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Emergency Plan of Action (EPoA) TONGA: Cyclone Gita

 International Federation
of Red Cross and Red Crescent Societies

DREF n° MDRTO001	Glide n° TC-2018-000102-TON
Date of issue: 16 February 2018	Expected timeframe: 3.5 months Expected end date: 31 May 2018
Category allocated to the of the disaster: YELLOW ¹	
DREF allocated: 296, 517 CHF	
Total number of people affected: 87,000 people	Number of people to be assisted: 18,000 people
Host National Society presence (n° of volunteers, staff, branches): Tonga Red Cross Society has 154 Emergency Response Trained volunteers, 3 branches and its headquarters located in Tongatapu, 17 staff and two out of these staff are RDRT trained.	
Red Cross Red Crescent Movement partners actively involved in the operation: The National Society is working with the International Federation of Red Cross and Red Crescent Societies (IFRC), partner National Societies and the International Committee of the Red Cross (ICRC).	
Other partner organizations actively involved in the operation: National Emergency Management Office (NEMO), Ministry of Internal Affairs, Oxfam, World Vision, Caritas, and churches	

A. Situation analysis

Description of the disaster

Cyclone Gita was initially monitored over the Pacific waters as a Tropical Depression 07F (TD07F) analyzed southeast of Vanuatu. TD07F was later upgraded to a Tropical Cyclone Category 1 as it moved South South-East affecting Samoa with heavy rain causing flooding, and gusty winds of up to 39-54 miles per hour on Friday 9 February 2018.

Cyclone Gita was updated as a Category 2 as it moved towards Niue on Saturday 10 February. As of early Monday morning 12 February 2018, the system intensified to a Category 4 when it crossed Tonga during the night between February 12 and 13. Close to the center Cyclone Gita was packing average winds of 110 knots (285km/hour), making it one of the worst cyclones to have ever hit the island nation in recorded history.

A State of Emergency was declared by the Government of Tonga at 10 am on Monday 12 February for initially one month. Upon this declaration, a direct request from the Tongan government went to New Zealand Ministry of Foreign Affairs and the Division for Foreign Affairs of the Australian government for initial support and non-food items relief supplies. Preliminary damage



Tonga Red Cross assessing household damages.

Photo: Gemma Snowdon, IFRC

¹ Based on the IFRC Secretariat's Operational Response Framework. This categorization implies that the response intervention is within the capacity of the National Society of an affected country to manage with resources available in-country. If requested, the IFRC country office may provide any necessary technical or management support to the National Society, and if required, the IFRC regional office may support the mobilization of regional disaster response tools, with Geneva supporting the allocation of Disaster Relief Emergency Funds (DREF).

assessment reports mention about 70 per cent of the population are affected. The worst affected areas are Tongatapu (where the capital of the country Nuku'alofa is situated), Ha'apai and Eua islands.

A cyclone alert was also issued for the Southern Lau Island Group, Kadavu and smaller islands in Fiji, and neighbouring countries Vanuatu, New Caledonia and New Zealand are monitoring the system closely.

Summary of the current response

Overview of Host National Society

Tonga Red Cross Society (TRCS) was established by an Act of Parliament in 1981, making it an auxiliary to the authorities. The National Society has a total of 154 emergency response trained (ERT) volunteers, 17 staff and presence in 80 per cent of the country through its community volunteers and three branches. The National Society has limited experience with managing a DREF operation, however it had recent experience managing emergency response from the 2014 Tropical Cyclone Ian that devastated mainly the Ha'apai group.

TRCS is liaising closely with the National Emergency Management Office (NEMO) under the Ministry of Internal Affairs. TRCS has a disaster management unit. The disaster manager will take the lead for the operation, with technical support provided from the IFRC country cluster support team (CCST) and regional office.

TRCS cooperates with government departments, particularly in the fields of disaster preparedness, relief and health. TRCS is represented on the national coordinating body for disasters. The government national disaster plan recognizes TRCS as a provider of relief and assistance in emergency and recovery.

TRCS has its own disaster plan and an annual plan of action. It has a disaster management officer (DMO) who coordinates preparedness and response activities. TRCS' has a core group of volunteers who are trained in emergency response supporting the TRCS role in responding to disasters through needs assessments, the delivery of First Aid, psychosocial support and relief distribution to the Tongan community. TRCS provides regular first aid training and disaster awareness throughout the country.

In 2007-2008 TRCS undertook the Preparedness for Climate Change Programme, during which TRCS engaged in vulnerability and capacity assessments (VCA) at the community level for the first time. Following a tsunami in 2009, TRCS developed a community-based project focusing on mangrove planting in Niuatoputapu, and has invested in the development of its branches with support from its partners.

TRCS' territorial coverage is primarily on the islands of Tongatapu. It has limited branch activity in rural areas and outer islands; however, after TC Ian in 2014, with support from the Japanese Red Cross Society, TRCS built its branch in Haapai and with ongoing support from Australian Red Cross recruited three Branch Officers in Charge (OIC) in Haapai, Eua and Vava'u enabling programme activities being undertaken from its headquarters in Nuku'alofa to have a much broader coverage of about 60 per cent of the whole country.

The National Society operates a school and services for the disabled and hearing impaired. It has approximately 300 members, primarily youth, and about 17 staff, including for its services to the disabled.

TRCS have prepositioned relief supplies in 14 sites across the country – five sites in Tongatapu; five sites in Ha'apai; one site in Eua island; 1 site in Vava'u island and 2 sites in the far northern Nuias islands. At each site, TRCS volunteers have been trained in basic logistics processes to facilitate and track the transport of pre-positioned NFIs to distribution sites. The TRCS pre-positioned stocks could serve the needs of up to 2,000 households across the country, but shipping and transport constraints mean that not all stocks are easily transported between locations. The main inter-island transport routes are from Tongatapu island (where the capital is situated) to other parts of the country via sea and air with regular schedules to most locations twice a week (except only once a month to the far northern Nuias).

TRCS has a truck, a van and a banana boat in Ha'apai branch that can be utilised to support operations.

