

Status

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Shelter Cluster Structure

Response name	Tropical cyclone PAM 2015 – Vanuatu
Cluster Lead	Department of Public Works (PWD)
	<p>PWD Name: Dick Abel Email: dabel@vanuatu.gov.vu Mobile: +678 563 8572</p>
	<p>Supported by Department of Local Affairs (DLA) Name: Jeffrey Kaitip Email: jkaitip@vanuatu.gov.vu Mobile: +678 533 3560</p>
Cluster co-lead	The International Federation of the Red Cross and Red Crescent Societies (IFRC)
	<p>Name: Peter Lawther Email: Peter.lawther@ifrc.org Phone: +679 999 1877</p>
	<p>Global focal point Name: Pablo Medina Email: Pablo.medina@ifrc.org Phone: +41 (0)22 730 4381</p>
Strategic Advisory Group (SAG) - Agencies	Government – PWD, Government – DLA, Government – NDMO, Cluster Co-Lead for emergency – IFRC, Cluster Co-Lead for recovery – UN Habitat, Council of Chiefs (MCC), Large International NGOs – CARE International, Small International NGO – Butterfly Trust, National NGOs – ADRA Vanuatu, Red Cross Red Crescent Movement – Vanuatu Red Cross, Vanuatu Christian Council, Evacuation centres working group – IOM, Protection & Gender cluster – Women’s Affairs, Donor – DFAT
Cluster partners for tropical cyclone PAM response	Association for Aid and Relief (AAR) Japan, Act for Peace, Adventist Development and Relief Agency (ADRA) Vanuatu, Butterfly Trust, Care International, Caritas, Disability Desk, Habitat for Humanity Australia, Habitat for Humanity New Zealand, International Organization for Migration (IOM), Liberty for the Nation, National Disaster Management Office (NDMO), Samaritan’s Purse, Save the Children, The Salvation Army, ShelterBox, Vanuatu Christian Council (VCC), Vanuatu Red Cross (with the support of Australian Red Cross, French Red Cross & the International Federation of Red Cross Red Crescent Societies (IFRC)), Vanuatu Society for People with Disability (VSDP), World Vision
Technical Working Groups (TWiGs)	<p><u>Building Back Better/Safer training</u> <i>Shelter & Settlement vulnerability assessment</i> <i>Shelter response evaluation</i> <i>Milling timber</i> <i>Urban strategy</i></p>



Shelter Cluster Strategy

Situation

On 13 March 2015, Category 5 Tropical Cyclone Pam (TC Pam) struck the vast archipelago of Vanuatu. The category 5 cyclone caused widespread damage across five provinces – Shefa, Tafea, Malampa, Penama and Torba. The cyclone eye passed close to Efate Island in Shefa Province, where the capital Port Vila is located, with winds around 250 km per hour, and gusts peaking at 320 km per hour. According to the Government of Vanuatu, **188,000 people have been affected** by the devastating cyclone. Eleven fatalities have been reported. Community disaster preparedness, traditional coping mechanisms, early warning systems and access to government, community and private evacuation centres have altogether contributed to prevent a higher death toll.

The shelter cluster targeted 18,000 households (i.e. 90,000 people) for emergency shelter assistance under the 3 shelter cluster objectives of the Humanitarian Action Plan¹ (HAP – prepared by the Government of Vanuatu for the period of time between 1st of May to the 31st of July). Following Government of Vanuatu decision to reduce the HAP timeframe from 6 to 3 months, and request to partners to focus on first strategic and clusters' objectives, main focus of the Shelter Cluster had been to support affected population in their emergency and early recovery sheltering process.

More than 26,304 households reached with tarpaulins (for a target of 18,000), 10,029 with kitchen sets (for a target of 8,500) and 13,420 with access to toolkit (for a target of 18,000).

The primary goal of the shelter cluster was to support self-recovery through the provision of appropriate tools, materials, and technical assistance, primarily through the distribution of tarpaulins and tools during the relief phase, and activities promoting early recovery and complementing the recovery initiatives undertaken by the affected households in order to repair, retrofit or rebuild their dwellings and make those safer, stronger and more resilient to future cyclones and other types of natural hazards.

Vanuatu is among countries with highest risks of natural hazards including cyclones, earthquakes, volcanic events and climate change. Post-Pam shelter recovery effort would not be complete without considering of the different geohazards, weather-, climate- and climate change-related disaster risks inherent to Vanuatu. It is therefore critical that post-Pam reconstruction and recovery efforts be accompanied by multi-hazard risk reduction measures, which should also inform on going and future disaster risk reduction, urban planning and urban policy formulation initiatives.

Similarly, those efforts would also be incomplete without addressing the problem of informal settlements, where disaster risks, exposures and vulnerabilities are amongst the highest in Vanuatu.

¹ HAP Cluster Objective 1: Provide emergency shelter and non-food items for people whose houses have been partially damaged or destroyed.



The Government of Vanuatu is leading and coordinating the response to TC Pam.

Recognizing its status as one of the most disaster-prone countries in the world, Vanuatu has set up a national structure for disaster preparedness and emergency operations. The cluster coordination mechanism was adopted by the National Disaster Management Office (NDMO), the Office for Coordination of Humanitarian Affairs (OCHA) and the Vanuatu Humanitarian Team (VHT) in 2011 and was activated for the response. The clusters are led by relevant Vanuatu Government line ministries, and co-led by VHT agencies.

To ensure preparedness and coordinated response to the humanitarian shelter needs faced by the affected population in anticipation of future disasters in Vanuatu, **NDMO had contacted the International Federation of the Red Cross and Red Crescent Societies (IFRC) 3 weeks before PAM to setup the Shelter Cluster**, which was not yet present within the existing clusters coordination platform in Vanuatu.

A Shelter Working Group, with IFRC coordination support, had been initiated as part of the Logistics Cluster in the immediate aftermath of the cyclone, to help coordinate the response to shelter needs of about 30 percent of the population of Vanuatu, whose 18,000 homes have been damaged or destroyed by the cyclone. As per Humanitarian Action Plan, the Shelter Working Group became the Shelter Cluster.

Public Works Department (PWD), following a decision taken at the level of the Prime Minister Office (PMO), **currently leads the Shelter Cluster in Vanuatu** with the support of the International Federation of Red Cross and Red Crescent Societies (IFRC) as cluster co-lead.

To better reflect the need to liaise humanitarian shelter and long term housing issues, and to enhance emergency shelter response and preparedness, the Department of Local Affairs (DLA) and National Disaster Management Office (NDMO) are supporting the Shelter Cluster led by Public Works Department (PWD); with the International Federation of Red Cross and Red Crescent Societies (IFRC) for emergency, and UN-Habitat (for recovery) humanitarian co leads. The Shelter Cluster will be contributing to preparedness strengthening under NDMO and Ministry of Climate Change Adaptation (MCCA) leadership.

To ensure inclusive governance of the shelter cluster in Vanuatu, a **Strategic Advisory Group (SAG) have been formed**. Its membership aims to represent key stakeholders in Vanuatu for shelter-related issues. The SAG is chaired by the cluster leads PWD & DLA and made up of one individual from the following organizations:

- i. Government – PWD
- ii. Government – DLA
- iii. Government – NDMO
- iv. Cluster Co-Lead for emergency - IFRC
- v. Cluster Co-Lead for recovery – UN Habitat
- vi. Council of Chiefs (MCC)
- vii. Large International NGOs – CARE International
- viii. Small International NGO – Butterfly Trust
- ix. National NGOs – ADRA Vanuatu
- x. Red Cross Red Crescent Movement – Vanuatu Red Cross
- xi. Vanuatu Christian Council
- xii. Evacuation centres working group - IOM



- xiii. Protection & Gender cluster – Women’s Affairs
- xiv. Donor – DFAT

It is important to note that SAG membership is not definitive as it could evolve following particular issues to be addressed, and representatives of larger group could rotate.

