



Ministry of Justice and Community Services



# **Gender and Protection Cluster**

## **Tropical Cyclone Pam**

### **Lessons Learned Workshop Report**



**5 May 2015**  
**Melanesian Hotel, Port Vila**

## **1. Background to the Gender and Protection Cluster and TC Pam**

The cluster approach ensures clear leadership, predictability and accountability in international responses to humanitarian emergencies by clarifying the division of labour among organisations and better defining their roles and responsibilities within the different sectors of the response. It aims to make the international humanitarian community better organised and more accountable and professional, so that it can be a better partner for the affected people, host governments, local authorities, local civil society and local resourcing partners.

The Gender & Protection Cluster in Vanuatu was formed on 13 March 2014 and is led by the Ministry of Justice and Community Services (MoJCS) and co-led by CARE International and Save the Children. The formation of the Gender and Protection Cluster coincided with Tropical Cyclone (TC) Lusi hitting Vanuatu and that response was the first time that gender and protection was considered as part of the assessment and response phases. The Gender and Protection cluster was active in the lead up and response to TC Pam.

TC Pam struck Vanuatu on the evening of 13 March 2015. The category 5 cyclone caused widespread damage across five provinces of the archipelago – 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 were reported. Early warning systems and the provision of evacuation centres by the Government of Vanuatu prevented a higher death toll.

The Second Phase Harmonized Assessment identified protection mainstreaming across all clusters as a critical need as vulnerable groups were not receiving equal access to humanitarian assistance and risks to the safety and dignity of vulnerable groups were identified. The Gender and Protection Cluster worked with other clusters to mainstream protection and gender and promote respect for international protection principles and standards within humanitarian action, as well as supporting adherence to international laws related to human rights in their interventions.

## **2. Objectives of the Lessons Learned Workshop**

A one-day workshop was convened on Tuesday 5<sup>th</sup> May 2015 at the Melanesian Hotel from 9am to 4pm which was attended by 40 participants (both current and new cluster members) from Government Ministries and Departments, non-government organisations, community and faith based organisations and the United Nations. Of the 40 participants, 72% were female. Please see Annex 1 (Attendance List) and Annex 2 (Workshop Agenda).

The objectives of the workshop were:

- To discuss how the Gender and Protection cluster worked well and what could have been improved in the preparation and response to TC Pam focusing on the areas of: Assessment, Coordination and Reporting
- To make recommendations for to the upcoming NDMO Lessons Learned Workshop

It was important that the lessons learned exercise fed into the NDMO Lessons Learned exercise, which is planned for June/July. A Women's Forum is also being planned for the first week of June to collect information from women's groups and community members on the effectiveness of the response. The information collected during this forum will also be valuable in feeding into the NDMO Lessons Learned exercise.

## **3. Lessons Learned Sessions**

Ms Dorosday Kenneth, the Director of the Department of Women's Affairs (DWA), opened the Lessons Learned workshop. In her opening remarks she stated that it was the decision of the Vanuatu Government to have a specific Gender and Protection cluster, to work to ensure that gender and protection issues are at the forefront of any disaster response. She thanked all of the

organisations for attending the workshop and stated that the aim of the workshop was really to reflect on the work of the cluster during the cyclone response and to move towards the reconstruction of people's lives. She encouraged all of the participants to come into the meeting with constructive thinking and knowledge and to represent the voices of those who could not be here.

A glossary of terms was developed to ensure there was a common understanding of acronyms associated with TC Pam and put on display during the workshop. The glossary can be found in Annex 3.

### Session 1: Review of the previous Lessons Learned from Cyclone Lusi

The first session was a presentation by Ms Rebecca Olul from UNICEF on the history of the Gender and Protection cluster in Vanuatu prior to TC Pam, as well as looking at the discussions from the previous lessons learned exercise that was undertaken following TC Lusi in 2014. Achievements from the TC Lusi response included the development of an assessment form, assessment team training, the inclusion of at least one woman on each assessment team, and the development of the HAP (\$500,000 budget). It also included a discussion on the list of recommendations presented in the report and the proposed work plan for the cluster moving forward.

It was discussed that in the previous lessons learned many of the recommendations were aimed at the National Disaster Management Office (NDMO) and since the lessons learned these had not been adequately communicated and followed up to ensure they were integrated into the current response. In addition it was felt that the cluster didn't have sufficient influence to make changes at the structural level of the NDMO, so therefore it was emphasised that this workshop would focus on practical recommendations for the Gender and Protection cluster rather than focus on the NDMO. A copy of the presentation is attached as Annex 4.

### Session 2: Timeline of the TC Plan Response

Lucy presented the timeline activity to map the main time periods and activities that the Gender and Protection cluster were involved in before and after TC Pam. The aim of the activity was to orient organisations and agree on the timeline, and then ask individuals to reflect on their involvement as Gender and Protection cluster members at each stage of the response. Once all of the time periods were agreed upon (Pre-Cyclone, Evacuation Centres, Rapid Assessment, Flash Appeal, In-Depth Assessment, Post Disaster Needs Assessment, Monitoring, Humanitarian Action Plan), participants were asked to come up to the front and write the specific activities they were involved in as part of each stage as seen in the photos below.



Photo 1: Timeline Activity 05.05.2015



Photos 2 and 3: Timeline Activity 05.05.2015

As seen in the photos the main activities individuals were involved in were pre-cyclone, evacuation centres, rapid assessment and in-depth assessment, and those that individuals were least involved in were the Flash Appeal and the HAP. This is only a crude analysis as it may have been easier to come up with more variety in activities for those areas which had a higher concentration of post it notes, however it was a useful exercise to undertake in order to see general patterns of activities for each stage of the response. See below for all of the activities listed by the headings in each stage of the timeline.

