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Emergency Plan of Action Final Report

Vanuatu: Tropical Cyclone Donna

 International Federation
of Red Cross and Red Crescent Societies

DREF n° MDRVU004	Glide number: TC-2017-000045-VUT
Date of Issue: 28 February 2018	Date of disaster: 3 May 2017
Operation start date: 3 May 2017	Operation end date: 31 October 2017
Host National Society: Vanuatu	Operation budget: CHF 88,060
Number of people affected: 2,564	Number of people assisted: 2,564
National Societies involved in the operation: Vanuatu Red Cross Society works with the following RCRC partners: Australian Red Cross; French Red Cross; International Federation of Red Cross and Red Crescent Societies (IFRC) Country Cluster Support Team – Pacific, IFRC as co-lead of the Vanuatu Shelter Cluster; and the New Zealand Red Cross	
Other partner organizations actively involved in the operation: The Government of the Republic of Vanuatu through the Vanuatu National Disaster Management Office (NDMO) and Clusters, Joint Police Operations Centre (JPOC), Vanuatu Police Force, Vanuatu Mobile Force, Provincial Governments through their respective Provincial Disaster Committees (PDC), and UNICEF in partnership with the WASH Cluster	

A. SITUATION ANALYSIS

Description of the disaster

On 2 May 2017, the Fiji Meteorological Service provided an early alert for a tropical disturbance (TD21F) forming to the north of Vanuatu. Over the ensuing 24 hours TD21F continued to strengthen and by midnight on 3 May 2017 had developed into Tropical Cyclone (TC) Donna, a category 1 system. Moving in a westerly direction, TC Donna passed north of the Vanuatu group as a category 3 cyclone within 50-100km of the Torres Islands in the Torba province. The system continued west before turning south and passing to the west of Sanma, Malampa and Shefa provinces. TC Donna was later classified as a category 5 cyclone by the Vanuatu Meteorology and Geohazards Department as it tracked southwards towards New Caledonia sustaining wind speeds of over 215km/hr. TC Donna continued towards New Caledonia and was downgraded to a Tropical Low on 11 May 2017.

Summary of response

Overview of Host National Society

Vanuatu Red Cross Society (VRCS) works through one headquarters office in Port Vila and six branches covering all administrative provinces of Vanuatu. It has 34 staff based in the national office and 9 staff in the provinces in addition to approximately 508 volunteers throughout the country. Following its experience of Tropical Cyclone Pam (TC Pam) in 2014, VRCS made significant investment in developing its capacity and experience in disaster response. Almost 100 volunteers received emergency response training and stocks of emergency relief supplies were pre-positioned in six depots/warehouses throughout the country. In its recovery operation following TC Pam, VRCS focused on building the resilience of local communities to be better prepared to face future disasters. This included establishing and training Community Disaster Climate Change Committees (CDCCC) and volunteers.

VRCS was well prepared for TC Donna. The Emergency Operations Centre (EOC) was activated on 3 May 2017 and a DMIS entry posted on 4 May 2017. Upon confirmation of the development of TC Donna, staff and volunteers in national headquarters and branches were placed on high alert to prepare for the storm and support the evacuation of vulnerable communities as required. A total 300 volunteers were on standby to respond to TC Donna many of whom are trained Emergency Response Team (ERT) members.

The VRCS EOC was scaled down in late May however, the VRCS disaster management (DM) team including logistics continued to liaise and coordinate with the NDMO, provincial governments, and VRCS branches on all aspects of the response.

In early July, VRCS held a lessons learned workshop in Santo for participants from Banks, Malekula, Santo and Torres. This was attended by 20 participants comprised of VRCS staff and volunteers, an IFRC staff member, CDCCC representatives, and the Area Council Secretary (ACS) from Santo.

As of the end of July, all activities associated with the emergency response have been completed. In November to December VRCS also completed post-distribution monitoring visits, beneficiary satisfaction surveys, and the arrival and dispatch of replenishment stock to the VRCS branches in the Banks Islands, Malekula and Santo. The timing of these activities was slightly delayed due to the Volcano in Ambae where the VRCS team prioritized as the government resources were reallocated towards the Ambae response.

Overview of Red Cross Red Crescent Movement in country

VRCS works with IFRC and the International Committee of the Red Cross (ICRC) through their regional structures, as well as with VRCS' in-country partners, Australian Red Cross (ARC) and French Red Cross (FRC) with whom VRCS have a long-term engagement.

Overview of non-RCRC actors in country

National level

At a national level the focus of the response was on the Torres Islands where the greatest impact of TC Donna was felt. The NDMO coordinated the response and initially activated the National EOC on a 24/7 basis. This was scaled back to normal working hours in June and deactivated in July. The coordination consisted of all key humanitarian actors including the Joint Police Operation Centre where required. The Vanuatu Police Force and Vanuatu Mobile Force were also on standby to support the operation.

All Vanuatu humanitarian coordination groups ('clusters') were activated, and individually met for initial preparedness briefings (logistics, telecommunications, food security, health, education, shelter, and WASH). At a national level, the shelter cluster met several times during the response and prepared a response strategy. The shelter cluster also participated in the two inter-cluster assessments. IFRC support to the shelter cluster continues.

An NDMO-led detailed sector assessment was undertaken in late May 2017 the results of which are expected to be used by the NDMO to draft an early recovery plan.

Provincial level

At a provincial level, coordination meetings were held as part of early warning preparations for TC Donna and an EOC activated in each province to monitor the situation on a 24/7 basis. The Vanuatu Mobile Force was also mobilised to assist with evacuating households in low lying areas and in areas where housing infrastructure is weak. The PDCs were activated by their respective provincial governments during this time and undertook initial rapid assessments following the passing of TC Donna.

Provincial EOCs in Torba, Sanma and Malampa provinces were activated in coordination with the National EOC and coordinated distributions in partnership with VRCS, the relevant ACS, CDCCCs, and other agencies involved in the provincial working groups. Logistics for the distributions were provided by the PDC and the relief items by VRCS and the working groups. The provincial EOCs were deactivated following the completion of all emergency response activities in July.

