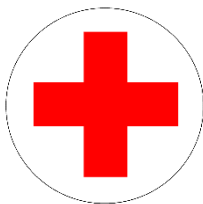


Mid-term review: TRCS and IFRC Tonga Operation on Volcano and Tsunami Response

FINAL REPORT



FGD in Kanokupolu, Tongatapu. *Photo: TRCS*



August 2023

Country: Tonga

Locations: Tongatapu, Haapai and Eua

Operational timeframe: January 2022 – January 2024

Mid-term review carried out between: May-July 2023

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Commissioner: Katie Greenwood, IFRC Head of Delegation for the Pacific Country Cluster Delegation.

Acknowledgements

The mid-term review team would like to express their gratitude for all the guidance and support provided by TRCS and IFRC staff and TRCS volunteers, and the affected population for their participation and sharing their insights and time.

We would also like to thank the Review Management Team for supporting us throughout the process, as well as those who took the time to provide technical input to help review the report.

Although all care has been taken to ensure the accuracy of the report, the mid-term review team accepts full responsibility for any inadvertent errors (factual or otherwise) or omissions that may remain.

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Abbreviations

APRO	Asia Pacific Regional Office
ARC	Australian Red Cross
CBDRR	Community Based Disaster Risk Reduction
CCD	Country Cluster Delegation
CVA	Cash Voucher Assistance
IFRC-DREF	Disaster Response Emergency Fund
EA	Emergency Appeal
EHI	Essential Household Items
FGD	Focal Group Discussion
FWA	Federation Wide Approach
HTHH	Hunga Tonga and Hunga Haapai
ICE	Information, Education and Communication
KI	Key Informant
KII	Key Informant Interview
M&E	Monitoring & Evaluation
Mol	Ministry of Infrastructure
MTR	Mid-term review
NS	National Society
NZRC	New Zealand Red Cross
OU	Operational Update
PER	Preparedness for Effective Response
PGI	Protection, Gender and Inclusion
PNS	Partner National Society/Societies
PWD	People with Disability
RMT	Review Management Team
TRCS	Tonga Red Cross Society

1. Executive summary

Introduction

On 15 January 2022, the explosion of Hunga Tonga and Hunga Haapai (HTHH), two sister underwater volcano located in an uninhabited area about 65 kilometres north of Nuku'alofa, Tonga's capital, triggered a Pacific-wide tsunami wave of up to 20 metres¹ which struck the west coasts of Tongatapu, Eua and Haapai island group. The explosion plume dispersed ash of 5-50 mm (0.2-2.0 inches) thickness across the Haapai, Tongatapu, and Eua islands²

The Emergency Appeal (EA) No: MDRT0002 Tonga | Volcano and Tsunami Operation was launched on 21 January 2022, following an initial IFRC Disaster Response Emergency Fund (IFRC-DREF) allocation on 19 January 2022.

The Revised Emergency Appeal was published on 5 April 2022, covering the period up to 21 January 2024, seeking CHF 4 million (CHF 4.4m FWA) and keeping the target of original target of 17,000 people to be reached. This EA was quickly fully funded.

The circumstances surrounding the operation, in particular the impact of the COVID-19 shutdown in 2022, have played an important role in the prioritisation of activities.

Methodology

Data collection for the mid-term review (MTR) was carried out through 31 key informant interviews (KII), 4 focus group discussions (FGD), 20 responses to a survey to staff related to the Operation and a 10-day field trip to Tonga. A total of 62 people took part in the MTR, 33 women (53%) and 29 men (47%). The number of staff and representative community members interviewed was limited by those made available within the time frame of the review. There was no requirement for a representative sample of the target population.

The MTR team consisted of three people who were not involved in the response operation:

- Lead consultant – team leader
- IFRC Secretariat PMER
- TRCS PMER

Top 5 Findings

1. There were clear challenges at the start of the operation due to COVID.
2. The Appeal was very successful in terms of being fully funded. However, expenditure remains low with the corresponding limited impact to date.

¹ <https://www.usgs.gov/centers/pcmsc/news/depth-surprising-tsunamis-caused-explosive-eruption-tonga>

² Center for excellence in disaster management & humanitarian assistance, Kingdom of Tonga, Disaster Management Reference Handbook, May 2023

Background

3. At the time of the review, the Operation has not been fully relevant in terms of helping the affected population to self-recover from the crisis sustainably and strengthen their resilience to future events.
4. Nor has it fully contributed to strengthening TRCSs response to future disasters and crises through preparedness, humanitarian assistance and protection.
5. A good example of where capacity development did take place was through the CVA where TRCS delivered a project resulting in a high level of satisfaction among the assisted population.

Top 5 Recommendations

1. Assess the needs of the most vulnerable who have not been able to recover and build resilience. This needs assessment should be carried out by the local authorities together with TRCS staff and/or volunteers. This should include families still living in emergency conditions.
2. Review the recovery plan based on the assessment and considering the approach stated in the Operations Strategy to apply adaptive principles to meet shifting needs and grasp opportunities to be innovative and strategic in building community, organizational and coordination resilience as Tonga recovers from this crisis.
3. Prioritise the PER to help assess the capacity and develop a plan with the NS.
4. Define a detailed NSD plan to make TRCS stronger. Including lessons learned from the HTHH operations.
5. Strengthen coordination and collaboration with the IFRC Regional Secretariat. Improved coordination should result in increased technical expertise for the programme, which would also have a positive impact on efficiency.

2. Background

2.1. Context

Tonga is a Polynesian kingdom in the South Pacific. It is an archipelago comprised of 176 islands, 36 of which are inhabited by a population of approximately 100,000 people. The islands are divided into three main groups – Tongatapu, Haapai, and Vava'u – with smaller islands stretching further north and south from these main groups. While Tonga's economy relies heavily on remittances from Tongan workers overseas and foreign aid, it has a productive agricultural sector.

On 15 January 2022, the explosion of Hunga Tonga and Hunga Haapai (HTHH), two sister underwater volcano located in an uninhabited area about 65 kilometres north of Nuku'alofa, Tonga's capital, triggered a Pacific-wide tsunami wave of up to 20 metres³ which struck the west coasts of Tongatapu, Eua and Haapai island group. The explosion plume dispersed ash of 5-50 mm (0.2-2.0 inches) thickness across the Haapai, Tongatapu, and Eua islands⁴.

Two submarine internet cables were damaged, severely disrupting international and domestic communications which meant little information was available from Tonga in the aftermath of the disaster. On 18 January, the Prime Minister of Tonga declared a state of emergency effective from 16 January. Both the Tongan government and Tonga Red Cross Society (TRCS) requested international assistance.



Figure 1. HTHH effects. Photo: TRCS

Tragically, the Tongan government reported three direct fatalities and one subsequent death from the volcano explosion. As the event occurred during the daytime, producing very loud sonic booms, people were able to escape the coastline, limiting fatalities and injuries.

Initial government estimates were that 84,176 people (84 per cent of the population)⁵ were affected on Tongatapu, Haapai island group and Eua. In the immediate aftermath, around 3,000 people were displaced, including some evacuees from severely affected islands off the coast of Tongatapu and in the Haapai island group. Most have since returned to their communities,

although some families evacuated from the worst-affected islands remain on Tongatapu. The events affected 85% of agricultural households, and the long-term effects include severe disruptions to fisheries-based livelihoods².

Tonga is among the countries most exposed to the impacts of climate change and natural disasters. Over the past decade, losses from natural disasters have been among the top five² in the world in terms of GDP (Gross Domestic Product) percentage. The Tonga HTHH volcanic explosion, tsunami and ashfall is estimated to have caused US\$90.4M (TOP 208 million) in damages – the equivalent of approximately 18.5% of Tonga's Gross Domestic Product (GDP) – according to a World Bank assessment for the Government of Tonga⁶.

³ <https://www.usgs.gov/centers/pcmsc/news/depth-surprising-tsunamis-caused-explosive-eruption-tonga>

⁴ Center for excellence in disaster management & humanitarian assistance, Kingdom of Tonga, Disaster Management Reference Handbook, May 2023

⁵ IFRC MDRT002 Operation update #4 (12-month report), March 2023

⁶ <https://www.worldbank.org/en/news/press-release/2022/02/14/tonga-volcanic-eruption-and-tsunami-world-bank-disaster-assessment-report-estimates-damages-at-us-90m>

2.2. Operation details

Overview

IFRC-DREF: On 19 January 2022 the IFRC allocated a IFRC-DREF⁷ (Disaster Response f Emergency Fund) of CHF 430,666 to provide emergency support for up to 7,549 people (1,258 households). This document was prepared by IFRC with limited input from TRCS due to the communications blackout in Tonga.

Emergency Appeal: On 21 January 2022 IFRC scaled the IFRC-DREF up to an Emergency Appeal (EA) (MDRTO002⁸) requesting CHF 2.5m (CHF 3.1m FWA (Federation Wide Approach)) in order to reach more than 17,000 people (2,833 households) or 20 per cent of the population affected by the volcano and tsunami in Tongatapu, Haapai island group and Eua over a 24-month period. In accordance with the IFRC Emergency Response Framework the Operation was categorised as an orange response.

Revised Emergency Appeal: On 5 April 2022 the EA funding request was increased to CHF 4 million (CHF 4.4m FWA). However, this revised EA did not increase the number of people to be reached beyond the original 17,000. Instead, the increase in funds enabled TRCS to focus more on community resilience building and better support the National Society development. The end date of the Operation remains the same - 21 January 2024.

The following table contains details on the funding requested, number of people to be assisted, the duration and end date.

Table 1. Emergency Appeal & revisions: summary of main facts

What	When	Funding request CHF (FWA)	People to be assisted	People affected	Period	End date	Notes
IFRC-DREF	19/01/22	430,666	7,549	50,326	4 months	03/22	
EA	21/01/22	2.5m (3.1m)	17,000	85,000	2 years	01/24	
Ops strategy	04/02/22	Within time frame					
Rev EA	05/04/22	4m (4.4m)	17,000	85,000	2 years	01/24	
Rev Ops strategy	24/07/22	Outside of time frame – took 3.5 months to publish					

The IFRC continues to facilitate a Federation-wide approach for coordinated assistance with participating National Societies (PNSs), including the New Zealand Red Cross (NZRC), making effective use of Red Cross and Red Crescent resources and existing expertise to ensure critical gaps are covered for people in need.

Operational Strategy

As defined in the Operational Strategy 2022 to 2024 published on the 2 February 2022, the Operation intends to enable approximately 17,000 people (2,833 households) affected by the HTHH volcano and tsunami **to meet their essential needs in a safe and dignified manner, help them self-recover from the crisis and strengthen their resilience to future shocks.**

The Operation also intends **to strengthen TRCS's response to future disasters and crises through preparedness, humanitarian assistance, and protection.**⁹

⁷ <https://adore.ifrc.org/Download.aspx?FileId=488345>

⁸ <https://adore.ifrc.org/Download.aspx?FileId=489217>

⁹ The Operations Strategy to be revised to include CVA and DRR - Evacuation

Background

Following the EA review carried out in April 2022, the Revised Operational Strategy was adapted to the new needs and funding in July 2022. A table providing the key indicators, targets (segregated by gender) and budget for each Planned Operation sectors is included in Annex 1. *Key indicators, targets and budget Revised Operational Strategy.*

The circumstances surrounding the operation, in particular the impact of the COVID-19 shutdown in 2022, have played an important role in the prioritisation of activities.

TRCS Capacity

TRCS was established by a Parliamentary Act in 1981, as an auxiliary to the government. TRCS has a presence in 80 per cent of the country through its three branches on the islands of Haapai, Eua and Vaau with one officer in charge and a small team of volunteers. TRCS headquarters and branches have 15 staffs and up to 80 volunteers spread across the island groups.

TRCS headquarters are in Nuku'alofa on Tongatapu, where the Disaster Management unit is based. TRCS have prepositioned relief supplies in 14 sites across the country - five sites in Tongatapu; five on Haapai; one on Eua Island; one on Vavau Island, and two on the far northern Nuia islands.

This is the first time that the TRCS has had to implement an appeal for more than CHF 4 million. Previous experience has been on a much smaller scale.



Figure 2. TRCS volunteers delivering family kits to Siesia island. Photo: TRCS

3. Mid-Term Review background

3.1. Purpose and scope

The purpose of this Mid-Term Review (MTR) is to review the **relevance and appropriateness** by assessing the extent to which the response has been targeted to meet the needs of the most vulnerable, and how the response can continue to support the recovery of people affected by the volcano explosion and tsunami.

To assess **efficiency and effectiveness** will reflect on the successes and challenges faced by TRCS, the IFRC Secretariat and the Participating National Societies (PNS) in ensuring effective and efficient delivery of services and assistance to those in need. It will also review coordination support provided to the Operation by actors within and outside the Movement and the extent to which interventions have been complementary and avoided duplication of efforts. This will inform the ongoing response in Tonga and provide lessons for future global emergency relief operations.

Sustainability and connectedness will be assessed through the participation of the government, local actors, and communities in the response to the operation and in-country collaboration between IFRC, TRCS, PNS from the start of the operation in January 2022 to March 2023. More importantly, the outcome of the review will indicate the continuation and way forward of the Operation transitioning from the first phase, responding to recovery and transition to a longer-term development approach.

Cross-cutting issues, such as Protection, Gender, and Inclusion (PGI), Community Engagement and Accountability (CEA), and Green Response, will also be assessed as part of this MTR in order to ensure that the operation is inclusive of the most vulnerable and does not harm people or the environment.

3.2. Objectives

The MTR was organised according to the following objectives:

1. Conduct a MTR for Tonga Operation to **generate evidence, lessons learned and knowledge against the objectives** of the Operation **and** seek the **best way forward** at the halfway point of the two-year Operation. The findings will enable the teams to correct the course of action and adapt relevant actions as well as prepare a long-term plan for the Operation and the exit strategy.
2. Provide clear **recommendations** to assist with **medium and longer-term** vision and strategy, including transition and sustainability strategies.
3. Document the **lessons learned**, which can be used in order to replicate good practices in other similar humanitarian emergency operations. In-country Movement partners and external stakeholders will use the results of the review to inform future design and operation of similar projects and interventions.

3.3. Key questions

The key MTR questions that support each of the three Mid-Term Review objectives were set out at the inception report. See Annex 2. *Key Mid-Term Review questions*.

3.4. Commissioner

The MTR was commissioned by the IFRC Head of Delegation for the Pacific Country Cluster Delegation.

3.5. Approach

Inception report

A draft inception report was submitted on day 6 of the consultancy. It was reviewed and approved by the Review Management Team (RMT).

MTR team

The MTR team consisted of three people who were not involved in the response operation:

- Lead consultant – team leader
- IFRC Secretariat PMER
- TRCS PMER

Field visit

The lead consultant visited Tonga from 7 to 17 June 2023. Field visits included the outer island with TRCS PMER officer and Tonganapu island with both TRCS PMER and IFRC Secretariat PMER. Throughout the field visits, MTR team members carried out daily debriefing sessions.

MTR team and RMT coordination

The MTR team leader coordinated with the RMT who authorised the KIIs and field trip. The RMT also approved the inception report, hereby approving the MTR methodology and deliverables.

The RMT consisted of:

- TRCS Deputy Secretary General
- Representative from the IFRC Secretariat Country Delegation
- Representative from the IFRC Secretariat Asia Pacific Regional Office

The MTR team hold five weekly update meetings with the RMT, as well as ad hoc meetings to keep the process and RMT as updated as possible.

Final report

This final report highlighting key findings and recommendations incorporated the feedback on the draft report provided by RMT members.

Principles and ethical practice

The MTR team took all reasonable steps to ensure that the MTR was designed and conducted to respect and protect the rights and welfare of the people and communities to which they belong, and to ensure that the MTR was technically accurate, reliable, legitimate, conducted in a transparent and impartial manner, and contributed to organizational learnings and accountability.

All people invited to participate in the MTR (staff, key stakeholder or direct/indirect affected person) were asked to verbally give an informed consent.

At all times, the IFRC Framework for Evaluations¹⁰, Ethics & Legality Standard guidelines were followed.

3.6. Data collection method

Overall, 62 people took part in the MTR, 33 women (53%) and 29 men (47%) via 31 KIIs, 4 FGDs and an online survey. The number of staff and representative community members interviewed was limited by those made available within the time frame of the review but is considered sufficient to provide a representation of the findings below. This included coverage of the two most affected communities in the outer islands and two of the most affected on the main island. There was no requirement for a representative sample of the target population. During the 9 working days in the field, the following places were visited:

Location	Activities
Nomuka, Haapai	<ul style="list-style-type: none"> • 5 households visited for small Focal Group Discussions (FGD)/interviews about the relief • Observation: <ul style="list-style-type: none"> - General destruction produced by tsunami - Lake Molou which was rehabilitated through the TRCS CfW (cash for work) - New prefabricated houses construction site - Garbage point
Fonoi, Haapai	<ul style="list-style-type: none"> • 1 FGD • 1 KII with Village Officer • Observation of the current living conditions of the 9 families who live on the island, damage caused by the HTHH tsunami and state of prefabricated house constructions
Kolomotua, Tonganapu	<ul style="list-style-type: none"> • 1 KII with Village Officer
Patangata, Tonganapu	<ul style="list-style-type: none"> • 2 households visited and interviewed: household 1, a family with a PWD (person with disability), and household 2, whom the head of the household is the owner of the first house built by the Tongan Government • 1 KII with the Village Officer • Viewed of a house built by the Tongan Government for a family affected by the HTHH tsunami
Nukualofa	<ul style="list-style-type: none"> • 1 KII with NEMO (National Emergency Management Office)
Kanokupolu, Tonganapu	<ul style="list-style-type: none"> • 1 KII with Village Officer • 1 FGD with women and men supported by TRCS during the relief phase • Observed the damage along the coast

Data collection method for the MTR included:

- A) **31 semi-structured Key Informant Interviews (KIIs)** carried out with staff involved in the implementation from IFRC Secretariat, TRCS, PNS and other stakeholders.

