

Final Report



Evaluation of FRCS's operations related to the Tropical Cyclone Winston (TCW) in Fiji, for the period June 1, 2016- July 31, 2017.

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Acronyms

CA	Chapter Administrator
CCA	Climate Change Adaptation
CV	Chapter Volunteer
DREF	Disaster Relief Emergency Fund
DRR	Disaster Risk Reduction
EA	Emergency Appeals
FD	Fijian dollar
FGD	Focus Group Discussion
FRCS	Fijian Red Cross Society
HfH	Help for Homes
HP	Hygiene Promotion
IFRC	International Federation of Red Cross and Red Crescent Societies
LG	Local Government
ME	Ministry of Economy
MsocW	Ministry of Social Welfare
NDMO	National Disaster Management
NGO	Non Governmental Organisation
PMER	Program Monitoring Evaluation
PNS	Partner National Societies
RT	Review Team (assembled to undertake this Review Mission)
RWHS	Rain Water Harvesting System
ST	Septic Tank
SWP	Spring Water Program
TL	Team Leader
ToOR	Terms of Reference
VCA	Vulnerability Community Assessment
WASH	Water, sanitation and hygiene
Watsan	Water and sanitation
WT	Water Committee

1. Summary of findings

This review covers the IFRC Emergency Appeal (EAs) and response actions undertaken by the Fiji Red Cross Society (FRCS) (collectively referred to hereafter as the 'TCW Operation') in response to the tropical cyclone Winston that caused widespread damage and loss of life across parts of Fiji on 20 February 2016.

The FRCS TC Winston Operation (TCW) covered the immediate **relief phase**, as well as the subsequent **recovery phase** of the TCW event, and this assessment focus on Shelter and WASH sectors during the recovery. Briefly, the task for this evaluation is to assess the relevance, coverage, coordination, effectiveness, and aspects of the impact and sustainability by the support given by the FRCS. The evaluation covers the recovery phase from 1 June, 2016 to August 31, 2017. This final report focus on best practices, lesson learned and recommendations for improvements in these sectors. The assessment is meant to give advice and recommendations that can improve FRCS procedures, capacity to respond and to achieve higher impact in its operations.

Key Findings

General

- FRCS is well regarded by beneficiaries and seen as 'first on the scene' in providing help in the emergency phase.
- FRCS strength is their extensive organization in branches covering a wide geographical area despite logistic challenges. Locally placed containers with basic relief items gives in emergency rapid distribution to people in need. A build-up of a database over volunteers makes mobilization more rapid and effective.
- FRCS national office staff are highly motivated and respond well in emergencies situations. However, the new situation with operations into recovery phase is a challenge for FRCS.
- Women and girls often require special attention and protection in times of disaster but FRCS as an organisation must also recognize the unique capabilities of women and girls and create space for them to participate in recovery and development.
- It is important for FRCS to consider community engagement and information gathering in different response phases as part of the process.

Shelter

- The model house is a significant improvement from the core shelter model. It is more durable, it incorporate water and sanitation facilities with a rainwater harvesting system. As such, it is more sustainable and provides a better protection in cyclone situations.
- FRCS – TC Winston Operation decided to go in to recovery with the model house shelter program. Even though with well-intentioned goals the RT question this strategy on several grounds. 35 model houses were distributed and constructed, only one per village, creating problematic community distribution criteria's and site selection.
- In many cases, the late provision of the houses did not address the aim that the houses should serve as "showcase" in the reconstruction and recovery, and also to be a complement to the government "Help for home" program.

- Several model houses were not completed, in Nacamaki village, in Koro, the house was not equipped with the rainwater harvesting system. Many houses, for instance in Nukubalavu village in Savusavu, was not connected to water making flush toilets and shower useless.
- The cost for building a model house is far above the house provided by “Help for homes” and many villagers question if they ever will afford to build a model house. As said in Naboutolu “there are a lot of nuts and bolts used in the model house, which are expensive parts”.
- Provision of the house was directed towards individual beneficiaries as a private property and selection of beneficiary was handed over to the village head to decide. This strategy violated several of Red Cross (RC) movement standards and made the operation weaker than it ought to be due to unclear selection criteria.
- The selection of beneficiaries was not transparent or inclusive for the entire community, but individual beneficiaries are satisfied and happy about the house and most villages or communities find the model appropriate and a good idea; however the women wanted a more consultative process. The criteria for selection was also not consistent through the different regions.
- FRCS – TC Winston Operation could have sought partnerships with other stakeholders who are known shelter implementers such as government program (Help for Homes), churches and other NGOs. These stakeholders have longer-term programs with affected communities.
- Context: achieving sustainable outcomes in post emergency/recovery stage is challenging and FRCS needs to strengthen capacity to respond effectively on the demands in recovery, if continuing to do so.
- Other alternatives, for instance practical guidance to reconstruction by the BBS program could have been a more effective support to the community. Another alternative could be the provision of trained and paid carpenters to assist in reconstruction.
- The need to strengthen social inclusion and child protection aspects of project delivery, for instance prevent access by children to building sites and a facilitated learning process for village settlers.
- The need to review/revise the selection criteria for communities and beneficiaries as well as the communicating of these criteria within FRCS and branches.
- The will to provide assistance is strong but higher effectiveness might be accomplished through more focused recovery assessment to identify the most in need.

Water and sanitation

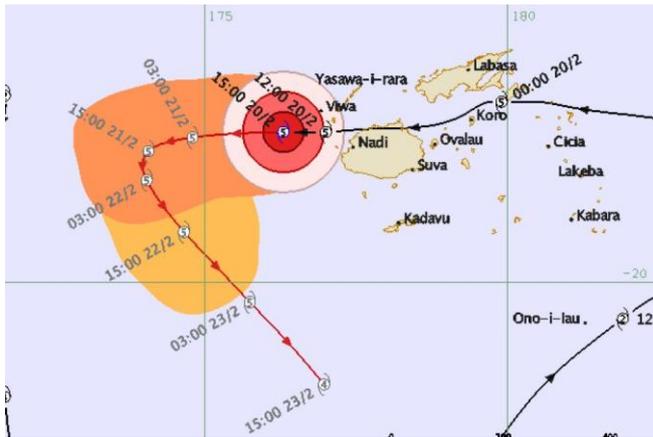
- The design standard and norm for sanitation is through flush toilets with septic tank (ST). This was the situation before TCW, with some exceptions with pit toilets. After TCW other solutions such as pit toilets for recovery and reconstruction were not acceptable by the beneficiaries, they wanted a through flush toilet.
- People have and was used to private toilets in their homes before TCW and most households were connected to a ST. The toilet facility was located at some distance from the house and it was also common that three families shared toilet and shower connected to one ST.
- Emptying of STs is not yet happening. When ST is being full, beneficiaries are not sure about what to do. Some expressed that a ‘pump out’ can be costly. The solution said

in many places, to the problem is that they dig a hole and empty the ST content there. This has not yet happened in the villages visited so the feasibility of this method and associated health risks could not be judged at time of this report.

- Water provision has been a general problem in many villages due to prolonged drought. TC Winston destroyed a lot of the pipes and piping so the main problem for example Jerusalemi and Naboutolu have been facing since then is water shortage.
- In Naboutolu Village in Ra and Tuatua Village in Koro Island, the spring (water source) was 20 tap stands placed in strategic locations around the village and they were for communal use. The water source serves 4 village with a population about 800 or more, particularly in Naboutolu village. After TCW the reservoir was repaired by FRCS engineers but it could be seen that most of the water is flowing outside and is not feeding the second catchment. The water level has gone drastically low and many times they have no water flowing down to the communities from the reservoir.
- Before TCW women were involved a lot in the carrying water for household use. Some houses, for example in Tuatua, Koro Island have now water in the house, but most are using communal tap stands.
- The team is not sure if the implementation of water and sanitation projects followed the Department of Water - Guidelines for Rural Water Supply Management Plan and a Rural Water & Sanitation Policy (Oct 2012)
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2. Introduction and background

To be a direct beneficiary of an emergency response program is not a normal or desirable situation for most people since it derives from being (assessed as) a victim of some disaster or traumatic event. Achieving sustainable outcomes in the post emergency /recovery context is challenging, as communities are still vulnerable. Working in this context can be emotionally highly charged since victims of the event have experienced trauma, possible life-threatening situations, loss of property that may have been degrading, at the very least livelihood-threatening and destructive of any sense of safety and security in familiar conditions. In many of the villages visited their normal way of communication and inclusion after TCW were disrupted with more tension and arguing, reducing the cohesion in the society.



