



WORLD
HUMANITARIAN
SUMMIT



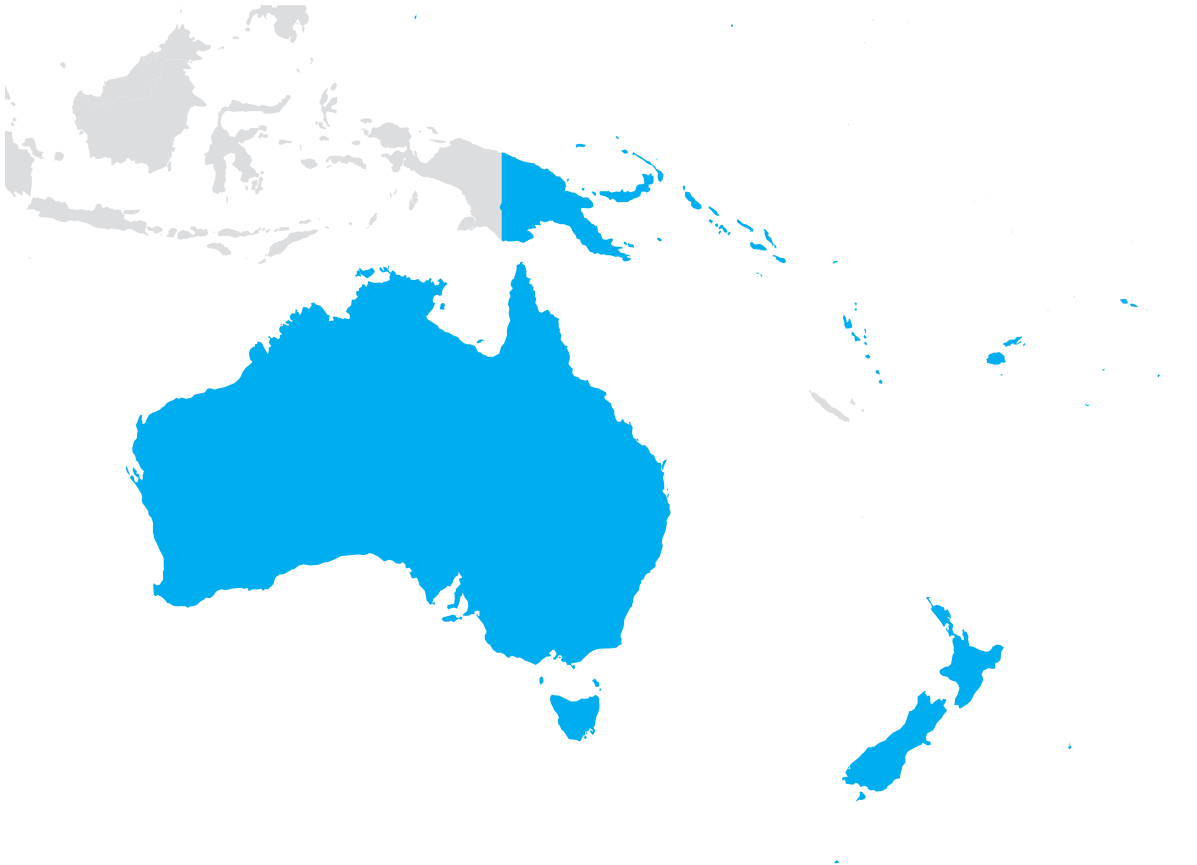
PREPARATORY STAKEHOLDER ANALYSIS

World Humanitarian Summit Regional Consultation for the Pacific

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INTRODUCTION



In preparation for the World Humanitarian Summit (WHS) regional consultation for the Pacific,¹ scheduled to take place in Auckland, New Zealand from 30 June to 2 July 2015, extensive stakeholder consultations were held across the region. The objective of these consultations was to identify priority humanitarian challenges and opportunities facing the Pacific and lay the foundation for further discussions and recommendations in Auckland. The report captures the main outcomes of the preparatory stakeholder consultations. It complements the Pacific region scoping paper² that was developed earlier in 2015, and is put forward as a think piece to stimulate discussions at the

regional consultation meeting. The outcomes from Auckland will feed into the WHS thematic and global consultations, the report of the Secretary-General on WHS and eventually the World Humanitarian Summit that will take place in Istanbul in May 2016.

A total of 1,428 people were consulted for this analysis across the Pacific region, from remote disaster-affected communities to government officials in capitals and beyond. The main focus of the consultations was on affected communities and how local, national and international partners can best support them in responding to and recovering from disasters. Stakeholders reminded that affected communities are not monoliths, but consist of groups with diverse needs, cultures and traditions and that a wholesale approach to humanitarian assistance therefore is not ideal. To ensure that humanitarian assistance is appropriate and tailored to people's needs, communities must be at the centre of all efforts, both humanitarian and development.

¹ For the purposes of the World Humanitarian Summit, the Pacific region includes American Samoa, Australia, Cook Islands, Federated States of Micronesia, Fiji, French Polynesia, Guam, Kiribati, Marshall Islands, Nauru, New Caledonia, New Zealand, Niue, Northern Mariana Islands, Palau, Papua New Guinea, Pitcairn Island, Samoa, Solomon Islands, Tokelau, Tonga, Tuvalu, Vanuatu, and Wallis and Futuna.

² See www.worldhumanitariansummit.org/whs_pacific/scopingpaper



1428
people



92
consultations



17
countries

The Pacific is a unique context for the humanitarian community. It covers a vast area, divided into the three sub-regions of Melanesia, Polynesia and Micronesia. Communities in the island nations are highly dispersed and often separated by expanses of ocean, with large distances to capitals and the Asian, American and Australian continents. The region is exposed to severe natural hazards which regularly put communities in harm's way. Stakeholders underscored that the people of the Pacific have grown resilient by having lived with tropical cyclones, tsunamis, earthquakes and other disasters for hundreds, if not thousands of years. However, with the changing risk context exacerbated by climate change, governments and communities can become overwhelmed by the scale and impact of disasters and therefore require additional support to diminish losses and save lives.

The people and organizations consulted for this analysis called for a collective effort to address risk in the region between the humanitarian, recovery, development, risk reduction and climate change adaptation sectors. An overwhelming finding from the stakeholder consultations was that most people, particularly those affected by disaster, do not distinguish between these different categories in their daily lives. Only by breaking such artificial boundaries can

the sum of the efforts be greater than its individual parts.

The stakeholder analysis sheds light on the work still to be done for humanitarian relief to reach its maximum potential. It uncovered six humanitarian priorities for the Pacific region:

- Placing affected people at the centre of humanitarian action;
- Realigning the humanitarian system to build on local capacities;
- Responding to displacement and human mobility;
- Bridging the humanitarian-development divide;
- Financing for preparedness, response and early recovery, and;
- Partnering with the private sector.

The report is divided into four parts: The first part explains the process undertaken to collect and analyze stakeholder perspectives. The second part outlines the outcomes of the preparatory stakeholder consultations under the six priority areas, each concluding with a set of ideas suggested to be used as a basis for developing recommendations in Auckland. The third part provides a summary of issues that cut across the priority areas. Finally, the report concludes with a suggested way forward.

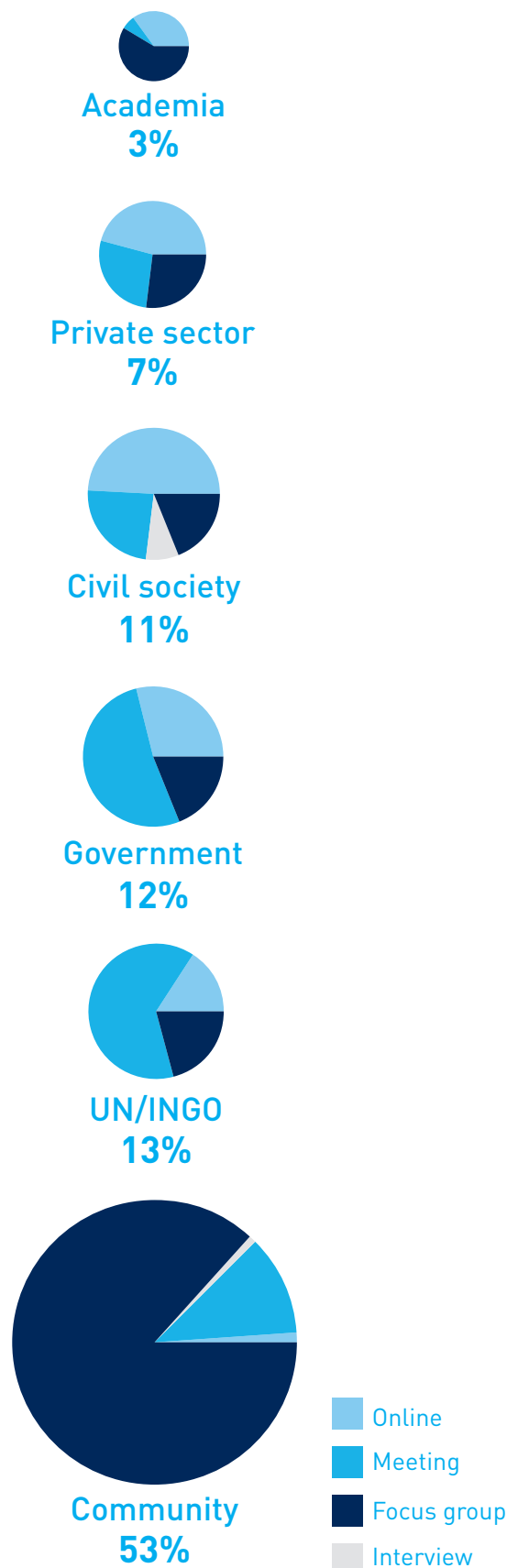
PREPARATORY STAKEHOLDER CONSULTATION PROCESS

Under the guidance of the World Humanitarian Summit Regional Steering Group for the Pacific, a host of partners helped organize consultations with 1,428 people in 17 countries³ as well as on the regional level between January and June 2015. Consultations were held with representatives of governments; regional organizations; donors; affected communities; diaspora; civil society organizations (CSOs), including faith-based groups and women's, youth and disability organizations; United Nations agencies and inter-governmental organizations; international non-governmental organizations (INGOs); National Societies of the Red Cross and Red Crescent Movement; as well as private sector and military actors.

In order to capture stakeholder perspectives and accommodate the diverse nature of experiences, skills and competencies of those consulted, methodologies varied, including focus group discussions, individual open-ended interviews, structured questionnaires, webinars and *talanoa*.⁴ In addition, a four-week online consultation was hosted on the WHS website to allow for humanitarian stakeholders and the general public to share their views and experiences. The Pacific faced two severe natural disasters - Tropical Cyclone Pam and Typhoon Maysak - during the primary stakeholder consultation period, impacting five countries in the region. While this affected the number of consultations conducted during the consultation period, the experiences of humanitarian actors, affected people and lessons learned from responding to these events also helped inform the analysis.

³ Australia, Cook Islands, Federated States of Micronesia, Fiji, Kiribati, Marshall Islands, Nauru, New Zealand, Niue, Palau, Papua New Guinea, Samoa, Solomon Islands, Tonga, Tuvalu and Vanuatu

⁴ Talanoa is a Polynesian term referring to storytelling as a means of relating experiences freely and in an informal way.