Overview of Red Cross Red Crescent Movement in country

National Societies in the Pacific, along with the IFRC country cluster support team (CCST) in Suva and partner National Societies, have been in regular communication and on high alert since this tropical cyclone was sighted by the Fiji Meteorological. The IFRC Suva CCST organized several teleconferences for concerned partners, including a partners' teleconference to better coordinate the Movement-wide response. The IFRC CCST continues to closely liaise with TRCS, providing support for information management (including preparation of situation reports) and international relations management.

To date, the IFRC CCST has supported TRCS in posting a DMIS update, an Information Bulletin, and has coordinated extensive social media and media coverage of Red Cross references to Cyclone Gita in more than 100 international news articles.

CCST Suva is coordinating with partner National Societies and deploying technical support under sectors such as shelter, WASH, health and psychosocial support, finance, logistics and PMER, communications and media to Tonga supporting the efforts of the local volunteers and staff of Tonga Red Cross Society. The operation is supported by the Pacific operations coordinator from the Asia Pacific regional office arriving in Fiji on 13 February 2018 providing coordination support to CCST Suva. An IT&T emergency response unit (ERU) has been prepared on standby to be deployed to restore communications if needed in Nukualofa, the capital of Tonga.

IFRC has launched a DREF operation, in support of TRCS, providing immediate funding for initial needs assessment, WASH, Health, Shelter and distribution of repositioned non-food relief items.

The International Committee of the Red Cross (ICRC) regional delegation in Suva, together with the National Societies promote international humanitarian law (IHL) and raises other humanitarian issues with governments, security forces, academic circles, the media and civil society. The ICRC assists communities affected by conflict and visits detainees. It helps National Societies build their capacity in the fields of communication, dissemination and restoring family links and supports them in keeping their legal base updated.

Overview of non-RCRC actors in country

High commission offices for New Zealand and Australia are present in the capital Nukualofa alongside the embassies of China and Japan. The New Zealand Ministry of Foreign Affairs and Trade specifically has a post in Nukualofa to assist in mobilising support to the Government of Tonga.

Caritas, Save the Children, Oxfam, and UNDP have a local presence with support from their country offices in Suva, Fiji.

Coordinating with the authorities

The Tongan government is leading the emergency response. The National Emergency Management Office (NEMO) is coordinating efforts and has activated the national and district Emergency Operations Centres (EOC). The TRCS coordinates closely with the NDMO and is a participant in the high level National Disaster Council, which is currently chaired by the Tonga acting Prime Minister. Red Cross volunteers are being mobilized at the request of the NEMO and have supported joint damage assessments according to its mandated role. The NEMO has made radio announcements encouraging communities at risk to cooperate with Red Cross volunteers and NEMO.

The government is currently meeting food requirements for affected communities, by providing a one-month food distribution. Distribution of food is the government's responsibility.

Inter-agency coordination

The cluster system has been adopted by the Government of Tonga as their way of coordinating the response but the clusters have not yet been activated as international assistance has not been requested by the Tongan authorities besides bilateral request to the governments of Australia and New Zealand. However, the humanitarian community is supporting the Tonga national sectorial coordination. All coordination activities are led by a government office and co- led by a humanitarian agency. These are happening on a daily basis and aims to share information on needs, on gaps and agree common approaches and tools, including protection gender and diversity equality in this response. Several joint sectorial meetings have been held; bringing together key stakeholders in Health & Nutrition, WASH and Shelter as well as Protection. As of the morning of February 15th, the authorities have contacted OCHA to seek assistance for coordination.

The Pacific Humanitarian Team (PHT) in Suva Fiji has been mobilised and has coordinated regular meetings for agencies, providing overall coordination of humanitarian actors remotely. This joint approach aims to ensure that sectors are aligned in their approach. In addition, Cluster Leads meet daily with the NEMO to ensure good coordination and information flow.

The Shelter Cluster was activated by the government of Tonga back in 2014 in response to cyclone Ian. The government is leading the cluster through the NEMO office. IFRC has been leading the Pacific Shelter Cluster since its activation in 2012, as a part of the Pacific Humanitarian Team. In its role as convener of the Emergency Shelter Cluster in natural disasters, the IFRC may be requested by the national government of Tonga to deploy a Shelter Coordination Team (SCT) to support coordination of the humanitarian shelter response. In this case, the Shelter Coordination Team would be independent of the IFRC-National Society operation. The team would be exclusively dedicated to the task of supporting shelter cluster coordination, for the benefit of all actors involved in shelter interventions. A [web page](#) dedicated to the Tonga shelter cluster has been created on the Global Shelter Cluster website.

Needs analysis, targeting, scenario planning and risk assessment

As of 14 February, detailed information on Cyclone Gita's impact on the population is still unclear. Observation reports of material damages are surfacing; however, the full level of damage will not be known until official assessments are carried out in the coming days.

TRCS is contributing to the overall objectives of the national response according to its role in Tonga's National Disaster Plan. This includes assistance in post disaster damage and needs assessments, provision of emergency shelter and household items. The TRCS branches have commenced initial damage and needs assessments. All TRCS assessments are conducted in close consultation with the government-managed Districts and TRCS Branches. The initial assessments' findings will complement the upcoming government-led assessments.

The TRCS assessments have already started in Tongatapu and Eua in consultation with the government, and if accessible, TRCS will be undertaking assessments in the rest of the affected districts in Vavau and Ha'apai. The accessibility to other assessment areas will be confirmed by the Disaster Advisory Committee (DAC) of Tonga's NEMO. Assessments will be carried out by teams of volunteers and staff members of both branches and the headquarters.

To date, media has reported damage to houses mainly in Tongatapu and Ha'apai districts. Shelter needs are expected to be a priority in this response. It is likely that replenishment of shelter kits will be needed promptly. Preliminary assessment reports mention approximately 1,000 families (5,700 people) sought shelter in evacuation centres overnight, and these numbers are expected to increase due to the indications of substantial damage to personal homes in Nukualofa and some damage to commercial buildings identified.

