



Shelter Cluster Vanuatu

TC Hola & Ambae Volcano 2018 response

Lessons learned workshop – 14 June 2019

Report V1.0

The Public Works Department (PWD), of the Vanuatu Ministry of Infrastructure and Public Utilities (MIPU), is the designated Lead Agency of the Vanuatu Shelter Cluster. The International Federation of the Red Cross and Red Crescent Societies (IFRC), as convener of the Pacific Shelter Cluster (as a part of the Pacific Humanitarian Team), is also a partner of Vanuatu shelter cluster, and as co-lead, provides support to PWD during preparedness and response. Partner organisations consist of Government agencies, UN agencies, Red Cross and Red Crescent, donors, local and international non-government organisations (NGOs), and civil society groups with expertise, activities, and resources in the area of shelter.

Shelter Cluster Vanuatu –website <https://www.sheltercluster.org/pacific/vanuatu>

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1. Introduction

Category 2 Tropical Cyclone Hola hit the islands of Ambrym, Pentecost, Ambae, Malekula and Malo across 7th and 8th March 2018 causing significant damage to housing, food gardens and community infrastructure. On 18th March the alert level for Manaro Vouli Volcano was raised from level 2 to level 3, as Ambae and surrounding islands felt the effects of continuous ash fall and acid rain which contaminated water sources, destroyed food gardens, and led to the collapse of local-style houses. On 12th April the Council of Minister's (COM) decision declared a State of Emergency up to 13th July, that was later extended several times before eventually ending on 26th November. Multi-sectoral emergency response commenced when affected populations began moving to designated evacuation centres, host communities, and host families first on Ambae Island, and later to neighbouring islands.

PWD and IFRC are conducting the review the shelter response to identify key learning and way forward, that will inform the Shelter Cluster Vanuatu (SCV) workplan. In this process the SCV organized a Lessons Learned workshop with invitation sent to all partners.

2. Workshop objectives, venue and participants

- 1) to review the shelter response for TC Hola and Ambae Volcano,
- 2) to identify key related issues and recommendations for Shelter Cluster Vanuatu preparedness and response
- 3) to agree on Shelter Cluster inputs for the incoming NDMO Lessons Learned workshop

The workshop was held on 14th June 2019 at University South Pacific, Mott court room from 9AM to 2PM. The event was opened by PWD Director, and chaired by the Public Work Department (PWD) acting principal architect and Shelter Cluster Coordinator. It was co facilitated by SCV coordination support team from IFRC. A Shelter + Environment Technical Working Group meeting was organised in same venue after the workshop from 2PM to 4PM.

It was attended by 19 people from PWD, National Disaster Management Office (NDMO), OXFAM, Department of Environmental Protection and Conservation (DEPC), Vanuatu Red Cross Society (VRCS), CARE, University of Melbourne, University South Pacific (USP), International Organisation for Migrations (IOM), ADRA, New Zealand High Commission (NZHC), DSPACC, & 4 Ambae evacuees displaced in Port Vila.

Inputs gathered during the workshop informed the [SCV contribution to the NDMO workshop](#) that was held on 18th & 19th June 2019 in Luganville.



3. What happened

Below inputs came from desk review analysis on various resources as:

- Shelter cluster, inter-clusters and relevant minutes of meetings
- Assessments reports
- Partners reports
- News articles
- NDMO and IOM official displacements figures
- Official publication as for Council Of Ministers (COM) decisions
- Shelter cluster outputs as for 4W or team reports

Key events and COM Decisions

Week	Events		Government Policy Council Of Ministers (COM) decisions	
2	7-Mar	TC Hola impact		
4	18-Mar	Manaro Volcano level 2 to 3		
5	31-Mar	Flash flooding on Ambae		
7			12-Apr	COM State of Emergency (SoE) for Ambae to 13/07
11			11-May	COM Second Home relocation programme
20			11-Jul	National Recovery Committee meeting
22	21-Jul	Ashes fall increase Manaro Volcano level 2 to 3	26-Jul	COM extension SoE 27/09 - Mandatory Ambae evacuation
23	27-Jul		2-Aug	COM appointment of a taskforce response / recovery / reconstruction
27			28-Aug	COM supplementary budget for AV response, emergency food/relief on Santo
29			18-Sep	COM extension SoE 26/11 on Ambae. Approval Maewo chiefs plan A
40			27-Nov	COM End of SoE for Ambae. NRC and PPG focal point for coordination
42	16-Dec	Ambrym Volcano to level 3		
51	15-Feb	TC Oma impact		