Pre-Cyclone
<ul style="list-style-type: none"> <li>• G&amp;P cluster finalised assessment form and translated it into Bislama.</li> <li>• Prevention of violence against children through development programs with Ministry of Justice.</li> <li>• CPIE training for Government, NGOs, and CSO partners.</li> <li>• Include cultural preparation.</li> <li>• Community mapping in villages.</li> <li>• Disability desk rang and emailed Provincial Government Disability Committees all of the warnings associated with TC Pam, asking the committees to be aware to move people with disabilities to higher ground.</li> <li>• Consultations on key messages from cluster stakeholders through the APTC students and CARE.</li> <li>• Pastors went house to house and checked that households had heard the warnings.</li> <li>• G&amp;P cluster leads attended inter-cluster coordination meetings to prepare for TC Pam response.</li> <li>• G&amp;P cluster developed a list of people available for deployment teams.</li> <li>• Coordinated water for homes.</li> <li>• Attended CPIE meetings and was part of the team developing the assessment tools.</li> <li>• Networking with VHT and other cluster members regarding preparedness.</li> <li>• Communicating cyclone warnings and alerts among CSO networks and the diaspora.</li> </ul>
Evacuation Centres
<ul style="list-style-type: none"> <li>• Evacuation Centre assessments and reports.</li> <li>• Evacuation Centres come under G&amp;P cluster after directive.</li> </ul>

- Actors from G&P cluster attended IOM/Evacuation Centre meetings.
- 6 persons with disabilities are included in the IOM matrix data training.
- Assessment of Evacuation Centres.
- Monitoring visits to Evacuation Centres.
- Tracking of displacement patterns.
- Mapping of Evacuation Centres.
- Need to support evacuation centres before activities were implemented.
- Transport available to re-evacuate.
- Assessments completed for Child Friendly Spaces and PSS training.
- Setting up of committees in evacuation centres.
- Help to evacuate people, providing statistics and information on the centres, consulting and counselling with women at the evacuation centres.
- Distributing food, water, tarps to some evacuation centres.
- Churches prepared to be used as evacuation centres, but no support from Govt. to buy materials.
- Churches sheltered many people during the cyclone immediately after and for a number of weeks after the response.

### **Rapid Assessment**

- 2 persons for Disability Desk involved in rapid assessments on Mataso island and Buninga island.
- Involved in rapid assessments for Shefa Province (APTC/CARE), Tanna and Paama.
- Coordinated the young people to take statistics and fill up the form from the NDMO.
- Joint assessment with partners highlighting CP issues such as MHPSS and birth registration.
- Child protection emergency training for community.
- Church members not formally included in rapid assessment, but pastors began collecting information on households that had not received tarps, food, water.
- Captured live stories of women/market vendors after TC Pam.
- Detailed form to specify males and females, and by age.
- The rapid assessment form needs to be in clear Bislama so that people from the islands can understand it.
- Coordinating psychosocial support training for CSOs/CBOs.
- Psychosocial support training for ToTs.

### **Flash Appeal**

- IOM obtained funding to roll out displacement tracking matrix, including the collection of disability data.
- Filled out Flash Appeal Form to include DWA and VCC projects.
- International humanitarian agencies to be coordinated and partner with local CSOs for capacity building and sustainability.
- Contributed to fund raising appeal.
- Designed project on markets around Efate in Flash Appeal under early recovery.

### **In-Depth Assessment**

- Part of in-depth assessment in central, northeast, northwest and south Epi.
- Part of in-depth assessment in Nguna, Pele, Emau, Makira, Mataso, Bauko, and Torres group.
- Underwent a 2 hour workshop from G&P cluster on the assessment forms in preparation for the in depth assessment.
- Focused on the Shelter Cluster, however the assessment involved questions on gender and protection.
- Women's tent in Vila, Tanna and Eton – listening and talking about the needs of women, children and people with disabilities.

- Volunteers to participate in assessment teams.
- Assisted G&P team to meet with women's groups in discussions on the in-depth assessment in Moso, Emau and Pele.
- Healing of stress.
- Case management training for partners in child protection.
- G&P cluster coordinators (surge deployees) selected the assessment teams and they would not use staff from the field, they only used people from Port Vila.
- Coordinated dispatch of G&P advisor to support G&P cluster.
- Birth registration of children and public.

### Post-Disaster Needs Assessment

- Women and youth involvement in the post disaster needs assessments.
- Members of the cluster involved in the post disaster needs assessment.
- Monitoring the recovery and rebuilding.
- Coordinated dispatch of Gender Advisor on the humanitarian response and climate change to co-author the gender chapter of the PDNA.
- Follow up on case management framework with Govt., NGO and CSO partners.
- Disability key messages and anecdotal stories included in PDNA report.
- Gender and protection report in to PDNA.
- MHPSS to affected communities with Ministry of Education.
- Assessment on impact of TC Pam on market vendors conducted focus groups and surveys to inform the PDNA.
- 3 persons from disability WG attended the PDNA lessons learnt session.

### Monitoring

- Key health messages for rural communities.
- Food distribution monitoring.
- Data entry for food distribution monitoring.
- Appeal for donations.
- Relief supplies and food distribution using existing chiefs, churches, youth and women networks.
- Follow up on impact of interventions.
- Displacement tracking matrix.
- Messaging on G&P during monitoring visits.

### Humanitarian Action Plan

- Disability Desk – forwarded activities to Oxfam to include in the HAP.
- Donors working direct with women and youth organisations in the communities/village should have been more transparent.
- Cluster meetings and WGs have input into the HAP.
- Getting the villages and communities to execute their own plans and actions, as they know them better.
- Negotiating and identifying good zones for evacuation centres.
- VCC – didn't know we needed to submit proposals for funding.
- Develop capacities for CDCs within communities and connect to NDMO.
- Strengthen local community committees and governance.

Following this session there was a question on whether the recommendations from the previous Lessons Learned exercise were taken up by the NDMO. The previous lessons learned had fed into the NDMO TC Lusi lessons learned workshop. However it was difficult for the NDMO to implement the lessons learned as they lack resources. Additionally the Gender & Protection Cluster itself had only been able to follow up on a few due to their lack of resources including funding and dedicated staffing. There was a discussion of how the cluster can move forward with any recommendations in particular for the NDMO and how they can be influenced to undertake them. It was agreed that this

process has to be determined before the cyclone comes rather than trying to implement the recommendations during the response phase.

### Session 3: Coordination of the Gender and Protection Cluster

At the beginning of the session, Lucy did a short presentation on the humanitarian cluster system (global, regional and country) to give some background for participants particularly for those who haven't been involved in the cluster, and for those new to the cluster system. The presentation is included in Annex 5.

There were questions about the cluster structure and how it applies to Vanuatu. Participants found it interesting that the global and regional clusters only had Protection in the title rather than Gender and Protection as per the cluster in Vanuatu. There was also some criticism about the way of funding through the clusters as it goes straight to the INGOs and not to the people and organisations on the ground.

Esrn (MoJCS) gave feedback about the process and some of the challenges that happened during the response because of the lack of preparation, coordination and participation of the cluster, mainly because they didn't have enough information to respond quickly. For example, the cluster was involved in the first round of the distribution, but was not involved in the second distribution, as they needed more information and reporting back from members to continue. Organisations were upset about the process surrounding the Flash Appeal as it wasn't clear, and inputs were required at very short notice. It is hoped that next time the process will be clearer and there can be improvements.