Telecommunications are operational (although patchy) and so is the main hospital in Tongatapu. The port has sustained some damage with several boats including a large vessel which have been broken from their mooring and have impacted the wharf. A visual inspection of the international airport has shown the runway to be intact with minimal damage.

At this time, there is minimal information regarding the impact on Eua and Southern Ha'apai.

Targeting

The selection criteria will be finalized after TRCS completes initial damage assessments. However, after exchanges between the humanitarian community, the Government of Tonga has specifically requested for Tonga Red Cross Society to provide support for allocated areas in Tongatapu and Eua, and southern Ha'apai.

TRCS will do a recipients list once they get a full assessment and in coordination with the other actors. People with particular vulnerabilities will be prioritized in receiving aid, such as the elderly, people with special needs, pregnant women, and single-head households.

It is in these interventions that TRCS volunteers will play a key role, working alongside the District Disaster Committee and other stakeholders to carry out assessments, beneficiaries' selection and response to the disaster.

Scenario planning

The most likely scenario is that the Tongan government has the capacity to manage the operation with support from its local civil society, non-government organisations and private sector. Also, the Pacific regional based organisations and the humanitarian sectors are on standby ready to provide support where appropriate.

The worst-case scenario is that the cyclone season is not yet over and potential risk of another cyclone affecting the island group later in the season is still very high.

Additionally, Tonga is suffering from a dengue fever outbreak. There is a possibility that the aftermath of Tropical Cyclone Gita will exacerbate conditions for the disease. Lack of proper access to health facilities and proper clean water can further deteriorate the situation.

Operation Risk Assessment

Adhering to its Fundamental Principles and to the principle of 'do no harm' are central to how the Red Cross Red Crescent Movement approaches its interventions. Some of these can be planned for and mitigation actions adopted, while others are still evolving. The most prominent part of the 'do no harm' approach is that people are already highly resilient to the impact of the disaster, and as such the level of material support for the recovery should be carefully considered. Recovery support should not undermine communities' ability for future disaster or create dependency on aid during disaster. It should also not exacerbate existing gender inequalities or other inequalities that exist in society. There will be an emphasis on quality programming and institutional capacity development of National Society branches

on the outer islands. All activities will be monitored closely, and a review of any operational risks will be dealt with carefully by the IFRC CCST.

Finally, it is important to note that due to the minimal functioning markets and services in country, no cash programming can be considered for this operation. In addition, TRCS has no trained volunteers to implement this.

B. Operational strategy

Overall objective

This operation aims to support the TRCS in responding to the immediate needs of communities (18,000 people) affected by Cyclone Gita and undertaking rapid assessments to inform the development of a detailed action plan. The operation will include provision of assessments, emergency shelter and other relief items, Health and community preparedness and risk reduction.

Proposed strategy

This DREF operation is expected to be implemented over three months, to be completed by 31 May 2018. The proposed operational strategy aims at reaching out to the people affected and providing basic needs. The total number of people targeted is 18,000 (approximately 3000 HH, family size = 6) in Tongatapu, Eua and parts of Ha'apai which has been calculated based on the number of people in the affected areas as well as the capacity of the National Society to respond, other stakeholders' response (OXFAM, UN) in addition to information provided by the government and other partners. Further targeting will be done during the implementation phase, and this number may change. Main activities include:

- Deployment of trained staff and volunteers from Vavau to Eua and Tongatapu to support with the assessment and relief distribution in areas mentioned above.
- Volunteers will assist in identifying affected people and preparing beneficiaries list and putting together data and information analysis
- Distribution of existing essential relief items from TRCS existing stocks and subsequent replenishment through international procurement and in-kind donations accompanied with provision of awareness/technical guidance.
- Health (ECV and dengue awareness for affected people and Red Cross members)
- A 'lessons learned workshop' for participating staff and volunteers at the end of the DREF operation.
- Ongoing monitoring and finance visits
- Shelter Cluster coordination support (upon request by the national shelter cluster lead)
- Logistics management support
- *Given the possibility of increased Dengue fever outbreak, Hygiene Promotion, Epidemic Control for Volunteers, health awareness and information sharing in community level through social media and other media will be carried out.*

Table 1 – Emergency relief, shelter and WASH items to distribute per household (HH)

Emergency shelter and household items	
Kitchen sets	1
Blankets	2
Mosquito nets	1
Mosquito coils	1 (box)
Tarpaulins	2
Shelter tool kit	1
Lamps (optional)	1
Emergency WASH ²	
Hygiene kits	1
Jerry cans 10 L	2

² These are standard IFRC hygiene kits procured from KL in stock. They also include some menstrual hygiene items for women.

Operational support services

Human resources

TRCS Vava'u Branch volunteer teams will be deployed for at least one month of the operation. In total, 15 volunteers will participate in the operation and logistics support will be provided by the TRCS National Headquarters (NHQ). 20 core ERT volunteers have been mobilised from day one to carry out rapid assessment and assist with the distribution of NFIs to the targeted population. Most of these core volunteers are mobilised from the communities around Tongatapu. Each volunteer will be deployed for 15 days during the response operation, and will be provided with per diem, funds for transportation as well as Red Cross visibility. Those involved in the response will be provided with required safety and security equipment prior to deployment and insurance coverage. One Logistics officer, one Communications Dissemination and Media coordinator, two Health and First Aid officers, one Disaster Management coordinator and the secretary general have been providing leadership and coordination of the overall operation.

Together with these local human resource, IFRC Suva CCST and APRO are deploying support through the;

- Communications and Media
- Logistics manager
- Possible Shelter coordinator deployment (through bi-lateral support from Australian RC)
- PMER
- Operations management (by existing IFRC staff from Suva CCST and APRO)

Provision to deploy Regional Disaster Response Team (RDRT) mechanism on support in areas of;

- Finance management RDRT deployment (two months)
- Health RDRT deployment (two months)

IFRC Suva CCST has also coordinated bilateral human resources support in communications, information management and Health from the New Zealand Red Cross. Other PNS such as Australian Red Cross on standby and interested in providing HR support as the needs arise.

