things are pretty good, but when disaster strikes, nobody follows the disaster management act and the agreed system and processes. The prime minister office bypassed NDMO as they declared that any NGOs who would like to take part in the response, they should go through the prime minister office. In this case, the NDMO had limited role and responsibility given by the act whereas the prime minister office was primary coordinator. This in turn led the central government to bypass the provincial government. There is lack of trust and understanding of the basic humanitarian structure, role and responsibility of humanitarian actors.*

*INGO Staff member.*

In Fiji, the National Disaster Management Office is a permanent body under the Department of Regional Development. It functions as the central agency to coordinate the implementation of policies including disaster mitigation and preparedness. During emergencies, the NDMO sets up within its office the National Emergency Operations Centre (NEOC) to coordinate the activities of disaster monitoring, warning and immediate post-disaster response including emergency relief work (Fiji Government, 1999; Fiji Government, 2013).

The disaster management plans of Fiji, Solomon Islands and Vanuatu are a comprehensive plans centred largely on emergency management. These plans outlines roles and responsibilities, mitigation and preparedness strategies, public awareness, coordination layers, emergency operations, relief and rehabilitation strategies from national to divisional level and right down to district and local communities (Fiji Government, 2013; Government of Vanuatu, 2004; SI Government, 2009). However, organisations and staff members who are managing clusters lack understanding of these plan, policies and SOPs. Therefore, skills and awareness needs to be built regarding the response mechanism, coordination structure and arrangements in place for disaster management.

A member of cluster in Vanuatu indicated,

*Both leaders and management staff who are chairing and managing the clusters must go through basic trainings to understand the cluster mechanism, structure, disaster plan and their responsibility that will help to quickly guide stakeholders and discuss challenges and solutions promptly.*

The NDMP of Fiji places a strong emphasis on emergency management while references are made within the plan to other government departments to support the Plan in risk management, such as tsunamis and earthquakes with the Mineral Resources Department, coastal riverine flooding with the

Irrigation Department and flood control and watershed management programme with the Ministry of Agriculture, Forest and Fisheries Department. The National Disaster Management Office (NDMO) in all three countries has primary responsibility for managing, coordinating and implementation the activities before, during and after emergency and disaster situations. The Chair of the National Disaster Management Council (NDMC) and the National Disaster Controller take their appointment by virtue of the Natural Disaster Management Act 1990 in Fiji (Adriaens, 2012).

The National Disaster Management structure is arranged from capital to division/provincial, district and community level. The high level decision making tasks, such as declaration and control of disaster, is reserved centrally at the national level whereas operational and management of preparedness, response interventions for each of the warning stages, evacuation centres, response, relief and early recovery activities are systematically decentralised to divisional and district levels. The national disaster management procedure has sub-committees that delegate the technical and logistic resources available nationally, bringing them in as team partners and players in all stages of disaster preparedness, warning, response and recovery (NDMO, n.d.; White, 2015).

The legislation around the Natural Disaster Management Act and plan is currently being reviewed by external consultants in the context of Vanuatu and is due for review in Fiji and the Solomon Islands by the end of 2016. The reviews have been prompted by a number of factors including the following recommendations.

The principal recommendations of the current review in Vanuatu were to include and to instigate qualitative improvements in legislation, regulations, organisation, operating procedures, training and readiness. The reviews stressed that clarity in the role and responsibility of various coordination mechanism, such as the Vanuatu Humanitarian Team (VHT) for an effective emergency management is essential. The review also aimed to put in place a system in dealing with communication and coordination for effective preparedness, response and recovery. The focus on community capacity building aimed to reduce dependency and to achieve community resilience and sustainable development.

## The National Disaster Management Office

The National Disaster Management Office (NDMO) was established as the coordinating centre for disasters in Fiji, Solomon Island and Vanuatu. The NDMO operates under the National Disaster Management Act and coordinates the disaster management through sectorial ministries, clusters, INGOs and local organisations from national level down to provincial and local community. The NDMO

manages disaster activities at these levels through disaster preparedness programmes, disaster mitigation programmes, disaster response programmes in times of natural disasters and disaster rehabilitation programmes to support the restoration of infrastructure and livelihoods after the adverse effect of a disaster hazard (Fiji Government, 1999, 2013).

The tools that assist NDMO to enhance its disaster management programmes are the National Disaster Management Act and the National Disaster Management Plan. These two legal instruments guide the authorities to establish management capacities, capable for implementation of national management programmes. The NDMO training department needs to further develop and establish links and partnership with NGOs and donors so they can continuously be informed of the emerging needs as disaster and jobs alter from time to time. In addition, government departments need to maintain regular communication, and suggest improvements in conducting and designing training courses can support this goal. Too often, governments and NGOs attempt to build and improve on capacity of their staff when a disaster hits as a reactive measure.

The diagram below represents the general management structure at the country level in the Solomon Islands, Fiji and Vanuatu that outline key organisations and management positions that provide assistance and support to the community. The two parallel structures, government and cluster, creates both opportunities and challenges for stakeholders to effectively coordinate disaster management initiatives. The operational tools of each level mainly focused on the emergency at central, district and community level (Fiji Government, 2013; NDMO, n.d.).

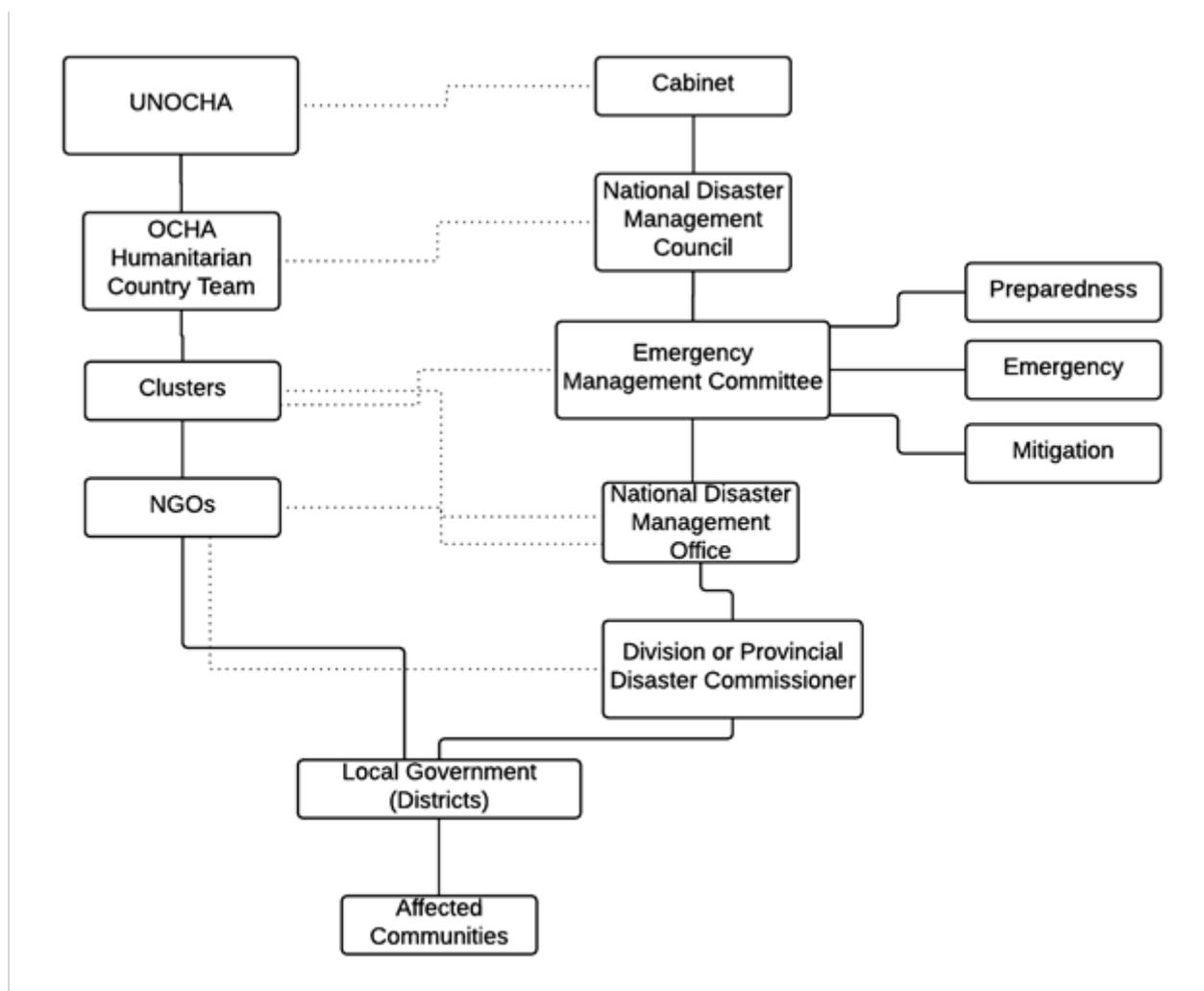


Figure 1: Humanitarian and disaster management hierarchy

There are key gaps in the structure that includes lack of clarity in role and responsibility and lack of understanding of the broader humanitarian context by NDMO staff at national level that are further exacerbated by weak links between national level and provincial affairs (NDMO, clusters and communities). In addition, skills, capacity and understanding around the national legal frameworks and plans are not effectively communicated down the line to the community level. Furthermore, humanitarian responses that are led by international actors with limited contribution from local NGOs result in additional challenges as these international surge teams have limited contextual understanding.

- From a capacity development perspective, there are five major gaps within the current policies, plans and structures;
- Policies, plans and frameworks have been developed by external consultants with limited engagement and input from local staff members that in turn leads to inadequate

- understanding of Disaster Management Acts, structures and plans developed by consultants.
- Capacity has not been institutionalized within most government departments. Governments need regular support from short-term consultants to develop and review plan and policies on a regular basis. Consultants are expected to do the work rather than build capacity and institutionalize the tools in the government system.
  - Structures and plans have been developed but not followed by stakeholders particularly the government due to limited understanding or due to internal conflicts or disharmony.
  - A government-wide dysfunctional system in Vanuatu and Solomon Islands. A staff member indicated, “My staff members haven’t been paid for the last six months and now how can I expect them to attend all these meetings”.
  - Following the response structure, processes and procedures takes longer that delays the humanitarian response.

Although humanitarian agencies and government departments often seek to establish partnership and coherent policy with local community-based institutions, the private sector and community-based organisations were not well engaged in disaster response considering the perception of local organisations that reveals the government mechanism takes too long to delivery humanitarian assistance to the local community.