HUMANITARIAN PRIORITIES IN THE PACIFIC REGION

1. Placing affected people at the centre of humanitarian action

Stakeholders clearly articulated the importance of centering all humanitarian efforts on the needs, capacities and response efforts of affected communities. This is in line with growing global demand for increased participation of, greater accountability to and two-way communication with affected people. There is a moral imperative to put the needs of communities before competing political priorities. Dedicated initiatives in the region, such as the Listening Exercise conducted in Solomon Islands in 2013,⁵ have underscored the need to hear the ideas and insights of people who have experienced humanitarian disasters. Standards have been developed to guide engagement with affected communities, most recent being the Core Humanitarian Standard.⁶

This section identifies five key elements relevant for placing affected communities at the centre of humanitarian action: recognizing the role of kinship ties; strengthening churches' and faith-based groups' capacity in response; involving communities, in particular women and those living with disability, in decision-making; building on traditional coping mechanisms; and considering cash-based approaches, where appropriate, to give people more choice.

Recognizing the role of wantok, kinship ties and community governance structures

Clans, kinship ties, wantok⁷ systems and community governance structures play an important role in the way communities organize themselves in the Pacific. These traditional social structures and networks were repeatedly discussed in preparatory consultations

as sources of humanitarian assistance, social protection and psychosocial support. For example, stakeholders recounted how the vast majority of people displaced by the 2014 floods in Solomon Islands did not resort to evacuation centres and instead sought **shelter** from members of their extended families. People affected in Samoa by the 2009 Tsunami and the 2012 Cyclone Evan discussed how they sought assistance from traditional social structures, often more than from the government and humanitarian organizations. Online consultations revealed how in the aftermath of the 2010-2011 Christchurch earthquakes in New Zealand, Māori from outside the region utilized cultural and whānau (family) networks for support and relocated to their extended families in the North Island. UN organizations consulted in Papua New Guinea identified community systems as important providers of **security** during and after crises. Stakeholders also recognized the significance of kinship ties and cultural obligations by pointing to the relief efforts coordinated by Pacific island **diaspora** who often receive requests for assistance through social media.

"The families are still the ones who respond most effectively, being the first one close at hand that the people know and who are related to them (sic). In the Pacific culture, this is the most important element in any assistance."

Civil society organizations consulted in Niue

Stakeholders recognized the value in **identifying and strengthening these traditional networks** to better serve the needs of people affected by disasters. In Niue, among other countries in the region, some communities urged humanitarian actors to engage more systematically with community or clan **leaders**. Participants in the WHS Pacific webinar discussed how international responders to TC Pam in Vanuatu did

⁵ <http://www.cdacollaborative.org/media/53406/Solomon-Islands-Listening-Exercise-English-.pdf>

⁶ <http://www.corehumanitarianstandard.org/>

⁷ The wantok system or wantokism is derived from the Solomons Pijin term for 'one talk', meaning from the same language, and implies giving preference to kin in the expectation of a series of reciprocal obligations being fulfilled.

not sufficiently consult village chiefs, which resulted in incomplete information of needs and damaged relationships with local partners. In Australia, some NGOs recognized the potential of **channeling relief** through wantok systems. On the online discussion forum, participants suggested that resourcing traditional networks to assist their kin and communities could reduce the amount of relief efforts required from the government.

At the same time, consultations revealed that placing too much emphasis on **traditional structures**, such as wantok, poses risks. First, many stakeholders perceived kinship systems to be male-dominated, paying inadequate attention to the needs of women and girls and thereby reinforcing existing **gender imbalances**. Second, channeling relief through kinship ties can undermine the principles of **neutrality and impartiality**. Overall, however, stakeholders called for better awareness among humanitarian actors of clan, kinship and wantok systems and community governance in the Pacific, utilizing their strengths and advantages, while also being mindful of their potential weaknesses in emergency relief.

Strengthening faith-based groups' capacity in response

Churches, mosques, temples and faith-based organizations were highlighted as one of the **first, and last, humanitarian responders**, offering food, shelter and psychosocial services to people affected by disasters. Their role was discussed by communities and CSOs in Fiji, Kiribati, Nauru, Solomon Islands, Palau, Papua New Guinea, Tuvalu, Tonga and Vanuatu among others. A group of civil society organizations consulted in Fiji agreed that churches form a "key part of Pacific resilience, at the community level as well as at the personal and spiritual levels." During the consultations, stakeholders gave many examples of faith communities' involvement in emergency relief, such as church-based women's groups providing food and shelter to people affected by floods and typhoons.

Churches and other faith groups often have **significant comparative advantages when engaging in disaster response**, including extensive community-based **presence** throughout the Pacific compared to government authorities and humanitarian organizations. They have

access to **funding** and in-depth **knowledge** of local needs. Australian NGOs and Solomon Islands church volunteers noted that Pacific faith communities have strong two-way communication capacity with the local people with the potential to **raise awareness** about emergency preparedness among other issues. Church volunteers in Solomon Islands agreed and described how church services can be used to make announcements about disasters and how church bells can be rung to **warn** communities of disasters. Members of the UN Country Team in Papua New Guinea noted how churches enjoy **trust** from local communities, a quality that was identified as a key success factor in humanitarian action throughout the region.

At the same time, stakeholders recognized that humanitarian relief provided by churches and other faith groups was **not entirely unproblematic**. For example, a community consulted in Vanuatu discussed how some local churches were perceived to provide disaster relief only to their members after TC Pam and not to other affected people in the community, raising concerns about **partiality**. Humanitarian, mostly secular NGOs consulted in Australia noted how churches at times communicate **competing** and contradictory messages, which can complicate preparedness and response. While faith-based women's groups were active in response, faith-based groups' decision-making bodies in the Pacific were often **male-dominated**, perpetuating imbalanced gender roles.

With these experiences in mind, stakeholders urged governments and humanitarian organizations to acknowledge the opportunities and risks of further involving churches and other faith groups in humanitarian action. Faith-based responders should engage with formal humanitarian structures to more effectively contribute to collective and neutral response efforts when a crisis hits.

Involving communities, including women and those living with disability, in decision-making

Stakeholders across the Pacific called for **more consistent and participatory involvement of affected people in humanitarian decision-making** to increase accountability to affected people. Communities consulted throughout the region felt that their views were not taken adequately

into consideration by governments or humanitarian organizations. In Kiribati, a community experienced that humanitarian organizations had “used [them] to access funding from international donors but their views had not been sought on how the received funds should be utilized.” Communities in Vanuatu revealed the importance of feedback loops, as they felt over-consulted by humanitarian organizations after TC Pam but found little evidence that their recommendations had informed decision-making. In Tuvalu, only one out of sixty-two people in a consultation meeting had been involved by humanitarian actors when planning the response to TC Pam. In Manus Province in Papua New Guinea, a community leader regretted that the surrounding community had not been consulted before the establishment of an immigration detention centre.

Absent or limited community involvement in decision-making can result in ineffective and poorly tailored programming as well as an inaccurate understanding of affected communities’ priority needs. As stated by a community consulted in Vanuatu: “We were not asked [by the government] what we wanted to receive before distributions. Some of the things were useful but some we didn’t really need.” In Papua New Guinea’s Southern Highlands, displaced communities practicing polygamy noted how their family structures had not been considered by humanitarian organizations, resulting in too few relief kits being distributed. This increased family disputes and underscored the importance of conflict sensitive programming. In Palau, communities had received inappropriate food assistance that they neither needed nor were equipped to cook.

As a way to more systematically involve affected people in decision-making about their own preparedness, response and recovery from humanitarian disasters, stakeholders across the region noted the role of community disaster management groups and **community disaster committees** (CDCs). Such bodies were identified as effective responders that need to be engaged also outside of emergency situations to support their work long-term. A community consulted in Vanuatu urged humanitarian organizations to work more closely with CDCs, when they exist, suggesting that they represent the community and can communicate its needs. They can also assist in accounting back to affected communities. In Tonga, some CDCs

have designed risk maps and identified **evacuation** and **DRR** plans, which can be uploaded to centralized systems to be systematically considered by governments and humanitarian organizations. In Solomon Islands, communities advocated for CDCs to be established in rural areas in addition to urban centres.

While CDCs are generally seen as important mechanisms for engaging affected people, stakeholders identified a number of **ways in which they could be improved**. In Solomon Islands, for example, a community consultation revealed the need to address the gender and age imbalances in the committees, with a call to **involve more women and young people** in bodies that are meant to represent community needs and capacities. People affected by disasters in Fiji echoed the importance of engaging **youth** in disaster committees and in community consultations. Others suggested that youth should be consulted and involved in decision-making in innovative ways, particularly in locations with internet access.

Stakeholders in Tuvalu and Papua New Guinea, among others, articulated importance of engaging **disabled people** and disability organizations in humanitarian decision-making, including through community disaster committees, given the high rate of disabilities in the region. Australian CSOs noted how disability organizations, particularly at the regional level, have made significant gains in developing capacity to ensure better inclusion of people with disabilities in humanitarian action. Further work is needed to ensure regular involvement and data disaggregation to reveal how disability is taken into account in disaster management.

Other ways to consult community perspectives in humanitarian action were also discussed. For example, the New Zealand Red Cross recently established an **advisory group** to build connections between leaders from the Red Cross in Tonga, Fiji, Samoa, the Cook Islands, and from the Pasifika community in New Zealand. This group, chaired by a Tongan community leader, aims to provide information and advice to Red Cross and Pacific governments on how to address community needs and offer a structure for developing solutions to humanitarian needs together.

Stakeholders consistently underscored the criticality of **including women in decision-making**.

Women consulted in the region lamented how men are consulted more often about humanitarian issues. Members of the Pacific Humanitarian Team (PHT)⁸ and the UN Country Team in Papua New Guinea seconded the need to increase women's participation in decision-making related to their wellbeing, in view of the particular needs and vulnerabilities that women and girls face during and after disasters. A women's organization in the Federated States of Micronesia, for example, noted that the government had not consulted them about disaster preparedness or response. There is ample evidence demonstrating how women's participation in planning humanitarian activities improves their effectiveness. Participants in a webinar agreed that gender and protection concerns can only be meaningfully addressed if women are involved in related decision-making.

"If we need immediate assistance, it takes too long when our opinions go through men. We are different. We have different needs. If you deal with women directly, then we could voice our concerns."

Women consulted in Vanuatu after TC Pam

Progress has been made: The Vanuatu Ministry of Justice, with the support of UN and INGOs, has established **Women's Information Centres** to strengthen outreach and engagement with women. These centres offer a point of contact for women to access information on humanitarian assistance and recovery and organize women's voices to inform the assistance process, through both design and monitoring. Several NGOs applauded the significant number of **well-established women's groups** in the Pacific, many of which were engaged in longstanding development projects. These pre-existing relationships made engagement during disasters easier and offered a platform for more systematic collaboration in disaster preparedness.

Despite the advances made in the region to involve and consult women in humanitarian action, women in Niue, Palau and Solomon Islands highlighted the challenges in fully accessing

discussions related to disaster preparedness and emergency relief as they were "too complex" to take part in. This was echoed by affected people more broadly, who called for clear **communication tailored to specific communities' needs and abilities**. For instance, community representatives reported that information on assistance following the Christchurch earthquake could have taken into consideration the diversity of the communities affected and thus been provided in more accessible formats. Communities affected by cyclones, floods, earthquakes and volcanic ash in Vanuatu noted how warnings received by text message from the meteorological office, while useful, often used scientific language that they struggled to understand. There was a general recognition of the importance of the **right to information**.

Building on traditional coping mechanisms

In line with calls to ensure that affected communities' capacities are at the heart of humanitarian action, stakeholders identified great potential in the Pacific to recognize and build on communities' **traditional coping mechanisms**. Such mechanisms are informed by hundreds, if not thousands, of years of experience in dealing with disasters and vary considerably by country and sub-region.