Protection, gender and inclusion

The focal person of Tonga Red Cross is an experienced staff in PGI programmes. The volunteer team is expected to be gender balanced. The Shelter and WASH guidelines of the IFRC Minimum Standard Commitments to Gender and Diversity in Emergency Programming will be followed throughout the operation. Measures to address vulnerabilities specific to gender and diversity factors (including people with disabilities) will be included in the planning and implementation of activities.

Logistics and supply chain

Logistics activities aim to effectively manage the supply chain, including, procurement, customs clearance, storage and transport to distribution sites in accordance with the operation's requirements and aligned to IFRC's logistics standards, processes and procedures.

TRCS have prepositioned relief supplies in 14 sites across the country – five sites in Tongatapu; five sites in Ha'apai; one site in Eua island; one site in Vava'u island and two sites in the far northern Nuiua islands. At each site, TRCS volunteers have been trained in basic logistics processes to facilitate and track the transport of pre-positioned NFIs to distribution sites. The TRCS pre-positioned stocks could serve the needs of up to 2,000 households across the country, but shipping and transport constraints mean that not all stocks are easily transported between locations. The main inter-island transport routes are from Tongatapu island (where the capital is situated) to other parts of the country via sea and air with regular schedules to most locations twice a week (except only once a month to the far northern Nuias). The international airport has already reopened on 14 February and transport infrastructures are likely to be functional quickly based on preliminary information received.

Rapid local procurement capacity for NFIs is limited in Tonga and past preference of TRCS has been to source standard Red Cross NFIs from IFRC and Red Cross partner National Societies to maintain consistency and quality standards. It is preferable to utilise the existing NFIs pre-positioned in Tonga first, however international partner support will be required for rapid dispatch of NFIs for needs exceeding 1,500 households in Tongatapu and to fill some current item gaps (for example for tarpaulins and shelter tool kits). Neighbouring National Societies with significant NFIs available (Australian Red Cross and New Zealand Red Cross) have been put on stand-by awaiting confirmed request. Replenishment of distributed NFIs in line for TRCS stock holding strategy and targets can be provided from the IFRC Asia-Pacific OLPSCM department in Kuala Lumpur (KL). It is estimated that sea freight from the IFRC OLPSCM warehouse in KL to Tongatapu will take minimum 40-45 days by sea (port to port).

TRCS has one truck, one van and one banana boat in Haapai branch that can be utilised to support operations. Sourcing of additional transport and temporary warehousing space will be required. TRCS has a driver and logistics focal point. Additional logistics technical support will be provided through deployment of the CCST Pacific logistics

manager to assist and refine the logistics operational plan and ongoing support needs. IFRC OLPSCM will also provide technical support to TRCS and IFRC CCST as required and a provision for surge support for procurement and logistics will be made.

Information technologies (IT) All volunteers will have access to means of continuous communication while in the field. This will ensure they are contactable and can contact relevant emergency numbers as well as IFRC and TRCS staff for support if needed. Cell phone reception has been confirmed in the affected areas where volunteers will be traveling to.

NZRC has been able to activate six satellite phones to provide backup telecommunications for the operation.

Communications

Communications and media coverage is essential for maintaining and building public, government and donor support, both locally and internationally – particularly with Tongan diaspora communities around the world.

IFRC has been supporting Tonga Red Cross Society to actively communicate with external audiences on the impact of Cyclone Gita and the Red Cross humanitarian response, with the aim of generating visibility on and support for the ongoing humanitarian needs on the ground and the Red Cross response.

Close collaboration is maintained between the IFRC CCST office and Tonga Red Cross Society to ensure a coherent and coordinated communications approach.

Commonly agreed key messages and talking points will be produced together with written and audio-visual content that could be used for infographics, and relevant social media/ digital products focusing on highlighting the situation and the Red Cross actions on the ground. Communications content will be actively promoted via a variety of channels and IFRC online communications channels and shared widely with interested National Societies.

Security

There are no significant security issues or threats for FRCS and IFRC staff; however, the operation will minimise security concerns within communities by adopting a 'do no harm' approach, in line with IFRC Code of Conduct and Child Protection Policy.

Planning, monitoring, evaluation, & reporting (PMER)

The disaster management coordinator for TRCS with the support of IFRC, will guide and monitor the Plan of Action. Reporting on the emergency plan of action will be carried out according to IFRC minimum requirements. Monitoring visits to the affected communities and interviews with beneficiaries, volunteers and others participating in the response will be conducted to assess progress at regular intervals and guide any required adjustments to the proposed response. At the end of the operation, a lessons-learned workshop will be carried out by TRCS staff, with volunteers and relevant stakeholders. The IFRC CCST Suva PMER officer will be supporting the National Society and if needed PMER surge support will be explored.

Administration and Finance

The IFRC provides the necessary operational support for review, validation of budgets, bank transfers, and technical assistance to National Societies on procedures for justification of expenditures, including the review and validation of invoices. The IFRC will ensure that a full-time finance delegate with the CCST Suva office is in place for the duration of the operation to monitor the finances and ensure the financial reporting of the DREF is utilized according to activities. An RDRT will be deployed to provide financial management of the operation for a period of two months.

C. Detailed Operational Plan



Shelter

People targeted: 18,000 (3,000 households on Tongatapu, Ha'apai and Eua islands)

Male: 9,000

Female: 9,000

Requirements: 133,500 CHF

Needs analysis:

Assessment teams are currently surveying the affected areas, and there is not yet any official data available on housing damage. Several media reports indicate a mix of partially damaged and completely destroyed houses in and around the central business district of Nuku'alofa, with many old timber buildings not performing well. There is a lack of information on damages in the rural areas of Tongatapu, and the island of Eua. An initial analysis of damage density using Tonga NEMO damage data against census population data was done by IFRC shelter team in Suva and showed that Nukunuku district (Tongatapu) has 19 per cent partially damaged and 3 per cent totally destroyed. Kolovai district (Tongatapu) has 17 per cent partially damaged and 2 per cent totally destroyed, which more or less represent 20 per cent of the population. However, this is only a sample and the worst affected area has not been assessed yet.