*Local private sector and faith-based organisations were not well engaged in the response. We saw few private sector and faith-based groups (churches) who were distributing their relief items out of the government response mechanism. Private sector and churches believe the government response mechanism takes too long to deliver their humanitarian assistance to the community.*

*Local NGO staff member*

In addition, disaster management structures at the district and provincial level are not well defined in the National Disaster Plan. This has been further challenged by the inadequate resources and staff identified at district and provincial level who are required to assist the emergency operation centre, surge team, INGOs, and other organisations with operations, logistics, engaging communities, assessment and relief response (Fiji Government, 2013; NDMO, n.d.).

Disaster Service Liaison Officers (DSLOs) are appointed by all relevant organisations to provide effective operations and coordination during emergencies, and to liaise on preparedness and response activities. The Fiji Council of Social Services (FCOSS) is the key authority for NGOs and civil

society. Local and international organisations are not fully active in the country, as they do not have permanent representation in Fiji.

## Disaster management coordination mechanisms in the Pacific

### **The Clusters coordination approach:**

The Pacific Humanitarian Team (PHT) is a partnership of all organizations that have a mandate to respond to natural disasters in the Pacific Island Countries, and that agree to coordinate international humanitarian action according to a cluster or sector approach. It was established in July 2008 by humanitarian stakeholders at the Regional Inter-Agency Contingency Planning Workshop in the Pacific to deliver timely, effective and coordinated international response to natural disasters in 14 Pacific Island Countries (PICs) (OCHA, 2012). Clusters are the organizational groupings of operational agencies, both UN and non-UN, in each of the main sectors of humanitarian action. Clusters operate at the global and country levels to support national Governments in managing international assistance. The PHT provides a regional platform for humanitarian partners to share information, consolidate best practice guidelines, map capacities and gaps and strengthen the collective capacity of humanitarian action in the region.

The research reveals that some of the clusters are doing very well (WASH) while others are not doing very well (Shelter). This is caused by several factors including that some of the UN organisations have regular programmes and interaction with local government, engaged in the overall system ahead of disasters, strong relationships with government officials, seconded staff members to sectorial ministries and many government positions are funded by UN programmes that make it easier to coordinate during a disaster. While for the Shelter cluster, it is difficult considering the ad hoc and interim involvement of the lead clusters and involvement from different government departments given their mandate, internal coordination and understanding of staff members about issues and challenges.

*One of the challenges is that we are so sectorial and we always need to work through our sector regardless of focusing on key priorities... we knew that there was Shelter needs in the community where we were working but since that was not our mandate we were not contributing.*

*Surge team member during Cyclone Winston*

At the country level, clusters are well integrated by the Fiji and Vanuatu governments and ministries, and serve as a first point of call for these governments. To the extent possible, clusters in Vanuatu and

Fiji mirror national response structures and use terminology that are close or identical to the national sectors, and are co-chaired by Government representatives. However, the Solomon Islands is struggling to integrate the cluster approach to their local context considering the insufficient human resource and capacities of international agencies already on the ground. A number of NGOs and government representative in the Solomon Islands indicated that there is a lack of human resources who can work across these different clusters. Often, stakeholders do not attend cluster meetings resulting in limited interaction, communication and coordination in the sector.

A range of regional assistance is available to disaster-affected governments in the Pacific. However, many are activated concurrently, which can lead to confusion about roles and responsibilities. Communication between partners is therefore important in both the preparedness and response phases. This is exacerbated by the arrival of many surge staff, which puts overwhelming pressure on routine coordination arrangements within the country. Coordination is therefore the biggest challenge across the Pacific. The PHT played a key role in linking humanitarian partners, however the PHT found it difficult to work within national coordination structures and vice versa.

Key informant interviews supported the need for PHT agencies to understand and accept country arrangements prior to entry, including being well versed in the relevant country's laws, policies and culture. The PHT (2016) regional meeting highlighted the arrangements, such as entry points, deployments and resource mobilization and coordination between ministries and PHT agencies needs to be strengthened (PHT, 2014). Some key practical areas have been highlighted as following;

- Coordination needs to be improved at the local and national level. Regional activities do not always match national plans
- Clear definition of the roles of each agency at regional and national level
- Voluntary and informal arrangements may not be effective, therefore Memorandum of Understandings (MoUs) may be needed
- Coordination is a fulltime job and activity. There needs to be one position allocated for coordination in each agency. Agencies working under cluster arrangements should develop their own SOPs including alternative co- leads. The PHT should think more creatively about complementary resources to potentially share the functions of clusters.
- Clusters need to be aligned with national ministry structures and functions
- Promote awareness and build capacity around national cluster or working group arrangements

- Increased involvement and alignment with NDMOs and private sector organizations for funding and additional capacity.

In addition, there are various other regional and international coordination mechanism for the Pacific that includes the ACFID Humanitarian Reference Group (HRG), Pacific Disaster Risk Management Partnership Network, the UNDAC assessment coordination group, the Pacific Islands Association of Non-Government Organisations (PIANGO) and the FRANZ Agreement that have been briefly highlighted in this chapter.

## The ACFID Humanitarian Reference Group (HRG)

The HRG capacity matrix is another regional coordination mechanism identified by the assessment. The capacity matrix was developed during the response to the disasters in September and October 2009 as a means to share information about agency resources without overwhelming agency staff with information. The matrix captured the geographic and sectoral focus of agency efforts as well as a brief outline of their staffing and resources deployments. However, many respondents felt the matrix was too labour intensive to maintain and update, and that further work was needed to ensure only relevant information was included. During the response to the Haiti earthquake in 2010, the capacity matrix was redesigned to form part of consolidated situation reports produced by ACFID using input from the HRG. These consolidated situation reports were then distributed to the agencies and AusAID. Respondents noted that the consolidated situation reports were a positive initiative, allowing agencies to share information about issues such as security, logistics and advocacy (Lipner & Henley, 2010).

## The UNDAC Coordination

The United Nations Disaster Assessment and Coordination (UNDAC), created in 1993, is part of the international emergency response system for sudden-onset emergencies. It is designed to help the United Nations and governments of disaster-affected countries during the first phase of a sudden-onset emergency. UNDAC also assists in the coordination of incoming international relief at national level and/or at the site of the emergency. UNDAC teams can deploy at short notice (12-48 hours) anywhere in the world. They are provided free of charge to the disaster-affected country, and deployed upon the request of the United Nations Resident or Humanitarian Coordinator and/or the government of the affected country. Assessment, coordination and information management are UNDAC's core mandates in an emergency response mission. Specifically, in response to earthquakes,

UNDAC teams set up and manage the On-Site Operations Coordination Centre (OSOCC) to help coordinate international Urban Search and Rescue (USAR) teams responding to the disaster - essential if USAR assistance is to function effectively. This concept was strongly endorsed in United Nations General Assembly resolution 57/150 of 16 December 2002, titled “Strengthening the effectiveness and coordination of international urban search and rescue assistance” (UNDAC, 2015).

## The FRANZ Agreement

The FRANZ Agreement is a long-standing, non-binding agreement between France, Australia and New Zealand. It commits its signatories to exchange information to ensure the best use of assets and other resources for relief operations after cyclones and other natural disasters in the Pacific. The PHT cluster mechanism (described below) includes FRANZ in coordination measures during disasters, as well as Japan and the United States. Ad hoc agreements with other donor countries offering assistance have also been formed around the FRANZ Agreement (White, 2015)

## Pacific Disaster Risk Management Partnership Network:

Pacific Disaster Risk Management Partnership Network, developed in 2006, was designed to provide a collaborative and cooperative mechanism to support disaster risk management capacity building in the region and assist Pacific Island Countries and Territories adapt and implement the Pacific Disaster Risk Reduction and Disaster Management Framework for Action 2005 – 2015: Building the Resilience of Nations and Communities to Disasters (Pacific DRR & DM Framework for Action) (SPC, 2010).

## The Pacific Islands Association of Non-Government Organisations (PIANGO)

The Pacific Islands Association of Non-Governmental Organisations (PIANGO) is a regional network of NGO focal points or coordinating bodies known as National Liaison Units (NLUs) based in 21 Pacific Island countries and territories. PIANGO’s primary role is to be a catalyst for collective action, to facilitate and support coalitions and alliances on issues of common concern, and to strengthen the influence and impact of NGO efforts in the region. However, PIANGO has very limited influence and reach within INGOs and local organisations in the community (PIANGO, n.d.).

## Chapter five –

# Recommendations and conclusions

To effectively communicate and coordinate disaster response and humanitarian interventions, there is a fundamental need to address capacity constraints in regards to

- (i) streamlining capacity needs assessment in terms of processes, structures, and reporting;
- (ii) institutionalize training and capacity development interventions and establish a coherent capacity development coordination mechanism;
- (iii) clarify mandates, roles and responsibilities of organisations at different levels and establish a long term capacity development programme focusing on capacity needs and priorities highlighted in this report.

Institutionalization and streamlining of response management structure (cluster and government structure) including other forums such as VHT and PHT and different forum for coordinating local organisations requires coherence in order to move from ad hoc and fragmented structure to a more institutional approach and mechanism. Clarity in role and responsibilities of organisations at different levels is a high priority, such as the role of VHT, Head of Agencies, and inter-cluster forums. The local NGOs coordinating body seems to be marginalized and overtaken by international organisations. There is a need to revisit the existing structure and empower local organisations to take the lead to provide coordination and support assistance where necessary. Local organisations require capacity strengthening support in planning and managing projects, designing proposals, budgeting, monitoring and evaluation in order to ensure their institutional mandates and enable them to participate in the humanitarian response sector.

The Pacific nations' NDMOs, in particular their regional or provincial offices, are understaffed and under resourced. The provincial and district structures are yet to be activated in most of the districts and provinces of the Solomon Islands and Vanuatu.

Trainings and capacity needs are extensive, diverse and ranging from a series of topics focused on mitigation, preparedness, response mechanism, humanitarian structure and programme operational management, and to meet these needs, would help establish a well-functioning and highly capable disaster management team with government departments and humanitarian organisations. For such a complex and diverse challenge, we need a cooperative stakeholder partnership approach to ensure training and capacity building interventions are coordinated, designed and integrated in a way where local stakeholders can contribute their inputs and fully participate at all levels including planning, development and implementation phases.

During the design and delivery of any training, the capacity building programme has to bear the following two main factors:

- Trainings and capacity development needs to be provided on a regular basis for disaster management staff members who are at the front of disaster relief and humanitarian assistance. This will help to keep stakeholders' employees updated on new policies, approaches and management mechanisms.
- A long-term sustainable training and capacity building programme that strategically focuses on the challenges, function areas, skills gaps, and sector priorities. This programme can take from medium to long term in order to build a management capacity within the sector.

