

Final Report

Vanuatu: Tropical Cyclone Harold

DREF n° MDRVU008	Operation n° MDRVU008
Date of Issue: 29/01/2021	Glide n° TC-2020-000049-VUT
Operation start date: 5 April 2020	Operation end date: 31/10/2020
Host National Society: Vanuatu Red Cross Society	Operation budget: CHF 846,251
Number of people affected: 83,837	Target: 25,250 people, 5,050 households Number of people assisted: 32,239 people (7,006 households)
Red Cross Red Crescent Movement partners currently actively involved in the operation: The Vanuatu Red Cross Society (VRCS) is working with the International Federation of Red Cross and Red Crescent Societies (IFRC) and the International Committee of the Red Cross (ICRC) through their offices in Suva, Fiji. There are no in-country Red Cross Red Crescent partners in Vanuatu, however through the coordination of the IFRC Country Cluster Support Team (CCST) in Suva, support can be mobilized from the wider Pacific National Societies.	
Other partner organizations actively involved in the operation: Government preparedness for the response is being coordinated through the National Disaster Management Office (NDMO) of which VRCS is a member. Other Government agencies are involved including the Department of Public Works (PWD), Ministry of Health and all Provincial Government Emergency Operation Centers. The humanitarian sector response is being coordinated by the Vanuatu Cluster System under each of the National Cluster leads.	

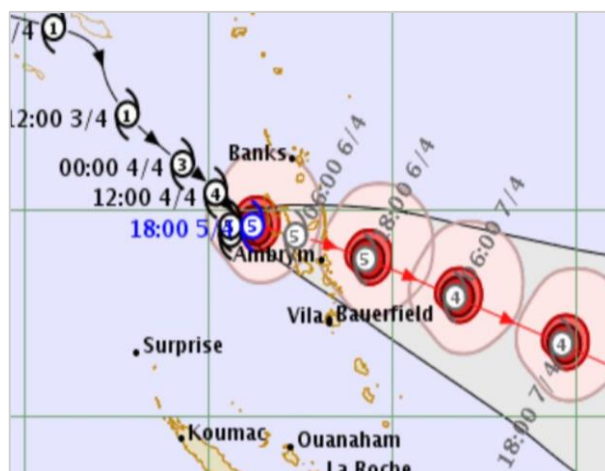
A. SITUATION ANALYSIS

Description of the disaster

Tropical Cyclone (TC) Harold made land fall in the South Eastern Part of Santo on 4 April 2020 and had intensified to Category 5 by 5 April 2020.

TC Harold continued to move in the south eastern direction, causing catastrophic hurricane force winds in the Provinces of Sanma and Penama and destructive hurricane force winds in the Provinces of Torba, the southern part of Vanua Lava (population of 32 individuals), Malampa (population of 40,928 individuals) and Shefa Emae island (population of 975 individuals).

The catastrophic hurricane force winds caused major damage to approximately 21,000 houses¹ and infrastructure, mainly in the provinces of Sanma (population of 54,184 individuals) mainly from south West Coast, south east of Santo Malo and Aore and major impacts also in the province of Penama (population of 32,534 individuals).²



TC Harold's path that hit Vanuatu on 4 April 2020. (Photo: VRCS)

¹ Shelter Cluster Sitrep No. 13.

² The population figures are based on the latest Government of Vanuatu population figures.

TC Harold also caused injuries and deaths to five people in these badly affected provinces. The Vanuatu Government, through the NDMO, had requested the support of VRCS through the Cluster Groups to support the Operation. VRCS had been responding to the pandemic COVID-19 situation, Teuma flooding and the Ash Fall in Tanna since 3 April 2020, thus TC Harold became the fourth disaster for the country which was overwhelming.

Besides causing injuries and deaths, TC Harold caused significant amount of damage to the houses in the provinces along its path. Number of damages is outlined in Table 1 below:

Table 1: Number of damaged or destroyed houses by TC Harold by province.

Province	Number damaged/destroyed houses
Penama	4,828
Sanma	12,781
Malampa	2,835
Shefa	364
Torba	9
Total	20,818

(Source: VRCS)

*Notes:

- Damage data for Torba Province is based on VRCS assessments.
- Damage data for Penama, Sanma, Malampa and Shefa is compiled by the Vanuatu Shelter Cluster, from Provincial Emergency Operations Centre (PEOC) assessments and estimates based on wind speeds.

Torba province

The island has a total population of 9,300 people. After assessments and consultations with the communities conducted by the Torba Provincial Emergency operation center, it was reported that only nine households (see Table 1) with a total population of 32 individuals needed shelter and hygiene assistance since their houses had been destroyed along with all their belongings. According to the report from the VRCS operation center at Torba province, the eastern part of the Island was mostly affected by the gale force winds causing damages to a few sleeping houses (structures specifically built as sleeping quarters in a residence).

Pentecost Island

TC Harold left a trail of destruction in the northern central and southern part of Pentecost with two deaths (one woman and one man) and many injuries reported.

Approximately 80 per cent of permanent and local infrastructures, including 4,828 houses (see Table 1) were damaged or destroyed by TC Harold, with many people resorting to using salvaged materials or debris from the cyclone to construct a safe space for their families in days and weeks following the cyclone.

Most people took shelter inside underground wells and a few permanent infrastructures from a Catholic school.

VRCS and NDMO were the first on the ground but with the limited stock on hand, priority was given to the elderly, people with disabilities and children in the first few months. Due to Covid-19 travel restrictions, there was a delay on arrival of internationally procured emergency shelter and essential household items which prolonged the emergency response and necessitated it be carried out in several phases. In these emergency stage, most of the NFI's were supported by ARC and NZRC where it was directly shipped to Vanuatu in time of response.

International procurement was carried out after analyzing the replenishment required for Vanuatu to support in time of preparedness. All basic services such as banks, hospitals, water systems, shops and even government and church facilities were totally destroyed. Roads were blocked by fallen trees causing accessibility issues to the communities and for injured and pregnant women that need hospital and other basic services.

Pentecost is the main Kava producer in Vanuatu and most people in the island rely on Kava as their main source of income. Kava crops were severely damaged by the cyclone affecting the long-term livelihoods of these communities. Communities in Bwatnabni Central Pentecost also experienced storm surges causing severe damages to most sleeping houses, shops and one of the main ports.

Ambae and Maewo are the other two islands in the Penama Province who were also partially affected by TC Harold. In Ambae, most of the damages to infrastructures were in the southern part of the Island and in Maewo. The most



Devastation caused by TC Harold's in Pentecost. (Photo: VRCS)

significant damage was in one community in the southern part of the island, Assanfari, which was affected by storm force winds and storm surges.

Sanma province

TC Harold made land fall in the Sanma province causing major impact on the Western, Southern and South Eastern parts of Santo Island. Major damages were also reported in the nearby smaller islands of Malo, Aore and Tutuba. The catastrophic winds caused two deaths at Malo Island, several injuries, and blocked roads, damages to shelter and power outage. Santo had the highest number of damaged and destroyed houses (see Table 1) as TC Harold first made landfall here, and the population density is higher here than in the other provinces impacted.

After the disaster, The Sanma Provincial Government (consists of Provincial Disaster Committee, technical leads from various sectors, Area Administrator, and Red Cross Sanma branch) activated the Provincial Disaster Plan.

Summary of response

Overview of host National Society

VRCS activated its main Emergency Operation Centre (EOC) in Port Vila to coordinate the whole operation, and small operation centres were also set up in Santo, Malekula, and Pentecost to control the operation in the field. In Pentecost, due to the accessibility issues and high logistics cost, there were four main Operation Centres with Logistics Hub set up which is located at Melsisi (main Field operation centre), Bangi, Bwatnabni and Lolong. VRCS had closely followed all steps in the integrated standard operation Procedures (SoP) and had set up all the Operation Centre in all provinces and was later used by all Clusters and Humanitarian actors even NDMO.

With these operations set up in the field, there was clear day to day coordination with all actors on the ground to avoid duplications and to ensure that the sharing of information and resources was coordinated effectively. Coordination was further enhanced through information management products produced by the Shelter Cluster (with the support of IFRC), such as 3Ws and regular sitreps.

As part of the response operation, VRCS initiated interventions such as first initial assessments, detailed sectorial assessments and resource mobilization with the remote support from IFRC CCST Pacific including mobilization of resources received from Australian Red Cross, New Zealand Red Cross and the IFRC Asia Pacific Regional Office.



A field operation center set up at Melsisi CP2 Pentecost by VRCS as per its SoP and was later used by the government, all clusters groups, and humanitarian agencies as a main Hub for Coordination for the Whole operation. **(Photo: VRCS)**



Distribution of essential household items at Pentecost along with Awareness of Four Key Messages; build back better & use and re-use of tarpaulin, WASH awareness, health, and hygiene awareness, **(Photo: VRCS)**

Essential household items have been distributed to the affected communities together with First Aid, psychosocial support and health awareness sessions. Along with the distribution of family kits, awareness sessions were conducted together with distribution of IEC materials. There were four types of awareness sessions conducted:

- Build back better and safer shelter awareness & use, reuse, repair and disposal of tarpaulins.
- Health and hygiene awareness.
- Water, sanitation and hygiene (WASH) awareness.
- COVID-19 awareness.

In Coordination with the National and Provincial Governments, the VRCS National Headquarters (NHQ) deployed assessment teams with over 100 volunteers and staff to assist the provinces in their response together with initial supplies of emergency shelter and WASH essential household items by the logistics team required for the operation.

All Provincial and NHQ warehouses were activated; emergency shelter and essential household items (shelter toolkits, tarpaulins, sleeping mats, blankets, kitchen sets, and solar lamps), WASH and health items (hygiene kits, jerry cans, mosquito nets) were dispatched. National Disaster Response Teams (NDRT) for disaster relief, health and PSS, water and sanitation and communications were all activated. The VRCS Communications team had been posting updates and photos of the situation on Facebook as information was made available from the field.

Please refer to the DREF Operation [TC Harold Emergency plan of Action](#) for detailed information on the summary of the response taken.

Summary of the Disaggregated Data of the overall Response

People reached	Number of people
Total household targeted	5,050
Total household reached	7,006
Total population reached	32,239
Total female reached	16,352
Total male reached	15,887

Overview of Red Cross Red Crescent Movement in country

Due to the COVID-19 border restrictions, Vanuatu Red Cross ensured the full coordination of the operation with the remote support from other Pacific National Societies through the Coordination of the IFRC CCST in Suva, Fiji.

VRCS hosted coordination meetings and operational meetings to share information with partners. IFRC CCST supported VRCS in disseminating updates to in-country Movement partners and coordinating with the IFRC Asia Pacific Regional Office (APRO) in Kuala Lumpur in accordance with the IFRC Secretariat's Emergency Response Framework. IFRC CCST and VRCS also coordinated closely with ICRC on communication support areas of the response and security.

The IFRC CCST assisted VRCS in the preparation of an Emergency Plan of action (EPoA) for an imminent DREF of CHF 51,381 (approved on 5 April 2020), which enabled VRCS to prepare for TC Harold as it entered the Vanuatu Area of Responsibility (VAR). The EPoA was finalized and a second DREF allocation of CHF 606,209 was approved on 18 April 2020. This brought the total DREF budget to CHF 657,590 (including the imminent DREF of CHF 51,381). The New Zealand Red Cross initially supported VRCS through the secondment of one of their delegates, providing remote Communications and Logistics support to the ongoing response efforts of the VRCS under the coordination of the IFRC CCST in Suva for an initial period of one month.

From 11 May 2020, New Zealand Red Cross supported VRCS through further secondment of the following delegates for a further one month: an Operations Manager, a Logistics delegate and an IM/PMER delegate. The Australian Red Cross supported the deployment of two shelter surge delegates and one logistics delegate to support the VRCS operation remotely for an initial period of one month, the logistics delegate (also supporting COVID-19 operation) being later extended for an additional month.

Together with the CCST Suva shelter team (Pacific Shelter Cluster Coordinator and Pacific Shelter Officer), the Global Shelter Cluster supported coordination of the Vanuatu Shelter Cluster for a period of two months. This was supported with complementary funding from OFDA outside of the DREF. Australian Red Cross and New Zealand Red Cross had also provided support with bilateral in-kind donations, dispatching essential household items from their warehouses. New Zealand Red Cross and Australian Red Cross supported the operation by providing remote surge support to the overall operation.

VRCS interventions for TC Harold operations based on geographical areas/map can be accessed in [Annex 1](#).

Overview of other actors in country

Coordination with the authorities

The Vanuatu Red Cross Act of 1982 recognizes VRCS as an independent, autonomous, non-governmental organisation auxiliary to the authorities of the Republic of the Vanuatu in the humanitarian field. As an auxiliary to the

public authorities, VRCS maintains a strong relationship and collaboration with:

- National Disaster Management Office (NDMO).
- provincial, village disaster and climate change committees (CCCs).
- Vanuatu Humanitarian Team (VHT), through its support to the shelter, WASH, and livelihoods cluster.

Inter-agency coordination

At country level, VRCS and IFRC are observers to, and participate in, meetings of the Vanuatu Humanitarian team (VHT). VRCS and IFRC are involved in relevant government-led cluster information sharing, planning, and analysis at all levels while IFRC supports VRCS coordination efforts through representation in other relevant regional clusters as required. The key UN agencies active in Vanuatu and supporting the TC Harold response were UNDP, UNICEF, WFP and WHO.