Considering the size of the cyclone, and close proximity of its path to several densely populated islands including Tongatapu and Eua, it is anticipated that there will be a large number of houses either damaged or destroyed by a combination of storm surge, flooding, and strong winds. In 2014, TC Ian entered the Ha'apai and Vava'u districts at Category 5 strength with catastrophic effects on the housing there, affecting 100 per cent of all houses: completely destroying approximately 46 per cent of houses, severely damaging 34 per cent and partially damaging 20 per cent along its track. This suggests the quality of construction of housing stock in the northern area of the country is not adequately built to resist large cyclones. If this is the case also for the southern region of Tonga where the capital Nuku'alofa is located, up to 75 per cent (up to 10,000 houses) or greater, of all housing stock might be destroyed or damaged during a Category 4 cyclone event such as Cyclone Gita.

It is anticipated that there will be a mix of displaced and non-displaced families before and after the cyclone, who will require various forms of emergency shelter, and household non-food item (NFI) assistance.

Families who have been displaced by the cyclone, taking refuge in collective centers, makeshift shelters, or living with host families will require various types of material, physical and technical assistance over the short and mid-term. Families hosting friends and relatives may require assistance in the form of additional household non-food-items. Families taking refuge in collective centers or staying with friends and families in safer locations during the cyclone may require short-term assistance in their displaced locations, as well as support to return home to repair or reconstruct their damaged or destroyed houses in the mid-term.

Non-displaced families living in their damaged or destroyed houses, as well as those returning back home, who do not have the capacity or resources to repair or reconstruct by themselves will likely require material, physical and technical assistance to construct emergency shelters or repair their houses, affording them an adequate level of safety and dignity over the coming months.

The most vulnerable should be prioritized, such as the elderly, people with disabilities and reduced mobility, single-headed households, lactating women, large families, and the landless. Displaced families are typically more vulnerable than non-displaced.

Tonga Red Cross as one of the major emergency shelter responders in Tonga will take a vital role in this response, coordinating their work closely with the government, shelter partners (including Caritas and Rotary currently have emergency shelter stocks in Tonga), and other key stakeholders in the shelter sector.

Supporting Shelter Coordination

IFRC has been leading the Pacific Shelter Cluster since its activation in 2012, as a part of the Pacific Humanitarian Team. In its role as convener of the Emergency Shelter Cluster in natural disasters, the IFRC may be requested by the Government of Tonga to deploy a Shelter Coordination Team (SCT) to support coordination of the humanitarian shelter response. As the clusters have not been activated, the Shelter Coordination Team is on standby to be deployed if needed. A fully funded Shelter Cluster would in this event be deployed to ensure this role. A [web page](#) dedicated to the Tonga shelter cluster has been created on the Global Shelter Cluster website.

Population to be assisted:

Number of families per location will become clearer after the cyclone has passed, but it is anticipated that up to 10,000 families will require emergency shelter and NFI assistance. Under this Plan of Action, up to 3,000 households in the following situations will be assisted:

Displaced households:

- staying in collection centres
- informally settled (dispersed, unplanned camps, renting)
- staying with host families – friends and family
- Staying in formal camps (if evacuation centres are overcrowded, and essential services are not offered at place of origin).

Non-displaced households, and returnees with:

- partially damaged houses
- severely damaged houses
- completely destroyed houses

As much as possible, emergency shelter assistance should be offered to families at their place of origin, to encourage their early recovery. Distribution of tents should be avoided as in the past, this has been directly linked to slowing down the recovery process of affected communities. Assessments should be carried out before distribution, to indicate unique needs and capacities of each affected household. For up to 3,000 of the most vulnerable families, the maximum emergency shelter and NFI package recommended includes:

- 2 tarpaulins, 4 x 6m IFRC standard (one tarpaulin for partially damaged houses)
- 1 shelter tool kit (for severely damaged and completely destroyed houses)
- 2 blankets, IFRC synthetic medium thermal (for host families, severely damaged and completely destroyed houses)
- 1 kitchen set, IFRC Type A (for host families, severely damaged and completely destroyed houses)
- 1 solar light. TRCS currently has a stock of 3,000 hurricane lamps. This is old technology and should only be distributed where affected households agree to receive it, and have access to fuel, and adequate financial capacity to purchase it over a 3-month period. Provision of solar lamps are highly preferred, particularly for remote locations.

Programme standards/benchmarks: *Emergency shelter interventions will be designed to comply with the Sphere standards.*

P&B Output Code	Shelter Outcome 1: Communities in disaster and crisis affected areas restore and strengthen their safety, well-being and longer-term recovery through shelter and settlement solutions	# of targeted people with safe and adequate shelter and settlements															
	Shelter Output 1.1: Emergency shelter and settlement assistance is provided to 3,000 affected households within 3 months.	# households provided with emergency shelter and settlement assistance															
	Activities planned Week	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
AP005	Assessment of shelter needs, capacities and gaps	x	x														
AP005	Identification of caseloads and verification of beneficiaries in different target groups – inclusion factors integrate gender, diversity and disability in the response		x														
AP005	Identification of the appropriate modality of support for each caseload		x														
AP005	Identification of community participation modalities in program design and implementation		x														
AP005	Coordination with other relevant sectors for integrated programming	x	x	x	x	x	x	x	x	x	x	x	x				
AP005	Coordination with government and other stakeholders	x	x	x	x	x	x	x	x	x	x	x	x				
AP005	Distribution of the shelter and household items to the affected population (for 3000 HH)		x	x	x	x	x	x	x	x	x						
AP005	Monitoring of the use of distributed shelter and household items					x	x	x	x								
AP005	Evaluation of the shelter support provided (beneficiary satisfaction)											x	x				
P&B Output Code	Shelter Output 1.2: Technical support, guidance and awareness raising in safe shelter design and settlement planning and improved building techniques are provided to affected households	# households provided with technical support and guidance, appropriate to the type of support they receive															
		Activities planned Week	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
AP006	Identification and mobilization of volunteers for shelter intervention	x															
AP006	Awareness raising/training of shelter volunteers. PPE equipment, and awareness on exposure to hazardous materials such as asbestos.	x	x														
AP006	Community awareness campaign on ongoing cyclone season and potential ongoing flooding on households and shelter evacuation	x		x		x		x		x		x		x			
AP006	Identification, assessment and analysis of appropriate and safe local building techniques/practices		x	x	x	x											
AP006	Development of appropriate technical guidance, and Shelter/DRR messaging (appropriate to the type of support being provided)	x	x														
AP006	Monitoring of adoption of technical guidance					x	x	x	x								
AP006	Evaluation of adoption of technical guidance											x	x				