The Evacuation Centre Working Group (ECWG) is lead by NDMO with IOM to co-lead in country. The NDMO has determined that the ECWG currently sits under the Shelter Cluster but operates autonomously. The intention is that the ECWG will become a full cluster in due course.

TC PAM humanitarian assistance phase, Humanitarian Action Plan and clusters based coordination framework has ended on July 31 2015. TC PAM recovery response is now coordinated through the Recovery Framework and Vanuatu Government line ministries sectorial coordination.

The shelter cluster is now focused on preparedness as per pre TC PAM clusters coordination platform; TC PAM shelter/housing recovery response is coordinated through the Housing Sector Working Group (HSWG), led by Public Works Department & Department of Local Authorities with the support of UN Habitat.

Humanitarian Action Plan (HAP) Objectives

- STRATEGIC OBJECTIVE 1:** Meet the remaining life saving and protection needs of the affected people.
- STRATEGIC OBJECTIVE 2:** Support the restoration of livelihoods and self-reliance of the affected people while strengthening resilience.
- STRATEGIC OBJECTIVE 3:** Re-establish and strengthen basic services across all affected areas.

Cluster Objectives

- CLUSTER OBJECTIVE 1:** Provide emergency shelter and non-food items for people whose houses have been partially damaged or destroyed.
- CLUSTER OBJECTIVE 2:** Assist affected people with repair and reconstruction of houses, water and sanitation facilities.
- CLUSTER OBJECTIVE 3:** Investment in safer community buildings

Note: Government of Vanuatu decided to reduce the HAP timeframe from 6 to 3 months, and request to partners to focus their activities on the one primary strategic objective.

Key Issues

Vanuatu is prone to significant year round seismic and volcanic activity, with over 2,000 seismic events reported each year. Most events are small scale, although larger tremors and quakes of over 5 on the Richter scale do occur on a regular basis. The tropical cyclone season in Vanuatu normally runs from November to April. Throughout this period there is a high risk of strong winds and heavy rains with associated flooding, landslides and road closures.

In Vanuatu, the Ministry for Climate Change was established in April 2013 as part of efforts to streamline Vanuatu's climate change response. It houses the Vanuatu



Meteorological and Geo-hazards Department (VMGD) and the National Disaster Management Office (NDMO) in a newly constructed government-funded complex. **The Ministry for Climate Change and the National Advisory Board on Climate Change and Disaster Risk Reduction (NAB) are mandated with coordinating all government and non-government initiatives addressing climate change and disaster risk reduction** in the country. Vanuatu government host a web platform to monitor meteorological related issues and forecast <http://www.meteo.gov.vu/>

The **decision regarding the provision of relief will be made by the National Disaster Committee** following receipt of damage assessment reports. Relief efforts will at all times be applied on a fair and equal basis (according to needs), and will adhere to the Governments “Self Help” concept wherever possible.

It is important to understand and work through the government and community levels within Vanuatu. National government **MUST** be aware of where Agencies are going and what they are doing. Agencies **MUST** contact the provincial government before working with an area council. Only after Agencies have contacted and informed all of these levels can they go to village level.

It is important when going into a village to contact the chief prior to commencing any activities. Agencies **MUST** introduce themselves and explain what they are there to do. Agencies **MUST** obtain approval from the Village Chief for to conduct their activities in the village.

Line of Communications

National – Government – National Disaster Management Office (NDMO)



Island / Provincial – Provincial Disaster Committee (PDC)



Area Council – Area Council Secretary (ACS)



Community / Village – Chief –Community Disaster Committee (CDC)

Ni-Vanuatu inhabitants (ni-vans) are, generally, self-sufficient and resilient people.

The majority of ni-vans are therefore skilled at building or repairing their own dwellings. Dwellings in rural communities range from traditional structures to an increasing number of modern and hybrid (modern/traditional) structures. In urban and peri-urban environments, there is a much greater reliance upon modern building materials and systems.

Ni-Vans know how to build traditional, disaster-resistant, buildings but many, if they have sufficient income, now prefer to build from modern materials, generally concrete block and corrugated iron. There are many skilled builders in Vanuatu, but any weaknesses in the building stock appear to be predominantly a result of poor building practices.

As a result of their self-sufficiency and resilience, Ni-Vans, after a disaster, wherever possible, start the self-recovery process immediately. Therefore shelter response



strategies should encourage and support people in their own coping mechanisms. Community, urban or rural, can quickly reconstruct shelter with whatever building materials are available.

Further as a result of their self-sufficiency and resilience, ni-vans want to be (and should be) included as much as possible in any decision-making and work connected with shelter and housing recovery. This applies at the national and provincial government levels as well as at the community chief level.

Government and agencies encourage wherever possible community resilience and shelter self-recovery. After TC PAM, shelter and housing recovery has started rapidly, showing once again the resilience of Ni-Vanuatu. However very few dwellings were repaired and rebuilt with integrating hazard resistant principles. Communities' vulnerability to potential new hazard is higher than before PAM hit Vanuatu.

A significant part of the resilience of Vanuatu is founded on traditional shelter and settlement related knowledge, practices and coping mechanisms. This includes specific construction materials, techniques and typologies which are a part of the Ni-Van traditional building culture, social organisation and safety net that have been established over time, which need to be better understood by agencies assisting in the recovery efforts, and promoted to further enhance community resilience. These techniques, typologies and processes could be analysed during shelter assessments of the cluster and implementing agencies, best practices documented and retained with other information, education and communication (IEC) materials developed for the response to tropical cyclone PAM.

It is important to identify the traditional individual and community cyclone-proof houses and other buildings that resisted well to cyclone PAM so to learn from traditional knowledge principles that could inform modern building and settlement practices and even be integrated into the national building code.

An impressive number of dwellings built outside traditional communities, in rural, urban and peri-urban areas —mainly in informal settlements—, are made of mixed traditional and modern materials and construction systems that are often incompatible. Unsurprisingly, these suffered the most damages from TC PAM and are currently being rebuilt the same way as before and thus, recreating (when not exacerbating) the pre-TC Pam hazard vulnerabilities, due to a lack of proper materials, building know-how and financial resources. This situation is particularly worrying as it puts the dwellers at high risk of being injured, not to mention the loss of personal assets, due to probable collapse of the dwelling structures if not constructed properly.

Individual dwelling units in Vanuatu can be classified through three most common types:

1. Rural / Traditional dwellings that are generally fully made of natural materials that can be easily found in the village and surrounding locations and are constructed using traditional construction methods.
2. Rural / Semi Permanent dwellings that may be made of a mix of different traditional and modern building materials and techniques which are yet to be well integrated and developed into strong disaster resilient building structures and systems.



3. Urban dwellings that may be permanent or semi permanent and can be built of a combination of different building materials and techniques. They may be constructed with modern building materials such as steel or concrete (structural elements) concrete block (structural masonry or infill), timber (structural elements for floors, wall and roof and/or floorboards or wall or roof cladding) and corrugated galvanized iron (CGI) roof cladding. The semi-permanent urban dwellings are generally made of a combination of new and/or recycled or scavenged building materials using modern building techniques without necessarily following neither the building codes and regulations nor the traditional building principles, which make them particularly vulnerable to natural hazards and disasters.

To complement Government-led evacuation centres strategies relying on public building such as schools, there is the need to **support identification, repairing, retrofitting and reconstruction of cyclone-resistant community-led traditional buildings** as like nakamals, churches, community halls, kindergarten and other nimaenten (traditional cyclone shelter structure which daily serve as kitchen) .

Shelter and housing recovery strategies must prioritize the most vulnerable groups such as women, children, elderly or disabled, but also those with exacerbated vulnerability due to weak knowledge and resources to support their shelter recovery process.

