ROLES OF PACIFIC REGIONAL ORGANIZATIONS IN DISASTER RISK MANAGEMENT

QUESTIONS AND ANSWERS

Brookings-LSE Project on Internal Displacement

July 2013

BROOKINGS

Roles of Pacific Regional Organizations in Disaster Risk Management: Questions and Answers

By John E. Hay

July 2013

PUBLISHED BY:
THE BROOKINGS-LONDON SCHOOL OF ECONOMICS
PROJECT ON INTERNAL DISPLACEMENT

John E. Hay

Cook Islands Campus

The University of the South Pacific

Rarotonga, Cook Islands

Acknowledgements:

The author would like to thank the many organizations and individuals who contributed to this study, with special thanks to Elizabeth Ferris of the Brookings Institution for her guidance and support.

This report was made possible thanks to generous support from the Australian Civil-Military Centre.

Front Cover Photograph: Members of the Namuka village disaster management committee securing a building during a simulation exercise as part of the Pacific Community Focused Integrated Disaster Risk Reduction project, Fiji, July 23, 2009 (courtesy of AusAID).

Back Cover Photographs:
Left: In the aftermath of the typhoon, many residents have been making emergency repairs to their houses, piecing together what they have found left of their homes, and using materials like tarpaulins provided by the ICRC. With rain frequently falling in the area worst hit by the storm, the Red Cross is distributing relief to these communities on an on-going basis, Eastern Mindanao, Philippines, December 20, 2012 (courtesy of Jean-Luc, ICRC/METZKER).

Right: Government units, NGOs, academics and indigenous communities participate in a ridge-to-reef mapping workshop to identify threats to the forest and environment ecosystem, Cagayan de Oro City, Philippines, December 17, 2009 (courtesy of Horacio Marcos C. Mordeno, MindaNews, AusAID).

Table of Contents

Acronyms

CCA	Climate Change Adaptation
CES-CCC	CROP Executives' Subcommittee on Climate Change
COPE	Council of Pacific Education
CROP	Council of Regional Organizations of the Pacific
DM	Disaster Management
DPCC	Development Partners in Climate Change
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
FPOC	Forum Presiding Officers and Clerks
FSMed	Fiji School of Medicine
FSPI	Foundation of the People of the South Pacific
FWCC	Fiji Women's Crisis Centre
HFA	Hyogo Framework for Action: Building the Resilience of Nations and Communities to Disasters: 2005 - 2015
IDRL Guidelines	IFRC's 2007 Guidelines for the Domestic Facilitation and Regulation of International Disaster Relief and Initial Recovery Assistance
IFRC	International Federation of Red Cross and Red Crescent Societies
JNAPs	Joint National Action Plans
Madang Framework	Pacific Islands Disaster Risk Reduction and Disaster Management Framework for Action 2005–2015
MHEWS	Multi-Hazard Early Warning System
NGOs	Non-Governmental Organizations
PACFAW	Pacific Foundation for the Advancement of Women
PacMA	Pacific Islands Maritime Association
PANG	Pacific Network on Globalisation
PASO	Pacific Aviation Safety Office
PCC	Pacific Conference of Churches
PCCFAF	Pacific Climate Change Finance Assessment Framework
PCCR	Pacific Climate Change Roundtable

PCRAFI	World Bank-SPC-Asian Development Bank Pacific Catastrophe Risk Assessment and Financing Initiative
PDC	Pacific Disaster Centre
PDF	Pacific Disability Forum
PEMTAG	Pacific Emergency Management Training Advisory Group
PIANGO	Pacific Islands Association of Non-Governmental Organizations
PIDP	Pacific Islands Development Programme
PIFACC	Pacific Framework for Action on Climate Change
PIFFA	Pacific Islands Forum Fisheries Agency
PIFS	Pacific Islands Forum Secretariat
PINA	Pacific Islands New Association
PIPSO	Pacific Islands Private Sector Organization
PMC	Pacific Meteorological Council
PRNGOs	Pacific Regional Non-Governmental Organizations
PROs	Pacific Regional Organizations
PPA	Pacific Power Association
PPAPD	Pacific Parliamentary Assembly on Population and Development
PYC	Pacific Youth Council
SOPAC	South Pacific Applied Geoscience Commission
SPC	Secretariat of the Pacific Community
SPEA	South Pacific Engineers Association
SPOCC	South Pacific Organizations Coordinating Committee
SPOCTU	South Pacific and Oceania Council of Trade Unions
SPREP	Secretariat for the Pacific Regional Environment Programme
SPTO	South Pacific Tourism Organization
UNFCCC	United Nations Framework Convention on Climate Change
UN-OHCA	United Nations Office for the Coordination of Humanitarian Affairs
USP	University of the South Pacific
WACC	Working Arm of the CES-CCC
WAVE	Women Advancing a Vision of Empowerment
WWF	World Wildlife Fund

Executive Summary

This study seeks to fill the information gap on the roles played by regional mechanisms in disaster risk management (DRM), through an in-depth assessment on the Pacific islands region. The report documents the current contributions of Pacific regional organizations to DRM and explores the potential for them to play more substantial and active roles in the future. This involves consideration of the expectations and directives of the governing member countries of these Pacific Regional Organizations (PROs), their comparative advantage over other DRM mechanisms, and their capacity to provide such services. The findings led to the identification of good practices for DRM at the regional level. They were also used to determine where, within the DRM space, PROs are best placed to work, and how their current contributions might best be strengthened in order to realize their full potential as key players in DRM for the Pacific islands region. Regional cooperation in the Pacific began immediately after World War II, when the region was almost wholly made up of dependent territories. A historical perspective on regionalism in the Pacific is extremely important for understanding the current and future roles of PROs in DRM.

At the regional level, the mandate for the overall coordination and monitoring of DRM activities currently rests with the SOPAC Division of the Secretariat of the Pacific Community (SPC),[1] including responsibilities for implementation of relevant technical programs. Climate change activities in the region, and coordinated engagement in the United Nations Framework Convention on Climate Change (UNFCCC) process, are guided by the Secretariat for the Pacific Regional Environment Programme (SPREP). Political leadership and effective resourcing issues are generally led and coordinated by the Pacific Islands Forum Secretariat (PIFS). Practical application of adaptation and mitigation activities across many key development sectors is led by SPC, and on some issues by SPREP, while research and development, including human resource development, are led by the University of the South Pacific (USP). Other agencies within the Council of Regional Organizations of the Pacific (CROP) focus on particular sectors, covering the specific impacts of climate change on these sectors and mainstreaming these into their responses. This includes the Pacific Islands Forum Fisheries Agency (PIFFA) on pelagic fisheries, the South Pacific Tourism Organization (SPTO) covering tourism, the Pacific Power Association (PPA) with power utilities, and the Fiji School of Medicine (FSMed) on health issues.

In addition to the growth of Pacific regional intergovernmental organizations, non-governmental organizations (NGOs) operating nationally and regionally have also grown in size and in number. The Pacific Islands Association of Non-Governmental Organizations (PIANGO) was formally established in 1991 to assist Pacific NGOs to initiate action, to give voice to their concerns and to work collaboratively with other development actors for just and sustainable human development. PIANGO supports a regional network of NGO focal points or coordinating bodies based in 21 Pacific Island countries and territories. Within this network, specific Pacific Regional Non-Governmental Organizations (PRNGOs) meet regularly to discuss issues of common concern.

[1] The South Pacific Applied Geoscience Commission (SOPAC) was established as a PRO in 1989. In January 2011 SOPAC became a Division of the Secretariat of the Pacific Community (SPC).

Regional Organizations and DRM. Only one intergovernmental regional organization (the SOPAC Division of SPC) has a program devoted to DRM. On the other hand, there are two non-governmental organizations (Foundation of the People of the South Pacific International [FSPI] and the Pacific Disaster Center [PDC]) with such programs. Additionally, many regional bodies that were not established primarily as DRM mechanisms are now playing increasingly important roles in disaster risk reduction (DRR) and disaster preparedness. Thus many PROs, other than those named above, have initiatives that consider DRM – usually DRR specifically – within a broader context of climate change. And though the remainder of the PROs may not even mention DRM or climate change explicitly in their work programs and descriptive materials, the available documentation indicates, usually through references to development challenges, that such topics may well be addressed through their activities.

Comparative Advantages. Despite the fact that most PROs do not have a specific focus on DRM, they do have significant comparative advantages in some aspects of DRM, both individually and collectively. The sources of their comparative advantages are diverse and include: political convening power through strong links with the region's leaders; key coordinating roles at the regional level; information management and dissemination through portals; provision of education, training and applied research; faith-based perspectives and actions in DRM; representatives of, and advocates for, vulnerable groups (e.g. women, disabled, youth); and their extensive and broad regional experience.

Capacities. The capacities of PROs are currently restricted to certain aspects of DRM, notably DRR and some aspects of disaster preparedness. In comparison with international organizations, PROs do not have a comparative advantage or any tangible capacity in either disaster relief or recovery, except for the latter in terms of approaches such as "build back better" (where disaster risk assessments and reduction of anticipated risks are part of recovery and reconstruction). There are three main reasons for this disadvantage. The first is that the sub-regional Disaster Management (DM) operations of international organizations are closely integrated with global systems in terms of mandates, relationships, funding, human resources, operational protocols and procedures, etc. They are also set up to mobilize human, technical and financial resources immediately after a disaster occurs and a government has requested assistance. Thirdly, international organizations with the capacity for DM in the Pacific have ongoing access to relatively high levels of financial resources, thereby allowing them to be key players on a continuing and long-term basis.

PROs can add value to these international efforts by ensuring that early warnings and other information related to extreme events in the region are made widely available. In the Pacific this is especially relevant for sudden-onset events such as seismic and volcanic activity, tsunamis and tropical cyclones but also for slow-onset crises such as drought and famine. Moreover, regional organizations could play an important role in responding to smaller-scale, slow-onset events that do not trigger major media coverage or responses from international disaster relief and recovery agencies.

Good Practices in DRM. PROs have demonstrated good practices in DRM in areas where they have a comparative advantage. There is an impressive array of good practices in the DRM field,

many of which are undertaken on a long term basis, involve a diverse range of stakeholders, and are based on strong linkages between international, regional, national and community levels.

Future Roles, Challenges and Capacity Building. One standpoint in favor of expanding the efforts of PROs further into the DM domain argues that their current focus on DRR contributes to a disconnect between DRR and DM initiatives. There is a compelling argument for relevant PROs to become more engaged in disaster recovery and reconstruction, under the "build back better" imperative. PROs should continue to enhance their relevance and capacities as significant sources of technical and applicable DRR and disaster recovery assistance for the regional population. However, the challenges of growing and capacity-building will become greater in the near future, as countries and other PRO stakeholders move to integrate DRR, climate change adaptation (CCA) and the reduction of greenhouse gas emissions.

Another pertinent challenge for PROs will be to incorporate international financial flows with these new integrated approaches. Over the past few decades, both regionally and internationally, there has been a shift from an emphasis on funding emissions reduction initiatives to providing more support for CCA. Throughout this period, DRM, and especially DRR, has become the "poor cousin" of the increasingly visible efforts to respond to the effects of climate change, often resulting in tensions between agencies at regional, national and sub-national levels.

The challenges that will arise in this new era of integration go beyond funding but are related to it. The regional policy framework for DRM, CCA and mitigation is changing, but the historic separation in the international policy framework (Hyogo Framework and UNFCCC) has not changed at the fundamental level and is unlikely to do so. Both the changes that are occurring and those that are not will present a particular difficulty for PROs such as PIFS, SPC and SPREP. The relevant PROs must start building capacity now, in anticipation of the challenges that will soon confront them.