Health

People targeted: 18,000

Male: 9,000

Female: 9,000

Requirements: 19, 950 CHF

Needs analysis: The overall health impact of Cyclone Gita will be determined after the rapid assessments. However, based on the initial reports Cyclone Gita has caused severe damage to many of the structures and caused injuries to the people on the island. Additionally, Tonga is suffering from a dengue fever outbreak. There is a possibility that the aftermath of Cyclone Gita will exacerbate conditions for the disease. Lack of proper access to health facilities can further deteriorate the situation. Psychosocial support interventions have been discussed with the NS and not seen as a priority. It will be dealt on a case basis if the need arises.

Population to be assisted: Health intervention will reach 18,000 people in the affected island group (Tongatapu, Eua and Ha'apai) through its first aid epidemic prevention and control activities, dengue awareness. Disease prevention and health promotion activities at community level are to be scaled up immediately to prevent Dengue, acute respiratory infections (ARI), diarrhoea and other diseases with outbreak potential in close coordination with the Ministry of Health. Tonga Red Cross will also support injured people through provision of first aid services. Provision of PPE equipment for TRCS volunteers and staff is also included. Awareness will be provided to them as well with the support from a regional disaster response team member with health background for a period of two months.

Programme standards/benchmarks: Sphere standards, Pacific First Aid guideline and Epidemic Control for Volunteer toolkit will be applied.

P&B Output Code	Health Outcome 2: The immediate risks to the health of affected populations are reduced	# of people reached by NS with services to reduce relevant health risk factors															
	Health Output 2.1: The health situation and immediate risks are assessed using agreed guidelines																
	Activities planned Week	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
AP021	Conduct rapid health assessment in the targeted communities	x	x														
AP021	Continuously monitor epidemic risk in targeted communities		x	x	x	x	x										
AP021	Coordinate with MoH and Health actors on target group needs and appropriate response.	x	x	x													
AP021	Assess the progress and evaluate the impact		x	x	x	x	x	x	x	x	x	x			x	x	x
P&B Output Code	Health Output 2.2: Target population is provided with rapid medical management of injuries and diseases	# of people reached by First Aid services															
	Activities planned Week	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
AP022	Provide First Aid service to the affected people	x	x	x	x												
P&B Output	Health Output 2.3: Community-based disease prevention and health promotion is provided to the target population	18,000 people reached with community-based epidemic prevention and control activities															

Code	Activities planned Week	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
AP011	Undertake public information campaigns on prevention, early detection and self-referral of dengue and water borne diseases in schools and communities.		x	x	x	x	x	x	x	x	x	x	x	x	x	x	x
AP011	Distribution of mosquito coils for 3,000 HH			x	x	x	x										
AP011	Distribution of 3,000 treated mosquito nets			x	x	x	x										
AP011	Mobilize community members and students for clean-up campaigns to eradicate potential mosquito breeding sites		x	x	x	x	x	x	x	x	x	x	x	x	x	x	x
P&B Output Code	Health Output 2.4: Epidemic prevention and control measures carried out.	# volunteers trained by NS in epidemic control.															
	Activities planned Week	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
AP021	Refresher sessions for 50 Volunteers on Epidemic Control for Volunteer toolkit and dengue awareness					x	x	x	x								
AP021	Translate and print ECV toolkit and IEC materials		x	x	x	x											
AP021	Sensitization sessions for community members on potential health risk		x	x	x	x	x	x	x	x	x	x					



Water, sanitation and hygiene

People targeted:

Male: 9000

Female: 9000

Requirements: 34, 400 CHF

Needs analysis: In view of the damaging impact of Cyclone Gita, WASH needs continue to increase. The water pipelines are damaged and may take months to ensure proper water supply. There is also flooding in some areas leading to environmental sanitation issues, activities particularly cleaning campaigns and de-clogging of blocked drainages, are necessary. Due to the damage caused by the tropical cyclone sanitation facilities in the affected areas are limited and may be health-hazardous. As flooding is starting to subside it is believed that most people will be able return very soon to their homes and start re-using their own on-site sanitation systems.

Population to be assisted: WASH intervention will reach 18,000 people in the affected island group (Tongatapu, Eua and Ha'apai) through distribution of hygiene kits, jerry cans, and chlorine tablets to the most affected families. Information dissemination regarding use of items from Hygiene kits and Household water treatment and storage will be conducted by TRCS volunteers. Communities and schools will be encouraged to maintain hand washing facilities. Community mobilization will be conducted for solid waste management and hygiene promotion activities with key messages.

Programme standards/benchmarks: Sphere standards will be maintained during distribution of hygiene kits.

P&B Output Code	WASH Outcome 3: Immediate reduction in risk of waterborne and water related diseases in targeted communities	# households provided with safe water services that meet agreed standards according to specific operational and programmatic context # households reached with key messages to promote personal and community hygiene															
	WASH Output 3.1: Continuous assessment of water, sanitation, and hygiene situation is carried out in targeted communities																
	Activities planned Week	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
AP026	Conduct initial assessment of the water, sanitation and hygiene situation in targeted communities	x	x														
AP026	Continuously monitor the water, sanitation and hygiene situation in targeted communities		x	x	x												
AP026	Coordinate with other WatSan actors on target group needs and appropriate response.	x	x	x	x												
P&B Output Code	WASH Output 3.2: Daily access to safe water which meets Sphere and WHO standards in terms of quantity and quality is provided to target population	# of households trained in the use of distributed items															
	Activities planned Week	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
AP026	Distribute 3000 household water treatment products (chlorine tablets ³), sufficient for 15 days, to 18,000 people.		x	x	x												
AP026	Distribute 10-litre jerry cans (two per family) for household-level water storage, 3000 families		x	x	x												
AP026	Train population of targeted communities on safe water storage, on safe use of water treatment products			x	x	x	x	x									
P&B Output Code	WASH Output 3.3: Hygiene promotion activities which meet Sphere standards in terms of the identification and use of hygiene items provided to target population	# of people reached by hygiene promotion activities # of volunteers involved in hygiene promotion activities															
	Activities planned Week	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
AP030	Select target groups, key messages, and methods of communicating with beneficiaries (mass media and interpersonal communication).		x	x	x	x	x	x	x	x	x	x	x	x	x	x	
AP030	Develop a hygiene communication plan. Train volunteers to implement activities from communication plan.		x	x	x	x											
AP030	Design/Print IEC materials on hygiene promotion		x	x	x	x	x	x	x	x							
AP030	Encourage construction and maintenance of handwashing facilities in targeted communities.			x	x	x	x	x	x	x	x	x	x	x	x	x	