Picture 1 Tropical Cyclone Winston path through Fiji (from <http://www.abc.net.au/news/2016-02-21/>) and Picture 2 destruction of communal building in Nacamaki, Koro Island. Photo Thomas Palo

The archipelago of the Fiji Islands comprises more than 300 islands, of which only one third are inhabited. The two largest islands are Viti Levu and Vanua Levu inhabit the largest human populations. The cyclone Winston, a category 5 cyclone, took ground on the Fiji archipelago on the 20 February, 2016. The path went across several islands and passed in the sound between Viti Levu and Vanua Levu (Picture 1). It affected almost 350000 people that lived in the cyclones path, caused 44 deaths and number of injuries, and with 32000 houses damaged or destroyed. The first appeal for Red Cross response was launched on 23 February, 2016 to support 5000 people and with an emergency appeal launched on February 29 to support 40000 people during 15 months. The support included relief items to 11200 households, construction of 35 demonstration houses and WASH implementation during about 6 months after the TCW event. At the conclusion of the relief phase 31 May, 2016 the focus of the FRCS-TCW interventions shifted to recovery, and included elements such as model house with integrated flush toilets, septic-tank (ST), shower and rain water harvesting system (RWHS). The model house concept aimed to be a showcase early in recovery to serve as guide for construction and renovation of damaged houses. It is a house “de lux” compared to other types of houses provided after the TCW event by other stakeholders or that is common in other recovery interventions by IFRC.

FRCS adopted a recovery assistance plan following TCW to assist a number of badly affected communities with the repair process for their housing, toilets, water supply and disease

prevention. FRCS does not have the resources to help all affected communities and households so it was necessary to prioritise the most affected and the most vulnerable communities and beneficiaries. FRCS and volunteers did this by a need assessment. The Fiji government is providing financial assistance for repairs and rebuild of destroyed and damaged houses and facilities. The FRCS rebuilding and training program supports the Government assistance “Help for homes” and aimed to benefit the whole community as the trainees on house construction pass on their knowledge to others.

From the authors experience in other evaluations of disasters and emergencies we have found that Red Cross Societies are appreciated by beneficiaries not only for the material aid they bring (being first responders) but also by their attitudes and behaviors (i.e. how they do it). This finding has been confirmed by this review. This position by RC movement is demanding and requires that procedures and the quality of work are upheld over time. The benefits to communities from the TCW relief operation is appreciated and acknowledged – communities appreciate that FRCS is there for them and has proven to be reliable and accountable. FRCS is valued by beneficiaries for ‘who they are’ and what they represent and not just for what they provide in the way of physical help. The intangible benefits are less obvious, and more difficult to measure, but should not be discounted – particularly since the focus of this review is on the material aspects of the TCW Operation. However, on the downside of ambitious programs are the expectations created by the operation; this may give backlash in terms of disappointments. The risk for this is especially high with the launch of programs that are not transparent and not fully understood by the recipients.

The Terms of Reference (TOR) for the Review are contained in Annex 1, and provide further detail on the review scope and questions to be addressed. The team met at the IFRC-CCCP office on October 23 and draw up the schedule for field visits and selected communities to visit. An inception report was sent to Pacific Head Office in Kuala Lumpur on October 24. The field work started at October 24 and ended on November 3. A brief preliminary findings summary was presented to the FRCS headquarter and IFRC-CCCP in Suva on November 2 to solicit feedback and clarify understanding.

The field assessment visited 4 branches, 11 villages and interviewed about 140 persons, including beneficiaries, village leaders, branch officers and heads, headquarter president and administrative personnel, IFRC pacific delegates and government officials.

2.1 Shelter program

A shelter program was necessary and regarded as a top priority by FRCS since TCW damaged or destroyed 32,000 homes along its path in Fiji. Reconstructing affected communities is a

challenge for the nation and will take months up to years to complete. Together with partners of the IFRC and regional RCS, FRCS has also focused on helping people build back safer and stronger homes that are more resistant to future cyclones. As a part of the recovery program and model house concept the FRCS trained carpenters in 'Build Back Safer (BBS)', techniques to make homes more resistant to tropical storms and cyclones. The initial approach according to the appeal was to build and provide 50 demonstration houses but this was later reduced to 35 houses due to financial constraints. The houses were provided across the North, West and Central FRCS branches. This is combined with upgrading or repairing sanitation hardware, public education around hygiene and disease prevention and continued psychosocial support. Also, as a part of the model house package, training of local carpenters was done that aimed to support villages in their recovery and building of new houses.



Picture 2 FRCS Model house in Vivili with RWHS connected, (Photo Thomas Palo). The house was given to a young man (age 21) who took care of his siblings after the death of the parents. Picture 3 Construction of the "Help for Home" house in Tuatua, Koro Island (Photo Thomas Palo).

The target set by FRCS was to reach 10,000 households with education, messaging and practical guidance about BBS techniques. 2,000 households will also be helped directly to make repairs to their homes. Since the TCW event, in the past 1.5 year, FRCS has helped 77,000 people with emergency assistance and longer-term support to aid their recovery. The Red Cross operation has provided communities with clean water, emotional support to help people process the trauma of the emergency and its aftermath, as well as information on health risks. The Red Cross also rebuilt a school destroyed in the storm. Fiji Red Cross has created a house plan that is affordable, designed to be strong in a cyclone, and is accessible

to people with disabilities. The houses will be built with a kitchen and washroom attached and includes a septic tank for safe sanitation and a water tank for collecting rain-water. The design can be used by people to build a one room structure to start, and then add on rooms at a later stage. Ministry of Rural & Maritime Development & Housing approved the design.

2.2 Water and Sanitation

Rainwater harvesting using roof systems is widespread in Fiji but many neglect and may fail to take into account the possibility of extreme climate events and drought when there is relatively abundant water for most of the time.

The design standard and norm for sanitation is through flush toilets with septic tank. This was the situation before TCW, with some exceptions with pit toilets. After TCW other solutions such as pit toilets for recovery and reconstruction were not acceptable by the beneficiaries, they wanted a through flush toilet.

People have and was used to private toilets in their homes and most households were connected to a ST. The toilet facility was located at some distance from the house and it was also common that three families shared toilet and shower connected to one ST. In some of the villages, FRCS built communal toilet facilities. FRCS built and provided communal toilet facilities in some villages as part of the recovery program and the RT inspected one in Vilvili village and in Naboutolu.

FRCS with their volunteers and partner organizations have worked on projects to protect water springs from contamination and selected communities supported to have a safe drinking water supply. Water provision is seasonally a problem in some communities, especially in Rakiraki and Koro.

Most of the visited communities mentioned water provision as of major concern. The program “Spring water” was set out to improve and cover water sources. It was not possible to visit the water reservoir but according to villages informants the reservoir is not functioning and they had to use the “old” water source. Desludging of septic tanks is not happening. When tanks are full beneficiaries are unwilling to pay for a ‘pump out’ (which can be costly). They pump out the ST manually and dig a hole nearby where they deposit the sludge. At the time of visit to the villages this has not yet happened and no inspection could be done on the eventual health risk.

3. Methodology

The field component of the Review took place in Fiji over the period 23rd October to 3rd November 2017 (for TL until 2th November). The Trip Diary for the Review and the field visit is attached as Annex 2.

Primary sources of information included: Reports and other documentation provided by IFRC; information and opinions expressed during interviews and discussions with stakeholders;

Focus Group Discussions (FGDs) with beneficiaries; observations and field inspection of model houses and their use.

Beneficiary perspectives provided an important source of information to validate/triangulate findings from documented sources and peer to peer interviews. This was achieved through facilitated FGDs, with separate sub groups for women and men, carried out in informal community settings. The interviews were recorded and later transcribed. Field observations were used to observe existing housing facilities in relation to provided model house. The background information on the communities visited is shown in table 1.

Table 1. Branches and communities visited by the RT and basic facts.

Branch	Community (assessed)	Data Collection method	# of houses before TC Winston	# of houses partially or completely damaged after TC Winston	Other relief apart from Model Shelter
Savusavu 5 Model Shelters	Jerusalemi	Community consultation		3 completely & 5 partially	WASH Software
	Nukubalavu	Beneficiary interview			
	Vivili	Community Consultation	52 houses	8 completely & 20 partially	WASH Software Communal Toilet/shower
Rakiraki 5 Model Shelters	Nanokonoko	Focus Group (men & women)	53 houses	52 houses	WASH Software
	Naboutolu	Community Consultation	32 houses	30 completely	Water Spring WASH Software Communal Toilet/shower

	Burelevu	Focus Group (men & women)	>100 houses	84 houses	WASH Software
Koro 3 Model Shelters	Tuatua	Focus Group (men & women)	84 houses	80 houses	Water Spring WASH Software
	Nacamaki	Focus Group (men & women)	82 houses	82 houses	Building tools WASH Software
	Namacu	Community Consultation & Beneficiary interview	109 houses	108 houses	Building tools WASH Software
Ba 4 Model Shelters	Varavu	Beneficiary Interview	1	1	
	Varadoli	Beneficiary Interview	1	1	

The team selected the branches and villages to be visited on their first meeting in Suva on October 23. The basis of selection was to cover at least 4 branches with 3 villages in each with the condition that a model house was delivered, non TCW affected communities were not included in this survey. In villages, FGD was performed with the attendance of women and men as shown in table 2. Individual interviews were done with branch officers, FRCS and IFRC delegates and government officials.