As there was a significant number of new cluster members at the lessons learned workshop the agenda needed to be adjusted slightly to account for those who could not feedback specifically on this response. Therefore for the next activity the group was split into people who were very involved in the cluster and those that were new to the cluster or only attended a few meetings, as the purpose of the lessons learned exercise was for active members to comment and make recommendations for the next response. Groups 1 and 2 were existing/active cluster members and Groups 3 and 4 were new cluster members. The questions were different for the two groups (see below)

#### Group 1 and 2 (existing and active cluster members)

1. What worked well?
2. What could be improved?
3. What were your constraints to participating in the cluster?

What worked well?	
<b>1. Learning Opportunities</b>	<ul style="list-style-type: none"> <li>• Learnt from experienced people who could provide advice and guidance</li> <li>• Flexibility as actors worked outside their normal role</li> <li>• Mix of experience</li> </ul>
<b>2. Meetings</b>	<ul style="list-style-type: none"> <li>• Everyone participated and were welcomed during the meetings with many agencies and individuals heard.</li> <li>• Good teamwork, all organisations working together.</li> <li>• Collaborative discussions informed decision-making.</li> <li>• Good avenue for raising issues with participants voices heard</li> <li>• Regular meetings kept everyone up to date.</li> <li>• All minutes were sent out.</li> <li>• Strong information sharing and energy and capacity.</li> </ul>
<b>3. Working Groups</b>	<ul style="list-style-type: none"> <li>• Working groups met regularly to discuss in depth issues.</li> <li>• Disability WG successful at getting disability content into the PDNA.</li> <li>• Each one respectful of the WGs.</li> </ul>

<ul style="list-style-type: none"> <li>• Building of group capacity.</li> <li>• Disability advocates attended other clusters to mainstream disability issues.</li> </ul>
<b>4. Issues</b>
<ul style="list-style-type: none"> <li>• Gender was considered in distributions (food, shelter and health)</li> <li>• Protection clearly identified as a strategic priority in humanitarian plans</li> <li>• Gender and protection issues addressed well through the gender focal points at the DWA and MoJCS.</li> <li>• Vanuatu will have concrete data on different sectors (gender, child protection, disability issues all identified).</li> <li>• Some women chosen as team leaders in different clusters.</li> </ul>
<b>5. Cluster Leads and Co-Leads</b>
<ul style="list-style-type: none"> <li>• Pacific Protection cluster focal point was present to support the coordinator</li> <li>• Strong leadership and designated alternative clearly communicated to the cluster.</li> <li>• Strong government gender protection lead.</li> <li>• Lead and co-lead agencies working together.</li> <li>• Leader could provide additional support/training on G&amp;P in humanitarian response.</li> <li>• Cluster well represented in other forums</li> <li>• Govt Depts working collaboratively with NGO and civil societies.</li> </ul>
<b>6. Other Achievements</b>
<ul style="list-style-type: none"> <li>• Assessment form was translated into Bislama</li> <li>• Foreign aid and human resources arrived on time</li> <li>• Good opportunity to learn about other organisations work in Vanuatu</li> <li>• Information tents were set up to assist with information sharing and assist with gender specific needs.</li> <li>• Directory developed for services needed.</li> <li>• Great avenue for raising women's issues.</li> <li>• Gender issues taken into consideration in terms of distribution (food, shelter, health).</li> <li>• Building on group capacity – strengths and energy</li> </ul>

<b>What needs to be improved?</b>	
<b>1. Capacity of Cluster Members</b>	<ul style="list-style-type: none"> <li>• Capacity development of new members by experienced members.</li> <li>• Training national and international members on humanitarian systems and processes (cluster system, Flash Appeal, PDNA etc.) early on and throughout</li> </ul>
<b>2. Cluster Staffing</b>	<ul style="list-style-type: none"> <li>• Consistent staffing in cluster – longer term deployments by surge staff and only if needed for specific skills</li> <li>• Deployed personnel should support not take over the cluster</li> <li>• Surge capacity – what kind of skills/tasks do we need to ask for in big disasters?</li> <li>• Leaders need to demonstrate self care and work-life balance so they are effective and not burnt out / stressed.</li> <li>• If cluster lead and co-lead are both engaged in response activities then they need to designate temporary leads who can make decisions and communicate to G&amp;P cluster members</li> <li>• Strengthen province/island membership.</li> </ul>
<b>3. Mainstreaming Gender and Protection</b>	<ul style="list-style-type: none"> <li>• Improve G&amp;P cluster involvement in other clusters – plans, activities, and analysis</li> <li>• Gender and GBV key messages developed and disseminated earlier</li> <li>• Focus on gender too – not just protection to understand and support gender issues.</li> <li>• All clusters should have a child protection policy including code of conduct and consent forms in place include processes for taking photos of children.</li> <li>• Mainstream gender equality across clusters through training and revising assessments pre-cyclone to ensure assessments capture gender issues.</li> <li>• Provide gender focal points to other clusters.</li> </ul>

<b>4. Contextualising the Work of the Cluster</b>
<ul style="list-style-type: none"> <li>• Keep discussions relevant to the Vanuatu context</li> <li>• Acknowledgement, use and recognition of existing G&amp;P cluster resources (staff and forms)</li> </ul>
<b>5. Assessment</b>
<ul style="list-style-type: none"> <li>• Gender balance in assessments and disaster preparedness plans</li> <li>• Focus groups inadequate to identify protection uses and vulnerable marginalised people</li> <li>• Data entry template needs to capture Bislama data – some info in Bislama not captured/entered.</li> <li>• Use international standardised G&amp;P assessments that are adapted to Vanuatu</li> <li>• Each assessment team should have cameras</li> <li>• Develop 2 assessment forms (1 for rapid assessment, 1 for in-depth assessment)</li> <li>• Logistics – timing between sites too short – some islands/villages missed out</li> <li>• Improve collection of disability data and needs of people with disabilities.</li> <li>• Better training for assessment team members – how to complete the assessment form and capture quality info.</li> <li>• Simplified assessment forms</li> <li>• Reduce amount of Port Vila deployments for assessments – instead strengthen and support the use of Govt. and NGO field staff</li> <li>• Women to interview women on gender sensitive issues.</li> <li>• Lack of consistency between data entry form and assessment template</li> <li>• Simulated assessments to pilot forms (pre-testing).</li> </ul>
<b>6. GBV</b>
<ul style="list-style-type: none"> <li>• Strengthen referral pathways for case management for GBV and child abuse</li> <li>• Engagement and lead role of national GBV actors.</li> <li>• Need national GBV actors to lead</li> </ul>
<b>7. Use of Assessment and other Data</b>
<ul style="list-style-type: none"> <li>• Follow up on issues reported (voices, needs to be taken care of, not just reported)</li> </ul>
<b>8. Other</b>
<ul style="list-style-type: none"> <li>• Improve the involvement of the church and youth</li> <li>• Strong and clear coordination of Flash Appeal and other fundraising events to fund planned activities.</li> <li>• Clear ToR for the cluster needed</li> <li>• Punctuality for briefing sessions</li> <li>• Strengthen coordination.</li> <li>• Discuss everything together before finalisation.</li> <li>• Coordination needs to be strengthened.</li> </ul>