Needs analysis and scenario planning

An initial assessment report completed by the VRCS health officer (deployed to coordinate the assessment and distribution), VRCS WASH officer, VRCS hygiene promotion officer, and ACS for the Torres Islands, with the assistance of the CDCCCs identified 177 affected households requiring assistance in the Torres Islands. This figure was rounded to 200 households based on the advice of the ACS and VRCS' experience in the area.

Due to the spread of communities affected by TC Donna, information on the number of affected households in the Banks Islands, Santo and Malekula only became available in late May as teams returned from remote and difficult to access locations in the field. Assessments undertaken by PDCs and VRCS volunteers in the Banks Islands, Malekula and Santo identified a further 255 affected households requiring assistance through the distribution of selected shelter NFIs and 138 affected households requiring assistance through the distribution of selected WASH NFIs.

Risk Analysis

The primary risk to the operation has been the remote location of the affected communities and potential for adverse weather conditions to affect the:

- ability of the assessment teams to reach all locations;
- Timely distribution of NFIs to the affected households and communities.

VRCS has mitigated these risks by:

- Working through pre-established disaster committees that VRCS has been training for over 10 years;
- Maintaining close coordination with local authorities;
- Using the VRCS volunteer network.

B. OPERATIONAL STRATEGY

Overall Strategy

The DREF operation aims to address the needs of 2,564 (*revised*)¹ people through the mobilization of relief items and surge support from the VRCS headquarters and branches. It seeks to assist communities in addressing their immediate needs and preparing for the transition into a recovery phase in close coordination with public authorities, other stakeholders and partners; and with technical and funding support from the IFRC.

Strategy

In the early stages of the response and preparation of the EPoA, initial needs assessment data was only available for the Torres Islands where the greatest impact of TC Donna was felt and which was the focus of the national level response.

Once complete, initial needs assessments undertaken by PDCs in the Banks Islands, Malekula and Santo also revealed WASH and shelter needs in areas similarly affected by TC Donna (refer Detailed Operational Plan).

Following requests received from the respective provincial governments, VRCS extended the scope of the operation to include the distribution of selected shelter and WASH NFIs to the affected households of the Banks Islands, Malekula and Santo.

To achieve this objective VRCS:

1. Assisted the most affected population of the Banks Islands, Malekula, Santo and the Torres Islands with:
 - The distribution of selected shelter relief items NFIs;
 - The distribution of selected WASH NFIs (Torres Islands and Santo only);
 - Hygiene promotion (Torres Islands only);
 - The provision of clean, safe water (in VRCS' role as part of the WASH cluster).
2. Will replenish NFIs that were distributed during the response to prepare VRCS for any future disaster response.

All response activities have been closely coordinated and implemented with the relevant stakeholders and authorities including the NDMO, provincial governments, CDCCCs, PDCs, ACS, local authorities, and communities.

Gender, protection and inclusion (GPI) principles have been incorporated into the response through encouraging the involvement of women volunteers and ensuring vulnerable groups affected by TC Donna were also reached during the response. In the Torres Islands, the VRCS gender and protection officer and an expert from the gender and protection cluster formed part of the assessment team

Operational support services

Human resources

The initial Assessment (GOV Standard) was carried out 24 to 48 hours after TC Donna Made land fall in the Country by the community Disaster and climate change committee (CDCCC) and was submitted to the Area Council secretary, the Area council secretary later captured this information and communicate it through to the NDMO and other Clusters via HF Radio in the Toress island and by Mobile phone in Malekula and Santo.

¹ Original plan was 1,006 people

Later expertise from the Government of the Republic of Vanuatu, The Vanuatu Red Cross Staffs (VRCS) and various cluster were mobilized to provide support and expertise during the Initial Reponses mission to the TORRES Islands, South West of Santo and Malekula in the later dates The First Team comprised of

1 NDMO coordination officer, 2 VRCS staff (WASH and assessment), 1 agricultural expert from the food security cluster, 1 WASH expert from the Ministry of Land & Natural Resources, and 1 expert from the gender and protection cluster.

Also assisting the implementation of the EPoA were:

- 30 volunteers in the Torres Island group (many of whom are also CDCCC members);
- 10 volunteers in the Banks Island group;
- 15 ERT trained volunteers in Malekula;
- 15 ERT trained volunteers in Santo.

In addition:

- The IFRC CCST Pacific communications manager was deployed for a one-week period during TC Donna to assist with coordination;
- Support with the planning and implementation of WASH initiatives has been provided by the French Red Cross;
- The IFRC CCST Pacific Shelter officer was deployed to Vanuatu from 14-18 May 2017 to support shelter cluster lead Public Works Department and partners including VRCS with the coordination of the shelter cluster;
- The IFRC CCST Pacific information management support was deployed in late May/early June and has been made available in August to assist with operations updates and revisions to the EPoA.

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.

Many of the affected community locations in the Banks, Torres, Malekula and Santo islands were difficult to access due to the irregular sea-shipping services, limited road infrastructure and limited air services to small airstrips. Due to these challenges, VRCS has a strategy to pre-position NFI's in strategic locations throughout the country including in a newly built warehouses in Port Vila Santo (that was opened under the TC Pam operation); in Malekula; and a small number in Sola (Banks Islands). VRCS worked closely with the National Vanuatu Logistics Cluster and NDMO to address logistics challenges relating to this response and in the case of the Torres Islands, the Vanuatu Government provided shipping for the NFIs aboard chartered cargo ships from Santo and Port Vila.