<u>Community</u>	<u>Male</u>	<u>Female</u>	<u>Total</u>
Jerusalemi Village	7	3	10
Nukubalavu Village	1	2	3
Vivili Village	4	-	4
Nanokonoko Village	10	9	19
Naboutolu Village	5	8	13
Burelevu Village	7	20	27
Tuatua Village	12	19	31
Nacamaki Village	6	7	13
Namacu Village	6	5	11
Varadoli Sett.	1	-	1
Varavu Sett.	-	1	1
Total	58	73	131

3.1 Independence of the review

The review team (RT) consisted of four to FRCS independent consultants;

Thomas Palo was contracted by the Swedish Red Cross for the review,
Ilisapeci Rokotunidau, Gender and Social inclusion expert, Suva as volunteer

Cameron Vudi, Solomon Island Red Cross, DRR expert

Aminiasi Mucunabitu, PMER expert, IFRC-CCST, Suva

The team leader (TL) exercised editorial control of the review findings and report writing. The interview data was triangulated from FGDs, FRCS, branches and other informants to ensure as accurate information as possible.

4. Recommendations

- Liaise with other shelter actors i.e “Help for home” to complement or fill gaps in shelter recovery needs, not as a standalone FRCS project. The TCW model house concept could have been more successful if given additional support in terms of improved construction details for the government’s recovery program.
- FRCS cannot be everywhere, the model house project should have been focused on fewer communities but reaching more beneficiaries.
- Set clear criteria and procedures in community and beneficiary selection to give priority to the most vulnerable communities and groups. Private ownership of provided houses put FRCS in doubt, was the selection fair, transparent and reached the most vulnerable?
- Identify areas that are most needed for livelihood and daily life, i.e water and sanitation. Support multi tasked villages committees with training and to foster community ownership.
- FRCS, if to be continuing in recovery, should fill gaps and support with guidance on BBS and with expertise. For instance training of carpenters and volunteers.

- Follow up in water provision and sanitation, for instance with desludging of ST and repair of water reservoirs.
- The long-term consequences of the system with septic tank is the need for desludging and treatment of the disposals off-site. This requires a truck or manual pumps to empty the ST and to ensure safe handling. The environmental concern about the emptying of ST needs further support and training since villages seems ignorant about how to handle the sludge.
- Provide reliable support and improve communication with beneficiaries and the community.
- FRCS should establish routines and ways how to handle complaints from beneficiaries and branches.
- Integrate training for both FRCS volunteers and communities in BBS.
- Support water and sanitation committees at community level.

5. Relevance and appropriateness

The priority by FRCS to launch model house as a recovery shelter program in the TCW operation was ambitious and possessed a challenge on many levels for FRCS, i.e. in design, in logistics and in information and communication to branches and affected communities about the purpose of the model house. It required training of FRCS staff and volunteers it needed recruitment of skilled carpenters and procurement of building materials. It also included an advanced logistic procedure for delivery and a narrow time frame to serve its purpose as a model house. The model house program in TCW operation was an unpractised initiative by FRCS that challenged several of RC movement's indicators of operational excellence. As the program was set up it was decided by FRCS with the support from IFRC-CCCP to provide model houses to 35 selected villages. Each village got one house to serve as a model house of a strong cyclone resistant building. All interviewee expressed that the premier need was water availability and carpenters to repair and build houses as a part of "help for home" provided by government. In view of the destruction by TCW the need was obviously also in shelter but FRCS decision to enter into recovery phase with a shelter program should have been preceded by a rigorous analysis on the needs.

- *This evaluation conclude that the model house concept and its intensions showed less relevance and appropriateness related to the actual and perceived needs in the communities after TCW.*
- *The desired intention has not been achieved as many of the community members had already started building their own homes before the construction of the model house.*

- *The widespread destruction in communities visited questions the relevance and appropriateness of building only 1 house in a communal setting for 1 beneficiary.*

6. Effectiveness

An in-depth assessment, in terms of cost effectiveness or 'value for money' has not been possible within the scope of this review, and would require a substantial amount of cost data from this and other similar operations. The destruction caused by TCW was massive in affected communities. In Rakiraki and Koro almost all houses was destroyed or seriously damaged. It requires a large effort over months to years to rebuild the society and joint effort from different actors. The need for reconstruction of houses is obvious and an urgent project. The government program "Help for homes" set the goal for recovery by providing support to households with an income less than 50000 FD per year. Households that have sustained damage from TCW were issued electronic cards amounting to 7000 FD that could be used at selected hardware retailers to purchase materials to rebuild.

Even though the FRCS/IFRC model house program was ambitious and directed towards the most in need the program was more or less too costly and limited in relation to the needs. Feedback from individual beneficiaries indicates that they rank the provision of a house as the most important contribution to their well-being while the community asked for support in water and sanitation. The cost for the model house is almost 16000 FD excluding in kind support, work force and transports. This cost is out of reach for most of the affected communities and question the effectiveness of the program if the set up was a realistic goal from start.

- *The team concludes that it is likely that cost efficiencies can be achieved by scaling up water and sanitation options that would benefit more people and communities since this was a common problem in the villages. A more focused model house operation on fewer communities and BBS support would been more efficient. Generally it is more cost effective to build many houses in one place instead of few houses in many places.*
- *Establish collaboration between FRCS and the GoV, with a shared national database on location and quality of evacuation centres.*

7. Efficiency

The model shelter house is composed by different materials combined into an all in one commodity. This includes a core house with inbuilt and attached room for flush toilet, a shower and a kitchen compartment. In addition, a veranda with either stairs or a ramp was attached to the house. Each house was further equipped with a rain water harvesting system attached to the house. The intention of FRCS TC Winston operation was to provide one house in each affected community, this strategy caused extra costs for transports and caused delays in the delivery of the houses. For instance, it required 8 trucks to deliver 8 model houses to equally many communities. It is not unambiguously shown that the cost for the model house and the distribution over a large geographical area is justified in relation to the impact and the expected result. Delivery of the model house was hampered by the boosted building material market that made it difficult to find cement, bricks and wood. It was also hard to find

carpenters and skilled persons to construct the model house. In many places the model house was not completed because of that. As an example, in Vivili village the government program was delayed, of the 8 houses that were destroyed only 2 have been completed and this problem was caused by the building materials arriving late or the materials required being delivered at different times.

The timing of the delivery of the model house was not optimal to influence the larger government reconstruction program. The majority of houses will still be vulnerable to cyclone impact and not sustainable in a category 5 situation.

- *It would have been more cost effective and benefitted more people by complementing the ongoing "Help for home" programme with reinforced building kits and guidance. Support to far more households could be achieved with a coordinated strategy. The GoV program "Help for Home" was not aware of the FRCS model house program.*

8. Impact

FRCS is highly regarded by beneficiaries for its consistent and long term presence in the community, for its range of services offered, and for its emergency response capability. The model house concept was giving training and knowledge about how to build more cyclone resistant houses. This was well received in most villages and many wanted to build future houses according to that design. The individual beneficiaries were happy about the house and in Vivili village they said that rain water harvesting system is a very useful feature especially for a community that has irregular water supply. They feel that all homes should have RWHS as this would greatly relieve the women of the burden of fetching water and the hassle of having no running water during the day. RWHS could be a big relief to the community. The strategy of FRCS to be everywhere and to support many villages but few beneficiaries significantly reduced the impact of the operation compared to a more focused approach on a few communities but with many beneficiaries.

- *The impact of the water and sanitation components of the TCW Operation was reduced by issues of water availability in the villages and the poor maintenance of improved water reservoirs that was built by FRCS.*
- *It is critical to assess and understand the different needs of women, girls, boys and men for recovery and soliciting their views using simple processes, which can positively affect this.*

9. Sustainability

Recovery: the timeframe (typically < a year) for early recovery interventions is not conducive to sustainable outcomes since it is too short time for real impact. Early Recovery needs an effective exit strategy or extension into longer term recovery/development phase to improve prospects for sustainability. In most cases the exit strategy or the recovery commitment relies on community ownership of infrastructure. With the model house and private ownership of the house the sustainability depends on the owner's capacity to maintain and uphold the quality of the house. Sustainability of water systems presents a greater challenge. At the visited communities sites there is currently little evidence of sustainability since the Water Committee structures (whose role is to manage and maintain the water assets) are weak or

nonexistent in the villages. For community owned and operated water systems, voluntary WC need to be established at the start of a project. Such committees need the strong support of the community and its leaders as well as by FRCS to be sustained over time. Single-focus committees (eg focus on water only) run into the problems of long periods of inactivity, then short periods of crisis when there are repairs to undertake. Possibly, multi tasked committees that focus on water, sanitation and house maintenance gives higher sustainability and responsibility. WC also gives a forum to address maintenance and support on longer term. There is a role for the FRCS, through its chapters and local sub-branches in the community, to foster and support such committees until they become effective and self-sustaining. For this it is important for FRCS to have follow up training and to develop skills for effective community ownership.