¹⁰ <https://www.ifrc.org/document/ifrc-framework-evaluation>

Group	List	Available	Women	Men	Remote	In person
IFRC Secretariat	25	18	11	7	18	0
TRCS	9	5	2	3	3	2
PNS	3	2	0	2	2	0
Other stakeholders	8	6	0	6	0	6
Total	45	31	13	18	23	8

The remote KIIs were conducted by the lead consultant, while the on-site KIIs were also conducted with the TRCS PMER, who assisted with translation. The IFRC Secretariat PMER also participated in the field interviews carried out on the island of Tongatapu. The MTR team leader requested 45 KIIs and 31 were available (69%).

With regards TRCS participation in KIIs those included were the Secretary General, Deputy Secretary General, Board Vice President, Board Treasurer and TRCS Finance Manager. Although TRCS technical staff were requested several times for the review, they were not made available during the time of the review.

TRCS volunteers were also requested to be part of the review several times but were not made available during the time frame of the review. This is similar to what happened during the TRCS HTHH volcano/tsunami response lessons learned activities.

“It had been intended to interview several volunteers, but eventually only one was interviewed.” *TRCS HTHH volcano/tsunami response lessons learned activities.*

The MTR team leader gave regular updates on the status of the TRCS involvement in the KIIs to the RMT. However, the MTR team were unable to gain access to TRCS technical staff and volunteers.

It should also be noted that, the number of people on the list of KIIs who had experience of the earlier stages of the Operation were limited due to lack of contact details and their availability.

See Annex 3. List of Key Informant Interviews. The questions were based on the evaluation criteria. See Annex 2. Key evaluation questions. Detailed guide questions can also be found in Annex 5 of the inception report. Guide KII Questions.

Each confidential interview took around 45 minutes and consisted of general and more specific questions related to the position of the person interviewed. Online KIIs took place between 21 June and 24 July.

B) 20 Online KI survey responses: At the end of the KII, all RCRC staff who participated were asked to answer a brief online survey to obtain quantitative information based on a standard set of questions designed to form part of the data analysis.

The link to the online survey was sent to 33 people and 20 responded (10 women and 9 men¹¹) (61%).- This survey provided an important opportunity to gain quantitative (and anonymous) information which helped to validate the findings from the KIIs. The percentage who replied are considered a reasonable response rate.

Points to note about the KIIs that impacted the findings of this report:

- Not everyone answered the online KII survey. As such, the quantitative section of the findings are based on a smaller number of responses
- It was not sent to non-RCRC partners, nor to the affected population

¹¹ One responder preferred not to answer

Background

- The KII survey was also distributed among some TRCS volunteers in order to increase the amount of people surveyed, but only one replied.

See Annex 4. Key Informant survey.

C) The following Focus Group Discussions (FGDs) were carried out:

Location	Women	Men	Profile
Nomuka	9	2	1 PWD, 18-65 yo
Fonoi	1	4	1 PWD, 18-55 yo
Patangata	1	3	1 PWD, 18-55 yo
Kanokupolu	9	2	7 people > 65 yo
Total	20	11	

TRCS PMER was responsible for organising this activity. Purposive sampling¹² was used to invite people to these focus groups. As agreed during the inception period purpose sampling through the FGDs was considered the most effective, practical and reliable methodology that could be carried out within the scope of the MTR.



Figure 3. Women FGD in Kanokupolu, Tonganapu.
Photo: TRCS

D) Direct observation: The MTR visited the following locations:

- Fonoi island, Haapai
- Nukofoa island, Haapai
- Patangata village, Tonganapu
- Kanokupolu village, Tonganapu

E) Desk review: 37 internal and external documents were reviewed. See Annex 5 Documents reviewed.

F) Secondary data: Based on the MTR questions approved in the inception report and using the different data collection methods described above, the MTR team carried out a comparative analysis to review the results and alignment of the Operation's activities (as per the Operational Strategy Rev 2 and 12-months Operation Update).

G) A workshop with IFRC operational staff and TRCS management and volunteers to discuss the best way forward was proposed in the inception report. However, this did not take place because key staff were not available at the time.

3.7. Limitations

Table 2 Limitations of the mid-term review

Limitation	Impact
Duration of consultancy was too short	Not enough time or preparation for the field visit
	Not enough time for carrying out sufficient KIIs
	Not enough time for field data collection
Delays in some of the benchmark activities	RMT kick off meeting was held in week 3 of the review
	Inception report was not approved until after the field visit

¹² Purposive sampling refers to a group of non-probability sampling techniques in which units are selected because they have characteristics that you need in your sample. In other words, units are selected "on purpose" in purposive sampling.

Background

Limitation	Impact
	Delays in approving KII list meant the interviews didn't start until after the field visit was over
	Not all reference documents were made readily available.
Needed more planning around field visit to maximise time available	Not enough planning to arrange more FGDs
	Field visit to Eua island had to be cancelled - Ferry to Eua island was out of service
	Ministry of Health (MoH) and Ministry of Infrastructure (Mol) KII couldn't be arranged during the field visit
Not enough TRCS staff and volunteers participated	Only 5 KIIs are from TRCS versus 18 from IFRC Secretariat

Individually and collectively, these limitations may have impacted on the quality of the information gathered over the course of the MTR, resulting in potential gaps or oversights in analysis.

4. Findings

The Findings section is in two parts:

Part 1 – Quantitative findings

Part 2 – Qualitative findings

Part 1 – Quantitative findings

The following is the quantitative output from the online part of the KI survey for considering three key questions based on 20 responses. All responses are available in a separate document.

What would have helped to make the Tonga Operation on Volcano and Tsunami Response more effective? ¹³	Response %
A TRCS better prepared for disasters	70%
Improved coordination with other stakeholders	70%
More TRCS volunteers	60%
More effective management	60%
More TRCS staff	55%
More trainings for staff	50%

Do you think that the Tonga Operation on Volcano and Tsunami Response has contributed to the following?	Response %
Strengthened communities' resilience to future shocks	20%
Prevented (some) abuse of children or women	25%
Provided self-recovery to the affected communities	30%
Strengthened TRCS's auxiliary role	45%
Increased knowledge and awareness on disaster preparedness to the population	50%
Met their essential needs in a safe and dignified manner	60%
Reinforced TRCS's capacity in disaster response and recovery	60%
TRCS and IFRC working in a collaborative way	65%

Overall, how would you rate the following during the Tonga Operation on Volcano and Tsunami Response?	Very good	Good	Neither good nor bad	Bad	Very bad	I don't know
The management of the response	15%	30%	25%	10%	5%	15%
Changes in the Operation's management	0%	45%	25%	5%	5%	20%
Collaboration with different actors/RCRC members	10%	45%	25%	0%	0%	20%
Coordination with different actors/RCRC members	5%	45%	20%	5%	0%	25%
Communication with the affected population	10%	40%	20%	0%	0%	30%
Relief support provided to the affected population	25%	40%	15%	5%	0%	15%
Quality of relief items provided to the communities	15%	55%	15%	0%	0%	15%
The scale of the response	15%	25%	40%	10%	0%	10%

¹³ Top 6 responses

Part 2 – Qualitative findings

The following section summarises the outputs of the KIIs and KII online survey correlated with the outputs of the FGDs, direct observations and desk review.

The following are the most recurring themes brought up by community members in the 4 FGDs conducted. While the FGDs were not scripted the participants' responses can be grouped according to their situation, perception of risk reduction, relief, housing, livelihoods and the National Society.

Location	
Nomuka	
Situation	<ul style="list-style-type: none"> • A large number of assets were lost here because the tsunami washed through the village • Families who have members in Tonganapu or abroad have been able to recover faster • Crops are starting to produce good quality leaves to be woven which will help many families to recover some of the income generation activities
Risk reduction	<ul style="list-style-type: none"> • None
Relief	<ul style="list-style-type: none"> • Quality of items distributed by TRCS was higher compared to other organisation. These items were able to be identified and were still being used. • In need of mosquito nets
Housing	<ul style="list-style-type: none"> • Not much is known about the MoI houses to be provided
Livelihoods	<ul style="list-style-type: none"> • CfW was a good activity • Cash support was much appreciated, especially for buying food
NS	<ul style="list-style-type: none"> • TRCS is better known • Community members would like to become RC volunteers
Fonoi	
Situation	<ul style="list-style-type: none"> • Depend on Nomuka for prepositioned stocks • Only one boat for the whole community • Feel left behind even though they live in very vulnerable conditions • Would like to receive food support because crops are not enough and many trees were swept away by the tsunami
Risk reduction	<ul style="list-style-type: none"> • Don't feel safe having to spend the next cyclone season under an old tent
Relief	<ul style="list-style-type: none"> • TRCS relief items appreciated, good quality and still in use • Would have been better if support had been faster • In need of mosquito nets
Housing	<ul style="list-style-type: none"> • Not happy with MoI houses being built, would have preferred the same as the ones built in Tonganapu • Think the houses built after the '83 cyclone were much stronger than the ones currently being constructed by MoI. They won't feel very safe and worry, the housing won't last very long
Livelihoods	<ul style="list-style-type: none"> • Cash support was much appreciated, especially for buying food • A good recovery solution for them would be fishing boats and fishing coolers so they can transport and sell fish in Tonganapu (8-10 hours by speed boat if the sea is calm)
NS	<ul style="list-style-type: none"> • TRCS is better known
Patangata	
Situation	<ul style="list-style-type: none"> • Families with relatives abroad recovered faster • Many fishing boats were destroyed by tsunami. This is a fishing village without enough boats so recovery is low • No RLF calls here
Risk reduction	<ul style="list-style-type: none"> • Many houses were completely destroyed because the village is very close to the sea • Early warning system didn't work
Relief	<ul style="list-style-type: none"> • Items distributed by RC were the best quality

Findings

	<ul style="list-style-type: none"> • RC had its own list, distribution was not fair because some people were not included • Better if relief items are channelled by the village officer • In need of mosquito nets
Housing	<ul style="list-style-type: none"> • A family who was allocated the Mol new house was very pleased. The new house is much better than the previous one and they got it within three months as it was the showcase house • Since moving in, they have not been asked to pay the 5% contribution of the house value to the Tongan government
Livelihoods	<ul style="list-style-type: none"> • Cash assistance had a good impact • PWD who received cash used it for mats and a plastic carpet as a lot of people had to stay in his house since losing their own
NS	<ul style="list-style-type: none"> • TRCS is better known • Community members would like to become RC volunteers
Kanokupolu	
Situation	<ul style="list-style-type: none"> • Those with family abroad feel that they recovered • Many houses destroyed by the tsunami • Some households have been relocated • Concerns about the rising sea levels • Most of the fishing boats were destroyed by the tsunami. Currently waiting for the government to provide new ones • A few families consider they still need assistance with their houses • PSS reached them but only once, which was not enough • No RLF calls here
Risk reduction	<ul style="list-style-type: none"> • Major concerns about rising sea levels • Early warning system didn't work
Relief	<ul style="list-style-type: none"> • Happy with RC distribution of items because it was fast • Some PWD and elderly people weren't informed ahead of the distributions and missed out • They are still using most of the HH items
Housing	<ul style="list-style-type: none"> • Shelter cash was for food and fixing the house
Livelihoods	<ul style="list-style-type: none"> • Cash assistance good but not fair (some vulnerable families were not considered because they were not on the list) • PWD cash was used mainly for food and transport for hospital visits
NS	<ul style="list-style-type: none"> • TRCS is better known • They would like to become RC volunteers

4.1. Relevance & appropriateness

Based on the outputs from the FGDs and KIs most responded that the activities to meet the essential needs of the affected population were relevant, appropriate and appreciated.

At the time of the review, the Operation was not relevant in terms of helping the affected population to self-recover from the crisis sustainably and strengthen their resilience to future events. Nor has it contributed to strengthening TRCS response to future disasters and crises through preparedness, humanitarian assistance and protection. However, it is understood that these activities will scale up during the recovery phase which will be started after this MTR.

The Housing Recovery and the Multi-Purpose Cash Grant (MPCG) for 2023 is still to be rolled out from August 2023. The Unified Plan 2024 clearly intends to scale up activities related to sustainable self-recovery, resilience building, preparedness, humanitarian assistance, and protection.

This situation matches with the answers provided by the KI online survey in which 60% of the responders thought that the Operation had contributed to meet the essential needs in a safe and

dignified manner while only 30% thought that the Operation has provided self-recovery to the affected communities.

Assessments

According to Operational Update (OU) #4, TRCS undertook a range of assessments with IFRC support, to gain a more in-depth understanding of the needs. The information provided to the MTR from the assessments was taken from the IFRC's published reports. While no actual assessment reports were provided to the MTR, in terms of accuracy, the situation observed and reported by the KIIs and FGDs generally confirmed the assessment findings and were therefore considered adequate.

Some of the key points reported in the Ops Strategy Rev 2 and OU#4 are described below:

Sector	Key points
Shelter	<ul style="list-style-type: none"> NEMO released the Initial Damage Assessments (IDA) report. The report stated that 284 household shelters were severely damaged or destroyed, while a further 182 household shelters suffered minor or moderate damage. Based on this assessment, the target number of houses for shelter interventions was subsequently reduced in the Revised Emergency Appeal and Operations Strategy to 500 households (approximately 2,850 people).
Livelihoods	<ul style="list-style-type: none"> The volcano, subsequent tsunami and ashfall have had an impact on the livelihoods of some of the affected population. It was anticipated that those in the most affected areas would need financial support in the coming months, in particular for crops (around 80% of households produced their own food in kitchen gardens). NEMO advised that around 200 boats, including fishing boats, were destroyed or severely damaged. During the second assessment of households across the most impacted areas, people were asked <i>"What are the biggest challenges stopping you from recovery?"</i> The majority of respondents cited lack of income and restrictions on income generation opportunities as obstacles to the recovery process. This applied to the PWD group as well.
Health	<ul style="list-style-type: none"> Hygiene and sanitation became an issue. The combined effects of the volcanic explosion, the tsunami, challenges in contacting family and friends that were separated during the evacuation, the damage to personal property and the subsequent outbreak of COVID-19 are likely to have affected the psychosocial wellbeing of those impacted by the disaster. Stagnant water, caused by the tsunami and subsequent heavy rains, contributed to an increased risk of dengue fever. The MoH sprayed targeted areas in communities to reduce this risk. Access to clean drinking water was an issue due to periods without rainfall. Consequently, many communities relied heavily on donated bottled water and utilized whatever possible water containers they could find to collect water from their reserve tanks.
WASH	<ul style="list-style-type: none"> Need for household water tanks and rainwater harvesting units and water filters for tanks Infrastructure/housing damage also contributed to sanitation and hygiene needs. Some vulnerable households needed assistance with clean-up activities Estimated population assisted (25% of affected) equated to approximately 16,835 people (2,806 HH)
PGI	<ul style="list-style-type: none"> Household survey of 189 PWD on Tongatapu, Haapai and Eua islands linked to CVA and WASH
Environment sustainability	<ul style="list-style-type: none"> Solid waste (e.g. plastic water bottles and packaging), discarded from donated goods scattered around homes and communities was mounting and rapidly becoming an issue.

Interventions

4.1.1 Shelter, housing and settlements

Emergency shelter and essential household items

All relief activities were carried out in accordance with the priorities and guidance of the Tongan authorities, who oversaw the coordination of the various national and international humanitarian actors.

TRCS had pre-positioned stocks which ensured a fast response, meeting the immediate needs of the affected population. Reported in OU#1, essential household items for 1,200 households were previously prepositioned in 14 containers around Tonga. The strategy of pre-positioning contributed to a timely response to the disaster in those locations where a container was available. However, some of the outer islands did not have containers so had to wait for a week to receive any support.

On the main island of Tonganapu, the first relief items distributed consisted mainly of water, donated food and blankets. Due to the urgency of the situation for families evacuated to higher parts of the island, this was done without a needs assessment.

In Tonganatu, interviewed families were able to show the MTR team the essential household items they are still using, the blankets in particular were appreciated. Quality satisfaction was high for all items.



Figure 4. TRCS distributed blanket. *Photo: TRCS*

However, from the reports in the Operations Updates the distribution strategy was difficult to identify and the criteria for who got what and how many of each item was not clear – see below Table 1: Summary of HHI distributed by TRCS. For example, how many tarpaulins did each family receive - in Haapai 68 HH received only 84 tarpaulins when the usual standard is 2 tarpaulins per family. Tongatapu only received 3 mosquito nets when there was a population of 286 households. In total 86 nets were distributed when there was a population of 394 households - again when the usual minimum standard are two nets per household. It should be noted that in the FGDs two of the communities were still asking for mosquito nets.

Table 1: Summary of HHI distributed by TRCS

Location	Beneficiaries		Distributed HHI									
	HH	People	Tarp.	Tent	STK	Blanket	SL	KS	HK	WC	Bucket	MN
Tongatapu	286	1,687	287	77	63	587	156	181	161	34	14	3
Ha'apai	68	293	84	0	48	140	50	57	73	68	48	86
Eua	40	260	0	0	0	0	0	39	0	29	0	0
Total	394	2,240	371	77	111	727	206	277	234	131	62	89

Figure 5. OU#4 Summary of HHI distributed

This might be due to the Operation being limited to distributing what was available at that time from the pre-positioned stocks. According to Operation Update #1, there were supposed to be enough Essential Household Items (EHIs) for up to 1,200 households, but at the end of the relief phase only 245 houses were allocated emergency shelter items and 277 received EHIs – this reflected the actual

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number of houses damaged and destroyed in subsequent assessments. However, it's not clear if it met the needs of the affected population – the example being the number of mosquito nets and the responses from the FGDs.

As well as the TRCS pre-positioned stocks there were several in-kind contributions from PNS:

- 3,000 buckets of breakfast crackers (shipped from Fiji)
- bottled water, breakfast crackers, clothing from donors (from Fiji and Hawaii)
- 3,000 family kits Red Cross Society of China (RCSC)
- Relief items were shipped by Australian Red Cross, French Red Cross and New Zealand Red Cross.

Several other agencies also provided additional support.