³ Chlorine tablets are not part of the budget as they were donated to Tongan RC.

P&B Output Code	WASH Output 3.4: Hygiene-related goods (NFIs) which meet Sphere standards and training on how to use those goods is provided to the target population	# of households provided with a set of essential hygiene items # of households trained in the use of distributed items																
		Activities planned Week	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
AP030	Distribute 3000 hygiene kits, sufficient for 1 month to 18,000 people.		x	x	x	x	x	x	x	x								
AP030	Train population of targeted communities in use of distributed hygiene kits.		x	x	x	x	x	x	x	x								
AP030	Determine whether additional distributions are required and whether changes should be made.								x	x	x							
AP030	Monitor use of hygiene kits and water treatment products and user's satisfaction through household surveys and household water quality tests.												x	x	x			



Protection, Gender and Inclusion⁴

People targeted

Male: 9,000

Female: 9,000

Requirements: 4, 500 CHF

Needs analysis: Following the devastation of people losing homes and their place of identity there is a need to ensure that all interventions are done to promote dignity, access participation and safety of the beneficiaries. Ongoing approach to consult the most vulnerable on what appropriate help they need is crucial throughout the operation.

Population to be assisted: Children, pregnant women, elderly people, and people who are ill or immune-compromised, are particularly vulnerable when a disaster strikes, and take a relatively high share of the disease burden associated with emergencies. With the impact of Cyclone Gita, these vulnerable groups in the worst affected areas will be highly prioritized and included in the interventions to ensure that the actions of TRCS is as inclusive and mainstreamed, using the Minimum Standard commitments for Gender and Diversity as well as IASC standards.

P&B Output Code	Inclusion and Protection Outcome 1: Communities identify the needs of the most vulnerable and particularly disadvantaged and marginalised groups, as a result of inequality, discrimination and other non-respect of their human rights and address their distinct needs	<i>DREFs operation demonstrate evidence of addressing the specific needs to ensure equitable access to disaster response</i>
	Inclusion and Protection Output 1.1: NS programmes improve equitable access to basic services, considering different needs based on gender and other diversity factors.	

⁴ This area of focus is a merge of what previously was Social Inclusion and Culture of Non-violence and peace. It is under development, so for now it represents the physical merge of three existing relevant outputs.

Strategies for Implementation

P&B Output Code	Outcome S2.1: Effective and coordinated international disaster response is ensured	<i># of coordination internal and external coordination meetings attended</i>															
	Output S2.1.1: Effective response preparedness and NS surge capacity mechanism is maintained	<i># of surge capacity roster members deployed</i>															
	Activities planned Week	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
AP046	Initial operational and coordination start up support implemented by IFRC in support to TRCS' response to Cyclone Gita	x	x														
AP046	Deployment of RDRT Finance for duration of the operation			x	x	x	x	x	x	x	x	x	x				
AP046	Deployment of Operations management surge support for duration of DREF	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x
P&B Output Code	Output S2.1.4: Supply chain and fleet services meet recognized quality and accountability standard	<i>% of international procurement respecting the IFRC procurement procedures</i>															
		Activities planned Week	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
AP050	Operational Logistics, Procurement & Supply Chain Management Department is providing constant support to TRCS for the procurement of relief goods to replenish in this plan of action. (International procurement for emergency shelter and essential household items, jerry cans and hygiene kits to be replenished)	x	x	x	x	x	x	x	x	x	x	x	x				
P&B Output Code	Output S2.1.6: Coordinating role of the IFRC within the international humanitarian system is enhanced	<i># of coordination meetings with other stakeholders</i>															
		Activities planned Week	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
AP049	The IFRC is coordinating with members of Pacific Humanitarian Team at a regional level and the other humanitarian actors on the ground on a regular basis.	x	x	x	x	x	x	x	x	x	x	x					
P&B Output Code	Outcome S3.1: The IFRC secretariat, together with National Societies uses their unique position to influence decisions at local, national and international levels that affect the most vulnerable.	<i># of communications materials produced (social media, media articles, interviews, etc.)</i>															
	Output S3.1.1: IFRC and NS are visible, trusted and effective advocates on humanitarian issues	<i># of communications materials produced (social media, media articles, interviews, etc.)</i>															

	Activities planned Week	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
AP053	Communications support from IFRC CCST is provided to TRCS	x	x	x	x	x	x	x	x								
AP053	Communication support is providing to TRCS Communications officer to strengthen visibility of the response and develop a communication plan			x													
P&B Output Code	Output S3.1.2: IFRC produces high-quality research and evaluation that informs advocacy, resource mobilization and programming.																
	Activities planned Week	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
AP055	Assessment of needs, capacities and gaps as part of a multi sectorial assessment	x	x														
AP055	Identification of community participation modalities in program design and implementation	x	x														
AP055	Post distribution monitoring visits to affected communities						x	x									
AP055	Lessons learned workshop for DREF operation								x				x				