<b>What were your constraints to participating in the cluster?</b>
<b>1. Resourcing and Data Issues</b>
<ul style="list-style-type: none"> <li>• No regular meeting locations</li> <li>• Insufficient human resources</li> <li>• Unreliable electricity</li> <li>• No baseline available (disability)</li> <li>• Local contextual issues not clearly identified (politics, religion, islandism)</li> <li>• Lack of accommodation</li> <li>• Lack of media support</li> <li>• Network facility difficulties</li> <li>• Needed a notice board for posting information for assessments, participants and logistics.</li> </ul>
<b>2. Administrative Issues</b>
<ul style="list-style-type: none"> <li>• Not familiar with the forms pre-disaster (in particular 3Ws, appeals)</li> </ul>

<ul style="list-style-type: none"> <li>• Organisation timelines/workplans need to be completed before they can feed into the cluster planning.</li> <li>• Need time to complete assessments, planning, completing forms/appeals documents.</li> <li>• Inconsistent email communication of meeting times, not everyone on the mailing list.</li> <li>• Irregular WG meeting times.</li> <li>• Briefings not attended by participants resulted in others writing reports</li> </ul>
<b>3. Strategic Issues</b> <ul style="list-style-type: none"> <li>• No clear GBV strategy or direction (written or communicated).</li> <li>• Roles and leadership and support structure unclear (Where does the protection advisor fit into response?)</li> </ul>
<b>4. Assessment Issues</b> <ul style="list-style-type: none"> <li>• Local Gender and Protection reps should be involved to reflect local context</li> <li>• Men need to be deployed in the most difficult areas instead of women</li> <li>• Participants of different clusters should be at focal points or NDMO, not at the wrong pick up points.</li> <li>• How to strengthen involvement of people with disability in disaster plans and assessments?</li> </ul>
<b>5. Other constraints</b> <ul style="list-style-type: none"> <li>• Language barriers - fly in experts speaking rapidly in English and making Ni-Vanuatu people feel uncomfortable.</li> <li>• Need to improve coordination with humanitarian workers coming in country to know their ToR and timeline and share so timelines can be coordinated.</li> <li>• Need to strengthen provincial engagement on Gender and Protection</li> <li>• Food suitable for children and greens supplements (needs to be addressed).</li> <li>• Govt limiting input from all actors into PDNA, HAP etc.</li> </ul>



Photo 4 - Participants Discuss and Provide Feedback 05.05.2015

### Group 3 and 4 (new cluster members)

1. What were your expectations of the gender and protection cluster?
2. How can the gender and protection cluster better collaborate with local NGOs?

#### What were your expectations of the gender and protection cluster? (2 groups)

- Cluster should involve representative of all women, girls, children, PLWD, elderly people and youth.
- Should be a quick response (immediate).
- Properly coordinated network and communication channels.
- Work within and strengthen existing systems from national down to community level.
- 100% involvement of women from day 1. It is not a custom to line up for food; they want people to deliver to the house. Women should do the receiving of the food and doing the distribution.
- Information flow before the disaster must be well understood and coordinated.
- More awareness on disaster preparedness.
- Use youth for disaster relief work from the churches and the communities.
- Use existing CBOs/FBOs in communities.
- Mainstreaming across sectors.
- Inclusion in assessments.
- Clear understanding of ToR (roles and responsibilities) of each agency to avoid duplication.
- Clear on cluster lead / role
- Concrete collaboration / working relationships between Govt/agencies/NGOs.
- Use local established chiefs/women/youth/churches throughout the provinces.
- Govt. should work with existing custom governance on the ground (safety nets).
- Handle the issues in context of family, community and church.
- Build sustainability amongst local organisations and projects.

#### How can the Gender and Protection cluster better include local organisations? (2 groups)

- Engage more with churches and youth groups
- Better coordination and clear directives.
- Local organisations to raise awareness of themselves (What to do? How they contribute to the cluster?)
- Cluster has to develop/establish a directory of all services provided including local organisations (mailing list etc.)
- Include them all in meetings and updates, follow up and M&E
- Improving the network.
- Include them in the cluster and gender work plan.
- Acknowledgement of local organisations (context, perspectives, cultures, languages etc.)
- Inclusion in capacity building
- Identifying existing strengths within these local organisations. (sustainability)
- Secure funding for local organisations (for continuation of programs)
- More organised education and awareness at the community level.
- Set up focal points and have a system of properly trained volunteers. INGOS and NDMO hired volunteers but most people didn't know how to respond at the community level and give ID to them.
- Safety and security of people immediately after a disaster.

### Session 4: Recommendations

In the final session the groups reviewed the long list of recommendations from the previous session and worked in the following groups to come up with 5 recommendations under each heading:

Assessment; Collaboration with Local Organisations/structures; Capacity Building and Training; Communication and Reporting; and Mainstreaming.

### **Assessment**

1. Training for assessors with some kind of certification to say that people have attended the training, and they can be on standby.
2. The assessment forms must be clear and cover the quality information that is needed.
3. All assessment forms for all clusters should be standardised.
4. Criteria for assessors and team leaders need to be established.
5. Logistics need to be improved for assessments, so that people can get to assessment sites as soon as possible.

### **Collaboration with local organisations/structures**

1. Identify, develop and strengthen the working relationships between key stakeholders: government, chiefs (islands), churches and NGOs using existing systems already in place.
2. Raise awareness on preparedness before, during and after disasters including existing cultural systems.
3. Strengthen media relations and support.
4. Engage professionals to train volunteers.
5. Establish focal points at all levels.

### **Capacity Building and Training**

1. Cluster members to be trained in disaster process, cross sectoral training.
2. Technical advisors to train/support local staff and provide frequent training during the non-disaster period.
3. Training needs to be specified, in different areas and in Bislama (PSS, CPIE, GBV, CSG).
4. Identify two participants to attend cluster meetings regularly.
5. Advocacy and awareness about the cluster.
6. Chair leads to be present in each meeting to mentor the team.