VRCS has a small logistics team and logistics volunteers – who were trained during the TC Pam operation by the IFRC logistics delegate – and provided administrative and logistics support to the operation. Furthermore, the IFRC warehouse management software Logic was implemented during the TC Pam operation and is currently in use for supply chain management within the VRCS logistics system. VRCS' preference has been to replace distributed NFIs from IFRC through the Asia-Pacific regional logistics unit (RLU). The items, except for sleeping mats which VRCS were able to procure locally, were dispatched from Kuala Lumpur in July and arrived in Port Vila during August before being dispatched to respective storage locations throughout Vanuatu. VRCS logisticians in Port Vila have been able to oversee all local freighting and customs clearances for international replenishment, and the local procurement of goods and services in line with IFRC procurement procedures and processes.

The IFRC logistics delegate based in the CCST Pacific office in Suva provided assistance to guide VRCS in respect of the arrival of the replenishment items and arrangements for their dispatch and distribution to the northern VRCS branches, supported by the Asia-Pacific RLU in KL.

Information technologies (IT)

During TC Donna, access to the most affected areas was disrupted and communication by HF radio was the only means of receiving rapid assessment reports from the affected island groups. Phone calls to and from the IFRC office in Suva were also required for support.

Communications

To provide in-country support to VRCS, the IFRC CCST Pacific communications manager based in Suva was deployed for a one-week period to work with the VRCS communications team and assist the coordination of media and communications. The IFRC communications manager and the communications officer at VRCS got extensive local and international media coverage of the role of VRCS in the preparedness and response to TC Donna. They also provided communication materials to IFRC and partner NS.

Security

There have been no security issues identified in respect of this response.

Planning, monitoring, evaluation, & reporting (PMER)

The respective divisions of the VRCS headquarters in Port Vila including disaster risk management, WASH, finance and management, have guided and monitored the EPoA. Support for communications and coordination has also continued to be provided by the IFRC CCST Pacific office as needed.

A lesson learned workshop was held in Santo for VRCS staff and volunteers, CDCCC representatives and the ACS from Santo in July. Post distribution monitoring visits to the affected communities and interviews with beneficiaries, volunteers and others involved in the response will be conducted in August².

Reporting is carried out in accordance with IFRC minimum standards.

Administration and Finance

VRCS headquarters has a finance team supporting the disaster coordinator with all activities necessary to ensure the proper use of resource. The disaster coordinator is responsible for any expenditure or purchase that takes place during the operation, and resources will be utilized in accordance with standard VRCS and DREF guidelines and procedures. A finance officer from the IFRC CCST Pacific has also been made available in August to assist with monitoring and resolving any financial issues.

C. DETAILED OPERATIONAL PLAN

Early warning & emergency response preparedness

A complete and effective people-centred early warning system to prepare VRCS Branches and volunteers was activated on 3 May 2017. VRCS utilized weather information from the Vanuatu Meteorology and Geohazards Division of the Government of the Republic of Vanuatu and Fiji Meteorology Service to inform the mobilization of the headquarters EOC. Due to power outage in Port Vila, additional costs were incurred to operate the EOC and mobile communications with a standby power supply.

Proposed activities were:

1. The translation of updates for Branches (roster) standby team to translate and disseminate warning information).
2. Disseminating warnings through social media including the VRCS Facebook page, website and Twitter.
3. The use of mobile phones to maintain communication between VRCS Headquarters and Branches.

Achievements

- VRCS has been recognised by the government as the first respondent to the disaster
- IFRC and PNS have provided assistance to VRCS
- VRCS has strengthened partnerships with NDMO, responding partners, provincial government and communities
- 90% of the NFI's distributed were from the VRCS warehouse
- Government Logistics have developed an understanding of the VRCS logistic system
- Government met the costs of the logistics of the disaster operation.
- PERT and CERT formed the front line of the disaster operation, representing a localised response.
- Community disaster committees created by VRCS led the operation at community level.
- VRCS Volunteers have built and strengthened their disaster response skills and knowledge
- VRCS HF radios contributed to the whole disaster operation communication from beginning to the end.
- VRCS has effectively used social media to provide updates on the weather and disaster response for general viewers and followers of the [VRCS Facebook page](#). The [VRCS website](#) has also been used to update the public on actions taken by VRCS teams and disseminate important preparedness messages. Other communications activities include:
 - Briefing to media, interviewed 'live' by Radio Vanuatu to provide an update on VRCS' response to TC Donna in the Torres Islands, Sanma and Malekula.
 - A narrative overview of the response has been prepared by the VRCS disaster coordinator and for inclusion in the VRCS Annual Report and sharing with Movement partners.

² Any further information gathered during the post-distribution monitoring visits and from the beneficiary satisfaction surveys will be added as an appendix to the lessons learned workshop report

- NDMO, responding partners and stakeholders have used the VRCS HF radios to communicate all relevant information and messages at the beginning of the situation until the end of the response operation.


Challenges

- Distance, Time and Cost of accessing the affected areas
- Remoteness of the locations
- Changes of weather conditions
- Limited and no communication coverage at operation sites caused delay in sharing of validated information and data.
- Operation Logistics coordination by the NDMO and the Provincial government. E.G. Changing 2 to 3 times a day. No proper logistic system in place.

Lessons Learned

- The provision of good communication and early warning & early action between the branch and HQ during the initial stages of the situation and disaster response.
- CDCCCs in the affected areas taking ownership of the response operation in the communities. Information made available by the CDCCCS in place in all the affected communities may not be available on a timely manner but allowing the process to also coach the communities on rolling out their respective response plans also has value and community engagement
- Community were trained through DRR were resilient to the impact of TC Donna. (Communities mobilization and engagement through evacuation and assessment was noticeable during the early stages of the response and community self-recovery was encouraged)
- Due to effective evacuation awareness for the community the evacuation process saved lives in the communities with no to minimal proper evacuation center infrastructures.
- The need to have information flow understood by all response agencies is crucial to be done through the Area Council Secretary to avoid duplication and misinformation.
- Sharing of update report from CDCCC and Area council amongst key response EOC allowed for timely analysis at the Provincial EOC and eventually reports were filtered through the national EOC for good coordination between NDMO and VRCS and other response agencies.
- VRCS has been recognized by the government and the VHT and Cluster members as always the first respondent in disasters.