Shelter and sanitation have been well integrated in the model house concept under the TCW Operation. This is basically a sound approach in that it ensures housing is planned with sanitation in mind. However, it may have led to a rather narrow scope for sanitation, wherein the sanitation becomes a component of the shelter. The long term consequences of the system with ST is the need for desludging and treatment of the disposals off-site. This requires a truck or manual pumps to empty the ST and to ensure safe handling. The environmental concern about the emptying of ST needs further support and training.

- *The model house is robust, well designed and as a commodity probably sustained over longer times than previous constructions. The weakness is the private ownership of the house that put extra burden on already vulnerable persons, several beneficiaries' are very old > 80 years of age, to maintain and upheld the standard of the house. A collective responsibility is a more sustainable management of the model house.*

10. Climate Change Adaptation and Disaster Risk Reduction

Sea flooding is usually associated with the passage of tropical cyclones close to the coast. However, heavy swells, generated by deep depressions and/or intense high pressure systems some distance away from Fiji have also caused flooding to low-lying coastal areas.

When RT asked people about changes in climate during the latest 25 years people said that they noticed changes. For instance, they reported that the high tide is reaching higher ground now compared to 25 years ago due to sea-level rise. At some locations, for example at Koro Island they said that the cassava and mango ripe later now than before due to more rain at these locations. At northwestern Viti Levu prolonged drought has caused problems for farmers.

Both CCA and DRR are part of the recovery program at Koro Island, the houses and the toilet facilities were located higher up from the former place of the village near the shore. This relocation will protect the village from waves during storms. In Naboutolu the chief from the nearby coastal village said that the village planted mangrove and that this gave them some protection during TCW. According to World Bank Fiji faces increasingly destructive storms as oceans get warmer and weather patterns become more severe. Addressing vulnerability is thus a key concern for the country and Fiji's national policies.

11. Acknowledgement

The RT acknowledge the support from IFRC-CCST office, FRCS head quarter, FRCS branches and all the village people by devoting their time and willingness to support the RT. We appreciate the openness and sincerity we encountered in the review process which to us is a reflection of supportive and learning environment. We would like to thank all the individuals who offered their time, experience and opinions, and individuals who facilitated our travel and communication with key informants.

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Annex 1

Terms of Reference

Evaluation of Recovery Shelter and WASH assistance to populations affected by Tropical Cyclone Winston

1. Summary

Purpose: This evaluation will determine to what degree the humanitarian objectives of the relief and recovery interventions have been achieved particularly in recovery Shelter and WASH assistance, and how the utilized methodologies have facilitated and contributed to the results attained, leading to recommendations on how this capacity can be further strengthened at both FRCS headquarters and Branch levels.

Audience: Fiji Red Cross Society and the Red Cross Red Crescent Movement, European Commission, OFDA/USAID, etc.

Commissioners: This evaluation is commissioned by the Head of IFRC Country Cluster Support Team (CCST) in Suva

Duration of evaluation: 10 days, with 5 days in the field with another 5 days in Suva for inception, workplan, briefing and debriefing – plus time to prepare reports

Time frame: 23rd October – 15th November 2017

Methodology: The evaluation will be using mixed method(s) adapted towards the local context. Data can be sourced from desk review, extraction of information from the household surveys done before the emergency, observation, key informant interviews, field visits and participatory workshops and surveys.

Location: Suva, Fiji (field visit project locations to be specified)

2. Background

The TCW operation evaluation covers the entire operating period between 22 February 2016 and 30th September 2017; with specific focus on the recovery operation between 1 June 2016 to 31 July 2017. The operation has

- Supported 1,200 households with shelter repair in the form of build back safer (BBS) assistance; target has only been modified in terms of implementation areas, emphasized on most affected areas such as Koro Island, Levuka, Rakiraki, Tavua, Tailevu and Taviuni. (Koro is pre-selected because of high number of BBS, shelter and WASH)
- Built 35 demonstration houses for 35 communities and build back safer training facilities for community carpenters that include water and sanitation systems.
- Reached 1,500 households (including 1,200 who received BBS shelter assistance) with safe sanitation promotion messages; this objective has been integrated into the 8,000 households' hygiene promotion intervention.
- Provided 10 communities with communal water systems through the spring protection projects that reduce the risks of water borne diseases.
- Supported 100 households with latrines repair or construction, 10 communities with communal latrines construction.
- Supported 8,000 households with integrated software interventions (including psychosocial support, health promotion sessions, and clean up campaigns in the target communities) and provision of mosquito nets; integrated with 1,500 households' safe sanitation promotion.

3. Purpose and Scope of the Evaluation

3.1 Purpose

This evaluation will determine to what degree the humanitarian objectives of the relief and recovery interventions have been achieved particularly in recovery Shelter and WASH assistance, and how the utilized methodologies have facilitated and contributed to the results attained. Specific focus will be given to cash interventions, as well as the other

areas of focus providing recommendations on how this capacity can be further strengthened at both FRCS headquarters and Branch levels.

The desired result of the evaluation is to provide best practices, lessons learned, and recommendations that may inform FRCS, IFRC and other Movement partners in establishing better guidelines, priorities and plans, in implementation of ongoing or future operations that would improve the service delivery and accountability to the affected communities, donors and other stakeholders.

3.2 Scope

This evaluation is a summative evaluation to assess relevance, coverage, coordination, effectiveness, and, to some extent, impact, and will be conducted externally at the completion of implementation of activities in the communities. The geographical coverage of the final evaluation will include national headquarters of the IFRC and FRCS in Suva; and the communities in Koro Island in the Lomaiviti Province and part of the Ba and Ra province.

The FRCS staff, volunteers, branches, IFRC programme team, PNSs, Fiji Government, local authorities (Divisional Commissioners & District Officers) relevant departments and other stakeholders are included in the scope of evaluation.

4. EVALUATION OBJECTIVES AND CRITERIA

4.1 Objectives

The evaluation aims to;

- a) Assess the extent to which interventions under the operation have achieved in the WASH and Shelter objectives.
- b) Determine the impact on beneficiary living conditions, including access to services to meet their basic needs such Water, Sanitation, Hygiene and Shelter, and through cash interventions.
- c) Assess the capacity of FRCS (at National, Divisional & Branch levels) to deliver recovery assistance effectively.
- d) Examine the coordination and internal communication.

The evaluation should highlight good practice, lesson learnt and areas of improvement to inform future response operations, together with recommendations on how to proceed.

4.2 Criteria

This evaluation focus on the following criteria:

- a) Relevance
- b) Effectiveness
- c) Efficiency
- d) Impact
- e) Sustainability

4.3 Evaluation Questions

Specific interview questions can be established by the evaluation team. Refer to the proposed evaluation questions in the [annex](#).

5. METHODOLOGY

The methodology will adhere to the [IFRC Framework for Evaluations](#), with particular attention to the processes upholding the standards of how evaluations should be planned, managed, conducted and utilized. The method applied should take into consideration the local cultural and language to ensure concepts and techniques common in English language are adapted and well understood by local communities and its stakeholders.

Interviewees will include FRCS, IFRC, ICRC and PNS personnel (e.g. managers, field officers, direct implementers, volunteers and community mobilizers), beneficiaries (e.g. state/regional officials, district executives/volunteers, 'most vulnerable' beneficiaries including children, pregnant and lactating women, the elderly, and families with high dependency ratios), and potentially, non-beneficiaries or people who did not receive assistance. These may be in the form of key informant interviews (KII), focus group discussions (FGDs) or other methods, at the discretion of the evaluation team.

Interviews will also take place at the National level to include perspectives from high-level management of FRCS, IFRC, ICRC and PNSs.

The methodology will be further detailed with the assistance of the evaluator(s) once identified, e.g. with an inception report. The inception report will demonstrate a clear understanding and realistic plan of work for the evaluation, interprets the key questions from the ToR and explains how the data collected will be used to answer those questions, proposed methodologies, sampling method, data collection methods and tools, proposed data analysis, and elaborates a reporting plan with identified deliverables, timeframe with firm dates for delivery of outputs, travel and logistical arrangements for the evaluation.

The detailed evaluation design is to be created by the internal evaluation team; however, the following should be considered:

- Sampling method is to be decided by the evaluator, as long the final sample to be evaluated on includes all Movement partners involved in the TC Winston operation interventions, municipalities, sectors of the intervention and the 'most vulnerable' beneficiaries.
- Data collection methods and pace are to be decided by the evaluator, in consultation with the FRCS and IFRC CCST Office focal person(s), but should consider the reality of difficult-to-reach districts. One-on-one interviews, FGDs and key informant interviews are encouraged.
- Appropriate orientation training (estimated one day), if required, should be organized for the volunteers and facilitated by the evaluation team to provide volunteers with the knowledge and practice to conduct interviews/fill questionnaires in the evaluation process as required.