There were also significant in-kind contributions, not least from the Red Cross Society of China (RCSC) who donated 3,000 family kits. The kits were distributed to 15 communities. During the FGD with families in Nomuka it was reported that EHI distributions did not always follow a vulnerability criterion. It appears that the items were mainly distributed to people whose houses were not damaged. Whereas the families that completely lost their houses and who were located further away from the centre of the village, or were not present at the distribution, did not receive any items.

This was subsequently verified by the MTR team, as a family interviewed whose house was not affected, told us the following:

“I like so much the RC household kit that I got, that I haven't started to use it. I am keeping it new in case there is another disaster and I need it.” *Community member*

This matched with the answers provided by the KI survey in which only 8 (40%) of the responders thought that the Operation always prioritised the urgent needs of the most vulnerable and 12 (60%) thought that just sometimes the urgent needs of the most vulnerable were prioritised.

Another example was reported in the Field Assessment Report- Tonga Red Cross Society (TRCS) HTHH Operations, August 2022.

“families who have relocated and are claiming for a shelter support even though the piece of land they were leaving in did not belong to them (...) the landowners who did not reside on their land and home that was destroyed used this opportunity to get assistance even though their secondary home that they were leaving was not affected at all.” *Field Assessment Report- Tonga Red Cross Society (TRCS) HTHH Operations, August 2022.*

OU#4 reports that due to COVID-19 restrictions, some of the items were distributed in bulk to communities and redistributed by TRCS Branch Officers and, in some cases, by Town and /or District Officers. TRCS therefore had difficulty obtaining accurate distribution data. For the outer islands this was primarily the distribution approach for in-kind donations.

Some of the Fono and Nomuka FGD participants indicated that the relief items arrived too late, which was in line with the relief satisfaction survey conducted by TRCS.

- The longest time between HH telling someone they needed something and receiving it is shown below:

	< 3 days	4-7 days	1-2 weeks	> 2 weeks	Don't know	Grand Total
Fonoifua			2	8		10
Ha`afeva	2		1			3
Hihifo		13				13
Nomuka	6		9	16	4	35
Tungua	12	1	1	1		15
Total	20	14	13	25	4	76

Figure 6. TRCS Volcano & Tsunami Response Post Distribution Monitoring – Ha'apai

Findings

When requested by the MTR team, the distribution lists could not be shared.

The MTR observed that all families in Fonoi are still living in tents. The construction of their houses has only just begun and is expected to take at least 2 months to complete.

The living conditions in the tents are extremely poor leaving vulnerable members of the households such as PWD, young children, elderly, pregnant women, living in unsafe, unsanitary conditions for a prolonged period (more than 1.5 years). Fonoi informants reported that no IFRC delegates visited this particular island prior to the MTR visit.

Shelter recovery

According to OU#4, TRCS undertook a range of assessments

with IFRC support, to gain a more in-depth understanding of peoples' recovery needs. Since the impact of the tsunami was localised, it was easier to identify and select the recipients. Part of the current recovery plan consists of supporting the Government's Housing Recovery Project by contributing 5%¹⁴ of the housing costs. At the time when the MRT team conducted the fieldwork, the cash assistance to cover the 5% of the total cost of new houses built by the MoI (Ministry of Infrastructure) had not been finalised.

Members of the Fonoi community expressed their



Figure 8. MoI house built in Tonganapu. Photo: TRCS

dissatisfaction with the quality and delay of the houses built by the MoI on their island. They felt safer in the houses they had before the tsunami and are concerned about the type of materials used for the new housing construction. Some reported concerns of skin problems in children and the elderly – this could not be confirmed by the MTR.

Fonoi community members wondered why the MoI was not building the same kind of



Figure 9. MoI house under construction in Fonoi. Photo: TRCS

¹⁴ [Cash support to help tsunami recovery for affected households | Matangi Tonga](#)

Findings

strong quality houses as the ones built on Tonganapu when Fonoi is a more remote and vulnerable island and was affected more by the tsunami.

The community in Nomuka reported they were not yet aware of the type of houses they would receive. But at the time of MTR's field visit, work to lay the foundations had already begun. The main concern of the community was the quality of the materials that would be used for the houses because some materials had been stored on the site and by the seashore for months without enough protection so the quality may have deteriorated.

When the head of NEMO was asked by the MRT about the difference in quality between the houses provided in Tonganapu (main island) and Fonoi and Nomuka he reported he was not aware of the difference in quality and thanked the team for raising the issue.

Evacuation Centres

The proposed IFRC assistance is to partly build two evacuation centres in Kotu and Tungua. The Operation will mainly cover the construction of the metal frames for the centres and the New Zealand RC (NZRC) will complete them together with the early warning systems.

The MTR team were unable to visit either of the two islands where the evacuation centres will be built.

The MTR requested a copy of the MoU between TRCS/IFRC and NZRC during the KIIs, but at the time the documents were not available neither was the MoU between TRCS/IFRC and the NEMO/Township/Community regarding needs, future maintenance and sustainability of the centres. A copy of the Tongan evacuation plan strategy could not be provided either. As such, it was not possible to ascertain if the evacuation centres were part of the government's plans and requested by the communities on the islands, or who will look after them including budgets for maintenance.

4.1.2 Multi-purpose cash grants

Although TRCS didn't have any experience with CVA, they responded very well to the training, resulting in a high level of satisfaction among the assisted population, leaving a positive impact. See Annex 6. Monitoring undertaken by TRCS/IFRC in Nov/Dec 2022 of beneficiaries who are living with disabilities and who received cash grants. The experience gained with cash-based programmes will be useful in the event of any future disaster.

According to the 12-month operational update, 453 households out of the 500 targeted have received multi-purpose cash grants to meet their basic needs. This is one of the activities with a higher impact on the population.

Based on the assessment carried out by TRCS/IFRC, the first-round of cash distributions targeted households with people with disabilities (PWD). PWD received a multi-purpose cash grant of 350 TOP (around 165 CHF) and people whose homes were destroyed/significantly damaged received 850 TOP (around 400 CHF). FGDs reported that the main expenditure of the cash grant was on food, followed by clothes and in the case of PWD, contributed to medical appointments.

The distribution of multi-purpose cash grants began 7 months after the event, in August 2022, using a beneficiary selection criterion to identify people whose homes were "completely destroyed or significantly damaged" as per Tongan Government categorisation IDA. In the field, TRCS identified houses that were also affected but were not on the list of affected families. TRCS then included them in their plan to receive NFIs.

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However, some of the community members perceived this approach as unfair. Some FGD participants reported that various families whose houses were damaged or destroyed were excluded, whereas some families whose houses were not affected were designated to receive support.

Some of the village officers interviewed agreed and advised that they should be consulted in order to provide information on the vulnerability and status of the houses since they are the ones who know best and in detail the social condition of the families living in their villages and the impact of the tsunami.

Nomuka, Fonoifua and Tonganapu KIs confirmed the answers provided by the CVA Feedback survey. They consider that the cash support was well received, in a timely manner and prefer cash over in kind, which they mainly used to buy food.

Due to the absence of a suitable banking system or service provider offices in the outer islands, the fastest way to receive CVA support provided by the TRCS was to receive cash in hand in their homes.

4.1.3 Livelihoods

Cash for Work (CfW)

The MTR found the CfW activity of restoring the environmental conditions of Molou Lake on Nomuka island relevant and appropriate and a good example of an integrated approach across sectors of livelihood and WASH. The CfW activity provided short term local employment opportunities to clean up a water resource damaged by the ash fall and tsunami. After the restoration of the lake, the water was able to be used again as a water source for livelihoods, stock and as a source of washing water. Work agreements were drawn by TRCS staff. The daily rate was 60 TOP (around 28 CHF) per full workday (including insurance) which was considered as fair given the scope of the clean-up – but how it compares to the minimum wage is unknown.



Figure 10. Ropes were used to tie debris together. Photo: TRCS

33% of all participants in the CfW programme were women. All FGD females interviewed who participated in this activity were happy to have received an income at a critical time and pleased with the positive result on their island. They considered the work as tough, but the pay received was thought to be fair.

Some TRCS KIs are particularly interested in this activity:

“I feel CfW is a better system than CVA because it engages the community” TRCS

Another CfW activity linked to the PSS activity was planting *Crinum yellow* (Samoa) and fruit trees around Molou Lake in Nomuka. The FGD participants reported that this activity was not relevant, as the seedlings were damaged a few days after they were planted by wild pigs and piglets that roam freely in Nomuka.

Livelihood tools and seedlings

As per OU#4, 41 families were supported with tools and seedlings. However, the MTR didn't visit any of the recipients of the support. OU#4 reported that 38 machetes, spades, Tongan hoes, garden forks and files were handed over to 2,911 people across approximately 485 households, across six communities. The equipment was handed over to the village leader who would then be responsible for sharing the tools. Out of 485 households, 41 households requested and received seeds. While this may be a useful community-based activity, its impact and scale is limited due to the number of tools versus the number of households and limited number of families receiving seeds. At this time no community feedback on this activity had been reported. Up to the time of the MTR, livelihood activities have been limited. It is understood they will be expanded in the next phase where there should be good assessment of the community needs and responses designed accordingly.

Household Recovery Programme-Cash Assistance – being designed

This proposed assistance aims to provide support to people whose homes were destroyed or significantly damaged and are unable to recover. At the time of the MTR, the details of this recovery activity including targeting, the amount of cash, expected outputs and software needed, were not available.

During the KIIs and FGDs with the affected communities, the general

response provided was that families would prefer to receive assistance, either in the form of cash to buy fishing boats, or similar fishing boats to replace the ones lost during the HTHH volcanic explosion and tsunami.

IFRC Disaster Risk Management Policy (2019)

- We seek to support individuals' and communities' own capacity to recover.

Impacts on fishing

Severity of impact reported by HH	Engaged in fishing
None	4
Severe	26
Not specified	3
Total	33

Figure 11. TRCS Haapai livelihoods survey

This is in line with the TRCS Haapai livelihoods survey conducted in July 2022, which found that 79% of households were severely affected by loss of income from fishing (26 out of 33).

With this assistance, households will no longer rely on family remittances, the charity of friends and neighbours, the government, or organisations to cover their basic needs 18 months after the disaster. With this kind of support, they believe they will be able to generate similar levels of income to before the

disaster, therefore, avoiding the fact that about half of Fono families are still displaced in Tonganapu to this day, due to lack of proper income in the rural areas.

A suggestion by community members from the more remote islands, is the provision of fish ice cool boxes, therefore keeping the fish fresher during the 7–8-hour speed boat journey to the capital city for selling and increasing their profit.

Patangata village officer reported that locally built fishing boats would be a feasible and fast option. There is no need to provide a fishing boat per family since traditionally they are shared among same community families on a rotating basis, each of them having the right to use the boat one day after paying an agreed amount of money which is kept for repairs and maintenance of the boat.

The community has submitted the request to the Tongan authorities and aid organisation and they hope they will receive the necessary support soon. As mentioned in the assessment section above,

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NEMO reported that around 200 boats, including fishing boats, were destroyed or severely damaged after the HHTH tsunami.

4.1.4 Health and care

As reported in the Operations Updates, health awareness activities and dissemination of Epidemic Control for Volunteers (ECV) and COVID-19 materials to disaster-affected households were carried out. Health was also reported as being part of the incorporated recovery program to outer islands – where health, ECV, PGI, RFL and general communication was disseminated.

Some of the recipients of the COVID-19 material mentioned to the MTR team that they were happy with it. However, the MTR also talked to people who expressed the need for PSS (Psychosocial Support) in the early and recovery stages of the Operation.

“My husband is a teacher and was out of Nomuka when the tsunami came so I was left alone with my 9 children. I didn’t need just materials for my partially destroyed house but also support to overcome the situation. I ended up having to go to the clinic” *Community member*

Members of Fonoi told the MTR team that they had suffered greatly in the first few days following the disaster, spending a whole week on their own, only able to drink coconut water, wondering if the rest of the world had forgotten them.

“We were running out of coconuts because many of the palm trees were washed away by the tsunami when finally, the aid reached us. This situation was hard especially on the children and elderly members of our community” *Community member*

Psychosocial support

# HH reporting needing PSS	Yes	No	Don't know	Total
Fonoifua	4	6		10
Ha'afeva	2	1		3
Hihifo		12	1	13
Nomuka	19	16		35
Tungua	11	4		15
Total	36	39	1	76

This observation is consistent with the responses from the TRCS post-distribution monitoring survey in Haapai, where 36 out of 76 (48%) of the surveyed population reported needing PSS. The percentage rises to 19 out of 35 (54%) in Nomuka, one of the islands hardest hit by Tsumani.

Figure 12. TRCS Volcano & Tsunami Response Post Distribution Monitoring – Haapai

While volunteers were trained in FA, PFA/PSS there are few reports of the number of people reached. OU#1 and #2 had indicators for # people reached with health messaging regarding disease prevention (target 3,000, reached 0) and # people reached with direct psychological first aid (PFA) support (target 100, reached 3). By OU#3 these two indicators had been removed and replaced with indicators reporting the number of volunteers trained in FA and PSS.

The FGDs in Fonoi and Nomuka reported that they needed mosquito nets, and in Kanokupolu that PSS had reached them but only once, which was not enough.

4.1.5 Water, sanitation and hygiene promotion

According to the Operations Updates some households received water filters to help provide safe drinking water, solar lighting and bolt locks for toilets and bathrooms to improve security in those areas. Water filters and tanks were also provided.

Assessments reported in OU#2 stated that WASH needs were particularly critical in light of the outbreak of COVID-19, as strong hygiene measures could help reduce the spread. Hygiene promotion is an indicator in Operations Strategy #1 and #2. However, the MTR could not see this reported in any of the operations updates and only the mention of the poor quality of the water containers was referenced in the FGDs.

4.1.6 Protection Gender and Inclusion

People with disabilities (PWD)

The first-round of cash distributions targeted households with PWD, based on an assessment carried out. It is important to note that PWD were not specifically targeted by other organisations who distributed cash grants, so this targeting by the Operation was very relevant and appropriate. This targeting was also well understood and accepted by the affected population, as expressed by all KIs and FGDs.

According to the online KII survey, only 25% thought the Operation was contributing to “Preventing (some) abuse of children or women”.

However, it is noted that while there are extensive activities listed in OS Rev1 for PGI the only indicator provided refers to FRL and the other activities have not been reported against at this time.

Safe and well calls

TRCS Restoring Family Links (RFL) “safe and well” calls, including satellite phone services, were highly valued by the users. However, it was mainly limited to families living close to TRCS HQ in Tonganapu.

“Having the opportunity to talk through the satellite phone to families abroad was very emotional” TRCS

FGDs in Kanokupolu and Patangata said that there was no RFL service, but that they would have liked to have had access to it.

4.1.7 Disaster Risk Reduction

TRCS, together with NEMO, mobilised to evacuate people to higher land which helped to save lives. However, in FGDs in Patangata and Kanokupolu reported there was no early warning. This was confirmed by the Tongan authorities.

With regards the online KII survey only 20% thought the Operation was contributing to “Strengthening communities’ resilience to future shocks” and 30% thought the Operation was contributing to “Providing self-recovery to the affected communities”. This is probably due to the fact that recovery and community based DRR projects have not started yet.

There do appear to be gaps across the sectors, shelter, livelihoods, health, WASH, PGI, environmental sustainability. The MTR notes that 18 months after the event, the recovery phase has yet to begin. Activities to help communities recover from the crisis themselves and build resilience to future shocks are expected to begin in July 2023.

TRCS strategy to preposition stocks had a clear impact in terms of appropriateness and speed of response. Essential repairs to the National Headquarters warehouse were completed in May 2022. Warehouse storage capacities have been increased, establishing three extra 40ft containers at the Villa in Tongatapu, which will keep emergency relief items ready in the event of future disasters and

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further repairs were carried out on TRCS warehouses in the Nomuka and Haafeva branches in Haapai. Stocks have been replenished and pre-positioned stocks increased. Before the HTHH TRCS could support up to 1,200 HH, through this Operation the stocks have gone up to 2,000 HH (2% of the Tonga population) across Tonga.

Further work is planned to enhance Emergency Operations Centre (EOC) processes and facilities both at the Branches and in the headquarters. An EOC is planned to be a part of the new premises to be built for TRCS, which is earmarked to commence in 2023.

With regards to building Community-Based programmes, according to the Operational Strategy Rev1, TRCS aims to build its capacities to support people across all of Tonga to prepare for, respond to and recover from disasters through establishing community-based disaster preparedness programmes in 2023. Several FGDs referred to issues around preparedness for future disasters, climate change, etc. While there remain needs for livelihoods and shelter support.

4.1.8 Community Engagement and Accountability

“More community engagement would help with planning and would also help in managing community expectations.” *IFRC Pledge-based report for NZRC.*

The MTR team agrees with what has been stated in the IFRC Pledge-based report about NZRC Lessons identified for CfW. This is not surprising as TRCS has not previously been involved in Community Based Disaster Risk Reduction (CBDRR) activities.

The KIs in Nomuka and Fonoï asked the review team a number of questions about the Operation that had never been addressed. For

example,

- Why have people who haven't completely lost their homes received household kits, but not those who were living in tents in Nomuka?
- What are the rules for using the TRCS boat in Nomuka?
- Why are families in Fonoï still living in dilapidated tents more than 18 months after the disaster?
- When will the recovery phase of the Operation begin?

Community feedback

Although TRCS received CEA training and mechanisms were put in place to capture the affected population's feedback, the MTR team feels that they weren't well shared because 40% of the KI survey respondents said they don't know about Community and Engagement Accountability (CEA) feedback. No community feedback mechanisms were presented or observed at the time of the MTR. No records of hotlines, feedback boxes, etc or evidence of how feedback was acted upon was provided. Most of these were in place during the relief phase as part of post distribution surveys.

However, TRCS/IFRC has implemented several affected population surveys for obtaining feedback on the assistance provided for relief and recovery programmes. The feedback from households with regards to the relief distributions reported by TRCS/IFRC included:

- RC assistance was good/excellent/appreciated
- Relief items were needed sooner/immediately
- RC should distribute directly to households
- Feedback on beneficiary selection should include all HH and not just a few
- RC should use the list from the town officer for distribution
- Consider HH with more members to receive more items

Which is in line with what was expressed in the KII and FGDS.