There are a series of extensive short-term courses on offer covering various management, technical and operational areas to address short-term needs and provide initial induction to new-starters within NGOs or the government structure, while the long-term scheme needs further investment to establish academic rigor, mechanism, accreditation and reputation. Such a long-term regional capacity development programme in managing disaster and humanitarian assistance must lead to an official academic qualification at graduate diploma or certificate level. The short-term courses can be thoroughly improved via coordination and collaboration of training agendas and resources to enhance harmonisation and prevent duplication.

On the other hand, the long-term needs require strategic planning, partnership and a regional collaborative approach among partners to develop a coherent training and capacity building strategy that would link institutional objectives to initiatives and programme activities. Working with national governments to determine priority training needs will help to clarify where the NGOs, INGOs and donors can assist. Countries and governments need to come forward and be pro-active in stating their requirements. At the same time, greater accountability is required to ensure activities meet the needs

of the country and that information is shared within wider national and regional forums. Accountability is required for training workshops by deploying a regular monitoring and evaluation function. Training workshops are referred to as capacity building activities, however their outcomes need to be demonstrated.

- Regular training is required due to the high turnover of government staff. This is partly attributed to short deployments and the high turnover of PHT staff, as seen in the Solomon Islands flood response.
- Long-term technical support is required in emergencies, as short-term support is often insufficient.
- Better coordination of inter-agency preparedness activities, training and simulation exercises to avoid duplication.

## Establishing a coherent coordination

Coordination has been discussed extensively in each theme of this research project. Coordination underpins a range of non-linear cross-cutting issues that needs to establish a collective momentum to convert promises of sharing resources, information, designing of humanitarian assistance, uniformity in needs assessment and clarifying role and responsibility that would help minimize misunderstanding and prevent duplications.

To overcome such a multidisciplinary and crosscutting coordination challenge, stakeholders require a strategic discussion to put in practice the non-linear and mutually reinforcing responsibility of this issue. Humanitarian actors need to look at the overarching government disaster management structure, competencies and expertise to identify sectoral synergies and complementarities. This has been partly addressed through the Pacific Humanitarian Team (PHT) cluster approach that had been activated in time of disaster with limited focus on preparedness, trainings and development. Thus, the PHT cluster approach reduces its coordination ability to engage the broader humanitarian stakeholders to deal with a coordinated training mechanism as part of disaster risk reduction.

Further investment is needed for effective communication, in terms of streamlining stakeholders needs assessment, advocacy, messages in disaster and humanitarian response. Acknowledging that various organisations have different mandates, there is still the potential for collective advocacy between humanitarian actors and the Pacific governments to negotiate and design programmes in line with government priorities and to effectively coordinate with sector wide stakeholders. This will

help establish trust and reduces the likelihood of confusion, unrealistic expectations and misunderstanding about the humanitarian actors.

An innovative mechanism of building capacity through training, available to NGOs, academic and the private sector, could build a strong partnership towards learning and development that would enhance academic credibility, accountable and enhancing efficiency that will support sharing resources and coordination while minimizing competition and increase for potential complementary response.

Considering the multi-national approach to disaster responses involving aid organisations, governments, NGOs, military bodies, philanthropic actors, private sector, the UN and other organisations, there is substantial need to maximise information sharing, coordinating resource mobilization and allocation both in terms of material and human resources. A lead organisation needs to play a more active role in trainings pertaining to coordination. A learning and development initiative can be better mobilised in order to meet stakeholders' requirements. A strong partnership among academic, NGOs and government can provide potential links to identify needs, design coherent training programmes and evaluate the impact to reflect learning and continuous development.

## Training partnership and coordination mechanism

A major challenge is the absence of a coherent partnership mechanism to share and coordinate learning and development programmes between NGOs, academia, private sector and the government. While there is a strong interest, training mechanisms need to be strengthened and move from separate, disjointed and individual training programmes into a more collaborative, sequential and coherent training programme where individuals' trainings can add value by building upon learning outcomes.

The analysed literature, key informant interviews and focus group discussions are all in agreement about the need for such a partnership initiative. The relationship among academia, NGOs and private institutions is critical to develop a strategic partnership where resources and expertise can be utilized in an effective way. At the same time, training agencies and NGOs recognised the challenges of individuals and disjointed learning programmes that minimize the impact on participants in terms of learning and development. Thus moving from a standalone, ad hoc training approach to a strategic partnership with other stakeholders will, in turn, strengthen learning and development.

Such a partnership would come into a play via a stable memorandum of understanding (MoU) among all parties in order to establish, in advance of the emergency response, what learning and

development initiatives would be useful for disaster management professionals that would allow stakeholders to define a clear scope of programme for a medium to long-term training and development programmes. This would not only assist all stakeholders to outline a coherent sequential training programme, but also provide a clear and accountable scope for their programme that would encourage a mutual trust among all humanitarian actors to disaster preparedness and response.

Moreover, an MoU would not address the broader coordination issues among stakeholders in times of disaster, but it would help to ensure preparedness of professionals through a training programme where learning and development does not contradict but reinforces each other that would lead to a professional disaster response.

## Coordinated needs assessment and analysis

Assessments are fundamental to both humanitarian and disaster management planning, preparedness, response coordination and communication of needs and priorities. Building on experience and lessons learned from previous emergencies, a comprehensive developmental approach is needed to overcome multifaceted challenges in the PICs.

In light of the literature, focus group discussion and key informant interviews, stakeholders and humanitarian actors need to ensure the following;

- While there is a substantial focus on standardization of the assessment templates and structure, there is a need to be flexibility within the complex nature of emergencies to capture the stakeholders' requirements, needs and priorities of the local communities. In this context, governments, organisations and humanitarian actors need to develop analytical and change management skills to accommodate, adapt and change system and processes on a regular basis if deemed necessary.
- Adoption of appropriate technology to enhance assessment and information sharing. Humanitarian stakeholders have recently developed three new needs assessment applications (RAMP, Alkow folow and Kobo Collect) that were tested during the TC Winston response by various government partner organisations. Coordinated needs assessments must be strengthened to ensure improved inter-agency responses and to minimize duplication, avoid assessment fatigue and make better use of available information.
- Standardization of assessment and information management tools by different stakeholders.

- Many humanitarian partners are using their own assessment tools and processes.
- Information and capacity needs require effective dissemination from central to provincial and community level to operationalize needs assessment and to coordinate data collection to ensure complementarity and coherence.
- Better communication is needed between the NDMO central, provincial and district level structures to link assessments and data collection systematically
- Negative impact and negative reputation for the humanitarian sector in the event of affected communities being subjected to multiple needs assessments by competing organisations must be considered, and management of communities' expectations of humanitarian assistance.
- A variety of research, analysis and report writing skills needs to be built that will help in mobilization of timely response and humanitarian assistance.
- Need for a coherent and systematic data management structure and mechanism for reporting and disseminating information among stakeholders within the government and NGOs

## Recommended capacity development packages

**Humanitarian Assistance:** The course should cover the fundamentals of humanitarian concepts and approaches covering an introduction to the UN cluster system, humanitarian values and principles, the role and responsibility of NGOs and international organisations in the humanitarian response.

**Humanitarian Programme Management:** The course should cover the basic of programme design, management and delivery of humanitarian assistance in different context. The course should also cover risk analysis, budgeting, monitoring and evaluation and stakeholder management.

**Communication and Coordination in Disaster:** The course should cover introduction to the needs assessment, analysis and reporting writing. The course should also cover some basic management practices such as memo writing, team building and various organisation communication tools including an introduction to government and UN communication channel.

**Disaster Risk Management:** The Disaster Risk Management course should cover an introduction to the relevant disaster management acts, disaster management plan and other operational procedure including evacuation centre management. The course may also cover the disaster management structure and role and responsibility of various actors.

**Leadership in Humanitarian and Disaster Management:** This course should be tailored to the Pacific context by focusing on territorial and closed environment, centralized and militaristic approach and the value of participatory approaches in a humanitarian context.

In general, the key priorities highlighted below are aligned to the Pacific Competency Framework for emergency management in the Pacific Islands and countries and territories (SPC 2013).

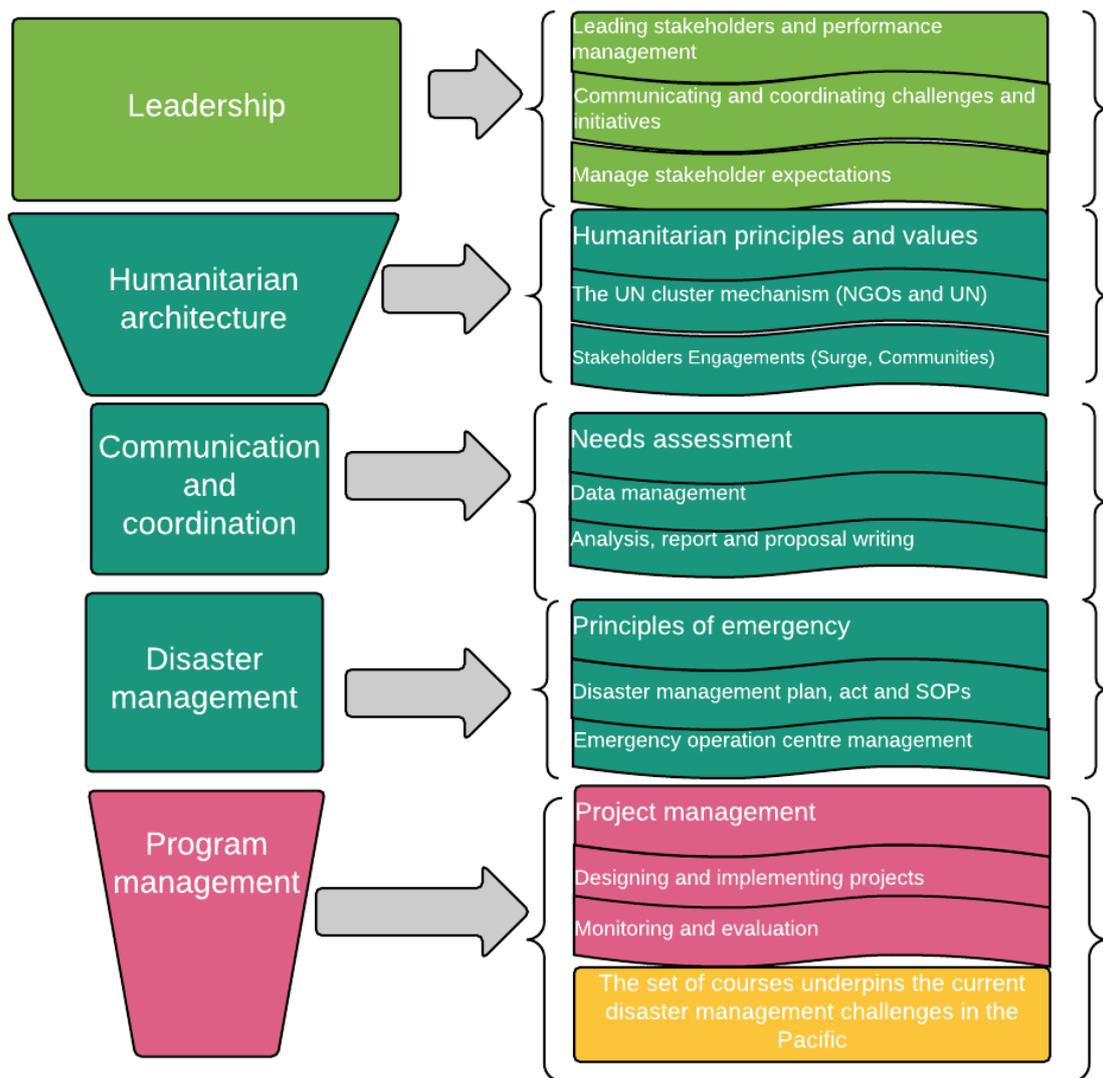


Figure 14: Humanitarian and disaster management priorities

These training packages have been recommended for individuals in management within humanitarian and disaster management organisations including local organisations, INGOs, government and regional organisations in the Pacific.