IFRC is co-lead of the Shelter Cluster with government lead agency of Public Works Department (PWD). Initially (before and immediately after impact) coordination was supported by the Pacific Shelter Cluster team based in the IFRC CCST Suva office. A dedicated Shelter Cluster coordinator (Global Shelter Cluster roving coordinator who had supported coordination also during the 2015 TC Pam response) was then engaged to support the response remotely, as well as an information manager (CCST Suva Pacific Shelter Officer). In Vanuatu, the VRCS Disaster Officer is assigned as the shelter focal point and supports the Shelter Cluster during preparedness and response.

Needs analysis and scenario planning

Needs analysis

A joint assessment was led by the NDMO with the support of government ministries and humanitarian agencies as soon as it was safe to travel to the affected areas. As previously reported, TC Harold not only damaged houses and government infrastructures but brought destruction to the agricultural sector of Sanma and Penama provinces which is the main source of livelihood for most of the population, some of whom are living on subsistence agriculture and small-scale fishing. As experienced after TC Pam in 2015, extensive damage was expected on basic infrastructure, shelter, communications, ports and access on both inland and sea routes.

Shelter

Damage to private houses due to TC Harold had an impact on the health of the communities (particularly those with exposure and respiratory illnesses) as well as on the dignity of the affected households. Safe and adequate shelter is also an enabler which allows the affected household to begin their recovery process and address the individual and collective needs of the household.

According to analysis from the Vanuatu Shelter Cluster and VRCS an estimated 20,818 (see Table 1) households had their primary residence significantly damaged or destroyed by high winds, flooding, storm surges and landslides.

As highlighted in the second operational update, many families took shelter in evacuation centres (designated schools, churches or public buildings), most of which sustained roof damage during the cyclone. Most of those who took refuge in evacuation centres arrived without personal possessions, so provision of essential household items was required in the initial days to help to restore and maintain health, dignity and safety and undertaking daily domestic activities in this new environment. This included items for sleeping, food preparation and storage, eating and drinking, thermal comfort, lighting and personal clothing. Households who received these items would take them home when they returned. This, together with emergency shelter assistance in the form of tarpaulins, tools and fixings would enable affected households to take shelter from the elements and begin salvaging of materials and rebuilding.

Future storms/cyclones remain a threat in Vanuatu, so distribution of relief items had included IEC materials and demonstrations highlighting importance of siting and effective techniques for the use of emergency shelter material.



Damage caused by Category 5 Tropical Cyclone Harold at Mesis, Pentecost Island. Remaining as seen in the Photograph are Remaining of Foundations of Bank, Hospital school and sleeping houses of more than 1,305 families. (Photo: IFRC)



Recent images from VRCS team on Pentecost and Santo, conducting assessments, distributions, and awareness sessions. **(Photo: VRCS)**

Health and PSS

It was crucial to address potential public health concerns as some community members have been left more susceptible to communicable diseases due to flooding, contaminated water sources and sanitation issues as a result of TC Harold.

Two main Hospitals (one at Melsisi Pentecost and one at Lugnaville Santo) and approximately 10 Aid Post were also damaged, and the delivery of basic health services had been disrupted. Direct impacts of TC Harold on the health of the population in affected areas have been deaths and injuries as a result of building collapse, wind-strewn debris or existing illness. Vanuatu NDMO had reported three deaths due to TC Harold to date. There had been a total of ten medical evacuations to Vila Central hospital, with six from Pentecost and four from Santo. There have been 27 reported injuries. Interrupted public services and water supply was due to infrastructural damage which includes health facilities and restricts access to these facilities.

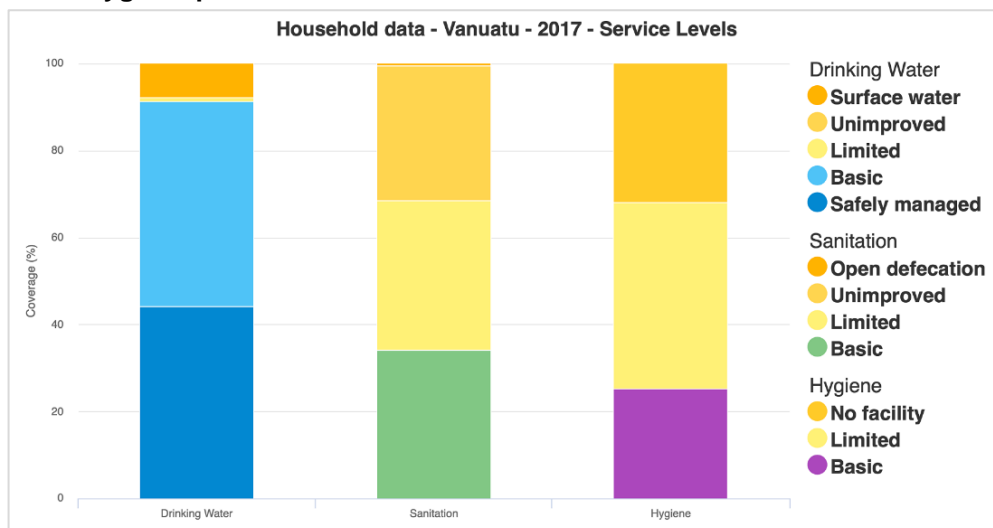


WASH, health PSS and PGI materials are prepared for community sensitization and distribution. **(Photo: VRCS)**

The mid- to long-term probable health impacts identified was the increase in communicable diseases such as those that are water- or vector-borne diseases such as diarrhea, malaria/dengue, leptospirosis, etc. Short and long terms mental health effects were identified. The focus of the health component of the response was:

- Implementation of communicable disease prevention and health promotion activities in communities in collaboration with health authorities and partners.
- Identification of further health referral systems' needs and support implement temporary first aid and health station in the evacuation centres where clinics were totally damaged.
- Employing the community-based health and first aid (CBHFA) approach, PSS activities and services was undertaken and child protection, violence prevention, gender and diversity considerations was integrated into the design of these interventions.
- VRCS had identified specific need for PSS for cyclone affected communities which had seen more volunteers being trained on PFA and offering support to those showing signs of stress from the effects of the cyclone.
- VRCS had undertaken awareness raising activities amongst target communities about vector control and had promoted community clean up campaigns to reduce mosquito breeding sites. VRCS staff and volunteers were provided with mosquito repellent while working in high-risk areas.
- There were no confirmed cases of COVID 19 in Vanuatu during the response but VRCS continued to advocate and create awareness on COVID-19 and had ensured measures are in place and in line with their Ministry of Health.
- As well as communities, the programmed had addressed the psychosocial well-being and coping skills of Red Cross staff and volunteers.
- Volunteers were trained to identify signs of violence and equipped with skills to provide counselling (and first aid, if needed) to affected people, referring more serious cases to the relevant health centres and authority.

Water, sanitation and hygiene promotion



JMP Data for Vanuatu (*Source: Vanuatu WASH Cluster*)

WHO and UNICEF Joint Monitoring Program (JMP) data from 2017 indicated that 36 per cent of rural communities in Vanuatu had no access to hand washing facilities. It can be expected that existing hygiene behavior practices would vary across the affected communities from the urban center of Luganville to the more isolated locations including the West coast of Santo and East coast of Pentecost due to income, market access, education and water and sanitation infrastructure.

The environment to sustain good hygiene practices had been significantly impacted by the destruction of water and sanitation infrastructure wreaked by TC Harold, resulting in a high risk of water borne diseases within the communities. The risk of outbreaks of malaria and dengue were highlighted by VRCS, as the breeding season for mosquitos is generally November to April. Malaria outbreaks were reported in Torba and Sola following TC Harold.

On 19 April 2020, the Vanuatu WASH Cluster shared their WASH Emergency Response Plan with partners. The established working group were of technical, evacuation centers, logistics, information and communications. The Impact Summary they provided in their report indicated:

“A significant number of communities in the affected provinces rely mostly on rainwater catchments. All rainwater systems in these areas have been reported damaged by the destructive gale wind force and contaminated by flying debris and deemed unsafe for consumption. All toilet facilities have been blown away.”

Further detail was provided in VRCS and UNICEF assessment reports. In Central Pentecost, water supply had been cut and 95 per cent of sanitation infrastructure had been destroyed and 50 per cent of health centers in Pentecost were without water supply. A rapid technical assessment to the isolated West Coast of Santo Island revealed community members drinking from unprotected water sources and widespread cases of diarrhea. Storm surges caused by TC Harold contaminated ground water resources in Torba Province and Emae Island.

In the early phases of the response, the WASH Cluster worked on system repairs and supported communities with water trucking. Red Cross volunteers raised awareness on safe water treatment and storage and supported communities with the construction of bush latrines to mitigate the high rates of open defecation. Santo Branch coordinator had indicated an urgent need to supply communities with rainwater harvesting systems, which was supported by the assessment report from the Department of Water Resources in Santo. Tarpaulins distributed by VRCS were used for household rainwater harvesting. On 19 May 2020, a VRCS update from the Penama WASH Cluster outlined the ongoing lack of sanitation which detailed that ventilated improved latrines (VIP) are full of waste or destroyed, which resulted in “privacy issues” - a loss dignity, access safety and security. In June 2020, the VRCS post-distribution monitoring survey of 608 beneficiaries determined that:

- 20 per cent VRCS aid recipients feel that their water supply is not safe to drink.
- The drinking water sources used before the cyclone were used after the cyclone.
- 99.7 per cent of people had access to a latrine 100 per cent of people identified a key time to wash hands was after using the toilet.

Please note that the PDM survey was not conducted on the west coast of Santo, due to the limited access VRCS had to marine transport during the survey period.

Protection, gender and inclusion (PGI)

Gender based violence rates in Vanuatu are some of the highest in the world, for provinces such as Malampa, Sanma and Penama, violence against women and girls is slightly higher than the national average. With reference to Care International TC Harold Rapid Gender Analysis, emotional abuse from an intimate partner in Malampa was registered at 80 per cent, in Sanma at 78 per cent, and in Penama at 77 per cent compared with 68 per cent at a national level whereas Torba was 68 per cent and Shefa province 46 per cent. For physical and or sexual violence Malampa registered 75 per cent, Sanma 74 per cent, Penama 69 per cent and Torba 53 per cent and Shefa 31 per cent compared to the national average of 60 per cent.



Volunteers Trained in PGI Conducting Assessments and making sure needs of the minority and Female are being addressed. (Photo: VRCS)

VRCS mainstreamed PGI assessments into respective sectoral assessments ensuring that the needs of diverse groups have been considered and at the same time considering disability inclusion needs. Given the high risk of violence and abuse during an emergency, protection and safety was a key concern for PGI. VRCS PGI approach mainly centered around advocacy and awareness on sexual and gender-based violence, child protection and violence against women and children. Volunteers also received refresher trainings on PGI mainstreaming in emergency.

VRCS coordinated with the National Protection Cluster in advocating on the safety and protection of vulnerable minority groups by disseminating IEC materials at National and Local level. Referral pathways were activated and refreshed for cases of referrals from the field. Dignity Kits were distributed to address menstrual health and hygiene needs of women and girls.

Community engagement and accountability (CEA)

The COVID-19 restrictions in place prior to TC Harold making landfall, had caused some delays in the distribution and assessment. This had been viewed and raised by some public leaders as a concern on how the Red Cross and the government of Vanuatu had responded to this event. Such information coming from public figures and spread over social media can cause distrust; community engagement and accountability was vital to ensure that the people affected were receiving the right messages from the response agencies.

VRCS had set up a field coordination team that also involved the branch coordinators, and volunteers who are familiar with their context who helped capturing the concerns and feedback of the affected communities and communicating to them the VRCS approach throughout the operation. Staff and volunteers were trained on community feedback and accountability, this had reduced the risk to the VRCS response and helped improve the quality of the support that was provided by VRCS.

Logistics

TC Harold had been particularly challenging for logistics due to the COVID-19 restrictions and protocols in place to prevent the virus from entering the country. All airports in Vanuatu have been closed to international commercial flights making it near impossible to establish a regular supply chain. Limited supplies from New Zealand and Australia have been airlifted by their respective Government military aircraft.

These restrictions and protocols set in place by the Vanuatu government for all imports was really a challenge for logistics team as we were seriously affected with delays in clearance of the Humanitarian containers that were sent for support in response to TC Harold. Vanuatu Government placed a set of new rules for all containers to be fumigated and disinfected for three to seven days which means it stayed within the premises of the Vanuatu port and airport. Due to the challenges, there is an increased need for International logistical support for warehousing, stock management, fleet management, transportation, procurement and replenishment.

The VRCS logistics team have been supported remotely by the CCST Suva Logistics Manager from Fiji and by two Surge Logistics Delegates, one from New Zealand and one from Australia. Vanuatu Red Cross had also Recruit in these DREF Two Local Surge Position to support the Logistics operation based in Port Vila (HQ) and one was based in Santo.

Green response

As part of VRCS strategic plan, awareness, sustainable development, ecological transition and partnerships were key priorities to incorporate "Green Response". These responses should respect the values and principles which can help minimize the impact of humans on the environment and thus facilitate sustainable development. With the help of active partner agencies and other Partner National Societies, VRCS could identify which ecological products and processes

were likely to be used in emergencies, interventions following disasters, recovery, disaster risk reduction and short/long term developments (relief distribution, CTP, shelter and livelihoods).

A “Green Response” approach was considered in the design and implementation of activities under this operation. In particular, the Environmental Checklist for Shelter Response which was developed by the Shelter Cluster Vanuatu in 2019 with the contribution of VRCS and was incorporated into the Shelter Cluster guidance for assessments and response.