### **Communication and Reporting**

1. Reporting and minutes are too long. Keep it simple and action oriented.
2. Use a variety of communication approaches, not just text (images, graphs, tables, talking, story telling),
3. Maintaining contact lists and distribute information to everyone.
4. Active advocacy of G&P cluster reporting.
5. Clear description of the value of reporting – for example, use of success stories.
6. Proper translation of G&P messages.
7. Establish communication networks/stakeholders.
8. Common report repository.

### **Mainstreaming**

1. Training and capacity building to all G&P cluster members and other cluster members in humanitarian response at the national and provincial level (e.g. cross sectoral training).
2. Identify/designate G&P focal points to other clusters so G&P clusters plans/activities are integrated into the other clusters plans.
3. G&P is captured in assessments and disaster preparedness plans e.g. any disaster related materials with monitoring.
4. Communication and knowledge management should be regularised and mainstreamed. Eg. DWA communication person's TOR/G&P materials easily accessed
5. G&P cluster to have a secretariat to improve coordination of the GP cluster. The secretariat would include the Cluster Lead, Co-Lead and IM.



Photo 5: Participants Decide on Key Recommendations

### Annex 1: Attendee list - Gender and Protection Cluster TC Pam Lessons Learned

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32	Alice Athy	Community	sea.veggies@gmail.com	
33	Kim Robertson	SPC	kimr@spc.int	
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35	Esrone Marck Vano	DWA	evano@vanuatu.gov.vu	
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37	Laure Chabrolle	Save the Children	Laure.Chabrolle@savethechildren.org.vu	
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## Annex 2 – Workshop Agenda

<p><b>Gender &amp; Protection Cluster - Lessons Learned Agenda</b>  <b>Tuesday 5 May 2014</b>  <b>Melanesian Hotel</b></p>
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### Workshop Objectives:

- To discuss how the Gender and Protection cluster worked well and what could have been improved in the preparation and response to Cyclone Pam focusing on the areas of: Assessment, Coordination and Reporting
- To make recommendations for improvement to the upcoming NDMO Lessons Learned Workshop

### Workshop Agenda:

Time	Item	Facilitator
8:30 am	Arrival and Registration	
9.00 am	Workshop Opening	Director of the Department of Women's Affairs
<b>Session 1</b> 9:30- 10:00	<b>Session 1:</b> Review of recommendations from the previous Lessons Learned from Cyclone Lusi	Rebecca Olul
<b>Session 2</b> 10:00 to 10:45	<b>Session 2:</b> Timeline for the Gender and Protection Cluster Response to Cyclone Pam	Lucy
<b>10:45 to 11:00</b>	<b>Tea Break</b>	
<b>Session 3</b> 11:00 to 1:00	<b>Session 3:</b> Gender and Protection Cluster Coordination	Lucy and Esron
<b>1.00</b>	<b>Lunch</b>	
1.30	<b>Session 4:</b> Gender & Protection Cluster Assessment and Reporting	Heather
<b>2.45</b>	<b>Tea Break</b>	
3.00 to 4:00	Looking forward: <ul style="list-style-type: none"> <li>• Summarise recommendations that were made throughout the day and allow the group to make any further recommendations</li> <li>• Recommendations to NDMO for improving mainstreaming of Gender &amp; Protection in future responses</li> <li>• Next steps for the Gender &amp; Protection Cluster in the recovery phase</li> </ul>	Esron
4.00	Workshop Close	

### **Annex 3 - Glossary**

**CERF** (Central Emergency Response Fund) – Pooled funds from donors set aside for immediate use at the onset of emergencies. Only available to UN agencies, funds, and programs.

**Flash Appeal:** A tool for structuring a coordinated humanitarian response and coordinating fundraising among participating IASC organisations for the first three to six months.

**HAP** (Humanitarian Action Plan) – A strategic plan for humanitarian response in a given country or region.


**IASC:** (Inter Agency standing committee) – Primary mechanism for inter-agency coordination of humanitarian assistance

**PDNA:** (Post Disaster Needs Assessment) – A World Bank report to identify the level of destruction and cost of recovery.

**SAP:** (Strategic Action Plan) – long-term recovery plan of the Government of Vanuatu

## Annex 4 – Presentation on Lessons from Cyclone Lusi

# Gender & Protection Cluster



Lessons Learnt Workshop  
5 May 2015  
The Melanesian Hotel

Presentation by Rebecca Olul, M&E Officer, UNICEF


## Background

- Gender Analysis of TC Jasmine response
- Formed on 13 March 2014 as a direct response to TC Lusi
- Led by the Ministry of Justice
- Co-led by CARE International and Save the Children
- Membership at 25 including representatives from World Vision, UNICEF, NDMO, UN Women, ADRA, IOM, Nossal Institute for Global Health at the University of Melbourne, and the Pacific Humanitarian Protection Cluster

## What did we do?


- Developed a Gender and Protection Rapid Assessment Form;
- Conducted a small Gender and Protection pre-deployment briefing to rapid assessment teams;
- Ensured that a female team member was assigned to every Cyclone Lusi assessment team ;
- Had a team member accompany the (previous) PM on his visit to Cyclone Lusi affected areas
- Contributed to the NDMO Tropical Cyclone Lusi Humanitarian Action Plan (HAP); and
- Organised a Gender and Protection Cluster Reflection and Learning Workshop;

## Lessons Learnt Workshop – May 2014




The objectives of the workshop were:

- To discuss how Gender and Protection was adopted by the assessment team; approaches, what worked, and what could be improved;
- To discuss generally the experience as a Gender and Protection focal point and/or the only female on the team as this is new for NDMO Assessment Teams;
- To discuss the Gender and Protection Cluster Assessment Form: what worked, what didn't, and how the form can be improved;
- To develop some recommendations for the NDMO to incorporate into their TC Lusi Lessons Learnt Workshop;
- To develop an Action Plan for the Gender and Protection Cluster moving forward;



Ministry of Justice & Community Service in collaboration with Care International and Save the Children International

## Tankiu tumas



## Annex 5 – Presentation on Cluster System

### Humanitarian Cluster System

### What is the cluster system?

- When emergencies occur coordination is necessary.
- Good coordination means less gaps and overlaps in the assistance delivered by humanitarian organisations.
- Clusters are groups of humanitarian organizations, both UN and non-UN, in each of the main sectors of humanitarian action, e.g. water, health and logistics.
- At the global level they are designated by the Inter-Agency Standing Committee (IASC) and have clear responsibilities for coordination.