## Findings:

- It has been revealed that training needs could be met if all stakeholders were strategically involved in the designing of programmes and sharing training agendas. A single comprehensive programme structure would harmonize training interventions and improve outcomes for training participants and disaster management authorities considering the shared vision of disaster management actors and organisations.
- Training modality and delivery arrangements are not well documented. There is a significant scope to improve training modality that covers training curriculum, training duration, exercise and simulation to an acceptable standard. A shift from theory-based lectures to practical simulation and exercises are the most favourable form of training delivery, combined with an academic credential in the disaster management sector.
- There seems to be a significant gap among the various training courses provided by private and public service training providers. There is no logical connection or pathways among disaster management courses where the graduates of one training would attend the next. To a large extent, trainings have been repetitive and similar topics and content covered.
- While the risk of cyclones and other natural disasters have been increasing in the Pacific, there has been a rise in the overall capacity of government and other stakeholders to effectively respond to cyclones and other disasters. This has been reinforced by the research that shows minimum fatalities and casualties in Fiji during Cyclone Winston. It also demonstrates the capacity of DRR mechanisms that includes an effective early warning system and preparation.
- An overwhelming structure of various government agencies at various levels such as the climate change committee, the national disaster committee, their respective operational organisations, units and representatives at regional, national and provincial level have been challenging the capacity of actors' to share, collaborate and effectively coordinate respective policies and programme activities (Hay, 2011; UNDP, 2014).
- A significant opportunity for integration of DRR and CCA arises from the fact that both sectors pursue a risk management approach. The ultimate goal of risk management is

to provide a sound basis for making decisions on whether risks are acceptable or intolerable. It also assists in obtaining reliable information on how existing risks can be dealt with most appropriately (Hay, 2014; UNDP, 2014).

- A research study conducted by UNDP highlights a potential need for training and development programmes focusing on accessing and mobilizing sources including funding and resources for climate change and disaster risk management initiatives. There is also a need to support and strengthen management, technical and project management capacities of the disaster management system including leadership, communication, management, human and financial resources as an important determinant of adaptive capacity (UNDP, 2014).
- A range of reports highlighted that NGOs, local governments and other organisations are having difficulties with robust access to information on climate change and disaster management plans, policies and programmes, including sources and accessing funding (Red Cross, 2011; UNDP, 2014).
- Establishment of a public financial mechanism that would align policies and plans on climate change and DRR. This would help in budgeting policies, prioritizing interventions and resources allocation that would build the confidence of international community to facilitate access to external finance (The World Bank, n.d.; UNDP, 2014).
- Establish a mechanism that would allow for organisations to identify and mobilize financial resources, streamline budgetary processes and tracking and evaluation of DRR and CCA systems that would inform future planning and how stakeholders and government spend resources (UNDP, 2014).
- There seems to be lack of a national disaster management training strategy that would reflect the gaps and challenges within disaster risk management. The strategy would include training initiatives by all disaster management stakeholders and be led by the local national disaster management authority.
- While there is a strong demand in capacity building, the Pacific region must acknowledge collectively that there will never be full capacity building and therefore capacity supplementation and multi-national response plans should be developed for long term. There is a potential for a mechanism where NDMOs from the small Island countries can support each other (White, 2015).

## References

- ADPC. (2016). Asian Disaster Preparedness Centre (ADPC). Bangkok. Retrieved from <http://www.adpc.net/igo/contents/Training/training-schedule.asp#sthash.uby99mNI.dpbs>
- Adriaens, D. (2012). Logistics Capacity Assessment Fiji Islands, (March). Retrieved from <https://www.humanitarianresponse.info/system/files/documents/files/LCA Fiji.pdf>
- CARE. (2016). Rapid Gender Analysis Tropical Cyclone Winston, (March). Retrieved from <http://reliefweb.int/report/fiji/rapid-gender-analysis-tropical-cyclone-winston-fiji>
- Clifton, D., & Hawley, K. (2012). Analysis of Disaster Response Training in the Pacific Island Region, (September), 1–33. Retrieved from [http://www.phtpacific.org/sites/default/files/humanitarian\\_socioeco\\_analysis/101/files/Analysis of Disaster Response Training - Provisional Draft.pdf](http://www.phtpacific.org/sites/default/files/humanitarian_socioeco_analysis/101/files/Analysis of Disaster Response Training - Provisional Draft.pdf)
- FBC. (2015). Disaster risk management capacity building priority: Kubuabola. Suva. Retrieved from <http://www.fbc.com.fj/fiji/31082/disaster-risk-management-capacity-building-priority-kubuabola>
- Fiji Government. (1999). Natural Disaster Management Act. Suva: Fiji Government. Retrieved from [www.fiji.gov.fj/.../1998-NATURAL-DISASTER-MANAGEMENT-ACT](http://www.fiji.gov.fj/.../1998-NATURAL-DISASTER-MANAGEMENT-ACT)
- Fiji Government. (2013). National Disaster Management Plan. *Journal of Chemical Information and Modeling*. Fiji: Fiji Government. <http://doi.org/10.1017/CBO9781107415324.004>
- FNU. (2015). Fiji National University Academic Programme, (02), 1–27. Retrieved from [http://www.fnu.ac.fj/new/images/academic/Programme\\_List\\_09.02.15.pdf](http://www.fnu.ac.fj/new/images/academic/Programme_List_09.02.15.pdf)
- Gero. (2013). *Disaster response and climate change in the Pacific*. Pacific: University of Sydney. Retrieved from <https://www.nccarf.edu.au/publications/disaster-response-climate-change-pacific>
- Government of Vanuatu. (2004). National Disaster Management Plan of Vanuatu. Port Vila. Retrieved from [http://www.pacificdisaster.net/pdnadmin/data/original/vanuatu\\_ndplan\\_review\\_04.pdf](http://www.pacificdisaster.net/pdnadmin/data/original/vanuatu_ndplan_review_04.pdf)
- Government of Vanuatu. (2015). Post-Disaster Needs Assessment, (March). Retrieved from [https://www.gfdr.org/sites/default/files/publication/PDNA\\_Cyclone\\_Pam\\_Vanuatu\\_Report.pdf](https://www.gfdr.org/sites/default/files/publication/PDNA_Cyclone_Pam_Vanuatu_Report.pdf)
- Hay, J. (2011). *Discussion Paper Pacific Adaptation to Climate Change : Past Approaches and Considerations for the Future*. Australia: Cardno Acil, Emerging Markets. Retrieved from <https://www.environment.gov.au/system/files/resources/7ff288bf-a88f-4b85-9960-996e5ae4f8eb/files/cardno-past-approaches-and-considerations-future.pdf>
- Hay, J. (2014). *Disaster Risk Reduction and Climate Change Adaptation in the Pacific*. Retrieved from [http://www.unisdr.org/files/26725\\_26725drrandccainthepacificaninstitu.pdf](http://www.unisdr.org/files/26725_26725drrandccainthepacificaninstitu.pdf)
- IASC. (2009). Humanitarian Coordination Competencies, (July). Retrieved from <https://www.humanitarianresponse.info/system/files/documents/files/HC Competencies.pdf>
- IFRC. (2015). Building Disaster Risk Management capacity : a strategic approach. Retrieved from <http://www.ifrc.org/Global/Documents/Secretariat/Research/version-2/Briefing note-Strat>