Please refer to the [MDRVU008 Vanuatu DREF Operation Emergency Plan of Action](#) for information on targeting, multi-dimensional vulnerability indicators, scenario planning, operational risk assessment, where they are explained in detail. Information on geographical targeting by Area of focus is elaborated in Section C – Detailed Operational Plan.

Risk Analysis

Before TC Harold Made its land fall in Vanuatu, the Government of Vanuatu, supported by Vanuatu Red Cross Societies, had responded to seven catastrophic events over the past three years:

- COVID-19 pandemic.
- Flooding at Teuma Bridge.
- Tropical Cyclone Oma.
- Volcanic Ash eruption in Tanna.
- Drought that has impacted communities in the Shefa and Tafea provinces.
- Ambrym earthquake.
- Rinoserouse beetle attack on coconuts that affecting most livelihoods of many population.

Vanuatu is a disaster-prone country and extreme weather condition was always a risk throughout the response. Due to COVID-19 pandemic, there were protocols and border restrictions that delayed the transportation of essential household items to reach the team on the ground. Mobilizing surge support to the affected country is near impossible.

B. OPERATIONAL STRATEGY

The DREF operation aimed to meet the immediate needs of the 5,050 families (25,250 individuals) that were affected by TC Harold through the provision of appropriate assistance including: essential household items and emergency shelter, health (including FA and PSS), and WASH. The operation was for a period of six months (until 31 October 2020). As noted in the original EPoA, the operation incorporates both the actions undertaken under the DREF for imminent crisis and the activities planned under the emergency response phase following the impact of TC Harold.



Logistics team receiving household items sent from Kuala Lumpur, Australia and New Zealand to the two warehouses in Port Vila and Santo and later dispatched to the responding team via local vessel and local transportation. (Photo: VRCS)

Response phase table

Activity	Phase 1	Phase 2	Phase 3	Phase 4
Timing (Nominal)	5 April – 18 April	19 April – 14 June	15 June – 14 July	15 July – 31 October
Assessments	<ul style="list-style-type: none"> Rapid Assessments. 	<ul style="list-style-type: none"> Additional Assessment for areas not reached in Phase 1. 	-	-
Distribution	<ul style="list-style-type: none"> In-country preposition stock and initial donations of Good in kind (clothing). 	<ul style="list-style-type: none"> Stock procured/ donated in-country and internally awareness messaging to communities. 	<ul style="list-style-type: none"> Distribution of gap stock from Phase 2. Shelter follow up activities in Communities. 	-
Other activities	<ul style="list-style-type: none"> Development of strategy. Procurement of stocks. 	<ul style="list-style-type: none"> Procurement and supply of gravity fitting for Sanma WASH Cluster. 	<ul style="list-style-type: none"> Post-distribution monitoring survey Beneficiaries satisfaction surveys. Key Informant interviews. 	<ul style="list-style-type: none"> Rainwater harvesting system implementation. Universal access latrines implementation.

Health strategy

The health strategy aimed to support and integrate the ongoing community-based health and first aid (CBHFA) programme with VRCS in disaster response and rehabilitation programme. The health team focused on public health intervention including communicable disease prevention and control and hygiene promotion. In addition, the health team was also provided Psychosocial Support and First Aid to the survivors while carrying out health assessment and awareness sessions.

Vanuatu has a long history of vector-borne diseases such as dengue and malaria; in the past five years, dengue outbreak was reported every year during rainy season between November to April while malaria outbreak continued to happen in most of island, despite its elimination effort since 2004 (Vanuatu Malaria Programme Review, 2018, UNDP). On top of that, leptospirosis outbreak was also reported in 2018, 2019 and during TC Harold 25 confirmed cases with five deaths reported from Sanma Province. Therefore, based on secondary data and assessment result, VRCS health education and awareness through household visit covered dengue, malaria, leptospirosis and diarrhoea prevention and control. Considering the pandemic, volunteers also shared COVID-19 prevention messages. Prior to the community activities, volunteers received refresh training on Epidemic Control for Volunteers (ECV) including how to use ECV toolkit to communicate key messages as well as psychological first aid skills. While carrying out the awareness session, volunteers also conduct environmental cleaning campaign and clean the surrounding areas along with the communities. Along with awareness and cleaning campaign, Long Lasting Insecticide Nets (LLINs) was also distributed to affected people.

During community visit, trained volunteers also shared basic skills for early identification of distress and how to address it which included information on referral pathway to nearest health service as a part of mental health and psychosocial support; first aid also provided to injured people identified while conducting awareness session.

About 70 per cent of the first aid kits was procured by Australian Red Cross for immediate distribution to the affected people. Further trainings on PFA and CBHFA was provided by VRCS staff and volunteers after the needs and numbers were identified at the four provinces as per the Pacific toolkit on CBHFA.

CCST surge technical support to VRCS was provided remotely due to Vanuatu government travel restrictions, after the COVID-19 Pandemic. Prior to the onset of TC Harold, VRCS had developed a Covid-19 Response plan in consultation with the CCST in Suva. The COVID-19 response plan supported activities to raise awareness of COVID19 risks with VRCS staff and volunteers followed by community engagement following trainings at branch level.

The COVID-19 awareness was conducted parallel to the health assessment for TC Harold. Trainings were not completed at Sanma and Penama branches due to TC Harold in the duration of the TC Harold Response the Awareness was integrated into the TC Harold response operation. Another key component of the plan was the provision of hand sanitizer, disinfectant, and hand soap.

Shelter Strategy

The DREF support aimed to meet immediate lifesaving needs and to enhance the dignity of affected communities through the provision of emergency relief stocks and provision of safe shelter awareness. The strategy was informed by VRCS capabilities, learnings from response in TC Pam and other recent events, and taking into account limitations from

on-going COVID-19 situation. Shelter activities are targeting 5,050 households across the most affected 13 Area Councils in five provinces and, in coordination with the NDMO and shelter cluster partners. Shelter activities were structured into several phases:

- Initial damage assessments coordinated with the NDMO and other stakeholders to inform the response. The assessments were complemented by distributions of 'family kits' based on previous responses and made up of emergency shelter family kit (tarpaulins and shelter toolkits) and essential household items (kitchen sets, blankets, and sleeping mats, also some WASH, health and protection items) from in-country pre-positioned stocks. Basic messaging on use of the items was also provided. In some cases, clothing donated to VRCS was also provided to affected communities. Distributions were targeted to households deemed most vulnerable, with the first criteria being that they were still sheltering in evacuation centres (approximately 11 per cent of households).
- A second round of distributions with relief items procured locally or flown into Vila and shipped to the islands forms the backbone of Phase 2. Stocks were calculated on the assessment data previously collected (refer to Logistics and supply chain); however, a contingency stock of approximately 10 per cent were taken as some villages were not able to be accessed with the initial rapid assessments due to road obstructions. The standard Family Kit has been complemented by a printed IEC booklet, containing key safe shelter and settlement messages, also multi-sectoral and COVID-19 messages and contained in a reusable PVC document keeper to assist also with safeguarding of any important family documents. The most urgent needs communicated by affected communities had been for tarpaulins and shelter tool kits, so these were shipped as soon as they were available, and any other items not available at the time were shipped in the third phase.
- Due to the widespread nature of damages suffered on Pentecost Island, distributions were conducted using a blanket approach, targeting the remainder of households that were not assisted in the first two rounds. The island of Pentecost has a number of larger towns on the western side with anchorages (where three EOC's had been established) however is largely rural in nature with many small villages connected by unpaved roads or walking trails. As such, it is very difficult to distribute relief items to each village and the strategy for distribution was based on the identification of one common distribution point for approximately five smaller villages. Distributions on the west coast of Santo followed a similar pattern.

The activities were supported by VRCS in-country human resources:

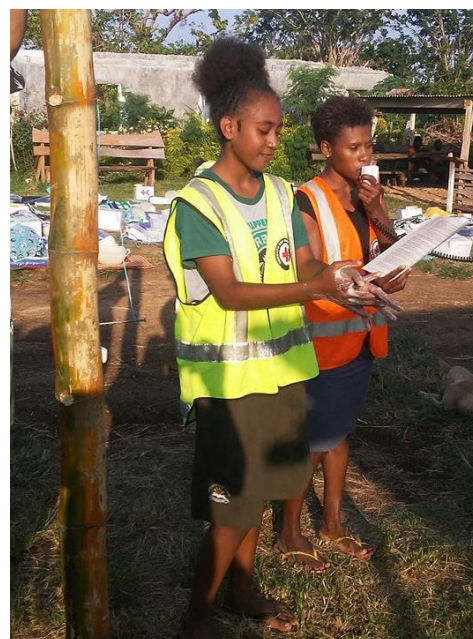
- Disaster Manager Coordinator (DMC) guiding operation with dedicated Shelter Focal Point managing operations.
- DMC supporting branch managers mobilizing and support VRCS volunteers.
- 50 VRCS volunteers who received safe shelter awareness refresher sessions to assist with assessments, distributions, safe shelter messaging and follow-up activities. Additional technical support was provided remotely from a surge shelter delegate seconded by Australian Red Cross to IFRC CCST Suva.

WASH Strategy

Immediate response by VRCS volunteers was to support communities with the construction of bush latrines and development of drainage with the Shelter Tool Kit and deliver hygiene promotion messaging. Distribution of WASH essential household items to 5,050 households include two units of 10-liter jerry cans, hygiene kits in a 20-litre bucket with lid and shared dignity kits. VRCS distributed 171 household bucket filters to Emae Island.

The integrated community messaging from VRCS includes hygiene promotion which covers water treatment and storage, handwashing and COVID-19 awareness. Existing VRCS WASH IEC material on hand washing and household water treatment and storage was included in printed material organized by the CCST shelter surge delegate. COVID-19 personal protective equipment (PPE) including hand sanitizer and disinfectant was provided to VRCS under the VRCS WASH response strategy was to work in partnership with the Cluster and other agencies to address the needs of the most affected communities. The DREF budget line of CHF 15,000 for WASH hardware was supplemented by additional funding sources to procure the balance of materials requested by VRCS.

VRCS developed their capacity in delivering MHM support and sanitation hardware from their response to Ambae Volcano eruption in both Ambae and Santo islands. For the TC Harold response, menstrual hygiene management (MHM) was addressed through distribution of dignity kits and provision of



Public Health messages such as the importance of handwashing are delivered before distribution. (Photo: VRCS)

MHM IEC materials with awareness sessions. Following the Vanuatu Ministry of Health proposal of an early recovery VIP latrine BOQ, Suva CCST, VRCS and Engineers Without Borders modified the design to enable universal access. A concept for sanitation hardware support was developed in consultation with the IFRC Shelter Recovery Programme Coordinator, with the aim to raise community awareness of “build back safer” principles, which could also be applied to rebuilding homes.

Due to unforeseen delays in actioning procurement, the timeframe for receipt of hardware materials was shifted into the Vanuatu cyclone season which created an additional burden on the capacity of VRCS. Materials are being transferred to key partners of VRCS - WASH Cluster and Ministry of Health to facilitate the equitable distribution to those communities most in need.

Distribution and gap analysis

Based on the information collected during partner meetings with the Vanuatu NDMO and the situation updates for the VRCS branches, the distribution and gap analysis was developed. This had been updated as of 26 January 2021:

Item	Total target (5,050 HHs) - distribution plan			VRCS Stock	ARC In-Kind donation	NZRC In-Kind donation	FRC-NCRC In-Kind donation	IFRC DREF	Local Regional procurement at DREF	GAP –ve value over supply
	Santo – Banban (2500 HHs)	Pentecost (2500 HHs)	Emae (50 HHs)							
Bucket 14 L, 1 pc / HH	2,500	2,500	50	0	1,840	0	0	0	3,288	0
Jerrycan, 10L, 2 pcs / HH	5,000	5,000	100	4,267	3,330	0	380	403	0	-1,907
Tarpaulin 2 pcs / HH	5,000	5,000	100	3,794	2,735	5,050	105	0	0	-1,584
Shelter Tool Kit, 1 pc / HH	2,500	2,500	50	2,100	1,330	700	50	350	0	520
Kitchen Set, 1 pc / HH	2,500	2,500	50	1,658	1,460	0	103	1,440	0	0
Hygiene Kit, 1 pc / HH	2,500	2,500	50	1,258	504	0	0	0	3,288	0
Dignity Kit 1 pc / targeted HH	0	1,000	0	0	0	0	0	1,000	0	0
Mosquito net 2 pcs / HH	5,000	5,000	100	2,400	2,400	1,000	0	0	0	4,300
Solar Lantern 1 pc / HH	2,500	2,500	50	1,145	3,528	0	0	1,260	0	-883
Sleeping Mat 2 pcs / HH	5,000	5,000	100	2,844	0	0	0	0	7,256	0
Blanket, local 2 pcs / HH	5,000	5,000	100	3,548	0	0	0	0	6,552	0
Estimated Value (CHF)				224,148	182,400	106,609	5,700		261,432	

Quantity of items given to each household was dependent on the assessment analysis, instead of having a strict distribution guideline. Each household were being consulted and explained the approach for distribution clearly.

In addition, VRCS coordinated with the Ministry of Health, shelter, and WASH clusters to prevent duplication of distribution of relief supplies. The hygiene kits³ were being distributed to female headed households to ensure that minimum standard for PGI in emergencies are adhered to within the WASH sector.

Cash and voucher assistance (CVA)

The VRCS had limited capacity when it comes to livelihood and CBI intervention. With the technical assistance of the IFRC CCST Pacific CBI Delegate, the priority of VRCS is to carry out the market assessment survey for the National Society to determine the impact of the cyclone to markets and livelihoods while understanding the intervention strategy and approaches.