Quality programming / Areas common to all sectors

 <p>Quality Programming/ Areas common to all sectors People reached: 2564 Male:1154 Female:1411</p>		
Indicators:	Target	Actual
Assessment reports which show beneficiaries are consulted (assessment reports, plan of action)	2564	2564
Comprehensive Monitoring and assessments of the Plan of Action is Conducted	2564	2564
Narrative description of achievements		
Torres Islands		
<ul style="list-style-type: none"> • Initial needs assessments were undertaken in the Torres Islands over 12-14 May by an NDMO led multi stakeholder rapid assessment and WASH intervention team consisting of eight representatives from the NDMO, Vanuatu Police Force, VRCS, gender and protection cluster, food security cluster, shelter cluster and WASH cluster. The assessments identified a total of 177 households requiring assistance. However, based on VRCS knowledge and experience in the area and the difficulty in determining the exact number of households in remote locations it was determined, in consultation with the shelter cluster, to round this number to 200 households. An NDMO led Detailed Sector Assessment (DSA) was also conducted over 26-28 May. • The results of this assessment were not available at the time of writing. Banks Islands, Malekula and Santo, while the national level focus has been on the Torres Islands, the NDMO has provided some funding for the Provincial Governments of the other affected islands to conduct needs assessments. However, due to the remote location of most of the affected communities and the national level focus on the Torres Islands, there has been some delay in receiving data from the field to confirm the number of affected households and needs. 		

Santo Island

- In Santo, assessment teams were divided per the Area Councils of Sanma. Initial needs assessments began on 11 May 2017 and were completed on 30 May 2017. Seven VRCS volunteers from the VRCS branch in Santo have participated in the assessments.

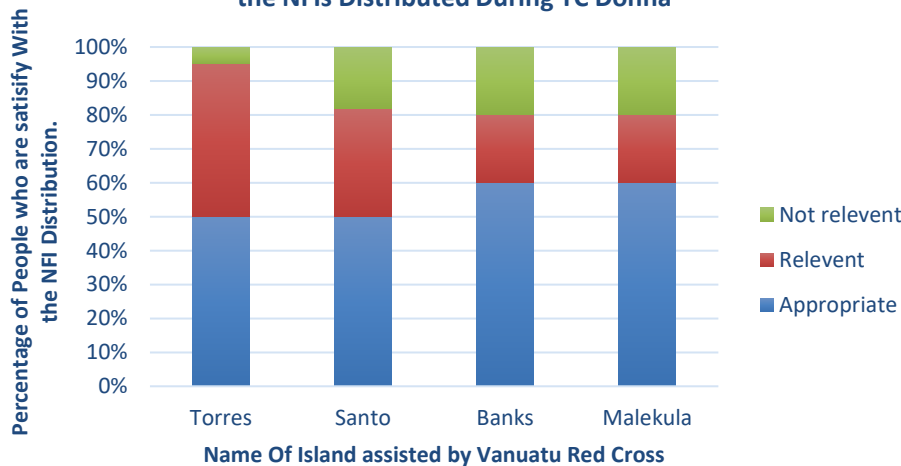
Banks Islands

- In the Banks Islands, initial needs assessments were undertaken by the PDC and provincial working group over 11-17 May 2017. Eight VRCS volunteers from the VRCS branch in Sola and several PDC members have participated in the assessments.

Malekula Islands

- In Malekula, initial needs assessments were undertaken by the PDC and provincial working group over 13-15 May 2017. Four VRCS volunteers from the VRCS branch in Malekula have participated in the assessments.
- As of 31 May 2017, needs in the Banks Islands, Malekula and Santo have now been confirmed and the EPOA revised to reflect further NFI distributions required to assist the affected communities on these islands.
- Post-distribution monitoring visits and beneficiary satisfaction surveys and lessons learned workshop was completed in coordination with the Area Council Secretary (ACS) in each province and Volunteers representatives in each Branch, due to the remote location of most the affected communities, monitoring visits and beneficiary satisfaction surveys was completed in the most populous affected area of each province.\
- A lesson learned workshop was held in Santo for VRCS staff, ERT volunteers, and the ACS or a representative of the Provincial Disaster Committee, from each of the affected provinces at the completion of the operation. Bringing together key people who have been involved in the response will be important for sharing and learning from each other's experiences and challenges, increasing coordination, information sharing and peer support amongst the northern VRCS branches, and agreeing ways to improve future disaster responses and interventions.
- These support efforts have been coordinated by the IFRC CCST office in Suva in close collaboration and communication with VRCS. Six Australian Red Cross (ARC) delegates and one New Zealand Red Cross (NZRC) delegate were also in-country during TC Donna and provided support with early interventions, shelter cluster coordination and activation.

Chart Showing the percentage of people who are satisfied with the NFIs Distributed During TC Donna



- Figure 1. Shows the Percentage of people who have received the NFI Items and commented that the NFI Items are Appropriate, Relevent and Not Relevent to their Expected Needs.

- 50%-60% of the affected population, were very satisfied with the distribution and told the VRCS monitoring team that the NFIs have met their needs and have helped them a lot to build back their homes and help them to return to their normal lives after the Cyclone.

- Elderly residents shed tears of happiness as they told the

monitoring team that Red Cross have answered their needs and provided them with a lot of things that they would never have which enabled them to build back their lives.

- 20%-45% of the affected population have confirmed that the NFIs distributed was relevent as they had received shelter tool kit, 1 tubulins/HH, hygiene kit, kitchen sets, mosquito nets, jerry cans with water and awareness on Health, Gender and Violence. However, there were some slight need of Improvement needed as most of the beneficiaries commented that:
 - The knives are too heavy and not sharp so most people especially mothers suggest changing the knife with some other knives.
 - The Tubulins are too short (4m x 6m) and have no holes to tie the ropes to
 - The shovel should be replaced with yam spades as it has multipurpose for building local house and also for gardening as most people living in the Island depend on gardening as a main source of income.
 - If the saw can be exchanged with a Bush man saw due to the fact that most the materials that are used for local buildings are local strong woods and not timbers.