4.1.9 Environment Sustainability

At the time of this report, this area is limited to two projects: provision of portable toilets supporting around 13 households (60 people) with an outcome to prevent environmental degradation and the CfW Programme in Nomuka Island where a lake, which was polluted after the tsunami, is being restored.

Based on the field observations by the MTR and some of the TRCS KIs, plastic pollution is a potential problem. There was a large distribution of bottled water to communities which created waste problems or went directly into the sea.

One FGD pointed out that the tsunami destroyed many trees, which was observed during the field visits. Under this sector, all Tongan authorities interviewed are in favour, of coordinating with the Tongan government, to support tree planting activities across the affected islands, as well as supporting the planting of mangroves to act as an indigenous natural barrier against future disasters. Kanokupolu Village Officer showed the MTR members the first trees planted on the seashore and expressed his concern that much more effort should be done to minimise the impact of future tsunami as well as the rise in sea level.

4.2. Efficiency

To date, the efficiency of the Tonga operation has been low. As a fully funded appeal, after one year of implementation, only 24% of the funds have been spent. This and other issues on resources efficiency are discussed in more detail in the following sections. The operation has faced challenges reported below in terms of resource efficiency, with a relatively low % of the funds expended after one year of implementation.

4.2.1 Mobilizing global tools

It was well known to all IFRC KIs and accepted by TRCS KIs that TRCS did not have much experience in implementing large budgets (the previous TRCS operation was a IFRC-DREF of CHF 296,517 after Tropical Cyclone Gita). This is the main reason why several IFRC KIs expressed that it would have been better if this Operation had only been supported by an IFRC-DREF.

Funding coverage

	Ask CHF	Donor Response	Coverage	Budget	Expenditure	%
25-Feb-22	2,500,000	1,700,000	68%			
04-Apr-22	2,500,000	2,500,000	100%			
27-Jul-22	4,000,000	3,940,967	99%	3,758,266	387,733	10%
07-Feb-23	4,000,000	4,129,504	103%	4,109,050	993,512	24%

It appears that the appeal was revised not based on increased needs but due to the increased in funding received – as was noted in the revised Appeal:

““In the aftermath of this unprecedented volcanic explosion, which triggered shockwaves felt as far away as Europe and a Pacific-wide Tsunami causing fatalities in Peru, the Tonga response has received extensive and generous support. This support includes cash pledges, Rapid Response support, relief items and assistance to mobilize additional resources, leading to a revision of the original appeal from CHF 2.5 million to CHF 4 million.” *IFRC Revised Appeal.*

Findings

The Revised EA and Ops Strategy also stated that IFRC and TRCS recognized:

“the need to apply adaptive principles to meet shifting needs and grasp opportunities to be innovative and strategic in building community, organizational and coordination resilience as Tonga recovers from this crisis.”

Also specified *“the revised Emergency Appeal amount is not currently expected to increase the number of people reached beyond the original 17,000. Rather, it will make it possible to broaden the support and adopt community-based approaches that strengthen the National Society.”*

Budget allocation and used

As of December 2022, 24% of the budget has been spent, mainly on Disaster Risk Reduction and Influence others as leading strategic partners. It is worth noting that only 1% of the allocated budget was used under Strengthen National Societies. Overall income and expenditure are summarised as follows:

Table 3. EA budget allocation and burn rate

Thematic Area Code	Budget (CHF)	% allocation	Expenditure Dec 2022	Budget used
AOF1 - Disaster risk reduction	998.416	24%	703.931	71%
AOF2 - Shelter	393,080	10%	168.440	43%
AOF3 - Livelihoods and basic needs	412.198	10%	0	0%
AOF4 - Health	91.919	2%	38.192	42%
AOF5 - Water, sanitation and hygiene	135,725	3%	45.210	33%
AOF6 - Protection, Gender & Inclusion	6.922	0%	283	4%
AOF7 - Migration	0	0%	0	0%
SFI1 - Strengthen National Societies	1.663.712	40%	21,761	1%
SFI2 - Effective international disaster management	160.283	4%	1.089	1%
SFI3 - Influence others as leading strategic partners	18.846	0%	14.016	74%
SFI4 - Ensure a strong IFRC	227.949	6%	590	0%
Grand Total	4.109.050			

Only two IFRC Project Financial Management Reports were made available for Dec 2022 closing and May 2023 closing. From the Project Finance Management Report at the end of May CHF1,383,602 was spent out of CHF3,930,150 total income, spending stood at 35%, still a low figure that both TRCS and IFRC Secretariat are aware of.

Out of the CHF1,383,602, CHF302,899 (22%) was booked as direct expenditure to Relief items, Construction, Supplies and another CHF177,880 (13%) as an Operational Provision with the NS. Whereas CHF458,820 (33%) has been booked as expenditure to personnel, CHF 266,351 (19%) to general expenditure (of which CHF120,037 (9%) is Travel). Normal practice in disaster response operations would be to work towards limiting expenditure on overheads at 40%.

A number of KIs are concerned that a large proportion of the budget is spent on salaries, to the detriment of support for the most affected communities.

Findings

In the budget expenditure up to December 2022, international staff accounted for 35% of total staff expenditure. In the expenditure up to May 2023, this proportion had risen to 43%, which may explain why some KIs have expressed their concern that the number of delegates is increasing in relation to the number of national staff as the operation progresses.

Expenditure on volunteers follows the same trend, reaching 6% of total staff in 2022 and 8% by May 2023.

The pledge-based interim report for the NZRC reported very low budget spending. As of 28 February 2023, only 0.15% of the funds had been spent. The NZRC was aware that the cash distribution activities would start in August or September and wanted to strengthen the team by sending a delegate to Tonga.

4.2.2 Management structure

There appeared to be a high turnover of TRCS and IFRC Secretariat staff together with a weak documentation system, which resulted in a lack of knowledge transfer. Particularly with regards to the development of the recovery planning.

TRCS team

TRCS had limited staff and volunteers and, prior to this disaster, limited experience and knowledge in providing large-scale relief and recovery assistance.

Most of the survey responders, as well as the KIs, highlighted that the TRCS team needs more staff. 60% of the responders felt there should have been more TRCS volunteers and 55% more TRCS staff.

TRCS recruitment process is long, mainly due to the lack of strong candidates and TRCS capacity. A large number of people, if offered a job abroad (New Zealand, Australia or the USA), do not hesitate to leave their current position in Tonga to take up the jobs offered abroad. This is not a situation specific to Tonga, but to all Pacific countries.

TRCS and IFRC

45% of the survey respondents asserted that the relationship between TRCS and IFRC has always been respectful and 40% that it improved with time. 50% feel that they have been supportive towards each other; no-one has felt that the relationship has not been collaborative or respectful or that there was low trust.

“It is fair to say the TRCS/IFRC relationship has hugely progressed and increased over time” IFRC

Out of 20 responders, only three felt that they were treated as equals and two felt that the relationship was not equal.

Nonetheless, all KIs agreed that the coordination among TRCS and IFRC could be improved by sharing more information and putting in writing the main agreements. Some KIs recommended holding at least weekly TRCS/IFRC inter-sector coordination meetings and sharing the meeting notes among all participants.

“We need more financial information so we can be more strategic. I feel that I just have an overall picture of it” TRCS

PNS and IFRC

New Zealand Red Cross is currently the only PNSs that is implementing activities in Tonga in coordination with IFRC. The Australia Red Cross, also contributes widely to the Emergency Appeal.

In general, the responses were similar to those about the relationship between TRCS and IFRC. From the KI survey, with 50% of responders believing that the relationship between PNS and IFRC have been

supportive to each other, (45%) always respectful and (40%) treated each other as equals (which in the case of the relationship between TRCS and IFRC was only 15%). No-one feels that the relationship isn't collaborative or not respectful or that there is low trust. The KIs gave a similar picture.

IFRC Tonga and other IFRC Delegations

IFRC Tonga and the IFRC CCD office have worked well together. IFRC CCD has provided any support requested by IFRC Tonga in a timely manner. Since the beginning of 2023, IFRC Secretariat staff has been deployed to Tonga on a need-to basis and have also been welcomed by the TRCS.

IFRC CCD Logistics and Finance appreciate the support provided by IFRC APRO as it is timely, useful and accurate. However, IFRC APRO has felt that neither IFRC Tonga office nor IFRC CCD shared enough and detailed information related to operational management and planning.

Many IFRC KIs have highlighted that there have been 11 NS among IFRC CCD staff, making it difficult for them to devote sufficient time to the Tonga Operation. They also noted that there has been a high staff turnover, with some positions remaining vacant for long periods of time.

4.2.3 Planning and Monitoring

Although planning and monitoring, particularly recovery planning, was a new area of expertise for TRCS, the TRCS PMER position has only recently been created.

In general, both specific and strategic planning have never been very effective. Recovery activities still require designing and detailed planning together with SMART indicators and targets. The MTR team considered that this planning should have been finalised and agreed by all in 2022.

An **IFRC draft: Tonga Appeal Longer Term Recovery Workplan - January to December 2023** dated 27 February 2023 is available but is being reviewed by the current TRCS/IFRC team and is not yet finalised.

TRCS/IFRC has implemented several affected population surveys for obtaining feedback on the assistance provided for relief. These included:

- Community accountability feedback on cash payments to PWD (30% interviewed)
- Community accountability feedback on CVA 1st round distributions (30% interviewed)
- Interview all the participants in the CfW programme in Nomuka

Transition and exit strategy

When IFRC Secretariat KIs were asked about transition and exit strategies in relation to this Operation, they answered that they are starting discussions with the TRCS.

4.2.4 Coordination, communication and collaboration with stakeholders

Coordination with authorities

Throughout the Operation, TRCS worked in compliance with the requests of the Government of Tonga and coordinated with the public authorities such as NEMO. All of the non-RC partners interviewed emphasised the good understanding that has always existed with TRCS, including its Secretary General (SG). The current SG has been in this position for 23 years and has managed several disasters in Tonga. Over time the SG has established a good working relationship with all Tongan authorities, not only in Tonganapu but also in the outer islands.

Local inter-cluster coordination groups were activated immediately after the volcano explosion and tsunami. However, through the KIs in the communities and FGDs, the MTR team agrees on the following:

“The initial assistance to the affected families was not coordinated well and everyone did their own stuff and reports, and data were scarce.” *Field Assessment Report – TRCS HTHH Operations, August 2022.*

Interviewed village and township officers have insisted that to avoid similar situations, they should be the only entry point to their communities because they know better the level of disaster suffered by all the households.

Some clusters were largely inactive during this response. However, TRCS is continuing to participate in cluster activities where possible. TRCS participation in the Cash Community of Practice enabled CVA mapping on who was doing what, where and to harmonize approaches to avoid duplication. Some agencies shared market assessment information with IFRC/TRCS. The focus on Multi-Purpose Cash Grants (MPCG) activities by IFRC and TRCS was considered a priority. Red Cross CVA initiatives in Tonga have set a valuable precedent in the Pacific region.

The Acting President of TRCS is also the Chair of the local Civil Society Forum of Tonga, which has facilitated engagement with civil society organisations. Bilateral engagement with other actors was also valuable in reducing the risk of duplication and aligning the TRCS response, particularly for WASH and cash.

In terms of future disasters, all authorities KIs agree that the use of the evacuation roads have to be clear for all the population to avoid the long and ineffective traffic jams that occurred on Tonganapu after the tsunami.

Most Red Cross KIs have expressed that working with the Tongan government can be difficult, mainly because it does not provide quick answers to people’s needs.

4.2.5 Enablers and challenges for effective coordination and communication with relevant stakeholders

Auxiliary role

The provision of relief supplies and planning for the recovery phase has helped to build TRCS relationships with affected communities, particularly in the outer islands. This is one of the reasons why 45% of responders believe that this Operation has strengthened TRCS’s auxiliary role.

4.3. Effectiveness

The planned outcomes in 2023 are not explained in detail in the last review of the operational strategy, nor are all targets or indicators defined. As a result, it is not possible to fully measure the effectiveness of the operation. This and other issues related to effectiveness are discussed in detail in the following section.

4.3.1 Operational progress towards objectives and targets

The last published reference for operations progress is OU#4 (12-month report), covering the period from 16/1/2022 to 31/12/2022. This shows the following achievements against indicators held in Operational Strategy (Rev 2).

2 out of the 28 indicators (7%) have already been achieved; these are written in green in the table below. 15 of the indicators have zero achievement. These are planned in 2023 or were unable to be rated since there was no numerical target (written in italics).

Findings

Sector	Indicators	Target	Achieved	%
Shelter, housing & settlements	# of households provided with emergency shelter assistance (tents, tarps and toolkits)	500	245	49%
	# of households provided with essential household items (blankets, solar lanterns, kitchen sets)	500	277	55%
Multipurpose Cash Grants & Livelihood	# of households receiving multipurpose cash grants to address their basic needs	500	453	91%
Health & Care	# of households provided with insecticide treated mosquito nets	1,000	89	9%
	# of staff and volunteers trained in First Aid	n/a	12	n/a
	# of staff and volunteers trained in PFA/PSS	n/a	21	n/a
	# staff and volunteers qualified as First Aid Trainers (TOT)	n/a	15	n/a
Water, Hygiene and Sanitation	# of litres of water distributed	20,000	15,000	75%
	# of households receiving WASH relief items (buckets, jerry cans, water containers)	1,500	286	19%
	# of households receiving hygiene kits	1,500	194	13%
	# of quarantine-specific hygiene kits provided	n/a	830	n/a
	# of communities receiving support for safe and sufficient water supplies	n/a	0	0
	# of people using portable toilets supplied by the TRCS	n/a	60	n/a
Water, Hygiene and Sanitation	# of water tanks and filtration units installed in communities	20	20	100%
	# of people accessing RFL services	200	205	100%
Protection & Gender Inclusion	# of people accessing RFL services	200	205	100%
	# of new TRCS procedures revised/developed	n/a	0	n/a
	# Real-time PER and/or after-action PER conducted	n/a	Planned in 2023	
	# of communities participating in CBDRR activities	n/a		
Disaster Risk Reduction	# of EOC facilities enhanced	n/a		
	# of community feedback messages received	100	11	11%
	# of feedback on relief distribution	n/a	76	n/a
	# of feedback on cash assistance recovery programs – CVA, PWD and Cash for Work	n/a	192	n/a
Community Engagement & Accountability	# of staff and volunteers trained on CEA	40	20	20%
	Not defined in Operation Update #4	17,000	495	3%
Environmental Sustainability	Not defined in Operation Update #4	17,000	495	3%
Coordination & Partnerships	Movement wide coordination mechanism is described and active	Yes	Yes	100%
Shelter Cluster Coordination	Representative attending Cluster meetings	Yes	Yes	100%
National Society Strengthening	# of volunteers mobilized and protected	80	84	100%
Secretariat Services	# of evaluations conducted for the Operation	2	Planned in 2023	

Overall target: The community needs initially estimated at the time of the original appeal was launched to support approximately 17,000 people/2,833 households. Though most of the KIs found this figure to be high and none of them were able to provide a reasonable figure for the number of people actually reached by the Operation. From the analysis of the figures reported in the Operations Updates below, the MTR team was able to conclude that the highest number of people receiving at least one form of assistance was reported in OU#4 where it refers to “water filters and water containers” supporting 7,098 people which equates to about 42% of the original targeted of 17,000 people.

Shelter: For shelter most large numbers in an emergency operation typically occur in the early relief phase, but this has not been the case. However, a relatively low number of houses were damaged or destroyed and there were in-kind contributions. Yet at the time of the MTR people were still found to be living in tents some 18 months after the disaster. Typically, emergency shelter is meant to be very short term and then you move to a more transitional or permanent solution. The Appeal started with 4 indicators – 2 reliefs (emergency shelter and essential household items) and 2 early recoveries. However, by OU#3 and OSRev1 the recovery indicators had been removed- no explanation was provided in the revised operations strategy nor the KIs could provide. However, in its current proposed recovery plan the operation will now support the Governments permanent housing programme.

WASH: With regards WASH the number of litres of water distributed reached is 15,000. It is not totally clear how many people were assisted. In the narrative of OU#4 it refers to “water filters and water containers” supporting 7,098 people. 4,150 people also benefited from quarantine-specific hygiene kits. There are no specific numbers related to hygiene promotion activities which is a common response when distributing WASH items.

Health: The health activities appear low, with 89 mosquito nets provided and 1,072 people reached through door to door or community meetings through the "Incorporated recovery program to Outer Islands - health, ECV, PGI, RFL and general communication dissemination". While volunteers have received training in other areas there are no specific figures reported for health promotions, PFA/PSS sessions. It is not clear why the number of community members being reached was very low and why the indicator moved to the number of NS staff and volunteers trained. It is not clear if there were specific health promotion sessions – apart from the integrated IEC material distributed.

Livelihoods: The fact that 453 (91%) of targeted households received multipurpose cash grants is a very good result, especially since this Operation is the first time that TRCS has implemented a cash-based programme. This would equate to about 2,263 people.

PGI: PGI started with 2 indicators – one for RFL and one for households receiving special support and/or referrals, however, by OU#3 the only indicator remaining was for RFL (RFL is usually completed in the very weeks of a response). With only one RFL indicator it is unclear how the Operation can effectively monitor PGI against the activities listed in the OS Rev1 around the Survivor Centred Approach, SGBV, ensure that minimum PGI standards are mainstreamed throughout technical sectors, Child Protection Policy, etc. The PGI focal persons for TRCS or IFRC were not available to clarify the indicators and corresponding activities.

Disaster Risk Reduction: Indicators are available for the PER and CBDRR which reflect the activities in the OSRev1. The PER would help define the base line of the NS in its current capacity for disaster preparedness and response and correspondingly develop a plan to build its capacity. Same for CBDRR but at community level.

However, up till now there does not appear to be any action against these indicators. It is clear the NS would benefit from the PER to develop their response capacity development plan to be as effective as possible with the opportunity of a well-funded appeal. Similarly, with the CBDRM activities – there is no evidence of community lead DRR work. Communities and the Operation would benefit from the VCA approach to understand the community, build partnerships, etc. This would help focus the remainder of the Operation to meet the vision statements held in EARev1.