Moreover, during the assessment close coordination with other stakeholders and partners for information sharing was done to identify the gaps from the overall government response especially under livelihood sector for proper planning of livelihoods recovery programmed.

The market assessment was completed by early July 2020, during the same time as post distribution monitoring.

³ Hygiene kits include 12 pieces of body soap, five pieces' laundry soap, 40 pieces' disposable sanitary pads, three pieces of face towels, two pieces of bath towels, six rolls of toilet paper, five pieces' toothbrush, two tubes of toothpaste, and four pieces of razors.

However, due to the remoteness of the affected communities and the lack of market access, VRCS decided not to use cash-based interventions.

Logistics and supply chain management

The VRCS Logistics, with the remote support from the IFRC Logistics team in CCST Suva, IFRC APRO and two remote Surge Delegates, managed the supply chain, including, procurement, customs clearance, storage, and transport to distribution sites, such as branches and the Divisional Offices in accordance with the operation's requirements and IFRC's logistics standards, processes, and procedures.

The VRCS had prepositioned relief supplies in six warehouses/storerooms across the country in the following locations which were transported to the affected areas for immediate distribution:

- Port Vila, HQ, approximately 800 households.
- Santo, Sanma Province, approximately 600 households.
- Malekula, Malampa Province, approximately 100 households.
- Ambae, Penama Province, approximately 100 households.
- Tanna, Tafea Province, approximately 100 households.
- Vanualava, Torba Province, approximately 200 households.

The Australian Red Cross (ARC), New Zealand Red Cross (NZRC) and the French Red Cross – New Caledonia (FRCNC) made significant bilateral donations of in-kind goods of emergency shelter and essential household items (Solar lamps, shelter tool kits, tarpaulins, kitchen sets, hygiene kits, buckets, mosquito nets and jerry cans) as per the distribution and gap analysis table. Approximate value of these donations is CHF 182,000 for ARC, CHF 106,000 for NZRC and CHF 5,700 for the FRC-NC, however, there remain several deficiencies.

The procurement strategy was to source goods for the remaining gaps from three sources: ARC and NZRC, regional procurement through Fiji and local procurement from Vanuatu. Goods were donated from ARC and NZRC but looking at any local procurement, the entire processes took place following the IFRC Policy and Procedures. Within the threshold for CCST was carried in support of the VRCS logistics together with the surge supports involved with the operations manager and CCST Head of Office whereby anything above that was sent to the OLPSUM team to obtain Technical Approval in order to proceed.

The regional procurement was conducted for the essential household items and shipping related to this operation. It was managed by the IFRC Asia-Pacific Operational Logistics, Procurement & Supply Chain Management (OLPSCM) department in Kuala Lumpur. Due to COVID-19 travel restrictions where the borders were closed brought in more challenge for the two persons of logistics surge support since they could not travel to Vanuatu to directly be involved. However, due to such limitations more support was requested from VRCS logistics team to identify different sets of goods and services suppliers to make operation workable. Looking into confidentiality and best support the practice, CCST logistics also supported with tenders as by creating a separate email path for transparency and following the entire process. Together with the VRCS logistics team and the remote Surge Logistics ensured that the IFRC procurement policy and processes were followed.

There were a lot of local procurement needs, due to the effects of COVID-19, it took months to procure them internationally and ship it to Vanuatu so the CCST Suva office supported the procurement process from Fiji with the technical support and close working coordination with the OLPSCM unit in Kuala Lumpur. In 2017, Fiji and Vanuatu signed a new Melanesian Free Trade Agreement, which allows sub-regional economic integration creating the conditions for free trade between Fiji and Vanuatu.

For this operation particularly, it has created great conditions to easily transport supplies between these two countries with shorter lead time (about five days) pending vessel schedules.

Blankets were sourced by local standard because beneficiary satisfaction surveys have shown that the IFRC standard blankets are too hot for the context. In addition, sleeping mats, some of the solar lamps, buckets and hygiene kits were procured locally in Vanuatu. The IFRC CCST in Suva supported the procurement as alternative due to supply issues in Vanuatu, local procurement sourcing from supplier in Suva, freight from Suva to Vanuatu to be handled by OLPSCM in Kuala Lumpur.

Local procurement had also considered for WASH and shelter supplies specific to this operation. All cargo needs to be disinfected and must be kept in quarantine at least seven days, although no formal exception was published, some relief cargo flights confirm the shortened (three days) quarantine period. For sea freight, similar quarantine period was introduced initially but was later lifted.

Whilst Air Vanuatu was still operational, flights were limited during the operation. Port Vila was operational, and the domestic flights were back on schedule, and as of 21 April 2020, small number of Air Vanuatu international flights were being scheduled with very high shipping fees. Military flights remained in place but most of the cargo on those planes' prioritized government-to-government donations over other donations.

The Australian Red Cross managed to get a small number of hygiene kits, shelter tool kits and tarpaulins into the next military flight. The rest of the supplies were being sent by sea freight.

Movement of goods from headquarters to affected Islands was a challenge. VRCS has worked closely with the Vanuatu NDMO to facilitate transportation of people to the affected area for assessment purposes and movement of relief supplies to facilitate the distribution directly from the boat. VRCS had mobilized community vehicles to ensure VRCS staff and volunteers have means of transport for assessment and distribution in the affected areas. VRCS had coordinated with other partners outside of the International Red Cross and Red Crescent Movement, such as the NDMO, UNICEF and others on collaboration and shared solutions considering the challenging logistics situation and high transportation cost.

The VRCS has chartered a ship for essential household items distributions between Port Vila, Pentecost and Santos in order to get the volume of cargo required to these destinations in a timely manner.

Volunteers and staff to support logistics, especially for dispatch had its challenges due to COVID-19. With the large number of distributions and relief supplies coming into the country, VRCS had hire a warehouse officer, procurement officer and a transport officer for the duration of the TC Harold operation.

Replenishment of the relief items was done through this DREF based on the VRCS's stock at the start of the operation.

Items	Procurement needs	Stock at the start of the operation
Tarpaulin	International (IFRC OLPSCM)	3,794
Shelter tool kit	International (IFRC OLPSCM)	2,100
Mosquito net	International (IFRC OLPSCM)	2,400
Kitchen set	International (IFRC OLPSCM)	1,658
Jerry can 10L	International (IFRC OLPSCM)	4,267
Solar Lantern	International (IFRC OLPSCM)	1,145
Hygiene kit	International (IFRC OLPSCM)	1,258
Sleeping mat	Local	2,844
Blanket	Local	3,568

The international replenishment of IFRC standard essential household items unable to be sourced locally, was requested through the IFRC OLPSCM department in Kuala Lumpur. The OLPSCM department had provided any technical support as requested and needed. Once the replenishment was confirmed, the shipment arrived in Vanuatu by late September 2020.

A local price and quality analysis were conducted for all the local sourcing and replenishment to confirm local standards and compare the prices with global framework agreement/international replenishment. All local procurement process were carried out in compliance with IFRC procurement procedures. For the latest VRCS stock report please visit the [Pacific Logistics mapping \(PALM\) Platform](#).

Communications

Communicating with key audiences is important to maintain and grow public, government and donor support both domestically and internationally. IFRC had supported VRCS to communicate with external audiences on the situation and the Red Cross Red Crescent humanitarian response, with the aim of generating visibility and support for the humanitarian needs and the Red Cross Red Crescent response. Close collaboration was maintained between the IFRC regional communications unit, IFRC CCST in Suva and VRCS to ensure a coherent and coordinated communications approach. As appropriate, commonly agreed key messages were being produced together with written and audio-visual content, and relevant social media and digital products. Communications content was promoted on VRCS Facebook account, as well as through IFRC social media and other digital channels and shared with National Societies in the IFRC network. Media and social media scanning helped measure effectiveness and contribute to managing risks.

VRCS undertakes a weekly live radio and television Programme with our local broadcaster VBTC. This gives us a platform to report the work of VRCS. More recently it had featured Augustin Garae, Disaster Coordinator and Controller for TC Harold, Denis Marvoi, WASH Officer, Suzanna Gislapno, Logistics Officer.

International media had also reported on the work VRCS is doing. Published media are as follows:

- [Bangkok Post](#): 7 April 2020: 'Monster cyclone tear through Vanuatu town': quoting Secretary General, Jacquelin de Gaillde.
- [Radio New Zealand](#): Pacific News 23 April 2020: 'Red Cross release extra funds to Vanuatu;' giving an update on the situation and quoting IFRC's Kathryn Clarkson.



August Garae, Disaster Coordinator -Controller for TC Harold EoC, Suzanna Gislapno, logistics officer and Denis Maroi, WASH Officer. (Photo: VRCS)

The collage shows four Facebook posts from the Vanuatu Red Cross Society:

- Post 1 (Monday, 15:11):** "Welcome home! Our 11 hard working volunteers are back to Port Vila after spending 16 days in Melsisi - Pentecost Island to assess, distribute, doing awarenesses L... Afficher la suite" (187 likes, 20 comments, 14 shares).
- Post 2 (Monday, 17:39):** "Penama branch: Distribution underway in Central 1 through Ward Councils of Muran and Suru for a total of 40 ... Afficher la suite" (81 likes, 9 shares).
- Post 3 (Monday, 14:10):** "Red Cross has fulfilled its 'auxiliary role' to the public authority, by assisting Sanma Shelter Cluster to distribute Tarps to 9 inland Communities in South Santo and Ipayato: 1) IPAYATO received 244 tarpaulins; 2) KEREVALIS - 6; 3) TAIPU - 9; 4) KERELAN - 7; 5) JARAKORU - 12; 6) VIORLOKO - 7; 7) LAMALAKUM - 7; 8) NALAILAN - 9; 9) PLESI - 6; 10) MATAIPARARA received 30 tarpaulins and 30 pieces of 20 litres of Jerry Cans. It was reported that village Mataiparapara experienced a minor landslide during the Cyclone Harold. #Santoresponse #DisasterReliefsupply" (9 shares).
- Post 4 (Monday, 10:31):** "Tafea Branch: 'WE CARE, WE HELP, WE DONATE'.. This is what is happening today on Tanna Island when communities from West, Central, and Sout... Afficher la suite" (102 likes, 12 shares).

Vanuatu Red Cross postings on assistance provided to the affected people on Facebook. (Photo: VRCS)

C. DETAILED OPERATIONAL PLAN



Shelter

People reached: 32,239

Male: 15,887

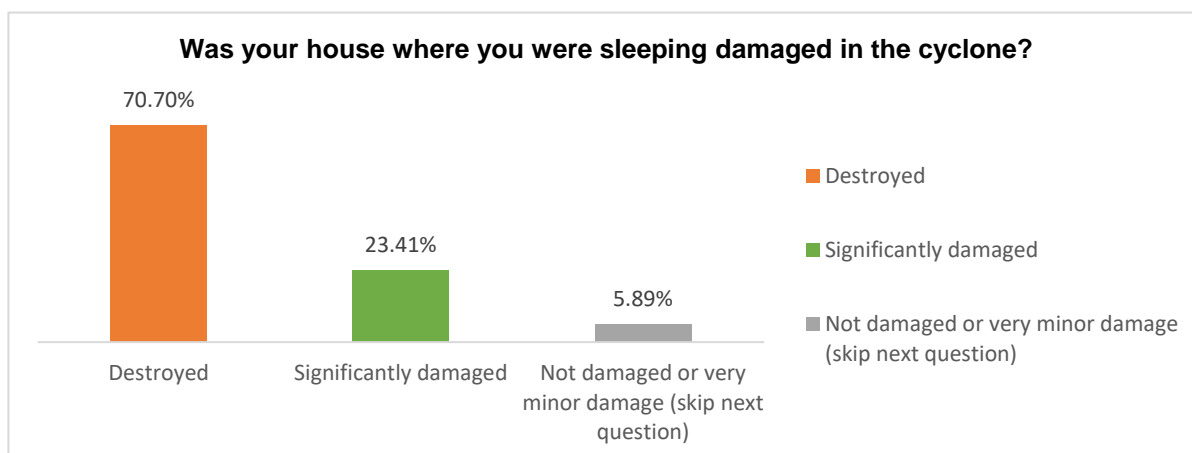
Female: 16,352

Outcome 1: Communities in disaster and crisis affected areas restore and strengthen their safety, well-being and longer-term recovery through shelter and settlements solutions

Indicators:	Target	Actual
# households provided with emergency shelter and settlement assistance	5,050	7,006
Output 1.1: Shelter and settlements and basic household items assistance is provided to the affected families.		
# of communities whose shelter needs, capacities and gaps have been assessed	120	316
% of assessments undertaken analyzed (SADD) to identify caseloads and verification of beneficiaries in different target groups – inclusion factors integrate protection, gender, diversity and disability in the response	100%	100%
# meetings attended to ensure programming integrated with other relevant sectors (including internal VRCS meetings)	4	>4
# of inter-cluster & cluster meetings to coordinate activities with Government and other stakeholders	10	>10
# of households provided with essential household items assistance	5,050	7,006
# of affected households provided with emergency shelter assistance (tarps, shelter tool kit)	5,050	7,006
# of HH supported by VRCS volunteers for the construction of their emergency shelters/repair of their existing house	500	200
Monitoring visits conducted (% of HH assisted)	40%	20%

Narrative description of achievements

- In the assessment conducted in the four provinces of Sanma, Penama, Malampa and Torba, 70.70% of people reported that their house was destroyed, and 23.41% significantly damaged by TC Harold. In close coordination with the Shelter Cluster, Vanuatu Red Cross supported emergency shelter needs of 6,805 HH in Pentecost, Ambae, Maewo, Malekula, Santo, Malo, Aore, and Sola.