Displacement figures

Week		Displacement On Ambae	Displacement On Maewo	Displacement On SANMA	Displacement On SHEFA
5	31-Mar	Affected population start to move to Evacuation Centres (EVC)			
10	4-May	1,500 people evacuated in EVC and Host Family/Community (H F/C)			
14	29-May	2,000 people evacuated in EVC and HF			
21	16-Jul	Affected population evacuated to safe zone			
22					

23	26-Jul	Entire Ambae population evacuated,			
24	13-Aug				
25	15-Aug		3000 people	4,250 people	
37	7-Nov		2,654	7,499	1,017
53	February	3,750 back on Ambae	425 (283 in Host F/C 142 second home)	6,145 (3,883 bought land. 2,262 in Host F/C)	1,019 (988 in Host Community . 31 in collective centers)

Assessments – Shelter Cluster Strategy

Week	Assessments & Monitoring	Shelter Cluster (SC) strategy
5	TC Hola, multi-clusters team to Malekula Ambrym Pentecost and Ambae	
9	25-Apr (SC - VRCS) TC Hola 1768 houses damaged	
10	4-May 4 perm relocation sites and EVC identified on Maewo	30-Apr Draft 1 TC Hola and Ambae
11	11-May (NDMO) starting Ambae population survey	11-May Cluster Plan and budget to NDMO
14		1-Jun Ambae hub Strategy draft
16	Ambae community consultation	
17	19-Jun PEOC rapid multi sectorial assessment on Ambae	
22		3-Aug immediate 1 month cluster plan
24		8-Aug Draft 2 Ambae Volcano strategy
25	14-Aug SC team scoping mission on Santo	
26	23-Aug Assessment on Maewo with support CARE shelter expert to inform SC strategy and response (with PWD, VRCS, chiefs)	21-Aug Draft 3 AV strategy and budget
27	1-Sep	
29		14-Sep Update cluster plan and budget
30	18-Sep Provincial and National SC team 2 days in Santo assessment/monitoring	
31		27-Sep Updated strategy from findings in Maewo
32	1-Oct SC team monitoring on Maewo and Santo	
33		12-Oct Report on activities and budget update

Shelter Cluster Coordination

Week	National Shelter Cluster coordination PWD lead / IFRC Co Lead	Provincial/hub Shelter Cluster coordination
3	12-Mar Harold Allanson appointed as SC previous coordinator passed away few weeks before	
5	31-Mar NDMO request for IFRC support	Ian Iercet part of multi-clusters team to Malekula Ambrym Pentecost and Ambae
6	IFRC remote support	
8	16-Apr 23-May	

10	Robbie Dodds (IFRC)	Ryan Smith (IFRC)		1-May	Alick Loas and Morgan Nwango PWD PENAMA on Ambae and Henry Wells in Santo for SANMA
12				15-May	James Hakwa to Ambae
13				23-May	Ambae Hub
15	30-May		9-Jun		Alice
16	17-Jun		14-Jun		Jefferson (Shelter Box)
17					5 days coordination training
19	4-Jul		9-Jul	2-Jul	
20					
21			14-Jul		
22				1-Aug	Morgan redeployed from Ambae to Maewo with several PWD staff as for Stewart Natu, and Christian Sale
25	20-Aug	26-Aug	14-Aug		RS 4 days on Santo
30	23-Sep	19-Sep	18-Sep		National SC Team in Santo
31		Xavier Génot (IFRC)		27-Sep	End of first SOE Morgan back in PWD business Stewart Natu focal point for SC on Maewo with Christian Sale
32			1-Oct		Henry Wells replaced by Alick Loas for SANMA, on top of PENAMA
36					XG 5 days on Maewo and Santo
					SC Team visit on Maewo canceled No flights available for 2 weeks
38	14-Nov	15-Nov			
39		16-Nov			End of in country IFRC surge support
40		remote support		27-Nov	Stewart Natu still focal point for SC
42		12-Dec			

Shelter Cluster meetings

Week	SC Meetings with some of key outcomes All minutes on website	
8	17-Apr Port Vila	SC meeting chaired by Peter Korisa
10	4-May Port Vila	First meeting chaired by Harold SC strategy 1st draft
14	2-Jun Ambae	DSA issue for PWD staff
24	6-Aug Port Vila	Endorsement for immediate shelter strategy for Maewo
26	21-Aug Port Vila	Advocacy from SC on emergency shelter needs on Santo
28	7-Sep Port Vila	SC to conduct assessment on Santo
31	27-Sep Port Vila	CARE liaison between G&P and Shelter clusters. Updated strategy for Maewo and key findings on Santo
35	17-Oct Port Vila	SC recommendations for Second Home implementation on Maewo

36	22 & 30 Oct Maewo	Need to conduct assessment shelter conditions in Ambae. SC action plan proposal for resettlement
37	9-Nov Port Vila	Validation TORs, IEC material, operational guidance on tarpaulins. Update on shelter/NFIs stocks. Issue on CFW on Maewo.