Examples of traditional coping mechanisms cited by communities in Fiji, the Republic of the Marshall Islands, Papua New Guinea, Tonga and Vanuatu included using traditional agricultural disaster preparation techniques to preserve seeds; fermenting and drying food; building traditional cyclone-proof housing; sheltering in caves; planting mangroves and the Teve plant to protect from storm surges and cyclones; predicting disasters from the behaviour of animals; using conch shells to issue early warning; and inter-cropping to improve food security. New Zealand based INGOs observed the value of traditional reconciliation mechanisms that can prevent community tensions from escalating into conflict scenarios.

Members of the Pacific academic community among others suggested that traditional coping mechanisms had been an **important contributor to relatively low death tolls** in many natural disasters in the region, including from TC Pam in Vanuatu. Despite this, stakeholders argued that

⁸ Pacific coordination framework for partnership in disaster preparedness and response based on the Inter-Agency Standing Committee framework.

such coping mechanisms were **not sufficiently supported or acknowledged by humanitarian actors**. Civil society organizations in Vanuatu, for example, noted how international humanitarian organizations often did not take traditional coping mechanisms into consideration when planning their disaster preparedness and response activities. Members of the PHT noted how traditional ways of coping with recurrent disasters were not considered in **assessments**, rendering an understanding of communities' capacities incomplete. Some affected communities expressed concern at the inadequate attention paid to traditional knowledge by the communities themselves, calling for **passing on** the knowledge and traditions particularly among young people and communities disbursed due to migration and urbanization.

Some stakeholders, however, drew attention to the **limitations of traditional coping mechanisms**. In Palau, communities did not evacuate the northern island of Kayangel ahead of Super Typhoon Haiyan due to spiritual links to land. A health cluster representative from the PHT expressed concern about the risks of traditional medicine and people delaying access to conventional treatments. Communities consulted in Solomon Islands pointed to the risk of traditional knowledge and practices being **outdated** in the context of extreme weather patterns caused by climate change. Others suggested that the mechanisms **should be adapted** to manage risk in a changing context. Others again proposed the importance of complementing traditional knowledge with science to ensure appropriate response. Overall, stakeholders identified significant **innovation potential** in creating fusions of traditional coping mechanisms and current practices.

Considering cash-based approaches to give people choice

Some stakeholders suggested that people affected by disasters could also be **empowered** to make decisions on their disaster response and recovery through using diverse and innovative approaches such as **cash-based assistance, including cash transfers and cash-for-work programmes**. Inserting cash into affected markets was seen as a way to improve liquidity and revive local economies, as well as to strengthen existing skills in the case of cash-for-work.

Cash-based approaches have already been used in the Pacific region, for example in Fiji after TC Evan, Tonga after TC Ian and Vanuatu after TC Pam. Recently in Vanuatu, the government agreed that cash-for-work programmes were only implemented in urban communities, where money is used.

Whereas other WHS consultations across the world had generally been positive about cash-based approaches, with the prerequisite that they are used in the context of functioning markets, many stakeholder were **hesitant** about the use of cash-based assistance in the Pacific. For example, UN Country Team members in Papua New Guinea specified that recent experiences with cash in the country had bypassed the local banking system and therefore not leveraged the full potential of the private sector. Programmatic elements of cash distributions, such as lack of coordination and poor targeting, were also identified as challenges, resulting in duplications and gaps. Representatives of humanitarian organizations in several countries highlighted what some described as the **"compensation mentality"**, where affected people are seen to look to authorities to provide compensation after disasters. There were concerns expressed by government representatives in Samoa and Solomon Islands that providing cash would **undermine communities' self-reliance**, kinship ties and traditional coping mechanisms. Others echoed this sentiment and cautioned humanitarian actors to not contradict local customs by introducing cash assistance. Fears of corruption, disruption of social fabric and reinforcement of gender inequalities were also suggested as potential risks.

It was noted, however, that some of the criticism expressed toward cash-based approaches in fact reflected **challenges with traditional forms of assistance in general**, highlighting the need to improve the way humanitarian needs are addressed more broadly. Some of the hesitancy was also based on the fact that the modalities for using cash-based assistance were still being developed and adapted. **Conditional** cash transfers – particularly through **vouchers** – were agreed to be the least problematic type of cash assistance for the region. Overall, when markets have the ability to operate, further consideration of the costs and benefits of cash-based approaches was deemed necessary.

Based on the outcomes outlined above, the following ideas may be used as a basis for developing recommendations as appropriate:

- Governments and humanitarian organizations to routinely involve communities, particularly women, as well as people living with disabilities, youth and the elderly, in the design and implementation of preparedness and response initiatives.
- Humanitarian actors to incorporate feedback from affected people to improve accountability to them, for example by increasing the use of independent opinion surveys and new technologies to gauge affected people's response to relief efforts.
- Donors to make humanitarian funding contingent on proven involvement of disaster-affected communities in the planning, implementation and monitoring of humanitarian action, for example by introducing minimum standards of community engagement.
- National and international humanitarian partners to acknowledge and make use of traditional structures and community networks when preparing for disaster response.
- Governments and humanitarian organizations to include religious entities and faith-based groups in preparedness and response planning at national and local level, including through regional networks where applicable.
- Humanitarian actors to seek to integrate traditional knowledge and coping mechanisms with advances in science and technology to better serve the needs of people in an increasingly changing risk context, including the growing threats posed by climate change.
- All humanitarian actors to develop, where appropriate, methodologies for cash-based approaches to give affected people choice and to revive markets, informed by real-time assessments of the local economic impact of such approaches and building on the experience of remittances.



2. Realigning the humanitarian system and building on local capacities

There are diverse actors providing humanitarian relief in the Pacific, ranging from governments and civil society groups to international humanitarian organizations, faith-based organizations and militaries. The landmark UN General Assembly resolution 46/182 states that governments are responsible for leading and coordinating humanitarian assistance. Although not contested, stakeholders ranging from civil society organizations to UN agencies repeatedly called for clearer communication about the roles and responsibilities of various actors involved and for ways to realign the efforts of local, national, regional and international actors to better serve the needs of affected people.

This section identifies five key elements relevant for realigning the humanitarian system and strengthening local capacities: localizing humanitarian preparedness and response; strengthening civil society; channeling regional support for local response; optimizing military support; and improving locally owned needs- and capacity assessments.

Localizing humanitarian preparedness and response

There was consensus in the region that **governments lead** disaster preparedness, response and recovery efforts, particularly in natural disaster situations. Pacific governments recognize this core responsibility and have demonstrated strong leadership in many disaster situations over the past years. Yet stakeholders agreed that more should be done to build governments' capacity to lead and respond, and – linked to this – international humanitarian organizations to assume a supporting rather than leading role.

It was suggested that the success of nationally and locally led humanitarian response was partly contingent on the functionality and effectiveness of **national coordination mechanisms**, including in the preparedness phase. Stakeholders noted that country-level, cluster-like systems had been established in Fiji, Papua New Guinea, Samoa, Solomon Islands, Tonga and Vanuatu, with a variety of experiences. Many underscored the importance of strong national ownership of clusters with **clear reporting lines**. In the case

of the Vanuatu Humanitarian Team (VHT), which played a crucial role in the coordination of activities after TC Pam, stakeholders saw a need to clarify its relationship with the national disaster management office (NDMO) and government-led clusters. In response to experiences in the region, there were suggestions to strengthen coordination at **provincial and local levels** as authorities there were seen to have a better understanding of humanitarian needs and local capacities, as well as better access, in particular in outer islands. For this to work, however, governments must invest in appropriate capacity and resources at all levels, including provincial level. In order to be effective, localizing efforts must be supported by rapid disbursement of **resources** from the national level to support provincial and local responders. Arrangements also need to be in place before the disaster, having been committed to by all relevant actors.

International humanitarian organizations agreed that governments should lead, where possible, the coordination of humanitarian response and be supported by regional and international actors. Yet, **international actors** were criticized for at times either taking over or side-lining national coordination arrangements, particularly during large-scale disasters, undermining governments' authority. "Soul-searching by large organizations is needed to flip this dynamic", argued a panelist on a WHS webinar. Conversely, officials described that the reason so many international organizations "**parachute in**" after disasters was in response to specific requests of affected governments, and based on their ability to scale up the required response in a timely manner. On the other hand, it was suggested that un-coordinated government leadership could make the involvement of international actors chaotic as well.

Pacific Humanitarian Team members noted that **affected governments' level of preparedness** for humanitarian disasters determine the effectiveness of any response, including the use of resources, capacity and expertise requested from the response actors. It was therefore highlighted that governments that are well prepared for disasters are better able to coordinate the response, assess gaps and request external support for specific tasks. Emphasis was placed on

governments investing in their national disaster management offices and other related departments, both financially and with sufficient human resources, and integrating disaster management across all national agencies and development investments rather than treating it as an add-on.

The integration of disaster management across government agencies was seen as a challenge in countries with smaller bureaucracies and limited human resources. The importance of **permanent staffing** was underscored against the tendency in the region to over-rely on overseas secondments to maintain a functioning disaster management capacity. Governments were encouraged to resist the temptation for quick and cost-free fixes, and instead fund disaster management capacity where required. There is a need for governments to invest in **strengthening the interoperability of national agencies** that feature prominently in disaster response, including fire and emergency services, health services and the police. Respondents also highlighted the importance of strengthening links between agencies and line ministries, NDMOs, the Prime Minister's Office and the treasury as a way to ensure a much-required **whole-of-government approach** to disaster risk reduction (DRR), preparedness and response.

Against this backdrop, international humanitarian organizations urged governments in the region to **not** treat government leadership and international support in humanitarian response as **mutually exclusive**. They recommended that integrated preparedness planning and capacity building with government and humanitarian partners would enhance the effectiveness of response and secure sufficient support for government leadership. Supporting governments to build required capacity to respond would help reduce risk to lives and the effectiveness of the response. Localized response leadership had to be matched by systematic and prioritized capacity building by the respective governments.

In addition to capacity, the role of **national disaster laws** was emphasized as a contributing factor to nationally and locally owned humanitarian action. This included ensuring that other agencies had emergency management within the scope of their functions in their enabling legislation. It was noted that the Governments of Fiji, the Federated States of Micronesia, Samoa, Solomon Islands and Vanuatu were currently in

the process of revising their disaster legislation. Some stakeholders called for such laws to be aligned with the **standards of international disaster response laws** (IDRL), noting that very few countries in the Pacific had incorporated IDRL guidelines in their national legislation.

Strengthening civil society

Civil society was identified as a **critical and complementary counterpart to governments** in the Pacific. The region is rich with experienced civil society groups and non-governmental organizations, including dedicated organizations promoting the rights of women, youth and disabled persons and a vast network of Red Cross National Societies. Stakeholders discussed civil society organizations' strengths in humanitarian response and pointed to their **understanding of the local context**, the trust they enjoy from the surrounding communities and their advocacy role and reach on humanitarian and human rights issues. There was also recognition that local CSOs at times were less reliant on international funding than their national, regional and international counterparts, making them less restricted by possible donor conditionalities and potentially more **accountable** to the communities they serve.

Civil society organizations' **close proximity to affected people** was discussed as one of their main strengths. CSOs consulted in Nauru suggested that as a result of civil society groups being embedded in the communities they serve, they "know the needs and concerns of the people best". Echoing the importance of proximity, UN partners among others suggested that CSOs should be more involved in **needs and capacity assessments**. CSOs were also identified to play a key role in **community-based risk reduction**, including the coordination of community-based evacuation plans. Communities often preferred to interact with CSOs rather than government officials, expressing distrust toward governments, particularly at the capital level. Consultations in Fiji and Palau resulted in a recommendation for governments to acknowledge civil societies' contribution to humanitarian action on a policy level and for governments and CSOs to work more closely together. Red Cross actors in the region called for recognition and strengthened support for the role of **Red Cross National Societies as auxiliaries** in humanitarian response **to their public authorities**.