approach-EN-LR.pdf

- IMF. (2015). International Monetary Fund, (15). Retrieved from <http://www.imf.org/external/pubs/ft/scr/2015/cr15149.pdf>
- Inter-agency Initiative. (2010). Child Protection in Emergencies (CPIE) Competency Framework. Retrieved from [http://www.cpcnetwork.org/wp-content/uploads/2014/04/Inter-agency-CPIE-Competencies-Final-\\_colour-1.pdf](http://www.cpcnetwork.org/wp-content/uploads/2014/04/Inter-agency-CPIE-Competencies-Final-_colour-1.pdf)
- Lipner, M., & Henley, L. (2010). *Working Better Together*. Retrieved from <https://www.acmc.gov.au/wp-content/uploads/2014/09/acfidreportonlineversion-101031212148-phpapp01.pdf>
- NDMO. Report on the National Disaster Management Office, Fiji. Retrieved from [http://www.un-spider.org/sites/default/files/Fiji Disaster Management Office \(NDMO\).pdf](http://www.un-spider.org/sites/default/files/Fiji%20Disaster%20Management%20Office%20(NDMO).pdf)
- OCHA. (2012). Pacific Humanitarian Team Performance Review. Retrieved from [http://reliefweb.int/sites/reliefweb.int/files/resources/Pacific Humanitarian Team Performance Review 2008-2012.pdf](http://reliefweb.int/sites/reliefweb.int/files/resources/Pacific%20Humanitarian%20Team%20Performance%20Review%202008-2012.pdf)
- OCHA. (2015). Tropical Cyclone Pam – Lessons Learned Workshop Report. Retrieved from [http://reliefweb.int/sites/reliefweb.int/files/resources/vanuatu\\_tc\\_pam\\_hap.pdf](http://reliefweb.int/sites/reliefweb.int/files/resources/vanuatu_tc_pam_hap.pdf)
- OCHA. (2016). Responding to Tropical Cyclone Winston. Retrieved from <http://www.unocha.org/top-stories/all-stories/responding-tropical-cyclone-winston>
- Oxfam. (2015). A question of survival., 23. Retrieved from [https://www.oxfam.org.au/wp-content/uploads/2015/09/2015-86-pacific-islands-forum-breifing-a-question-of-survival\\_fa2.pdf](https://www.oxfam.org.au/wp-content/uploads/2015/09/2015-86-pacific-islands-forum-breifing-a-question-of-survival_fa2.pdf)
- PHT. (2014). 7 TH PACIFIC HUMANITARIAN TEAM REGIONAL MEETING, (October). Retrieved from [http://reliefweb.int/sites/reliefweb.int/files/resources/PHTRM2014\\_Report\\_FINAL.pdf](http://reliefweb.int/sites/reliefweb.int/files/resources/PHTRM2014_Report_FINAL.pdf)
- PIANGO. (n.d.). The Pacific Islands Association of Non-Governmental Organisations. Retrieved from <http://www.piango.org/>
- Red Cross. (2011). Pacific Disaster Management Partnership. Retrieved from [http://www.redcross.org.au/files/20111104Pacific\\_Report\\_final.pdf](http://www.redcross.org.au/files/20111104Pacific_Report_final.pdf)
- Secretariate of the Pacific Community. (2013). Disaster Reduction Programme, (February), 1–11. Retrieved from <http://www.sopac.org/sopac/snapshot/Snapshot82.pdf>
- SI Government. (2009). National Disaster Management Plan. Retrieved from [http://www.preventionweb.net/files/22085\\_14656ndrmpsolomonsfinaliseddraftff2.pdf](http://www.preventionweb.net/files/22085_14656ndrmpsolomonsfinaliseddraftff2.pdf)
- Singh, R., & Holland, P. (2009). Relationship between Natural Disasters and Poverty: A Fiji Case Study, (April). Retrieved from [http://www.preventionweb.net/files/11851\\_11851R25PovertyAFijiCaseStudylowres.pdf](http://www.preventionweb.net/files/11851_11851R25PovertyAFijiCaseStudylowres.pdf)
- SPC. (2010). Pacific DRM Partnership Network (PDRMPN). Retrieved March 11, 2016, from <http://gsd.spc.int/pdrmpn>
- SPC. (2013). Competency Framework For Emergency Management in Pacific Islands Countries and Territories, (November). Retrieved from [http://www.pacificdisaster.net/pdnadmin/data/original/SOPAC\\_2013\\_Competency\\_Framework\\_Emergency\\_Management\\_PICTS\\_Draft.pdf](http://www.pacificdisaster.net/pdnadmin/data/original/SOPAC_2013_Competency_Framework_Emergency_Management_PICTS_Draft.pdf)
- SPC. (2016). Pacific Community and Geoscience Division. Retrieved from <http://gsd.spc.int/pacific-drm-training>

- The Government of Fiji. (2013). Post Disaster Needs Assessment, (March). Retrieved from [http://www.gfdrr.org/sites/gfdrr.org/files/Fiji\\_Cyclone\\_Evan\\_2012.pdf](http://www.gfdrr.org/sites/gfdrr.org/files/Fiji_Cyclone_Evan_2012.pdf)
- The World Bank. (n.d.). *Reducing the Risk of Disaster and Climate Variability in the Pacific Islands*. Washington D.C. Retrieved from [http://betterevaluation.org/resources/climate\\_change\\_adaptation/reducing\\_risks\\_papua\\_new\\_guinea](http://betterevaluation.org/resources/climate_change_adaptation/reducing_risks_papua_new_guinea)
- UKAID. (n.d.). Programm Guide: A comprehensive , dynamic staff development approach enabling organisations. Retrieved from <http://www.contextproject.org/pdfs/programme-guide.pdf>
- UN. (2015). The United Nations Economic and Social Commission for Asia and the Pacific. Retrieved from <http://137.189.162.178/>
- UNDAC. (2015). United Nations Disaster Assessment and Coordination (UNDAC). Retrieved from <http://www.unocha.org/what-we-do/coordination-tools/undac/overview>
- UNDP. (2014). *Climate Public Expenditure and Institutional Review*. Retrieved from <http://www.odi.org/publications/6191-cpeir-methodology-climate-finance-national-public-expenditure>
- White, S. (2015). No Room to Fake it: The Role of Regional Organizations in Building the DRM Capacities of Pacific Island Countries, (February). Retrieved from <http://www.brookings.edu/~media/research/files/papers/2015/02/06-pacific-islands-drm-white/the-role-of-regional-organizations-in-building-the-drm-capacities-of-pacific-islands-communities--feb-6-2015.pdf>

## Annex A: Response to the Steering Committee

### Questions and Comments

As suggested by the steering committee, we are working to come up with a snapshot of the research report designed for specific audiences and partner organisations. The snapshot will highlight key aspects of research covering disaster management challenges, gaps, skills demands and key findings. Most comments concerned programme modality, pathways and implementations will be further clarified through the programme concept paper that will be shared with the steering committee shortly.

In relation to the research methodology, recruitment of participants and key findings, please note the following;

As you can see the research has tapped many areas including formal and informal capacity building providers, programme recipients, long-term and short-term courses, gaps, skills, demands and preference for capacity development modality expressed by local, national, government, INGOs and faith-based organisations. We acknowledge the challenges around logistics, remoteness, diversities in terms of multiplicity of languages, cultures, and risks varying from place to places including the barrier of technology which will be further explored with local Pacific stakeholder (Fiji National University, University of South Pacific, INGOs, local organisations and other stakeholders) during the up-coming programme design discussion.

Albeit these challenges, there are potential demands for accredited qualification mostly expressed through a combination of practice and theory in order to get in-depth knowledge via a consecutive programme covering a range of units that will not only build in-depth understanding about structures, principles, values but will also influence government and community to adopt policies and practices that are responsive and respectful for the local communities. In saying this, the prospective programme (TBD at the programme design stage) will establish pathways and integrate recognitions of short-term programmes that will help students to attend with minimum qualification and would establish programme coordination with other stakeholders.

Pathways for local organisations to participate in the research process was limited by the governance of humanitarian organisation and the capacity of local organisations in the humanitarian space. Local organisations have had limited opportunity to participate in humanitarian response, discussion forums

and disaster management interventions. This in turn had implication on the research process to recruit local organisations (key informants who have interests and information about disaster and humanitarian assistance) that limits the reach and access to participate in research. In addition, local organisations expressed lack of ownership of humanitarian mandate and limited information about disaster management. However, we have the voice of local staff members represented from INGOs and government in the research.

Protection and gender is briefly highlighted in the research report, we assume the programme design will consider gender, protection and inclusion as cross-cutting themes and will be integrated into subjects/units where appropriate (to be discussed during the programme design stage).

As part of comments highlighted in the report, please note the following;

Pre-empirical research: The data was collected through key informant interviews, online surveys and focus group discussions. As part of data collection questionnaires, there are limited measures due to socio-economic issues in terms of access to internet, language, perception of risk, etc. There has been some research conducted in this area (Rapid Gender Analysis by CARE; University of Technology Sydney studied the disaster response system) and we are mindful of the Pacific diversities, general vulnerabilities and risk including access to internet and individuals. Also, we will further explore the feasibility and design of prospective programmes with our partner including Pacific government and non-government organisations to ensure viability. We will share the programme design discussion paper shortly to facilitate the programme design accordingly.

In regards to previous training participants, we have interviewed government and non-government actors from both local and international organisations in the Pacific. However, access to the local disaster management committee in local villages were beyond the research scope and capacity. In this context, we have targeted and prioritised the direct recipient of previous disaster management training courses and disaster management officials.

In relation to low education levels and capacity that would limit participation in the prospective capacity development programme. We will come up with a programme of its own devising that will set appropriate education and language entry requirements that will enable access to the programme. However, the programme will not accommodate participants where education and language skills are insufficient and below a minimum threshold. Noting the programme is designed for individuals who are working in the system not for community-based disaster committee in the villages. We will also establish pathways for recognition of prior learning from industry based training and experience to

enable broader based access to the programme. This will be further highlighted in detail as part of the programme design paper.

As part of simulation and exercises, most participants expressed practice-based qualification where simulation and exercises were highly regarded by participants. As mentioned earlier, participants indicated “we have been going through short-term courses since long, it is time for us to get qualified”. Award qualification was highly favoured by local participants from NGOs and government officials.

Challenges of training collaboration: no mechanism to share training agendas during training design and implementations that led to fragmented offerings where programmes are not building on the outcomes of each other, remains repetitive, ad-hoc and introductory; national government generally has limited capacity to provide training and capacity building services

Coordination and communication is a great challenge. There are several factors including fragmented needs assessment, stakeholder communication that are further exacerbated by poor leadership, lack of guidance and support, leaning towards independent approaches where stakeholders are not properly consulted to come up with a shared vision during preparedness and humanitarian response. While acknowledging the demand of specific context, organization requirements and disaster specific approach, there is a need for an integrated assessment approach where stakeholders collaboratively design assessment with a clear data collection strategy that would enhance sharing information and coordination. This will reduce duplication of data and community frustration by different organisations asking the same questions repeatedly.

## Relationships between Research Priorities and the Humanitarian Competency Frameworks

Competency Framework	Emergency Management Competency Framework (EMCF) in the Pacific (SPC, 2013)		Core Humanitarian Competency Framework (CHCF) defined by CBHA/Context Programme (UKAID, n.d.)	Child Protection in Emergencies (CPIE) Competency Framework (Inter-agency Initiative, 2010)	Humanitarian Coordination Competency Framework (HCCF) (IASC, 2009)
Capacity Priorities highlighted by Research conducted by CHL	Core Business Competency	Competency for role and function			
Humanitarian architecture	Gap	Gap	Understanding humanitarian contexts and applying humanitarian principles	Managing yourself	Formulating Strategies, Applying Humanitarian Principles and Norms
Programme Management	Management qualities	Planning	Achieving results	Managing yourself; achieving results; managing resources	Planning and Organizing; Analysing Complexity
Communication and Coordination	Communication; Interaction with others;	Mainstreaming, networking and relationships; information management	Developing and Maintaining collaborative relationships	Working with others	Relating and Networking; Fostering Humanitarian Teamwork; Negotiation and Advocacy; Presenting and Communicating Information
Disaster management	Occupational competencies	Understanding the theories and concepts of emergency management; Risk (identification, management, reduction, mitigation), response and operations; recovery	Operating safely and securely at all times	Managing resources	Gap
Leadership		Leadership	Demonstrating leadership in humanitarian response; Managing yourself in a	Working with others; achieving results	Coping with Pressure and Setbacks; Adapting and Responding to Change

Humanitarian & Disaster Management Capacity Development in the Pacific

			pressured and changing environment		
Additional areas in the competency frameworks	Personal effectiveness and cognition	Community engagement, education and awareness; training personal and professional development; preparedness including research and exercising; debriefing, reviews, and learning from experience; management finance and HR			

**Similarities:**

The various competency frameworks demonstrate alignment of research priorities with competencies articulated by CHCF, CIPE, EMCF and HCCF. The research highlights key priorities: leadership, communication, coordination, programme management, humanitarian architecture, and disaster management identified by stakeholders in the Pacific. While the various competency frameworks highly resemble in most parts with research priorities, it uses different languages for describing similar capabilities and skills, such as achieving results, programme management, and managing qualities. Similarly, CHCF highlights understanding humanitarian context and applying humanitarian principle, developing and maintaining collaborative relationships and demonstrating leadership in humanitarian response as key competencies that are thoroughly aligned with research priorities expressed in the above framework.