Response and funding

Week	Response and Funding	
	Shelter Partners Response	Cash Based Interventions
9	25-Apr (VRCS) ES for 1687 HH on Malkula and North Ambrym	
23	(VRCS) ES for 1072 HH on Ambae	
25	(PWD, Local Authorities, CARE, VRCS, Save the Children and communities) up to 2,000 HH	
26		
28	(VRCS) ES for 183 HH on Santo	
37	Nov MFAT funding (plus DFAT) for CARE on Maewo.	Save the Children Cash for Work Program on Maewo
38	(CARE) Shelter response on Maewo (1) 66 Shelter focal points trained 222 Resettlement kits for Maewo	
41	252 Resettlement kits for on Maewo for returning to Ambae	06-Dec OXFAM Cash Transfer Program (unconditional) for 2669 HH on Santo
42	250 cyclone kits distributed to CDCCCs 24 Community Toolkits (1 for 9 households) 1 large construction supply kit for women centre	12-Dec
46	08-Jan (VRCS) ES for 350 HH on Ambrym	10-Jan OXFAM Cash Transfer Program (unconditional) for 2648 HH on Santo
47	16-Jan	12-Jan
	(CARE) Shelter response on Maewo (2) 35 Evacuation Centres (EVCs) baseline assessment 35 EVC technical assessment 9 EVC (24 buildings) rehabilitated 1 hand on training over a period of one month to demonstrate traditional construction of a safe house	
53	April 2 power kits for EVC on Maewo	

4. Key challenges

Identified by SCV coordination team

Key coordination challenges for PWD

1. Shelter is not on the core business for PWD (being roads, public buildings)
2. Limited human resources at PWD, with vacant positions.
3. No PWD direct skills on shelter & humanitarian response and coordination, but strengthening process.
4. Daily Subsistence Allowance (DSA) and coordination cost for PWD, payment should come from NDMO (mostly came from PWD budget for this response).
5. Issues in channels of communication at provincial level during crisis, and national to provincial levels.

Key new Challenges

6. Multiple hazards and displaced population (volcano, cyclone).
7. SCV role on humanitarian response vs Second home recovery programming and coordination framework
8. Cash Based Interventions (CBI), Unconditional on Santo & Cash for Work on Maewo: what is the impact on communities and society resilience.

Identified by workshop participants

1. No support for Ambae evacuees in Port Vila.
2. Limited resources for shelter sector to respond.
3. Land issues (access, tenures, capacity, etc.).
4. Lack of coordination on Santo (1) lack of support to build second home (2) shelter.
5. No environmental impact assessment for evacuation from Ambae to Maewo.
6. No clear direction from Government of the day.
7. Tracking of people who were often moving. System need strengthening.
8. People and responders did not have access to clear information to make decisions.
9. Rights of displaced people were not understood by everyone the same way.
10. Registration process was not understood by all, leading to some data challenges throughout.
11. The needs of vulnerable group were not always addressed, particularly in temporary shelters (e.g. privacy, access, security).
12. Resettlement kits procurement take time (one to two months). Need quick decision to start process.
13. Requests from evacuees to government department has not been addressed, with preference of communities to choose their relocation site.
14. Focus on response on Evacuation Centres and resettlement, but many people were hosted for a long time. There was limited/no support to people hosting multiple families, especially in Santo and Port Vila.
15. The voice of people who were hosting people was not heard.
16. People in relocation sites, especially on Santo, have multiple needs that aren't being addressed, both immediate and long term (with risk of new natural disaster).
17. In Santo and Port Vila, people's access to land is not secure, this impacts on shelter.

5. Key successes and way forward

Identified by SCV coordination team

1. Shelter cluster scope at national and provincial, what is shelter? What is coordination? TORs, shelter cluster scope on NDMO website.
2. VRCS reliable first responder with prepositioned stocks, CARE for self-recovery on this response. Good collaboration between both on Maewo.
3. Formalization of CARE liaising between Gender & Protection and Shelter clusters.
4. Shelter Cluster role on Job descriptions to build PWD capacity for coordination.
5. 5 days coordination 'on the job' training on Ambae, coordination workshop in Port Vila. Induction module in development.
6. Building Back Safer Information Education Communication (IEC) material developed for the response.
7. Facebook page to get information out. Dropbox for partners.
8. Shelter Focal point for CDCCCs training.
9. Women in Shelter workshop awareness.
10. Safe House custom and traditional construction knowledge & practices.
11. Shelter + Environment Technical Working Group.