- Request to include 5inch nails to the shelter tool kit and also cyclone straps
- However, a few people (5%-20%) of the affected population commented that the NFIs and the support were delayed, since most people have already rebuilt or come back to their normal life before the NFIs reached them.

Challenges

National Level

Poor communication reception this was mainly due to unfavourable weather conditions and additionally the satellite phones were not working.

- Rapid Assessment team didn't have enough time on field (20min) for assessment due to high dependency on NDMO, who were providing the transportation and instructions on the ground. Therefore, there were unclear statistics for household and population during distribution.
- Delayed of shipment and distribution was done directly to the affected areas rather than going to Loh Island before distribution as planned

Provincial Level

The main challenges here, the whole operations were funded and coordinated by the NDMO as the provincial governments lack some of the response capabilities and required additional resources and human resources. Break down of communication at national, provincial and communities was identified as challenges as well.

The affected areas were very remote and vulnerable. Some villages do not have CDCCC and information reaching the last person is a challenged.

Lessons Learned

National Level

- It is identified through the Lesson Learn Workshop that Capacity building at National HQ, Provincial Branch and Community level In -Assessment training, EOC management, Safe House management, and Shelter training is very important, and should be taken into consideration during the Preparedness Phase before any disaster Sticks.
- Secondly, since volunteers are the core implementers in any VRCS action, it is very important to have proper recruitment procedures in place and also recognition of their service to keep them motivated to continue their support to the Vanuatu Red Cross to alleviate Human Suffering without a desire of Gain.
- Thirdly, it is clear that there is a need for more awareness to the Vanuatu Government to clarify the VRCS Role as an Auxiliary to the Government.
- Furthermore, more disaster preparedness activities to communities are needed in the whole country to make sure that people are resilient to disaster and thus minimize the risks of any hazards.

Provincial Level

- Small fund Raisings that was in place by to maintain safe centers and Emergency Kits used by the CDCCC to manage safe Houses.
- Provinces to have Emergency Funding in place for future operations and support is requested to assist the setting up of a capital for the emergency Fund
- Safety and security Equipment to be made available in all Branches so it will make it safer for officers and Volunteer to be deployed to field and also upskilled the ERT Trainings to also include Provincial Governments especially the provincial Disaster Committee e.g. life jackets, satellite phones, life insurance, First Aid Kit, and a standard Emergency Kit in place for all branches.
- Upskilling ERT to PERT and also include Provincial disaster committee (Information management and analysis included, Shelter training and shelter in emergency training included, safety and security workshop also included)
- Also upon these training, each VRCS branch and Provincial Committee provided with Safety equipment, standard Emergency tool Kit

Some Best Practices summarised in the approach used were;

- Community Response Plan and family disaster plan in place making it easier to evacuate people to respectful safe House that was identifies
- Early warning systems help people prepare before cyclone hit the island especially in Santo and Malekula
- Setting up of CDCCC makes it easier to communicate with Red Cross and NDMO or Area council secretary and provincial committee.
- ERT and DRR training (all Eight steps) to Volunteers and CDCCC is very helpful
- Hazard awareness was very helpful
- Red Cross Visibility and Red Cross awareness reduce Political interference
- Mobilization of Active volunteer
- Good partnership with NDMO

- Bottom up approach was a very effective way
- Top down approach only for Early warning system and early preparedness is effective
- Community Profile and updated conduct list in place is a very good practice
- Ware house in place and preposition stock in place before disaster is a rely good practice as it gives the capacities to VRCS to respond in a timely and effective manner
- HF Radio in Torres is a really good practice
- VRCS EOC Operation Procedures in place and Sanma Provincial Disaster Plan
- CDCCC Community Response plan and Family disaster plan

Water, sanitation, and hygiene promotion

Needs analysis:

The report of the NDMO-led multi stakeholder rapid assessment and WASH intervention team deployed to the Torres Islands over 12-14 May confirmed substantial damage to water supplies in the Torba province and that WASH and health assistance was a priority. Portable water was found to be lacking and most water in storage contaminated. Underground water was also found to be contaminated and many communities along the coastline reported that hand pumped water and the water from ground wells tasted salty.

During TC Donna, a gravity-fed system on Hui Island was destroyed and people left reliant on water from the tank and an underground well which were contaminated. Torres Island sanitation facilities were also destroyed posing a high risk of water-borne and vector-borne diseases.

Population to be assisted:


Torres Islands

VRCS targeted 200 HH for:

- access to safe drinking water and WASH NFIs;
- hygiene promotion;
- the purification of water (community water tanks) on Hui island; and the
- distribution of clean water during the initial response; this comprised sending 100 x 20L jerry cans filled with water by boat from Port Vila to the Torres Islands.

Malekula and Santo

In accordance with needs identified by the PDCs, VRCS targeted a total of 138 households for the distribution of selected WASH NFIs (hygiene kits and 20L jerry cans).

 Water, sanitation and hygiene People reached: 2565 Male: 1154 Female: 1411		
Indicators:	Target	Actual
2565 people reached by hygiene promotion activities both in Torres, Banks, Santo and Malekula.	2,565	2,610
100% of Affected population have access to safe drinking water and uses sustainable water supply (household survey and inspections).	100%	>100%
200HH provided with a set of essential hygiene kits (IFRC Standard)	200HH	200HH
National level At a national level, outside of the Torres Islands, the VRCS branch in Tanna mobilised volunteers during TC Donna for a preparatory briefing on how to conduct a first community disaster assessment and complete the associated form; and on Efate, a VRCS team worked with local authorities to clean the rainwater tanks at six evacuation centres (including three in Port Vila), adding chlorine to the water to make it safe to drink.		