**Differences:**

There are only few minor discrepancies among the various competency frameworks including the research priorities highlighted in the above competency framework. The Pacific Competency Framework also highlighted personal effectiveness, cognition, management, finance and human resource as key functional competencies that are different to other frameworks and the research priorities. It is worth mentioning that the EMCF covers a wide range of operational, logistic, and occupational areas including competency for core business and functional areas covering a wide range of occupational role and business areas.

**Challenges:**

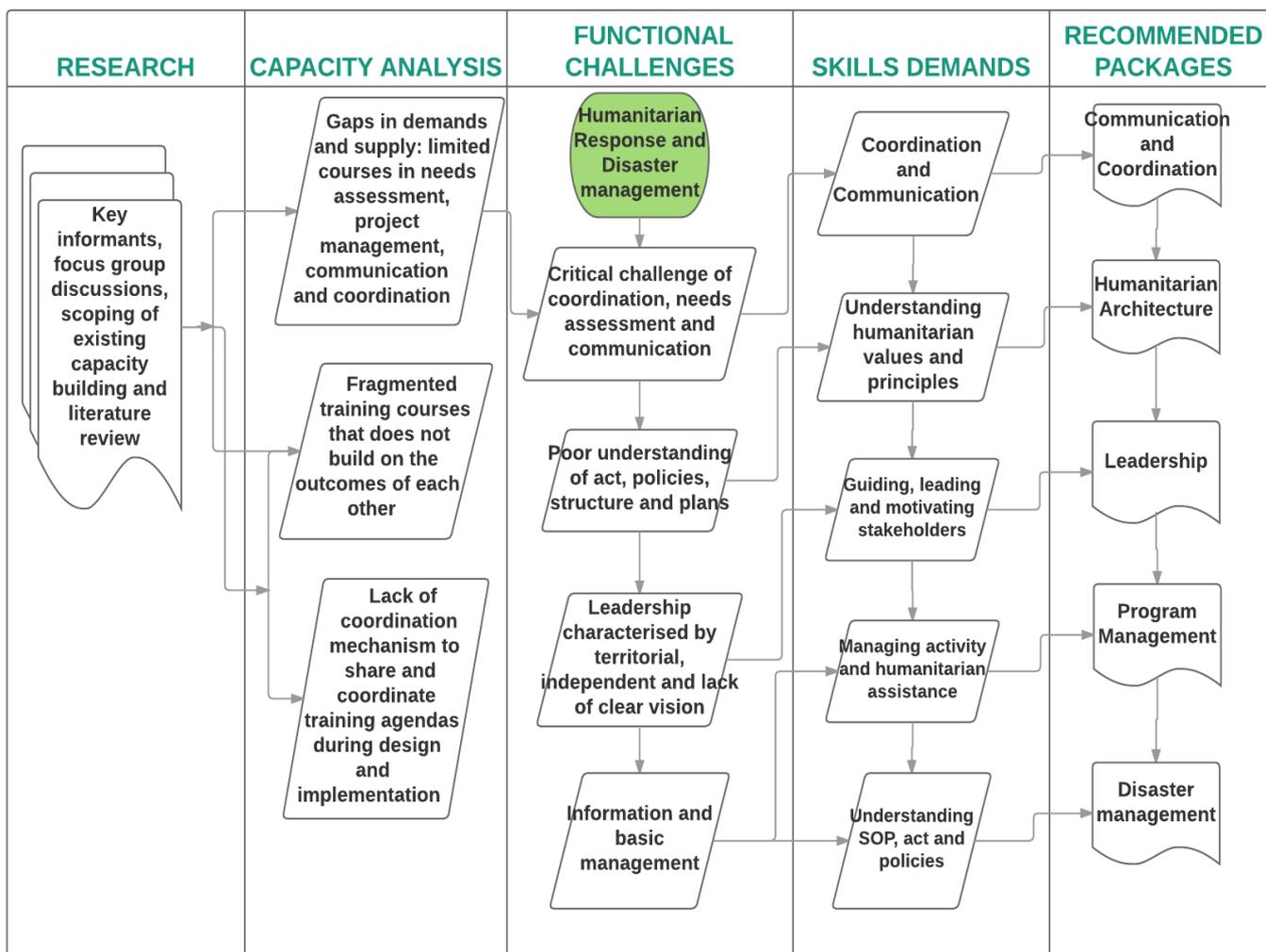
The challenge is to consistently define management roles across several competency frameworks and within a multidisciplinary humanitarian/disaster management context in order to align context specific priorities with regional and international competency frameworks, ranging from Pacific to Africa, middle east and Asia covering multidisciplinary issues and challenges, thereby the research highlights alignment in general in terms of capacity priorities with competency frameworks and does not make cross-case comparison in reference to specific role/occupation.

We therefore highlight the following;

- Capacity modality preference, functional challenges and training needs are informed by research and aligned to various competency frameworks that would help to design a relevant programme curricula and design

- The research addresses alignment of capacity needs in line with several competency frameworks but does not make a specific reference to individual occupation or role.

**LOGICAL PROGRESSION OF RECOMMENDED CAPACITY DEVELOPMENT PACKAGES**



## Annex B: Audit Trail

Criteria	Sub-component of criteria
<p>The audit trail demonstrates triangulation of multiple data sources, methods and confirmation of the primary analysis by using methodological rigor to ensure trustworthiness and credibility of the research findings.</p>	<p><b>Research Design:</b></p> <ul style="list-style-type: none"> <li>• Research methodology, questions and plan have been designed through a collaborative stakeholder consultation process in order to account for all plausible factors during data collection</li> <li>• Research methodology and methods have informed by an in-depth literature review</li> <li>• Questions and tools were tested before data collection</li> </ul> <p><b>Data Collection:</b></p> <ul style="list-style-type: none"> <li>• Key informants have been selected based on their experience and knowledge in the sector</li> <li>• Key informants have been confirmed through other stakeholders (NGOs and Government) to ensure the rigor of purposeful sample</li> <li>• Four data collection tools have been deployed (Key informant, focus group, online survey and literature) to triangulate themes and findings from different sources</li> </ul> <p><b>Data Transcription:</b></p> <ul style="list-style-type: none"> <li>• The researcher has undertaken a constructionist paradigm considering the nature of the open-ended questions of the interviews</li> <li>• While transcribing, the researcher has used a computer-aided to highlight key points to keep track of data</li> <li>• The researcher has coded the main themes of research supported by the quotes from participants</li> <li>• The key informant transcripts were carefully read with a purpose in mind while focusing on the research question and areas of interests.</li> </ul> <p><b>Coding and Analysis:</b></p> <ul style="list-style-type: none"> <li>• Related to the research questions, each transcript statement was assigned with a representing label</li> </ul>

	<ul style="list-style-type: none"><li>• The transcript is re-read for emerging codes and moving codes between categories to prevent potential overlap.</li><li>• Initial patterns and relationships were highlighted by establishing themes and subsequent broader categories</li><li>• Identifying the initial correlations and possible casual relations to highlight the broader themes and categories</li><li>• Discarded information from data reduction have been properly saved and documented for any possible future re-examination</li><li>• The proposed codes and themes have been verified by cross-checking with the initial transcripts, themes and categories to ensure correct meanings are drawn.</li><li>• Acknowledging the overlap between indicators that led to a subsequent commonality between codes and themes.</li><li>• I have followed the initial research paradigm while interpreting and drawing meanings.</li></ul> <p><b>Interpretation and Drawing Conclusion:</b></p> <ul style="list-style-type: none"><li>• To verify how conclusions were made, a brief sequential catalogue of the initial data, codes, themes and categories have been established that connects the initial data down to interpretation and conclusion.</li><li>• The researcher has verified the conclusion by revisiting themes and categories to ensure dominant and sub-dominant themes have been properly covered in the conclusion.</li><li>• During the interpretation and conclusion, the researcher has focused on the initial research questions and paradigm that helped to consistently link the different pieces together and draw conclusion in line with the research questions.</li></ul> <p><b>Methodological triangulation:</b></p> <ul style="list-style-type: none"><li>• The proposed list of key informants, focus group discussion and online surveys was verified by different stakeholders, such as the local government and NGOs to ensure knowledgeable individuals are identified for the study.</li><li>• The research has identified multiple data collection methods, such as focus group, key informant interviews and surveys to triangulate information from different sources</li><li>• At the end of each interview, the participants were asked to confirm the primary analysis and interpretation drawn by interviewer.</li></ul>
--	---

	<ul style="list-style-type: none"><li>• The research is based on the audit trail that documents the data process, data reduction, interpretation and decision making processes</li><li>• The researcher's role and processes were discussed with academics (research supervisor) to ensure consistency and viability of the methodology and data collection methods</li><li>• The research is based on the university ethical approval no HAE-16-036</li></ul> <p><b>Reporting:</b></p> <ul style="list-style-type: none"><li>• In line with the research questions, the different section of the report has been synthesized within the focus on key themes, categories and participant quotes to remain focused on the research task.</li><li>• Judgments have been withdrawn while focusing on meaning, quotes and categories highlighted</li></ul>
--	--

## Annex C: Training Programmes and Stakeholders

Providers	Area and Scope	Focus/location	Key Courses
University of South Pacific with collaboration of <a href="#">United Nations University</a> (UNU), <a href="#">Royal Melbourne Institute of Technology University</a> (RMIT University) and <a href="#">United Nation Environment Programme</a> (UNEP)	Environmental Impact Assessment/Strategic Environment Assessment (EIA/SEA) course	Pacific	<ul style="list-style-type: none"> <li>• The developed this targeting environmental managers in the Pacific. This course is also offered for the Post Graduate Diploma in Climate Change programme.</li> <li>• Integrated Waste Management Course: In collaboration with SPREP, PACE has been undertaking informal training courses, short and long, as a capacity building component of a major French project on Waste Management in the Pacific.</li> </ul>
Charles Darwin University	Introduction to the field of emergency and disaster management. The courses are available to study online, these courses provide essential knowledge and skills covering all phases of disaster cycle management.	Pacific and globally focused	<ul style="list-style-type: none"> <li>• NEW Graduate Certificate of Emergency and Disaster Management</li> <li>• NEW Graduate Diploma of Emergency and Disaster Management</li> <li>• Master of Emergency and Disaster Management</li> </ul>
Secretariat of the Pacific Community (SPC)	Disaster Risk Management training in the region	Trainings are delivered at the regional, national, sub-national and community level.	<ul style="list-style-type: none"> <li>• Introduction to Disaster Management</li> <li>• Initial Damage Assessment</li> <li>• Evacuation Centre Management</li> <li>• Disaster Risk Reduction</li> <li>• Emergency Operations Centres</li> </ul>