### Core Roles of the Clusters

The core functions of a cluster at the country-level are:

- Supporting service delivery by providing a platform for agreement on approaches and elimination of duplication
- Informing strategic decision-making for the humanitarian response through coordination of needs assessment and gap analysis and prioritisation
- Planning and strategy development including sectoral plans, adherence to standards and funding needs
- Advocacy to address identified concerns on behalf of cluster participants and the affected population
- Monitoring and reporting on the cluster strategy and results; recommending corrective action where necessary
- Contingency planning/preparedness/capacity building where needed and where capacity exists within the cluster.

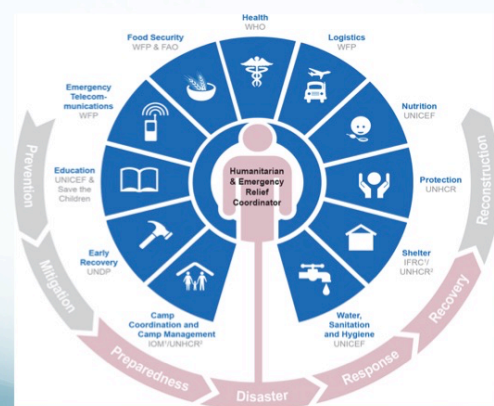
### What is OCHA's role?

- OCHA is responsible for bringing together humanitarian actors to ensure a coherent response to emergencies. The aim is to assist people when they most need relief or protection. A key pillar of the OCHA mandate is to “coordinate effective and principled humanitarian action in partnership with national and international actors”.
- OCHA works closely with cluster lead agencies and NGOs to develop policies, coordinate inter-cluster issues, disseminate operational guidance and organize field support.
- OCHA helps to ensure coordination between clusters at all phases of the response, including needs assessments, joint planning, and monitoring and evaluation.

### What is the Pacific Humanitarian Team?

- The Pacific Humanitarian Team (PHT) was established by OCHA in 2008 to ensure that regional responders work together to deliver timely and appropriate humanitarian assistance to disaster-affected people across the Pacific.
- The PHT operates under the co-leadership of the United Nations Resident Coordinators in the Pacific, based in Fiji and Samoa, and consists of UN agencies, regional and bilateral organizations, national and international non-government organizations, faith-based and community based organizations and donor partners.
- The PHT places the host Government at the centre of the response effort, with primary responsibility for organizing humanitarian response in emergency situations.

### The Global Cluster System



## The Pacific Regional Cluster System



## Reporting to the Cluster

### Sit Reps

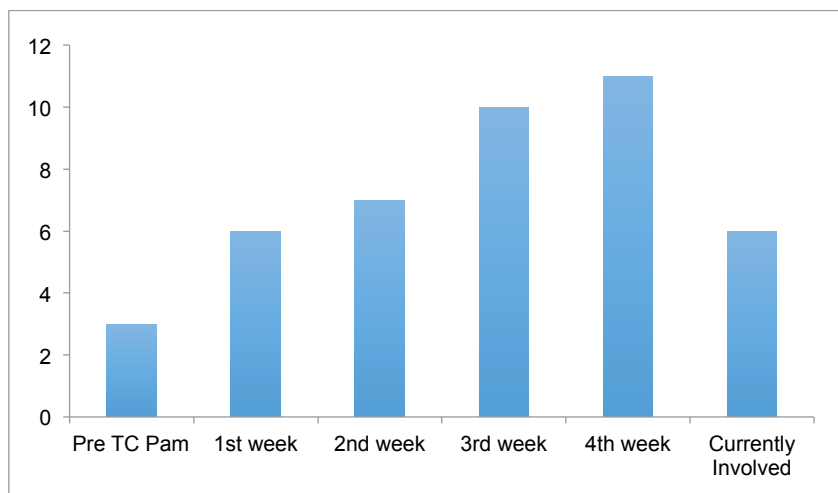
- A situation report (sit rep) captures all of the information on the response from the whole cluster.
- The situation report is usually divided into three categories:
  - Needs
  - Response
  - Gaps
- The Gender and Protection cluster uses the sit rep to report to all of the other clusters, to OCHA, to donors and to external parties on the response and needs.

### 3Ws

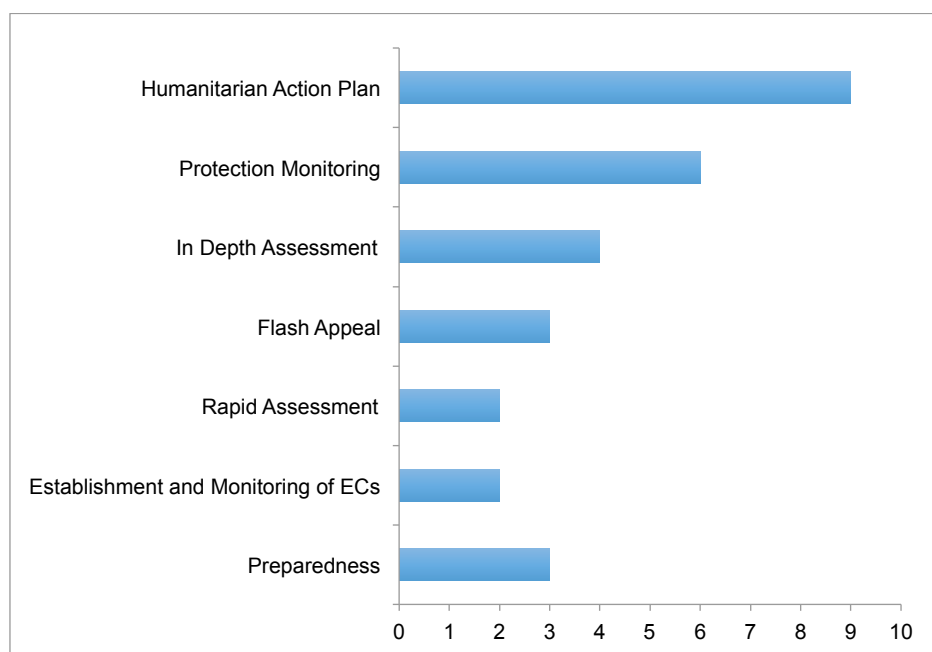
- Who? does what? where?
- The main purpose of a basic 3W is to show the operational presence by sector and location within an emergency. It can enable organisations to help identify potential partners, quickly give a very rough understanding of an on-going response, and identify potential overlaps or gaps in response.

## **Annex 6 – Online Survey Responses**

The online survey was open from the 7<sup>th</sup> May 2015 to the 15<sup>th</sup> of May 2015, and 17 respondents completed it (one respondent was via email). The first two graphs below illustrate the participation of respondents in each stage of the TC Pam response, and their participation in activities coordinated by the cluster at different stages of the response.