The Pacific region is now at the forefront of disaster politics in terms of risk insurance and finance options, largely as a result of the World Bank-SPC-Asian Development Bank Pacific Catastrophe Risk Assessment and Financing Initiative. It will be important for SPC to remain fully engaged in this process, for other significant PROs to learn from the experience, and for all affected PROs to encourage and assist stakeholders in exploring the available means to reduce the immediate financial consequences of disasters.

A recent study assessed the factors determining the Pacific's adaptive capacity to handle emergencies in the context of climate change. Results revealed that the most important determinants of such adaptive capacity in the Pacific are communications and relationships, with both informal and formal mechanisms found to be essential. An important aspect of these findings is that addressing communications and relationships gaps elicits a 'no regrets' response to climate change – i.e. they will prove to be appropriate actions even if the climate does not change in the future, however unlikely this is. Invariably, no regrets responses increase the resilience of development outcomes for current levels of climate and disaster risk. Closing these gaps is yet another integration challenge PROs must prepare for and address as expeditiously as possible.

In this context, it is possible to identify a series of initiatives where PROs can contribute to increasing the resilience of national and regional development outcomes. These include planning, decision support, monitoring and evaluation, migration as an adaptation and disaster response, multi-hazard and Climate Early Warning Systems, Climate and Natural Hazard Science, Impacts and Adaptation; and Ocean Resources Management, including Fisheries and Deep Sea Minerals and international Financing of Climate and Disaster Risk Management. Relevant PROs should build their capacity to ensure that they take can provide appropriate levels of assistance nationally and regionally.

Introduction

Although regional mechanisms are playing increasingly important roles in disaster risk management (DRM), there has been remarkably little research on their contributions and few published studies on their comparative advantages (Ferris et al. 2013). At a global level, a recent study sought to address this gap by summarizing the work of more than thirty regional organizations involved in DRM, drawing some comparisons and generalizations about the work of thirteen in particular (Ferris and Petz 2013).

The present study also seeks to address the gap through an in-depth assessment of the Pacific islands region. However, it must be said at the outset that this study does not provide a comprehensive picture of disaster-related work in the region. Rather, the study covers only a subset of a larger number of actors, including those operating at the national and international levels, involved in disaster-related work in the region.

This report documents the current contributions of Pacific regional organizations (PROs) to DRM and explores the potential for them to play more substantial and active roles. This involves consideration of the expectations and directives of the governing member countries of these PROs, their comparative advantage over other DRM mechanisms already in place and their capacity to provide such services.

The findings have led to the identification of good practices for DRM and were used to determine where, within the DRM space, regional organizations are best placed to work. This report also addresses how their current contributions might best be strengthened in order to realize their full potential as key players in DRM in the Pacific islands region.

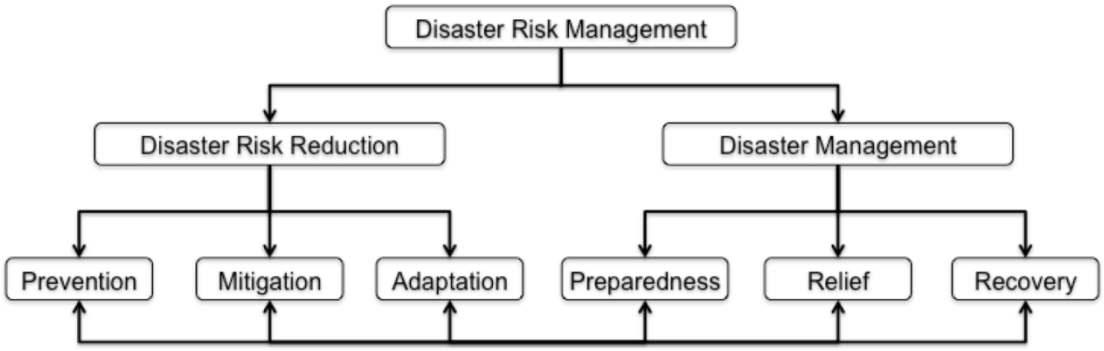
This report explores these themes and topics by responding to a series of nine questions, starting with fundamental questions related to terminology and scope and concluding with questions on the strengths and future roles of PROs as actors in the DRM space. The questions posed hardly constitute “frequently asked questions.” Rather, they were designed specifically to shed light on the roles of Pacific regional organizations in disaster risk management.

1. Is there a common understanding regarding the scope, characteristics and implementation of disaster risk management?

It is generally accepted that DRM refers to all activities that aim to avoid, lessen or transfer the adverse effects of hazards, including reducing disaster risks, preparing for disasters, providing emergency relief and undertaking reconstruction. Formally, DRM is the systematic process of using administrative directives, organizations, and operational skills to implement strategies, policies and improved coping capacities in order to lessen the adverse impacts of hazards and the possibility of disasters (UNISDR 2009). Thus, DRM includes both disaster management (DM) and disaster risk reduction (DRR) (Figure 1). It takes an all hazards approach, covering natural disasters as well as environmental and technological hazards and risks. Such hazards arise from a variety of geological, meteorological, hydrological, oceanic, biological, and technological sources, sometimes acting in combination with each other.

As indicated in Figure 1, DRR includes "adaptation," which from a broad perspective covers adjustments made to, or by, natural or human systems in order to moderate the adverse consequences of an actual or anticipated pressure or to take advantage of any beneficial consequences. The most common use of adaptation is in relation to pressures, and their impacts, that result from climate change. But it also applies to non-climatic factors such as volcanic and tsunami impacts, soil erosion and surface subsidence. "Adaptation" is also becoming an important aspect of the recovery dimension of DRM, especially when recovery and reconstruction involve "building back better", such as by taking the changing climate into consideration (GFDRR 2013).

Figure 1. The components of disaster risk management



Source: UNISDR and UNDP, 2012

Conceptually, the fact that DRR includes adaptation should make it relatively straightforward for many disaster and climate risk reduction initiatives to simultaneously include both DRR and climate change adaptation (CCA),[2] especially given the many synergies that exist. However, the separation of DRR and CCA policy frameworks at the international level (the Hyogo Framework

[2] Adjustments made to, or by, natural or human systems in order to moderate the adverse consequences of an actual or anticipated change in the climate, including extremes and variability, or to take advantage of any beneficial consequences.

for Action: Building the Resilience of Nations and Communities to Disasters: 2005 - 2015 [HFA] and the United Nations Framework Convention on Climate Change [UNFCCC]) and at the regional level (the Pacific Islands Disaster Risk Reduction and Disaster Management Framework for Action 2005–2015 [Madang Framework] and the Pacific Framework for Action on Climate Change [PIFACC]) has resulted in a separation of policy, institutional arrangements, financial and technical assistance, methods and tools. This split, at least in the Pacific islands region, permeates right down to the community level (Hay 2012; Hay and Mimura 2013). The separation at the regional policy level is currently being addressed, as will be discussed further in this report (SPC et al. 2013).

For the present study, where the focus is on DRM and not CCA, the overlap between the two, and especially the increased convergence in recent years, is somewhat problematic on an analytical level (APDC 2013; Gero et al. 2011; Mercer 2010). For example, as indicated above, one PRO has the principal mandate for implementing the Madang Framework and another the PIFACC. Presently, Pacific island countries are increasingly favoring a joint approach to DRR and CCA, as evident by the growing number of Joint National Action Plans for DRM and CCA. One motivation is the opportunity to make more efficient use of the limited in-country capacity for managing climate and disaster risks. Another reason is the recognition that the initial impacts of climate change are being manifested through extreme weather and climate events such as tropical cyclones and droughts (Hay and Mimura 2010). These events and phenomena often lead to declarations of disaster.

As a result of the growing effort to benefit from the synergies between DRR and CCA, these two PROs are now providing technical assistance and other support to countries using a joint programming modality. While this is to be applauded, it does present a challenge to the present study given the focus on DRM.

2. What is the history of regionalism in the Pacific?

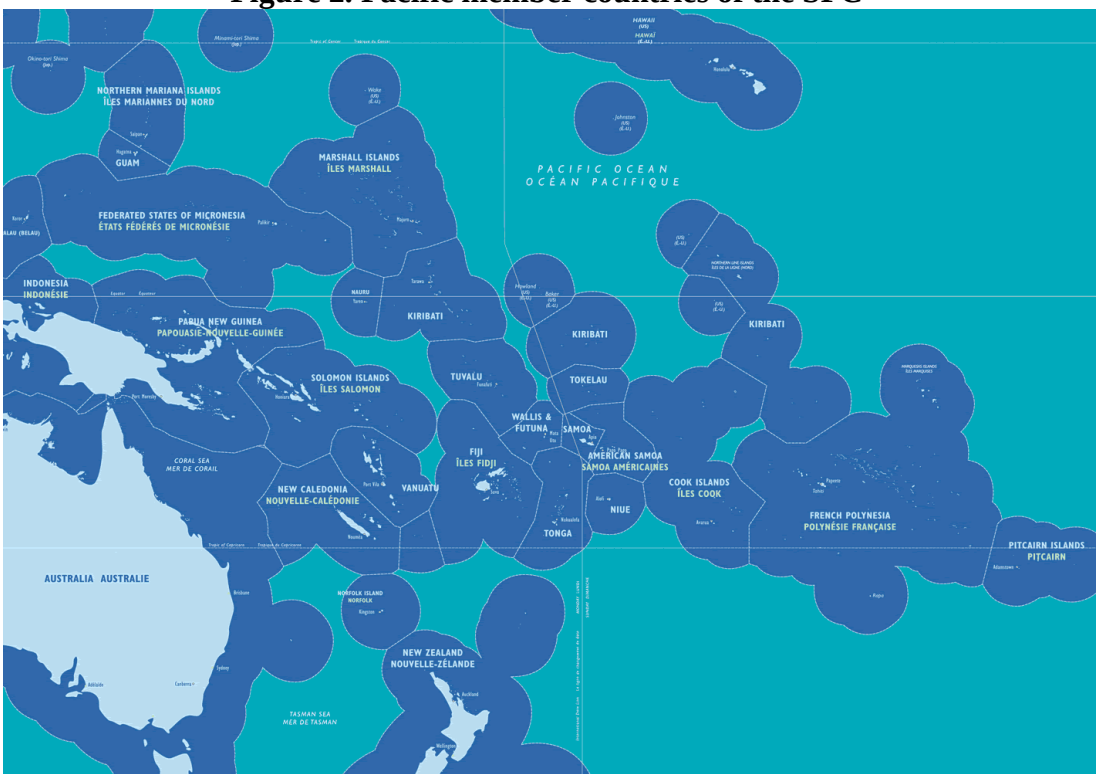
A historical perspective on regionalism in the Pacific is extremely important for understanding the current and future roles of PROs in DRM. The following description of the early history is based on Herr's work on Pacific regionalism and nationalism (Herr 1994).

Regional cooperation in the Pacific began immediately after World War II when the region was almost wholly made up of dependent territories. Contemporary intergovernmental regional cooperation dates from the establishment of the South Pacific Commission in 1947. Now known as the Pacific Community,[3] it is the oldest, largest and most inclusive intergovernmental organization in the Pacific. It comprises dependent territories as well as independent and self-governing states, the two metropolitan states located in the region, Australia and New Zealand, and the three other metropolitan states from outside the region, the United States of America, the United Kingdom and France. These countries claim membership through their role as former and current colonial powers.

[3] The name 'South Pacific Commission' was changed to the 'Pacific Community' at the fiftieth anniversary conference in 1997 to reflect the organization's Pacific-wide membership.

While denied a role in political development, the original South Pacific Commission was given broad responsibility with the mandate to coordinate research on economic, health and social development. Despite political impediments from colonial powers, the Commission did much to advance the cause of regionalism in the Pacific, particularly by defining the geographical extent of the region - from the Northern Marianas to Minerva Reef and from Palau to Pitcairn Island - thereby giving new meaning to the term "South Pacific" (Figure 2).