			<ul style="list-style-type: none"> <li>• Exercise Management</li> <li>• Risk Programme Management</li> <li>• Training for Instructors</li> <li>• Geographic Information Systems for Disaster Risk Management (Basic)</li> <li>• Geographic Information Systems for Disaster Risk Management (Advanced)</li> <li>• Disaster Risk management tools and applications training for Pacific disaster managers</li> <li>• Pacific Disaster Net User Training (SPC, 2016)</li> <li>• A separate programme on Institutionalization of trainings across Pacific government organizations</li> </ul>
The University of South Pacific	The Postgraduate Diploma in Climate Change	Pacific	<ul style="list-style-type: none"> <li>• Master and PhD in Climate Change</li> </ul> <p>The diploma covers the following:</p> <ul style="list-style-type: none"> <li>• Climate Change: Impacts, Vulnerability and Adaptation</li> <li>• Disaster Risk Management (DRM) Assessment</li> <li>• Climate Science</li> <li>• Environmental Impact Assessment/Strategic Environment Assessment</li> </ul>
Centre for Excellence in Disaster Management and Humanitarian Assistance	The Center's mission is to advise U.S. Pacific Command leaders; enable focused engagements, training and education; and increase knowledge of best practices and	Regional/global	<ul style="list-style-type: none"> <li>• Humanitarian Assistance Response Training (HART) Course</li> <li>• Health Emergencies in Large Populations (H.E.L.P.) Course</li> <li>• Disaster Management Humanitarian Assistance</li> </ul>

	<p>information to enhance U.S. and international civil-military preparedness for disaster management and humanitarian assistance.</p>		
<p>Asian Disaster Preparedness Centre (ADPC)</p>	<p>Short and long term disaster management that include generic and specialized training courses</p>	<p>Regional Pacific and global focus</p>	<p><b>Generic Courses</b></p> <ul style="list-style-type: none"> <li>• Community-Based Disaster Risk Reduction (CBDRR)</li> <li>• Disaster Management (DMC)</li> <li>• Mainstreaming Disaster Risk Reduction in Local Governance (MDRRG)</li> <li>• Mainstreaming Disaster Risk Reduction into Development Planning (MDRD)</li> <li>• Monitoring and Evaluation for DRR (MEDRR)</li> </ul> <p><b>Hazard-specific courses</b></p> <ul style="list-style-type: none"> <li>• Climate Risk Management and Climate Change Adaptation (CRM)</li> <li>• Flood Disaster Risk Management (FDRM)</li> <li>• Earthquake Vulnerability Reduction (EVRC)</li> <li>• Seismic Hazard Risk Assessment                             <ul style="list-style-type: none"> <li>➤</li> </ul> </li> </ul> <p><b>Specialized Courses</b></p>

			<ul style="list-style-type: none"> <li>• Community Action for Disaster Response (CADRE)</li> <li>• Disaster Risk Communication (DRC)</li> <li>• Emergency Exercise Management</li> <li>• Emergency Response Management</li> <li>• End-to-End Multi-Hazard Early Warning Systems (EWS)</li> <li>• Damage Assessment &amp; Need Analysis (DANA)</li> <li>• GIS for Disaster Risk Management (GIS4DRM)</li> <li>• Incident Command System (ICS)</li> <li>• Incident Management System (IMS)</li> <li>• Courses on public health:             <ul style="list-style-type: none"> <li>• Hospital Emergency Preparedness and Response (HEPR)</li> <li>• Hospital Preparedness for Emergencies (HOPE)</li> <li>• Medical First Responders</li> <li>• Mental Health and Psychosocial Support (MHPSS)</li> <li>• Nutrition in Emergencies (NIE)</li> <li>• Public Health in Complex Emergencies (PHCE)</li> <li>• Public Health and Emergency Management in Asia and the Pacific (PHEMAP) (ADPC, 2016)</li> </ul> </li> </ul>
<p>Fiji National University (The programme has been developed in partnership with the Disaster Reduction</p>	<p>FNU Offers a Post Graduate Certificate in Disaster Risk Management.</p>	<p>Fiji and regional focused</p>	<p>Key units include:</p> <ul style="list-style-type: none"> <li>• Disaster Risk Management Concepts</li> <li>• Disaster Risk Reduction</li> </ul>

Humanitarian & Disaster Management Capacity Development in the Pacific

<p>Programme at the Applied Geoscience and Technology Division of SPC and consists of four post-graduate level courses)</p>			<ul style="list-style-type: none"> <li>• Emergency Risk Management</li> <li>• Emergency Recovery and Evaluation (FNU, 2015)</li> </ul> <p>Railala Nakabea at Railala.Tavui@fnu.ac.fj (link is external) (+679 3233 290) or Kirstie Méheux at kirstiem@spc.int (link is external) (+679 338 3177).</p>
<p>The Solomon Islands National University</p>	<p>An abridged course for nursing students covering Introduction to Disaster Management and Initial Damage Assessment courses</p>		<p><a href="mailto:helenagoldieproject@uhealth.com.au">helenagoldieproject@uhealth.com.au</a> or call 07 3025 2509 (or 07 3232 7220).</p>
<p>The United Nations Economic and Social Commission for Asia and the Pacific</p>	<p>Disaster Risk Management E-learning platform</p>	<p>ESCAP launches new online e-learning platform to help build resilience to disasters in Asia-Pacific</p>	<p>Access: <a href="http://137.189.162.178/">http://137.189.162.178/</a> (UN, 2015)</p>
<p>European Union and the Pacific partner for vocational education on climate and energy</p>	<p>Technical Vocational Education Training for Sustainable Energy and Climate Change Adaption (EU-PacTVET) project</p>	<p>Regional focus implemented by Secretariat of the Pacific Community (SPC) and The University of the South Pacific (USP)</p>	<p><a href="http://www.spc.int/en/media">http://www.spc.int/en/media</a></p>
<p>GIZ, Marine and Coastal Biodiversity Management in Pacific Island Countries</p>	<p>GIS Capacity Building in Pacific Island: The Q-Book Moodle</p>	<p>Pacific Region</p>	

Humanitarian & Disaster Management Capacity Development in the Pacific

IFRC Training Scheme	IFRC provide a wide range of trainings focused on the pacific region and internationally	Pacific and International	<ul style="list-style-type: none"> <li>• Online postgraduate certificate programme in disaster management</li> <li>• Master level short course in Shelter and Settlements in Emergencies</li> <li>• Disaster Manager’s Induction (IFRC)</li> <li>• International Delegate Training (IFRC)</li> <li>• Regional Disaster Response Team (IFRC)</li> <li>• Emergency Response Team (IFRC)</li> <li>• National Disaster Response Team (IFRC)</li> <li>• Air Crash Simulation Exercises (Govt)</li> <li>• Pacific Disaster Response Training (IFRC)</li> <li>• IT &amp; Telecommunications (IFRC)</li> <li>• Weapons of Mass Destruction (IFRC)</li> <li>• Introduction to Disaster Services (IFRC)</li> <li>• Airport Disaster Response (IFRC)</li> </ul>
OXFAM	Disaster management and planning	Pacific and International focused	<ul style="list-style-type: none"> <li>• Emergency Response Training (Oxfam)</li> <li>• Contingency Planning (Oxfam)</li> <li>• Security Plan Training (Oxfam)</li> </ul>
NGOs and other stakeholders short term training courses	A wide range of fragmented trainings have been conducted by NGOs and other	Pacific region	

	stakeholders such as Red Cross, the World bank, etc.		<ul style="list-style-type: none"> <li>• Initial damage assessment</li> <li>• Disaster preparedness</li> <li>• Disaster recovery</li> <li>• Crises Response training</li> <li>• Evacuation centre training</li> <li>• Emergency evacuation training</li> <li>• Basic management training</li> <li>• Disaster data training</li> </ul>
UNDAC Training	UNDAC Offers two courses: the UNDAC Induction Course and the UNDAC Refresher Course	International Focused	The Induction Course is a two-week training that gives participants applicable knowledge about UNDAC's core activities: assessment, coordination and information management. The Refresher Course is a four- to five-day training course that UNDAC roster participants are required to take every two years to maintain these skill levels. Once a year, an UNDAC specialty course on environmental emergencies is also offered.
<a href="#">ASEAN ERAT induction</a>		Asia focused	Trains disaster managers from ASEAN Member States on how to assist affected Governments and the AHA Centre in meeting regional and/ or international needs for coordination, and for early and quality information during the initial phase of a sudden-onset emergency. ERAT trainings are conducted over four or five days and focus on assessment, coordination, information management and equipment use within the

			AADMER operational framework. Initial courses have also covered UNDAC methodologies with support from OCHA
International Search and Rescue Advisory Group (INSARAG)	INSARAG training is designed to share internationally accepted procedures and systems for sustained cooperation between USAR teams in an emergency.	International focused	Trainings focuses on the following phases: preparedness, mobilization, operations, demobilization and post-mission.
UNHCR E-Centre training	UNHCR offers in-depth technical information on sector-specific emergency issues, with a focus on forced migration and protection.	International-Focused	The Tokyo-based e-Centre runs approximately 10 to 12 trainings per year covering topics including contingency planning, border management in humanitarian emergencies, standards of protection, safety in the field, Media management and humanitarian coordination.
UN HQ-Based Civil-Military Coordination Centre	UN Humanitarian Civil-Military Coordination is offered by OCHA through its HQ-based Civil-Military Coordination Section (CMCS)	UN-CMCoord training is for staff of Government organizations, aid agencies, civil-protection units, military and civil-defence organizations, UN agencies, the RCRC Movement and NGOs.	National and international actors are trained in humanitarian civil-military coordination concept and principles and their practical application in emergencies. The various courses offered are the Familiarization Course, the Regular Course, the Field Course and the Training-of-Trainers course