- An initial target of 5,050 HH was set but 7,006 HH were eventually reached due to the high needs in the impacted communities.

- VRCS tools (assessments and distribution forms) were transferred to the ODK platform and over 50 volunteers were trained to collect data using the phone app.



VRCS volunteers are collecting data via mobile data collection method to ensure more reliable data collection on assessment monitoring and distribution. (Photo: VRCS)

- Over 100 volunteers were deployed to conduct shelter assessments and distributions in the affected provinces.
- VRCS worked closely with the Shelter Cluster Lead Public Works Department and was supported by the IFRC CCST Suva office and shelter surge personnel put in place for this operation.
- After facing many hazards in Vanuatu, Ni-Vanuatu people acted on early warnings to prepare their shelters as best they could, and to take refuge in safe places. Due to the destructive winds, shelters were damaged and destroyed but people were safe.
- Shortly after the cyclone passed through Vanuatu, people living in evacuation centres returned to their own land to start repairing and rebuilding their houses. 15% of affected households assessed by VRCS who were living in coastal areas and impacted by storm surge were found to temporarily relocate, moving further inland.
- Two thirds of displaced households assessed by VRCS were staying in a family-owned house/shelter in another location. 26% were displaced and living with family in the same village, and 6% were in evacuation centres. The community chiefs mobilised communities to provide roof thatching materials, and to assist in rebuilding of houses so all could return home as soon as possible. Emergency shelter assistance provided by VRCS complemented these efforts.
- During a monitoring exercise conducted in tandem with provision of safe-shelter awareness it was found that 41% of the families assessed who had lost their home did not have plans or financial means to rebuild. This situation is being exacerbated by the COVID-19 situation and downturn of the economy. 29% of those assessed had only a small amount of savings before the impact of TC Harold which they are planning to use to rebuild their homes. 20% reported receiving assistance from their families and friends employed in Port Vila or Santo in the form of loans or remittances. 6% own small businesses which will help their recovery. 11% are employed for at least above the minimum wage thus they will use their salary to rebuild. 4% have taken out a loan or have access to revolving loan schemes in their communities which will enable them to purchase building materials required for repair and reconstruction.
- Building off the emergency shelter response, VRCS with the support of an Australian Red Cross funded shelter delegate worked with the Shelter Cluster to develop a self-recovery shelter strategy to inform support to communities beyond the TC Harold response and during future response operations.

Challenges

- Assessments and distributions were delayed due to the challenge of accessibility to the affected villages which could only be reached on foot.
- Heavy rains restricted road access due to unfavourable road conditions.
- Most of the banana boats and boat anchorages were damaged by the storm surge and given lack of road access to the eastern part of Pentecost and Western part of Santo, it was very difficult to reach these areas.
- No proper storage area in the field to store emergency shelter and essential household items prior to distribution.
- Telecommunications were down, disrupting flow of information in affected communities.
- The cost of transportation was inflated given damage to vehicles and increased demand.
- Volunteer health and wellbeing was compromised due to lack of available shelter in the affected areas.
- Increased quarantine measures imposed due to the COVID-19 pandemic led to delays with procurement of relief supplies.
- The available resources were not sufficient to meet emergency shelter needs in all cases, given the widespread damage and destruction caused by TC Harold. Some larger households and those with family members living

with a disability required more assistance but this was not always possible given the limited resources available. Monitoring found that almost half of those assisted and surveyed by VRCS felt that their shelters were too small, with 18% noting that their shelter was not fully enclosed, therefore not providing adequate security and privacy.

- Towards the end of the operation there was not enough funding to assist as many households with the setting up of their emergency shelters as planned. This was also due to access issues created by poor road conditions in many cases.
- *Challenges being faced by communities, preventing barriers to rebuilding.* For example, one of the major challenges reported by affected communities was unavailability of building materials on the west coast of Santo and Pentecost which are predominantly remote rural locations with no hardware shops. People in these areas usually access markets in Luganville (Santo) and Port Vila, which is now more challenging given the effect of the economic downturn caused by the COVID-19 pandemic and inflated transportation costs. The shelter toolkits provided have enabled families to take shelter in the short term, but additional support will likely be required by affected people living in these areas in the medium to long term.

Lessons Learned

Based on the *resources available versus the needs, alternative targeting strategies will need to be explored in future responses to ensure the most vulnerable households are prioritized and their basic needs met. Continued advocacy at the shelter cluster level will also be necessary to attract more resources to the shelter sector, through both local and international channels.*

VRCS to consider prepositioning of the following items to support future deployments: Mobile Storage Unit that can be deployed as a storage hub for shelter relief items, tents or pre-arranged rental agreements to accommodate staff and volunteers working on the operation, cooking and eating utensils for staff and volunteers involved in the assessment and distribution, tools and machinery including chainsaws that can be used to clear roads or cut fallen trees and harvest timber for use in the response, and generators to power the field Emergency Operations Centre.

Output 1.2: Appropriate technical support, guidance and awareness raising in safe shelter design and settlement planning and improved building techniques are provided to affected households.

Indicators:	Target	Actual
# safe-shelter awareness raising sessions before distribution of emergency shelter and essential household item assistance	1	1
# of communities reached through awareness session	120	316
% HH monitored which demonstrate uptake of key safe-shelter awareness messages in their emergency shelter solution	80%	60%


Narrative description of achievements

The initial assessment highlighted that wind and rain were the primary causes of damage to most shelters (93%), followed by falling trees (13%), storm surge (3%) and flooding from rain or river (1%). 27% of respondents perceived that their house wasn't strong enough (22.27% of those assisted and monitored reported their house lacks strong foundations and connections between building elements), and 13% felt that their house was not safe during the rainy season. 40% of those surveyed indicated they have only limited knowledge on how to construct a cyclone resistant structure. This is compounded by lack of experienced carpenters reported by 17% of those surveyed. This information highlighted the need for safe shelter awareness to be provided to communities along with the in-kind support. Analysis of these responses informed the content of safe-shelter awareness sessions provided to communities, focusing on the selection of a safe site, construction of deep foundations, strong connections (tying down the structure), and cross bracing at every level of the structure.

To prepare the implementation team, a safe shelter awareness session for first responders was delivered to 25 volunteers (20 volunteers from Port Vila and 5 from Santo. 15 males and 10 female). 2 trained volunteers from Port Vila and 1 from Santo then travelled to Pentecost to conduct safe shelter awareness sessions for an additional 30 volunteers (10 from North Pentecost, 10 from Central Pentecost 1 and 10 from Central Pentecost 2 Area Councils). The team of volunteers visited over 200 households in Pentecost and Luganville to disseminate safe shelter awareness and further guidance on best use of the tarpaulin to prolong its lifespan and to safeguard the environment.

Post distribution monitoring showed that 90% of those assisted and surveyed by VRCS felt safe in their shelters. Of those who did not feel safe, exposure to the wind was the most common reason. This was more pronounced in Pentecost than in Santo, due to exposure of houses to the South East Trade Winds. This vulnerability was discussed during the safe shelter awareness sessions and many communities agreed to organize community works to plant additional trees at the south east side of their community to buffer the winds.

Challenges
<p>Towards the end of the operation there wasn't enough funding to complete the safe shelter awareness in as many communities as initially planned. This will be continued where possible under the ongoing resilience program.</p> <p>12% of those assisted and surveyed by VRCS reported being exposed to storm surge and had lost property and possessions during the cyclone as a result. Improving this situation cannot be achieved with technical solutions alone, as issues of land ownership and livelihoods would need to be considered concurrently. Supporting these communities living in coastal areas with early warning, early action awareness, together with advocacy and support for relocation where feasible, will be necessary.</p>
Lessons Learned
<p>Assessments and monitoring carried out during this operation highlight the need for continued provision of safe shelter awareness to vulnerable communities in combination with in-kind assistance. Actions carried out by the shelter operations team demonstrate the positive impact that such awareness can have at community level, with community tree planting sessions being planned by some communities to mitigate the force of damaging winds to protect their houses.</p> <p>Elements of safe shelter awareness can be more strongly integrated into the Early Warning Early Action Standard Operation Procedures of the VRCS Community Emergency Response Team and Country Disaster Committee Plan. This could include actions such as lopping branches hanging over houses to minimize the risk of damage to houses during storms. Valuable information drawn from this response will also continue to inform ongoing shelter work under the VRCS resilience program.</p>

 <p>Livelihoods and basic needs People reached: 32,239 Male: 15,887 Female: 16,352</p>		
Outcome: Communities, especially in disaster and crisis affected areas, restore and strengthen their livelihoods		
Indicators:	Target	Actual
# market assessment carried out to inform response	4	4
Output 1.5: Households are provided with unconditional/multipurpose cash grants to address their basic needs.		
Indicators:	Target	Actual
# provinces conducted/reached for rapid market assessment	4	4
Narrative description of achievements		
Market assessments was conducted, however, due to the remoteness and lack of market access in the affected communities, it was decided livelihoods through CVA was not viable.		
Challenges		
None.		
Lessons Learned		
None.		



Health

People reached: 32,239

Male: 15,887

Female: 16,352

Outcome 1: The immediate risks to the health of affected population are reduced.

Indicators:	Target	Actual
# of people reached through NS emergency health management programmes	25,250	32,239
# of people in target communities who can access appropriate health service	25,250	32,239

Output 1.1: The health situation and immediate risks are assessed using agreed guidelines.

Indicators:	Target	Actual
# of province conducted/reached with health assessments	4	4
# of people given first aid treatment	1,000	5064

Narrative description of achievements

As part of the response operation, VRCS initiated interventions such as assessment in four affected provinces, together with provision of first aid and psychosocial support to survivors at the affected areas. In coordination with national, and provincial government, the VRCS National Headquarters (NHQ) deployed assessment teams with relief volunteers and staff to assist the chapters in their response, together with initial supplies of emergency shelter and WASH essential household items by the logistics team required for the operation. The findings on health areas included the need on communicable disease prevention, psychosocial support activities and mosquito nets.

To ensure TC Harold response and recovery plan were implemented timely, the VRCS recruited a total of 60 new volunteers in Malampa and Penama branch. Recruitment of volunteers also took place at the community level in Pentecost, Santo and Malekula; a total of 62 community volunteers selected from each area council affected by the cyclone. A comprehensive training package which included first aid, epidemic control, psychological first aid and community monitoring skills were conducted for newly recruited volunteers. A complete set of First Aid kit were prepositioned in four branches.

Awareness activities were carried out in target communities; used the ECV toolkit, the volunteers shared information on communicable disease prevention and control which included COVID-19, basic psychosocial support, First Aid, hygiene promotion and setting up hand washing station in each area. Volunteers were also trained on monitoring skill, By the end of the operations, VRCS activities reached a total of 32,239 people which exceeded the initial target of 25,250 people due to community needs. In contrary, VRCS anticipated for 1,000 people to receive first aid treatment, and only assisted 10 people who were found injured during community visit.

Challenges

There were several challenges identified during the operation, such as:

- The newly recruited volunteers who received two days first aid training were not confident enough to conduct actual first aid training.
- Volunteer retention is one of VRCS main challenges; some of the Branch Volunteers Instructors were no longer with Red Cross (Penama FA instructor and Malampa FA instructor).
- Some mobilized volunteers did not speak local language which affected knowledge and skill sharing to target communities.
- Due to the nature of recruitment during an emergency, there was insufficient time allocated for the first aid training where practical sessions on the usage of localized approach and utilized available resources were less focused.

Lessons Learned

Based on the lessons learned, VRCS identifies such learnings:

- A proper first aid training and its refresher for volunteers should be conducted regularly; it includes sufficient practical session which is locally adapted and utilized available resources.
- A regular First Aid refresher training for the emergency response team would ensure knowledge, skills and confidence are maintained.
- First aid training and or refresher training for the branch volunteers to be provided as part of the pre-cyclone preparation.
- VRCS community should conduct FA ToT at branch level to assist in their local community FA programming using low cost, low tech, and use of local resources to ensure sustainability of the first aid service especially during disasters.
- Train volunteers as first responders and develop a MoU with MoH or partners with medical team.

Outcome 2: Clinical management of identified cases reduces the impact and spread of the disease/outbreak.

Indicators:	Target	Actual
# of awareness on disease outbreak created	50	61

Output 2.1: Improved access to health care and emergency health care for the targeted population and communities.

Indicators:	Target	Actual
# of people reached with psychosocial support services and activities	3,000	1,000
# of health referral systems identified with local government	1,000	

Narrative description of achievements

The VRCS TC Harold response and recovery used an integrated approach; when visiting affected communities, volunteers will carry out awareness on communicable diseases, hygiene promotion, building handwashing station and assess community needs on mental health and psychosocial support. Initially, VRCS targeted 50 awareness session, yet VRCS was able to recruit 62 communities at the branch level; after receiving training, the volunteer shared their knowledge to their own communities; therefore, by completion of the operations, the team exceeded its target and successfully conducted 61 awareness sessions.

As an auxiliary to the government, VRCS planned to refer 1000 affected people to government health service; yet, on the ground, the volunteers referred a total of 62 people to respective cluster representative at the area councils. In addition to that, the team identified that a proper system was missing which also affect the record of MHPSS referral cases.

Challenges

The original target communities had their own priorities thus the psychosocial support activities did not take place as planned. On top of that, it was found that VRCS did not have proper system to record referral cases.

Lessons Learned

Although VRCS working through cluster systems and all cluster representatives were present in area councils of affected areas, VRCS should establish a proper record system for MHPSS related referral cases.

Outcome 4: Transmission of diseases of epidemic potential is reduced.