While many civil society actors, such as Red Cross National Societies, have **pre-existing relationships with governments and donor agencies**, others lack appropriate contacts to access **international funding for localized humanitarian action**. Participants in a consultation on financing suggested that the most efficient way to channel funding to local organizations could be to **use existing structures**, such as the cluster system. Solutions would need to be found for contexts where clusters did not exist or were not activated on an ongoing basis. Respondents also emphasized the need for local organizations to gain the trust and confidence of donors in their ability to deliver humanitarian assistance in an effective and principled manner. The minimum standards for CSOs developed by the Civil Society Forum of Tonga were seen as a positive step toward better accountability. **Stronger networks between national and regional CSOs** were also seen as beneficial, with a recommendation from Palau for a regional body to create a formal framework for engagement between these constituencies.

Notwithstanding the value of civil society in humanitarian action, stakeholders also pointed to **caveats** to their effective and principled engagement. For example, a representative of the Red Cross Movement highlighted that it was critical for CSOs, with the support of their partners, to **ensure that they truly represented the people they serve**. This requires investment in strengthening the governance of civil society groups, including on the leadership level. Others noted instances of spontaneous volunteers and well-meaning but in-experienced NGOs with no local relationships establishing assistance programmes, and called for ensuring appropriate linkages to coordination mechanisms.

Channeling regional support for local response

Countries throughout the Pacific, including Australia and New Zealand, share many of the same risks of natural hazards. As most Pacific island government bureaucracies have modest human resources, stakeholders called for more pronounced **regional collaboration** in humanitarian action. Some stakeholders recognized that in the Pacific there are existing **bilateral relationships** between countries that create a support structure and form a basis for formal requests for assistance. **Regional South-South cooperation** was

also seen to offer an increasingly effective solution for mutual support and exchange of expertise. A member of the PHT noted that strengthening regional cooperation was relatively easy in the Pacific compared to many other, more politically divided regions in the world. A UN Resident Coordinator noted that Pacific solidarity was exemplified in the aftermath of TC Pam when Tonga, Solomon Islands and Fiji provided support to Vanuatu, facilitating transport of supplies and deploying engineering and medical teams.

Regionally deployable capacities were put forward as a possible solution to sudden-onset emergencies where national resources may be overwhelmed by the sheer size of the emergency. **Foreign medical teams** (FMTs) were suggested as one example of such deployable capacities, with a particular focus on supporting under-resourced hospitals and clinics. As discussed by members of the PHT, there was **room for improvement**. Registering and coordinating an influx of deployed capacities could be time consuming. A lesson from recent experiences in Vanuatu was that such systems would need to be **designed in advance** to operate most effectively. Others pointed to **positive experiences** of regional health cooperation, with the example of the Government of Fiji supporting the Government of Vanuatu by **deploying midwives** for the TC Pam response. It was suggested that the Pacific governments could adapt the **East Asian Summit Toolkit** to help better manage offers and incoming assistance, including medical teams. The PHT called for a regional surge roster for response capacity to better utilize Pacific capacity and potentially reduce the number of deployments from outside the region. The Secretariat of the Pacific Community (SPC) is currently the secretariat for the Pacific Islands Emergency Management Alliance (PIEMA), an outfit that could offer a platform for regional surge capacity to support national efforts. Stakeholder underscored, however, the importance of regional deployments being a **temporary** solution that do not replace the need for governments investing in their own response capacity.

Stakeholders recognized the important role **regional organizations** could play in **supporting national and local efforts**. Academics consulted in Fiji suggested that regional organizations, including the SPC, Pacific Island Forum Secretariat (PIFS) and the Secretariat of the Pacific Regional Environment Programme (SPREP),

could assume a stronger role in **regional contingency planning**. As highlighted by a UN official, the **Framework for Pacific Regionalism** formulated in 2014 to strengthen regional cooperation and integration could serve as a useful instrument to build capacities of national and local actors in promoting a localized approach to humanitarian action, through shared resources as well as shared learning. In New Zealand and Australian consultations, regional organizations were seen as holders of **shared learning and resources**, having disaster risk management experience, and amplifiers of smaller Pacific island country voices.

Optimizing military support

Stakeholders argued that the ability of the Pacific humanitarian community to meet the needs of people in crisis could be enhanced through the **appropriate and principled use of military assets**, particularly in the context of natural disasters. Police and military assets are frequently used to conduct **air- and sea-based assessments** and **transport humanitarian goods** to communities impacted by disasters in remote locations. The Papua New Guinea UN Country team, among others, remarked on the comparative advantage of militaries to provide logistical support to humanitarian partners in many parts of the Pacific.

The France, Australia and New Zealand Agreement (**FRANZ**) was formed in 1992, principally to coordinate partners' military support to disaster response in the Pacific. Most recently, FRANZ was mobilized to support the TC Pam response, providing vital air and sea assets for aerial reconnaissance and the delivery of aid and personnel across affected islands. Assets were also deployed from the United Kingdom, Fiji, Solomon Islands and Tonga. With the development of new technologies for surveillance, such as drones, consideration needs to be given to the most cost-effective mechanisms of undertaking this task in the future in order to continue to optimize military support provided.

Stakeholders in the region echoed recommendations made at the Global WHS Humanitarian Civil-Military Coordination Forum held in Singapore in April 2015, calling for better promotion and coherence of **existing** Oslo and Military and Civil Defence Assets (MCDA) **guidelines**, as well as the establishment of a **regional consultative group** for common planning by governments, militar-

ies and the humanitarian community so that deployments are better coordinated and phased. A government representative suggested that the Pacific Emergency Management Alliance could play a key role in this. Other recommendations included **regional civil-military-police training** and affected states conducting careful mapping of offers of support and identifying where support is required. Stakeholders underscored the importance of military contributions being **civilian-led**, neutral and temporary, with a transition to a fully civilian response as soon as feasible.

Improving locally owned needs and capacity assessments

Stakeholders identified the **lack of accurate data about humanitarian needs and capacities** as a key hindrance to effective humanitarian action in the Pacific, impacting all humanitarian partners' ability to provide needs-based assistance and protection. Poor quality data was highlighted in consultations in Fiji, New Zealand, Samoa, Solomon Islands, Palau, Papua New Guinea, Tonga, Tuvalu and Vanuatu, as well as by the Pacific Humanitarian Team.

"Many governments and organizations in the region approach assessments from the icing perspective, not the cake perspective. Few people talk about the methodology and how affected people will be involved, but instead about how the findings will be presented."

Humanitarian worker consulted in Fiji

While stakeholders expressed appreciation for the **regional training** received on needs assessments, they noted that regional assessment templates have resulted in a **"one size fits all" approach**, where governments are not encouraged to tailor the assessment tools to specific contexts. Consultations also revealed the **overlapping and uncoordinated** nature of assessments, with the example of the 2014 Solomon Islands flood response, when 15 different assessments had been conducted using **multiple assessment forms**. Affected people consulted in Tonga expressed frustration about having been approached by different surveys eight times following Tropical Cyclone Ian.

In order to improve assessments, several suggestions were put forward. Emphasis was placed on the need to simplify **assessment tools**, standardize project proposal **templates**, provide pre-disaster **training**, develop **Standard Operating Procedures** and define **roles and responsibilities** of different actors involved in assessments. While there was a call for tailoring assessments to specific contexts, stakeholders recommended that certain elements, such as protection, were made constant. The importance of sourcing sex and age disaggregated data was also highlighted. International NGOs consulted in New Zealand recommended Participatory Disaster Risk Assessment as a useful tool for developing a long term recovery plan and linking with appropriate government agencies. Participants in a regional financing consultation requested that the **use of technology** in needs

and capacity assessments should be optimized. This should include mobile phone based software, as used recently by some organizations and clusters in Vanuatu, and other innovations. CSO consultations in Australia discussed the opportunities for **mobile technologies** to enhance needs assessment and accountability, increasing effectiveness and further putting people at the centre of response. Consistent **involvement of local and provincial actors in conducting assessments** was suggested as an important step towards more accurate information to inform humanitarian action. Using mobile phone technology could enhance local participation in needs assessments, considering the widespread availability of cell phones in the region. New Zealand based communities noted that once obtained, assessment information should be **accessible** by all key stakeholders.

Based on the outcomes outlined above, the following ideas may be used as a basis for developing recommendations as appropriate:

- Governments to strengthen policy and funding frameworks to increase national disaster management capacity, including setting benchmarks on when to engage with regional and international partners.
- International humanitarian organizations and donors to define clear entry and exit strategies on their engagement in humanitarian action, based on locally expressed needs and ability to add value to existing capacities.
- Governments to strengthen links between relevant line ministries, the national disaster management office, the Prime Minister's Office (PMO) and the Treasury as a way to ensure a whole-of-government approach to disaster risk reduction, preparedness and response, including by considering the appointment of a Chief Risk Officer in the PMO to coordinate all areas of government disaster management.
- Civil society organizations to strengthen national networks, secure sustainable funding and map existing capacities to coordinate with and complement government efforts in community-based disaster preparedness and response.
- Governments to ensure that national and local coordination mechanisms are well equipped and resourced, and international humanitarian actors to commit to making use of and reinforcing these coordination fora.
- Governments to align legal frameworks for disaster risk management with international disaster response laws (IDRL), drawing on the IDRL guidelines which assist governments to become better prepared for the common legal problems in international response operations.
- Governments to explore and adapt approaches used in other regions for building capacity and managing offers and requests for international disaster assistance, including deployable capacities.
- Governments to ensure adherence to existing guidelines on civil-military coordination and ensure adequate preparedness, coordination planning and regular joint exercises with military partners for appropriate and principled military support in disaster response.
- Regional organizations to provide technical expertise and build on existing regional contingency planning efforts.



Antonio Massella/UNOCHA

3. Responding to displacement and human mobility

Displacement in the Pacific is mostly internal, following sudden-onset natural disasters or slow-onset effects of climate change. While the region has not faced major conflicts since Solomon Islands in the early 2000s, inter-communal and tribal violence exist, leading to displacement. The region does not witness a high level of refugee movements, but Australia and New Zealand are destination countries for asylum seekers from mainly Asia, arriving both by air and sea travel. Those seeking to reach Australia by boat are transferred to Nauru and Papua New Guinea's Manus Province where their asylum cases are processed. Given that displacement and human mobility are expected to increase significantly in the Pacific in the next decades, due to a combination of factors including natural disasters, climate change, natural resource extraction, and economic, health and education opportunities, stakeholders called for **proactive and holistic ways to prevent unwanted displacement and manage migration** as an adaptation mechanism.

This section identifies three key considerations related to responding to displacement and human mobility in the Pacific: preventing and managing climate change induced displacement and relocation; developing frameworks for internal displacement; and protecting displaced populations.

Managing the risk and consequences of climate change induced displacement and relocation

Affected communities, humanitarian organizations and government representatives across the region repeatedly mentioned **climate change as one of the main causes of vulnerability and a humanitarian threat in the Pacific**, with significant effect on displacement. Communities cited rising sea levels, negative impact on crops and fisheries and extreme weather events such as droughts, floods and cyclones among the climate change impacts they perceived already. In the words of one stakeholder, with climate change "disasters become disasters on steroids". As discussed elsewhere in the report, disaster risk reduc-

tion, resilience building and climate change mitigation were seen as preferred ways forward instead of merely reacting to disasters exacerbated or caused by climate change.

"We need to enhance disaster risk reduction and climate change adaptation in the Pacific ... [so] that if disaster strikes, people may avoid displacement altogether – or be displaced for a much shorter period of time. Humanitarian assistance should not be the default option because it is remedial rather than proactive."