NSD: OS Rev1 and EA Rev 1 both prioritize NSD. However, the only indicator available related to the number of volunteers mobilized in the Operation.

Based on the above it is considered the Operation would have benefited from an improved planning process and better linkage to relevant indicator against the activities held in the Operations Strategy.

Considering this is a fully funded Appeal one would expect better results based on the targets that were set. While this evaluation is taking place only part way through the Operation, the number and corresponding impact nevertheless considered low. Unless it can be demonstrated that the needs were addressed by others. As such further reviews are needed to consider the efficiency and effectiveness of the past and ongoing response.

It was also clear that the Operation is at this time not fully prepared to continue into the next stages of the Operation since some key activities were still at planning stage and MoUs and tools to be signed and developed.

4.3.2 Key constraints and challenges hindering operational progress

COVID-19: The first COVID-19 outbreak happened on 1 February 2022, fifteen days after the disaster. This complicated the relief efforts due to movement restrictions, the requirement to quarantine relief items on arrival in Tonga, TRCS staff and volunteers falling ill, and others being required to quarantine for 14 days due to contact with someone who had tested positive for COVID-19 and the Tongan government's requirement to conduct contactless distributions¹⁵. TRCS was granted an order from the Tongan National Emergency Management Office (NEMO) to relax these restrictions for TRCS, allowing some critical response activities to continue as planned.

In addition, TRCS continued to support the Tongan Ministry of Health in a variety of ways, including providing hygiene kits for quarantined people, distributing printed IEC (Information, Education and Communication) materials, disseminating prevention messages via the TRCS Facebook page and lending its vehicles to transport people arriving in Tonga on repatriation flights.

Communications black out: The HHTH volcanic explosion destroyed the Tonga nation's only Internet fibre-optic cable and cut off its communications with the outside world. So, in the first phase of the Operation, communications went down so TRCS worked without support, showing an excellent relationship with the Tongan authorities.

Without communication or support from the international humanitarian system, TRCS and other local actors immediately evacuated Tonganapu communities to higher ground, set up evacuation centres, assembled assessment teams and began distributing essential non-food items and clean water supplies.

¹⁵ WHO reported 12 deaths a cause of COVID in Tonga <https://covid19.who.int/region/wpro/country/to>

Restricted numbers of delegates in the country: The Ministry of Foreign Affairs of Tonga required a public quarantine period which combined with the limited number of available flights, affected the entry of international support into Tonga to assist with relief and recovery. As a result, IFRC Secretariat and PNS staff had to work remotely for many months. Up to mid-July 2022, in-country support was provided by the IFRC Disaster Manager/Field Coordinator, accompanied by a WASH surge delegate. By the end of September 2022, the government lifted restrictions on movement into and around the country and allowed vaccinated tourists to visit, allowing the first IFRC Secretariat staff to arrive in Tonga.

Although most KIs considered the low number of TRCS staff in the early stages of the Operation to be an important factor in the delay of starting some activities, only 4 respondents felt that there was a need for more IFRC delegates in the early stages of the Operation.

Heavy rains: It was noted in the Ops Strategy Rev 2 that the response began in the midst of the cyclone season. There was significant rainfall and flooding which impacted low lying areas, including those affected by the tsunami. The planned distribution of much-needed TRCS relief items to the Haapai Island group with NEMO was temporarily delayed as well by the heavy rains in February and early March. In adverse weather conditions, ferries and boats are banned. This challenge was partly overcome with the support from an Australian Defence force vessel that provided logistical assistance to NEMO by shipping relief items to island destinations.

It is worth noting that these rains had also a positive effect on the communities, flushing away the ash from the volcano and allowing rainwater to be collected.

Large amounts of unsolicited gifts in kind: The TRCS had to manage several in-kind contributions which called for additional management and logistics. Typically, Tongans who live abroad send relief items to support their families. In future disasters, NEMO will encourage expatriate Tongans to send cash or parcels to specific families.

Long recovery activities planning process: It's noted in OU#4 that due to the issues created by COVID-19, the transition to recovery from the emergency response and relief phase was slow. However, it's considered that the planning process has also been slow and this was not helped by changes in personnel. The recovery plan has taken a long time. During the data collection phase of this MTR in June, the IFRC Tonga team was still working on the details. There has also been a delay in the start of the NSD projects led by a PER and the community DRR projects led by VCAs.

Other constraints identified by KIs

- TRCS has limited capacities in procurement and financial management
- According to some KIs, the fact that the Operations Manager was not the budget holder for the EA until the end of Q1 2023 made it difficult and slow for IFRC to clear acquittals (reconciliations) in a timely manner
- Most KIs agree that there is a general lack of operational documentation, especially handover notes. As well as clarity on roles and responsibilities within TRCS and IFRC Secretariat
- Insufficient exchange of technical information from IFRC Tonga and CCD and Regional offices
- IFRC Secretariat does not always have a counterpart to work with at TRCS
- Some IFRC and TRCS operational sector managers don't appear to know exactly how much budget is allocated or how much is left
- According to some KIs, once major decisions had been agreed and planned, they were subsequently reviewed, e.g. the household recovery plan

Findings

- There was initial resistance to out-of-Pacific staff deployment in Tonga
- There was a high turnover of operations managers with three in less than 18 months
- The IFRC Secretariat did not have a strong presence or relationship with TRCS before this Operation

4.4. Sustainability & Connectedness

As mentioned above, at the time of the MTR, the main focus of activities have been emergency response focused and the recovery phase has not started, so the sustainability of the operation as a whole cannot be fully assessed.

Similarly at this time, the overall connectedness of the activities implemented have not been linked to longer-term factors.

Details related to sustainability and connectedness are described in detail below.

4.4.1 National Society Development (NSD)

The **statements in the revised appeal** and operational strategy provided the vision for NSD and Community based resilience:

- apply the adaptive principles to meet shifting needs and grasp opportunities to be innovative and strategic in building community, organizational and coordination resilience as Tonga recovers from this crisis.
- broaden the support and adopt community-based approaches that strengthen the National Society.

The Revised EA also drew on the following points:

1. **Preparedness** saved lives; well-trained staff and volunteers were able to establish an immediate and coordinated action plan, and pre-positioned stock ensured a fast response, meeting the immediate needs of the affected population.
2. **Environmental sustainability** ("Green Response") principles must be applied to build back more sustainably and avoid any unintended consequences for the environment due to the rapid response.
3. The arrival of COVID-19 brings the need to **mainstream pandemic preparedness** and response within community recovery. Revision of the appeal will ensure that response risk management can consider risks to the community and TRCS staff and volunteers, while addressing multiple risk communication In the immediate aftermath of the eruption and tsunami, Tonga Red Cross staff and volunteers mobilized to provide shelter, WASH and other support to affected communities in Tongatapu.
4. TRCS must grasp the opportunity to **build back better**. For Tongan communities, the revised appeal will enable community recovery infrastructure that serves the diverse needs of marginalized people to ensure their safety and inclusion.

The above statements form a vision for the way forward. However, at this time the NSD and community-based work are yet to get off the ground.

It would be important that the Disaster Management (DM) part of the NSD is based around assessments and the PER (Preparedness for Effective Response) has been recommended. With this assessment and the funding available TRCS will benefit.

Findings

The MTR asked about the NSD plan and what could be done beyond the timeframe of the appeal. KIs couldn't provide a plan but informed that the NSD plan was to start building TRCS national HQ building. A Construction delegate will join the Operation and support this activity.

TRCS has carried out several capacity building activities for volunteers and staff since April 2022. The focus of this capacity building support included

- One-day Protection Gender and Inclusion PGI refresher training
- First aid refresher
- Psychological first aid (PFA)/psychosocial support (PSS)
- WASH training Sphere
- Household water filters
- Finance
- Community engagement and accountability (CEA)
- Logistics
- Data collection

As a result of this operation, the TRCS has acquired a speedboat which has been assigned to Nomuka Island to assist this and other nearby islands. When the MTR members used it to reach Fonoi, the driver didn't have a life jacket.

As pointed out by some TRCS and IFRC KIs, and due to the low disaster experience of the HNS (Host National Society), a limitation to this Operation has been that protocols and/or systems were either not clear or not in place. Again, the PER will help identify these and provide a plan to build the capacity.

"All systems have to be clear for us before the next disaster. This cannot be a limitation next time" TRCS

Another concern shared by some TRCS KIs is that branches have to be more empowered. BOCA (Branch Organisational Capacity Assessment) has not been done in TRCS.

63% of the responders thought that the operation had contributed to reinforcing TRCS's capacity in disaster response and recovery but only 21% of responders to the KI survey felt that strengthening communities' resilience to future shocks had been achieved.

Red Cross volunteers

Despite MTR's team insistence on conducting FGDs or KIIs with the TRCS volunteers who participated or are involved in the operation, they were not made available. The MTR team shared the link to the KI survey with some of them.

Most KIs and survey respondents agree that TRCS needs to have a TRCS Volunteers Policy in place in the short term, or at least before the Operation ends early next year.

As 60% of the survey responders, the MTR team considers that the Operation could have substantially benefited if more volunteers had been involved, especially from other branches and also if the TRCS/IFRC had created community volunteers in the main islands of the intervention.

Visibility

TRCS can improve its visibility efforts as not all items distributed in Namuka and Fonoi were identified as being donated by the RCRC. During the field visit, tents or water tanks donated by other donors were clearly identified. With regards to PSEA TRCS staff working in the communities, they should be briefed, and clearly identified.

One of the stated activities in the reviewed EA is the development of the TRCS website. When asked about this, KIs replied that it is part of the plan but not a priority at the moment.

Tonga welcome pack

There is currently no IFRC/TRCS Tonga Welcome Pack which includes a security briefing to be provided to all staff, delegates and consultants. When asked why, the relevant KIs replied that this document had not been developed simply due to a lack of dedicated resources.

4.4.2 Intended or unintended changes brought about by the operation

Nothing to report at the time of this review.

4.4.3 Mainstreaming of PGI

The MRT team thinks that there is also work to be done in terms of integrating PGI.

The operation needs to ensure that no vulnerable person is left without basic needs being covered. More than 18 months after the disaster, the MRT team found families living in dilapidated tents in Fonoi. As per the Fonoi officer, 2 members of the community are elderly and 5 PWD (2 persons need a wheelchair, 1 child has Down Syndrome and 2 have eyesight issues).

“We are more vulnerable but have left behind. Families in Tonganapu already got the houses while we are still living in tents.” *Community member*

Similarly, neither the Fonoi FGD PWD participants nor the TRCS/IFRC team were sure that the new houses were going to be adapted to their special needs.

The situation of many women in Tonga would benefit from more attention and support as interpersonal violence and male intimate partner control over females remains common in Tonga. Up to 80% of Tongan women have experienced at least some form of violence (e.g., sexual, physical, emotional, etc.) in their lifetimes.¹⁶

TRCS has collected gender-disaggregated data regarding individuals benefiting from distributions relief items. Data is disaggregated into males/females 18+, 2-8 years, and infants which helps to analyse and better understand the needs of the affected population and design an appropriate response.

5. Way forward

Based on the outputs of the MTR here are the overall recommendations for the way forward:

Reflect to the statements in the revised appeal and operational strategy and ensure the operation is still on track and aligned to those statements.

- Apply the adaptive principles to meet shifting needs and grasp opportunities to be innovative and strategic in building community, organizational and coordination resilience as Tonga recovers from this crisis.
- Broaden the support and adopt community-based approaches that strengthen the National Society.

¹⁶ Kingdom of Tonga Disaster Management Reference Handbook | May 2023

As per the priorities identified in the Operational Strategy it is recommended to review the current and planned activities for DRR, Environmental sustainability, and NSD ¹⁷ .
The impact, effectiveness and efficiency of the operation can be improved. In the medium/longer term this will be helped by the application of the tools referenced – by PER (Preparedness for Effective Response) and VCA (Vulnerability and Capacity Assessment). However, some short-term actions still needed support some of the communities that have not been able to recover and are still in an emergency situation .
PER will confirm the need or not for scaling cash capacity.
Define a detailed NSD plan to make TRCS stronger. Including lessons learned from the HTHH operations.
Prepare a recovery plan together with an expenditure plan for the Operation.

6. Lessons Learnt

The following lessons learnt are mainly the result of the IFRC Tonga Operation on Volcano and Tsunami Response first year of implementation. TRCS and IFRC should therefore keep on applying them to future activities as well as in any response to an eventual new disaster in Tonga.

The MTR team considers that these lessons learnt should be also put in practice at regional level for future major disasters in similar settings of relief and recovery support delivered to affected populations.

Disaster Management	<ul style="list-style-type: none"> • Preparedness saved lives¹⁸ <ul style="list-style-type: none"> o Relief trained and experienced staff and volunteers were able to establish an immediate and coordinated action plan with NEMO o Pre-positioned stock ensured a fast response, meeting the immediate needs of the affected population. • Early Warning systems have to be tested regularly The tsunami early warning siren didn't work when the HTHH tsunami hit Tonganapu because it had not been tested before and there was an installation problem. Since then, the government has conducted tsunami drills once a month on the first Friday to ensure that all sirens are working properly across the island in case they need to be activated again. • Use of evacuation routes needs to be better understood by communities. After the tsunami, the fact that most families tried to reach the heights of Tonganapu by car caused chaos and many families were stranded on the road, making it difficult for emergency services to access the area. • Houses in coastal areas with mangroves had less damage from the tsunami.
Coordination	<ul style="list-style-type: none"> • An established working relationship with NEMO facilitates the first phase of the relief effort. • A good dialogue with the government and Cash Coordination Group helps to understand the market context and identify gaps where TRCS support should focus. • Culturally it is more appropriate and effective face-to-face relationships than those conducted remotely or by email.

¹⁷ TRCS staff were trained on eVCA in June 23 in Nadi in order to roll out eVCAs with the communities. The same staff also attended the Working with Nature training the following week and can support the tree planting activities to mitigate the effects of the tsunami mentioned above.

¹⁸ From EA strategy review

CVA

- Giving **cash to affected populations** by disasters is an effective, efficient and transparent way of providing humanitarian assistance to the most vulnerable. It ensures people have the freedom, dignity and independence to decide on their own recovery.
- It has been established that it is possible to use a modality other than a cash-in envelope so that all future cash support will be received by households through **bank transfers**.
- In the future it is expected that a **market assessment** will be carried out before planning the CfW activity

Programming

- In small countries like Tonga, it is **not always possible to obtain three different quotations, complete quotations or rent insured work equipment**. TRCS and the IFRC Secretariat CCD logistics team are planning to commence discussions with local suppliers and operators to determine and implement appropriate solutions for ongoing and emergency operations.
- Relief stores are spread across the islands, which results in volunteers and/or non logistics staff releasing items, thus **impacting stock accuracy records**. TRCS and the in-country Logistics Delegate are developing a Warehouse and Stock management SOP which will form the foundation for volunteer training to be conducted prior to the cyclone season. Furthermore, to enhance stock accuracy and enable record keeping to transaction level, the LOGIC platform is currently being reviewed.
- Moreover, for future disasters NEMO will encourage expatriate Tongans to send cash or parcels to specific families as large numbers of **unsolicited gifts** in kind that unfortunately interfered with the relief Operation, including storage challenges, the time required to receive and distribute the items and, in some cases, negative environmental impacts.



Figure 13. Relief distribution in Nomuka. Photo:TRCS

7. Recommendations

Although TRCS/IFRC has systems in place to deal with the HTHH Operation in Tonga, drawing on the MTR findings above, the MTR team makes the following recommendations. These recommendations should be considered in response to the current crisis, any new disasters in Tonga, and at a Pacific region level for major future disasters in similar settings, in order to optimize predictability, contingency planning, future response mechanisms and relief and recovery delivered to affected populations.

The recommendations have been rated as H (high), M (medium) and L (low) to help prioritise each recommendation. In addition, the recommendations are divided into immediate action (I), within 3 months action (3), within 6 months action (6) and future actions (F).