Indicators:	Target	Actual
# of key branch volunteers trained in ECV including COVID 19	30	61

Output 4.1: Community-based disease control and health promotion is provided to the target population.

Indicators:	Target	Actual
# of households reached with community-based disease prevention and health promotion activities	5,050	7,006

Narrative description of achievements

The initial plan targeted 30 branch volunteers trained on epidemic control; however, considering higher need on the ground level, VRCS recruited and trained 61 volunteers during TC Harold response and recovery operations.

Upon completion of epidemic control for volunteer training, VRCS team of volunteers rolled out community awareness in affected areas. The prevention key messages for dengue, malaria, leptospirosis as well as COVID-19 reached a total of 7,006 households in all affected area councils which exceeding the initial target of 5,050 households.

Challenges

Due to retention problem, the number of trained volunteers was not sufficient to carry out TC Harold response and recovery plan. In term of accessibility, bad road condition affected high transportation cost and hindered volunteer's mobilization to far-out communities.

Some communities do not have access to water. It hampered the hygiene promotion key messages shared to prevent diseases.

Lessons Learned

In the area with limited to no access to water, VRCS should share different ways to keep good hygiene practice with minimal resources.

A strong volunteer network at branches and community level will be an asset for VRCS. In addition, a systematic volunteer management including capacity building, care for volunteer and reward system should be maintained to ensure availability of well-trained volunteers especially for disaster response.

Outcome 6: The psychosocial impacts of the emergency are lessened.

Indicators:	Target	Actual
# of psychosocial support systems established for the staff and volunteers	3	3

Output 6.1: Psychosocial support provided to the target population as well as to RCRC volunteers and staff.

Indicators:	Target	Actual
# of volunteers/staff trained on psychosocial support and psychosocial first aid	50	60
# of affected people provided with psychosocial support activities or PFA	200	None
# of people referred to further emergency health services	50	None
# of temporary stations for First aid and PFA established in affected areas	3	None

Narrative description of achievements

Learning from previous disaster response, the VRCS ensure a proper MHPSS (Mental Health and Psychosocial Support) system for the staff and volunteers who worked around the clock. A group debriefing was established at the headquarters as well as branch level; briefing and debriefing including checking on staff and volunteers mental and physical status were conducted in daily basis.

On TC Harold operations, VRCS trained a total of 60 volunteers were trained on basic psychosocial and psychological first aid skills and through its integrated approach, the VRCS team of volunteers carried out activities such as sport competition and games for the children. During the visit, with their PFA skills, volunteers also observed possible distress on community members then referred them to respective cluster in area councils as the need raised.

Challenges

None.

Lessons Learned

Incorporated in other section.



Water, sanitation and hygiene

People reached: 32,239

Male: 15,887

Female: 16,352

Outcome 1: Immediate reduction in risk of waterborne and water related diseases in targeted communities.

Indicators:	Target	Actual
# of households supported with water, sanitation and hygiene interventions	5,050	7,450

Output 1.1: Continuous assessment of water, sanitation, and hygiene situation is carried out in targeted communities.

Indicators:	Target	Actual
# of communities where initial WASH assessment are conducted	120	30
% of assessments undertaken analysed (SADD) to identify caseloads and verification of beneficiaries in different target groups – inclusion factors integrate gender, diversity and disability in the response	100%	100%
# meetings attended to ensure programming integrated with other relevant sectors (including internal VRCS meetings)	10	>10
# of inter-cluster & cluster meetings to coordinate activities with Government and other stakeholders	1	>10
# of communities monitored for progress of WASH interventions	120	30
# of rainwater harvesting systems monitored for construction quality	20	0

Narrative description of achievements

VRCS was an active partner of the WASH, Health and Gender Protection clusters. The VRCS WASH Officer attended more than 10 meetings and liaised and communicated with the WASH Clusters in every affected province. However, the number of target communities for WASH interventions was reduced due to delays in procurement of WASH hardware materials.

Rainwater harvesting systems were not implemented during the early recovery timeframe.

Challenges

Procurement delays in WASH materials reduced the scope of direct VRCS support and as a result, the number of communities.

Lessons Learned

None.

Output 1.2: Daily access to safe water which meets Sphere and WHO standards in terms of quantity and quality is provided to target population.

Indicators:	Target	Actual
# of families reached with household water treatment and storage awareness using existing IEC material	5,050	7,450
# of families provided with jerry cans (2 per family)	5,050	7,450
# quick fix repairs and cleaning of water supply systems (gravity system, rainwater harvesting, wells)	50	0
# communities supported with rainwater harvesting systems	20	0

Narrative description of achievements

Household water treatment and storage awareness sessions were conducted by VRCS volunteers at relief item distribution points, which complimented existing community drinking water safety and security plans (DWSSP). In addition to the distribution of 2 jerry cans to each family of the 7,450 households, tabletop tulip filters from a private donor were distributed to 171 households on Emae Island.

A quick fix material was transferred to the WASH Cluster, VRCS conducted but had awareness in the communities.

Initial assessments revealed an urgent need to re-establish safe drinking water. The WASH Cluster in Santo provided a list of priority sites to support with rainwater harvesting systems in partnership with VRCS, based on the Department of Water Resources standard drawing. Procurement delays prevented the construction of these systems within the VRCS early recovery timeframe and the materials will be donated to the WASH Cluster (Department of Water Resources) in Santo for implementation.

Challenges

Delays in procurement impacted the transfer of quick fix materials to the WASH cluster and prevented the construction of the rainwater harvesting systems.

Lessons Learned

Review the logistical challenges for VRCS to conduct local procurement within the early recovery timeframe and clarify SOPs at VRCS and IFRC for increased efficiency.

Output 1.3: Adequate sanitation which meets Sphere standards in terms of quantity and quality is provided to target population.

Indicators:	Target	Actual
# bush toilets constructed by the community supported by VRCS guidance, with sanitation awareness including menstrual hygiene management	500	7,006
# toilet seats provided	550	0
# emergency VIP universal access latrines	50	0
# toilets maintained and cleaned	500	500
# hand washing stations constructed	500	500
# of community environmental cleaning kits distributed	120	None
# of communities who conduct environmental clean-ups with drainage improvements	30	30

Narrative description of achievements

VRCS addressed open defecation by promoting construction of bush latrines and developing/maintaining drainage to reduce breeding sites for mosquitos with tools from the shelter tool kits (additional environmental cleaning kits items were not procured). VRCS targeted clean-ups in Torba and Sola following outbreaks of malaria.

An existing VRCS DAPS VIP latrine concept was developed into a set of detailed drawings in consultation with the Shelter and PGI teams that expanded on the Ministry of Health approved design and included inputs from Engineers Without Borders. An early recovery plan was developed with the IFRC Shelter Recovery Programme Coordinator to construct model latrines at central locations. Families with people with mobility issues were to be targeted for material support and the construction workshops would enable neighboring communities to participate and share safe shelter methods utilizing a range of materials based on their location.

This activity was not conducted due to delays in the procurement of materials, which are to be transferred to the WASH Cluster / Ministry of Health for supporting sanitation in communities.

Tippy taps were constructed as a component of the hygiene promotion awareness.

Challenges

Delays in procurement prevented the early recovery sanitation component.

Lessons Learned		
Review the detailed set of drawings for future DAPS sanitation activities.		
Output 1.4: Hygiene promotion activities which meet Sphere standards in terms of the identification and use of hygiene items provided to target population.		
Indicators:	Target	Actual
# volunteers trained on hygiene promotion, including COVID-19 awareness	250	100
# staff trained on hygiene promotion, including COVID-19 awareness	33	36
# people reached with hygiene promotion, including COVID-19 awareness	6,000	30,750
Narrative description of achievements		
<p>At the forefront of VRCS community engagement was raising awareness of good hygiene practices focused on handwashing, safe water treatment and storage and promotion of bush toilet construction and use.</p> <p>Following hygiene promotion training including COVID-19 training at VRCS headquarters and Santo and Penama branches, volunteers conducted hygiene awareness in communities to reduce both the risk of water-borne disease and COVID-19 transmission. This was integrated with hygiene kit distribution and the distribution of shelter NFIs, along with IEC materials (to help the communities to understand “5 things to know and 5 things to do”) and awareness messaging for safe shelter. Handwashing stations (tippy taps) were promoted and constructed as part of this process.</p>		
Challenges		
Some communities face ongoing environmental barriers to practice good hygiene behavior due to the lack of access to water and markets to buy soap.		
Lessons Learned		
Build the capacity of volunteers to conduct hygiene promotion awareness activities during peace time.		
Output 1.5: Hygiene-related goods (NFIs) which meet Sphere standards and training on how to use these good is provided to the target population.		
Indicators:	Target	Actual
# of families provided with hygiene kits (in buckets)	5,000	5,050
# of people provided with dignity kits	3,000	1,000
Narrative description of achievements		
<p>Hygiene kits were distributed to 5,050 families where each kit consists of 12 pieces of 100g body soap, 5 units of 200g laundry soap, 40 pieces of disposable sanitary pads, 3 sheets of 30x70cm bath towel, 2 sheets of bigger 130x60cm bath towel, 6 sets of toilet paper rolls, 2 tubes of 75ml toothpaste, 5 pieces of toothbrush and 4 units of disposable razors which all of them were placed in a 20-litre bucket with lid.</p> <p>COVID-19 PPEs for VRCS staff and volunteers including hand sanitizer and disinfectant was provided under the COVID-19 Response Plan.</p> <p>The dignity kits (consists of MHM poster, bath towel, disposable pads, bath soap, laundry soap, baby wipes, 2 pairs of lady's underwear and clothesline rope) were distributed to 1,000 females but were not prepositioned because it required procurement from Suva following a tender process. Disposable pads were selected due to the lack of availability of reusable pads in Vanuatu and Fiji. The scope of 1,000 kits required limiting distribution to Central 1 and Central 2 Area Councils in Pentecost to avoid inequitable distribution within communities. Distribution of these kits and MHM awareness was integrated with SGBV and Child Protection.</p>		
Challenges		
There were several challenges identified during the operation, such as:		

- Some buckets were damaged during shipment.
- Communities are scattered making road access difficult.

Lessons Learned

It was suggested to review the dignity kits targeting policy, contents, procurement of reusable pads and options for prepositioning adequate stocks at VRCS.



Protection Gender and Inclusion

People reached: 1,907

Male: 86

Female: 1,821

Outcome 1: Communities become more peaceful, safe and inclusive through meeting the needs and rights of the most vulnerable.

Indicators:	Target	Actual
# people provided with PGI services	5,050	1,907

Output 1.1: Programmes and operations ensure safe and equitable provision of basic services, considering different needs based on gender and other diversity factors.

Indicators:	Target	Actual
Rapid needs assessment focus on key PGI areas	100%	none
Sex-age and disability disaggregated data is collected	90%	100%

Narrative description of achievements

Volunteers helped the communities to understand the importance of collecting SADD data during assessments.

Due to shortage of household items during the first phase of distribution, only the most vulnerable were provided with the household items where VRCS focused on people living with disabilities, female-headed households, single mothers and elderlies. The distribution team consults with the affected communities to help them to understand why this was done and it was eventually accepted.

A total of 1,000 dignity kits were distributed. The PGI officer conduct Gender Based Violence in Emergencies (GBViE) and Child Protection in affected communities reaching 907 people (821 females, 86 males including 5 female persons living with disabilities.)

Challenges

In Pentecost, the branch officer and the volunteers have not been through any PGI related trainings, hence it was difficult for them to carry out this activity. With regards to reporting, there was insufficient reporting prepared by branch officers, field staffs and volunteers on PGI issues.

It was found that there was insufficient of budget allocated to Gender & Diversity trainings or awareness or Minimum standards training which limit the activities that can be done.

Lessons Learned

Refresher in Child Protection & Gender trainings should be done in all branches to help staff's and volunteers understand more on them and followed by a ToT in both CP & Gender in all branches so PGI focal points in each branch can run the trainings whenever needed. Furthermore, there should be a minimum standard ToT to be done in all branches PGI focal points/branch officers. It is recommended that a PGI Policy awareness is provided to all PGI focal points in all branches so they can disseminate in their respective branches.

Output 1.2: Programmes and operations prevent and respond to sexual- and gender-based violence and other forms of violence especially against children.

Indicators:	Target	Actual
% staff and volunteers sign the code of conduct	100%	100%

Narrative description of achievements

A two-day Child Protection & Gender and Diversity training was conducted to volunteers in Lolong, North Pentecost (17 volunteers), from 26 to 27 August 2020 to help them understand more on Gender Diversity and be able to identify child protection issues within their communities. There was a positive response by deployed staffs in making sure all volunteers who participated in any activities during the response understand and sign the VRCS Child Protection code of conduct.

Santo branch volunteers were working together with Sanma Child Desk and Gender Protection Cluster to contact assessments and awareness on issues related to PGI. SGBV & Child Protection awareness was integrated with other activities (ECV & WASH awareness and Dignity kit distribution).

Challenges

Not enough written reports produced by Branch officers, field staffs and volunteers on SGBV and Child Protection issues. More importantly, there was not enough budget allocated to SGBV & CP trainings, awareness or printing of IEC materials.

Lessons Learned

Child Protection should be done in all branches to help staff's and volunteers understand more on them and followed by a ToT in Child Protection in all branches so PGI focal points in each branch can run the trainings whenever needed.

Output 1.3: NS educational and advocacy programmers raise awareness on humanitarian challenges, cultivate humanitarian values and develop relevant interpersonal skills.