Figure 2. Pacific member countries of the SPC



Source: SPC, 2011

The Commission also proved the viability of intergovernmental cooperation at the regional level. Through the Commission, external powers agreed to fund and in other ways support regional institutions, including the creation of the South Pacific Conference, an auxiliary advisory body composed of delegates from all the islands. In this way, the Commission was the first institution to involve Pacific islanders in regionalism. But its exclusion from political activity prevented it from playing the decolonizing role that many islanders had hoped for. This constraint resulted in Fiji, Tonga and Western Samoa forming, in 1965, the Pacific Islands Producers Association – the region's first indigenous intergovernmental organization – to pursue the common economic ambition of higher commodity prices for their agricultural exports.

In this and other ways, regionalism gained momentum in the 1960s and 1970s as territories pressured for, and gained, their independence. Various events highlighted the limitations of the Commission, which was precluded from engaging in political issues. Matters came to a head in 1970 with the independence of Fiji. A search began for a political alternative to the Commission's hamstrung South Pacific Conference.

In 1971, leaders of newly independent states from the Pacific created history when they broke ranks with the then-South Pacific Commission, out of frustration that political issues challenging their new democracies were not being discussed at SPC meetings. This led to the formation of the South Pacific Forum (the forerunner of the Pacific Islands Forum) by Fiji, Cook Islands, Nauru, Tonga, and Western Samoa including Australia and New Zealand. The two metropolitan powers were needed for their economic assistance. Although not technically a regional organization - having no formal treaty and hence legal personality - the Forum had a profound influence on regional affairs in the 1970s and 1980s. The geographical and political scope of the Forum was significantly smaller and more effective than that of the South Pacific Commission.

At the second meeting, in 1972, Forum members established a new economic body – the South Pacific Bureau for Economic Cooperation – to support the Forum's development aims, such as fostering the export capacity of member states.

In 1974, the Pacific Islands Producers Association was incorporated into the South Pacific Bureau for Economic Cooperation, an action that set in motion a process that would dominate the institutional dimension of regionalism for the next 15 years – the concept of a single regional organization. The notion of transferring the functions of the South Pacific Commission to the Bureau appealed to many of the Bureau's members, but the incompatibilities in geographic scope of the two organizations proved to be a significant barrier to such a merger.

The notion of a single regional organization was driven by the desire to expel France, the United Kingdom and the United States of America from the South Pacific Commission and thus from formal access to the region. Supporters of the 'one organization' concept wanted control of the political structures of the region in order to manage the entire region as a whole, an option made possible by the more expansive scope of the Commission.

The 1979 decision of the South Pacific Forum to establish a new regional organization – the Forum Fisheries Agency – under the aegis of the Forum and hence independent of the Bureau – directly challenged the notion of a single regional organization. Moreover, the decision to exclude distant- water fishing nations reaffirmed the introspective orientation of Pacific regionalism.

The prospect of controlling off-shore resources, catalyzed by international discussions that eventually led to the United Nations Convention on the Law of the Sea, held great appeal to Pacific island countries that were severely lacking in terrestrial resources. This resulted in the establishment of a second agency with offshore interests – the Committee for Coordination of Joint Prospecting of Mineral Resources in South Pacific Offshore Areas. In 1989 the Committee became the South Pacific Applied Geoscience Commission (SOPAC).

For the island countries, regional organizations provided a mechanism for international bonding and community that distinguished their interests from those of outsiders, particularly of the great colonial powers of France, the United States and the United Kingdom. On the other hand, the non-island governments, funding almost all of the costs of the Pacific regional organizations, believed that mutual cooperation would enable the Pacific island countries to better manage the traditional obligations of statehood. Unfortunately, this mutual self-interest in regionalism tended

to disguise the contrasting aims of the two groups. The willingness of others to fund regionalism led the Pacific island states to accept claims of significant benefits from regional cooperation. For their part, the donor countries were also not as concerned with institutional efficiency as they were with the view that these bodies would serve their own national objectives in the region, objectives of security, political stability, humanitarianism and preservation of the state system.

Supremacy of national interest was highlighted by the unwillingness of Pacific island countries to develop a collective regime to manage the substantial aid flows into the region. These same countries also rejected attempts to establish any regional mutual security regime. Nevertheless, many national initiatives were taken despite the continuing preoccupation with decolonization, national self-interest and the notion of a single regional organization. By the mid-1980s there had been notable regional breakthroughs in trade, shipping, nuclear protection. For instance, in 1982 the South Pacific Regional Environment Programme was created as a separate entity within the South Pacific Commission in Noumea and as part of the Regional Seas Programme of the United Nations Environment Programme.

While island views on regionalism slowly matured through the 1970s and 1980s, a fundamental shift occurred around 1987 with the recognition that the introspective orientation of earlier years could not be maintained. Rather than using regional structures to keep extra-regional powers at bay, the Pacific island leadership came to accept that the region's capacities would have to be mobilized to engage the rest of the world. By 1987, the Forum sought to extend its influence beyond the boundaries of the Pacific Islands.

A newly created Forum committee on Regional Institutional Arrangements was tasked with investigating how appropriate extra-regional actors might engage with the Pacific Islands, through the Forum as the Pacific's paramount regional body. This decision reversed the aim for a single regional organization. While such an arrangement would have secured greater internal control for the islands, the Forum was now intent on making the regional mechanism more effective, especially through interacting with outside interests. One such interaction was dialogue partnerships, where the dialogue partner was an extra-regional actor invited to attend a post-Forum meeting to discuss matters of mutual relevance. More importantly, decisions on who would engage in the dialogue process rested solely with the Forum. The first Forum to include these arrangements was held in 1989. Only Canada, China, France, Great Britain, Japan and the United States were invited to attend.

The Committee on Regional Institutional Arrangements also proposed a mechanism – the South Pacific Organizations Coordinating Committee (SPOCC) – to coordinate the many regional bodies, effectively ending the campaign to exclude France, the United Kingdom and the United States from the Forum. Another key reform addressed the inability of the Forum to act internationally due to the lack of a formal treaty or charter. The relationship between the Forum and the South Pacific Bureau for Economic Cooperation was clarified by the Bureau being renamed the Forum Secretariat. This arm of the Forum would be accepted internationally as a legitimate agent of the Forum. The new status required the Forum Secretariat to move from the Bureau's original economic focus to a wider policy role. The Pacific Islands Forum, as it became known in 1999, has become the preeminent intergovernmental organization in the Pacific.

Another consequence of the reform process, albeit unintended, was the proliferation of regional intergovernmental organizations. By 1992, there were seven major intergovernmental organizations in the region. For example, the South Pacific Regional Environment Programme was established as an autonomous body with a legal personality. By 1991, it was moving out of the shadow of the South Pacific Commission in Noumea, to a new home in Apia. It was renamed the Pacific Regional Environment Programme in 2004, serviced by the Secretariat of the Pacific Regional Environment Programme (SPREP).

The close involvement of Australia and New Zealand in the region's two leading intergovernmental organizations gives Pacific regionalism one of its most distinctive features. But it is also the basis for deep-seated tension over the shape and direction of cooperation, as well as the interests that it serves. By providing the necessary financial support, the metropolitan powers put themselves in the best position to shape regionalism and use it as a means for securing their own national strategic interests. Originally this meant making sure that Pacific countries, as they became independent, continued to support the Western alliance. When the Cold War ended, the policy continued despite the fact that the United States reduced its presence in the South Pacific, as Australia gradually took up the role of regional superpower. The main reason the Pacific island countries supported regional cooperation was to pursue social and economic development. Being small island states with limited resources, narrowly based economies, poor government facilities and weak infrastructure, they were looking for ways to boost economic growth and improve national development. One attraction of working together was in the newfound ability to achieve economies of scale for the provision of basic services. There was also the obvious advantage of taking a collective approach to trade negotiations and trying to improve international market access (Frazer and Bryant-Tokalau 2006).

3. What is the current regional landscape in the Pacific?

The Pacific has a rich array of both intergovernmental organizations and non-governmental regional organizations. This section provides an overview of these organizations; further analysis is provided below (see Table 3) on the types of DRM activities in which these organizations engage and their comparative advantage.

Intergovernmental regional organizations

The Forum Leaders established the Council of Regional Organizations of the Pacific, CROP (formerly the South Pacific Organizations Coordinating Committee, SPOCC) in 1988. CROP comprises the heads of the intergovernmental regional organizations in the Pacific.[4]

The 1995 Forum mandated the Secretary General of the Forum Secretariat to be the permanent chair of CROP, a decision reaffirmed at the Special Leaders' Retreat in April 2004. Leaders also mandated the Secretary General to be responsible for the 'coordination role' of CROP and to report to Leaders on CROP matters.

[4] The Forum Secretariat, Pacific Islands Forum Fisheries Agency (PIFFA), Pacific Islands Development Programme (PIDP), Secretariat for the Pacific Community (SPC), Secretariat of the Pacific Regional Environment Programme (SPREP), South Pacific Tourism Organization (SPTO), University of the South Pacific (USP), Pacific Power Association (PPA) and the Pacific Aviation Safety Office (PASO).

The Pacific Plan for Strengthened Regional Cooperation and Integration, was signed at the 2005 Pacific Islands Forum Leaders' Meeting. The Pacific Plan promotes regional approaches to enhance and stimulate economic growth, sustainable development, good governance, and security, and provides a framework for strengthening regional cooperation and integration. CROP agencies constitute the regional architecture through which many of the Pacific Plan priorities are implemented, including climate change and DRM. While each CROP agency has its own mandates as directed by respective members and councils, their roles and responsibilities are inter-linked and they each contribute to achieving the overarching goals of the Pacific Plan. Climate change is a key priority under the Pacific Plan and has featured prominently in the Forum Leaders' annual communiqué.

The mandate for the overall coordination and monitoring of DRM activities at the regional level rests with SPC/SOPAC, including responsibilities for implementation of relevant technical programs. Climate change activities in the region, and coordinated engagement in the UNFCCC (United Nations Framework Convention on Climate Change) process, are led by SPREP. Political leadership and effective resourcing are issues generally led and coordinated by PIFS. Practical application of adaptation and mitigation activities across many key development sectors is led by SPC, and on some issues by SPREP, while research and development and human resource development are led by USP. Other CROP agencies focus on particular sectors, covering DRM as well as the specific impacts of climate change on these sectors and mainstreaming these into their responses. This includes PIFFA in pelagic fisheries, SPTO in tourism, PPA with utilities, and FSMed with health implications.

CROP functions as (i) a coordination mechanism between the heads of the regional organizations in the Pacific, and (ii) a high-level advisory body, to provide policy advice that may assist in facilitating policy formulation at national, regional and international levels. CROP provides a forum to enable relevant regional organizations to collectively review progress on implementing the Pacific Plan. It takes advantage of opportunities to pool and share expertise and resources to optimize benefits to member countries and territories. Where CROP sees the need, it establishes specific working groups with clear terms of reference to address important emerging or on-going priority issues of a cross-cutting nature.

CROP is committed to pooling its expertise to collectively address the goals of the PIFACC and, where appropriate, the Madang Framework. CROP executives established the CROP Executives' Subcommittee on Climate Change (CES-CCC) in 2010. This committee is jointly chaired by PIFS and SPREP. Its objective is to advance close collaboration, teamwork and coordination among the climate change support activities of CROP agencies, all of which have a role to play in addressing climate change within their respective areas of work. The subcommittee represents a 'many partners, one team' approach to climate change. Establishment of the Working Arm of the CES-CCC (WACC) in 2011 has facilitated increased interaction among the CROP focal points, especially the exchange of experience and information related to climate change housed in the different CROP agencies. As its initial activity, WACC is developing a matrix of CROP climate change program support activities to members to facilitate increased alignment and coordination of national-level support from CROP agencies in each member Pacific island country and territory. WACC provides an effective mechanism for organizing joint country program activities, including joint CROP agency country consultative missions and reporting.