To strengthen shelter and housing resilience, **it is crucial to include “building back safer” principles/initiatives as core area of reconstruction/disaster risk reduction programming** and strategies through households and community safe shelter awareness, training schemes of self- and skilled builders, grassroots education programs and public communication campaign alongside improved building regulations, urban planning and mitigation measures. The Shelter Cluster has agreed on a [Guidance note on Building Back Safer awareness and training framework](#)

The Shelter Cluster in Vanuatu has agreed on the **4 Building Back Safer principles and key messages** which should be considered for any community and households safe shelter awareness programs: (1) Building Location/Siting the building, (2) Foundations, (3) Fixings/Connections and (4) Bracing:

To make your house more resilient to any natural disaster, it is important to:

Blong mekem haos blong yu i save stanap akensem eni natural disasta, emi impoten blo

- (1) Build your house on a safe site by identifying and trying to avoid potential hazards in your location and build as well as you can to resist them,

Bildim haos blong yu long wan ples we yu save se i sef gud mo yu tram blong kipim yu aot long ol Nara hazad we i stap happen long ples we yu lif long em mo yu save stanap strong akensem.

- (2) Deeply anchor your house to the ground with strong foundations, setting the posts at least 1 meter deep in the ground

Mekem gud foundesen blong house blong yu i strong, traonem ol pos blo haos at lis 1 Meta i KO daon long kraon.



- (3) Ensure that you have strong connections at all joints – the roof material to the roof timbers, the roof to the walls and the walls to the foundations. Strong connections can be made with cyclone straps, rope and vines.

Mekem sua se yu kat wan strong connection long every join, long ruf kasem ruf timba, ruf kasem wol mo ol wol kasem faoundesen, ol strong koneksen olsem yu save mekem wetem ol Saeklon strap, rope blo stoa mo lokol rop

- (4) To cross-brace your roof and walls, at least by creating triangles between the corners or junctions of your house.

Blong cross bresem ruf mo wols blong haos blong yu at lis yu mas mekem ol traankels between long ol corners blong haos blo yu.

The last version of the [Shelter Cluster key messages](#) could be found on the website

Humanitarian agencies may partner with local NGOs or local training institutions such as RTCs (Rural Training Centres) to deliver these programs to the community using practical models and group participation. An RTC is a community owned and run vocational education training centre. Students are responsible for the payment of fees to attend RTC courses.

Support to self-recovery programming distribution and other activities should also use IEC material promoting key principles shelter construction as for leaflet and booklet developed by the Vanuatu Red Cross Society.

The definition of household in Vanuatu does not refer to one nuclear family living under one roof. A household in Vanuatu generally refers to an extended family, i.e. consisting of a number of family members (parents and children) and relatives such as grandparents, aunts or uncles living in a number of buildings in a communal setting. Traditionally, the “house” is not only one building. It is at least two to more constructions with different purpose and design. It includes a garden and could be constituted by multiple dwellings centred around a communal kitchen.

The Vanuatu National Statistics Office (VNSO) define household as ““Those persons who usually eat together and share the work of preparing the food and/or the cost of work of providing it”. The National Disaster Management Office (NDMO) and the Ministry of Health define a household as a family unit sleeping in one shelter.

There is a building code in Vanuatu, developed in 1990. According to the [Building Act No. 36 of 2013](#)², the Building Code, which is under the administration of (“maintained by”) the Ministry of Infrastructure and Public Utilities (MIPU), applies to ALL/ANY buildings in any declared Physical Planning Area (under the section 2 of the [Physical Planning Act \[CAP 193\]](#))³ as well as in, on or over the foreshore as defined in

² http://www.paclii.org/cgi-bin/sinodisp/vu/legis/num_act/ba201391/ba201391.html?stem=&synonyms=&query=declared%20and%20physical%20and%20planning%20and%20areas%20and%20vanuatu

³ http://www.paclii.org/vu/legis/consol_act/ppa185/



the [Foreshore Development Act \[CAP 90\]](#)⁴. However, as stipulated in the Building Act No. 36 of 2013, the latter also applies to the construction of: buildings owned in whole or in part by the State in any local government region; buildings in any municipality; type or class of public building prescribed by the regulations in any local government region; and, such other particular buildings as the Minister may determine by order.

Cluster partners need to be aware of the Vanuatu Build Code if they are involved with any construction work in the Port Vila, Luganville Santo and Lenakel Tanna municipal areas. The building code applies to these areas. The building code comes in three books and can be purchased from the Department of Local Authorities (DLA).

Although TC Pam has fortunately caused relatively few deaths, the cyclone has nevertheless made a far-reaching devastating impact on many government and community buildings (health facilities, offices, schools, community halls and churches), infrastructure (wells, telecommunications, electricity and road networks, bridges, etc.) forests, agriculture, water supply systems, and especially housing. From the estimated total population of 266,320, **an estimated 188,000 people have been affected by the cyclone.** Following [PDNA report](#), 16,256 houses were damaged / destroyed, whilst on some islands (Tongoa, Emae and Erromango) more than 90% of houses were reported as damaged. Thousands of people were temporarily displaced to makeshift evacuation centres such as schools, churches and community buildings.

Besides the losses of lives, individuals and collective assets, equipment and facilities and the profound social, economic and environmental consequences of the cyclone on the country, provinces and communities, TC Pam also posed a major challenge to national and local authorities and their partners in setting back the efforts they have undertaken so far towards sustainable urbanization and building urban resilience to climate change and disaster impacts.

Unsurprisingly, TC Pam particularly affected the most vulnerable segments of the Ni-Vanuatu. Findings from the Second Phase Harmonised Assessment⁵ showed significant local recovery in terms of shelter reconstruction in many assessed communities. Despite those achievements however, gaps in coverage remain. This is particularly the case on Tanna Island and in the capital Port Vila, where the affected population and damage figures appeared to be much higher than initially estimated, especially in urban areas, where high population density is found on the urban periphery and in informal settlements.

The Initial assessments also reported that female headed households, older people and people with disabilities need specific support to rebuild their homes. There were also indications that community conflict could arise regarding land for shelter and community conflict resolution systems need to be strengthened.⁶ Public shelters that are specifically related to women's needs are health facilities, market houses and court houses.⁷

Assessments

⁴ http://www.paclii.org/vu/legis/consol_act/fda241/

⁵ Second Phase Harmonized Assessment Report, Vanuatu: Tropical Cyclone Pam, April 2015.

⁶ Second Phase Harmonized Assessment Report, Vanuatu: Tropical Cyclone Pam, April 2015.

⁷ Draft Post Disaster Needs Assessment, Vanuatu, April 2015



In 2010, the Vanuatu National Housing Corporation (VNHC)⁸ was reporting that a vast majority (76 percent) of the total population of Vanuatu was living in rural areas. However, the VNHC also highlighted that at the same time, the urban population of the country was increasing at a rate of 3.6 percent per year, where Port Vila was experiencing rapid urban growth, at a rate of 4.1 percent⁹. Considering this rate of urbanisation, the VNHC stressed that the 57,200 persons making Vanuatu's urban population would increase by 24,800 to reach 82,000 persons by 2019. The VNHC also stressed that the rapid urban expansion was taking place without appropriate planning, policies and adequate land and housing options to absorb this new urban population, pushing the latter into deep poverty and disaster risk, exposure and vulnerability in informal settlements, which were already accommodating 19,000 people, i.e., 34 percent of the total urban population in 2008.

With a limited (about 500 people¹⁰) but fast growing population distributed on a territory covering only 64 hectares, Lenakel was in 2008 declared as the last of the three municipal areas (after Port Vila and Luganville) of Vanuatu to be under the Municipalities Act [CAP 126]. While only representing a very small proportion (about 1.6 percent) of the Tanna Island total population of 31,770 people,¹¹ Lenakel is working as a major centre during the day as the town welcomes people from its periphery and rural areas of the island, who commute back and forth to access services provided in Lenakel, including the hospital (severely damaged by TC Pam), the market and the domestic wharf for Tanna, which are located within the Municipal boundary.