Indicators:	Target	Actual
# of sessions for volunteers and staffs	1	0

Narrative description of achievements

Since PGI was integrated to National Emergency Response Team Training and Provincial Emergency Response Team Training most staffs and volunteers have come to realize the improved a lot on how they respond, especially understanding the importance of collecting SADD and targeting the response to the most affected/vulnerable. It also helps responders to help.

Challenges

Not enough reporting on this section because most staffs and branch officer were not aware of this.

Lessons Learned

All responders (HQ staffs, Branch staffs & volunteers) need to have some knowledge in PGI in order to improve how they report on this issue.



Disaster Risk Reduction

People reached: 32,239

Male: 15,887

Female: 16,352

Outcome 1: Communities in high-risk areas are prepared for and able to respond to disaster

Indicators:

	Target	Actual
# people reached with public awareness and education campaigns using harmonized messages to reduce, mitigate and respond to identified risks	20,000	32,239

Narrative description of achievements

Approximately 32,239 people were reached with public awareness and education campaigns using harmonized messages to reduce, mitigate and respond to identified risks. Community based response teams activated during the height of TC Harold and were the first line of response in conducting early warning early action activities, evacuation, and assisting in relief distribution.

- The information collected by these community-based response teams through the initial assessment that they conduct, informs the priority response activities for VRCS.
- Lessons learnt from the activation of our Community Based response teams, will be used to support the review of the upcoming vulnerability study and emergency response systems review.
- An Early warning early Action Standard operation procedure was circulated outlining Roles and responsibilities for each team member in all stages of the Early warning Cycle (the duties include what each Red Cross officers and Volunteers are obligated to do for Self-Preparedness, Branch or Provincial Preparedness and national society Preparedness).

Challenges

There was a concern on the validity and reliability of the information collected since enumerators related to everyone in their community, this might cause a slight bias or deviation from actually assessing the needs of the affected population, but also attending to the families not impacted during the disaster.

Hence, a longer time required to verify the assessments conducted by these community responders to determine the level of damage caused in the households assessed.

Bad weather condition disrupted the communications and signal coverage, it also affected roads accessibility to access remote communities. It was found that the HF radios were not maintained, thus when all Communication were down it was quite difficult to communicate with the Branch.

Lessons Learned

- Conduct a verification assessment supported by close observation using the information collected by the community-based response teams to verify the need before any assistance is given.
- Include these community responders in upcoming Emergency Response Training to understand the VRCS response processes and structures.
- Design a simple Terms of Reference for these community response teams and ensure they understand the importance of giving correct information and highlight to them how false and unreliable information will cost the operation.
- VRCS Need to Raise Emergency fund to support early warning and early actions while waiting for imminent DREF to support.
- More Emphasis on the PASSA to improve shelter condition and empowering communities to recognise weak structures and mobilize community members and community resources to strengthen their houses.

Strengthen National Society

Outcome S1.1: National Society capacity building and organisational development objectives are facilitated to ensure that National Societies have the necessary legal, ethical and financial foundations, systems and structures, competencies and capacities to plan and perform.

Indicators:	Target	Actual
# NS branches that are well functioning (in the operation)	1	5

Output S1.1.7: NS capacity to support community-based disaster risk reduction, response and preparedness is strengthened.

Indicators:	Target	Actual
# of EOC erected and functional to support community mobilization	6	6

Narrative description of achievements

- There were fully operational EOCs established in the Headquarters, Pentecost Island, Santo, Malampa province Torba, all of which were activated and mobilised volunteers to disseminate early warning early action to communities and prepare them for evacuation.
- The EOC were activated at the branches based on the authorization from the HQ, Operation Controller on approval by the SG. Most of the branches have attended basic EOC management training which provided them the idea to activate their branch EOC.
- All EOC's doesn't have the relevant resources but were using what we have in place. Mobile EOC was established in Pentecost to coordinate the operation on the Island.

Challenges

- Lack of communication tools to support virtual meeting and discussions with the IFRC, ICRC and other partners during the operation.
- Keys staffs deployed to the field to support assessment and distribution which causes lack of experienced staffs and volunteers to man the EOC's.
- Delay in analysing and sharing of data due to poor internet connectivity and lack of trained staffs and volunteers who have been deployed to the field.

Lessons Learned

- Future setting up of EOC should include key staffs and volunteers who are in it daily and is not involved in field work or deployments.
- Set up of updated communications tool and access reliable internet provider during an operation to avoid delay in analysing and sharing information.
- Proper EOC training to key staffs and volunteers on how to manage and operate an EOC.

International Disaster Response

Outcome S2.1: Effective and coordinated international disaster response is ensured.

Indicators:	Target	Actual
# of coordination and technical support to VRCS operation	1	6

Output 2.1.1: Effective and respected surge capacity mechanism is maintained.

Indicators:	Target	Actual
Rapid response personnel support the operation	1	1

Narrative description of achievements

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- IFRC Surge ops manager supported the VRCS TC Harold response who was funded by New Zealand Red Cross.
- IFRC Shelter cluster focal points continued to support the Vanuatu Shelter cluster remotely.
- Remote surge logs and IM PMER from Australian Red Cross and New Zealand Red Cross provided virtual support to the VRCS operations.
- Technical support from the CCST IFRC Technical lead towards the VRCS sector heads that ensured standards are maintained.
- A total of 140 Volunteers were engaged in the whole operation and this includes Field assessment team and the Logistic team. The mobilization of the volunteers has shown the reality of them being the backbone of supporting the operation and achieving the operation objectives and goal. The support of the Volunteers reflected the accomplishment of the operations within the time frame.

Challenges

- Virtual support was a bit tough to handle compared to face-to-face support that VRCS was used to in the past.
- Coordination meetings with the clusters were well coordinated when the situation was approaching Vanuatu.
- During the response, all cluster leads were deployed in the field thus making it hard to coordinate the response with different responding agencies.
- Due to many players in the field of response, VRCS was very mindful of carrying out orders and tasks before seeking proper operation coordination chain of command. This was happened by communication with relevant operation people with authority.
- VRCS was very careful of taking task or orders from other stakeholders because of the confusion and duplication of response efforts. Therefore, VRCS has taken the initiative to visit cluster leads at their workplace to verify information and tasks conducted by them before acting on any given tasks or to provide support. This was also done through phone calls, email and skype chats and calls.

Lessons Learned

- VRCS to continue follow its approved response plan of action and provide update report to NDMO through SITREP's and organized briefings.
- VRCS to not rely on stakeholders as they delay the process of our response considering the strict timeframe set for our response phase. This is in the area of transportation, logistics and field assessments as we don't have any control over the timing of our work but depend on them as taking lead in the field.
- Regular follow up with relevant stakeholders to ensure a coordinated response approach at all levels.
- VRCS to share its operation plan with other responding partners, clusters to overcome confusion.

Output 2.1.3: NS compliance with Principles and Rules for Humanitarian Assistance is improved.

Indicators:	Target	Actual
DREF procedures are applied during the implementation of the operation	Yes	yes
% target population satisfied with support received	70%	70%

Output 2.1.4: Supply chain and fleet services meet recognized quality and accountability standards.

Indicators:	Target	Actual
Logistics department provides constant support to the National Society's logistics unit for warehousing, fleet management, transportation, replenishment, and procurement.	Yes	Yes

Narrative description of achievements

The logistic was the main backbone of this whole response operation by purchasing and moving stocks to distribution points.

Challenges

- Bad Weather delay the movement of NFI's in accordance with the timeframe.
- All vessels were booked out by other responding organization.

- Increased cost of charter vessel.
- Last minute advised on changes of loading and departure.

Lessons Learned

- Having pre agreement with ship owners to avoid delay in transportation of NFI's and personnel to the areas affected.
- Have an MOU in place before TC season in Vanuatu with essential service providers. This will include transport, both land and sea, accommodations, rental companies, hardware etc.
- Build bigger warehouse in more provincial branches to accommodate increasing number of populations in areas affected.
- Increase quantity of priority NFI stock levels at branches to ensure that the affected population is assisted before the next replenishment of NFI's arrives.

Output 2.1.6: Coordinating role of the IFRC within the humanitarian system is enhanced.

Indicators:	Target	Actual
# coordination meetings held with other stakeholders	5	5

Narrative description of achievements

The coordination role of the IFRC has been effective within the system to provide support and assistance to coordinate well and achieve its mandate within the humanitarian obligation. Meetings and coordination were conducted through:

- Ongoing skype and phone calls.
- Exchanges of meaning phone calls.
- Sharing of resources and information.

Challenges

- Due to the COVID Pandemic globally, no delegates were deployed on the ground to provide direct support to VRCS.
- Remote support was introduced to support VRCS response.
- Biggest challenge with regards to remote support is that work can be delayed, disrupted due to poor network, communication breakdown which took much of the response time in trying to get a better connection.
- Remote support should consider time zone differences especially when important information is required, in this case, there is a huge time differences between the Suva and IFRC regional office in Kuala Lumpur.

To ensure smooth operation due to pandemic situation, there is a challenge with regards to:

- Instalment of new communication equipment's (standard).
- Identify reliable communication equipment.
- Upgrade of EOC with relevant, appropriate, and efficient equipment's.

Lessons Learned

With the pandemic situation, it has changed the way for VRCS to response to disasters. VRCS have to review existing SOPs, come up with specific and very detailed contingency plan and review the National Society Disaster Management Plan.

Outcome S2.2: The complementarity and strengths of the Movement are enhanced.

Indicators:	Target	Actual
Complementarity and strengths of the Movement enhanced	Yes	Yes

Output 2.2.1: In the context of emergencies, the IFRC, ICRC and NS enhance their operational reach and effectiveness through new means of coordination.

Indicators:	Target	Actual
Movement coordination is well established	Yes	100%

Narrative description of achievements

Having Movement partners working together and supporting each other have built and enhanced the National Society's capacity and identified new ways to strengthen and further improved response coordination in any future disaster responses. This information was collected through good collaboration is also critical in mapping future direction of the VRCS response plans and activities. On top of that, operation cost was shared with ICRC and IFRC.

Sharing of information and resources with the movement partners and other organizations to have an informed response and a better coordinated one as well.

IFRC provided technical support in the areas of VRCS response efforts from the initial stages of the response to the actual response and recovery of the operation.

Challenges

- Boarder close down and travel restrictions into the country due to COVID-19.
- Remote support due to COVID-19 movement restriction and/or lockdown which saw majority of the technical support and guidance was provided virtually.
- Unreliable communication's equipment's and poor internet connectivity contributed to the delay of the response coordination, especially in communication.
- Funding to maintain and purchase of vehicle spare part and ensure that transportation is not affected in the duration of the response.

Lessons Learned

None.

Output 2.2.5: Shared services in areas such as IT, logistics and information management are provided.

Indicators:	Target	Actual
IM support given to the operation	Yes	Yes

Narrative description of achievements

- In the EOC, the communications departments play the roles of the IM. It was purposely to collect, store and communicate information to support the operation. Disseminated relevant information authorized by the controller.
- VRCS was strongly visible during its emergency response on the affected islands, as it was the first humanitarian organization deployed 24hrs as soon as the interisland ban travel was lifted by the Government.
- On a daily basis, pictures, interviews collected on the ground by VRCS team, shared to EOC to be able to be uploaded on the social media.
- Social media updates on VRCS page enabled Local and international media organization to follow up what Red Cross has been doing on the ground, and this prompted them to request radio interviews with VRCS authorities (SG and Controller).
- international Newspapers, TV and Radio organizations from Europe, Pacific called for TC Harold updates and COVID-19.
- EOC Communication collected daily information gathered from branches to enable EOC to compile a weekly Situation Report shared externally.
- Good working relationship with media partners.

Challenges

- Network was the prime challenge in the first week as reconnections of signal take time to be re install by the two telecommunications companies in the country.
- Slow Electricity reconnection also contribute to the delay of information sharing as Branch officers need to find electricity power to charge their phones.
- No stand-by generators available in the branch as back up to maintain the flow operations.
- Lack of Communication equipment's in branches.
- Current communication equipment needs to be replaced (modern technology).

Lessons Learned

- Picture taking should be considered for future operations.
- To understand how the media works, media expectations.
- basic information on 5W is required to conduct a more strategized operation.
- Identify areas of improvement in the branches that needs to be done in the field of communication in timed of disaster.

Influence others as leading strategic partner

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.

Indicators:	Target	Actual
IFRC and VRCS participate in local, national and international dialogues/meetings	Yes	Yes

Output S3.1.1: IFRC and NS are visible, trusted and effective advocates on humanitarian issues.

Indicators:	Target	Actual
Multi-media information, education and communication materials produced	3 types of media used	4 types of media used

Narrative description of achievements

It was great to have the establishment of the information and communication cluster. VRCS Communication was appointed as the co-lead. VRCS became the co-lead based on the great work observed by other responding partners.

Challenges

- VRCS to train communication focal points at branch level.
- VRCS communication to review its SOP.
- Proper communication equipment's to purchase in peace time and stored safely at branches.
- Ongoing communication capacity building to enhance and further improve communication knowledge and skills.
- Because of its new establishment, there were caps identified for further consultation with other clusters, partners to understand the communication link and network from provincial level to HQ.

Lessons Learned

- More train communication focal points and volunteers at HQ and Branches.
- VRCS focal points and Volunteers to understand the communication SOP.
- VRCS to strengthen its position within the communication Cluster.
- VRCS to provide support to the Communication Cluster.
- VRCS communication to take lead in coordinating VRCS communication network.
- Communication activities to be included in the 2021 Master Plan.

Output S3.1.2: IFRC produces high-quality research and evaluation that informs advocacy, resource mobilization and programming.