Academic stakeholder from Australia

With the advances of climate change already a reality in the Pacific – particularly for Pacific communities in low-lying, coastal and atoll communities – some stakeholders proposed practical solutions to immediate needs. In Tuvalu, a community proposed "two Plans: Plan A to raise the island or Plan B to relocate." **Relocation** was indeed extensively discussed by stakeholders, for example in Fiji, Kiribati, Marshall Islands, Niue, Palau, Papua New Guinea and Tuvalu. Relocations are usually planned in **collaboration between the government and the communities**, such as in Tonga, and are at times funded by international **donors**. There have also been examples of **chiefs** negotiating and implementing relocation to higher grounds bilaterally, as reported in Solomon Islands.

While the majority of relocations in the region are in-country, stakeholders noted that there have been examples of low-lying atoll countries, like Kiribati, buying land in other countries for food production purposes and also to relocate populations to avoid future humanitarian disasters. **Current international and national legal frameworks neither facilitate nor support cross-border relocation in these circumstances**. Some temporary protection mechanisms, such as the use of humanitarian visas and extended stay arrangements in New Zealand, exist to provide short-term assistance to people displaced by a disaster. Australia and New Zealand both have wider family and employment migra-

tion policies that provide opportunities for Pacific migrants to relocate there. In some instances, climate change was a secondary driver in their decision to migrate. In these cases, existing diaspora communities provide significant support in the settlement process.

The **Nansen Initiative**, a state-led consultative process for people displaced across borders in the context of disasters and effect of climate change, is the first initiative whose outcomes will potentially lead to laws or agreements on the protection of disaster-displaced people. This was welcomed by stakeholders.

“Building the legal framework on cross-border migration due to disaster and the impact of climate change is definitely a real need in the Pacific in our preparation for any necessary relocation.”

Participant from Cook Islands in the WHS Pacific online consultation

Relocation is a sensitive issue, because the **preservation of one’s culture, including through one’s links to ancestral land, is essential** in the Pacific. As revealed during the earlier Nansen Initiative consultations in the Pacific, most Pacific islanders do not want to move. This was echoed in the WHS online consultations, where a participant from Cook Islands stated: “To even think that one day we are going to have to leave our islands and the land of our ancestors because of climate change ... is heart-breaking for most Pacific islanders. However, we are starting to understand that we must all face the reality of life and the impact of climate change.”

Humanitarian organizations consulted in Papua New Guinea pointed to the relationship between climate change-induced displacement and **inter-communal tensions and even conflict**, in particular when host communities are not consulted. They noted how in the country, as in most of the region, there was no history or precedent of land being re-allocated for public use to resettle, for example, relocated persons. They therefore advocated for regional solutions to **land rights** and noted the potential benefits of a regional approach to such issues. They further suggested that disaster risk reduction activities should include measures to mitigate inter-com-

munal violence in order to offset this threat in future disasters or climate-induced displacement. This was considered important also in urban relocation destinations, where heterogeneous communities are “thrust together and do not establish safety nets or possess or apply local knowledge to enhance their own resilience”.

Communities and organizations across the Pacific, including in Tuvalu and Papua New Guinea, pointed to the **psychological impact** of climate change induced relocations and the need to provide culturally appropriate mental health services to support communities during and after relocation. Adverse psychosocial impact of forced relocation was also highlighted in Palau and Solomon Islands. In several countries across the region, faith-based groups were taking the lead in **preparing communities for relocation** from climate-affected areas. In addition to mental health, stakeholders discussed the importance of preserving the **dignity of people being relocated** and working with development partners to ensure appropriate **livelihoods** opportunities to ease integration and sense of belonging.

Developing frameworks for internal displacement

While internal displacement is a significantly more common response to disasters in the Pacific than crossing international borders, stakeholders lamented **that no country in the region had adopted a national framework on internal displacement**. They welcomed the range of disaster risk management and climate change adaptation legal and policy documents developed by countries in the Pacific, but noted that displacement terminology was largely absent from the discussions. While elements of internal displacement may be considered as part of urban development policies, the lack of dedicated legal frameworks for the protection and assistance of internally displaced persons (IDPs) was disconcerting.

There has been recent progress, however, as **Papua New Guinea** is the first country in the region to be in the **process of developing a national policy** on internal displacement. The Prime Minister’s Office, with support from the International Organization for Migration (IOM) and others, is currently conducting a policy analysis with plans to implement an IDP framework in late 2016. The framework is expected to set

out the roles of government and non-state actors, such as humanitarian organizations, and will consider displacement induced by climate change as well as conflicts and natural disasters. Stakeholders in Papua New Guinea recognized the opportunity to improve the protection and assistance to IDPs through a national policy and underscored the importance of building on existing IDP frameworks elsewhere, including Uganda's IDP policy and the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa, known as the Kampala Convention.

“There is a need for solutions across the region to both IDP rights and land rights. This may involve regional policies and initiatives.”

Members of the Papua New Guinea
UN Country Team

Stakeholders expressed **appetite for developing a regional framework on internal displacement**, with some suggesting that lessons should be learned from the ongoing exercise in Papua New Guinea. One person noted that in order for any IDP policy in the Pacific to be successful, whether at national or regional level, traditional land tenure systems and land rights should be carefully considered. Another stakeholder called for careful consideration of the role of kinship ties and family networks in hosting internally displaced people, often for extended periods of time with impacts on host family livelihoods, and reflecting this in any plans that are developed would be critical.

Protecting displaced populations

The protection of disaster-affected and displaced people was a recurrent theme in the preparatory consultations. Emphasis was placed on the **need to consider the diverse protection needs** of different groups and individuals. An online discussant from a UN agency reminded that displacement makes **children** particularly vulnerable to neglect, separation, abandonment, abuse, exploitation, illegal adoption and trafficking, as well as to physical, sexual and other forms of violence. Community members in Papua New Guinea pointed to the vulnerability of **refugees** hosted in the

country, and a refugee consulted in Nauru expressed concern at the violence experienced in the camp he lived in. In Palau, communities noted the protection needs of **disabled people**, and in New Zealand, stakeholders discussed the importance of recognizing varying protection and other needs between different groups, such as local and non-local Māori communities after the Christchurch earthquake. Protection needs were seen to differ in **urban** contexts, with community coping mechanisms and local support structures often being disrupted in urban areas and squatter settlements.

Particular emphasis was placed on the protection of displaced **women**. Civil society organizations in Australia, Fiji, Kiribati, Tonga and Tuvalu all discussed the high levels of violence against women in the region even in non-disaster times and noted how violence often increases during displacement situations. This was supported by a UN agency, who recalled a study conducted during non-disaster times by the Vanuatu Women's Centre showing that 60 per cent of women in Vanuatu experience physical and sexual violence committed by an intimate partner in their lifetime. Women have been vulnerable to protection concerns in evacuation centres, as discussed in Fiji, Solomon Islands, Tonga and Vanuatu.

“The issue of addressing gender and protection needs has only occupied a marginal position in disaster preparedness and response, when it should be concretely applied in all situations.”

Civil-military expert in a
preparatory consultation

Lack of data on protection needs was identified as a key constraint to protecting displaced people. A discussant on the WHS Pacific online platform discussed the response to TC Pam in Vanuatu, where “by the end of the initial rapid assessments, information pertinent to protection had been recorded only in a very small number of locations, on the initiative of assessment team members who were particularly alert to protection issues”. The availability of high quality, **sex and age disaggregated data** was discussed in length by members of the PHT, as was the need for information on

local, provincial and capital levels. Stakeholders called for clearer guidance and **standards** on the collection of protection-related data. Some of them referred to the earlier discussion on the need to better understand kinship ties and traditional governance structures, both as providers of protection and security and as potential contributors to marginalization and vulnerability.

Another protection constraint identified by stakeholders was **political sensitivity**. Members of the Pacific Humanitarian Team among others noted how protection concerns are often silenced in the region, giving an example of a young girl recently raped in an evacuation centre in the Federated States of Micronesia following Cyclone Maysak and how the case was subsequently silenced. The lack of senior government protection focal points in many countries point to the low priority given to protection issues, despite the prevalence of sex- and gender based violence. **Donors** were considered to not give adequate attention to protection activities favouring instead other sectors such as shelter and health.

Ideas were put forward for **improving the protection of displaced populations**. A protection expert from Australia suggested that future protection concerns could be minimized by ensuring that national **Protection Clusters** are established, developed, trained and maintained to respond effectively. In relation to this, members of the Pacific Humanitarian Team suggested that protection agencies could offer long-term deployments to relevant government departments to support the clusters. UN agencies have organized **capacity building** on how to address gender based violence and to agree on **Standard Operating Procedures** for a timely response in emergencies, which was seen as another positive step. Emphasis was also placed on addressing protection needs before people were displaced by disaster, requiring constant gender analysis and related programming by governments and development partners. Stakeholders also advocated for **community protection committees**, such as those established in Tonga, to identify protection concerns and refer them to the relevant authorities. The central role of governments, including the police and social services, in providing protection was underscored.

Based on the outcomes outlined above, the following ideas may be used as a basis for developing recommendations as appropriate:

- Governments to continue regional dialogue on voluntary migration, forced displacement and planned relocation of communities affected by disasters and climate change.
- Governments to develop national and regional frameworks on the protection of and assistance to internally displaced people, in particular those displaced by disasters and climate change.
- Governments to integrate voluntary migration, forced displacement and planned relocation within national laws and policies, such as National Adaptation Plans, Joint National Action Plans and National Disaster Management Plans.
- Governments to take measures such as land audits, demarcation of uncontested boundaries and community land mapping to facilitate the identification of land when people need to be temporarily or permanently moved, within their own country or abroad.
- Governments to ensure that national population and urban development plans address the risks and vulnerabilities associated with rapidly increasing urban populations as a result of further displacement and migration.
- Governments and humanitarian organizations to develop appropriate frameworks to address the protection needs of displaced or relocated populations and to ensure that all humanitarian activities are carried out using a rights-based approach.
- Governments to improve the protection of displaced women and girls, particularly against gender-based violence, by reinforcing the police and social services and strengthening the role of women's organizations.



4. Bridging the humanitarian-development divide

The region's constant exposure to disasters exacerbates existing development challenges and results in lost social and economic opportunities, debt and the diversion of development funding to emergency response and recovery. Conversely, population growth and migration linked with development processes can deepen existing patterns of social and economic inequalities and intensify the humanitarian impacts of disasters. While stakeholders across the region recognized the strong link between disasters and development, they highlighted that in practice, humanitarian and development actors still worked in silos.

This section identifies four key elements related to bridging the humanitarian-development divide: bringing humanitarian and development communities together; building back better by applying development principles in humanitarian response; enhancing resilience through preparedness and risk reduction; and strengthening governance in order to generate an integrated approach for resilience building.

Bringing humanitarian and development communities together

Stakeholders recognized that humanitarian and development communities differ in their approaches, timelines and availability of resources, despite the "obvious parallel in the work both parties are doing", as described by CSOs in Tonga. A UN official noted that the current architecture related to humanitarian action and development cooperation does not support an integrated approach at the national or international level.

"People living in disaster-prone communities are the fundamental bridge between development work and disaster response."

Members of the Pacific Humanitarian Team

To **overcome** the disconnect between the humanitarian and development communities at

the **national level**, stakeholders advocated for strategic national leadership of clusters that are functional also during non-disaster times, implementing activities to strengthen response preparedness. They gave the example of Fiji's water, sanitation and hygiene (WASH) cluster, which is active around the year and at the time of the consultations was coordinating the activities of humanitarian and development actors in preparation for the next disaster season. To connect humanitarian and development actors at the **local level**, stakeholders advocated for **long-term capacity building** of community disaster committees, sub-national governments and area councils with a focus on collaboration and joint approaches. While concurring with these suggestions, NGOs consulted in Australia reflected on the mindset barriers that can divide humanitarian and development communities at all levels and called for targeted **advocacy** to overcome them.