Vanuatu ranks first among the 15 countries the most exposed to, and at risk from, geological, weather- and climate-related hazards such as earthquakes, cyclones, and sea level-rise.¹² It is generally accepted that disasters risks associated with extreme weather- and climate-related events are increasing in frequency and severity with climate variability and climate change.¹³ Those risks, however, are exacerbated by other factors such as uncontrolled urban expansion, inappropriate land use planning and management, environmental degradation, and failures in the design, construction and maintenance of buildings and infrastructure.¹⁴ This is part of the conclusions drawn by the authors of a study on the climate vulnerability of Port Vila commissioned by UN-Habitat in their preliminary report pointing at the lack of effective urban land use regulations, strategic planning, construction standards and land tenure issues as playing a central role in shaping Port Vila's urban growth.

This is part of the preliminary conclusions of a study on the climate vulnerability of Port Vila commissioned by UN-Habitat, where the authors identified the lack of effective urban land use regulations, strategic planning, construction standards and land tenure issues as playing a central role in shaping Port Vila's urban growth. As the report stresses, in front of so little options for adequate housing and serviced land in the city, new residents have no other choice than to live in weak housing structures on marginal sites with inadequate infrastructure, where they are more and more exposed and vulnerable to the impact of climate change and disasters.¹⁵

⁸ Vanuatu National Housing Corporation, State of Housing in Vanuatu, Port Vila, December 2010; Vanuatu National Housing Corporation, VNHC Strategic Plan, Port Vila, December 2010.

⁹ According to the PVVA, "In the case of Port Vila, annual increases in the city's population of more than 10% over the last two decades mean that planning for the challenges presented by a changing climate is being compounded by those associated with rapid urbanisation and development more generally" (Trundle, A., McEvoy, D., 2014: 8).

¹⁰ Data collected from the Mayor of Lenakel, during a site visit on 11-12 April 2015.

¹¹ Second Phase Harmonized Assessment Report, *ibid*.

¹² World Risk Report (2014) available at <http://www.ehs.unu.edu/file/get/11895.pdf>

¹³ IPCC, *Special Report on Extreme Events*. (Cambridge, UK: Cambridge University Press, 2012), p. 7. (Available at http://www.gfdrr.org/sites/gfdrr.org/files/Sendai_Report_051012.pdf).

¹⁴ "Disaster Risk Reduction and Resilience Building of Urban Poor Communities," Regional Development Dialogue, Vol. 34, No. 1, Spring 2013.

¹⁵ (UN-Habitat Cities and Climate Change Initiative; City of Port Vila; National Advisory Board on Climate Change and Disaster Risk Reduction; Shefa Provincial Council; Climate Change Adaptation Program, Global Cities Institute, RMIT



A Shelter & Settlement vulnerability assessment was conducted from April 15th to May 1st. [Final report could be found on the Shelter Cluster website.](#)

Households across the assessed islands were found to be differently affected by Cyclone Pam, experiencing different levels of shelter damage depending on their geographic location, on their location in an urban, peri-urban, or rural area, and on the construction and materials of their shelter.

Key findings:

Displacement:

- ✓ 65% of households reported temporary displacement from their homes as Cyclone Pam passed through Vanuatu. The large proportion of households to use this strategy indicates a potentially widespread lack of confidence in the ability of personal shelter to withstand the high winds generated by the Cyclone.

Shelter Damage:

- ✓ 81% of households reported that their shelter had sustained some level of damage as a result of the cyclone. However, when examining the intensity of damage, less than a quarter, 24%, of these households reported that all four core components of their shelter (roof, walls, floors, and doors / windows) had been completely destroyed.

Shelter Recovery:

- ✓ 72% of households reported that they had completed substantial repairs or reconstruction work on their shelter at the time of the assessment, confirming anecdotal evidence as to the high capacity for self-recovery inherent to Vanuatu. Just under half of households, 45%, reported that they were able to recover and recycle materials that were suitable for use during repair and reconstruction. Fixings and nails were the most commonly reported material required to facilitate the repair and reconstruction of shelter across the affected area, with 68% of households reporting this as an immediate need.

Water and Sanitation:

- ✓ 31% of households reported that they utilised rainwater collection systems to meet household drinking water needs prior to Cyclone Pam. Widespread damage to this source of drinking water was identified across the affected area, with 35% of households reporting their rainwater collection system was non-operational at the time of the assessment.

Livelihoods:

- ✓ Subsistence farming was identified as being widespread across the affected area, with 85% of households reporting that they were engaged in this form of livelihood. While significant damage was sustained to subsistence gardens as a result of the cyclone, the vast majority of households, 85%, reported that they had completed replanting at the time of the assessment



Pre-existing vulnerabilities:

- ✓ 35% of households were identified to have at least one member who was pregnant or lactating at the time of the assessment. Furthermore, 33% and 15% of households respectively reported that they included at least one member with a chronic illness or a physical disability.

Priority needs:

- ✓ The most commonly reported first priority needs by households across the affected area were building tools, drinking water, and shelter / housing materials, reported by 22%, 18%, and 16% of households respectively.

Key recommendations:

- A holistic approach to defining household level vulnerability should be developed; including consideration of households including individuals with specific vulnerabilities, as well households with shelter specific vulnerabilities;
- Displaced families, who continue to be hosted by friends and family throughout the affected area, should be considered as group with specific needs. Further assessment is required to understand why such families are unable to return home, while specific assistance should be considered to facilitate their return and relieve pressure on host families;
- Emergency shelter interventions need to be reviewed and updated for the specific context of Vanuatu, in order to ensure that future responses include modalities which better support self-recovery and are able to build on existing capacities and community-based support mechanisms;
- Medium to long term interventions that support shelter self-recovery should take into account beneficiaries' reported priorities, and consider supporting the recovery of income-generating livelihoods as well as the direct provision of shelter support;
- Recognising the time required to implement a comprehensive 'build back safer' strategy, the development of community shelters able to withstand sudden onset disasters should be explored;
- Damage to rainwater catchment systems presents an opportunity for shelter and WASH assistance packages, or joint interventions between shelter and WASH actors, to include roofing materials, tools, nails & fixings, guttering, and, where necessary, water tanks.
- A 'build back safer' approach should be integrated into recovery phase shelter programming as a result of the widespread use of pre-crisis shelter materials for repairs and reconstruction work.

A Shelter response evaluation was conducted from August 17th to September 1st.
[Final report could be found on the Shelter Cluster website.](#)



With the close of emergency shelter activities detailed under the HAP on 31st July 2015, the Shelter Cluster redeployed the baseline assessment team to conduct a **detailed evaluation of the shelter response**. The evaluation, designed to inform 1) an evaluation of the effectiveness of the shelter operational response detailed in the humanitarian action plan (2) identify barriers to recovery, specifically sought to:

1. Monitor the sheltering conditions for families affected by TC Pam since the baseline assessment;
2. Evaluate the utility of various shelter interventions provided by Shelter Cluster agencies and others stakeholders to enable families and communities to recover;
3. Determine if emergency shelter residual gaps and recovery needs exist & if there are any access barriers;
4. Inform future preparedness and contingency planning with respect to risk reduction, repositioning of materials, and identification of vulnerable groups and sites.

With the aforementioned objectives in mind, the key findings from the evaluation include:

Displacement:

- ✓ 14% of households reported they were continuing to live in a new location as a result of Cyclone Pam, a decrease of 3 percentage points since the baseline assessment.
- ✓ 52% of this population cohort reported that they would return to their pre-crisis site at some point in the future.
- ✓ 35% of households reported that they were hosting at least one other displaced family member or friend in their shelter at the time of assessment, an increase of 6 percentage points since the baseline.

Shelter Assistance:

- ✓ 68% of households reported that they had received some kind of assistance since the launch of humanitarian operations, an increase of 14 percentage points since the baseline; a proportion which matches beneficiary numbers reported by partners in the shelter cluster 3W.
- ✓ The most commonly reported shelter assistance received was tarpaulins, representing 82% of households reporting receipt of assistance. With the exception of tents, the vast majority of households reported that they had used received assistance at the time of assessment. Where households did not use assistance it was commonly reported that it was stored for future use, highlighting a prevalence of household level preparedness strategies across the affected area.
- ✓ 90% of households who received shelter assistance reported they had completed substantial repair or rebuilding work on their shelter, compared with 29% of those who did not; suggesting that overall assistance modalities employed by shelter cluster partners were successful in facilitating the recovery of affected households.