Indicators:	Target	Actual
# of reports produced from lessons learned workshops and emergency response review	2	2

Narrative description of achievements

VRCS conducted a Post Distribution Monitoring (PDM) survey after the initial phase of the response. Results from the survey informed the next phase of the response and will be useful for future response both for Vanuatu and other partners.

Challenges		
None.		
Lessons Learned		
None.		
Outcome S3.2: The programmatic reach of the National Societies and the IFRC is expanded.		
Indicators:	Target	Actual
Complementarity and strengths of the Movement enhanced	Yes	Yes
Output 3.2.1: Resource generation and related accountability models are developed and improved.		
Indicators:	Target	Actual
Reporting deadlines are respected	Yes	Yes
Output 3.2.3: National Societies are supported in resource and partnership development (from both domestic markets and foreign sources).		
Indicators:	Target	Actual
# of resource and partnership development supported	3	4
Narrative description of achievements		
VRCS has built good and meaning partnership with domestic marketing.		
Challenges		
<ul style="list-style-type: none"> Logistics cost is high, especially for land transport and sea transport. Bad Infrastructures of roads and wharf in the islands. Delay of dispatchment of household items from Port Vila to affected islands, due to COVID-19 border closed (international shipment). Moralization of volunteers (Volunteers turnover.) Not enough space in storage areas of VRCS and within the other branches. Bad weather delays activities implementations Delay of approval from Kuala Lumpur especially when doing tender request. Only few land transportations operating in the islands. Only few customs broker's and local suppliers in country enable to meet the IFRC procedures. Delay of delivery for clearances from custom brokers. Delay of container deliveries. Local vendor operating in the islands did not have sufficient supplies. No budget for logistics for communications to follow up with logs procurement on daily basis. Limited suppliers in country. 		
Lessons Learned		
Logistical challenges especially with regards to suppliers, time planning, and sufficient budget should be considered for future operations.		

Effective, credible and accountable IFRC		
Outcome S4.1: The IFRC enhances its effectiveness, credibility and accountability.		
Indicators:	Target	Actual
Effective performance of staff supported by HR procedures	Yes	Yes

Output S4.1.2: IFRC staff show good level of engagement and performance.		
Indicators:	Target	Actual
% compliance with VRCS HR procedures	100%	100%
Output S4.1.3: Financial resources are safeguarded; quality financial and administrative support is provided contributing to efficient operations and ensuring effective use of assets; timely quality financial reporting to stakeholders.		
Indicators:	Target	Actual
% financial reporting respecting IFRC procedures	100%	100%
Output S4.1.4: Staff security is prioritised in all IFRC activities.		
Indicators:	Target	Actual
% operational staff for IFRC receive security briefing	100%	100%
Narrative description of achievements		
<ul style="list-style-type: none"> • Operation was fully compliant with VRCS HR procedures. • Safety and security are conducted to deployment team before deploying to the field. A draft VRCS key security messages and information's in place. • Branch Officer and team leaders have the full authority to manage teams in the field. Daily security briefings were conducted in the field before carrying out delegated tasks. 		
Challenges		
<ul style="list-style-type: none"> • Control of information in and out. • Finalize draft Security of information. • No security challenges encountered in the field. 		
Lessons Learned		
<ul style="list-style-type: none"> • Visibility and capacity of the Red Cross should be conducted across the country in peace time for communities to have a better understand of the Movement and its work in times of disasters. • Security briefing to be included in the ERT handbook and reemphasis in times of a disaster response. • ERT members are able to deliver security briefing as a team leader to Volunteers. 		

D. Financial Report

The total amount allocated for this DREF Operation was CHF 846,251 of which 746,255 (88%) was utilized. Balance of CHF 99,996 will be returned to the DREF pool. Please refer to the attached financial report for details of expenditure.

The major donors and partners of the Disaster Relief Emergency Fund (DREF) include the Red Cross Societies and governments of Belgium, Britain, Canada, Denmark, German, Ireland, Italy, Japan, Luxembourg, New Zealand, Norway, Republic of Korea, Spain, Sweden and Switzerland, as well as DG ECHO and Blizzard Entertainment, Mondelez International Foundation, and Fortive Corporation and other corporate and private donors. The IFRC, on behalf of the Vanuatu Red Cross Society, would like to extend thanks to all for their generous contributions.

Contact information

Reference documents



Click for:

- [DREF Operation](#)

For further information, specifically related to this operation please contact:

In Vanuatu Red Cross Society

- Dickinson Tevi, secretary general; email: sg@redcrossvanuatu.com
- Augustine Garae, DM manager; phone: +678 774 7847; email: disaster.coordinator@redcrossvanuatu.com,

In the IFRC Country Cluster Support Team, Suva

- Kathryn Clarkson, IFRC head of CCST; email: kathryn.clarkson@ifrc.org
- Carla Taylor, DRM coordinator; Email: carla.taylor@ifrc.org

In the IFRC Asia Pacific Regional Delegation, Kuala Lumpur

- Alexander Matheou, regional director; email: alexander.matheou@ifrc.org
- Gwendolyn Pang, deputy regional director; email: gwendolyn.pang@ifrc.org
- Necephor Mghendi, head of DCC unit; email: necephor.mghendi@ifrc.org
- Pascal Bourcher, operations coordinator; email: opscoord.southasia@ifrc.org
- Siokkun Jang, logistics manager; email: siokkun.jang@ifrc.org
- Antony Balmain, communications manager; email: antony.balmain@ifrc.org

In IFRC Geneva

- Nelson Castano, manager, operations coordination; email: nelson.castano@ifrc.org
- Christina Duschl, senior officer, operations coordination; email: christina.duschl@ifrc.org

For IFRC Resource Mobilization and Pledges support

- Alice Ho, partnership in emergencies coordinator; email: PartnershipsEA.AP@ifrc.org

For Performance and Accountability support (planning, monitoring, evaluation and reporting enquiries)

- Liew Siew Hui, PMER manager; email: siewhui.liew@ifrc.org

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.

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



Save lives,
protect livelihoods,
and strengthen recovery
from disaster and crises.

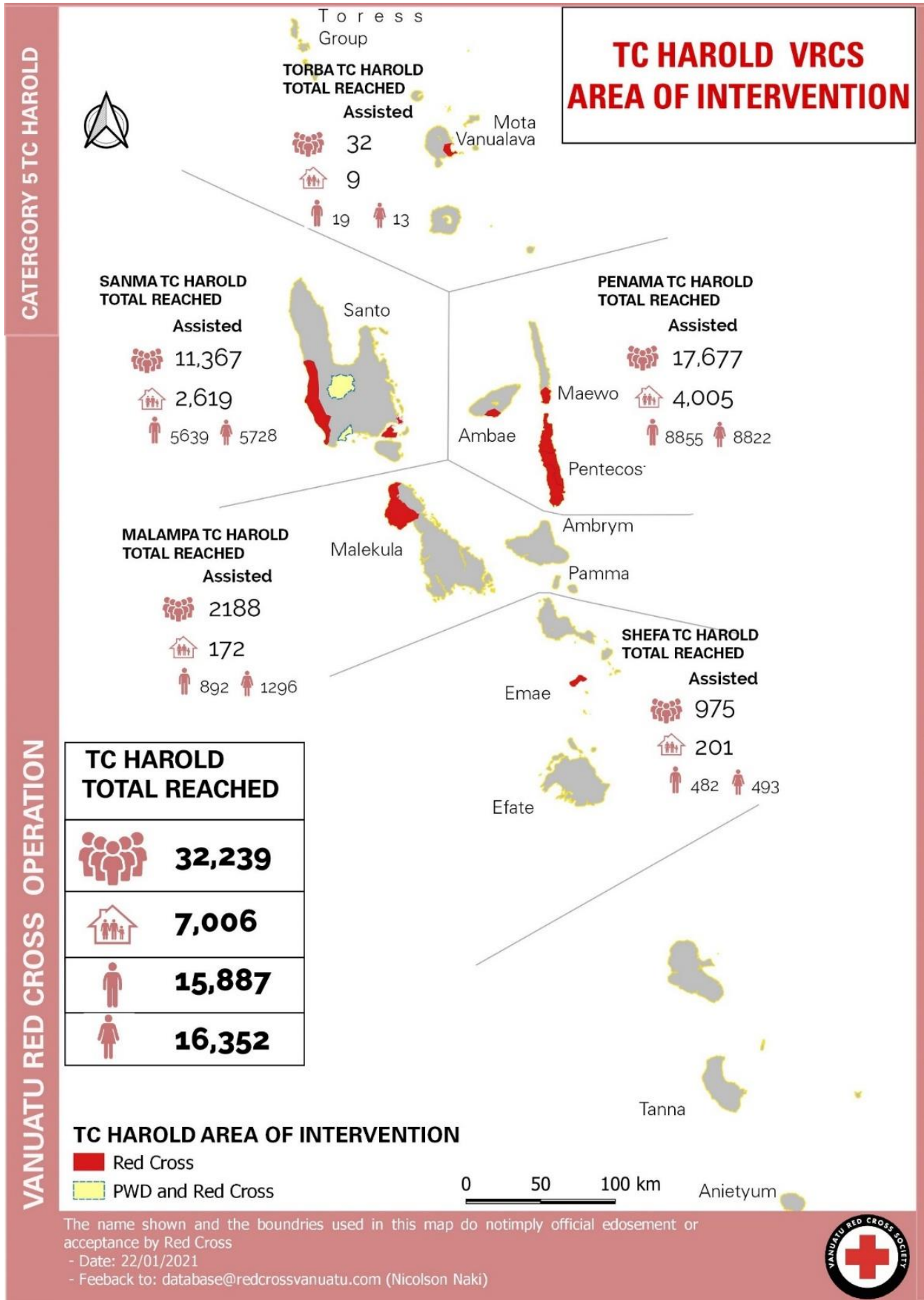


Enable **healthy**
and **safe** living.



Promote **social inclusion**
and a culture of
non-violence and **peace**.

Annex 1: VRCS interventions for TC Harold operation



DREF Operation

FINAL FINANCIAL REPORT

Selected Parameters			
Reporting Timeframe	2020/4-12	Operation	MDRVU008
Budget Timeframe	2020/4-10	Budget	APPROVED

Prepared on 03/Feb/2021

All figures are in Swiss Francs (CHF)

MDRVU008 - Vanuatu - Tropical Cyclone Harold

Operating Timeframe: 05 Apr 2020 to 31 Oct 2020

I. Summary

Opening Balance	0
Funds & Other Income	846,251
DREF Allocations	846,251
Expenditure	-746,255
Closing Balance	99,996

II. Expenditure by area of focus / strategies for implementation

Description	Budget	Expenditure	Variance
AOF1 - Disaster risk reduction	15,656	2,384	13,272
AOF2 - Shelter	278,019	306,658	-28,639
AOF3 - Livelihoods and basic needs	2,769		2,769
AOF4 - Health	39,871	18,393	21,478
AOF5 - Water, sanitation and hygiene	205,542	203,129	2,414
AOF6 - Protection, Gender & Inclusion	2,876	22,984	-20,108
AOF7 - Migration	19,511	62	19,448
Area of focus Total	564,244	553,610	10,634
SFI1 - Strengthen National Societies	24,101	72,650	-48,549
SFI2 - Effective international disaster management	237,335	96,319	141,016
SFI3 - Influence others as leading strategic partners	5,325	3,895	1,430
SFI4 - Ensure a strong IFRC	15,245	19,782	-4,536
Strategy for implementation Total	282,007	192,645	89,361
Grand Total	846,251	746,255	99,996

DREF Operation

FINAL FINANCIAL REPORT

Selected Parameters			
Reporting Timeframe	2020/4-12	Operation	MDRVU008
Budget Timeframe	2020/4-10	Budget	APPROVED

Prepared on 03/Feb/2021

All figures are in Swiss Francs (CHF)

MDRVU008 - Vanuatu - Tropical Cyclone Harold

Operating Timeframe: 05 Apr 2020 to 31 Oct 2020

III. Expenditure by budget category & group

Description	Budget	Expenditure	Variance
Relief items, Construction, Supplies	430,557	437,859	-7,302
Shelter - Relief	72,457	69,390	3,067
Clothing & Textiles	102,162	96,946	5,216
Water, Sanitation & Hygiene	209,917	205,865	4,052
Medical & First Aid	590		590
Utensils & Tools	34,598	60,219	-25,621
Other Supplies & Services	10,832	5,438	5,394
Land, vehicles & equipment		522	-522
Computers & Telecom		509	-509
Medical Equipment		12	-12
Logistics, Transport & Storage	232,000	160,685	71,315
Storage	5,000	21,099	-16,099
Distribution & Monitoring	148,400	102,817	45,583
Transport & Vehicles Costs	78,600	24,632	53,968
Logistics Services		12,137	-12,137
Personnel	56,800	55,057	1,743
International Staff	8,500	8,347	153
National Society Staff	28,300	21,764	6,536
Volunteers	20,000	24,946	-4,946
Workshops & Training	25,450	780	24,670
Workshops & Training	25,450	780	24,670
General Expenditure	49,795	45,807	3,988
Travel	13,450	750	12,700
Information & Public Relations	16,800	11,993	4,807
Office Costs	7,150	4,515	2,635
Communications	10,580	3,180	7,400
Financial Charges	300	2,984	-2,684
Other General Expenses		20,800	-20,800
Shared Office and Services Costs	1,515	1,585	-70
Indirect Costs	51,649	45,546	6,103
Programme & Services Support Recover	51,649	45,546	6,103
Grand Total	846,251	746,255	99,996