Inter-governmental processes were seen as valuable opportunities to bring the humanitarian and development communities closer. Efforts have already been undertaken in the Pacific to bring together humanitarian, development as well as climate change communities of practice under the banner of Pacific resilience building, for example through the new **Strategy for Climate and Disaster Resilient Development for the Pacific** (SRDP), which is scheduled to come into effect in 2016. The SRDP focuses on embedding actions to reduce climate and disaster risks within economic and social development processes. Members of the Pacific Humanitarian Team called for adoption of a similar approach at the national level.

Building back better by applying development principles in humanitarian response

Stakeholders across the region called for improving affected communities' ability to **recover from humanitarian disasters** in a manner that improves their long-term wellbeing and **resilience to future shocks**. The recommendation emerged from recognition that people

in the Pacific often rapidly rebuild their houses and livelihoods to pre-disaster conditions in the absence of sufficient technical or material support on ways to increase their ability to face similar disasters in the future. These experiences highlighted the need for humanitarian and development actors to consider **early recovery** – the application of development principles in a humanitarian setting – as an opportunity to respond to life-saving needs while also addressing underlying risks. Investing in this transition period was considered to offer potential savings by reducing the need for future response.

A senior UN official discussed situations in the Pacific, where emergency responders access outer islands that have not been frequented by development partners, as opportune moments for humanitarian actors to address pre-existing vulnerabilities. In order to capitalize on such situations, **plans and capacities need to be in place for early recovery as well as response**. Such plans could be informed by **scenario-based risk assessments** that anticipate recovery-related needs. There was also a call for providing communities with **guidelines** for early recovery, as suggested by stakeholders consulted in Cook Islands and Palau, including on diversification of livelihoods post-disaster and using climate-tolerant crops and seeds. Securing sufficient attention and **investment** in early recovery activities by humanitarian and development actors alike was suggested by some members of the Pacific Humanitarian Team.

While national governments and international partners play an important role in providing technical advice and funding to humanitarian and development actors' early recovery activities, **local ownership** is nevertheless key. The PHT discussed the need to engage municipalities, area councils and other subnational actors in efforts to build back better, including through capacity building. The private sector and civil society should also be involved to ensure a **holistic** and sustainable approach, while at the same time, clarifying different actors' roles and responsibilities. Part of this process is articulating **international humanitarian actors' exit strategies**, based on a response and recovery plan developed with active engagement of national and sub-national governments.

Enhancing resilience through preparedness and risk reduction

Along with response and recovery capacities, stakeholders called for improved **disaster risk management** to support resilience building in the region. To further increase countries' and communities' resilience to shocks, stakeholders called for increased attention and investment in **emergency preparedness and disaster risk reduction** by both humanitarian and development actors. They welcomed the adoption of the **Sendai Framework for Disaster Risk Reduction 2015-2030 (SFDRR)** and emphasized the need for humanitarian actors to align with commitments made under that framework. In addition to SFDRR, they also made reference to **other global processes** that contribute to building resilience, including the Sustainable Development Goals, the UN Conference on Climate Change, Financing for Development and Habitat III.

Notwithstanding **government responsibility** in emergency preparedness and risk reduction, stakeholders noted that an effective approach requires a **collective effort**. This includes all levels of the government, but also civil society, private sector, humanitarian and development organizations and the general public. There are examples of successful **joint initiatives**, such as emergency simulations conducted in Tonga by CSOs and government authorities, including the military and the police. **Networks** developed through long-term development processes can facilitate such exercises, improving coordination, but also trust between different actors.

Stakeholders in the region underscored the importance of attracting further investments in **community preparedness and local capacity building**, including hazard mapping and contingency plans. They underscored the need for these initiatives to be **age-, gender- and disability-inclusive**. Vulnerability assessments can inform such initiatives, for example by recording the location of people with disabilities. There were also calls for establishing **disaster management committees**, with some stakeholders suggesting that those communities affected by TC Pam that had functional disaster management committees, formed before the disaster, were better prepared and coped better after the cyclone than those who did not have working committees. Respondents in New

Zealand, while reiterating the above, also underscored the need to create a **local savings culture** through savings groups so families can better weather environmental and man-made shocks.

Early warning systems that help prevent hazards from being transformed into disasters are important contributors to community resilience, as discussed by affected communities in Solomon Islands and Vanuatu. Members of the academic community called for improved early detection, warning and action in the region. In addition to harnessing **science** and modern communications technology for this purpose, stakeholders also noted the potential of building on **traditional** ways of detecting and warning about disasters.

Stakeholders in Cook Islands, Kiribati, Papua New Guinea, Samoa, Tuvalu and Vanuatu called for dedicated attention to emergency preparedness and risk reduction in **urban contexts** and to ensure that development processes do not lead to increased humanitarian needs. This arose from observations of **rapid urbanization** experienced in many parts of the region, creating pressure on infrastructure and leading to the development of high-risk **informal settlements**. These settlements are often located in low-lying areas and poorly constructed, making them **vulnerable** to natural disaster events, in particular flooding, tidal surge and cyclones. As discussed by UN partners in Papua New Guinea, urbanization can **reduce community resilience** when traditional coping mechanisms and support structures are weakened. Stakeholders therefore called for increased investment in **urban DRR**, adherence to **building codes**, and consideration of **land rights** and **land use policies**. Stakeholders noted that a number of countries in the region, including Fiji and Kiribati, are actively working on how they can manage urban risk through **housing and urban development policies**.

Strengthening governance for an integrated approach for resilience building

Stakeholders consulted across the Pacific underscored the need to **embed risk governance into existing institutional arrangements** as a way to build resilience. In Solomon Islands, in-

stitutional arrangements such as the activation of a Risk Resilience Development Group of the current National Disaster Risk Management Plan and the creation of government positions with risk management roles in selected **line ministries** have been used by the government to integrate disaster risk management in its governance systems. Despite the importance of NDMOs becoming more specialized in response, there was a parallel demand for a whole-of-government approach to preparedness and DRR.

Stakeholders called for better integration of **humanitarian, development and climate change** considerations into national, sub-national and sector **planning and governance structures**. Existing examples include Solomon Islands being engaged in the process of integrating disaster and climate risk into the medium-term development planning process, and Tonga and Vanuatu integrating such risks into community development planning. In Tonga, civil society organizations consulted pointed out that climate change adaptation and disaster risk reduction have been highlighted in its National Strategic Development Work and also streamlined into building codes and the National Infrastructural Plan.

“Strengthening governance with the long-term vision of promoting community resilience requires strong institutions, policies, and building people’s capacities to respond.”

UN Humanitarian Coordinator for Vanuatu and UN Resident Coordinator, Fiji Multi-Country Office

Stakeholders consulted in Solomon Islands suggested that mainstreaming DRR in development policies and planning should be supported through **ministerial budgets**. Others added that inclusion of risk management should be an integral part and component of **annual ministerial budgetary allocations**. It was discussed that appropriate financing of response and recovery efforts should be in line with **good governance principles** and consider monitoring and public accountability demands. Communities should be well informed of budgetary

and programmatic decisions made by governments and their partners that affect their lives and included in the decision-making to the extent possible.

There was a call for **legal frameworks** to link preparedness, response and recovery. An online commentator from civil society under-

lined that legal frameworks on disaster risk reduction also needed to be strengthened to guarantee that action is taken. Stakeholders in New Zealand underscored the importance of governments enforcing legislation related to infrastructure and housing as a way to prevent humanitarian disasters and build resilience.

Based on the outcomes outlined above, the following ideas may be used as a basis for developing recommendations as appropriate:

- Governments and development partners to mainstream disaster risk management and climate change adaptation into all development investments.
- International and national humanitarian organizations to engage with local government and community-based organizations on preparedness for response, including contingency planning and simulation exercises.
- Governments to provide support, including dedicated funding, to promote local government ownership of preparedness, response and recovery initiatives.
- Governments, and humanitarian and development actors to review existing guidelines for early recovery planning and programming and adapt them to the Pacific based on risk assessments and past experiences in post-disaster recovery in the region.
- Governments and humanitarian organizations to invest in accessible early warning systems and communications technologies to complement traditional knowledge and practices.
- Regional organizations and the international community to support governments in developing a long-term plan for reducing risks and managing crises, aligned with humanitarian, development and climate change finance.
- Governments to develop crisis response Standard Operating Procedures that clearly define the roles and responsibilities of all actors - governments at various levels as well as all humanitarian actors - at national and local levels prior to, during and after a disaster along with identification of their resources including deployable capacities.



5. Financing for preparedness, response and early recovery

Sufficient and smart financing for preparedness, response, early recovery and recovery is critical for the Pacific, given the region's extreme **vulnerability to natural disasters**, the small **size of economies** and the high **dependence on external financing** for both humanitarian and development initiatives. Pacific island countries suffer average **disaster damages** and losses of more than US\$280 million per year, according to the World Bank, and are affected by **high transport and logistics costs** caused by the island geography and limited infrastructure. There is a growing trend in the Pacific towards supporting post-disaster financial liquidity to support government response. The region is also witnessing the emergence of new donors, including private sector and other domestic actors.

This section identifies three key elements related to financing humanitarian response, preparedness and early recovery: supporting transition from response to recovery; tapping diverse sources of funding; and making funding flexible and predictable.

Supporting transition from response to recovery

Despite recognition of the cost-saving and life-saving implications of early recovery, stakeholders regretted that the **transition** from response through early recovery to recovery is often severely **underfunded**. This was for instance the case in Vanuatu following TC Pam where the early recovery projects included in the flash appeal attracted relatively little funding compared to other sectors.

Some argued that the **ambiguity** around the meaning of transition and "who owns it" had deterred both donors and governments from mobilizing required resources. Others suggested that discussing transition as a separate phase between humanitarian and development activities runs the risk of donors, especially those who prioritize immediate response, to "move on to the next crisis and forget about the need to transition from a disaster they have just funded", as remarked by a UN representative. While concurring with the insufficient funding

available for transition from relief to early recovery, stakeholders also highlighted opportunities to fill this gap, such as through the **disaster response and development contestable funding mechanisms** in New Zealand. Other suggested opportunities to improve transition financing included strengthening **government leadership** of response and recovery processes overall, with appropriate linkages to internal funding mechanisms as well as donor fora. In addition, the role of **Post Disaster Needs Assessments** conducted in the aftermath of disasters was seen as a useful mechanism to link immediate humanitarian needs with long-term needs of the affected communities, especially from the perspective of **resilient recovery**.

Tapping diverse sources of funding

Stakeholders across the Pacific pointed to the financing gap in the region between humanitarian needs and funds available to meet them. Some expressed concern that prolific conflict-related events around the world draw attention away from the natural disaster events in the Pacific, while others pointed to the importance of using available funds more effectively and **diversifying the humanitarian finance base** by leveraging new actors. Tapping diverse sources of funding would allow the region to not only meet humanitarian needs better, but also minimize undue influence by a small number of existing donors.

Emphasis was placed on engaging proactively with the **Pacific diaspora**, including large populations in Australia, New Zealand and the USA, in the context of humanitarian funding. Diaspora remittances already constitute a noticeable portion of some Pacific national Gross Domestic Products (GDPs) - approximately 20 per cent of Samoa's and Tuvalu's GDPs according to the World Bank. In addition to direct funding to family members, churches and other local groups, these funds could be channeled to humanitarian action more systematically and in a coordinated, needs-based manner.