Budget

DREF OPERATION

MDRTO001

Tropical Cyclone Gita

15.02.2017

Budget Group	DREF grant budget
Shelter - Relief	65,000
Clothing & Textiles	31,450
Water, Sanitation & Hygiene	22,500
Utensils & Tools	41,400
Total RELIEF ITEMS, CONSTRUCTION AND SUPPLIES	160,350
Storage, Warehousing	24,700
Logistics Services	10,000
Total LOGISTICS, TRANSPORT AND STORAGE	34,700
National Society Staff	1,800
Volunteers	20,370
Total PERSONNEL	22,170
Workshops & Training	11,200
Total WORKSHOP & TRAINING	11,200
Travel	46,000
Information & Public Relations	4,000
Total GENERAL EXPENDITURES	50,000
Programme and Supplementary Services Recovery	18,097
Total INDIRECT COSTS	18,097
TOTAL BUDGET	296,517

Reference documents



Click here for:

- [DREF Budget](#)
- [Map of affected area](#)
- [Return to title page](#)

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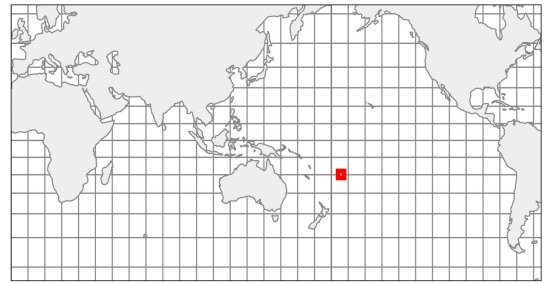
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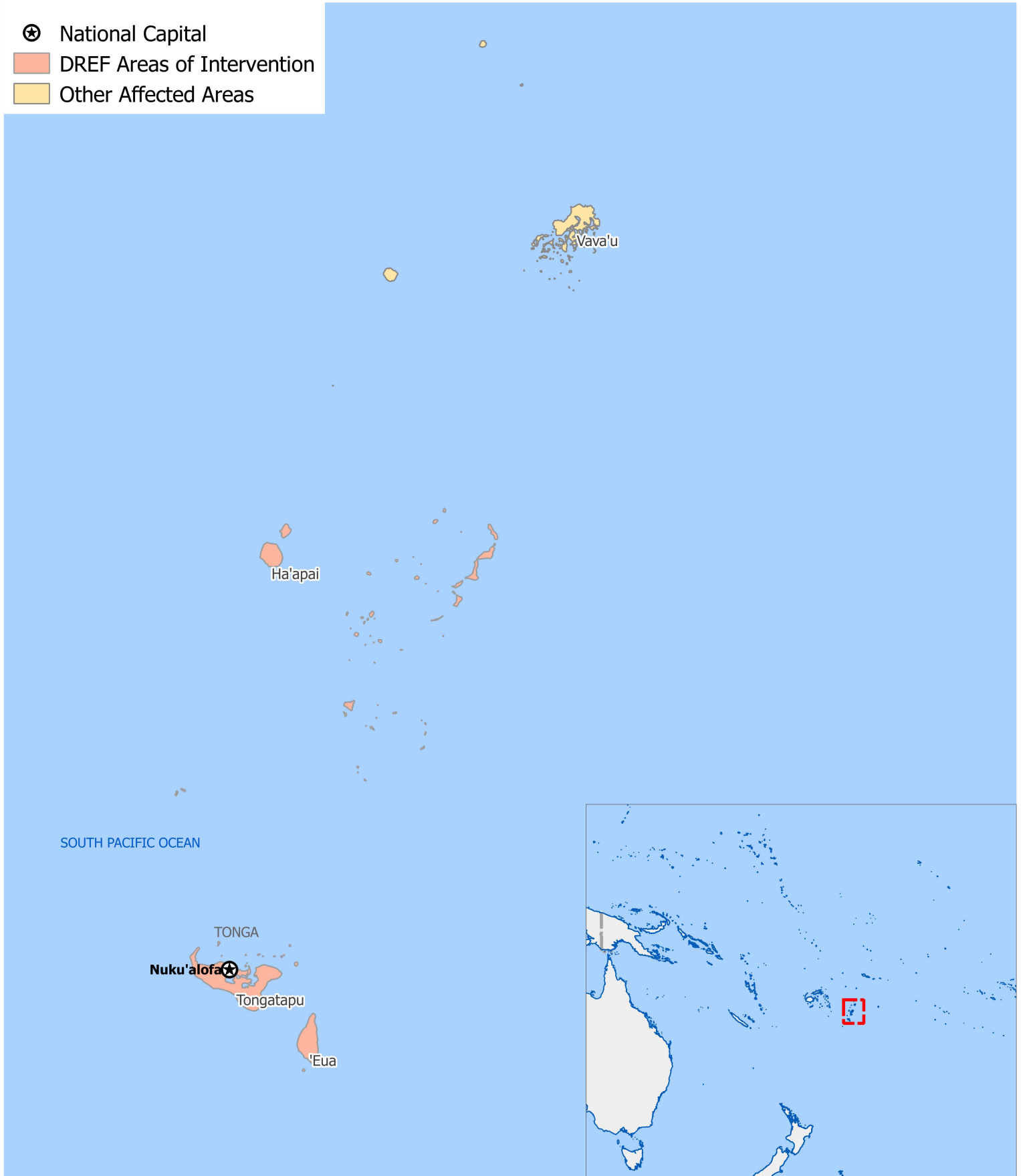
International Federation of Red Cross and Red Crescent Societies
Fédération internationale des Sociétés de la Croix-Rouge et du Croissant-Rouge
Federación Internacional de Sociedades de la Cruz Roja y de la Media Luna Roja
الاتحاد الدولي لجمعيات الصليب الأحمر والهلال الأحمر



Tonga, Tropical Cyclone Gita: DREF Operation

14 February 2018

- ⊗ National Capital
- Orange DREF Areas of Intervention
- Yellow Other Affected Areas



The maps used do not imply the expression of any opinion on the part of the International Federation of the Red Cross and Red Crescent Societies or National Societies concerning the legal status of a territory or of its authorities. Map data sources: OCHA, WFP, ICRC, IFRC. DREF = Disaster Relief Emergency Fund

0 20 40 60 80 100 km