Recovery:

- ✓ 85% of households reported that they had completed substantial repairs or rebuilding to their shelter at the time of assessment, an increase of 13



percentage points since the baseline. Female headed households were slightly less likely to have completed substantial repairs or rebuilding to their shelters compared to those headed by males, 79% compared to 85%.

- ✓ 81% of households reported that they were able to recover materials from debris suitable for repairs or reconstruction work, an increase of 36 percentage points since the baseline. The most commonly reported materials recovered included nails and fixings, timber, and natangura leaves.
- ✓ 60% of households reported they had made changes to their building techniques as a result of the Cyclone; including general strengthening, changes to the foundation, and the addition of bracing. 44% of households were identified as having built their shelter on a concrete foundation and 15% were identified as having no foundations at all. 53% and 49% of households respectively had incorporated tie downs / hurricane strapping and bracing to their shelter in the aftermath of the Cyclone.
- ✓ 74% of households reported that they planned to make changes to their roof, walls, and floors at the time of assessment. With the most common planned changes including more strengthening, waterproofing, and changes of material.

Remaining Recovery Needs:

- ✓ 81% of households reported that they had remaining needs to facilitate full shelter recovery. Of this population 79% reported that they required fixing and nails, 53% milled timber, and 22% chainsaws & accessories. 68% of households with remaining recovery needs reported that the primary barrier to accessing the materials and equipment they require was a lack of financial resources. 13% of households reported that the main barrier to full shelter recovery was that they had other priorities. This highlights that as immediate shelter needs are met a number of households may focus on restoring livelihoods to pre-crisis levels rather than full shelter recovery.

Preparedness:

- ✓ 78% of households reported that they had knowledge of, and access to, at least one evacuation / storm shelter in their respective communities. The most common evacuation / storm shelters were safe / strong houses owned by friends or family, schools, and churches, which were reported by 35%, 33%, and 25% of households respectively.
- ✓ 66% of households reported that they had taken measures to ensure that their shelter was safer in the event of another crisis; common measures included trimming tree tops and braches near shelters, fitting shutters or screens to glass areas, and cleaning property of loose material, 65%, 50%, and 35% of households respectively.

Water and Sanitation:

- ✓ 34% of households reported their primary source of drinking water as rainwater catchment, representing an increase of only 2 percentage points since the baseline.
- ✓ 69% of households reported that they were relying on non-improved latrine types, a proportion which has increased by 16 percentage points since the baseline.



Livelihoods:

- ✓ 70% of households reported that they were primarily engaged in agricultural livelihoods, including subsistence gardening, prior to Cyclone Pam. Regarding post-crisis livelihoods, 64% of households reported that they had not yet restored their primary livelihood to pre-crisis levels.

Health:

- ✓ 31% of households reported that at least one member had instances of diarrhoea since Cyclone Pam. Furthermore, instances of malaria and skin rashes were commonly reported, 13% and 12% of households respectively.

Priority Needs:

- ✓ The most commonly reported first priority needs was drinking water, 27% of households, followed by food and shelter / housing support, 21% and 16% of households respectively.
- ✓ During the baseline a significant need for essential NFIs was reported by affected households. According to evaluation data this need has been all but fulfilled. The proportion of households reporting food as a first priority need has increased significantly since the baseline assessment, by 13 percentage points. This can be directly linked to the end of emergency distributions of rice during the latter half of the HAP implementation.
- ✓ With 21% of households reporting shelter / housing as a first priority need, combined with the reported remaining recovery needs, highlights that need for housing assistance to facilitate full shelter recovery remains.

Recommendations

Based on the analysis presented in this evaluation, the following key recommendations for the recovery and preparedness planning process have been developed and endorsed by the Housing Sector Working Group¹⁶:

- As a result of the increased proportion of households reporting hosting displaced friends and/or family, the support needed to relieve pressure on hosting households and the return needs for displaced persons should be discussed when partners are reviewing the findings of the International Organisation for Migration's post-HAP Displacement Tracking Matrix;
- The suitability of tents as a form of assistance in the context of Vanuatu, although not officially supported by the shelter cluster during HAP implementation, should be reviewed as a result of a significant proportion of beneficiaries selling this form of assistance for profit;
- As the response moves into the recovery and preparedness planning phase, household level preparedness measures, such as the stockpiling of received assistance and site improvements, should be explored in more detail to ensure synergies with any national level initiatives;

¹⁶ Building on the shelter cluster coordination platform, which ended on 31st July 2015, and partners' recovery capacity, the Public Works Department (Ministry of Infrastructure and Public Utilities - MIPU) established a Housing Sector Working Group (HSWG) which launched on 1st of August, with the support of the Department of Local Authorities (Ministry of Internal Affairs - MOIA) and the National Disaster Management Office (Ministry of Climate Change and Adaptation - MCCA).



- 'Build back safer' programming should be reinforced throughout the affected area while focussing additional resources on locations in which the evaluation identified a low prevalence of safer building components, such as foundations, bracing, and tie-downs / hurricane strapping;
- Household efforts at making positive changes to building techniques should continue to be supported through 'build back safer' programming;
- Assessments of the post-crisis structural integrity, and level of preparedness, of existing evacuation / storm shelter solutions utilised by households in the affected area should be conducted. Furthermore in locations with relatively low access to evacuation / storm shelters should be prioritised for interventions planned by Evacuation Centre Working Group partners;
- Outreach strategies should be explored targeting communities where relatively low instances of community and household level preparedness strategies were observed.
- Issues related to delays in the procurement, and thus delivery, of tarpaulins, should be reviewed by the National Disaster Management Office, the Logistics Cluster, Shelter Cluster partners, and Housing Sector Working Group partners to inform preparedness strategies;
- In the event of future such emergencies, early recovery shelter assistance modalities should be mobilised as quickly as possible to support the high ability for self-recovery amongst affected populations in Vanuatu.

Gaps and shelter cluster capacity

Owing to varying estimates of population figures, the cluster has revised its initial target population from 15,000 households to 18,000 households within the HAP objectives, which more accurately represents the caseload and is in keeping with other official estimates. At the end of the HAP timeframe, more than 26,304 households have received emergency shelter.

In April the cluster had developed beneficiary feedback systems and was closely monitoring peri-urban and informal settlements. The cluster has also worked closely with advocates of vulnerable groups to ensure no one was missing in the emergency distribution of relief items.

Shelter Cluster (SC) worked closely with the NDMO and cluster agencies, continuing to monitor distribution in Tanna and gaps in urban and peri-urban areas in and around Port Vila. In May, for residual unserved population, and to ensure that vulnerable groups are properly targeted and assisted, additional tarps have been mobilised by the cluster. Australian Red Cross donated 2,000 tarps to the SC in request of Shelter Cluster coordinator after discussion with partners to respond to remaining gaps.

The cluster had also monitored the gaps in terms of toolkits; as for some area households received only tarps. Toolkits will be key to support shelter recovery, as



highlighted as first priority by affected population. IOM received 500 emergency shelter kits (tarps plus rope) and 1,000 toolkits through CERF mechanism. Vanuatu Red Cross/IFRC is distributing these items to fill remaining identified gaps. The Shelter Cluster has conducted gaps analysis at the end of the HAP timeframe in term of toolkits and safe shelter awareness (Annex 2)

Shelter Cluster agencies have actual capacity through on going and planned projects to respond to some of PAM-affected population's shelter recovery needs, at community and households levels. While some of these activities have been initiated under cluster HAP's objectives 2 and 3¹⁷, most of these would continue to be implemented within the recovery framework timeframe defined by the Government.