Private donations offer another alternative source of funding to complement governments' and donor agencies' efforts. INGOs have a com-

parative advantage in sourcing funding from private individuals, at times leveraging off the ability to **'match' donations** with government funds. This approach has been used increasingly across the world and has potential for the Pacific region. Governments in affected countries have also engaged in fundraising from the general public. For instance, the Ministry of Finance in Samoa set up a Cyclone Evan Special Purpose Account to enable the public to make donations in support of those affected by the cyclone. Well-informed regional **media** can play a key role in private fundraising efforts, but can conversely also distort them by taking a narrow focus, such as only focusing on Vanuatu when TC Pam hit multiple countries.

The **private sector** should be considered as a significant humanitarian capacity and potential donor in the region. Stakeholders noted how the private sector contributed almost 17 per cent of funding provided for activities listed under the Vanuatu Emergency Response Plan after TC Pam. This placed the private sector third on the list after funding received through UNOCHA's Central Emergency Response Fund (CERF) and from the Government of Australia.

In addition to funding from Australia, New Zealand and other OECD donors there are increasing opportunities for **South-South funding** in the region. Stakeholders discussed that a growing number of Pacific island countries are expected to become humanitarian donors as a result of economic growth, even as they continue to face humanitarian disasters that may require them to seek external support in responding to them. Fiji, Papua New Guinea and Samoa among others provided funding to Vanuatu and Tuvalu after TC Pam.

Making funding flexible and predictable

Lack of flexibility and predictability were identified as core financing constraints in the region. Humanitarian organizations and CSOs discussed the prominence of ear-marked humanitarian funding and called for more **flexibility** to be able to respond to people's evolving needs during and after a disaster. Donor preferences for logical frameworks and detailed project documents, combined with strict budget lines, restrict recipient organizations' ability to tailor their approaches to changing contexts.

Stakeholders highlighted the need for international humanitarian financing mechanisms to allow **transfer of unused funds** from one disaster to serve the urgent needs of another at the global and regional levels. For example, a relatively small amount left unspent in a conflict situation due to security constraints could be used to respond to a small-scale disaster in the Pacific. This so-called **fungibility** would be a way to fill relatively small funding gaps in the Pacific that, if left unfilled, would have significant impact on people and economies in the region. Flexibility was also discussed in the context of bridging the humanitarian-development divide, when there is a need to use development funds for emergency response, if a disaster occurs.

Governments, donor agencies, CSOs, INGOs and Red Cross representatives consulted in the region noted that **the predictability of humanitarian financing** could be enhanced through **emergency or contingency funds** established by each government. Such funds could be used to address the liquidity constraints that hamper immediate humanitarian assistance, as well as to leverage external funding. Stakeholders in the financing consultation urged governments to set up such funds and by doing so send a strong signal of commitment to humanitarian financing despite the heavy reliance on aid. Stakeholders also suggested that the merits of an **accumulative regional fund** established by a regional organization could be explored.

Stakeholders also noted the value of **risk transfer mechanisms such as insurance** for immediate liquidity in the case of predictable, recurrent crises. Government representatives from Tonga and Vanuatu highlighted how the insurance payout from the Pacific Catastrophe Risk Assessment Financing Initiative (PCRAFI) provided much needed **liquidity** to meet the immediate needs in the aftermath of tropical cyclones they had faced. Their governments had received US\$1.27 million for losses associated with TC Ian in ten days and US\$ 1.9 million for losses associated with TC Pam in one week, respectively. Many stakeholders expressed interest in expanding such insurance coverage to all Pacific island countries, but suggested modifications to the model. This was based for example on the contrasting experiences of Solomon Islands which did not receive a payout in the aftermath of severe floods in Honiara, and the earthquake

and tsunami in Temutu province due to specific parameters that determined its eligibility for a payout. In addition, non-inclusion of the high logistical cost in the Pacific in the parametric models being used to compute the amount of payouts also reinforces the need to customize the model to better reflect the Pacific realities.

To improve the overall flexibility and predictability of humanitarian funding, stakeholders called for strong **government management** of

humanitarian funding, where appropriate. The PHT among others called for government funding allocations to be included in **Disaster Management Acts** and **National Disaster Management Plans**. Stakeholders also advocated for **national and regional financing tools** to enable rapid and flexible release of funds for small and medium scale emergencies. Stakeholders also suggested developing **post-disaster budget execution guidelines** on financing instruments and funds utilization.

Based on the outcomes outlined above, the following ideas may be used as a basis for developing recommendations as appropriate:

- Governments and donors to review preparedness investments in the region to gain greater understanding of the nature and financial requirements of preparedness activities and establish benchmarks for better preparedness along with earmarked funds.
- Governments and donors to invest in risk insurance for predictable funding for humanitarian response and set targets for increasing insurance coverage in the region.
- Humanitarian partners, supported by OCHA, to develop regional, pooled financing mechanisms to allow rapid funds to flow to pre-vetted local organizations in the region to support disaster response.
- Governments to explore the merits of an accumulative regional fund to be established by a regional organization from surpluses or a “disaster tax” for immediate release in the event of a disaster.
- Governments and humanitarian partners, supported by OCHA, to set up a capacity within the region to develop greater understanding of the diverse sources and flows of finance to support disaster preparedness, response, and early recovery, ranging from regional or national risk financing, budget support through remittances and private donations; identify areas where governments can add value; and analyze opportunities to establish stronger links with climate finance.
- International financial institutions, finance and communications sectors and humanitarian partners to work to ensure that in the event of a disaster, remittance flows can occur at optimal speed and volume and with minimal transaction cost.



NUTRITIONAL FACTS

Per 100g	Per 100g
Energy	1500 kJ
Protein	10.0g
Carbohydrate	70.0g
Fat	10.0g
Sodium	0.5g
Fiber	1.0g
Sugar	10.0g
Calcium	10.0g
Iron	1.0g
Vitamin A	10.0g
Vitamin B1	1.0g
Vitamin B2	1.0g
Vitamin B6	1.0g
Vitamin C	1.0g
Vitamin E	1.0g
Vitamin K	1.0g
Vitamin P	1.0g
Vitamin Q	1.0g
Vitamin R	1.0g
Vitamin S	1.0g
Vitamin T	1.0g
Vitamin U	1.0g
Vitamin V	1.0g
Vitamin W	1.0g
Vitamin X	1.0g
Vitamin Y	1.0g
Vitamin Z	1.0g

COMPOSITION:
Wheat Flour, palm oil, sugar, water, salt, glucose, leavening agents (sodium bicarbonate, sodium metabisulfite), yeast, baking soda, emulsifier (lecithin), preservative (sorbic acid), natural vanilla.

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6. Partnering with the private sector

Local businesses and larger corporations have long contributed to humanitarian action in the Pacific through the provision of funding, transport, data, logistics, communication technologies, supplies and technical advisory services. Private sector partnerships in humanitarian action have further increased in recent years, particularly with several banks contributing to emergency response funds and mobile phone companies facilitating relief payments.

This section elaborates on two key elements related to partnering with the private sector: enabling private sector participation in response and recovery and collaborating with private sector in building resilience. The role of the private sector in humanitarian financing was discussed in chapter V.

Enabling private sector participation in response and recovery

The private sector is increasingly seen as a **powerful ally in humanitarian response**. Stakeholders discussed private sector's strengths in response and recovery, including ways in which the private sector can support governments and humanitarian organizations to mitigate disaster impacts and enable rapid recovery from crises. CSOs consulted in Australia suggested that working with the private sector could achieve greater efficiencies in operational costs, for example through prepositioning of emergency supplies. Collaboration between humanitarians and businesses could also result in identifying innovative solutions. Private sector companies can also facilitate communities' and diaspora's role in humanitarian funding, as seen in the region with Digicel Mobile Money removing all transaction costs after the 2013 Tropical Cyclone Evan to allow diaspora to send money to their families in Samoa and Fiji.

Despite the opportunities for mutual benefit, stakeholders identified a number of **barriers** that limit private sector interest in working in disaster response. While business leaders shared an openness to engage with the humanitarian sector to maximize the value of their efforts, they **did not necessarily know**

how to engage with these organizations. There is a need for private sector and humanitarian actors to improve their **communication** in order to better understand each other and identify areas for collaboration. Businesses consulted in Australia also noted that partnerships between businesses and humanitarians only work where the **focus is on the problem or challenge that is to be addressed** – not the partnership as an end in itself. A similar sentiment was put forward by businesses in New Zealand, who expressed interest in improving response but not being involved in policy-based and system-level conversations.

"The private sector has a lot to offer and we need to give them the chance now. — Without people, there is no business, so we can see clearly that the private sector needs to be included in all our efforts."

President of the Vanuatu Red Cross Society in the online consultations

More than half of business leaders consulted through an online survey had only engaged in humanitarian action on an ad hoc basis. Stakeholders suggested that humanitarians should build **long-term partnerships** with the private sector, prior to a disaster. This could result not only in effective and rapid response when a disaster hits but also in innovative solutions that address humanitarian and development challenges. This was echoed by discussants on the online platform, who argued that Memorandums of Understanding or other formal arrangements between humanitarian and private sector actors would facilitate the rapid activation of joint programmes in case of a disaster. They also emphasized the importance of establishing **private sector networks on humanitarian action** to improve communication and coordination in non-disaster times and effective response during and after a disaster. Such networks were argued to also facilitate negotiation on credit and availing resources from the private sector stock such as boats, planes and vehicles.

Stakeholders consulted urged governments to recognize and clarify the role of private sector in crisis response efforts in their **national emergency response policy** and **preparedness plans**. Discussants on the online platform underscored the critical role that states and regional organisations should play in assisting relevant private sector and business associations and chambers of commerce in **developing guidelines for self-regulation** in disaster situations, including adherence to humanitarian principles and compliance with standards of the affected countries.

Collaborating with private sector in building resilience

Business representatives consulted in Australia and New Zealand identified potential for further engaging the private sector in disaster **preparedness and risk reduction** to build resilience. National authorities consulted in Solomon Islands added that the private sector could assist in preparedness activities, such as **pre-positioning of supplies**. Participants in the online consultation called for establishing more strategic **hubs for relief goods** with private sector support as a way to minimize transportation costs and effectively deliver assistance to affected people.

Stakeholders discussed various ways in which businesses can be further involved in DRR and resilience-building. They noted the potential of harnessing **Corporate Social Responsibility (CSR)** as a vehicle for increase private sector involvement in humanitarian preparedness. CSR activities could take the form of building **cyclone and tsunami shelters** for surrounding communities. While CSR is mainly undertaken by large corporates, smaller businesses can be involved in humanitarian action through their personal connections in disaster affected areas. Private sector entities can also be encouraged to invest in preparedness and risk reduction by pointing to the economic benefits of doing so, including in areas where their workforce comes from. Business representatives noted that **private sector representative bodies**, such as the Pacific Islands Private Sector Organization (PIPSO), could assist countries in the Pacific to create opportunities for private sector engagement and also address the capacity building needs through

short-term training and advisory services related to disaster risk management.

Need for a better understanding of the diverse capacities of private sector actors, and the potential for a process of credentialing or pre-vetting providers was highlighted as significant by stakeholders consulted in Australia. They also highlighted the need to strengthen **business planning for early recovery** – minimising the gap between response, longer-term recovery and development imperatives. While emphasizing the need to draw upon private sector expertise and investment in research and development, and innovative technologies, as well as ability to rapidly mobilise resources, stakeholders cautioned that public-private partnerships should not undermine local innovation.