The evaluation team will be responsible to clearly outline the support needs in-country in their inception report. This will be agreed with FRCS and IFRC CCST in Suva based on resources available.

6. OUTPUTS / DELIVERABLES

- a. Inception report
- b. Facilitation of a feedback presentation on initial findings to FRCS and IFRC, including an opportunity for key stakeholders to clarify any immediate points.
- c. Draft evaluation report
- d. Final evaluation report of no more than 20 pages (excluding executive summary and annexes) which highlights key conclusions and recommendations.

Suggested report outline

Content	Description
Executive Summary	Summarize the overall findings of the evaluation with key conclusions and not more than 10 key recommendations. Executive Summary must be specific to the Evaluation and clearly outline the specific context of the interventions.
1. Background	A general section that will outline the overall objectives, aims, intervention strategy, policy frameworks, targets, main stakeholders, financial frameworks, institutional arrangements.
2. Methodology	Outlines the overall approach used and the rationale why the approach used, the tools applied and the key assumptions. It will focus on consideration for efficiency, effectiveness, relevance and sustainability, in function of the internal and external issues.
3. Comparative findings	Outlines the findings of the evaluation.
4. Conclusions	Outlines the main conclusions that have emerged from the findings.
5. Lessons learned and recommendations	General overall recommendations, including on cross-cutting issues that affect not only the specific intervention.

7. SCHEDULE

The following schedule is proposed:

Key activities	Dates	Days
Pre-work and desk review	23 rd October	1
Inception report	24 th October	1
In-country evaluation exercise, including travel days	25 th – 30 th October	4
In-country presentation of initial findings	31 st October	1
Preparation and submission of draft evaluation report	1 st November	1
Feedback from Stakeholders	2 nd – 3 rd November	2
Finalization and submission of final evaluation report	4 th – 15 th of November	10

8. EVALUATION QUALITY AND ETHICAL STANDARDS

The consultants should take all reasonable steps to ensure that the evaluation is designed and conducted to respect and protect the rights and welfare of people and the communities of which they are members, and to ensure that the evaluation is technically accurate, reliable, and legitimate, conducted in a transparent and impartial manner, and contributes to organizational learning and accountability. Therefore, the review team should adhere to the evaluation standards and specific, applicable practices outlined in the [IFRC Framework for Evaluation](#).

It is also expected that the evaluation will respect the seven [Fundamental Principles of the Red Cross Red Crescent](#): Humanity, Impartiality, Neutrality, Independence, Voluntary Service, Unity and Universality.

9. CORE EVALUATION TEAM

The core evaluation team will consist of:

- a) 1 Team Leader – Thomas Palo
- b) 1 Shelter Expert – TBC
- c) 1 PMER Expert – Aminiasi Mucunabitu
- d) 1 Gender - TBC
- e) 1 Pacific NS representation – Cameron Vudi

Evaluation criteria and specific evaluation questions

1. Relevance

- Program location, geographical areas and selection of communities after TC Winston
- Selection of vulnerable beneficiaries; criteria applied
- Appropriateness of targeting household level rather than community level for shelter assistance
- Selection process through FRCS branches and decision on how to select a community and beneficiaries for model shelter and BBS kits/safe-shelter awareness
- Participation of beneficiaries in the assessment, design, planning and monitoring in the action; communication with beneficiaries; beneficiary satisfaction and feedback mechanisms applied;
- Coherence of the shelter and WASH methodology with regards to shelter cluster strategy, governmental (Help for Homes Initiative), RCRCM guideline and policies
- Damage assessment process, detailed or blanket survey of communities selected for model shelter and BBS kits/safe-shelter awareness
- Appropriateness of the design of demonstration house and BBS kits/safe-shelter awareness in the context of Fiji, considering predominant building typologies, construction materials (modern and traditional) and techniques, access to materials and potential for replicability by affected communities.

2. Effectiveness

- Appropriate use of budget versus results, financial cost-effectiveness;
- Procurement and use of local construction materials using local markets and prices; logistics planning and implementation (warehousing, procurement, distribution);
- Effectiveness of IFRC-provided standardised recovery shelter solutions (demonstration house and BBS kits) compared to conditional cash grants issued by the Government of Fiji under the Help for Homes Initiative;
- Effectiveness of BBS kits installed by FRCS/IFRC carpenter teams on only some homes (target was to install on all 1,200 homes) due to shortage of time. i.e: will affected households install construction materials left by FRCS/IFRC as intended?
- Effectiveness of constructing the demonstration house as a private house accessible to only one family instead of as a community building open to all community members.
- Effectiveness of the BBS kit (which is designed to strengthen existing/rebuilt houses), so soon after the cyclone at a time when many families had not started rebuilding. Did families need more basic construction materials to aid their recovery?
-

3. Efficiency

- Coordination with key stakeholders, officials, committees and other humanitarian actors as well as military actors;
- Did the demonstration houses, building back safer kits/safe-shelter awareness and training/technical assistance meet immediate and intended results?
- Adequate monitoring mechanisms and tools applied for quality management;
- Costs versus benefits?
- Did the recovery shelter solutions (demonstration house, BBS kits/safe-shelter awareness) compliment assistance given under the Government Help for Homes initiative?
- Community engagement, information management and accountability

4. Impact

- Is the operation/action targeting right vulnerabilities of beneficiaries?
- Assess the environmental impact of action and materials;
- Describe and analyse impact of technical skills trainings for beneficiaries and carpenters (skilled, non-skilled helpers) in the long-term resilience of the community; estimate number of people with an increased understanding of safe shelter and settlements;
- Estimate number of people provided with safe, adequate and durable recovery shelter and settlement assistance. Assess durability and safety of the shelter solutions considering usage and application of relevant technical standards (including cyclone-resistant construction techniques, building code and sphere standards), quality of demonstration houses and BBS kit installations and safe-siting of building;
- What kind of gender impact the recovery shelter and WASH assistance and technical trainings have had?
- Were the interventions strategies in line with local customs and practices of both affected population, local officials and other humanitarian actors;
- What evidence is available that the shelter and WASH assistance contributed to the reduction of vulnerabilities of affected populations in maintaining and resuming safer shelter conditions?

5. Sustainability

- Use of construction materials, life cycle and durability of the demonstration houses and BBS kits. Sustainability of construction materials provided (modern and traditional) according to location in either a rural or urban area with differing access to markets;
- Improved technical design and resilience of demonstration houses in view of future cyclones and suitability to the context of Fiji (will it be easy for affected communities to replicate BBS aspects?);
- Durability of the demonstration houses related to the quality of execution; maintenance required to be done and finalized by the beneficiaries; quality of BBS/shelter repairs implemented (including monitoring mechanisms);
- Impact of siting and status of land tenure on sustainability of the hardware components of the programme.
- Did the action contribute to enhanced institutional capacity of the FRCS in terms of community mobilization and engagement; recovery programming; project management and technical skills? Was the operation in line with the strategic plan of the National Society, and if not, will these aspects be considered for future revisions?

ANNEX 2

Trip diary

Time frame	Action	What
22 oct	Arrival in Suva	
23 oct	Team meeting, meeting FRCS 12 am	Planning, logistics, orientation
24 oct	Interviews FRCS am, travel Suva- Labasa, Savusavu	Communities arrives 1800,
25 oct	Travel site 1and 2, Focus groups, women, man, elderly, individual beneficiaries	Field visit Viviti & Naueri
26 oct	Flight Suva, car to Ra Rakiraki	Field visit 3 villages
27 oct	Interviews 2 sites	Rakiraki field, back to Suva
28 oct	Interviews Suva am	Suva, PM writing PM
29 oct	Site 2 Focus groups, women, man elderly	Writing,
30 oct	Travel Koro island flight	Field
31 oct	3 Communities	Field
1 nov	Back to Suva	report to IFRC/FRCS
2 nov	Travel back to home 19:30	Suva-Nadi
3 nov	From Nadi 8:00	Home 4 nov 11:00
13 nov	Writing and consultations	Draft report
20 nov	Revision	2 nd draft report
24 nov	Submission	Final report

ANNEX 3

List of Key Informants

Name	Position	Organisation
Filipe Nainoca	Director General	FRCS
Dr Setareki Vatucawaqa	Program Manager	FRCS
Eseroma Ledua	Operation Manager	FRCS
Mohammed Shah	Manager CUI	Ministry of Economy
Rozia Bi	Welfare Officer	Ministry of Women, Children and Poverty Alleviation
Kathryn Clarkson	Head of Office	IFRC CCST Suva
Daniell Cowley	Partnership & Program Manager	IFRC CCST Suva
Subesh Prasad	Shelter Officer	IFRC CCST Suva
Robert Doods	Shelter Delegate	IFRC CCST Suva
Collin Price	Shelter Delegate – TC Winston Operation	FRCS & IFRC TC Winston Operation
Leanne Marshalls	Shelter Advisor	Australian Red Cross