A shelter intervention survey was open from 1st to 9th June, with contributions of 11 agencies, which represent the majority of agencies involved in shelter recovery activities:

1. At least one agency was planning to implement shelter recovery activities in each of the affected islands. 7 agencies in Port Vila (urban and peri urban) - 5 in Efate (rural) & in Tanna (rural) - 3 agencies in Lenekal, Emorango & Tongoa
2. 10 on 11 agencies were planning shelter interventions at HH level; 5 agencies in only one response modality. (objective 2)
3. 7 on 11 agencies were planning shelter interventions at community building level. 3 agencies in all response modalities. (objective 3)
4. Kindy, Community hall, Chief hall/nakamal and church buildings were equitably targeted by 2 agencies for each. (objective 3)
5. 8 on 11 agencies were planning to include Building Back Better-Safer activities in their strategies.
6. 7 on 11 agencies were planning to include Livelihoods, DRR and WASH with their shelter programming.
7. At least 7 on 11 agencies were planning to implement activities within Recovery Framework.
8. Only 1 on 11 agencies had finalized its recovery plan
9. Logistic and material delivery was seen as the first critical challenge (6), then trainings and beneficiary communication and community engagement (4).
10. All (10) agencies seem happy with the coordination services provided by the coordination team, 9 on 10 with the technical guidance and information management services.

Funding

Seven projects have been submitted by six agencies through the Flash Appeal and HAP, for a total of 2,805,842 USD. 4 projects received 2,340,841 USD (84% of total funding requirement), while 3 projects didn't receive any funding.

The priority action "strengthening housing & settlement community resilience" has been submitted to the National Recovery Framework, with 15 fully funded projects; 11 of those have already started within the HAP period and 4 of them will start after the 31 July. These 15 projects are fully funded, for a total of 650,800,000 VUV (5,820,390 USD),

¹⁷ 2. Assist affected people with repair and reconstruction of houses, water and sanitation facilities..
3. Investment in safer community buildings.



	<p>would be implemented from August 2015 till November 2018 and would target at least 12,240 Households.</p>
<p>Strategic goals and objectives</p>	<p>Strategic Goals The main goals of the SCV was to ensure a coordinated response to emergency shelter needs in TC Pam affected areas of Vanuatu, support early recovery efforts and promote adequate, safe and sustainable long-term shelter and settlement solutions to the population of Vanuatu in accordance to the guiding principles included in this document, giving particular attention on the most vulnerable segments of the population.</p> <p>Specific Objectives By complementing the response and recovery efforts undertaken by the Government of the Republic of Vanuatu through the coordination of the National Disaster Management Office (NDMO), and the civil society actors, SCV partners provided TC Pam affected households with appropriate materials, tools and technical assistance so they can live in adequate, safe shelters with dignity, in accordance with local standards, and the relevant internationally-agreed minimum standards and guiding principles such as the “Humanitarian Charter and Minimum Standards in Disaster Response” (The Sphere Project, 2004), Housing, Land and Property (HLP) rights and the OCHA Guiding Principles on Internal Displacement’ (2004). In this regard, the SCV aimed to deliver a program that:</p> <ul style="list-style-type: none">• Coordinate all agencies delivering shelter assistance and help identify shelter needs, gaps and vulnerabilities;• Quantify the needs for shelter assistance to the affected households, through assessment based on level of damage, vulnerability, community capacity and resilience, and hazard risk;• Develop technical guidelines for shelter interventions to ensure appropriate assistance across the cyclone-affected regions of Vanuatu, in line with the standards agreed by the Cluster that meet the specific needs of women, men, young people, children, and people with disabilities;• Assist those affected households in a way that will complement and benefit women, men, young people, children, the family, the community, and the Government of Vanuatu’s shelter recovery efforts and reinforce traditional coping mechanisms;• Instigate a Monitoring and Evaluation (M&E) process providing updated and consolidated information on program activities, which may result in adjustments to the number of affected population this strategy, is aiming to provide shelter.
<p>Response strategy</p>	<p>The aim of this Strategic Framework is to provide its partners with general guidelines, principles, and standards to ensure that their interventions in the field meet the immediate needs of people affected by Tropical Cyclone Pam, within the limits of relevant national and local regulations, internationally-recognized human rights, respects local traditions, customs and cultures and the principles of early recovery and sustainable urban and regional development. While the SCV was working at providing immediate shelter assistance, its actions were also geared towards the development permanent adequate and safe shelter and settlement solutions in the nearest possible</p>



future. Accordingly, the SCV strived to:

- Ensure that all SCV partners' shelter interventions were conducted in coordination with relevant national and local authorities, using the proper channels, respecting the existing national and sub-national governance and organisational structure, and are taking into consideration, and constantly monitoring, the needs and priorities of the local stakeholders, the communities in particular;
- Ensure that the SCV partners' shelter assistance was, from the earliest possible stages of the emergency shelter response, putting the affected people at the centre of their interventions, responding to their needs, empowering them as the main actors of their own recovery and, as much as possible, aiming at results that will link to their longer-term shelter recovery and development needs, considering their pre- and post-disaster needs, ambitions and capacities;
- Ensure that the SCV's shelter assistance interventions were respectful of displaced people's right to an adequate standard of living, particularly to basic shelter and living, and to return voluntary, in safety and with dignity, to their homes or places of habitual residence, or to resettle voluntary in another part of the country.
- Prioritize the provision of emergency shelter assistance until those in need and who haven't received adequate emergency shelter assistance are provided for;
- Ensure that shelter and settlement solutions provided were culturally appropriate and respectful of the environment and natural resources;
- Use, as much as possible, a range of cash-for-work, community contracts, community-based, people-centred, owner-driven self-reconstruction and planning schemes to encourage the participation and ownership of affected women, men and people with disability in the design and implementation of emergency shelter and permanent safe sustainable shelter and settlement solutions;
- Encourage shelter-, settlement- and community infrastructure- related design, planning and technical solutions that are low-tech, labour-intensive and that bear high potential for positive impact on the recovery of the local economy, particularly targeting the most vulnerable segments of the communities;
- Provide skills development opportunities to women and men to accelerate the emergency shelter, recovery and reconstruction process, and contribute to the social, economic and environmental recovery of the affected communities;
- Contribute to the development of locally-appropriate adequate hazard-resilient emergency, transitional and permanent shelter schemes through the provision of new, and adaptation of existing, designs, costs, standards and references; and
- Contribute to the development of locally-appropriate adequate hazard-resilient human settlements through a participatory, gender-sensitive and consultative approach, recommendations for city-wide housing, urban development, and informal settlements upgrading and prevention schemes, regulations, codes, policies, measures and programmes;

Priority Interventions

- Provide, as soon as possible, emergency shelter assistance (tarpaulins, toolkits, non-food items) to households in need and who haven't yet received adequate emergency shelter assistance;
- SCV partners provide support as many affected households as possible in the shortest possible time, with complete coverage of their needs;
- SCV partners prioritize, where possible, their shelter assistance to the most vulnerable people (widows, children and female-headed households, the elderly, people living with disabilities, informal land rights holders and displaced persons)



Transition from HAP (Shelter Cluster) to Recovery Framework (Housing Sector) & Preparedness activities

who have been directly affected by TC Pam;

- Establish an assessment and monitoring system that will support adequate and seamless transition to the recovery phase through a clear comprehension of the changing needs of the affected population with particular attention to vulnerable groups;
- To provide building back safer technical support, through safe shelter awareness initiatives at household and community level, aiming to mitigate reinstatement of pre PAM vulnerabilities.
- To support ni-Vanuatu vocational training networks, by including them in safe shelter awareness and training initiatives.

On 16 June 2015, the Office of the Prime Minister released the National Recovery and Strengthening Program Plan entitled “Strengthening Ni-Vanuatu Resilience”¹⁸. In this document, three areas of critical recovery need have been identified:

- *Restore and develop essential social services*
- *Repair and improve infrastructure*
- *Promote and support Ni-Vanuatu livelihoods and lifeways*

Role of the Ministry of Infrastructure and Public Utilities (MIPU).