UN-CM Coord training	OCHA initiated Training and Partnership Unit (TPU) establishes partnerships with various organisations around the world, which allows OCHA to deliver and sustain its UN-CMCoord Training Programme catering to the training needs of its beneficiaries within the humanitarian and military communities.	International focused	<p>The core UN-CMCoord training courses includes:</p> <ul style="list-style-type: none"> <li>• UN-CMCoord Course</li> <li>• UN-CMCoord Field Course</li> <li>• UN-CMCoord Training of Trainers (ToT) Course</li> <li>• UN-CMCoord Familiarisation Course</li> </ul>
PEER Training	The Programme for Enhancement of Emergency Response (PEER) is a regional training programme initiated in 1998 by the U.S. Agency for International Development, Office of U.S. Foreign Disaster Assistance (USAID/OFDA) to strengthen disaster response capacities in Asia. The programme covers six Asian countries: Bangladesh, India, Indonesia, Nepal, Pakistan and the Philippines.	Asia focused	<ul style="list-style-type: none"> <li>• Medical First Responder (MFR)</li> <li>• Collapsed Structure Search</li> <li>• Rescue (CSSR) and Hospital Preparedness for Emergencies (HOPE)</li> <li>• Training for Instructors (TFI)</li> <li>• Training for Instructors Hand-off Workshop</li> <li>• Medical First Responder Instructor</li> <li>• Collapsed Structure Search and Rescue Instructors</li> <li>• Workshop (CSSRIW) Master Instructors Workshop (MIW)</li> <li>• Subsidiary Courses: Canine Search and Rescue</li> <li>• Introduction to Disaster Management (IDM)</li> </ul>
The Asia Foundation (TAF) – USAID Office of US Foreign	The USAID Pacific Disaster Risk Management Programme (PDRMP) in collaboration with SPC/SOPAC is the only	PIC Focused	<ul style="list-style-type: none"> <li>• Introduction to Disaster Management</li> <li>• Emergency Operations Centres</li> </ul>

<p>Disaster Assistance (OFDA) Course</p>	<p>training programme in the region that has been consistently on offer to PICs and the disaster management community since 1995. As of December 2011, there were six courses offered, with a new one being developed (Disaster Risk Reduction) and one being 'reviewed and revisited' upon request from countries (Evacuation Centre Management).</p>		<ul style="list-style-type: none"> <li>• Initial Damage Assessment</li> <li>• Training for Instructors</li> <li>• Risk Programme Management</li> <li>• Evacuation Centre Management</li> <li>• Exercise Management</li> </ul>
<p>Red R</p>			<ul style="list-style-type: none"> <li>• Essential of humanitarian Practice</li> <li>• Humanitarian Logistics in Emergencies</li> <li>• Personal Safety, Security and communication</li> <li>• Water Sanitation and Hygiene in Emergencies</li> <li>• Child Protection in Emergencies</li> <li>• Customised Training Courses</li> <li>• Protection Capacity Standby Training</li> <li>• Sphere Handbook Training of Trainers</li> <li>• Security Risk Management Training</li> <li>• Mission Aviation Fellowship</li> <li>• Australian Medical Assistance Team</li> <li>• OCHA Civmil Coordination</li> <li>• World Vision Security Risk Management</li> <li>• OCHA First Training</li> <li>• Personal Safety and Security Workshop</li> </ul>

			<ul style="list-style-type: none"><li>• Essentials of Humanitarian Negotiation</li></ul> <p>Information about individual courses can be found here: <a href="http://www.redr.org.au/training/humanitarian-training/training-courses#.Vv3BXUaPN_A">http://www.redr.org.au/training/humanitarian-training/training-courses#.Vv3BXUaPN_A</a></p>
--	--	--	---

## Annex D: Questionnaires

### Humanitarian Managers Capacity Needs Assessment

Welcome to the Research Study

Thank you for participating in our survey. Your feedback is very important.

The main objective of the capacity needs assessment is to identify perceived strength areas for development. The assessment will inform the design of a humanitarian programme to strengthen capacity of humanitarian managers.

This questionnaire is designed for disaster management professionals, humanitarian assistance practitioner, previous disaster management trainings participants, government, NGOs/CSOs, and private sector organisations staff members who have been working in disaster management or humanitarian assistance. Your responses will help us to design a coherent humanitarian capacity development programme.

Proceeding with the survey, your agreeing to the plain language statement sent by email along with this survey that covers security, confidentiality and anonymity of data and participants.

Please be aware that all responses are kept secure and confidential.

Demographics

Top of Form

\* 1. General Information

\* 2. Are you male or female?

Male

Female

\* 3. What is your age?

18-20

21-29

30-39

- 40-49
- 50-59
- 60 or older

**\* 4. In what country do you currently reside?**

**\* 5. What is the highest level of school you have completed or the highest degree you have received?**

- Less than high school degree
- High school degree or equivalent (e.g., GED)
- Some college but no degree
- Associate degree
- Bachelor degree
- Graduate degree
- Post-Graduate degree

**\* 6. Which of the following categories best describes your employment status?**

- Academia
- NGOs/CSOs
- Government
- Donor
- Consultants
- Private Sector
- Other (please specify)

Current/Previous Training

**7. Have you completed any training in disaster management or humanitarian assistance? If yes, please describe the details of the course.**

**\* 8. How would you rate the way previous trainings are designed and delivered in terms of needs and the training results? (The concept of training design and delivery comprises of visual simulations, training duration, practice or work-based learning, theory focused, online or class room-based learning or a mixture of various elements to fulfil the needs of participants).**

- Completely effective
- Mostly Effective
- Moderately effective
- Mostly Ineffective
- Completely ineffective

**9. If you answered completely ineffective or mostly ineffective, please give a brief explanation of why you believe so, if not go directly to the next question.**

**\* 10. Please list three major strengths and three major weaknesses in the current/previous trainings that you have attended?**

**13. Please list your priority training areas in the order of importance for you or your organisation?**

**\* 14. Which one of the following would you consider as barriers to effective humanitarian/disaster response management? (Please note that you can select multiple answers for this question)**

- Organisation Structure
- Organisational Procedures
- Lack of support from leadership
- Short-term trainings
- Lack of learning and development opportunity
- Fragmented, disjoint training programmes
- Personal circumstances

Poor coordination

Weak communication

No barriers

Other (please specify)

15. In case you have selected any of the above barriers, please describe why that is a barrier and how it can be improved?

\* 16. Please list three ways that disasters trainings programmes could be improved for you and your organisation in future?

Prospective development programme

\* 17. In your opinion, if a certificate/diploma programme in humanitarian assistance/disaster response were offered, what would be the most critical topics that should be offered in such a course of study?

\* 18. A certificate/diploma in humanitarian assistance/disaster management would enhance disaster management response after graduation?

\* 19. Describe at least three key challenges for your department/organisation in terms of effectively preparing for natural disaster and mitigating risk from climate change (i.e. knowledge, data/information, technology, fund, time, leadership, etc.)

20. Please nominate two other individuals along with their email contacts that you believe are suitable to be contacted for this research study?

\* 21. Are you happy to be contacted for a skype or face-to-face interview at your convenience?

22. Any other suggestions/comments

### **Key Informant Questionnaire (Unfolding/Developing Structure)**

Date:

Name (voluntarily):

Gender:

Country:

Role:

Organization/Dept.:

Education level:

Email/Telephone No:

Number of years in post:

**Disaster management:**

1. What type of organization or agency do you work for?
  - a. Academic
  - b. NGOs/CSOs
  - c. Government
  - d. Donor
  - e. Other
2. In what state/province/district do you work?
3. What is your personal experience and level of engagement in disaster management? How would you describe your organization's level of engagement? Has this been positive?
4. What type of coordination mechanism are available within the country for disaster management?
5. What do you think about the cluster coordination approach?
6. What are the key strengths of disaster management organisation (NDMO) and the broader humanitarian network in your area?
7. What makes the disaster management more effective?
8. What makes the disaster management more challenging and how it can be improved?
9. Do you or your organization have access to enough information about what is happening or what services may be available during disaster response?
10. Is there a regular communication and coordination between stakeholders during disaster response? If not how it can be improved?
  - What are the emerging trends for disaster management staff that influence humanitarian response?

**Trainings and Development**

- What trainings have you received so far?
- What worked well in relation to previous training?
- What did not work well in relation to previous trainings?
- What training mechanism and modality are of interests to you or your organizations and why?
- Considering your job requirements, do you feel you need more trainings?

- What are the key priority training areas for you or your organization in which you would like to receive more trainings and education?
- Why are these trainings important for you/your organisation?
- Is there any existing mechanism for coordinating trainings and capacity building programmes, if yes, please describe?
- How are training courses coordinated among stakeholders?
- In your opinion, if a certificate/diploma programme in disaster management were offered, what are some of the most critical topics that should be offered in such a course of study that would respond to the needs of disaster management professional?

#### **Organisation Capacity:**

- Do authorities have the capacity to develop policies and mechanisms to ensure multi-stakeholder participation in disaster management? If not, what should be done to build this capacity?
- Do authorities have the capacity to manage and coordinate humanitarian assistance/disaster response effectively? If not, what should be done to build this capacity?
- Do authorities have the capacity to effectively communicate and share information with stakeholders? If not, what should be done to build this capacity?
- Do authorities have the capacity to conduct a comprehensive needs assessment? If not, what should be done to build this capacity?
- Do authorities have the capacity to make quick changes/reform to system and policies if deemed necessary? If not, what should be done to build this capacity?
- Is there an effective programme budgeting, project management and implementation capacity? If not, what should be done to build this capacity?

#### **Focus Group Discussion**

**Objective:** Identify capacity building/developing needs for disaster management professionals.

The following questions are flexible, unfolding and exploratory in nature that would facilitate relevant data collection.

**Participants:** Disaster management staff members who are directly responsible for designing, managing, coordinating and communicating disaster response and humanitarian assistance. Participants will use flipcharts to highlight, describe and elaborate on the following questions.

Anecdotal questions to facilitate the Focus Group Discussion:

**Challenges and Solution for disaster managers:**

1. Highlights potential challenges in disaster management?
2. Potential/possible solution to overcome the disaster management challenges?
3. How are these challenges and solutions related to capacity building programmes?

**Current/Previous Training Courses**

4. What skills are commonly found in your organisation?
5. How are training programmes coordinated?
6. Do the current capacity building/developing interventions addresses the capacity needs of disaster management professionals? If not, what should be done to address this capacity?
7. Describe the modality of current/previous training programmes?
  - Modality/mechanism:
  - Strengths:
  - Weaknesses:

**Future Training Courses**

8. What skills are needed for managing an effective disaster response?
9. What are the key priority trainings courses for you or your organisation?
10. What type of training mechanism and delivery modality is needed?
  - Duration of trainings:
  - Modality: (Academic/Practice-based/Online)
  - Target Group
11. Things that should not be repeated in the future trainings?
12. Things that should be repeated in future trainings?