AREA	Action for	C/3/6/F	RECOMMENDATIONS	Evaluation criteria (page)
HIGH				
Implementation	TRCS/ IFRC	I	Assess the needs of the most vulnerable and not able to recover – how can they be supported. This needs assessment should be carried out by the local authorities together with TRCS staff and/or volunteers	Appropriateness (16)
		I	An assessment / VCA will help define the needs around disaster preparedness, livelihoods integrated with climate change and environmental sustainability, etc. In this case VCAs, although a longer process would provide more qualitative information. Short term livelihoods could include the provision of fishing boats to the most vulnerable families in Tongan who were affected by the tsunami so they recover their livelihoods. This possibility should be confirmed by an assessment.	Relevance (17)
		I	Review EA overall target	Efficiency (25)
		I	Check the alignment of the current operational strategy and targets indicators – so they are aligned and focus more on impact. Take the opportunity to update with activities that have been carried out but are not reflected in the current Operational Strategy.	Efficiency (25)
		I	Build capacity within TRCS rather than continuing to provide technical support through IFRC staff, surge or consultants.	Efficiency (25)
		3	Promote peer to peer support within Pacific NS's	

Recommendations

AREA	Action for	C/3/ 6/F	RECOMMENDATIONS	Evaluation criteria
		I	Short term outputs would also ensure most vulnerable Tongan communities are better prepared against next disaster. Ensure that the 36 inhabited islands of Tonga have prepositioned stocks and strengthen communities' resilience to future shocks.	Appropriateness (22)
		I	Hold at least weekly TRCS/IFRC cross-sector coordination meetings and share written meeting notes with all participants and relevant team members.	Efficiency (25)
		I	Continue to build and increase mainstreaming PGI and CEA across all recovery activities	Relevance (23)
		I	If not yet, provide a life jacket for the driver and first aid kit to Nomuka boat. As well as SOP (Standard Operation Procedures) of the boat and make them clear to the community.	Appropriateness (21)
		I	If budget available, consider getting ready for next cyclone season all evacuation centres in Tonga	Appropriateness (22)
		3	Discuss the feeling of not being treated as equals among TRCS and IFRC Secretariat staff involved in the operation and make efforts to improve this important aspect of the relationship.	Efficiency (25)
		3	Improve the concept of green solutions , such as mangrove plantations or reforestation of damage coastlines, as well as the disaster preparedness activities	Appropriateness (24)
		3	Develop TRCS website. A person should be designated to be responsible for its management and maintenance.	Sustainability (24)
		I	Increase engagement of affected communities in the assessment, planning and implementation processes of the relief and recovery phases of the Operation	Appropriateness (23)
		3	Provide each of the outer islands with a container of relief supplies so that families can survive for a period of time before help arrives from the main islands. As wider DRR strategy and community engagement.	Relevance (20)
		I	Strengthen coordination and collaboration with the IFRC Regional Secretariat. Improved coordination should result in increased technical expertise for the programme, which would also have a positive impact on efficiency.	Efficiency (26)
		F	Recovery needs assessments must be carried out with the involvement of TRCS staff and volunteers and considering the Outer and most disaster affected islands. If it is too late to change the current strategy to add this, at least in future operations should be one of the prioritised activities in the strategy	Relevance (20)
			Ensure relief items are received by the most vulnerable and received good sheets are correctly signed for proper accountability of the activities	Relevance (20)
			Much faster TRCS staff recruitment process	Efficiency (26)

Recommendations

AREA	Action for	C/3/ 6/F	RECOMMENDATIONS	Evaluation criteria
			Improve to selection criteria and selection process	Appropriateness (22)
			Involve Town Officers in distribution lists	Efficiency (27)
			Inform PWD and elderly about the dates of distributions so they can be at home and ready	Appropriateness (13)
			Include refresher training to all TRCS staff at the start of the Operation	Efficiency (26)
			All assets provided to the HNS have to have SOP (standard operating procedures) and safety and security equipment as well. Start with the TRCS boat at Nomuka	Sustainability (32)
			Establish clear rules and regulations for receiving in kind items to avoid having to dispose or sell them. For example, not accepting items arriving in Tonga after 4 months after the disaster or requesting the families abroad to better send cash or personalised parcels	Effectiveness (31)
Advocacy		I	Advocate for most vulnerable families not having to provide the 5% of the new house provided by the Tongan Government	Appropriateness (17)
			Advocate for the Tongan government to provide enough fishing boats (with safety gears) in all communities, including the outer islands.	Relevance (20)
		F	Advocate for Governments to ensure the same quality of the support to all affected population households	Appropriateness
Planning	IFRC	3	Ensure that an exit strategy/sustainability plan of the current Operation is planned before the end of Q3 2023 which answers, at the very least, the following questions. <ul style="list-style-type: none"> Will any appeal funds be left? If so, for how much and from which budget lines? Which activities will be part of the IFRC Secretariat / Tonga country plan from 2024? 	Efficiency (26)
		I	Although not a mandatory IFRC tool, develop an implementation plan	Efficiency (26)
National Society Development	TRCS/ IFRC	I	Prioritise the PER to help assess the capacity and develop a plan with the NS	Sustainability (32)
		I	Assign part of the EA budget allocation for Strengthen National Societies to achieve some of the key TRCS Strategic Plan 2022 – 2026 milestones such as Program support to engage youth in RC & National activities or Identify and implementation of Climate Change goals	Sustainability (32)

Recommendations

AREA	Action for	C/3/ 6/F	RECOMMENDATIONS	Evaluation criteria
		3	Use a regional similar size NS as an example to develop TRCS procedures . For example, request Vanuatu RCS for their volunteer’s policy or plan a learning trip to this NS when there is available staff	Sustainability (32)
		I	Develop a “ready to go backpack” with essential items for staff traveling to outer islands similar to the one used by IFRC Secretariat staff and containing items such as pocket Wi-Fi connection with clear password, TRCS vest, rubber boots during rainy season...	Sustainability (32)
		I	Developing the TRCS volunteer policy and activating recruitment not only in Tonganapu but also on the outer islands. When the MTR team suggested the possibility of joining the TRCS, all the FGDs informants were keen to join. Maintain a good and up-to-date database of volunteers.	Sustainability (32)
		6	Carry out Branch Organisational Capacity Assessment (BOCA)	
		6	Establish an operational emergency centre (subject to PER findings)	
		F	Ensure TRCS has trained volunteer on after disaster PSS, especially for children and elderly	Appropriateness (21)
RFL		F	Extend this service outside Tonganapu island with the existence of a satellite phone maintained in good condition in Eua and Haapai branches	Appropriateness
PGI		I	Ensure houses made by the Tongan Government are adapted to PWD . If not yet done, sign an MoU with the Mol so that they can allocate some funds for this. If this is not possible for the Mol, consider using some of the EA funds for this.	Sustainability (34)
		I	Finalise TRCS PGI referrals pathway	
		F	Ensure that no vulnerable person is left without basic needs that are covered	Relevance
		6	Review the TRCS Child Protection Policy , as the last review took place in 2018	Sustainability (34)
PMER		I	No monitoring tool had been developed at the time of the MTR. Once the recovery operation strategy has been finalised, develop a planning, monitoring and quality assurance mechanism and produce a 3-page monthly update on the achievement of activities to be shared with TRCS/IFRC Secretariat team members	Effectiveness (29)
		I	Make sure all indicators are SMART and targets numeral, realistic and updated	
		3	IFRC Regional Secretariat operational staff to Tonga to gain a better understanding of the operation on the ground.	
Security	IFRC	I	Develop Tonga welcome pack which includes a security briefing and provide to any staff/delegate/consultant	Sustainability (34)
Mid-term review		F	All TRCS/IFRC are informed well in advance of the objectives of the review and the importance of being involved at all stages.	Effectiveness

Recommendations

AREA	Action for	C/3/6/F	RECOMMENDATIONS	Evaluation criteria	
			Facilitating more FGD groups in the assisted communities, more KIs responding to the survey, and the availability of all listed key informants to ensure more comprehensive and reliable data analysis	Effectiveness (13)	
			Prevent an external consultant from working outside the contract without signing an extension agreement	Efficiency	
MEDIUM					
National Society Development		6	Standard operation procedures (SOP) for each of the Tonga hazards would help to be more effective in the following disasters.	Efficiency (25)	
		3	Provide ongoing training to staff to ensure they have the necessary skills to carry out their jobs effectively and to provide personal development	Efficiency (25)	
		6	Develop TRCS relief and recovery frame on PSS and PGI	Efficiency (25)	
		6	Although distance learning is not as efficient as face-to-face training, the IFRC Secretariat could provide more basic online training to TRCS counterparts to enable them to provide a more appropriate and effective response.	Sustainability (34)	
		6	All 3 TRCS branches should have a satellite phone with credit which is regularly tested and ensure a trained person is available	Sustainability (34)	
Advocacy	TRCS/IFRC	6	Advocate for cleanliness in the communities , e.g. proper disposal and treatment of waste, regulations on where pigs, piglets and other livestock can move freely, etc.	Relevance (20)	
		F	Following the Fiji example, start to advocate for relocating those communities in risk of the sea level rising	Appropriateness	
		F	Promote humanitarian advocacy from the beginning of Operation and include it in core programming; advocate for most vulnerable families receiving quality support in a timely manner. Advocate that PGI is integrated in all activities carried out by the Government.	Relevance (20)	
			Tongan authorities define the best use of the evacuation routes in Tonganapu to the communities		
Implementation		F	Diaspora either send cash or in-kind products directly to specific families in Tonga	Appropriateness	
			In countries with hot weather, provide tents with better ventilation		
			Limit the time families need to live in the tents and replace damage		Relevance
			Exit/sustainability plans are part of the programming much earlier		Sustainability
			Include elderly needs in HH kits, such as adult nappies for families with this need.		Appropriateness
CfW			PSS activities such as seedlings planting have to be well planned to avoid the efforts to be lost after a few days	Relevance	
			Ensure payment conditions are well understood and signed by all participants. Participants should keep a copy of what they sign to avoid future misunderstanding	Appropriateness	

Recommendations

AREA	Action for	C/3/6/F	RECOMMENDATIONS	Evaluation criteria
Comms		6	Develop a couple of case studies . One could be about the strong resilience of the Fono families who survived on their own for a week after the tsunami, and another could be about the role of Tongan women.	Efficiency (25)
Way forward			Start contacts to find partners interest in IFRC SP1(Climate and environmental crisis) and IFRC SP3 (Growing gaps in health and well-being)	Connectedness (33)
			Liaise with donors for financial support to Tonga in the areas of disaster risk reduction and adaptation to climate change.	Sustainability (34)
			Increase the engagement with Ministry of Health so in case of a health outbreak to be more efficient	Connectedness (33)
Mid-term review	IFRC	F	RMT members to ensure more TRCS staff and volunteers are part of review	Efficiency
			RMT members to provide list of key informants and desk review documents	Efficiency
Visibility	TRCS/IFRC	3	Increase the visibility of the programmes	Sustainability (34)
LOW				
National Society Development	HNS	F	Include in TRCS SOP key message for each of the disasters and all the local languages and address to different vulnerable groups (e.g. children, PWD, elderly...)	Appropriateness
			Promote becoming a NS volunteer among affected communities	Sustainability (33)
Pre-approved suppliers of goods and services need to be part of the NS preparedness			Effectiveness	
Cash Voucher Assistance			Always use Financial Service Providers if in country available instead of cash envelopes in all CVA activities.	Effectiveness
Partnerships			Increase engagement with regional actors such as Pacific Islands Forum (PIF) and Pacific Islands Association of Non-Governmental Organizations (PIANGO) to strengthen and amplify relationships to further push and advocate for further support to alleviate the lives of vulnerable people in the communities.	Connectedness
Environmental	IFRC		Carry out a study of the risks to the region as a result of recent climate change developments	Relevance
			Collaborate with universities or environmental organisations to find eco-friendly solutions that permit drinking water that has been in contact with volcanic ashes.	Appropriateness

List of annexes

Annex 1: Key indicators, targets and budget Revised Operational Strategy

Annex 2: Key evaluation questions

Annex 3: List of Key informant interviews

Annex 4: Key Informant survey

Annex 5: Documents reviewed

Annex 6: Monitoring undertaken by TRCS/IFRC in Nov/Dec 2022 of beneficiaries who are living with disabilities and who received cash grants

Annex 1. Key indicators, targets and budget Revised Operational Strategy

Sector	Priority Actions	Progress	Budget CHF
Shelter, housing & settlements	1. Distribute emergency shelter assistance and essential household items to meet immediate lifesaving needs of the targeted populations, such as tents, tarpaulins, shelter tool kits, blankets, kitchen sets, and solar lanterns.	Yes	384,000
	2. Support shelter recovery activities for repairs and rebuilding through the provision of shelter assistance (e.g., tool kits or materials) accompanied by technical support if needed).	Partly	
	3. Support the TRCS and affected communities as needed with shelter software activities to increase knowledge on safe shelter awareness and support community self-recovery and resilience processes, e.g., Build Back Safer, PASSA.	No	
	4. Coordinate with government agencies and the shelter cluster on the provision of emergency shelter assistance and on mid to long-term solutions for those in need with a special focus for those displaced or in informal settlements.	Yes	
	5. Contribute to the building/rebuilding/improvement of community infrastructure as agreed, e.g., evacuation centre, safe homes, or housing.	TBC	
	6. Shelter training for staff and volunteers.		
	Target	11,464 Women: 5,851 Men: 5,613	
Multipurpose Cash Grants	1. Coordinate with government and other agencies, such as women's groups and PWD organisations regarding CVA programming.		250,000
	2. Conduct training.		
	3. Carry out assessments.		
	4. Target population selection.		
	5. Distribute cash grants.		
	Target	5,658 Women: 2,904 Men: 2,754	
Health & Care	1. Mental health and psychosocial support. <ul style="list-style-type: none"> - Provide Psychological First Aid to those affected as required - Provide Psychological First Aid training/refresher training to staff/volunteers. - Establish referral pathways for MHPSS needs. - Integrate psychosocial activities targeting the well-being of staff and volunteers. 		105,000
	2. Community health: <ul style="list-style-type: none"> - Reduce the spread of infectious diseases by providing health messaging (leptospirosis, typhoid, dengue, diarrhoea and COVID-19), conduct other health - Promotion activities and support referrals to health facilities. - Epidemic control for volunteer training. - Support the clean-up of household properties. - Distribute masks to targeted households to reduce the risk of COVID-19. - Provide health training to staff/volunteers as needed. - Develop/adapt/print and disseminate/broadcast health promotion messages. 		

Sector	Priority Actions	Progress	Budget CHF				
	3. First aid: <ul style="list-style-type: none"> - Provide first aid training/refresher training to staff/volunteers as needed. - Purchase/replenish staff/volunteer first aid materials. - Support the first aid programme. 						
	<table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 25%;">Target</td> <td style="width: 15%;">17,000</td> <td style="width: 25%;">Women: 8,725</td> <td style="width: 35%;">Men: 8,275</td> </tr> </table>	Target	17,000	Women: 8,725	Men: 8,275		
Target	17,000	Women: 8,725	Men: 8,275				
Water, Hygiene & Sanitation	1. Distribution of water in conjunction with the government authorities.		394,000				
	2. Distribution of jerry cans and buckets to transport and store water.						
	3. Support safe, sufficient household water, e.g., through the distribution of tarpaulins to enable households to cover water tanks, distribution/installation of water filters in community settings, the provision of information to households regarding safe water, distribution of water purification tablets, and the restoration/enhancement of community water infrastructure.						
	4. Provision of portable toilets/latrines for use by households whose sanitation has been impacted by the disaster.						
	5. Distribution of hygiene kits (including items to address menstrual hygiene management needs). Review of hygiene kit components prior to procurement.						
	6. Water, sanitation and hygiene promotion, including the provision of IEC materials.						
	7. Assess WASH needs at the OTA school and develop local WASH interventions to assist students as needed.						
	8. Support government agencies with WASH activities targeting the disabled, e.g., policies and evacuation centre support.						
	9. Engage with the Ministry of Lands and Water Resources regarding Integrated Water Resource Management Plans (IWRM), and provide support as agreed within available resources						
	<table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 25%;">Target</td> <td style="width: 15%;">17,000</td> <td style="width: 25%;">Women: 8,725</td> <td style="width: 35%;">Men: 8,275</td> </tr> </table>	Target		17,000	Women: 8,725	Men: 8,275	
Target	17,000	Women: 8,725	Men: 8,275				
Protection & Gender Inclusion	1. Provide Restoring Family Links (RFL) services based on need.		16,000				
	2. Engage with the Protection Cluster and with organisations supporting persons with disabilities and other groups representing marginalised groups.						
	3. Support the National Society in organising and facilitating national and branch level training for staff and volunteers on protection, gender, and inclusion and to also identify gender champions at the branch level.						
	4. Develop a referral pathway for survivors of SGBV by engaging with relevant organisations and agencies and provide training for staff and volunteers on the Survivor Centred Approach.						
	5. Assess and ensure that minimum PGI standards are mainstreamed throughout technical sectors, and that PGI is incorporated into assessments.						
	6. Provide support for the frail elderly/disabled to affected households, e.g., provision of mobility aids, diapers, materials for OTA students who are required to remain at home due to the disaster/COVID-19.						
	7. Provide support for TRCS teachers seeking to upgrade their teaching qualifications, e.g., short courses.						
	8. Review/disseminate the Child Protection policy with staff/volunteers.						
	9. Ensure that any new TRCS facilities are accessible to people living with a disability.						
	<table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 25%;">Target</td> <td style="width: 15%;">17,000</td> <td style="width: 25%;">Women: 8,725</td> <td style="width: 35%;">Men: 8,275</td> </tr> </table>	Target		17,000	Women: 8,725	Men: 8,275	
Target	17,000	Women: 8,725	Men: 8,275				

Sector	Priority Actions	Progress	Budget CHF
Disaster Risk Reduction	<p>1. National Society Disaster Management capacity:</p> <ul style="list-style-type: none"> - National Society Preparedness for Effective Response (PER) capacity building. - Develop/approve EOC/response structures for future emergencies. - Update and disseminate disaster response procedures/SOPs and train personnel, e.g., EOC training, Kobo, assessments, and RFL. - Contribute to the rebuilding of a national headquarters and rebuild/repair warehouses and branch EOCs. - Logistics capacity building, strategic pre-positioning, warehousing, and fleet management protocols and procurement processes. - Procure truck(s) and boat(s) to support future distribution activities. - Finance in Emergencies – review/develop/train on mechanisms to ensure that funds are available where needed in a timely manner following a disaster event. 		1,964,000
	<p>1. Disaster and Crisis Response:</p> <ul style="list-style-type: none"> - Mobilise staff and volunteers to support disaster crisis and response activities. - Logistics activities to support the crisis response. - Monitoring and Evaluation of programme activities. 		
	<p>2. Community risk reduction/resilience:</p> <ul style="list-style-type: none"> - Conduct Vulnerability and Capacity Assessment (VCA) training for TRCS personnel. - Plan and conduct pilot CBDRR activity in three communities, including community-based recovery and DRR offerings, including community-based first aid. 		
	<p>Target</p> <p>17,000 Women: 8,725 Men: 8,275</p>		
Community Engagement & Accountability	<p>1. Ensure that approaches enable communities to be involved in needs assessments, programme planning, implementation, and evaluation.</p>		Integrated with other sectors
	<p>2. Provide staff and volunteers with CEA orientation/training.</p>		
	<p>3. Establish a community feedback mechanism.</p>		
	<p>4. Share information with affected communities about progress on the response.</p>		
<p>Target</p> <p>17,000 Women: 8,725 Men: 8,275</p>			
Environmental Sustainability	<p>1. Review all recovery interventions to ensure they are conducted in a manner which is consistent with a “green response”.</p>		89,000
	<p>2. Explore opportunities to link-up with community-based and private sector sustainability projects in implementing TRCS activities.</p>		
	<p>Target</p> <p>17,000 Women: 8,725 Men: 8,725</p>		
Coordination & Partnerships	<p>1. Membership Coordination</p> <ul style="list-style-type: none"> - Engage with members as required, respond to any Participating National Society enquiries, and handle reporting as needed. 		231,000
	<p>2. Engagement with external partners</p> <ul style="list-style-type: none"> - Coordinate with various government and non-government agencies and participate in cluster or working group meetings. 		