Julia Hartelius	Green Response	IFRC APRO
Taniela Nayasa	Administrator	Savusavu Branch – FRCS
Arthur Simmon	Divisional Service Coordinator North	FRCS
Filise Vulavou	Secretary	Rakiraki Branch – FRCS
Asesela Takatiko	Vice – President	Rakiraki Branch – FRCS
Popiliu Waidrano	President	Rakiraki Branch – FRCS
Louisa Doughty	Interim President	Ba Branch – FRCS
Nacanieli Tavisoro	Actg. Treasurer	Ba Branch – FRCS
E. R. Sikuri	Advisor	Ba Branch – FRCS
Maciu Bolaitamana	Divisional Service Coordinator West	FRCS

ANNEX 4

Focus group discussions

Questions

FGD questions

1. What was the situation like before TC Winston? How did they live in this community? What is the situation like now?
2. What do they feel about the house? Is it a good house? Would they like to build this kind of house?
3. How was the beneficiary selected?
4. Did they get any other form of help from Red Cross for TC Winston. If so, what were they?
5. What do the villagers do when the septic tanks are full?
6. When the model house was built did they get assistance to build the house or did they do it themselves?
7. Did they also get the BBS kit?
8. Do they feel that they are more prepared for these kinds of events now than they were before?
9. Were there many houses that were destroyed during the cyclone?
10. Is there any fund set aside by the village annually that is specifically saved for disaster response?
11. What do you think that Red Cross can do to help you in preparedness for another cyclone?
12. How do you feel about the level of service provided by Red Cross? Can it be improved?
13. For the older members, do they feel that there has been change in weather patterns?
14. When the Red Cross came to collect information from you, do the women/youths/disabled feel that their voices were being heard? How involved were they in the decision making or in determining the activities to be done?
15. Did Red Cross do any WASH training after TC Winston and how useful was it?
16. Was being a village headman or chief difficult at this time?
17. Were the children protected during the time of building?
18. Is everyone working in the village or some leave every day to work?

FRCS Questions

Transcription interviews FRCS 2017-10-24

Team. Thomas, Beth, Cameron

Interviewee;

Setareki Vatucawaqa, FRCS

Eseroma Ledua, FRCS

(Eseroma)

A part of recover which are continuing as FRCS activity not as part of appeal.

Fiji Red cross faced a new challenge in responding to category 5 cyclone. How prepared FRCS are to category 5, normally FRCS respond to floods, tsunami warning, tropical storms up to category 3. FRCS was prepared but not do that level of impact. First time for FRCS with distribution of physio-social support, shelter toolkits, tarpaulins other organization did this, toilets, latrines and buildings homes. In the past years FRCS responded to category 3 and floods and learned from them. FRCS mandate was to provide NFI only, severity made FRCS go beyond the mandate, different new actors Health cluster, shelter cluster, invited in other cluster where FRCS did not play role in. Recognition of FRCS increased.

(Thomas) Your organization at the time of Winston, has it changed after Winston?

Yes, looking on structure of FRCS how prepared they are and what should be doing to increase preparedness. Work out programs to build community resilience. Better FRCS planning in preparedness and problems and tools for community assessment that Wilson contribution to changes.

(Thomas) Did you have an organization for the assessment? Major orgs to conduct assessment in agree

Under the mandate, FRCS, one of the major organization to do assessment. Branches all over Fiji.

(Thomas) How many branches?

16 branches including Rotuma.

Extend reach in to maritime zone new office in Koro, Kanavu, Lakempa, Rotuma Rani.

TCW extended our reach

(Thomas) The office in Koro is a new branch?

Koro is a new branch

Large changes after TCW

Grown in terms of structure, amount of work of after the response

TCW gave another direction of FRCS how look at the programs

(Thomas) what was the limitations? Funding, materials, training, logistics?

(Zetareki) It was not limitations it was challenges

First time in recovery rather than relief, first two months was relief according to mandate and then on recovery.

Challenges as first responder to respond within 24-48 hour according to SOP.

DRM, pre-disaster preparation, and DRR which included prestocked containers, this was something that helped with relief and recovery work. With volunteers pretrained in disaster assessment, relief and response they assisted with stand by containers in branches. Even as far as Rotuma but this was not affected by TCW.

With those communities affected the pre trained branch volunteers did assessment and distribution which helped mending branch office responses. What came out of the assessment was important, challenges emanated and grow from the wide devastation, and large proportion of people without shelter, WASH was an issue, psycho social support, gender, equality, social inclusion, building of toilets, buildings of homes shelter tool kits and

water source protection that was not done before by FRCS. FRCS felt that they need to respond because of extent and declaration from government and in close partnership with Government, we could not stop it was a collective decision. At the same time IFRC launched appeal and emergency plan of action by IFRC with 4-5 m CHF(10-11 m f\$). Hire of civil engineer, technical staff and work with other stakeholder. Cluster work was a strength with government cluster system was positive. Strong government leadership, Situation was chaotic during the first three weeks. It was collaboration and coordination, for instance psychological social support from the field for affected communities was not done at that extent before. Numerous training at all levels had to be done national, branch level, community. Training in shelter, logistics, health, disaster and several other and to set up data base. The data base could give information how received assistance at household level delivered in terms of wash kits etc, who was the head of that house, where and when items were delivered. Documentation is an important part of FRCS and continuing to be a challenge. We were happy to be able to set it up and to be accountable.

(Thomas) In addition to the support from IFRC did the society got support from PNS (bilateral)?

With bilateral support it was important to be transparent and accountable, for instance FRCS got support from New Zealand government, NZRCS, AusRC. FRCS anticipated to take recovery up to 12 months and probably to 18 months. We are still continuing.

(Thomas) Was that support given in cash or other resources

It was human resource support, equipment and logistics

Feedback from health and nutrition and protection cluster gave information that, safety was an issue for women and children hosted in tents for going to toilet and for water in the night. NZRC provided 289 solar lamps, two lamps per tent. Security was an issue also in evacuation center. FRCS inbuilt Gender and Social inclusion in selection criteria. When we selected where we build a house we had criteria to ensure priority to handicapped persons and single mothers, FRCS has an agreement Fiji Disabled Persons Federation. In a meeting two weeks after TCW between DG and DPF CEO, it was agreed upon that Red cross will function with the lens of gender, equality and social inclusion.

As an example, the first house in Lamotolo was an elderly man handicapped man with wheelchair, the house contained ramp, water harvesting, septi tank, toilet and kitchen. This is mainstreaming that need to be done in order ensure that it is inclusiveness and feeding it back to the various stakeholders and especially the government. This is one example on the bilateral support.

NZRC supported with psycho-social support, they had a delegate, we gave comprehensive training in psycho-social support.

(Thomas) Do you have figures how many that was trained?

I have this in my computer.

As we started we reached 7700 household and we reached as March this year 80000 beneficiaries, we passed with 100% mark, the need is still out there but FRCS feel that we were able to keep abreast with development and meeting the challenges, training and capacity building and resourcing to be able to respond upto now.

(Thomas) Where you a part of coordination clusters?

There are several clusters. Shelter, nutrition education, communication cluster, intercluster committee, FRCS is partner in National Disaster Council chaired by the prime minister. We were briefed on the issues raised at the national level.

(Beth) Can I just ask a question, you were going into new areas where you did not have experience in and then you were doing multiple training, how hard was that to achieve? massively train people in new areas that you never experienced, did you have the tools? plus did you deliver as targeted?

The first level is the pre disaster preparation in its various forms, we have a current program in disaster, health, youth and safety.

(Beth) I was asking, you said new areas with no experience in, you would not have had that pre training.

Skills and knowledge on board?

The second issues were collaboration with our support partners, within the federation platform with established network, the response from federation and support partners were tremendous. It was timely and in place over night. We had to put curriculum for Psycho-social support together. The structure for shelter was done by the shelter people with surge capacity support staff. The surge support was very useful it gave us room and space to also help us prepare on ground. They came with readymade packages of training, delivery for WASH. We had our own materials translated to Fijian language, and Indian language, looking back we marvel how quickly, I hate to polish our boots, how well we did it, the demand was increasing, apart from our reputation the pressure to deliver.

(Beth) what about partner organizations for this training like empower pacific are you not linked with it?

No, We work in partnership with them but developing (word) we are working within the redcross family.

(Eseroma) Working with Australian redcross when we were developing curriculum (Zetareki) also through the cluster with i.e UNFPA, it has it weaknesses but things can only get better.

(Beth) How much of local knowledge and expertise did you use that could have helped in the branches? do you have a data base on local knowledge?

We have a large number of volunteers with different backgrounds. During TCW we enrolled 600 volunteers, we have 162 operational at the moment and we have come down to 300 registered. Prior to TCW FRCS staff was 33 and increased to 54 with TCW, this is not a large number for 16 branches our strength was our volunteers, the help was their pre training in various areas and subsequent training specifically to TCW.