The plan specifies that recovery action under these areas of need will be led and managed by Government of Vanuatu Ministries, supported by funding and implementation partners. MIPU has been specifically tasked to assess and select project proposals considering the extent to which those will prove to be relevant, aligned, inclusive and well-coordinated. MIPU has also been specifically tasked to consider several recovery strategies and actions, and develop projects that are responding to on the real needs on the ground and will directly benefit people, align with policy, and will minimize overheads, ensure transparency, and include technical advice and knowledge transfer. Finally the ministry will coordinate, implement and report on the approved projects.

Under the main objective to repair and improve infrastructure, shelter/housing will contribute to the strategy to “assist to rebuild/repair/upgrade private housing and infrastructure.”

The process of project development

On 22 June 2015, the Prime Minister Office (PMO) released a guideline¹⁹ for ministries leading the selected projects under the National Recovery and Economic Strengthening program. The document emphasized the expectation that Ministries will employ sound project management techniques and practices and that projects proposals will be developed and submitted for approval. The guidelines stated that outside the project

¹⁸ http://www.nab.vu/sites/all/files/projects/draft_recovery_plan_dco-com_version_final_4_dispatch.pdf

¹⁹ http://www.nab.vu/sites/all/files/projects/guideline_for_developing_projects_proposals_national_recovery_and_economic_strengthening_program.pdf



proposal requirement, “the specific process they go through to initiate projects is their (Ministry’s) responsibility”.

MIPU Recovery Project Development Process regarding shelter/housing

As Shelter Cluster lead, Public Works Department (PWD), with the active contribution of DLA and NDMO, has developed a strong coordination platform with major stakeholders involved in post PAM shelter response.

Building on the shelter cluster’s coordination platform, which ended on 31 July 2015 and partners recovery capacity, Public Works Department (MIPU) implemented a Housing sector working group starting on 1st of August, with the support of DLA (MOIA) and NDMO (MCCA). The aim of the working group will be coordinating some of the related priority actions under the strategy “Assist to rebuild/repair/upgrade private housing and infrastructure,” especially on projects submitted to the priority action “strengthening housing & settlement community resilience.” This encompasses activities initiated within the HAP and newly planned projects aiming to:

- (1) assist in the repairing, retrofitting and reconstruction of damaged houses
- (2) household and community safe shelter awareness
- (3) building back safer training of skilled and unskilled workers
- (4) assist in the repairing, retrofitting and reconstruction of damaged community building
- (5) local and traditional construction knowledge and capacity strengthening
- (6) building back safer knowledge dissemination, mass and affected population communication
- (7) strengthen local and national capacity in post disaster shelter & housing

The 15 projects under Strengthening housing & settlement community resilience action, are fully funded, for a total of 650,800,000 VUV (5,820,390 USD), would be implemented from August 2015 till November 2018 and would target at least 12,240 Households. Summary of the submission and analysis are in Annex 5.

The shelter cluster is now focused on preparedness as per pre TC PAM clusters coordination platform.

In order to strengthen preparedness of shelter response and coordination in Vanuatu, IFRC facilitated a 3 days training on shelter coordination and SPC 2 days on evacuation centres management from 7 to 11 September 2015. It was hosted by PWD and open to 13 key staff from PWD, DLA and NDMO, at national, provincial and communal levels. It will enhance Shelter Cluster coordination at all levels for future disaster response and reach out to affected population.

The Shelter Cluster is developing the “Technical guidelines for emergency shelter response to future natural disaster in Vanuatu” document, which is aiming to show (1) the recommendations for future responses of the Shelter Cluster to natural disasters in Vanuatu, (2) recommended shelter and non food items (NFI) technical specifications for relief and recovery phases of a response and (3) case studies and key references



IFRC will develop a case study about the Shelter Cluster in Vanuatu to inform learning and advocacy at Pacific and global levels.

IFRC will continue to support the Government of Vanuatu Shelter Cluster from its regional base in Suva as part of its shelter cluster convener role within the Pacific Humanitarian Team, and remain committed to deploying suitably trained cluster coordination resources to Vanuatu in the event of another disaster and if/when requested by the Government of Vanuatu.

In order to respond to El Niño impact, the Shelter Cluster will contribute, as needed; to the preparedness response plan led by NDMO, WASH and Food Security and Agriculture clusters.

Through project proposal submitted to TC PAM Recovery Framework, National and local governments (PWD/DLA and Municipal and Area Councils, with the support of UN Habitat) will increase their capacities for post-disaster recovery through training and professional/technical advisory services in post-disaster shelter/housing recovery planning and coordination,

Through project proposal submitted to TC PAM Recovery Framework, NDMO will strengthen, with the support of IOM, (1) its emergency response regarding internal displacement and evacuation centres, including Displacement Tracking Matrix (DTM) implementation, identification/mapping of evacuation centres and standards; (2) Humanitarian logistic capacity, including warehousing construction/rebuilding, NFIs distribution capacity building and operationalization at provincial level; and (3) Community resilience through reinforcement of Community Disaster Committees (CDCs), mitigation measures and safer housing promotion for the vulnerable groups.

Agencies reported to cluster on through the 3W template against agreed on indicators. Shelter cluster outputs are consolidated to feed fortnightly HAP's period monitoring report, which were compiled by VHT and OCHA.

The Shelter Cluster conducted, with the deployment of an assessment team supported by REACH initiative, realized from 15 April to 1 May, a [Shelter & Settlement Vulnerability Assessment](#).²⁰ Key findings and recommendations had been discussed and agreed with cluster partners and Government.

Monitoring and Evaluation

The Shelter Cluster is conducting from August 12th an evaluation of the shelter response to cyclone PAM, following the Shelter & Settlement vulnerability assessment done in April/May 2015, to inform the (1) evaluation of the effectiveness of the shelter operational response detailed in the humanitarian action plan (2) identify barriers to recovery. It is looking at 4 specific objectives:

1. Monitor the sheltering conditions for families affected by TC Pam since the baseline assessment;
2. Evaluate the utility of various shelter interventions provided by Shelter Cluster agencies and other stakeholders to enable families and communities to recover

²⁰http://sheltercluster.org/sites/default/files/docs/shelter_cluster_report_shelter_and_settlements_vulnerability_assessment_after_cyclone_pam_may2015.pdf



3. Determine if emergency shelter residual gaps and recovery needs exist & if there are any access barriers

4. Inform future preparedness and contingency planning with respect to risk reduction, repositioning of materials, and identification of vulnerable groups and sites

Key findings and recommendations would be widely shared with cluster partners, Housing Working Group and Government of Vanuatu late September.

Lessons Learned workshop has been conducted end of May to feed on NDMO national lessons learned workshop. The [report](#)²¹ could be found on shelter cluster website. Some key recommendations are already included in the shelter cluster strategic framework, especially around the shelter cluster governance and coordination framework.

Independent evaluation of shelter cluster coordination performance is being carried out by an independent evaluator, commissioned by IFRC.

Transition to recovery framework

While some of the early recovery activities were monitored through the HAP indicators under shelter cluster objectives 2 and 3, this is now transiting and will include indicators defined through the national recovery framework and against its monthly Monitoring & Evaluations mechanisms.

