

TROPICAL CYCLONE PAM HUMANITARIAN ACTION PLAN - SHELTER CLUSTER – Final Report

Cluster Lead: Department of Public Works (DPW) – Cluster Co-Lead: The International Federation of the Red Cross (IFRC) - Contact information: Dick Abel (dabel@vanuatu.gov.vu), Peter Lawther (peter.lawther@ifrc.org)

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

A. Shelter Cluster coordination framework.

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. 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) as humanitarian co leads. The Shelter Cluster will be contributing to preparedness strengthening under NDMO and Ministry of Climate Change Adaptation (MCCA) leadership.

B. Post PAM Shelter and Settlement assessments

As raised by the Shelter & Settlement Vulnerability Assessment¹, realized from 15 April to 1 May, 81% of households reported that their shelter had sustained some level of damage as a result of the cyclone, and 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 the Ni-Vanuatu. Just under half of TC Pam-affected

¹http://sheltercluster.org/sites/default/files/docs/shelter_cluster_report_shelter_and_settlements_vulnerability_assessment_after_cyclone_pam_may2015.pdf

households interviewed (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 materials requested to support the repair and reconstruction of shelter across the affected area, with 68% of households reporting this as an immediate need. **Again underlining the considerable capacity for self-recovery amongst the affected population, the most commonly reported first priority need across the affected area was building tools, reported by 22% of households**

The Shelter Cluster will conduct 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 will look 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 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, prepositioning 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.

Government and agencies encouraged wherever possible community resilience and shelter self-recovery. Shelter and housing recovery had 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.

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 part of the ni-van traditional building culture, social organization and safety net that have been established over time, which need to be better understood and promoted to build community resilience.

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 cyclone PAM and are currently being rebuilt the same way as before and thus, recreating (when not exacerbating) the pre-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.

C. Shelter response and challenges within Humanitarian Action Plan timeframe.

In consultation with Department of Public Works, the government lead for the shelter cluster, and all cluster partners (including other major actors not covered in the Humanitarian Action Plan such as the Red Cross Red Crescent Movement, Non Governmental Organisations and other humanitarian agencies), a target caseload of 18,000 households has been identified to respond to within the humanitarian response phase.

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.

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, through provision of shelter items (tarpaulins, toolkits and shelter repair material), other NFIs (blankets, hygiene kits, kitchen sets, mosquito nets, sleeping mats, solar lamps), technical assistance and safe shelter awareness.

Early June, the Shelter Cluster conducted a shelter intervention survey to help understanding of cluster activities and challenges. Logistic, comprising procurement, importation and delivery to remote communities, has been the key issue to deliver shelter assistance to affected population.

Twenty three partners reported activities against the 3 defined Shelter Cluster objectives, through the Shelter Cluster monitoring system and defined indicators (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).

They collectively partially achieved the Shelter Cluster's first objective within the Humanitarian Action Plan (HAP) timeframe, with 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)².

² Annex 1, 2, 3, 4 & 5

Reduced timeframe of the HAP, focus on providing shelter assistance to households and communities to respond to defined first objective 1³ explain the low level of activities monitored for the two other objectives. Nevertheless, some of the projects initiated by the shelter cluster members through the HAP's shelter cluster objectives 2 & 3 are expected to continue beyond the HAP while quite a few other stakeholders are planning to kick-start projects during the recovery phase to support shelter & settlement recovery priorities of Ni-Van households and communities. Some of those projects comprise building back safer awareness and trainings, repairing/retrofitting/rebuilding of houses and community buildings such as kindergartens, community halls or churches.

D. Financing of the HAP

Seven projects have been submitted by six agencies through the Flash Appeal and HAP⁴, 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.⁵

E. Transition from HAP and shelter response, to Recovery Framework and housing response

Shelter/housing & settlements throughout the cyclone PAM affected area have been seriously hit by the cyclone as indicated by the Post Disaster Needs Assessment (PDNA), which clearly shows that Housing has been the most affected sector, with a total need of 12,256 Million VT, representing more than 35% of overall recovery needs⁶.

Building on the shelter cluster's coordination platform, and partners' recovery capacity, Public Works Department (MIPU) has implemented a Housing sector working group starting on 1st of August, with the support of DLA (MOIA), NDMO (MCCA) and UN Habitat. The aim of the working group is to coordinate 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) assisting 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) assisting in the repairing, retrofitting and reconstruction of damaged community building,

³ HAP states (pg 1) : « The Government-led Clusters focus their activities on one primary Strategic Objective»

⁴ [https://fts.unocha.org/reports/daily/ocha_R32sum_A1096__28_August_2015_\(13_26\).pdf](https://fts.unocha.org/reports/daily/ocha_R32sum_A1096__28_August_2015_(13_26).pdf)

⁵ HAP page 1 : « The Humanitarian Action Plan (HAP) builds on, and replaces, the Flash Appeal launched on 24 March»

⁶ http://www.nab.vu/sites/all/files/projects/draft_recovery_plan_dco-com_version_final_4_dispatch.pdf



- (5) local and traditional construction knowledge and capacity strengthening,
- (6) building back safer knowledge dissemination, mass and affected population communication,
- (7) strengthening local and national capacity in post disaster shelter & housing

The priority action “strengthening housing & settlement community resilience” has been submitted 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), would be implemented from August 2015 till November 2018 and would target at least 12,240 Households.⁷

[Annex 1: HAP Report Shelter Cluster - FINAL monitoring.pdf](#)⁸

[Annex 2: HAP Report Shelter Cluster - Activities Report.pdf](#)⁹

[Annex 3: HAP Report Shelter Cluster - Response Objective 1 Infographic.pdf](#)¹⁰

[Annex 4: HAP Report Shelter Cluster - Objective 1 Map & Table.pdf](#)¹¹

[Annex 5: HAP Report Shelter Cluster - Tool Kit & Safe Shelter Awareness Gap Analysis.pdf](#)¹²

[Annex 6: Recovery project proposal PWD - Strengthening housing & settlement community resilience.pdf](#)¹³

[Annex 7: HAP Report Shelter Cluster – RF summary of Specific Recovery Project Outputs Map.pdf](#)¹⁴

⁷ Annexes 6 & 7

⁸ http://sheltercluster.org/sites/default/files/docs/annex_1_hap_report_shelter_cluster_-_final_monitoring.pdf

⁹ http://sheltercluster.org/sites/default/files/docs/annex_2_hap_report_shelter_cluster_-_activities_report.pdf

¹⁰ http://sheltercluster.org/sites/default/files/docs/annex_3_hap_report_shelter_cluster_-_response_objective_1_infographic.pdf

¹¹ http://sheltercluster.org/sites/default/files/docs/annex_4_hap_report_shelter_cluster_-_objective_1_map_table.pdf

¹² http://sheltercluster.org/sites/default/files/docs/annex_5_hap_report_shelter_cluster_-_tool_kit_safe_shelter_awareness_gap_analysis.pdf

¹³ http://sheltercluster.org/sites/default/files/docs/annex_6_recovery_project_proposal_pwd_-_strengthening_housing_settlement_community_resilience.pdf

¹⁴ http://sheltercluster.org/sites/default/files/docs/annex_7_hap_report_shelter_cluster_-_rf_specific_recovery_project_outputs_map.pdf