Experiences in the Pacific indicate that private sector engagement can successfully harness the combined resources of the public and private sectors for **climate change- and disaster risk reduction** by creating cost-efficiencies and innovative change in **risk governance** processes. Under the Pacific Risk Resilience Programme, private sector businesses in Tonga have helped communities build risk-resilient community halls and train community members in the design and construction of international standard, cyclone-proof, multi-purpose community halls that double as evacuation centres. Communities in Fiji's Yasawa Islands have been supported in developing their own food banks to ensure availability of food and water before, during and after disasters. These partnerships not only support governments in meeting their obligation to protect their citizens but also benefit the private sector through enhanced preparedness of their workforce to respond to future disasters.

Stakeholders discussed the role of local businesses and supply chains in disaster prone communities, including small and medium-sized enterprises, in re-establishing local economies and livelihoods after a disaster. Businesses consulted in Fiji noted that the earlier businesses can begin trading again after a disaster, the faster the local economy is kick-started. **Small and medium-sized enterprises (SMEs)** offer a degree of agility to ad-

just to the varying needs that might be more of a challenge or simply less appealing to a large corporate player, and have the knowledge and expertise of the local markets. This point was highlighted by stakeholders at pri-

vate sector consultations in Fiji and Australia. Discussants on the online platform urged governments and aid agencies to promote programmes which ensure that SMEs are viable in remote communities.

Based on the outcomes outlined above, the following ideas may be used as a basis for developing recommendations as appropriate:

- Private sector organizations to establish national platforms for private sector engagement in preparedness and response, for example by using local chambers of commerce.
- Governments and humanitarian organizations to build long-term partnerships with the private sector based on assessment of existing capacities and on clearly defined issues, and develop guidelines for private sector engagement to achieve the highest standards in preparedness, response and risk reduction.
- Governments, chambers of commerce, development and humanitarian organizations and financial institutions to increase the protection and risk management of local businesses including small and medium-sized enterprises and micro-financing in order to allow the rapid restructuring of local companies' capital in the event of shocks.
- Private sector organizations to support governments and humanitarian organizations in establishing more strategic hubs for relief goods to create efficiencies and reduce transport and logistical costs in delivering relief to affected people.
- Governments, chambers of commerce, development and humanitarian organizations and financial institutions to encourage local businesses in the region to undertake business continuity planning to enable functioning of local economies with minimum disruption in the event of a disaster.
- Governments to appoint a dedicated private sector focal point in the national disaster management office for systematic engagement before and during disasters.
- Donors and international actors to include a private sector focal point in their response structures.



CROSS-CUTTING ISSUES FOR THE SIX PRIORITY AREAS

The stakeholder analysis identified six overarching themes that cut across the priority areas discussed above, providing a potential framework for the future course of humanitarian action in the Pacific, as shown below:

		Priority areas					
		Placing affected people at the centre of humanitarian action	Realigning the humanitarian system and building on local capacities	Responding to displacement and human mobility	Bridging the humanitarian-development divide	Financing for preparedness, response and early recovery	Partnering with the private sector
Cross-cutting issues	 Capacity-building	<ul style="list-style-type: none">• Women• Youth• Disabled• Faith groups• Community Disaster Committees	<ul style="list-style-type: none">• Governments• Civil society• Regional organizations• Military• Police	<ul style="list-style-type: none">• Police• Social services• Community Protection Committees	<ul style="list-style-type: none">• Local and provincial governments• DM committees• NDMO/As• Line ministries	<ul style="list-style-type: none">• Governments• Donors	<ul style="list-style-type: none">• Governments• Private sector• Business associations• Chambers of commerce
	 Collaboration	<ul style="list-style-type: none">• Assessments	<ul style="list-style-type: none">• Regional organizations• South-South cooperation• Bilateral relationships• FRANZ Agreement• Clusters	<ul style="list-style-type: none">• Protection Clusters	<ul style="list-style-type: none">• Clusters	<ul style="list-style-type: none">• South-South funding• Diaspora• Media	<ul style="list-style-type: none">• National and regional platforms• Formal partnerships• MoUs• Business associations
	 Innovation	<ul style="list-style-type: none">• Traditional coping mechanisms• Assessments• Cash-based approaches	<ul style="list-style-type: none">• Needs and capacity assessments• Drones• Emergency communication	<ul style="list-style-type: none">• Land rights	<ul style="list-style-type: none">• Risk assessment• Early warning systems	<ul style="list-style-type: none">• Post-disaster needs assessments• National and regional financing tools• Blended financing	<ul style="list-style-type: none">• Mobile money transfers• Assessments• Pre-positioning of supplies• Logistics
	 Resources	<ul style="list-style-type: none">• Kinship• Faith groups• Women's information centers• Traditional coping mechanisms• Community Disaster Committees	<ul style="list-style-type: none">• Regional organizations• Deployable capacities	<ul style="list-style-type: none">• Diaspora• Host communities• Faith	<ul style="list-style-type: none">• Community Disaster Committees	<ul style="list-style-type: none">• Contingency funds• Disaster insurance• Regional funds• South-South funding• Diaspora• Businesses• Private donations• Faith groups• Media	<ul style="list-style-type: none">• Logistics• Information and Communication Technologies• Technical advisory services• Banks
	 Policies, plans and frameworks	<ul style="list-style-type: none">• Evacuation and DRR plans• Community Disaster Committees	<ul style="list-style-type: none">• Whole-of-government approach• Civil-military coordination• DM Acts• Disaster laws• Regional contingency plan• Framework for Pacific Regionalism	<ul style="list-style-type: none">• Internal displacement• Climate induced displacement• Relocation• Urban development• Social protection• Land rights	<ul style="list-style-type: none">• SRDP• SFDRR• SDGs• Habitat III• Response and early recovery• Building codes• Housing and urban development• Infrastructure	<ul style="list-style-type: none">• Disaster risk management• Post-disaster budget execution• Financing for Development• Good Humanitarian Donorship	<ul style="list-style-type: none">• Self-regulation• Contingency planning• Emergency response• Corporate Social Responsibility
	 Context-specificity	<ul style="list-style-type: none">• Kinship• Traditional coping mechanisms• Assessments• Cash-based approaches	<ul style="list-style-type: none">• Local capacity	<ul style="list-style-type: none">• Urban areas• Ancestral land	<ul style="list-style-type: none">• Traditional early warning systems	<ul style="list-style-type: none">• Small size of economies• High transport and logistics costs	<ul style="list-style-type: none">• Small and medium-sized enterprises

WAYS FORWARD FOR FUTURE HUMANITARIAN ACTION IN THE PACIFIC

This report reflects a broad and diverse spectrum of voices and perspectives on future humanitarian and development challenges, needs and solutions in the Pacific region. The vast majority of stakeholders consulted come from, or are close to, communities that are affected by disasters. Their views and opinions on how to better prepare for, respond to and recover from disasters matter to everyone who works in the resilience space. It is sobering that most of the issues and priorities raised by the 1,428 people consulted across the Pacific are in line with what has been identified by stakeholders in other regions consulted for the World Humanitarian Summit. It demonstrates a compelling consensus among those needing support before, during or after a disaster has struck on how responders can best utilize their resources and expertise to complement local knowledge and practices.

The stakeholder consultations identified six priority areas for the Pacific. They will form the basis for further discussions at the regional consultation in Auckland.

First, affected people should be at the centre of humanitarian action. They will always be the first responders to humanitarian disasters. They are also the last responders; when the attention, funding and external actors have moved on, those affected will be there to make recovery work. There is a need to continue to improve how partners who plan for and respond to crises integrate local capacities and knowledge to ensure a more effective and timely response that helps communities bounce back better from disasters. Different people have different needs. An effective disaster response must build on a better understanding of how these needs differ, and what type of support is appropriate under which circumstances. Only the affected people can provide this information and therefore have to be engaged.

Second, the humanitarian system in the Pacific should be geared toward building on local capacities. Governments are responsible for leading and coordinating humanitarian assistance and have demonstrated strong leader-

ship in many disasters in the region over the past years. International partners should realign their approaches to build on existing local capacities and provide support in areas where they can add value. Continued exploration on how to integrate community knowledge into programming, and how to support a localized response is required.

Third, displacement and human mobility should be proactively addressed in the region. Stakeholders called for more attention to finding solutions for people affected by displacement, including by developing legal frameworks that address the relationship between climate change and displacement. As communities are forced to relocate, there is a need to rethink the issue of land rights and access to essential services. It is also important to address the vulnerabilities created by rapidly growing urban centres.

Fourth, humanitarian and development approaches need to be effectively integrated to build resilience. The discussion on the humanitarian-development divide is not new. To make a difference, the conversation should centre on affected people's ability to prepare for and recover from disasters and the ways in which governments can seamlessly strengthen communities' resilience.

Fifth, new ways need to be found for financing risk management in the Pacific. This includes aligning different funding streams to best serve the needs of affected people. Stakeholders placed emphasis on funds being available to get capacity and resources rapidly off the ground to complement the efforts of the first responders. Flexibility in funding and the creative use of available funds, including from new sources, are central to these efforts. The ability for humanitarian actors to be accountable to both affected communities and taxpayers requires more attention. In addition to strengthening the traditional sources of funding to adapt to the new realities of disaster response, affected people should benefit from innovation in financing.



Sixth, solutions-oriented partnerships should be built with the private sector to better serve humanitarian needs. The private sector often has innovative approaches to solve issues that governments and traditional humanitarian partners have been grappling with for too long. How to leverage new competencies remains a work in progress and will require cultural and behavioural changes on all parts. This includes recognition by traditional humanitarian partners that they do not have the monopoly on humanitarian action. Effective collaboration between the private sector, governments and humanitarian organizations

requires dialogue, understanding and a willingness to change.

In conclusion, the six priority areas identified by stakeholders in the region present opportunities for improving humanitarian action. Connected by six overarching themes – collaboration, capacity, context-specificity, resources, policies and innovation – they call for governments and partners in the Pacific to work together for the people affected by disasters. This is the challenge for the humanitarian community in the Pacific on the road to Auckland, Istanbul and beyond.

ACRONYMS

CDC	Community Disaster Committee
CERF	Central Emergency Response Fund
CSO	Civil Society Organization
CSR	Corporate Social Responsibility
DM	Disaster Management
DRR	Disaster Risk Reduction
FMT	Foreign Medical Teams
FRANZ	France, Australia and New Zealand (Agreement)
GDP	Gross Domestic Product
IDP	Internally Displaced Person
IDRL	International Disaster Response Laws
INGO	International Non-Governmental Organization
IOM	International Organization for Migration
MCDA	Military and Civil Defence Assets
MoU	Memorandum of Understanding
NDMO/A	National Disaster Management Organization/Authority
NGO	Non-Governmental Organization
OCHA	Office for the Coordination of Humanitarian Affairs
OECD	Organisation for Economic Co-operation and Development
PCRAFI	Pacific Catastrophe Risk Assessment Financing Initiative
PDNA	Post Disaster Needs Assessment
PHT	Pacific Humanitarian Team
PIEMA	Pacific Islands Emergency Management Alliance
PIFS	Pacific Islands Forum Secretariat
PIPSO	Pacific Islands Private Sector Organization
PMO	Prime Minister's Office
PRRP	Pacific Risk Resilience Programme
SDG	Sustainable Development Goal
SFDRR	Sendai Framework for Disaster Risk Reduction 2015-2030
SME	Small and Medium-Sized Enterprise
SOP	Standard Operating Procedure
SPC	Secretariat of the Pacific Community
SPREP	Secretariat of the Pacific Regional Environment Programme
SRDP	Strategy for Climate and Disaster Resilient Development in the Pacific
UNCT	United Nations Country Team
WASH	Water, Sanitation and Hygiene
WHS	World Humanitarian Summit



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