Torres Islands

Coincident with initial needs assessments undertaken over 12-14 May 2017 by the NDMO-led multi stakeholder rapid assessment and WASH intervention team; VRCS team members travelling to the Torres Islands distributed 200 x 10L water containers to 200 HH (2 per household) and 395 locally procured hand washing and bathing soap³ to approximately 200 HH (2 per household) in the affected communities. Hygiene promotion materials were also taken to promote hygiene awareness during the distributions. This consisted of 40 posters printed in Bislama with key messaging relating to hand washing, boiling water and the use of tippy taps. The posters were used to educate 12 communities (approximately 1,320 people) across the Torres group and afterwards provided for display in public areas such as the local meeting house, churches or classrooms. The Torres Islands CDCCC, comprising 10 members who are also VRCS volunteers, was part of the distribution team on each island and was trained to carry out these hygiene promotion activities in advance of their departure to the field by two VRCS staff on the ground.

During this time, VRCS volunteers, in partnership with the Vanuatu government Water Resource Department, distributed 2,250 water purification tablets on the island of Hui where a gravity-fed water system had been destroyed and water from the tank and an underground well were contaminated. These were distributed to 50 HH (278 people) along with a briefing and demonstration on how to use them. The tablets were intended to last for one week while the community awaited further purification tablets from UNICEF. Outside of Hui, water purification tablets were distributed by the WASH cluster. Water source testing was also completed by the WASH cluster during this time with the support of one VRCS staff member. The testing indicated water source contamination throughout the Torres group. The Government of Vanuatu is leading the repair of the damaged water tanks with the assistance of the WASH Cluster.

On 30 May 2017, the second and final shipment of NFIs for the Torres Islands was dispatched from Port Vila. These NFIs were distributed to the affected households of the Torres Islands in June 2017.

The following provides a summary of WASH NFIs dispatched to the Torres Islands by NDMO chartered boat from Port Vila and Santo respectively:

Item	Santo 16/05/2017	Port Vila 16/05/2017	Port Vila 24/05/2017	Port Vila 30/05/2017	Total dispatched
Hygiene kits ⁴	2	175	0	23	200
Jerry cans (10L)	200	0	0	0	200
Jerry cans (20L)	0	100	0	100	200

Note:

1. *The original EPoA indicated a requirement for 2 x 20L jerry cans per household however, this should have been 1 x 20L jerry can per household.*
2. *As VRCS found that the demand for 20L jerry cans was much greater than for 10L, an additional 100 x 20L jerry cans were dispatched in place of the 200 x 10L jerry cans initially requested under the DREF. There were no further requirements for the distribution of jerry cans in the Torres Islands.*

Malekula and Santo

Given the remote location and challenges in reaching the affected communities of Malekula and Santo, distributions took place concurrently with needs assessments where possible.

In Santo, while some distributions took place coincident with the initial needs assessment, logistical challenges associated with securing the appropriate transport and funding through the PDC meant that the response could not be completed until July. Seven VRCS volunteers from the VRCS branch in Santo were involved in the distributions.

In Malekula, distributions were unable to commence until June. Widespread damage to infrastructure made transportation difficult in addition to a lack of available safety equipment such as life-jackets, and engine problems at sea with a dinghy used to transport the NFIs. Four VRCS volunteers were involved in the distributions which were completed in July.

The following table details the WASH NFIs identified for distribution to the affected households of Malekula and Santo, in which one household was given a 20L jerry can per HH:

³ Additional soap had to be purchased as the current soap in the kit were expired (only item).

⁴ The hygiene kits consisted of: 12x 100g body soap, 5 x 200g laundry soap, 40 x sanitary pads, 3x bath towels 70x30cm, 2x bath towel 130x60cm, 6x rolls of toilet paper, 2x toothpaste, 5 x toothbrushes, 4 disposable razors.

Island	NFIs	
	Jerry can 20L	Hygiene Kits
Malekula	33	33
Santo	105	100
Total	138	133

Distribution figures for WASH NFIs distributed in Malekula, Santo and the Torres Islands were provided by the Torres ACS and VRCS Branch Officers in Malekula and Santo. Final figures will be subject to verification following the reconciliation of branch records.

Banks

In Banks a total population of 783 HH were affected and out of this 106 houses were damages and 53 houses were destroyed. Therefore, under the WASH thematic area 186 households were reached through distribution of Jerry cans

Thus, under the WASH thematic area a total of 200HH from Torres, 138 HH from Malekula & Santo and 186 HH in Banks which is a total of **522 HH**, which is approximately 2,610 people (assuming that 5 people per HH), was reached in this thematic area. These household reached were ensured that the community have access to safe drinking and sustainable water supply. As described earlier, the assessment was conducted concurrently during

Challenges

- Distance, Time and cost of accessing the affected communities in delivering of WASH programs
- Limited CCCDC capacities and skills in few villages which hinders effective coordination.
- NDMO standardized assessment forms were unfamiliar to CDCCC members and therefore difficult to use
- Significant time spent in VHT and Clusters meetings which hinders operation time.
- Political interference affected the coordination and management of the response
- Technical issues; delayed shipment and not following the structure to deliver to EOC before distribution to the islands and no communication between the Ships and EOC.
- Poor internet access in the field operation centre so communication with the HQ is limited.
- Shortwave radio in HQ not manned when assessment team was in field
- Poor communication network in remote communities
- Weather (rainy) affected coverage

Lessons Learned

- Training is required for VRCS volunteers and staff at branch level in setting up of a provincial, localised EOC
- Increased coordination required with Government and other stakeholders in particular in planning for Distribution for Food and Water and NFIs
- Initial Assessment was conducted by FAO and the water department but should have been done by CDCCC.
- CDCCC was managed well by the chairman
- Participation of communities and volunteers, with assessment was good
- Coordination
- NDMO team leader and coordination of the Rapid Assessment Team needs improvement with support from other NGO/VRCS

Shelter and settlements

Needs analysis:

Initial damage assessment data prepared by VRCS on 17 May 2017 indicated a total of 177 houses in the Torres Islands damaged or destroyed as a result of TC Donna.