Sector	Priority Actions	Progress	Budget CHF				
	<p>3. Movement Cooperation</p> <ul style="list-style-type: none"> - Coordination of Movement members, including through Movement Coordination Meetings and the ongoing management of contributions and operational planning adjustments with the ICRC and partner National Society. 						
	<table border="1"> <tr> <td>Target</td> <td>17,000</td> <td>Women: 8,725</td> <td>Men: 8,275</td> </tr> </table>	Target	17,000	Women: 8,725	Men: 8,275		
Target	17,000	Women: 8,725	Men: 8,275				
Shelter Cluster Coordination	<p>1. Participation in the emergency shelter and NFI cluster in Tonga.</p>		Integrated with other sectors				
	<table border="1"> <tr> <td>Target</td> <td>22,632</td> <td>Women: 11,614</td> <td>Men: 11,018</td> </tr> </table>	Target	22,632	Women: 11,614	Men: 11,018		
Target	22,632	Women: 11,614	Men: 11,018				
National Society Strengthening	<p>1. Enhance ICT systems, including procurement of tablets for data collection and enhancements to telecommunications equipment, and associated training in order to timely conduct assessments and implement the planned activities.</p>		464,000				
	<p>2. Training for TRCS personnel regarding media communications.</p>						
	<p>3. Develop/update a media communications policy.</p>						
	<p>4. Develop the TRCS website.</p>						
	<p>5. Review HR policies as required, e.g., volunteer policy, health and safety policy –e.g., to facilitate onboarding of new volunteers.</p>						
	<p>6. Establish and implement a contingency plan to ensure HR back-up for mission critical roles, e.g., provision of training and preparation of notes.</p>						
	<p>7. Organisational capacity assessment and certification – assessment and planning.</p>						
	<p>8. Develop a volunteer programme, e.g., volunteer policy, induction package, youth committee.</p>						
	<p>9. Following research, develop and implement a plan to establish at least one new income stream, such as a first aid shop and/or a kaikai house.</p>						
	<p>10. Develop and implement a plan to enhance the net surplus from first aid activities.</p>						
Secretariat Services	<p>1. Enhance the technical capacities of the TRCS by providing human resources support as needed. Support is expected to include WASH, logistics, communications (including media engagement), PMER/IM, finance, construction project management, environmental sustainability and disaster risk management expertise.</p>		103,000				
	<p>2. Provide logistics support for the TRCS including procurement (together with replenishment), customs clearance, fleet, storage and transport in accordance with the operation's requirements and aligned with the IFRC's logistics standards, processes and procedures.</p>						
	<p>3. A Federation-wide approach will be maintained in planning, implementation, monitoring, reporting and evaluation. Reporting, monitoring and evaluation of the operation will be conducted in accordance with the IFRC's monitoring and reporting standards.</p>						
	<p>4. IFRC will provide the necessary finance and administration support, including budget reviews, fund transfers, acquittal support and technical assistance to the National Society.</p>						

Annex 2. Key mid-term review questions

Criteria	Key questions
<p>Relevance & Appropriateness</p>	<p>1.1. To what extent have the interventions (including scope and scale) and targeting of beneficiaries been based on assessed and expressed needs, risks, vulnerabilities and capacities of the communities, including those who are the most vulnerable or marginalized?</p> <p>1.2. Have the activities implemented been relevant to the need of the target population? What could have been done differently to increase the operation relevance to need?</p> <p>1.3. To what extent has the engagement strategy, including communication, participation and feedback been relevant, appropriate, and used during the operations?</p> <p>1.4. To what extent have activities been implemented in line with the priorities and guidance of local/governmental authorities and other national and international humanitarian actors?</p>
<p>Efficiency & Effectiveness</p>	<p>2.1. To what extent has the operation progressed towards its objectives/ key expected results and operation targets?</p> <p>2.2. Have there been key constraints and challenges hindering operational progress towards achievements of planned results? Specifically, How did severe communication constraints impact the design of the Appeal Strategy and how have measures to mitigate COVID-19 transmission impacted the operation?</p> <p>2.3. Has resourcing including the mobilization of global tools (rapid response and ERUs) for the response been timely and adequate? If not, what could be done to improve the local capacity and resource mobilization for this operation?</p> <p>2.4. To what extent is an effective management structure in place within the National Society, IFRC, and participating National Societies providing direction, clarity and well-communicated decision-making for the operation?</p> <p>2.5. What is the National Society's perception of support received from IFRC in terms of meeting Strategy 2030 expectations around being engaged, accountable and trusted?</p> <p>2.6. How well have the monitoring and learning processes along with adaptive management been used in the response?</p> <p>2.7. What was the overall support from CCD, and specifically on each thematic area?</p> <p>2.8. To what extent, coordination, communication and collaboration with stakeholders took place in response cycle management? Stakeholders' coordination/communication/collaboration include:</p> <ul style="list-style-type: none"> - Within the National Society - Within Secretariat/IFRC Secretariat, including country, region and Geneva - Within the Movement, among the host National Society, participating National Societies, ICRC and IFRC, - Between the Movement and external stakeholders including the government and other humanitarian actors. <p>2.9. What were the enablers and challenges for effective coordination and communication with relevant stakeholders? How did these affect operations? What could be done differently? What are the actions required to increase coordination with stakeholders for future intervention?</p>
<p>Sustainability & Connectedness</p>	<p>3.1. Has IFRC's operational support strengthened TRCS' capacity to respond to similar responses in the future?</p> <p>3.2. What do target population and community, Operating National Society (ONS), Participating National Society (PNS), and public authorities involved in the operation perceive to be the possible intended or unintended changes brought about by the operation?</p> <p>3.3. To what extent has the operation been integrated Protection, Gender & Inclusion (PGI) and potential environmental risks and impacts in every stage of the operation?</p>

Annex 3. List of Key Informant Interviews

	Name	Position	Modality
TRCS: 5 KIIs			
1	Sione Tamiflu	Secretary General	Remote
2	Sini Latu	Deputy Secretary General	Remote
3	Drew Havea	Board Vice President	In person
4	Aloma Johannson	Board Treasurer	In person
5	Falakiko Taimani	TRCS Finance Manager	Remote
IFRC Secretariat: 18 KIIs			
6	Nusrat Hassan	Operations coordinator, RO AP	Remote
7	Alice Ho	PMER Manager, RO AP	Remote
8	Joy Singhal	Regional Head, Health, Disasters, Climate & Crises, RO AP	Remote
9	Felipe Delcid	Thematic Lead, Evolving Crisis and Disasters, RO AP	Remote
10	Katie Greenwood	Head of Delegation, CCD for the Pacific	Remote
11	Marta Piqueras	Pacific Shelter Coordinator, CCD Pacific	Remote
12	Amit Kumar	Senior Finance Officer, CCD Pacific	Remote
13	Ashika Devi	Human Resources Manager, CCD Pacific	Remote
14	Esaroma Ledua	Resilience Officer, CCD	Remote
15	Elizabeth Macdonald	Health Manager, CCD	Remote
16	Hinal Kumar	Logistic Manager, CCD	Remote
17	Christie Samosir	Disaster Management Manager, CCD	Remote
18	Sally McKay	Operations Manager, Tonga	Remote
19	Clare Shave	Appeal Manager, Tonga	Remote
20	Samuel Cleary	WASH Surge Delegate, Tonga	Remote
21	Vinod Muniandy	Operations Manager, Tonga	Remote
22	Katie Marshall	Communication Delegate, Tonga	Remote
23	Radhika Fernando	Cash Delegate, Tonga	Remote
MOVEMENT PARTNERS: 2 KIIs			
24	Peter Scott	Pacific Lead, New Zealand Red Cross	Remote

	Name	Position	Modality
25	Brendan Hanton	Officer – International Programs & Movement Relations (IP&MR), Australian Red Cross	Remote
NON-MOVEMENT PARTNERS: 6 KIIs			
26	Mafua Maka	NEMO, Tonga	In person
27	Fonoi Town Officer: Kelekolio Fahaivalu	Fonoi Town Officer	In person
28	Losipeli Funaki	Kolomotua Town Officer	In person
29	Alotaisi Takau	Kolofoau District Officer	In person
30	Metuisela Taukei'aho	Kanokupolu Town Officer	In person
31	Sikulu Fangupo	Patangata Village Officer	In person

Annex 4: Key Informant survey

IFRC Tonga Operation on Volcano and Tsunami Response - Key Informant survey

1. Introduction

Background

On 15 January 2022, the eruption of Hunga Tonga and Hunga Haapai, two sister volcanic islands in an uninhabited area about 65 kilometres north of Nuku'alofa, Tonga's capital, triggered a Pacific-wide tsunami wave of up to 15 metres which struck the west coasts of Tongatapu, Eua and Haapai island group.

Tragically, the Tongan government reported three direct fatalities and one subsequent death from the eruption. As the eruption occurred during the daytime, producing very loud sonic booms, fatalities and injuries were minimized as people took concerted actions to escape the coastline.

Initial government estimates were that 84,176 people (84 per cent of the population) on Tongatapu, Haapai island group and 'Eua were affected. In the immediate aftermath, around 3,000 people were displaced, including some evacuees from seriously affected islands off the coast of Tongatapu and in the Haapai island group.

The survey

The aims of this survey are:

- to assess the effectiveness, relevancy, and coordination between actors involved in the operation
- to inform and help TRCS with their immediate actions and longer-term planning for the ongoing and evolving situation.

The survey is anonymous, unless you choose to provide your name and/or email address so that a member of the evaluation team can contact you about your answers at a later stage. The survey should take you no more than 10 minutes to complete.

We very much appreciate all completed surveys - thank you for completing one.

We will start with some background information on you.

1. Name (optional)

2. Where are you based? *

Tonga

Fiji

Outside of the Pacific Islands (please say where in the comment box below)

Comments:

3. Are you: *

- Male
- Female
- Other
- Prefer not to say

2. The IFRC Tonga Operation on Volcano and Tsunami Response

4. Do you think that the urgent needs of the most vulnerable were prioritised during the Tonga Operation on Volcano and Tsunami Response? *

- Always
- Sometimes
- Never

Comments (optional):

5. What would have helped to make the Tonga Operation on Volcano and Tsunami Response more effective? Tick all that you think are applicable. *

- More ground staff
- Fewer ground staff
- More vehicles
- Fewer vehicles
- More TRCS volunteers
- Fewer TRCS volunteers
- More IFRC delegates
- Fewer IFRC delegates
- More TRCS staff
- Fewer TRCS staff
- Better use of TRCS's resources

- Responded faster
- A stronger team spirit
- Carried out more trainings for staff
- Carried out fewer trainings for staff
- Had more effective management
- More learning from mistakes
- Shared more information
- Improved coordination with other stakeholders
- Provided more trainings to volunteers
- Learned more from similar previous responses
- Used greener solutions
- Paid higher salaries
- Adapted faster to changes
- Monitored activities more closely
- Better care of staff
- Having a more disaster-prepared TRCS
- Allowed another organisation to operate certain activities (please explain in the comments box)
- Others (please give more information):

Comments (optional):

6. How effective were the Community and Engagement Accountability (CEA) feedback mechanisms regarding the Tonga Operation on Volcano and Tsunami Response? Tick all that you think are applicable. *

- I don't know

- CEA has not yet been established
- Very clear
- Accessible to all
- Available in all activities
- Available in the main local languages of the communities
- Accessible through different routes (for example in person or via an app)
- Useful
- Acted upon
- Not very useful
- Not acted upon
- Not well known by the affected population
- Difficult to understand
- Not taken seriously
- Other (please give more information):

7. How would you rate the relationship between TRCS and IFRC? Tick all that you think are applicable. *

- I don't know
- Supportive of each other
- Always respectful
- Trustful
- Treat each other as equals
- Excellent
- Too distant one from the other
- Not collaborative

- Not respectful
- Low trust
- Not treated as equals
- Improved with time
- Other (please give more information):

Comments (optional):

8. How would you rate the relationship between PNS (Australian RC, NZ RC etc) and IFRC? Tick all that you think are applicable. *

- I don't know
- Supportive of each other
- Always respectful
- Trustful
- Treat each other as equals
- Excellent
- Too distant one from the other
- Not collaborative
- Not respectful
- Low trust
- Not treated as equals
- Improved with time
- Other (please give more information):

Comments (optional):

9. Do you think that the Tonga Operation on Volcano and Tsunami Response has contributed to the following? Tick all that you think are applicable. *

- Meet their essential needs in a safe and dignified manner
- Reinforcing TRCS's capacity in disaster response and recovery
- Strengthening TRCS's auxiliary role
- Providing self-recovery to the affected communities
- Preventing (some) abuse of children or women
- Strengthening communities' resilience to future shocks
- TRCS and IFRC working in a collaborative way
- Increasing knowledge and awareness on disaster preparedness to the population
- I don't know

Comments (optional):

10. The first objective of the Tonga Operation on Volcano and Tsunami Response is to meet the essential needs in a safe and dignified manner, to help self-recover from the crisis and to strengthen the resilience to future shocks to 17,000 people. Do you think this objective is going to be met? *

- Don't know
- Agree strongly
- Agree
- Disagree
- Disagree strongly

Comments (optional):

11. The second objective of the Tonga Operation on Volcano and Tsunami Response is to strengthen TRCS's response to future disasters and crises through preparedness, humanitarian assistance, and protection. Do you think this objective is going to be met? *

- Don't know
- Agree strongly
- Agree
- Disagree
- Disagree strongly

Comments (optional):

12. Overall, how would you rate the following during the Tonga Operation on Volcano and Tsunami Response? *

	Very good	Good	Neither good nor bad	Bad	Very bad	Don't know
The management of the response	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Changes in the Operation's management	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Collaboration with different actors/RCRC members	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Coordination with different actors/RCRC members	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Communication with the affected population	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Relief support provided to the affected population	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Quality of relief items provided to the communities	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Very good

Good

Neither good
nor bad

Bad

Very bad

Don't know

The scale of the response

Comments (optional):

3. Any other comments

13. Please provide any other comments and recommendations you have, including any potential best practices, lessons learned, or potential case studies. *

Annex 5: Documents reviewed

Documents

Tonga Strategic Development Framework (TSDF II), 2015-2025: A more progressive Tonga: Enhancing Our Inheritance, Minister for Finance and National Planning, May 2015

Hunga-Tonga-Hunga-Ha'apai Volcanic Eruption and Tonga Tsunami (HTHH Disaster) Recovery and Building Back Better Plan 2022 – 2025, Prime Minister's Office, March 2022

TRCS Strategic Plan 2022 – 2026

IFRC-DREF Emergency Plan of Action (EPoA) Tonga: Volcano and Tsunami, January 2022

IFRC MDRTO002 Emergency Appeal, January 2022

IFRC MDRTO002 Contribution List, January 2022

IFRC Project Financial Management Report (2022/1-12)

IFRC MDRTO002 Operational Strategy, 21 January 2022 – 21 January 2024, February 2022

IFRC MDRTO002 Operation Update #1, February 2022

IFRC MDRTO002 Revised Emergency Appeal #1, April 2022

IFRC MDRTO002 Operation Update #2, April 2022

TRCS Haapai livelihoods survey, 14 July 2022

IFRC MDRTO002 Revised Operational Strategy, July 2022

IFRC TRCS Field Assessment Report- Tonga Red Cross Society (TRCS) HTHH Operations, August 2022

IFRC MDRTO002 Operation Update #3, August 2022

IFRC TRCS Tonga Federation-wide country plan, from 2023 to 2024

Cash for Work Nomuka – undertaken throughout November 2022 as a recovery program within the Tongan Appeal, 23 January 23

Monitoring undertaken by TRCS/IFRC in Nov/Dec 2022 of beneficiaries who are living with disabilities and who received cash grants, 30 January 23

HTHH Appeal, IFRC and TRCS: Fortnightly Report on activities, 8 February 23

HTHH Appeal, IFRC and TRCS: Fortnightly Report on activities, 24 February 23

IFRC Draft Tonga workplan 27 February 23

IFRC Draft: Tonga Appeal longer term Recovery Workplan – January to December 2023, 27 February 23

IFRC MDRTO002 Operation update #4 (12-month report), March 2023

IFRC USAID Bureau for Humanitarian Assistance, Interim Narrative Report HTHH Volcano and Tsunami Response, 1 January 2022 to 31 March 2022, March 2023

IFRC Pledge-based interim report for NZRC, 22 February 2022 to 22 December 2022, March 2023

IFRC Pledge-based interim report, New Zealand Red Cross, 1st April 2022 to 28 February 2023, March 2023

Center for excellence in disaster management \$ humanitarian assistance, Kingdom of Tonga, Disaster Management Reference Handbook, May 2023

IFRC Project Financial Management Report, (2022/1-2023/5)

TRCS Volcano & Tsunami Response Post Distribution Monitoring – Ha’apai, Power Point presentation

Tonga Strategic Roadmap for Emergency and Disaster Risk Management 2021 - 2023, Strengthening emergency management performance through sector coordination and cooperation, National Emergency Management Office, Tonga Ministry of Meteorology, Energy, Information, Disaster Management, Environment, Climate Change and Communications (MEIDECC), Government of Tonga

Tonga Nationally Determined Contributions Review Report, Review and Enhancement of 2015 Tonga Nationally Determined Contributions, Department of Climate Change (MEIDECC)

THE JANUARY 15, 2022, HUNGA TONGA-HUNGA HA’APAI ERUPTION AND TSUNAMI, TONGA, GLOBAL RAPID POST DISASTER DAMAGE ESTIMATION (GRADE) REPORT, The World Bank and the Global Facility for Disaster Reduction and Recovery (GFDRR)

Tonga response lessons learned – Summary of IFRC KIIs, Power Point presentation

References

[IFRC GO - Home](#)

IFRC Recovery Framework, Ensuring continuity from preparedness to humanitarian response to resilience, Draft for consultation, *Version, August 2022

IFRC National Society Preparedness Framework, Strengthening local preparedness capacities to ensure timely and effective humanitarian assistance, Draft for consultation, *Version, August 2022

<https://theconversation.com/rebuilding-post-eruption-tonga-4-key-lessons-from-fiji-after-the-devastation-of-cyclone-winston-175611>

<https://www.worldbank.org/en/results/2022/08/01/stepping-up-immediate-support-to-tonga-after-a-once-in-a-millennium-natural-catastrophe#:~:text=Tonga%27s%20government%20has%20announced%20a,Tourism%20Industry%2C%20and%20Public%20Infrastructure>

Annex 6: Monitoring undertaken by TRCS/IFRC in Nov/Dec 2022 of beneficiaries who are living with disabilities and who received cash grants

Monitoring undertaken by TRCS/IFRC in Nov/Dec 2022 of beneficiaries who are living with disabilities and who received cash grants

Cash for People Living with disabilities (PLWD) – initial assessment

Between May and July 2022, TRCS conducted a survey of 189 households with people living with a disability to identify needs and to assess eligibility for a planned cash grant distribution.