In addition to working closely with each other, CROP agencies actively participate in the biannual Pacific Climate Change Roundtable (PCCR), the bi-monthly Development Partners in Climate Change (DPCC) meetings and other regional climate change coordination dialogues with development partners and multilateral agencies. These partnership processes allow partners to update each other and exchange pertinent information on their climate change related support activities. This dialogue helps identify potential areas for improved collaboration among the agencies and partners to address the priorities of member countries.

In response to member country requests for increased levels of coordinated climate change technical backstopping and support on a needs basis, WACC is also evaluating options for establishing a quick response Regional Technical Support Mechanism that draws on the different skill sets and comparative advantages of each agency and where possible utilizes peer to peer exchange between Pacific island countries and territories. In the interim prior to the possible establishment of a Regional Technical Support Mechanism, WACC will facilitate coordinated and collaborative responses to member requests for technical support, concentrating on support for strategic approaches to effective resourcing; project development and monitoring and evaluation; and facilitating timely access to technical assistance from other Pacific island countries and territories, CROP agencies and other partners on a needs basis.

Non-governmental regional organizations

In addition to the growth of Pacific regional intergovernmental organizations, non-governmental organizations (NGOs), operating nationally and regionally, have also grown in size and in number. There are now well over 1,000 NGOs estimated to be operating throughout the region. The Pacific Islands Association of Non-Governmental Organizations (PIANGO) was formally established in 1991 to assist NGOs in the Pacific to initiate action, give voice to their concerns and work collaboratively with other development actors for just and sustainable human development. It supports a regional network of NGO focal points or coordinating bodies based in 21 Pacific Island countries and territories. Within this network, Pacific Regional Non-Governmental Organizations (PRNGOs) meet regularly to discuss issues of common concern.

Currently there are 11 organizations within the PRNGO group: Council of Pacific Education (COPE); Pacific Disability Forum (PDF); Fiji Women's Crisis Centre (FWCC); Foundations of the People of the South Pacific (FSPI); Greenpeace; Pacific Foundation for the Advancement of Women (PACFAW); Pacific Islands Association of Non-Governmental Organizations (PIANGO); Pacific Islands News Association (PINA); South Pacific and Oceania Council of Trade Unions (SPOCTU); Pacific Conference of Churches (PCC); World Wildlife Fund (WWF); and Pacific Network on Globalisation (PANG).

Regional NGOs not forming part of the PRNGO group include the Pacific Islands Private Sector Organization (PIPSO), the Pacific Youth Council (PYC) and the Pacific Disaster Centre (PDC).

4. In what ways, and to what extent, do PROs currently contribute to DRM?

A distinction is often made between regional and sub-regional organizations. But the response to the previous question has shown that, even amongst those Pacific organizations that are universally accepted as “regional”, there are wide variations in membership and geographical

coverage. For example, the Pacific Islands Forum has 16 member countries, while both the Secretariat for the Pacific Community (SPC) and the Secretariat of the Pacific Regional Environmental Program (SPREP) have 26 members. On the other hand, the Melanesian Spearhead Group, the Polynesian Group, Micronesia Chief Executive's Summit, the Micronesia Challenge and the Smaller Island States Group are clearly sub-regional entities.

The designation of "PRO" is frequently limited to Pacific regional intergovernmental organizations, but in the context of the present discussion this is considered too limiting. While expanding the definition to include all regional organizations in the Pacific risks making any analysis overly complex, discretion has been used to focus only on those organizations that have clear regional coverage and some tangible or potential involvement in some or all aspects of DRM. Table 1 lists these organizations, along with a brief summary of the nature their engagement in DRM. Reference is also made to climate change activities since, as noted above, operationally in the Pacific CCA initiatives increasingly involve DRR interventions.

Only one intergovernmental regional organization (the SOPAC Division of SPC) has a program devoted to DRM. On the other hand, there are two non-governmental organizations (FSPI and PDC) with such programs. Many regional bodies that were not established primarily as DRM mechanisms, are now playing increasingly important roles in DRR and disaster preparedness due to both the need for such assistance and their comparative advantages. Thus many PROs, other than those named above, have programs and initiatives that consider DRM, and usually just DRR, within a broader context of climate change. The remainder of the PROs listed in Table 1 may not even mention DRM or climate change explicitly in their work programs and descriptive materials, but the available documentation indicates, usually through references to development challenges, that such topics could be addressed through their activities.

5. With respect to PROs, where do the comparative advantages for DRM lie?

Table 1, below, also lists the comparative advantages of PROs for DRM. Despite the fact that most PROs do not have a specific focus on DRM, both individually and collectively, they do have significant comparative advantages in some aspects of DRM, though certainly not all. The sources of their comparative advantages are diverse, and include:

- Political convening power, usually through strong links with the region's Leaders;
- Acknowledged and key coordinating role at regional level;
- The provision of technical and related assistance;
- Information management, including dissemination through portals;
- Their extensive and broad experience;
- The breadth of stakeholder representation and engagement (government, civil society, private sector) they have secured;
- Their role:
    - As a leader in the management of regional public goods, such as migratory fish stocks and in key development sectors such as tourism, transport, fisheries, health, utilities, and the private sector;
    - Providing education and training;
    - Providing applied research;
    - Communicating standards and norms;

- Providing expertise in international financing;
- Providing faith-based perspectives and actions in DRM;
- As representatives of, and advocates for, vulnerable groups (e.g. women, disabled, youth).

Given this current baseline, an important question is: if, where, and how should PROs enhance their capacities, and hence their comparative advantages in DRM?

Table 1. Levels of Engagement in and Comparative Advantages of PROs in DRM

Regional Organization	**Nature and Level of Engagement in DRM (and Climate Change)**	**Comparative Advantages**
Pacific Islands Forum Secretariat (PIFS)	Conducts high level coordination, policy and advocacy work on DRM and climate change, in the context of sustainable development and access to international financing; supports the Forum Leaders in the same areas; coordinator of the Resources Working Group of PCCR, which involves facilitating and monitoring the implementation of decisions of PCCR on climate change resourcing	Through its political convening power as Secretariat to the Leaders, PIFS informs the agenda and annual decisions of Forum Leaders and Finance Ministers meetings, including in relation to climate and disaster risks; PIFS also coordinates the negotiation of development partner policy on the Pacific region, which often guides where partners allocate their development assistance to the Pacific; this has involved specific agreements on DRM and climate change for a number of large development partners
Pacific Islands Forum Fisheries Agency (PIFFA)	Established a climate change program following endorsement by its governing council; program focuses primarily on promoting the role of tuna fisheries in building resilience against climate change threats; provides support in mainstreaming climate change into domestic fisheries legislation and strategic policies and plans and assists commercial developments and fishing ventures to better position vulnerable countries to sustainably develop and exploit tuna resources	Has an important role in climate change as it relates to effective management of tuna stocks; facilitates capacity building and substitution to better implement effective policies and implements effective climate change activities in tuna fisheries; provides analyses and advice on best practices and management options to address impact of climate change on tuna fisheries
Pacific Islands Development	Assists Pacific islands Leaders to advance their collective efforts to	Carries out secretariat functions for the Pacific Islands Conference of

Regional Organization	Nature and Level of Engagement in DRM (and Climate Change)	Comparative Advantages
Programme (PIDP)	achieve and sustain equitable social and economic development; education and training is one of five priority activity areas, all of which are responsive to the issues and challenges facing the Pacific islands region	Leaders, where climate change issues have been discussed, including regional and national assessments of the impacts of climate change on Pacific Island countries, and education and training on climate change tools and applications that will improve Pacific Island livelihoods
Secretariat for the Pacific Community (SPC)	SPC's Applied Geoscience and Technology Division applies geoscience and technology to realize new opportunities for improving the livelihoods of Pacific communities; the Disaster Reduction Programme, one of SOPAC's three program, provides technical and policy advice and support to strengthen disaster risk management practices in the Pacific islands region; more broadly, SPC's climate change engagement strategy targets three strategic outcomes: strengthened capacity of Pacific Island communities to respond effectively to climate change; climate change integrated into SPC programs and operations; and strengthened partnerships at the regional and international level; SPC also implements several climate change projects funded by external partners	Leading technical organization in the Pacific; long involvement in implementing activities that are directly or indirectly linked to addressing climate change- and disaster-related risks and constraints; work covers almost all the key economic, environmental and social sectors; brings a wide range of relevant expertise – especially scientific, technical, and data management skills; decentralized mode of service delivery is particularly suited to working on the ground with members at the national level
Secretariat of the Pacific Regional Environment Programme (SPREP)	Climate change is one of SPREP's four strategic priorities; it provides support in planning and implementing national adaptation strategies, climate financing, and integrating climate change considerations into national planning and development processes; the Climate Change	SPREP will lead the coordination of regional climate change policies and programs through the Pacific Climate Change Roundtable, the Pacific Islands Framework for Action on Climate Change and the CROP CEOs Working Group on Climate Change. The Pacific Climate Change Portal was

Regional Organization	Nature and Level of Engagement in DRM (and Climate Change)	Comparative Advantages
	Division supports member countries and territories in developing and implementing appropriate adaptation and disaster risk reduction measures; SPREP also supports national meteorological services in managing and disseminating weather and climate information, consistent with the Pacific Islands Meteorology Strategy	developed by the Secretariat of the Pacific Regional Environment Programme, in collaboration with its partners; regional and national institutions in the Pacific Island region hold a substantial amount of climate change-related information and tools. The Pacific Climate Change Portal aims to ensure this information is readily accessible in a coordinated and user-friendly manner. The portal provides a platform for institutions and governments in the Pacific region to share information that can be readily accessed by linking to information repositories such as the Pacific Islands Global Ocean Observing System
South Pacific Tourism Organization (SPTO)	SPTO provides the following interventions to the region's tourism industry: awareness, by conducting workshops and educational programs on climate change and its impacts; mainstreaming, by assisting national governments and their tourism departments to include climate change in their tourism development policies; and adaptation, by working with other CROP agencies to deliver technical assistance to tourism industry operators on adaptation measures	Has significant private sector membership with 200 of the most important tourism companies (hotels, tour operators, airlines, consultants etc.) in the Pacific Region including their main source markets
University of the South Pacific (USP)	Provides courses and training programs in DRM, CC, resource management, environmental management and sustainable development at postgraduate level under its priority strategic areas; enhance their capacity in human resource development to meet	The premier tertiary institution in the region, owned by 12 Pacific Island countries; current enrolment consists of over 20,000 students spread over 14 campuses, with the majority at its main campus in Suva; long history as a centre of excellence in multi-disciplinary