Identified by workshop participants

1. Shelter material bought with cash transfer received, second item bought (13% of respondents) (OXFAM program),
2. Emergency Shelter Training of Trainers (ToT) (Vanuatu Red Cross Society).
3. Distribution of Shelter NFIs on Ambae, Maewo and Santo.
4. Dedicated volunteers for Shelter (VRCS).
5. Acknowledging that some support was provided.
6. Traditional safe house knowledge sharing, to increase resilience and not dependence.
7. Involving/recruiting people from host and displaced communities, for knowledge to stay with community.

6. Key recommendations from participants



Notes: All recommendations from group discussions were listed, and each participants get 4 votes for the most important from them. The seven that get votes were presented during NDMO workshop.

1. Strengthen Shelter Cluster focal point capacity at National, Provincial and Community level. Include the Shelter Coordinator role and responsibility into PWD focal person/staff (10).
2. Utilize fast proposals/funding mechanisms whenever people are displaced (10).
3. Improve and strengthen local building design. Transitional shelter need to be explored in all islands and apply traditional engineering techniques (7).
4. Improve response to include all affected individuals. Preference of communities to check their relocation process. Assessments to find out decisions of evacuees about movements/relocation (6).
5. Improve Information Management (mapping of safe houses, type of shelters) (5).
6. Develop Shelter Cluster recommendations/key messages on protection for vulnerable groups to inform temporary shelters and Evacuation Centres rehabilitation (3).
7. Advocate for National Housing Policy and Strategy (2).
8. *To engage with families that have bought land on Santo and engage with building a shelter.*
9. *Clearly define Shelter Cluster members roles responsibilities/accountability.*
10. *Clear direction on how shelter cluster should phase out different level of their intervention, duration of emergency response from response to recovery.*
11. *Shelter Preparedness should be a priority.*
12. *Standardize the temporary shelter kits.*
13. *Strengthen coordination between all clusters and across agencies.*
14. *Improve communication with communities to support them to make informed decisions.*

ANNEXES

A. Shelter Cluster inputs to National Disaster Management Office workshop report

Overall cluster coordination

In Vanuatu, the Shelter Cluster is led by Public Works Department and co led by IFRC. As the former Shelter Cluster coordinator just passed away after the impact of TC Hola, the new acting PWD principal architect was appointed for this role, and a request was sent to IFRC for in-country surge support for the coordination of the response to the unfolding crisis.

PWD deployed PENAMA and SANMA staff to support field level coordination on the ground till the end of the State of Emergency (SoE). IFRC coordination staff, that had experience in Vanuatu for the TC PAM response, were deployed until the end of the SoE to support PWD with national and provincial shelter coordination. Shelterbox UK deployed one staff to support the coordination of the Ambae hub. The Global Shelter Cluster Housing Land and Property (HLP) focal point was also deployed to develop recommendations on land tenure issues on Maewo.

Shelter Cluster Vanuatu (SCV) representatives attended all inter-cluster meetings in Port Vila and engaged with the resettlement working group as required. All Shelter Cluster meeting minutes have been shared with its network and are accessible through the Shelter Cluster website and public dropbox folder. The coordination team and partners conducted assessments in Ambae, Maewo and Santo to inform iterative revision of its strategy following the evolution of the situation and COM decisions. Revised cluster plans and budgets were sent to NDMO for each of its requests.

During this response, CARE has been officially appointed by Gender & Protection cluster to liaise with the Shelter Cluster, enhancing the collaboration between both.

Achievements and what worked well

The early Shelter Cluster response had been mainly implemented by the Vanuatu Red Cross Society (VRCS) supported by IFRC Disaster Relief Emergency Fund (DREF) resources, on Ambae before the mandatory evacuation through emergency shelter and NFIs to 1,094 households, and 150 households in Santo in early September. Additional emergency shelter and non-food items (NFIs) were distributed in Maewo by Shelter Cluster partners in early August with 2,050 tarpaulins, 202 shelter toolkits and other NFIs provided by Australian and New Zealand Governments. These activities included technical assistance to erect emergency shelters in evacuation sites.

From November 2018 to March 2019, the CARE response program on Maewo, funded by MFAT and DFAT, succeeded in the rehabilitation of 9 evacuation centres and distribution of 474 resettlement kits. It also comprised distribution of 250 cyclone kits in preparation for TC Oma, training of 66 CDCCC Shelter focal points, and one 'women in shelter' awareness workshop. Additionally, traditional construction techniques from Tanna and Maewo were practically demonstrated and promoted during the construction of safe houses. Collaboration between CARE and VRCS volunteers on Maewo proved to be effective in transmitting safe-shelter awareness to both host and displaced communities.