Guiding principles

1. Affected population has demonstrated a very high resilience and that this should not be undermined by inappropriate programming;
2. There are distinctly different needs in different locations and different communities and so responses need to be tailored to those needs;
3. The home is more than a dwelling. Investment in shelter is as well an investment in restoration of livelihood, health, and social protection of women and families;
4. The provision of Emergency Shelter materials should create a stepping-stone to the recovery process towards more sustainable, durable, and safer shelter solutions;
5. All shelter assistance should contribute to re-building safer shelter, through public outreach programs and the delivery of pertinent information and instructions;
6. To address the need for shelter of cyclone-affected people through a self-help support strategy that complements traditional building knowledge and practices. This approach will maximise re-use of salvaged materials, reduce the provision of additional humanitarian inputs, and increase the recovery capacity of the households with technical knowledge on practical and affordable cyclone-resistant techniques;
7. Seek to follow relevant local, national and international guidance and standards, particularly the UN Guiding Principles on Internal Displacement, the Humanitarian Charter and Minimum Standards in Disaster Response, Housing, Land and Property (HLP) rights (annexed below);
8. Seek to ensure equity across all vulnerable groups based on independent and transparent assessment of need, vulnerability and numbers of households affected, hazard risks and community resilience;

²¹ http://sheltercluster.org/sites/default/files/docs/vanuatu_sc_ii_final_report_v2_22062015.pdf



9. Avoid partial coverage of needs within beneficiary communities;
10. Ensure involvement of affected communities in and decision that may affect their future, and provide a proactive feedback mechanism where complaints can be addressed;
11. Shelter assistance should seek to respond to particular needs of vulnerable individuals and sub-groups, and must not undermine the social, cultural, economic, or environmental sustainability of affected communities;
12. Use locally available human and material resources in order to develop ownership and achieve maximum participation and empowerment of the affected communities, stimulate the local economy and early recovery process towards more sustainable, durable, and safer shelter solutions;
13. Avoid the use of illegally-sourced timber and other building materials;
14. Disaster risk reduction and mitigation measures are integrated into emergency response;
15. Explore and encourage the use of alternative building materials and technology and human settlement planning while developing appropriate cyclone- and other hazard-resistant schemes in order to reduce the depletion of traditionally/commonly-used local materials, stimulate and diversify the local economy, increase affordability, avoid environmental degradation and limit the ecological footprint of assisted communities (in line with the principle of Building Back Better and Safer);
16. Engage with, and build capacities of local and national authorities and Government coordination bodies to ensure that vulnerability and disaster risk reduction (DRR) and mitigation measures are integrated at the earliest stages of emergency response;
17. Ensure proper linkages with relevant clusters as appropriate;
18. Ensure mainstreaming of cross-cutting issues;
19. Implement and maintain an integrated Monitoring and Evaluation (M&E) process using common methodologies, definitions, and indicators at the earliest stages of the shelter assistance interventions;
20. Ensure linkage to more durable early recovery frameworks;
21. Engage/work with the Early Recovery Cluster and other partners to develop an exit strategy, merger or handing-over plan from the earliest stages of shelter assistance using early recovery frameworks.
22. Seek to ensure equity across all vulnerable groups based on independent and transparent assessment of need, vulnerability and numbers of households affected, hazard risks and community resilience;
23. Engage community representatives (including women, men, youth, ethnic minorities, older people) in the design and implementation of shelter programs to ensure that the shelter materials are culturally appropriate, adaptable and functional in the local context
24. Work with the community to set up monitoring or similar mechanisms to assess the living conditions of persons with specific needs in the community, such as older persons living without adult family members or female-headed households.
25. Ensure linkage to more durable early recovery frameworks;
26. Promote the rebuilding of accessible shelters for people with physical disabilities, and the rebuilding of all public infrastructure in a way that is accessible to people with disabilities

Guidance and standards.

Provision of emergency and transitional shelter assistance will strive to comply with the guidance and standards outlined in the following documents:

- National and local policies, regulations, and codes related to housing and shelter;
- *Guiding Principles on Internal Displacement* (OCHA, 2004). Available at: <http://www.idpguidingprinciples.org/>;
- *Transitional Settlement for Displaced Populations* (Corsellis and Vitale, 2005). With specific reference to Chapter 7. Available for download at:

http://ochanet.unocha.org/p/Documents/Corsellis_Vitale_Transitional_Settlement_Displaced_Population.pdf

- *Humanitarian Charter and Minimum Standards in Disaster Response* (The Sphere Project, 2004). With specific reference to Chapter 4. Available for download at: www.sphereproject.org;
- *Housing, Land, and Property (HLP) Rights: Key HLP principles for Shelter Cluster partners and Overview- Key HLP Principles*. Available for download at: <http://www.sheltercluster.org/library/housing-land-and-property-rights>;
- *The Code of Conduct for the International Red Cross and Red Crescent Movement and NGOs in Disaster Relief*. Available for viewing at: http://www.ifrc.org/publicat/conduct/index.asp?navid=09_08;
- *Guide to the use and logistics of plastic sheeting in humanitarian relief* (IFRC and Oxfam, 2007). Available for download at: www.plastic-sheeting.org;
- *IASC Gender Handbook in Humanitarian Action* (IASC, 2006). With specific reference to pages 97 to 104. Available for download at: <http://ochaonline.un.org/HumanitarianIssues/GenderEquality/KeyDocuments/IASCGenderHandbook/tabid/1384/Default.aspx>;
- *Transitional settlement and reconstruction after natural disasters* (United Nations, 2008). Available for download at: <http://ochaonline.un.org> and www.sheltercentre.org;
- *Sustainable Reconstruction in Urban Areas: A Handbook* (IFRC; Swiss Resource Centre and Consultancies for Development, 2012). Available for download at: <http://www.ifrc.org/PageFiles/95526/publications/Urban%20reconstruction%20Handbook%20IFRC-SKAT.pdf>
- *People's Process in Post-disaster and Post-conflict Recovery and Reconstruction* (UN-Habitat, 2017). Available for download at: <http://www.unhabitat.lk/downloads/peoplesprocess.pdf>
- *Urban Shelter Guidelines: Assistance in Urban Areas to Populations Affected by Humanitarian Crisis* (Norwegian Refugee Council; Shelter Centre, 2010). Available for download at: www.shelterproject.org
- *Transitional Settlement and Reconstruction after Natural Disasters* (United Nations, UN-OCHA, Shelter Centre, DFID, 2008) Available for download at: http://sheltercentre.org/sites/default/files/transitional_settlement_and_reconstruction_after_natural_disasters_0.pdf
- *Land and Natural Disasters: Guidance for Practitioners* (UN-Habitat, 2010). Available for download at: www.unhabitat.org
- *The Participatory Slum Upgrading Programme* (UN-Habitat). Available for download at: www.unhabitat.org

Intercluster issues

Cluster	Lead-Agency	Comments
Coordination	OCHA/VHT	Sitreps, HAP's fortnightly periodic reporting, shelter advocacy, key messages, inter-cluster coordination.
IDP's working group / CCCM	NDMO/IOM	NFI's and shelter needs in Collective centres, relocations from and to collective centres, Displaced Tracking Matrix, beneficiary lists and data on vulnerable groups. Standards for evacuation centres
Early Recovery	PWD/UNDP	Housing, building codes, rubble removal, hazardous and non-build zones, timber milling
Education	MOET/StC	Use of schools as collective centres, relocations from schools
Telecom	WFP	Facilitate beneficiary communications e.g. use of mobile networks, improved



Shelter Cluster Vanuatu

ShelterCluster.org
Coordinating Humanitarian Shelter

		operational communication (good bandwidth, security comms)
Food security	WFP/FAO	Distribution points of food relevant for shelter NFIs. Information on beneficiary groups and vulnerabilities. Overlap of shelter tools with agriculture tools.
Health	WHO	Incidence of disease that can be avoided by provision of appropriate shelter and NFI, HIV/AIDs and shelter guidance
Logistics	WFP	Transportation, storage, supply chain, customs clearance, security of movement and humanitarian access
Nutrition	UNICEF	Information on vulnerable groups through therapeutic feeding data
Protection	UNHCR	Loss of documentation, HLP, GBV, female and child headed households, elderly and disabled, vulnerability data, relocations and evictions, security
WASH	UNICEF	Ensure shelter sites have WASH facilities, rain harvesting systems

Annex material:

1. Shelter Cluster response
2. Gaps analysis for toolkits and safe shelter awareness
3. Technical guidelines
4. Shelter key messages for Communication with Communities
5. Shelter/housing submission to the National Recovery Framework