The following table was compiled by the Area Council Secretary for the Torres Islands with the assistance of VRCS staff and volunteers:

Island	Total # of HH	# of houses damaged	# of houses destroyed
Hiu	50	24	26
Toga	65	47	18
Tegua	19	13	6
Loh	41	25	16
Metoma	2	1	1
Total	177	110	67

By late May, information from VRCS branches and the initial damage reports for the Banks Islands, Malekula and Santo were received and indicated the following houses as damaged or destroyed due to TC Donna.

Island	Affected population	Total # of HH	# of houses damaged	# of houses destroyed
Banks	3856	783	106	53
Malekula	1797	404	30	7
Northern Santo	1967	387	30	29
Total	7620	1574	166	89



Shelter

People reached: 200

Male:90

Female:110

Indicators:	Target	Actual
200 HH provided with emergency shelter assistance which meet the Sphere standards and shelter cluster standards, 1 tarpaulin for less damage House hold and 2 Tarpaulin for a fully damage HH	200 HH	455HH

Narrative description of achievements

Torres Islands

Initial shelter needs assessments were undertaken over 12-14 May 2017 by the ACS for the Torres Islands, CDCCC and NDMO led multi stakeholder rapid assessment and WASH intervention team. Information from these assessments was used to determine the response which comprised a blanket distribution of shelter relief items and NFIs to all affected households in Torres (refer: shelter and settlements: population to be assisted).

The distributions were initiated by NDMO chartered cargo ships from Port Vila and completed using banana boats within the Torres Islands. Teams of three (a VRCS volunteer, CDCCC representative, and the ACS or a focal point for the community) accompanied the relief items and NFIs on the banana boats to facilitate the distributions. The teams were trained by the VRCS health officer (deployed to coordinate the operation) in advance of their initial departure so that they could conduct awareness sessions on the recommended use of the shelter relief items and NFIs at the time of distribution.

One shelter tool kit and two tarpaulins were provided to destroyed households and one tarpaulin to damaged households. In addition, to ensure that the proposed shelter relief items and NFIs were appropriate for the affected communities, two sample shelter tool kits, tarpaulins and kitchen kits were sent with the first assessment team for discussion with the affected communities

The following provides a summary of Shelter relief items and NFIs dispatched to the Torres Islands by NDMO chartered boat from Port Vila and Santo respectively:

Item	Santo 16/05/2017	Port Vila 16/05/2017	Port Vila 24/05/2017	Port Vila 30/05/2017	Total dispatched
Shelter toolkits	2	175	0	23	200
Tarpaulins	2	180	4	54	240
Kitchen sets	2	0	0	200	202
Blankets	0	0	0	400	400
Sleeping mats	0	0	0	400	400

In accordance with the Vanuatu Shelter Cluster Response Plan for TC Donna, 9 May 2017, drafted following the Vanuatu Shelter Cluster meeting on that same day:

- VRCS agreed to carry out the first round of distributions of shelter relief items and NFIs to affected families in the Torres Islands.
- Considering that the VRCS assessment indicated that 177 houses sustained either total or partial damage, and that TC Donna passed relatively close to the Torres Islands, the Shelter Cluster recommended carrying out a blanket distribution. **Distribution to 100 per cent of the island's population which increased the HH to 200HH of shelter relief items and NFIs.** This recommendation also considered the remoteness of the

islands, the high cost of transportation, and ineffectiveness of emergency shelter NFIs if they are received too late, i.e.: if delivered during a second-round of distributions due to needs not being met during the first round. Considering the challenges and high cost associated with transporting tools and materials, (which are considerably larger challenges for communities in the Torres Islands even during peacetime), blanket coverage during the first distribution was considered of significant benefit to the community.

Banks Islands, Malekula and Santo

The following table details the Shelter relief items and NFIs identified for distribution to the affected households of the Banks Islands, Malekula and Santo:

Island	NFIs				
	Tarps	Shelter Toolkits	Kitchen Sets	Mats	Blankets
Banks	212	53	0	0	0
Malekula	76	7	33	66	66
Santo	112	29	0	10	16
Totals	400	89	33	76	82

Note: The above figures include 32 tarpaulins in Malekula and 23 tarpaulins in Santo identified for distribution to schools damaged as a result of TC Donna. Approximately 45 tarpaulins included in the above figures were also distributed to schools/communities in the Banks Islands.

Distribution figures for shelter relief items and NFIs distributed in the Banks Islands, Malekula, Santo and the Torres Islands were provided by the Torres ACS and VRCS Branch Officers in the Banks Islands, Malekula and Santo. Final figures will be subject to verification following the reconciliation of branch records.

Due to logistical challenges in reaching the affected communities and the ability of the affected communities to self-recover, only selected shelter NFIs were identified for distribution in the Banks Islands, Malekula and Santo. In accordance with needs identified by the PDCs, a total of **255 households were reached in the distribution of selected shelter NFIs** (shelter toolkits, tarpaulins, kitchen sets, blankets and mats).

Challenges

- Distance. Time and Cost is a challenge (geographical lay out of the country)
- Late Shipments and late distribution of Tarpaulin to communities' due to late shipments and rough seas making it impossible for banana boats to distribute the items on time.
- Limited banana boats and transport in Torres
- Increased travel cost and high priced
- Political interference and decision

Lessons Learned

Well-coordinated response through the VRCS ERT volunteer network in communities and province and also good working relationship with ACS thus making distribution and Assessment easier.

Good and timely support from the Shelter Cluster in providing the data and analysis on time although there is delay in shipments.

Most affected communities were requesting tents which VRCS was unable to provide. In some communities distribution of tarpaulins was very late. Better coordination required as highlighted above.