(Thomas) When you using the volunteers, was it a task for the branches to guide the volunteers in their work?

The branches have always been involved, we have close consultations and collaborations that is ongoing. A lot of branch executives was involved, being volunteers themselves, they were the driving force, with support from national office. Our branches are of varying strength; some are very strong some are not that strong. In recognition of this prior to TCW there was only three of us in office. On the event of TCW the financial controller took contact with the bank to allow us access to funds. Roughly 1 m F\$ was lifted and distributed to branches that was not that strong financially so that they could hire carriers, transport, take kits from containers and distribute it to affected communities, this was an advantage for us. This was part of our disaster preparedness and USAid financed our preparedness program with pre stocked containers way back to 2012. Branches that were not so strong in certain areas of expertise or they not have enough volunteers, FRCS dispatched from Suva. In fact the assessment in Suva branch helped tremendously in assessment in Tailevu and Rakiraki , and Labasa. FRCS had a straight line of trucks delivering. Communication was a challenge like in any disaster. During five days we could not read from here, amazingly facebook was up, we were able to get assessment data and we were able to mobilize.

(Thomas) Our focus is on shelter and WASH, coming back to when you leaving the relief phase and getting into recovery. How was the decision taken on what to provide in terms of shelter?

We mention that we did a survey including beneficiary survey. Secondly, collaboration and information from the government and the cluster. IFRC is co chair in shelter cluster, it was in our interest to deliver effectively in that regard.

(Eseroma) second assessment we did as a part of recovery, inspite of not in the mandate, the need made us go in to the recovery phase. Training in terms of volunteers, was the volunteer management, a lot of people come in to sign as volunteers, also international persons here on holidays volunteered. Through the data base we could select people to go for training for shelter, logistics. Identify truck drivers etc, the data base gave us the platform to find the right skills.

(Beth) Was the data base sex segregated including HBQSI?

(Eseroma) Yes and hmm

(Zetareki) we have --- and health coordinator including confidentiality taking into consideration HIV and HIV positive people, we network very close with them including Fiji network of positive people and HBQI. Data security and in house policy information depersonalized and disintegrated. Statistical parameters need to focus on relief and recovery work to all and number of donor consultations were done. Two-three consultation with WCA , they were able to support. Encouraging to get the support and when they see the result it is satisfactory.

(Thomas) There are a number of tools that can be used, for example did FRCS use cash transfer programs?

Livelihood that we contemplated and it is an issue for our governing board, we want to investigate this further, one of the reasons that we did not go into it fully EPOA element of cash transfer. We have not done this before and I may possess a risk. We found from the cluster network that there were some --- that did it quite successfully. We did not implement cash transfer program so far but we have the time to do it in the future. We have not rule it out completely.

(Beth) Is core shelter the same as model house as used by IFRC?

It is in accordance with the government program build back safer policy. Our plans are certified by the Fiji institute for engineers and government in terms of safety for withstand cyclone 5. We provide core shelter inscluding 10000 litre water tank. It is like a studio house.

The core shelter was the building only, when we were looking on what was needed and in accordance with the WASH we included toilet, kitchen,bathroom and water tank to support these households. The model house is an extended design from the core shelter.

(Thomas) What was the water source, trucked water or other?

We did both rain water harvesting and main water system.

(Thomas) Rain water harvesting was it used in dry areas only or?

The two systems were both installed in all model houses.

(Thomas) These 35 model houses did they all get water harvesting system?

All houses got the system, this was the standard.

(Thomas) Where did the design of these houses come from?

(Zetareki) It was done by our engineer.

(Eseroma) We looked at what other organizations did, we looked at the government program build back safer program. In the traditional Fiji;an house toilet and kitchen are separated from the house. A design that can be called a home and better than was there before and stronger. We wanted a unique design. With combined toilet, shower and kitchen in one unit attached to the house.

(Thomas) How was the houses received?

(Zetareki) Overwhelming , applauded, gratefulness

(Eseroma)Doing WASH and shelter as one unit, together, also for security reason.

(Thomas) The provided material for the house what was that?

(Zetareki) Everything, just walk in.

(Beth) All wood?

(Zetareki) In fact its three, timber, mercenary, and metal, and the reason why we also use it to train carpenters in the community how to build better and stronger, it was an learning opportunity for the local craftsmen.

(Thomas) When you did the procurement for the houses did you have any conditions about environmental issues, and sustainability that the material did not cause additional damage to the environment?

(Eseroma) Yes, that was considered when we did the design and the location to place the house. The placement of the house was not only up to the community to decide, we considered the environment as well, not to cut a lot of trees and to disturb the environment more, it was already damaged by TCW.

(Zetareki) Including safe distance to water source. Location follow bylaw taking in consideration the public health act which is very strong. We had to adopt regulations and guidelines. I know from wash delegates this was criteria's that were included in survey of building sites considered.

(Thomas) have you heard about the federation initiative green response?

(Zetareki) Yes, also government of Fiji adopted 2014 its own green growth framework. It is detailed, it is a document which we work with, it guides us also in recovery work.

(Eseroma) Could I add, the branches that was not affected was deployed to affected branches. Volunteers took on different tasks to support administration, volunteers management logistics etc.

(Thomas) Now when the TCW operation is closed is there any evidence or signs that vulnerability is less and that preparedness is better for FRCS?

(Zetareki) It's a number of issues with that. We do integrated vulnerability community assessment (IVCA), it is important to integrate disaster with health in the survey, this is our business as usual work, any community go into after consultation with stakeholders a IVCA to identify their priorities or issues, this combine into a community action plan, community themselves identify what are their issues.

(Beth) What is IVCA?

Integrated vulnerability community assessment

In terms of post disaster assessment, a lot of issues that are coming up are basic issues such as shelter, climate change , environment, sea wall for Winston, a number vulnerabilities that we anticipate will come through. Currently, FRCS work with 60 communities in our normal program a part from recovery, in four divisions of Fiji, this is complicated by a new issue in disaster, in quote of permanent secretary in charge for DMO, he is correct, we have not seen internal migration before. This is a new angle of vulnerability. 40% of Koro islanders internal migrants returned to their homes, 60% still remains in Labasa, this open up new socio economic issues, some stay because schools and livelihoods, it will take some time to get to the bottom to the new emerging issues of vulnerability. Government and NGOs must take abreast on this issue, it will take a number of year to comprehend this new situation and government is aware, this can become a bigger question.

(Thomas) My last question, in future cyclones would the society be better out to respond?

The society is always prepared for disaster, but for category 5 I do not think any preparation or organization is prepared well enough.

(Thomas) I mean to replicate the operation done during TCW?

We have grown, to quote our DG, we went into TCW strong, it always a risk to be weaker, but we came out stronger.

There are several indicators of achievement, look at financial turnover, yes it has not been any depreciations in that sense.

(Beth) Any major challenges?

The challenges continue to be there, in programming to identify resources and to identify needs and you need to package somewhere, walk from there, measure it from there and deliver it from there. And have a strong, robust, transparent and accountable system, we are setting up a MNE unit, we are in the process of establishing a new MNE officer. In term of governance, we have a national council, we have national board, financial commission, in addition we have an internal auditor overseen by KPMG, our annual report was the best so far. You can have a look at our report. Yes, resourcing will continue to be a challenge. One strength is when we have data, qualitative data, that means a lot.

(Beth) When you do this on the ground, our hope is that delivery of model house, training for WASH that the community can sustain it and keep doing it. How confident are you that programs you do can be sustained by the communities?

Our dream translates to our role, to be always there. One thing is a compiled a list of communities that we work with to ensure that those working with recovery are revisited, it's a part of our branch development. To strengthen our branches to able to continue low cost follow up and maintenance for communities. What do we mean by that? We give our volunteers a part here, and allowances to launch, they catch the local transport go to the communities to follow up our progress and achievements. Without these things will just go to a natural death. We have an integrated modality of program delivery. Any volunteers or staff go for a safety training we can follow up disaster preparedness, health gender, WASH , according to the community action plan, which is the main document.

(Eseroma) Relationship between our branches and community is continuing to strengthen the branch and the sustainability of the branch. It is quite interesting to go to the branch to see how they work with community, this can be done in other communities as well building resilience of that community.

(Thomas) I have a more general question. We have talked a lot about your role in the operation but how was the support from the IFRC office here in Suva and also the federation in general what you feel about the support you got from them?

Tremendous and timely, two words summarize it. The technical support and international appeal, they were very supportive, we are very grateful for that continuing to echo our appreciation. On day three I was invited by the federation to kick start the international appeal through tele conference. From that day on until we closed, the IPOA, International Plan of Action of IFRC supported, we had the officers sitting here, Daniell and Sanna, sitting here with us from the beginning, setting up the IOC downstairs, we converted a training room to TCW office. We preferred that IFRC delegate and support staff sit here with us. Easier for coordination and one voice, we were very strong on that.