Gender of disabled person	Female	Male	Total
Tongatapu	71	92	163
Ha'apai	7	9	16
'Eua	5	5	10
Total	83	106	189

TRCS determined that households with a PLWD were eligible for a cash grant as:

- these people were identified as vulnerable households,
- this group had not been explicitly targeted by others carrying out cash grant distributions to date, and
- TRCS operates a school for disabled children and has established relationships within this community and with other agencies involved in supporting households with people living with a disability.

PLWD were then provided with cash assistance across the following communities

1 Person with Disability = \$350 TOP (Cash in Envelope) provided to the following:

Islands – communities	Number of PLWD direct beneficiaries	Number of people in HHs
Tongatapu - OTA students	41	204
Nomuka	11	54
Fonoifua	4	17
Ha'afeva	2	11
Tungua	1	6
Tongatapu	153	762
'Eua	20	112
TOTAL	211	1,054

Some of these Households were also applicable for the additional payments of CVA for those with unliveable houses, as their homes were destroyed or significantly damaged.

1. Seeking feedback from beneficiaries

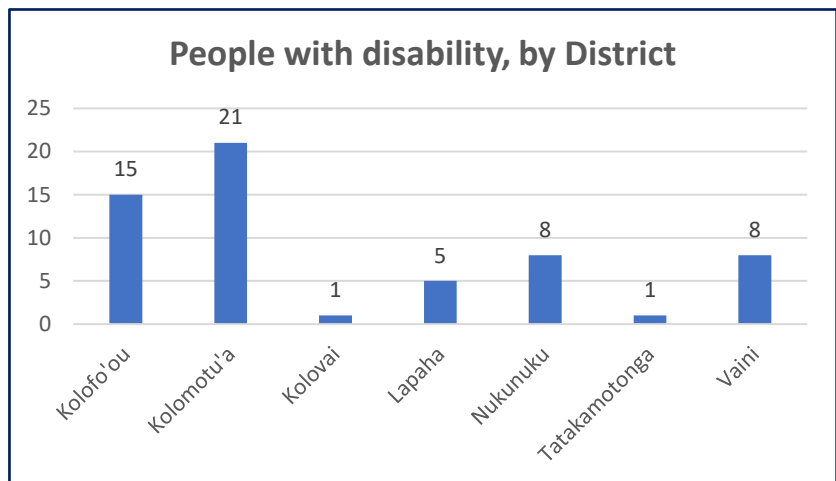
In November/December 2022, TRCS staff asked 59 HHs with PLWD beneficiaries (28% of the identified total of 211) about their experiences of receiving the cash grants.

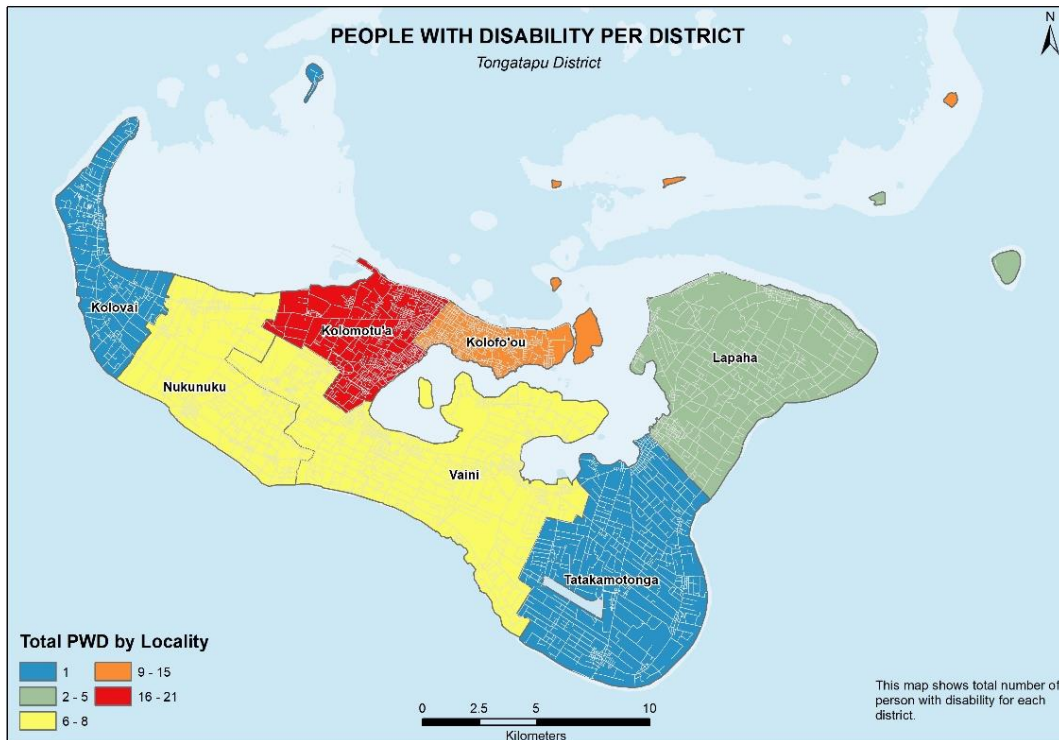
This was to enable recipients to have the opportunity to provide their feedback and for TRCS to ensure a strong level of community accountability was adopted. This feedback also provides TRCS/IFRC with additional insights into these peoples' recovery process.

The following information has been collected from those 59 interviews.

The survey indicated that these 59 HHS have a family member with a disability, either physical disability, intellectual disability, or both.

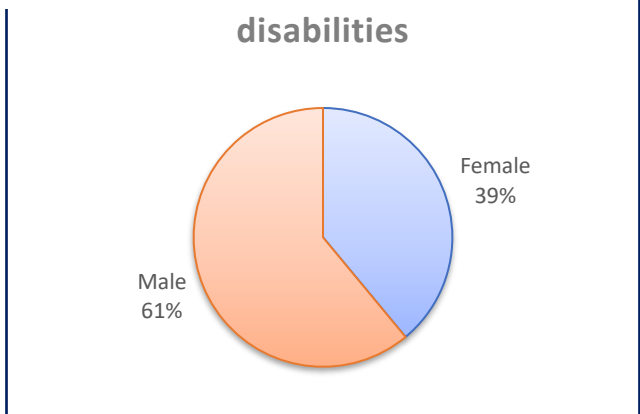
From those 59 HHs interviewed - the total number of people with a disability within each district is shown in the accompanying chart and map.





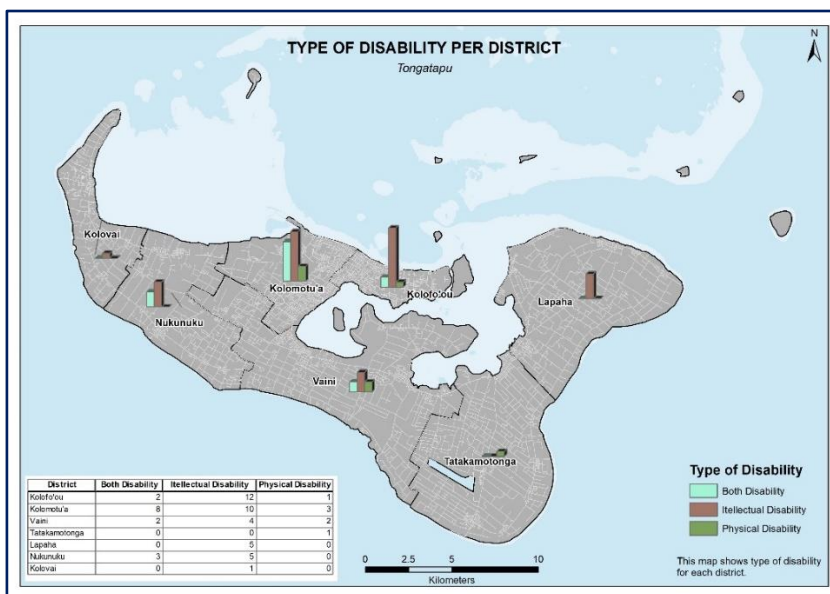
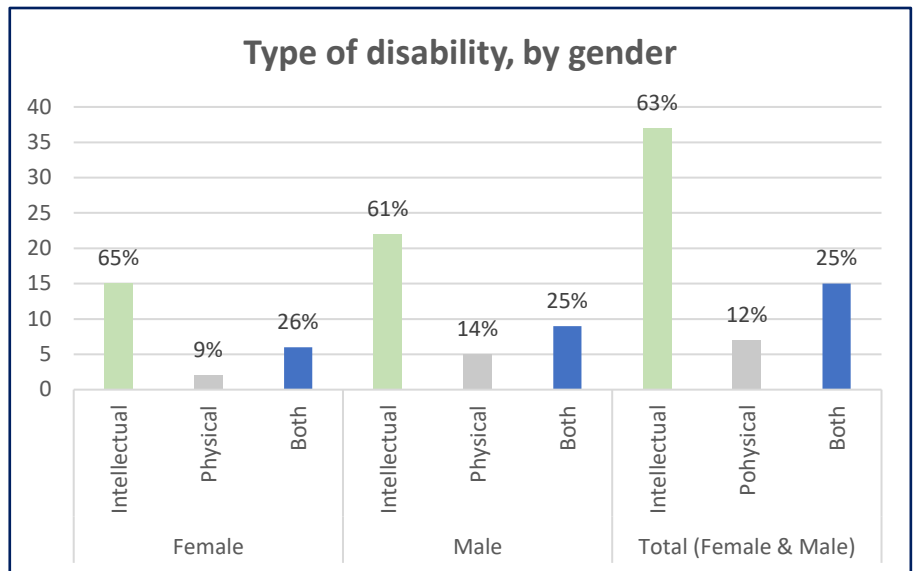
2. Gender of PLWD beneficiaries

From the interviews of 59 HHs – the gender profile of all people with a disability was requested. From analysis, it is seen that most of those people with a disability are male.



3. Nature of disability

In considering the nature of disabilities across both female and male beneficiaries within these 59 HHs - it is understood that the majority of these people have an intellectual disability (approximately 65%). And approximately 25% of all people with a disability have both a physical and an intellectual disability.

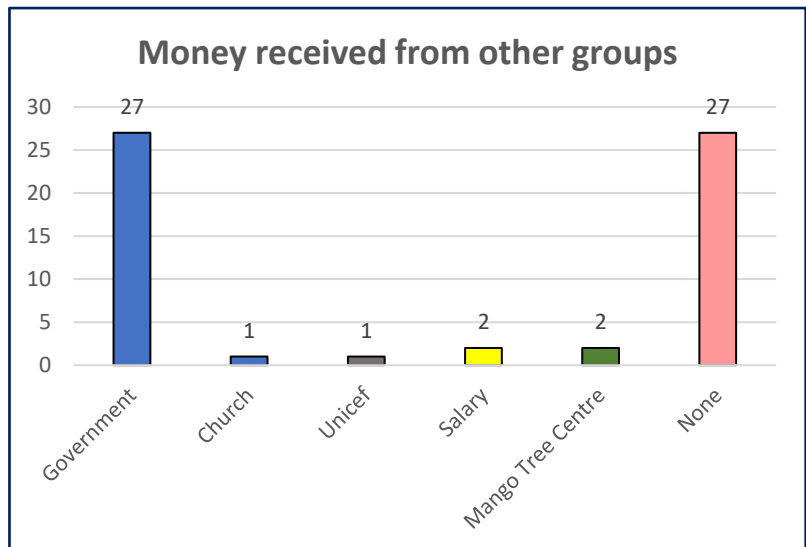


Similarly, the adjacent map indicates the numbers of people with either intellectual, physical, or both types of disability.

4. Monies received

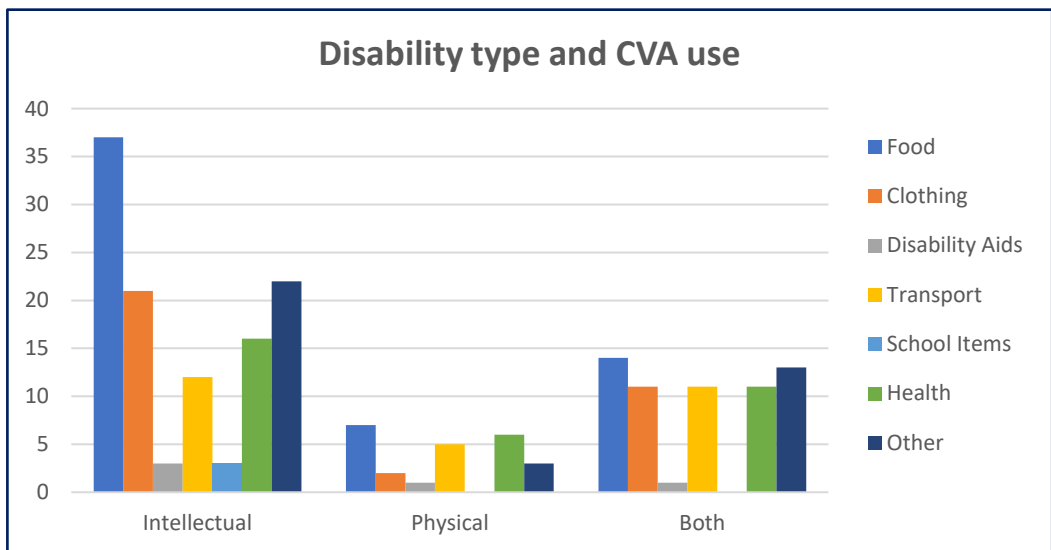
Beneficiaries were asked who else they received cash assistance from following the tsunami (other than Red Cross).

Equally as many received a government grant (46%) as those who received no monies at all.



5. Use of Red Cross cash assistance

When the recipients within these 59 HHs were asked how they used the Red Cross Cash assistance monies, their responses were varied. Food was the major item purchased across all three groups of people who have disabilities.



Within the category of "other", the following were cited:

- Pay water bills and electricity (x6) gas (1)
- Repairing beds and buying a bed
- Private items: toiletries, mobile phone, shoes, towels, toys and watch
- Credit card bills (x3)
- Buying drinking water (x3)
- Paid tithe to LDS Church
- Help joining their water pipe

6. Relevant timing of grant

When recipients in the 59 HHs were asked “Did the money you received from the Red Cross come at the right time for you?” all (100%) recipients indicated that the time was right for them.

7. Location of distribution

Recipients were asked if the best place for receiving the cash grants was their house (as Red Cross came to their houses to give them the cash assistance in this instance).

Again, all recipients (100%) indicated that this was the best place for them to receive their cash grants.

8. Complaints and questions

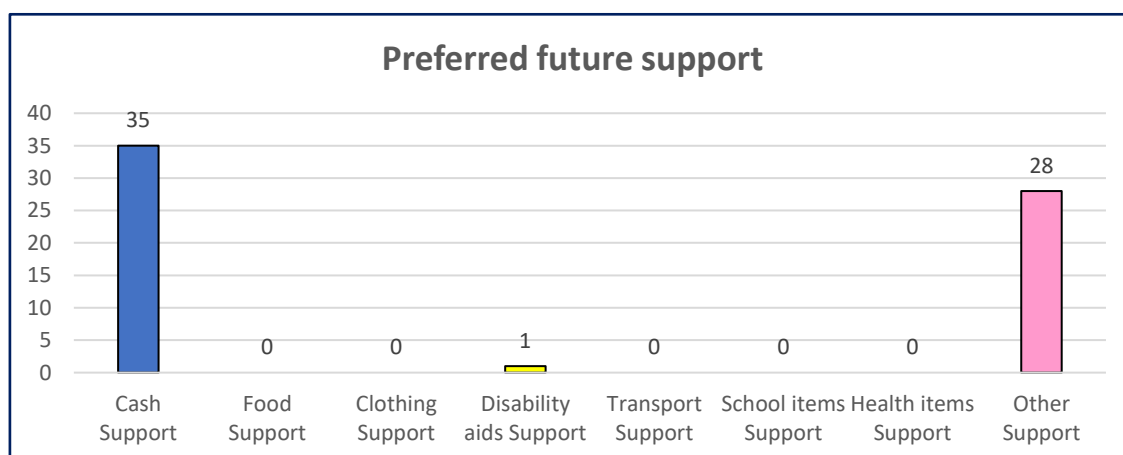
All beneficiaries were asked:

- if they knew how to raise any questions or make a complaint if they wanted to,
- if they would like to raise any questions or make any complaints,
- if they would feel comfortable raising any questions or making a complaint if they wanted to, and
- if they had any questions or complaints.

All beneficiaries (100%) indicated they knew the process, had no questions or complaints and were comfortable with the process.

9. Future support

When asked what type of support they would prefer if there was a future disaster, the majority of those surveyed (59%), indicated they would prefer cash support, with 47% of the group indicating they would prefer some other kind of support. The nature of the “Other” support preferred was not specified. It is noted that 5 of the respondents selected two options for their preferred means of provided future support.



10. Recovery progress

All beneficiaries were asked how their household is recovering since the disaster, and the responses were varied and some quite lengthy.

Of the 59 HHs surveyed, 36 (61%) indicated they were “recovering” or “recovering well” and 3 (5%) indicated they were “recovering slowly”.

Another 14 (24%) indicated specific details of their situation, ranging from water tanks to personal and family issues and other problems they faced.