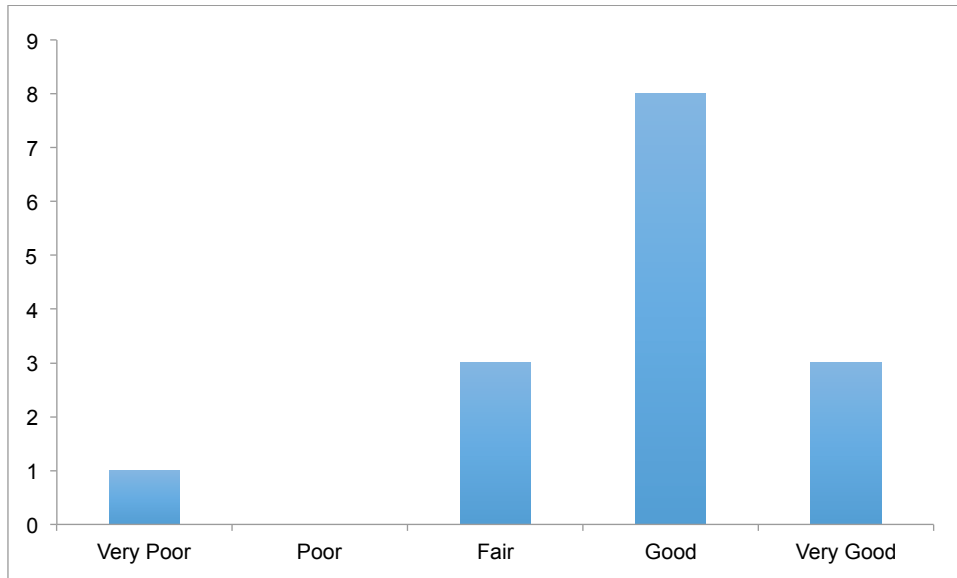


**Graph 1: Respondent's involvement in each stage of the TC Pam Response**



**Graph 2: Respondent's involvement in activities coordinated by the Gender and Protection cluster**

The below graph shows the overall rating that respondents gave the Gender and Protection cluster response as a whole. Of the 15 respondents who answered the question, 73% gave a rating of good or very good.



**Graph 3: Rating of how the Gender and Protection cluster operated in general.**

Below are the responses to the qualitative questions asked in the survey.

### **Why did you give this rating (related to the above question)?**

- G&P cluster leadership was not obvious at start to coordinate effectively critical human resource to ensure G&P was well represented at all assessment points. Many meetings, lots of talking slow to little action at critical time of assessment.
- I believe there is a lot of room for improvement in terms of advocacy to get the needed buy-in from government.
- Not very involved to give more accurate rating.
- Very engaged both internally and with external stakeholders and other sectors. Participation by members of the cluster was consistent and coordination by national lead was good.
- There was a good flow of information. Pro-active role of the coordinator.
- In the immediate weeks post Pam, there was little clarity regarding how stakeholders should engage with and report to the cluster. It was quite chaotic. Also, there was a lot of pressure put on agencies attending G&P meetings to be reporting on action, when most agencies present were small local organisations or departments with no funds. There was little space for gathering information regarding inclusion of marginalised people being undertaken by bigger, better resourced mainstream agencies. In my view, this was due to limited contextual understanding amongst the early surge capacity cluster leads.
- I was not able to stay on from the flash appeal stage to the HAP so I am not really sure how the cluster performed at these stages.
- International players could have worked better with local NGOs and national staff.

- There were many issues with staffing at the beginning of the response. The first two staff from UN were not suitable and it impacted on the functioning of the cluster, even after they left.
- Communicated with members quickly and provided good guidance on what was expected.
- This is the first disaster that brought together all the Gender and Protection Clusters to meet and put together all that is required for better preparedness. So however, it is now, to me that is a massive improvement and many efforts have been achieved.

## **What do you think went well?**

- There was good inclusion of women on assessment teams and protection questions in the original assessment that reflects well on the preparation prior to TC Pam.
- Ability of others like the OHCHR Regional Protection Officer to take charge/multi-task when Vanuatu Government sought her help due to shortage of manpower. Ability of certain sectors Child Protection Working Group under leadership of DG Bebe to action needs. Disability group actioned response to their clientele
- Communication mechanism
- Govt and Non-govt disability stakeholders worked together in a collaborative and open way through the Disability Working Group. IOM was open to including questions regarding disability, as recommended by the G&P cluster, in their demographic form, and this resulted in collection of significant disability data. Oxfam supported disability working group members in their efforts to report their work via the 3Ws by supplying some time from one of their consultants. This was an extremely practical and useful support, and enabled the needs of people with disability to get more strongly on the response agenda. Great to have surge capacity staff who speak Bislama and understand the context - this made coordination smoother.
- I will respond only on the activities I was heavily involved in. The daily meetings and updates and way forwards, the evacuation centre management especially in terms of gender needs that were addressed
- It was fabulous to see the incredible willingness and dedication of cluster members and colleagues from their organisations coming together – often at short notice and for long hours and days – to support the work of the Gender and Protection Cluster. And it's a credit to Esron that when a request comes from the VHT for as many as 20 people to support an activity, he is able to mobilise people again and again. It was also great to see working groups jump straight on to identifying needs (such as the guidelines for disability inclusion; ways to ensure women had access to info; advocacy on concrete things like being able to resume market selling; info on what protection-related services were operational...) and doing something about them.
- Increase in awareness of programming in Vanuatu, better collaboration among G&P organizations
- Communication with members, inputs into key documents - Flash and HAP, ensured gender and protection were covered in the wider response agenda

- Meeting and getting input from all partners although the actual data from affected sites are slow, the population data of the country is good enough to make some plans for response.