(Thomas) You actually set up a coordination room?

Yes, downstairs. Of course they have to pay in the end. We had to look for income generation for the 24 to 48 hours without we would be begging.

The feedback from the federation was also liked, we used 100% of the appeal.

(Eseroma) Another thing that IFRC need to look upon is delegates that are deployed to small missions like Fiji, when delegates from other bigger countries are deployed to smaller countries like Fiji. First, using the peer to peer exchange that IFRC could explore to strengthen the relations between national societies and continue to build capacity for both. If don't have the capacity in the pacific we can look to bigger brothers Australian and New Zealand because they have a fair understanding how the Pacific works, the people, the

process, the structure and this will make it easier for us to work especially from the operational view and also recovery. Getting delegates that do not understand how we do things in the Pacific and how we do things in Fiji makes it very very hard. The process within IFRC and societies affected; for instance, the finance structure need to be flexible but clear as well. One unclear thing was if transfer of funds if it done free during the response or if IFRC reimburse later. Delegate from the pacific have a better understanding of pacific conditions and have the mind set to feed into the process. This is something that seldom is highlighted in reviews like this. IFRC need to look into this.

(Thomas) You mean that the regional context is important?

Yes, it is important.

(Beth) To for example link with Solomon Islands and Vanuatu

Yes, for instance the delegate from Samoa islands that was here to support in WASH, with delegate from Solomon Island with support logistics, East Timor for support in the spring water project.

These was very effective; we knew what we wanted. Let me give an example, in the wash capacity some of the propositions from wash delegates and cluster, we build pit latrines for affected communities in Fiji, red cross was very strong internally as well in the cluster, they did not know that government twenty years ago took a stand that pit latrines will be ruled out and be replaced with water filled pour flush water toilets. I had to fight very hard, this is how we do it in Fiji or we don't. It was almost to a point that we ask them to leave, this did not happen. If we did not get the help that was needed we rather not have the support. It was two cases of that nature. When --- came he know exactly what we were talking about because they are familiar with the regional forums, regional declarations made by Pacific leaders and specific Pacific island forums according to UN convention that are relevant to the Pacific. We build back better but we don't lower the standard and the expectations that the country has set. A delegate from East Timor he came and thought us to learn water protection which not even the water authority of Fiji had never had done. They admitted it and they came to observe and learn. We have done water protection since then. What happens is when we have a delegate they come on board we connect them with the local counterpart in the society, so when they leave they leave the knowledge and skills with us. That enable us to go forward. My comment on the funding related to IFRC, we have one model of contention with modality of delivery for the disaster work in the pacific. What I don't understand why they worked on us using our money on a reimbursement modality, the downside of that is that not all our money was reimbursed. The reason is the bureaucracy in the system and this was only known to us afterwards, so that's money lost that we could have put to recovery work. In that sense it was not so user friendly and we wonder why Fiji red cross was discriminated. We continues to draw money from our accounts and worked later to get reimbursements and I became a puzzle to the point that the first project manager had to leave. That is what I mean with that we know what we want.

(Eseroma) I think this is something they (IFRC) need to understand and to work with what we want. Come and sit down work with the NC what is the need, how we operate, structure and processes within.

(Zetareki) They need to come down to localization.

(Eseroma) To get something from the other side of the world to come and mean something in the pacific.

(Zetareki) They were coming to us trying to bring pit latrines from Phillipines, but I said put that aside. We set down with our engineer and made the design. It's the system, we even had the director of operations from KL here.

We need to have a saying when selecting delegates so we get those that we need. You cannot send people we do not know.

(Beth) One last question; Label for elderly people to read information. Does RC address this kind of problem.

Our team go from house to house, this is appreciated. Visits to explain and demonstrate, but we take your message on board.

Government questions

Department of Social Welfare;

There are three categories which are supported;

- Partial damage or informal settlement – 1,500 FD
- Severely damage – 3,000
- Completely Damage – 7,000

So far close to 36,000 household were assisted and this over 125million. The listing that was given by the Disaster Management Committee (DISMAC) is been used and those HH that were not listed, our teams have visited them and verified and they have filled in the form and verified. This were the categories under Help for Help.

CUI

After TC Winston, the urgency and kiosk in terms of immediate and intermediate needs and then long-term needs, therefore the Help for Homes was mainly for long term needs and this was not a hand out by government but it was a hand up by the beneficiaries. The focused was on the beneficiaries that they will be able to re-build their own house and all they need is building materials, so that is where government assisted. It was not a hand out or dish out, to say that 7,000 was for you to come and collect it, how you build it and when you build it, no. the idea on the framework of it on hands up and that needs to be well understood.

When we move further there were three phases;

- Phase 1 was the major one in which we have 28,000 beneficiaries and
- Phase 2 and Phase 3 were localised in various divisions, because this is due to the rebuilding of schools started as well. In which the shortage of building materials were faced.

So we had to really think and refocus. One thing for good after the 1st category 5 cyclone we managed to reach, with the assistance of Red Cross, international communities and the government, all the affected people were no-one was classified to staff to care Lesson Learnt were also brought in and the first one was, terms of housing design, use of building materials, knowledge of building, importance of having the drawings, ensuring the our evacuation centres are design properly, what are the wind blowing that needs to be met, all these were the very critical ones. The re-building was on “Building Back Better” so anything that we are building and if we see that there were some loops holes, initially it was not done right, we don’t come and do patch it, we just take it off and redo it completely. So as far as Homes as concerned, 140 homes pre-selected have agreed building materials approved by the Fiji Institute of Engineers and pre-agreed prices as well, that was done in hardware shops to respective port. So from there on government deal with it from house to house. Given the various location of islands and villages, then we had 4series of TD and TD 04 was the worst one, which came with the flooding and all, it really delayed and affected our work progress, none-the-less we had to continue since we are on the tail end.

As far as we are concern now, we are on the software application how in future these can be taken off the shelf which can speed up the process in responding to affected houses, so government is working with World Bank and ADB.

For permanent and long-term building, we focused on schools first so that education is not affected, so that the level of literacy and all that remain. With that the entire industry boomed, short supply of cement, timber and right up to labour force were in short supply.

Q: Using if Cash program to be used?

There is a risk of using cash or loan program for it can give a rise in informal settlements. We will only give it to the beneficiaries on where they are actually can contain that urban drift threat. Otherwise, after two to three years no one will be there to do cane-farming. The other industry will be affected as well, but of course, FNPF and other superannuation gave soft cash or quick cash.

Q: When this was launched, were there any discussion with FRCS?

On the coordination part I would say, that this was a longer-term and Red Cross was not involved, but I believe that RC was doing one of the schools, Vunikavikaloa, one school. *So, RC did their part well with carrying out assessments and distribution of relief assistance so that we can focus on the longer-term assistance. Because if FRCS would have to do all, could have been a very hectic job. So, FRCS took over the relief and it gives us a bit of time.*

Q: From your perspective, how do you see the progress of the Help for Homes programs, are continuing the program or you are facing out?

At this stage, we are only concentrating on the critical path of the cyclone.

Q: Do you also focus on the settlement?

Social Welfare

We are obliged to help them if they fall on the path of the cyclone, in regard to social issues there is a program that deals with this, which is the social protection unit.

CIU

We are very thankful to the support of the Fiji Institute of Engineers to government, as their corporate social responsibility to the country.

Q: Are there any suggestion on the lesson learnt from your side that you would like to share with FRCS? (recovery phase)

My biggest input is to have a national database, majority of our evacuation centres and we do not know where are our evacuation centres during disaster and we do not know that these facilities have things like reserved water tanks. We do not the size or the structure of the evacuation centres. That the risk that we have learnt in number of place, in the height of that cyclone hitting or passing through the designated evacuation centre and the centre blew so that actually creates chaos in the system.

Q: Is there a way the lack of materials could be mitigated?

We are moving away from and also considering other methods of building houses, ones they have modular designs and so on, its all exploring many other designs and not only using of timber, iron, concrete and all this, its should be a quick call, so to speak.

Q: How is the relationship with international actors?

They have been extremely involved and we exchanging lesson learnt from other experiences, especially in this large magnitude.

Q: So, from your experience, do you think that you are more prepared now?

We are getting there but we are not better prepared now. But the steps are getting a bit nearly.

Q: In regard to assessments on who gets what in your program (who helps you in those decision makings)

Social Welfare

The assessment is done by the engineers and the DISMAC team and they had in their reports as per criteria of support.

Q: Were the aspects of social inclusion and gender were also accounted for during the assessments?

Social Welfare

Yes

Q: Is the assessment done for initial response or there was a detail assessment?

Social Welfare

It was an initial response.

Q: Is the building design standardised?

CIU

It is still in the pipeline in consultation with the engineers.

Q: Are you aware of the Model Houses by the FRCS?

CUI

Not really, as long as house is able to protect and secured for the dwellers.