Regional Organization	Nature and Level of Engagement in DRM (and Climate Change)	Comparative Advantages
	assists Pacific island countries and territories to meet the growing needs for trained human resources for CCA and DRM; led an initiative in Fiji	aspects of climate change; considerable experience working with rural communities to create awareness and implement CCA and DRM measures targeted at sustaining livelihoods; actively engaged in applied research focusing on impacts of climate change and associated extreme events in relation to crop and fisheries productivity, water resource management, ocean acidification, human health etc.
Pacific Power Association (PPA)	Implements activities that are directly linked to reduction of climate change risks through work with the electric utilities of the Pacific island countries and territories, with the aim to increase energy efficiency in supply side management and demand side management, to not only reduce greenhouse gas emissions but also improved utility performance	Represents 25 electric utilities in the region; collaborates with other CROP agencies involved in the energy sector in the Pacific
Pacific Aviation Safety Office (PASO)	Encourages member countries to develop national action plans identifying practices and procedures to contribute to emissions reduction and other initiatives to lessen environmental impact	A regional aviation oversight organization representing 13 Pacific island countries and carrying out work in 10 of these countries to assist them in meeting their national and international aviation compliance obligations
Fiji School of Medicine (FSMed)	FSMed is currently engaged in activities for climate change at several levels: medical education and training, with climate change and health issues are now integrated into relevant program; policy analysis, with academics are partnering with relevant Pacific island government counterparts to identify policy gaps and, where possible, revise and implement policies to support responses of the	Encourages staff to actively participate, where possible, on advisory committees, as well as play lead roles in ensuring that there is sufficient and appropriate guidance with respect to health on climate change activities in the region; FSMed's collaborative activities inform and assist Pacific Island health professionals to implement activities targeted towards reducing the health

Regional Organization	Nature and Level of Engagement in DRM (and Climate Change)	Comparative Advantages
	health sector to climate change; and research, focusing on interventions for health systems strengthening, early warning and response to climate sensitive diseases, and assessing the environmental health impacts of climate change	impacts of climate change and disasters in the region
Pacific Meteorological Council (PMC)	Works to strengthen the capacity of the National Meteorological Services, thus contributing to maximization of the safety, well-being, and development aspirations of the people of the Pacific with respect to provision of weather, climate, and related development services	A specialized subsidiary body of the SPREP Meeting, established to facilitate and coordinate the scientific and technical programs and activities of the Regional region's Meteorological Services
Pacific Parliamentary Assembly on Population and Development (PPAPD)	Aims to promote practical actions by Pacific Parliamentarians in advocacy for population and development issues in the Pacific region thereby contributing to the attainment of the PPAPD vision of improving the living standards, security and well being of peoples in the Pacific	Established in 1997 by and for Pacific parliamentarians to mainstream population and development issues into the work and role of Pacific parliamentarians; one focus is sustainable development of the region's natural resources, and within this CC and DRM topics are covered
Forum Presiding Officers and Clerks (FPOC)	Aims to promote the efforts of Pacific Islands Legislatures towards improving the quality of governance in the region within the framework of Parliamentary democracy	Acts in the interest of Forum island country legislatures and interface with international organizations, bilateral donors and other Parliaments with regard to legislative issues and development assistance
Council of Pacific Education (COPE)	Provides advice and assistance on professional, industrial, legal and human rights issues for teachers, support staff and their representative union affiliates in the region; acts as a clearing house for information to both its affiliates and to other organizations across the Pacific	A regional organization of education unions from the South Pacific Region

Regional Organization	Nature and Level of Engagement in DRM (and Climate Change)	Comparative Advantages
Pacific Disability Forum (PDF)	Provide leadership and serves as a regional focal point on disability issues and support the various National Disabled Persons Organizations, Donor and Nongovernmental partners; supports the establishment and strengthening of National Disabled Peoples Organizations at country level to better enable them to promote the rights and defend the dignity of persons with disabilities	Established in 2002 and officially inaugurated in 2004, to work towards inclusive, barrier-free, socially just, and gender equitable societies that recognize the human rights, citizenship, contribution and potential of people with disabilities in Pacific Countries and territories; Pacific Regional Conference on Disability includes presentations and discussions on CC and DRM, from disability and gender perspectives
Foundation of the People of the South Pacific (FSPI)	The DRM Programme works with communities to build their resilience to natural disasters by mainstreaming risk reduction into community development; it helps increase awareness of the benefits of investing in risk-sensitive development, which should mitigate the effects of natural disasters when they strike; also implements the Child Centered Climate Change Adaptation Project in Vanuatu, Solomon Islands, Fiji, Papua New Guinea, and Kiribati	Provides community-based training and assistance for disaster preparedness and risk-reduction; these are particularly pertinent to activities for poverty alleviation since they work to ensure that communities do not become entrapped in a cycle of loss, destruction and rebuilding which prevents them from lifting themselves out of poverty
Pacific Foundation for the Advancement of Women (PACFAW)	PACFAW Initiatives include presenting a Pacific Women's Statement on Climate Change for the 15th Conference of the Parties negotiations under the UNFCCC. This statement noted that Pacific communities were already adapting to the detrimental effects of natural disasters exacerbated by climate change, each of which posed risks to the livelihoods and health of Pacific women	PACFAW has played an important Role in advocacy and coordination of activities for the advancement of women in the Pacific; its work links to the Regional Charter: Revised Pacific Platform for Action on Advancement of Women and Gender Equality 2005 to 2015; this includes references to managing climate and disaster risks
Pacific Islands News Association	In November 2004, PINA officially merged with the Pacific Islands Broadcasting Association	The premier regional organization representing the interests of media professionals in the Pacific region;

Regional Organization	Nature and Level of Engagement in DRM (and Climate Change)	Comparative Advantages
(PINA)	(PIBA) to become the only voice of the regional media in the Pacific; until the merger PIBA looked after the interests of public broadcasters; develops training and resource materials, and encourages exchange of information and skills with industry members in Pacific island countries, including on topics related to climate change and DRM	links radio, television, newspapers, magazines, online services, national associations and journalism schools in 23 Pacific island countries and territories
South Pacific and Oceania Council of Trade Unions (SPOCTU)	From a trade union perspective, the relative absence of labor standards in Pacific island countries is a particular threat to the region's long-term sustainable development as it can reduce the social benefit of economic development, compromise the scope for real tripartite social partnership and generally undermine social cohesion; a climate change position paper states that the situation faced by many Pacific Islands is dire if sea levels rise; there needs to be an active program of assistance, and also contingency plans covering absorption of a greater number of workers from the Pacific should that situation arise	Includes unions from the Cook Islands, Fiji, Tahiti, Kiribati, New Caledonia, Papua New Guinea, Samoa, Solomon Islands, Tonga, Tuvalu, Vanuatu, and the Wallis and Futuna Islands – as well as Australia and New Zealand
Pacific Conference of Churches (PCC)	A fellowship of Pacific Island member churches promoting ecumenism, unity, justice, peace, integrity of creation and solidarity during times of natural disasters and social upheavals; climate change & resettlement is one of six thematic programs; PCC is working with the churches to ensure all communities continue to live in dignity and to the fullest; PCC has developed a pilot	PCC is the Regional Ecumenical Organization representing the churches at all levels in the Pacific region; its membership today stands at 28 Pacific country member Churches and 9 National Council of Churches, covering around 6.5 million people out of the 8.2 million in the Pacific region

Regional Organization	Nature and Level of Engagement in DRM (and Climate Change)	Comparative Advantages
	program to cater for this - the Climate Impact on Disaster Risk Assessment is a process driven methodology implemented on the most vulnerable Pacific communities to date. These are Tuvalu, Kiribati, Solomon Islands and Vanuatu; the programs works closely with the other PCC programs on Human Rights, Globalization and Trade, Good Governance and Leadership and Ecumenism to assist the people of the Pacific in adapting, mitigating and resettling due to climate change	
Pacific Network on Globalisation (PANG)	PANG is a Pacific regional network promoting economic justice in globalization with specific attention to: accountability and transparency in economic and trade policy processes; poverty eradication; equitable development and sustainable livelihoods (opportunity, access, impact); good sovereignty and environmental sustainability	PANG works across the island countries of the Pacific Islands Forum Secretariat and has strong links with fair trade campaigning organizations in Australia, New Zealand and the European Union; the PANG regional network comprises Pacific Civil Society Organizations, workers' organizations, educators, students, and fair trade campaigners.
Pacific Islands Private Sector Organization (PIPSO)	Establishment of PIPSO has enabled private sector organizations in the Pacific to coordinate views and formulate regional policy positions and effectively advocate the interests of the private sector at the regional level	PIPSO works in the private sector of 14 Pacific Island countries; it recognizes that sustainable development in the region will only come about through functioning and effective partnerships involving Governments, civil society, regional organizations and development partners
Pacific Youth Council (PYC)	PYC's Focus Areas are: capacity building; advocacy; and networking; it facilitated funding support from UNISDR to send three youths from the Tonga National Youth Congress, Niue	Currently the PYC has ten National Youth Council/ Congress (NYC) members; PYC works in partnership with SPC for the Pacific Youth Festivals, which typically gather over 300 young

Regional Organization	Nature and Level of Engagement in DRM (and Climate Change)	Comparative Advantages
	National Youth Council and Chuuk State Youth Council to attend a Youth & Disaster Forum in Christchurch, New Zealand in 2011; Some national youth councils have begun education and advocacy on climate and environment issues; adaptation to climate change was one of the four main themes of the 2009 youth festival and was reflected in the festival's final Suva Youth Declaration	people from most Pacific island countries and territories
Pacific Disaster Centre (PDC)	The Center provides multi-hazard warning and decision support tools to facilitate informed decision making and critical information sharing, supporting appropriate and effective actions; PDC also conducts advanced risk assessments that integrate hazard exposure with socio-economic factors for vulnerability and capacity, it also assists in enhancing disaster management capacities for preparation and response through dedicated information services, and engagements in training, exercises, and workshops	For nearly two decades PDC has delivered comprehensive information, assessments, tools, and services with the goal of reducing disaster risk; PDC partnerships span civilian-military, academic-operational, public-private, and U.S.-foreign stakeholders, institutions, and communities with common interests. PDC uses information, science, and technology to enable effective evidence-based decision making and to promote disaster risk reduction (DRR) concepts and strategies
Pacific Islands Maritime Association	Provides a decision-making and direction-setting role in the Pacific Islands maritime sector; topics include survival and firefighting	PacMA, whose members now include industry representatives, plays a vital role as a forum for member countries to discuss and harmonize education and training for seafarers
South Pacific Engineers Association	Supports the development of engineering and engineering standards in the South Pacific region; this includes releasing a Policy Paper on Resilient Infrastructure and Disaster Management	The SPEA is an association of the bodies which represent engineers within countries in the Pacific Island Forum geographical region; on the SPEA website there are the names and contact information for SEPA's national Disaster

Regional Organization	**Nature and Level of Engagement in DRM (and Climate Change)**	**Comparative Advantages**
		Management Contacts
Woman Advancing a Vision of Empowerment (WAVE)	This Pacific NGO has three thematic areas – climate change, HIV/AIDS and Violence Against Women; undertook a Gender Media Survey of the Pacific island countries	An organization with a focus on the gender differentiated impacts of CC

6. What are the current capacities of relevant PROs for DRM?

Table 1 also shows that the capacities of PROs are currently restricted to certain aspects of DRM. Table 2, which uses the components of DRM shown in Figure 1, highlights this focus.

Table 2. Overall Capacities of PROs in DRM

DRM Component		Overall Capacity
Disaster Risk Reduction (DRR)	Prevention	High
	Mitigation	Moderate
	Adaptation	Very High
Disaster Management (DM)	Preparedness	Moderate
	Relief	Very Low
	Recovery	Low

International organizations, both governmental and non-governmental, have considerable comparative advantage over PROs in terms of disaster response. This includes such organizations as the United Nations Office for the Coordination of Humanitarian Affairs (UN-OCHA), the United Nations Disaster Assessment and Coordination Team, and the International Federation of Red Cross and Red Crescent Societies (IFRC) (Ferris and Petz 2013). All have sub-regional operations (the OCHA Regional Office for the Pacific, Pacific Humanitarian Team and the IFRC Pacific Regional Office, respectively).