## What could have been improved?

- The staff during the first month of the response were inappropriate and did not create a collaborative environment for the cluster which had a long-term impact on the functioning of the cluster.
- Sharing information in a coordinated approach to avoid duplication wastage of time and resources at such a critical time
- Preparation for the technical assessment
- The Gender and Protection cluster could put some mechanisms in place to enable stronger reporting and advocacy regarding inclusion issues. Some ideas include: put disability, CP and gender on the agenda of all G&P meetings, put G&P as a standing agenda item on other cluster agendas. Eventually the former did happen, and working group leads are now invited to report back to every meeting, and this works better. The assessment process was quickly decided by a select group, and changed frequently. This didn't allow for important G&P considerations to be addressed, and resulted in assessment processes that were more likely to exclude already-marginalised people. EG – if implemented rapidly, as these were, key informant interviews and focus groups tend to gather the perspectives of those with confidence and decision-making power in communities, and these people tend not to be women or people with disability. Assessments, which rapidly use these kinds of methodologies, are unlikely to pick up the concerns of marginalised people, resulting in skewed data and impacting on the contents of resultant action plans. Reporting – the reporting format (3Ws) does not include provision for mainstream agencies to indicate whether their work was gender or disability inclusive, or if it considered child protection. This meant that the G&P “footprint” seemed smaller than it really was, as only the work of G&P cluster meeting attendees was being reported via the 3Ws, and this excluded most mainstream agencies. This could be simply addressed by adding extra columns into the 3Ws template, which enable mainstream agencies to report this information.
- The cluster should have more control and power on who should be sent out in assessments. If it feels that someone strong should be on the team for effective report taking and writing, they should contact directly with heads of institutions to release staff identified.
- Lack of understanding between international humanitarian players and processes from local NGOs. Better communication of the response processes (Flash Appeal, PDNA, rapid assessments) will be necessary in future disasters at the beginning of the relief stage.
- Stronger and more consistent support to government to chair the meetings. The two NGO co-chairs did not fulfil their responsibilities and support had to be provided from other partners.
- Having pre-assigned roles (beyond the leads) for predictable coordination tasks would strengthen the cluster's performance – key one is IM/reporting/assessment data entry. This was actually flagged prior to the emergency, but the cluster hadn't identified yet how to move forward with that. The obvious issue of co-leads and expectations in that role/those roles is another one.

- Flash and CERF appeals processes were done with unreasonably short timeframe and there seemed to be a lot of confusion and mixed messages. I don't think this is something that has to be/can be addressed by the cluster... but having the cluster wants to feed back that the process and lack of clarity made it difficult to participate.
- Better preparedness with NDMO and Disaster Partners.

### **What were your constraints to participating in the cluster?**

- None
- Time - since there was also a great demand to start action on the ground
- Time, other commitments
- Had to be held back in order to do planning and programming activities
- Larger focus on protection side meant gender was not as addressed as it maybe should have been.
- Not in country full time
- Shortage of personnel at the office to be in all meetings. That is the main constraint.

### **Do you have any recommendations to improve the coordination of the G&P cluster?**

- Staff need to be collaborative. In the assessment forms, there are questions about GBV that are in focus groups and ask community members to identify perpetrators. This needs to be changed. It is not safe for women to publicly identify perpetrators and it will most likely end up that the question does not get answered. Questions about GBV should be in private interview form only.
- Suggest at start never assume everyone attending understand the cluster process. A brief handout, overview helps all to get to the point of roles and responsibilities, share critical information to action, plug the gaps for what action/follow up needed to best represent G&P in rapid assessment, response and monitoring visits including key information for flash appeal to ensure G&P is well covered.
- None
- As per responses to question 6 be cautious with surge capacity - seek people with good contextualised understanding or at least openness to different ways of working.
- Great work done. Better than cyclone Lucy.
- Stronger co-chair. If partners agree to co-chair they should provide the necessary support to do the job effectively.
- A more regular meeting with updated data on Protection measures.

- Recommend making a priority the review of tools/forms from the NDMO/other clusters, to make sure that at least basic disaggregated data and the most critical protection information is collected at the first opportunity and that gender, protection and disability are mainstreamed into the tools. Mainstreaming of these issues into tools could be part of a process to harmonise the various clusters' assessment tools in particular to avoid duplication. Would recommend as well that at some later point there is a review of the whole inter-cluster assessment methodology, as the current one (even before the logistical challenges of trying to cover such a vast area come into it) was recognised as having limitations in terms of being able to get a picture of the cross-sectoral situation location by location.
- The assessment form that was supplied for the cluster to use in the detailed assessment did not appear to have some of the changes that were made before the cyclone. If they are going to stick with the current form, either Care will need to track down what happened to the final version of the revised form, or there'll need to be a further revision (my guess is that there will be further revision anyway, so perhaps that is the simplest way to go).
- I think it would be worth the cluster discussing at a later date whether the data they need to collect could feasibly be collected using the mobile data platforms (such as WASH and Shelter had). There's technical help available regionally if they wanted to go down that route.
- Arranging training for (at least) cluster leads (and ideally cluster member orgs) on how combined appeals processes work would also help ensure all had decent access when next this process takes place.

## **Do you have any recommendations to improve the mainstreaming of protection and gender for future responses?**

- Need to target work with other clusters sooner. I would still recommend that the food and livelihoods and the recovery cluster be targeted to improve inclusion in those clusters.
- G&P needs to build capacity to ensure better representation and informed trained personnel are on site at rapid response recovery periods. Otherwise, a crash course on G&P at the start, during rapid assessment/response and recovery if lacking may help to better represent G&P throughout the rapid assessment, implementation and monitoring throughout the response and recovery period.
- Orientation on prevention of sexual abuse for humanitarian workers - could have been integrated as part of the coordination effort.
- Capacity building for mainstream agencies via clusters during "peace time". Development of assessment tools and methodologies that are truly inclusive and capture the voices of marginalised people, during non-disaster time, and find ways to advocate for their use when surge capacity teams arrive with other ideas. Include gender and protection as standing agenda item in all cluster agendas. Include collection of gender and protection related data in 3Ws so that mainstream agencies have to report on it. Have G&P cluster leads attending all cluster meetings and sharing key messages regarding inclusion at an earlier stage.
- Making sure that people who are our in assessment must be trained properly on the gender assessment forms and survey as a whole.

- Provide support to other clusters to inform them on G&P issues. Perhaps one focal point per cluster to attend all meetings, provide support in assessments and reporting, and to report back to G&P on other cluster activities.
- Clear and simple tools such as check list for other clusters that are easy for the clusters to incorporate into their existing work.
- For NDMO to take a strong lead on the Cluster and to follow the guidelines of the government.

### **Any other comments you would like to share?**

- Vanuatu was overwhelmed by the invasion of goodwill, which would have been better staggered. For Small Pacific Island States, cluster process does not appear a practical approach. A briefer version of the same may be more realistic so as not to stun and debilitate a small nation recovery from shock and who have resilience having suffered many disasters in the past. Clusters must align to local government NDMO process.
- Member agencies should have a designated focal point for coordination. It is quite difficult to combine the role in coordination as well as for implementation of response initiative.
- The UNHCR Protection Coordination Officer was fantastic and I would highly recommend her for future cluster work in the Pacific.
- Thank you!
- Work greatly done. Highly comment the team :)
- Government must take the lead.