During the Ambae response the Shelter Cluster Vanuatu Terms of Reference have been revised and published on the NDMO website. A five-day 'on-the-job' coordination training was developed and piloted on Ambae for PWD staff, and is now being further developed to create self-induction modules for SCV coordination and partner staff. In order to further strengthen institutional capacity of the cluster, a SCV coordination workshop was organized in Port Vila in December 2018 to start the revision

process of relevant PWD staff job descriptions (JDs), to include the cluster coordination functions at national and provincial levels. Defined TORs and revision of JDs will inform the SCV Standard Operating Procedures (SOP) drafting process.

The 'safe shelter awareness' component of the humanitarian response has been enhanced through implementation of an Emergency Shelter Training of Trainers (ToT) on Port-Vila, Ambae and Santo by VRCS, a training program for CDCCC Shelter focal points, and a Women in Shelter workshop on Maewo delivered by CARE. SCV has also developed new Information, Education and Communication (IEC) materials that have been disseminated through awareness and training activities (posters, banners, slogans), and through the new SCV Facebook page. The SCV technical guidelines and document index have been updated after end of the SoE to consolidate new products, processes and learning from this response.

What needs improvement

While VRCS and CARE have been able to support people on Ambae, Maewo and to a limited extent on Santo, the prioritisation of government funding for other sectors and the limited capacity of the shelter sector in Vanuatu has led to critical gaps in humanitarian shelter support to affected communities.

This was, and is still, the case especially for evacuees on Santo and Efate, where some evacuees have remained since the 2017 Ambae response. This has exacerbated their shelter & settlement vulnerabilities, increasing their exposure to extreme weather events and health-related issues. The multiple hazards and displacements, and the protracted nature of this crisis has created many challenges for PWD capacity to maintain sufficient coordination staff on the ground, especially as no governmental funding could be channelled to cover DSA and other operational costs. It is therefore recommended that governmental resources and funding mechanisms for SCV coordination be further developed for disaster response.

Terms of reference (TOR) for provincial sectorial working groups should be developed, to strengthen coordination efficiency and capacity for further disaster response at provincial level. Ongoing revision process of the Disaster Risk Management bill should explore inclusion of provincial level sectorial coordination.

As supporting affected communities to self-recover is recognised as best practice for disaster response in Vanuatu, a facility for rapid proposal and funding mechanisms should be explored by donors, to fast-track early procurement of shelter materials for required materials such as resettlement kits. This type of support should be delivered in support of communities own sheltering processes (as witnessed in this response), to ensure that post emergency shelter operations act to increase resilience and not dependency, in line with the Ni-Van self-help concept. The impact of cash-based interventions, especially for cash for work, should take steps to measure its impact on the resilience of communities, and the environment.

The influx of displaced population on Maewo and more largely on Santo has highlighted gaps in the availability, capacity, appropriateness and safety of evacuation centres and safe houses on these islands, and the need for rehabilitation of some of the already identified structures. Given the cyclical nature of the cyclone season, this will continue to be a recurring issue, putting households and communities at threat of major impact on their safety and wellbeing.

B. Workshop Agenda

Shelter Cluster Vanuatu – TC Hola & Ambae Volcano response Lessons Learned workshop			
Date:	Friday 14 th June 2019	Time:	9:00 – 14:00 Lessons Learned Workshop
Workshop Chair:	Harold Allanson, Shelter Cluster coordinator	Venue:	University South Pacific (Mott Court) – Port Vila
Agenda (V2)			
Time	Item		
TC Hola & Ambae Volcano response Lessons Learned workshop			
9:00	Registration and opening prayer		
9:30	Welcome and official remark (Mr Allan Faerua, Director PWD)		
9:45 – 10:15	TC Hola and Ambae Volcano response (Harold Allanson, Shelter Cluster Coordinator PWD): - Summary of Shelter Cluster response - Key challenges, successes and way forward		
10:15 – 10:45	Vanuatu Red Cross Society & CARE inputs - Questions & Answers		
10:45 – 11:00	Morning Tea break		
11:00 – 12:00	Groups discussion - Key successes, challenges and recommendations for Shelter response and coordination		
12:00 – 12:30	Groups presentation & recommendations		
12:30 – 13:30	Lunch		
13:00 – 14:00	Next steps & Closing remark (Harold Allanson)		

C. Workshop participants list

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