There are three key reasons why PROs do not have a comparative advantage, or any tangible capacity, in either relief or recovery. As noted above, the exception pertains to the DRR aspects of the latter, in terms of such approaches as "build back better," when disaster risk assessments and reduction of anticipated risks are part of recovery and reconstruction. The first reason is that the sub-regional DM operations of these international organizations are closely integrated with global systems in terms of mandates, relationships, funding, human resources, operational protocols and procedures, and the like. They are also set up to mobilize human, technical and financial and other resources immediately after a disaster occurs and a government makes a request for assistance. Those governing PROs have instructed their respective agencies to develop their work programs in other aspects of DRM, to complement the expertise of, and assistance provide by, international organizations.

Thirdly, international organizations with the capacity for DM in the Pacific have ongoing access to relatively high levels of financial resources, thereby allowing them to be key players on a continuing basis (Ferris and Petz 2013). This certainty is important to Pacific island countries, and the PROs which support them, given that disasters are a reality of life for Pacific nations and territories, and the people residing in them. While there has been much progress in DRR, including through CCA, potentially reducing the need for DM, in the Pacific islands region these improvements are being undermined by poorly planned and implemented development projects, and by climate change (The World Bank 2012).

However, while international humanitarian agencies have developed an impressive operational capacity in disaster response, and international development agencies are leading the way in

advocating for disaster risk reduction, PROs can add value to these efforts by ensuring that early warning and other information related to natural hazards that occur at regional scales is made widely available. In the Pacific this is especially the case for sudden onset events such as seismic and volcanic activity, tsunamis and tropical cyclones. It also applies to slow onset events such as drought. Relevant regional organizations may also have an important role to play in longer-term responses to smaller-scale, slow-onset events that do not trigger major media coverage and responses from international disaster relief and recovery agencies. Appropriate PROs can contribute knowledge and skills that are likely to provide more culturally appropriate and more cost-effective assistance. This can be through building on the best of local practices, understanding the existing social systems and local power structures, avoiding repetition of past mistakes, allowing local people to be the drivers of recovery and reconstruction and recovery, and ensuring these activities draw on local capabilities, and social and economic resources, and that they recognize diversity, including the particular needs of women and disadvantaged groups.

7. In what ways have PROs demonstrated good practices in DRM?

PROs have demonstrated good practices in DRM in areas where they have a comparative advantage (examples are provided in Table 3, below). They represent an impressive array of good practices, many of which are undertaken on a long term basis, involve a diverse range of stakeholders, and are based on strong linkages between international, regional, national and community levels. For example, the Pacific Conference of Churches is well-placed to encourage its members to develop community awareness programs around disaster risk and to develop strategies to ensure that the most vulnerable members of a community are identified for priority evacuation.

8. Where are PROs best placed to work in DRM in the future?

An earlier response indicated that, in terms of DRM, the work of PROs is focused in DRR and the preparedness aspects of DM. Their comparative advantages, and good practices, show that there is considerable value to the region if the PROs continue to focus on these areas. But, in addition to maintaining this focus, should they expand into disaster relief and recovery?

One argument in favor the expanding the efforts of PROs further into the DM domain is that their current focus contributes to a disconnect between DRR and DM initiatives (Ferris and Petz 2013). There is a compelling argument for relevant PROs to become more engaged in disaster recovery, under the "build back better" imperative. It is important to emphasize that, in the present context, "build" not only refers to physical structures and infrastructure. It must also include rebuilding social and economic systems in ways that enhance their resilience to disasters, and to climate change.

As highlighted previously, some PROs are already engaging in this dimension of disaster recovery work. Their efforts should certainly be strengthened. They can bring to the table the knowledge, expertise and experience that underpin their comparative advantages in both DRR

and CCA. These include being culturally more appropriate, more cost-effective and having the ability to strengthen regional solidarity and contribute to regional identity. Other PROs should be encouraged to expand their work programs into relevant aspects of disaster recovery, again playing to their comparative advantages in DRR and CCA.

In terms of the provision of funding for DRR projects, only two PROs provide direct financial assistance for DRR projects. This is because most PROs themselves are funded by donors (Ferris and Petz 2013). This suggests that, in general, PROs should not have further aspirations to become funding mechanisms for DRR. Rather they should continue to enhance their relevance, and build excellence as significant sources of technical and related assistance to their constituencies.

PROs have a particular responsibility to focus on addressing the needs of their weaker members, and working to build their capacities for future work in DRM. In the Pacific, as elsewhere, it is often easier to mobilize support for DM than for DRR. Elected officials, as well as donors and other development partners, tend to support immediate-term relief following a disaster rather than investing in DRR and CCA initiatives, as these have less visibility. But in the long run such initiatives represent a far more efficient use of resources (The World Bank 2012). At the national level, it is important that all governments are considered capable of mobilizing an effective response when a disaster strikes, otherwise there can be serious humanitarian and political consequences.

Both the relevance and excellence challenges mentioned above will become greater in the near future, as countries and other PRO stakeholders move increasingly to integrate DRR, CCA and climate change mitigation. This will be especially the case when all beneficiaries of PRO assistance start anticipating and, from 2015, reacting to the signals and guidance in the new Pacific Integrated Regional Strategy for Disaster Risk Management and Climate Change. Importantly, linking DRR and CCA initiatives with mitigation interventions will be new to many stakeholders, as to date there have been few initiatives in the region that seek to exploit DRR-CCA-mitigation synergies in explicit ways.

Table 3. Good practices in DRM, as demonstrated by PROs

Comparative Advantage in DRM	**Exemplar PRO**	**Good Practices in DRM**
Political convening power	PIFS	As secretariat to the Pacific Islands Forum Leaders, PIFS has been able to work with CROP agencies to ensure that Leaders are well informed on all matters related to DRM and to CC
Acknowledged and key coordinating role at regional level	SOPAC Division of the SPC	SOPAC's Disaster Reduction Programme co-convenes, along with UNISDR, the Pacific Platform for Disaster Risk Management. In 2008 the Pacific Platform was established to harmonize existing regional mechanisms for disaster risk management; the Platform has been central to the development and/or implementation of

Comparative Advantage in DRM	Exemplar PRO	Good Practices in DRM
		regional policies and frameworks for action on disaster risk management in the Pacific, providing an opportunity for the sharing of experiences and knowledge in relation to initiatives that are being implemented by Pacific island countries and territories to strengthen resilience to disasters; the Pacific Disaster Risk Management Partnership Network (PDRMPN) is a key mechanism of the Platform
Provision of technical and related assistance	SPREP	Convening regional support teams, usually made up of experts from SPC, Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), the United Nations Development Programme (UNDP) and Australia AID, to support the preparation of Joint National Action Plans for CCA and DRR
Information management	SOPAC Division of SPC	Pacific Disaster Net is the Pacific's DRM web portal, providing the largest and most comprehensive information resource in relation to DRM in the Pacific; launched on the 18th September 2008 in Suva, the PDN was developed by SOPAC, in partnership with the International Federation of Red Cross Societies, UNDP's Pacific Centre and UN-OCHA, as an initiative under the PDRMPN
Leading role in the management of a regional public good	PIFFA, in collaboration with SPC	By implementing effective climate change activities in tuna fisheries, including best practices for management options to address impact of climate change on tuna fisheries, PIFFA reduces the vulnerability of Pacific island countries to the potentially disastrous consequences of a collapse in the region's tuna fishery, and of the loss of substantial income due to migration of fish from their exclusive economic zone
Working in key development sectors such as tourism, transport, fisheries, health, utilities, and the private sector	SPTO	For many Pacific island countries and territories the tourism industry of a major part of the economy, but it is also a sector that faces high disaster and climate risks; SPTO works with government and private sector stakeholders in the tourism industry to raise awareness about the importance of DRM and CCA in their sector and businesses, including development of DM actions plans for tourism businesses and the national tourism sector as a whole
Education and training provider	USP	Evolution of the Certificate in Climate Change Vulnerability and Adaptation Assessment to meet the needs and capacities of students; the program, which covers both CCA and DRR, was developed by, and had

Comparative Advantage in DRM	Exemplar PRO	Good Practices in DRM
		an initial trial at, the University of Waikato, it was then transferred to USP, and taught initially by a combination of USP and University of Waikato staff; since first being offered in 1999, the USP program has evolved into the Postgraduate Certificate in Climate Change Vulnerability and Adaptation Assessment, an intensive four-month program of study that can be taken through any USP campus in the Pacific, using distance and flexible learning; the certificate program spawned the Postgraduate Diploma in Climate Change, which comprises four courses taken over one year full time, or two years part time; the two required courses are the same as those for the certificate program; as with these course, any of the other optional courses are also available through distance and flexible learning
Applied research provider	USP	The pre-eminent regional provider of academic research; recent studies include the economic impact of natural disasters on development in the Pacific; community adaptation in a small island developing country; floods in urban Fiji; phased approach to mainstreaming climate change adaptation and disaster risk reduction in rural communities in Fiji; climate impact on food security; long-term climate change recorded in cave sediments on Pacific islands; data management models for DRM; coral reefs as buffers during the 2009 South Pacific Tsunami; and climate change education in culture and culture in climate change education
Communication of standards and norms	SPEA	Communicating to its membership of professional engineers how important it is that systems for the support of people are able to withstand the stress brought on by extreme condition, and those that can arise through human mistakes, and able to continue to deliver sufficient if not full service throughout the time of stress; the communications materials provide guidance on eliminating failures, except in major events
Expertise in international financing	PIFS	Developed the Pacific Climate Change Finance Assessment Framework (PCCFAF) in response to the need to approach climate change financing in an informed way; the PCCFAF guides assessment of a Pacific Island country's ability to access and manage climate change resources; while existing global approaches are being developed and piloted, they do not always consider aspects that are particularly relevant to

Comparative Advantage in DRM	Exemplar PRO	Good Practices in DRM
		the situation of small island developing states; rather than developing a parallel framework, the PCCFAF blends Pacific relevant aspects, especially climate change sources and capacity, into existing assessment approaches; the approach has by a case study of Nauru
Faith-based perspectives and actions in DRM	PCC	PCC has implemented a DRR initiative, called Climate Intervene and Disaster Risk, to assist its church communities to become proactive in addressing the changes in their physical environment; the project has been implemented in five countries in the Pacific; findings to date demonstrate that, although communities' adaptation strategies may be varied and depend on the local context, social networks play a pivotal role in accessing appropriate climate knowledge and resources
Representatives of, and advocate for, vulnerable groups	SPC PACFAW	SPC's work covers almost all the key economic, environmental and social sectors, including the human and social development sector (education, health, sanitation, culture, gender, youth, human rights); Output 6 of key result area 1 (Strengthened Pacific island country and territory climate change response capabilities at sectoral and national levels is: Gender, youth, human rights and community groups perspectives integrated into national adaptation and mitigation plans and actions PACFAW initiatives include presenting a Pacific Women's Statement on Climate Change for the 15th Conference of the Parties negotiations under the UNFCCC, and supporting implementation of the Regional Charter: Revised Pacific Platform for Action on Advancement of Women and Gender Equality 2005 to 2015, including managing climate and disaster risks
Length and depth of experience	FSPI	The Foundation for the Peoples of the South Pacific (FSP) was founded in 1965 and by 1969 was a major regional NGO providing resources for community centers, technical schools and training, scholarships, agriculture and water supplies; as FSP partners evolved into independent NGOs, and the organization grew to accommodate other established NGOs in the Pacific, the organization evolved in order to maintain the historical networking strengths; in 1992 the FSP family met and formalized their network as FSPI; FSPI continues to work towards helping build sustainable communities, including through DRM and CCA

Comparative Advantage in DRM	Exemplar PRO	Good Practices in DRM
Linking regional, national and community levels	SOPAC Division of SPC	While the work of SOPAC's Disaster Reduction Program focuses on building national DRM capacity, it also has a strong commitment to supporting community-based DRM initiatives; for example, in partnership with UNDP, the Fiji National Disaster Management Office, Fiji Red Cross and Live and Learn, the Program is working with communities on the Navua floodplain in Fiji, to reduce their risk to flooding; the project has brought together local government and the community to improve flood response which included the installation of a flood warning system; a flood response plan was developed and community-based first aid and disaster preparedness workshops were conducted to support this work
Breadth of stakeholder representation and engagement	PINA	As the premier regional organization representing media professionals in the Pacific region, PINA links radio, television, newspapers, magazines, online services, national associations and journalism schools in 23 Pacific island countries and territories

A related challenge for PROs will be to better align international financial flows with these integrated approaches. Over the past few decades, both internationally and regionally, there has been a change in emphasis from funding mitigation to more support for CCA. Throughout this period DRM, and especially DRR, has been a "poor cousin" to the increasingly visible efforts to respond to the effects of climate change. This has often contributed to tensions between agencies at regional, national and sub-national levels. These have been compounded by the escalation of regional CCA dialogues under the UNFCCC.