Some changes may be required to the shelter tool kit to ensure they are relevant and adapted to the Vanuatu context.

NFIs Preposition in each stock is a good practice as it allowed timely and effectively Distribution of shelter NFIs.



Vanuatu Red Cross volunteers using banana boat to access one of the many islands reached by this operation.
Photo: VRCS/IFRC

D. THE BUDGET

As at 31 December 2017, the DREF operation has completed expenditure of CHF 66,311 this is 80 per cent of the total budget. The unspent funds were due to expenditures that ended up being covered by the NDMO as mentioned in Section C under challenges, with high dependency of the operation on NDMO coordination. The unspent balance of CHF 21,749 will be returned to the DREF.

Attached as the annex is the financial report for reference.

Contact information

Reference documents



Click here for:

- Emergency Plan of Action (EPoA)
- Final financial report

For further information specifically related to this operation please contact:

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- **IFRC country cluster support team (CCST) in Suva**
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 - Kathryn Clarkson, head of CCST; phone: (679) 999 2485; kathryn.clarkson@ifrc.org
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How we work

All IFRC assistance seeks to adhere to the **Code of Conduct** for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations (NGO's) in Disaster Relief and the **Humanitarian Charter and Minimum Standards in Humanitarian Response (Sphere)** in delivering assistance to the most vulnerable. The IFRC's vision is to inspire, **encourage, facilitate and promote at all times all forms of humanitarian activities** by National Societies, with a view to **preventing and alleviating human suffering**, and thereby contributing to the maintenance and promotion of human dignity and peace in the world.

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Saving lives, changing minds.



The IFRC's work is guided by Strategy 2020 which puts forward three strategic aims:

1. Save lives, protect livelihoods, and strengthen recovery from disaster and crises.
2. Enable healthy and safe living.
3. Promote social inclusion and a culture of non-violence and peace

Disaster Response Financial Report

MDRVU004 - Vanuatu - Tropical Storm Donna

Timeframe: 19 May 17 to 31 Oct 17

Appeal Launch Date: 19 May 17

Final Report

Selected Parameters

Reporting Timeframe	2017/5-2017/12	Programme	MDRVU004
Budget Timeframe	2017/5-2017/10	Budget	APPROVED
Split by funding source	Y	Project	*
Subsector:	*		

All figures are in Swiss Francs (CHF)

I. Funding

	Raise humanitarian standards	Grow RC/RC services for vulnerable people	Strengthen RC/RC contribution to development	Heighten influence and support for RC/RC work	Joint working and accountability	TOTAL	Deferred Income
A. Budget		88,060				88,060	
B. Opening Balance							
Income							
<u>Other Income</u>							
<i>DREF Allocations</i>		88,060				88,060	
C4. Other Income		88,060				88,060	
C. Total Income = SUM(C1..C4)		88,060				88,060	
D. Total Funding = B +C		88,060				88,060	

* Funding source data based on information provided by the donor

II. Movement of Funds

	Raise humanitarian standards	Grow RC/RC services for vulnerable people	Strengthen RC/RC contribution to development	Heighten influence and support for RC/RC work	Joint working and accountability	TOTAL	Deferred Income
B. Opening Balance							
C. Income		88,060				88,060	
E. Expenditure		-66,311				-66,311	
F. Closing Balance = (B + C + E)		21,749				21,749	

Disaster Response Financial Report

MDRVU004 - Vanuatu - Tropical Storm Donna

Timeframe: 19 May 17 to 31 Oct 17

Appeal Launch Date: 19 May 17

Final Report

Selected Parameters

Reporting Timeframe	2017/5-2017/12	Programme	MDRVU004
Budget Timeframe	2017/5-2017/10	Budget	APPROVED
Split by funding source	Y	Project	*
Subsector:	*		

All figures are in Swiss Francs (CHF)

III. Expenditure

Account Groups	Budget	Expenditure					TOTAL	Variance
		Raise humanitarian standards	Grow RC/RC services for vulnerable people	Strengthen RC/RC contribution to development	Heighten influence and support for RC/RC work	Joint working and accountability		
	A					B	A - B	
BUDGET (C)			88,060			88,060		
Relief items, Construction, Supplies								
Shelter - Relief	15,768		15,546			15,546	222	
Clothing & Textiles	7,240		4,761			4,761	2,479	
Water, Sanitation & Hygiene	5,455		4,673			4,673	782	
Teaching Materials	1,379						1,379	
Utensils & Tools	10,172		9,182			9,182	990	
Other Supplies & Services			58			58	-58	
Total Relief items, Construction, Sup	40,013		34,219			34,219	5,794	
Logistics, Transport & Storage								
Storage	1,011		2,135			2,135	-1,124	
Distribution & Monitoring	9,795		6,886			6,886	2,910	
Transport & Vehicles Costs	2,895		2,552			2,552	343	
Logistics Services	4,450		4,341			4,341	110	
Total Logistics, Transport & Storage	18,151		15,913			15,913	2,238	
Personnel								
National Society Staff	3,832		2,009			2,009	1,822	
Volunteers	744		1,295			1,295	-551	
Total Personnel	4,575		3,304			3,304	1,271	
Workshops & Training								
Workshops & Training	8,413		4,009			4,009	4,404	
Total Workshops & Training	8,413		4,009			4,009	4,404	
General Expenditure								
Travel	10,568		3,929			3,929	6,640	
Information & Public Relations	460		425			425	35	
Office Costs	505		226			226	280	
Communications			172			172	-172	
Financial Charges			67			67	-67	
Total General Expenditure	11,533		4,818			4,818	6,715	
Indirect Costs								
Programme & Services Support Recove	5,375		4,047			4,047	1,327	
Total Indirect Costs	5,375		4,047			4,047	1,327	
TOTAL EXPENDITURE (D)	88,060		66,311			66,311	21,749	
VARIANCE (C - D)			21,749			21,749		