The challenges that will arise in the new era of integration go beyond funding, but are related to it. The regional policy framework for DRM, CCA and mitigation is changing, but the international policy framework (Hyogo Framework and UNFCCC) is not, and will be unlikely to do so. This will present a particular difficulty for PROs such as PIFS, SPC and SPREP. They will be at the interface between, on the one hand, national and sub-national stakeholders who are increasingly transitioning to integrated approaches and, on the other, international systems that remain largely separated. The relevant PROs should start building capacity now, in anticipation of the challenges that will soon be confronting them. At the national level, the Pacific has proven to be particularly adept at moving into areas where the international agencies are loath to go. Witness the move towards JNAPs for DRM and CCA, which was largely country led. Relevant PROs are beginning to follow this lead, and are likely to play an increasing role in encouraging the international community to follow suit.

While the Caribbean states pioneered the concept of catastrophe risk insurance with the establishment of the Caribbean Catastrophe Risk Insurance Facility in 2007, the Pacific region

has now leapfrogged beyond other regions in terms of risk insurance and finance options, largely as a result of the World Bank-SPC-Asian Development Bank Pacific Catastrophe Risk Assessment and Financing Initiative (PCRAFI). Under PCRAFI, a comprehensive regional geospatial database of risk exposure, and country-specific catastrophe risk models and maps were developed. PCRAFI is also developing technical tools for sustainable and affordable disaster risk financing and insurance solutions for Pacific island countries. For example, the Pacific Disaster Risk Financing and Insurance Program is the first of a series of applications of PCRAFI related to DRM in the context of urban and infrastructure planning. The Marshall Islands, Samoa, Solomon Islands, Tonga and Vanuatu are now part of a pilot catastrophe risk insurance program launched in early 2013. This provides their governments with immediate funding if a major "natural" disaster occurs. The pilot will test whether a risk transfer arrangement modeled on an insurance plan can help Pacific island countries to deal with the immediate financial consequences of disasters. It will be important for SPC to remain fully engaged in this process, and for other relevant PROs to learn from the experience as well as assisting their stakeholders to explore this and other ways to reduce the immediate financial consequences of disasters.

Similarly, relevant PROs should engage with, and pass on benefits arising from initiatives of the Pacific Emergency Management Training Advisory Group (PEMTAG). This Group serves as a forum for agencies involved in the design and delivery of emergency management training. Many PROs already cooperate with international agencies in research and training, and serve as important conveners for regional training activities and/or research projects (Ferris and Petz 2013). Given the anticipated increases in disaster risk in the region (The World Bank 2012), it behooves other PROs to engage with this process.

IFRC's 2007 Guidelines for the Domestic Facilitation and Regulation of International Disaster Relief and Initial Recovery Assistance (the "IDRL Guidelines") address four major areas: emergency planning, emergency management and co-ordination on site, logistics/transport and legal and financial issues. The IFRC has mainly encouraged states to incorporate IDRL in their disaster laws and policies (Ferris et al. 2013), but relevant PROs should avail themselves of the opportunity to enhance their capacities in IDRL.

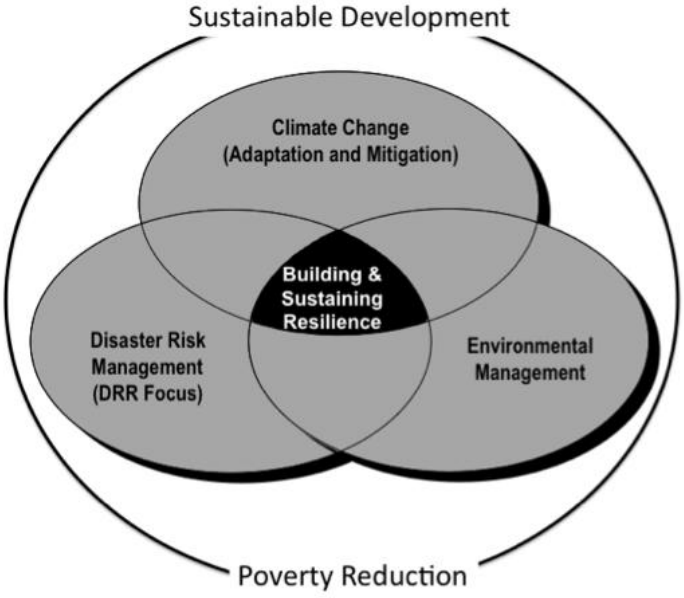
9. How might the DRM capacities of relevant PROs be strengthened?

A recently completed study assessed the factors determining the Pacific's adaptive capacity to emergencies in the context of climate change (Gero et al. 2013). Results revealed that the most important determinants of such adaptive capacity in the Pacific are communications and relationships, with both informal and formal mechanisms found to be essential. Capacity (including human, financial and technical), leadership, management and governance structures, and risk perceptions were also highly important determinants of adaptive capacity. The research also found that in small Pacific island bureaucracies, responsibility and capacity often rests with individuals rather than organizations. As a result, leadership, trust, informal networks and relationships were found to have a strong influence on the adaptive capacity of organizations and the broader disaster response system.

A common finding affecting adaptive capacity was the limited human resources for health and disaster response more generally, both in times of disaster response and in day-to-day operations. Another common finding was the gap in psychosocial support after a disaster. Humanitarian needs, such as health care, and food and nutrition, had varying stages of capacity, often limited by human, financial and technical resources.

An important aspect of these findings is that addressing these gaps represents a 'no regrets' response to climate change – i.e., they will prove to be appropriate actions even if the climate does not change in the future, albeit however unlikely this may be. Invariably, no regrets responses increase the resilience of development outcomes for current levels of climate and disaster risk (Figure 3). This emphasis is yet another integration challenge PROs must prepare for, and then address as expeditiously as their capacities allow.

Figure 3. Integration of DRM, CCA, mitigation and environmental management can enhance the resilience of development outcomes



Source: Hay and Pratt, 2013

In this context, Hay and Pratt have identified a series of initiatives where PROs can contribute to increasing the resilience of national and regional development outcomes (Hay and Pratt 2013). These include:

- **Planning.** New conditions brought by climate change will be challenging and require creative, operational, tactical and strategic thinking by planners; Pacific island countries continue to need guidance and other assistance to ensure that their planning to reduce climate and disaster risks follows good practice and builds on lessons learned;

- **Decision Support.** There is a need to increase access to, and use of, relevant decision support tools; there are growing numbers of CCA and DRR decision support tools that can assist in the preparation of resilient development strategies and plans, or contribute to the assessment of response initiatives; but there continues to be a considerable gap between those developed

for use at the grassroots community level and at the national government level; key players at other levels also need access to decision support and related tools. Such players include traditional leaders at local level, as well as those in local government and in the private sector, especially in small and medium size enterprises;

- **Monitoring and Evaluation.** While the Pacific has benefited from over 20 years of CCA and DRR experience, based on activities undertaken both within and outside the region, few lessons learned have been documented adequately, and subsequently communicated; as a result there are all too few examples of lessons learned being put into practice; documenting instances of mal-adaptation would also help address this gap (Hay and Mimura 2013); monitoring and evaluation should be a strong feature of capacity development; the online monitoring tool developed by SPC/SOPAC seeks to simplify and streamline reporting by Pacific island countries against the implementation of the Madang Framework, as well as the Hyogo Framework for Action; while this is a major step forward, and something that has not been replicated for the Pacific Islands Framework for Action on Climate Change (PIFACC), evaluation of progress in implementing the RFA is hampered by the lack of performance indicators and targets; the Roadmap to prepare an Integrated Regional Strategy for Disaster Risk Management and Climate Change in the Pacific by 2015 includes development of a Monitoring and Evaluation Framework that will improve monitoring and evaluation, and review and measure progress in DRM and climate change. This will in turn help strengthen national and regional reporting and inform, for example, progress against the Pacific Plan and Millennium Development Goals;

- **Migration as an Adaptation Response.** In the Pacific, there is growing awareness, and concern, related to the need for building a consensus on a protection agenda and eventual framework that address the needs and consequences when people are displaced as a result of natural disasters, as well as by the results of climate change (Nansen Initiative 2013); while the development of policies and plans to address voluntary migration, planned relocation and forced displacement is primarily a national responsibility, many countries have enough in common with their neighbors for significant benefits to arise if discussions and much of the preliminary work takes place on at least a sub-regional basis. This would apply especially to the countries of Melanesia and of Micronesia;

- **Multi-hazard and Climate Early Warning Systems.** A Multi-Hazard Early Warning Systems (MHEWS) has many components including systems for detection and warning (with built in redundancy and back-ups), hazard response plans and standard operating procedures at both national and community levels, and a comprehensive program for community awareness and preparedness; the region also requires monitoring and surveillance systems to identify imminent climate change impacts on the marine, coastal, terrestrial and human ecosystems that will likely necessitate modifications to crop, marine resources, water resources, human health and infrastructure management practices and operations; but in the Pacific islands region the ability to systematically gather, analyze and disseminate sector-tailored climate information is severely limited; this limits the ability to monitor and predict climate impacts on the natural and human systems that constitute the economic and social base of countries and territories;

- **Climate and Natural Hazard Science, Impacts and Adaptation.** Efforts to strengthen the climate science – impacts – responses system must respond directly to new and emerging sectoral needs for informed adaptation planning and implementation; this involves linking climate and natural hazard science through impacts to CCA and DRR responses, targeting better support to policy or management decision making. This is of particular relevance to the Pacific as assessments have always had difficulty progressing in a rational and rigorous way from assessing impacts, and impact-based vulnerabilities, to identifying adaptation and other climate risk management options (Hay and Mimura 2013); initiatives should explicitly take a multi-scale approach, seeking to make the links from "community to cabinet;" others should explicitly follow an inter-sectoral approach; all initiatives should emphasize local engagement from the village to policy levels, as well as involvement of local research partners, through co-design of each project and co-learning during project implementation;

- **Ocean Resources Management, including Fisheries and Deep Sea Minerals.** The Pacific Ocean provides commercial, cultural, recreational, economic, scientific, conservation and security benefits, as well as sustaining diverse habitats and species of local and global significance. But there are enormous challenges to sustaining these benefits, including pollution, habitat destruction, the unsustainable use of marine resources, natural and human induced hazards and their disaster risk impacts that make such benefits and natural assets increasingly fragile and vulnerable (Pratt and Govan 2010). If the plethora of policy instruments for the sea, biological diversity, DRR, CC and pollution are to achieve their desired outcomes of maintaining critical coastal and marine ecosystems, and the Pacific Ocean is to continue to deliver economic, social and cultural benefits, more thoughtful and integrated approaches to addressing critical priorities over the development policy spectrum will be needed. Ensuring the effectiveness of such an approach is not a choice but a necessity, given that resources such as fisheries and minerals and many of the mentioned challenges such as pollution are trans-boundary in nature and are not limited by the political boundaries that exist between States or with areas of High Seas (Pratt and Govan 2010);

- **Oceanic and Inshore Fisheries.** Greenhouse gases emitted as a result of human activities are changing ocean chemistry and temperature in ways that threaten the livelihoods of those who depend on fish and seafood for all or part of their diets; relevant PROs need to develop capacity to launch win-win CCA and DRR interventions to address the imminent reductions in the fish available per person for good nutrition, due to predicted population growth in many Pacific island countries and territories, in ways that would not be compromised by climate change and natural disasters; PROs should also help create flexible policy arrangements to ensure continued supplies of fish to the established and proposed processing facilities in the region as the distribution of tuna shifts to the east;

- **Deep sea mining** is the process relating to the retrieval of mineral resources from and beneath the ocean floor; significant investments in exploration activities across the Pacific islands region pre-stage prospects for a long-term source of revenue for Pacific island countries; this new economic development potential is enormously attractive for those developing nations seeking to diversify their economies, which have so far been highly reliant on fisheries; but PROs need to assist countries to ensure effective protection for the marine environment from harmful effects which may arise from deep sea minerals activities,

while guaranteeing prospective benefits are adequately channeled into developmental outcomes; Pacific island countries will need to set up strong legal, institutional and fiscal regimes and establish structures that strengthen their currently limited capacities to effectively regulate offshore operations;

- **International Financing of Climate and Disaster Risk Management.** An important component of the international response to climate change and disasters is to provide new and additional finance to support actions carried out within the world's most vulnerable countries; however, measuring the effectiveness of public spending on climate change actions is fraught with difficulties, given the definitional ambiguity of such actions, the complexity of public funding flows, and a lack of clarity on what effectiveness actually means (Bird et al. 2013); in this context, the recently developed Pacific Climate Change Finance Assessment Framework (PCCFAF) can be used to guide an assessment of a Pacific island country's ability to access and manage climate change resources and to utilize various modalities to assist in these efforts.

Relevant PROs could build their capacity to ensure they take can respond to these findings.

Conclusions

While regional mechanisms are playing increasingly important roles in disaster risk management, there has been remarkably little research on their contributions. The present study has helped fill this gap, by undertaking an in-depth assessment for the Pacific islands region. The report has documented the current contributions of PROs to disaster risk management, and explored the potential for them to play more substantial and active roles. This involved consideration of the expectations and directives of the governing member countries of these PROs, their comparative advantage over other DRM mechanisms, and their capacity to provide such services. The findings lead to identification of good practices for DRM, and were also used to determine where, within the DRM space, PROs are best placed to work and how their current contributions might best be strengthened in order to realize their full potential as key players in DRM in the Pacific islands region.

An historical perspective on regionalism in the Pacific is extremely important to understanding the current and future roles of PROs in DRM. Regional cooperation in the Pacific began immediately after World War II when the region was almost wholly made up of dependent territories. The Pacific Plan for Strengthened Regional Cooperation and Integration was signed at the 2005 Pacific Islands Forum Leaders' Meeting. It promotes regional approaches to enhance and stimulate economic growth, sustainable development, good governance, and security, and provides a framework for strengthening regional cooperation and integration. CROP agencies constitute the regional architecture through which many of the Pacific Plan priorities are implemented, including climate change and DRM. At the regional level, the mandate for the overall coordination and monitoring of DRM activities rests with SPC/SOPAC, including responsibilities for implementation of relevant technical programs. Climate change activities in the region and coordinated engagement in the UNFCCC (United Nations Framework Convention on Climate Change) process is led by SPREP. Political leadership and effective resourcing are

issues generally led and coordinated by PIFS. Practical application of adaptation and mitigation activities across many key development sectors is led by SPC, and on some issues by SPREP, while research and development and human resource development are led by USP. Other CROP agencies focus on particular sectors, covering the specific impacts of climate change on these sectors and mainstreaming these into their responses. This includes PIFFA in pelagic fisheries, SPTO in tourism, PPA with utilities, and FSMed with health implications.

In addition to the growth of Pacific regional intergovernmental organizations, non-governmental organizations (NGOs), operating nationally and regionally, have also grown in size and in number. Only one intergovernmental regional organization (the SOPAC Division of SPC) has a program devoted to DRM. On the other hand, there are two non-governmental organizations (FSPI and PDC) with such programs. Many regional bodies which were not established primarily as DRM mechanisms are now playing increasingly important roles in DRR and disaster preparedness. They may not mention DRM or climate change explicitly in their work programs and descriptive materials, but the available documentation indicates, usually through references to development challenges, that such topics could be addressed through their activities.

Despite the fact that most PROs do not have a specific focus on DRM, both individually and collectively they do have significant and diverse comparative advantages in some aspects of DRM, though certainly not all. PROs do not have a comparative advantage, or any tangible capacity, in either relief or recovery, except in terms of such approaches as "build back better." PROs can add value to these efforts by ensuring that early warning and other information related to natural hazards that occur at regional scales is made widely available. In the Pacific this is especially the case for sudden onset events such as seismic and volcanic activity, tsunamis and tropical cyclones. It also applies to slow onset events such as drought. Regional organizations may also have an important role to play in responding to smaller-scale, slow onset events that do not trigger major media coverage and responses from international disaster relief and recovery agencies.

PROs have demonstrated good practices in DRM for areas where they have a comparative advantage. There is an impressive array of good practices, many of which are undertaken on a long term basis, involve a diverse range of stakeholders and are based on strong linkages between international, regional, national and community levels. While there is considerable value to the region if the PROs continue to focus on these areas, there is a compelling argument for relevant PROs becoming more engaged in disaster recovery, under the "build back better" imperative. In general, PROs should not have further aspirations to become funding mechanisms for DRR. Rather they should continue to enhance their relevance, and build excellence as significant sources of technical and related assistance to their constituencies. Both the relevance and excellence challenges will become greater in the near future, as countries and other PRO stakeholders move more and more to integrate DRR, CCA and climate change mitigation. A related challenge for PROs will be to better align international financial flows with these integrated approaches.

The challenges that will arise in the new era of integration go beyond funding, but are related to it. Relevant PROs should start building capacity in due course, in anticipation of the challenges that will soon confront them. It is possible to identify a series of initiatives where PROs can

contribute to increasing the resilience of national and regional development outcomes. These include planning, decision support, monitoring and evaluation, migration as an adaptation and disaster response, multi-hazard and climate early warning systems, climate and natural hazard science, impacts and adaptation; ocean resources management, including fisheries and deep sea minerals, and international financing of climate and disaster risk management. Relevant PROs could build their capacity to ensure that they can respond to these findings.

References

Asia Pacific Disaster Center (APDC). 2013. *Integrating Disaster Risk Management into Climate Change Adaptation. Disaster Risk Management Practitioner's Handbook Series*. Bangkok: Asia Pacific Disaster Centre.

Bird, Neil, Helen Tilley, Nella Canales Trujillo, Godber Tumushabe, Bryn Welham, and Pius Yanda. 2013. "Measuring the effectiveness of public climate finance delivery at the national level," London: Overseas Development Institute. www.odi.org.uk/publications/7342-measuring-effectiveness-public-climate-finance-delivery-national-domestic-level

Ferris, Elizabeth, Daniel Petz and Chareen Stark. 2013. *The Year of Recurring Disasters: A Review of Natural Disasters in 2012*. Washington, D.C.: Brookings Institution. www.brookings.edu/research/reports/2013/03/natural-disaster-review-ferris#ref-id=20130424_IDP_Ferris1

Ferris, Elizabeth and Daniel Petz. 2013. *In the Neighborhood: The Growing Role of Regional Organizations in Disaster Risk Management*. Washington, D.C.: Brookings Institution. www.brookings.edu/research/reports/2013/02/regional-organizations-disaster-risk-ferris

Frazer, Ian and Jenny Bryant-Tokalau. 2006. "The Uncertain Future of Pacific Regionalism," in *Redefining the Pacific? Regionalism Past, Present and Future*. Hampshire, UK: Ashgate Publishing.

Gero, A., Meheux, K. and D. Dominey-Howes. 2011. "Integrating community based disaster risk reduction and climate change adaptation: examples from the Pacific," in *Natural Hazards and Earth System Sciences*. Volume 11, January.

Gero, Anna, Stephanie Fletcher, Michele Rumsey, Jodi Thiessen, Natasha Kuruppu, James Buchan, John Daly and Juliet Willetts. 2013. *Disaster response and climate change in the Pacific*. Gold Coast: National Climate Change Adaptation Research Facility.

Global Facility for Disaster Reduction and Recovery (GFDRR). 2013. "Post-Cancun: GFDRR's Response for Enhanced Adaptation Action." www.gfdrr.org/sites/gfdrr.org/files/documents/GFDRR-Response_for_Enhanced_Adaptation_Action.pdf

Hay, John and Cristelle Pratt. 2013. "Regional Situation and Needs Assessment of Programming Priorities for Australia's Pacific Disaster Risk Management, Environment and Climate Change (DEC) Development Agenda and Delivery Strategy," Report to the Australian Agency for International Development. Canberra: AusAID.

Hay, John and Nobuo Mimura. 2010. "The changing nature of extreme weather and climate events: risks to sustainable development," in *Geomatics, Natural Hazards and Risk*. Volume 1, Number1, March.

Hay, John and Nobuo Mimura. 2013. "Vulnerability, Risk and Adaptation Assessment Methods in the Pacific Islands Region: Past Approaches, and Considerations for the Future," in *Sustainability Science*. Volume 8. Issue 2. April. .

Hay, John. 2012. *Disaster Risk Reduction and Climate Change Adaptation in the Pacific: An Institutional and Policy Analysis. Suva,* Fiji: United Nations International Strategy for Disaster Reduction (UNISDR) and United Nations Development Programme (UNDP).

Herr, Richard A. 1994. "Regionalism and Nationalism," in *Tides of History: the Pacific Islands in the Twentieth Century.* Kerry Ross Howe, Robert C. Kiste and Brij V. Lal, eds. Honolulu: University of Hawaii Press.

Mercer, Jessica. 2010. "Disaster Risk Reduction or Climate Change Adaptation: Are We Reinventing the Wheel?" in *Journal of International Development*. Volume 22.

Nansen Initiative. 2013. "Conclusions: Nansen Initiative Pacific Regional Consultation." Rarotonga, Cook Islands. May.

Pratt, Cristelle and Hugh Govan. 2010. "Our Sea of Islands, Our Livelihoods, Our Oceania: Framework for a Pacific Oceanscape: a catalyst for implementation of ocean policy." South Pacific Regional Environment Programme (SPREP). November.

Secretariat Pacific Community (SPC), United Nations International Strategy for Disaster Reduction (UNISDR) and South Pacific Regional Environment Programme (SPREP). 2013 "Roadmap towards an Integrated Regional Strategy for Disaster Risk Management and Climate Change in the Pacific by 2015." Noumea: Secretariat of the Pacific Community.

United Nations International Strategy for Disaster Reduction (UNISDR). 2009. "Terminology on Disaster Risk Reduction". Geneva: United Nations.

World Bank. 2012. "Acting Today For Tomorrow: A Policy and Practice Note for Climate and Disaster Resilient Development in the Pacific Islands Region." Washington, D.C.: The World Bank Group. June.

Brookings-LSE Project on Internal Displacement

1775 Massachusetts Avenue, NW
Washington, DC 20036
USA
Tel: +1 (202) 797-2477
Fax: +1 (202) 797-2970
Email: idp@brookings.edu
Web: www.brookings.edu/idp