

Briefing note on Shelter/housing contribution to national cyclone pam recovery DRAFT V1.5

1. Shelter Cluster in Vanuatu, scope and structure

To ensure preparedness and coordinated response to the humanitarian shelter needs faced by the affected population in anticipation of future disasters in Vanuatu, NDMO had contacted the International Federation of the Red Cross and Red Crescent Societies (IFRC) 3 weeks before PAM to setup the Shelter Cluster, which was not yet present within the existing clusters coordination platform in Vanuatu.

Public Works Department (PWD), following a decision taken at the level of the Prime Minister Office (PMO), currently leads the Shelter Cluster in Vanuatu with the support of IFRC as cluster co-lead.

Shelter Cluster scope:

- ✓ The Shelter cluster is now **one of the 7 clusters** under NDMO umbrella
- ✓ The Shelter Cluster's mandate as **coordination platform is only for emergency response period** (for PAM, ending on 31 July), and preparedness within the recovery period.
- ✓ The Shelter Cluster scope is **NOT looking at Government infrastructures & buildings used as evacuation centre** such as schools, which are under NDMO/IOM CCCM working group/cluster.
- ✓ The Shelter Cluster is primarily **looking at private and community dwelling/housing**, through emergency distribution of emergency shelter items and other NFIs, safe shelter awareness and related disaster risk reduction.
- ✓ The Shelter Cluster **need to liaise humanitarian shelter and long term housing issues**, to strengthen the relevance and efficiency of emergency response and preparedness. As there is no Shelter or housing direct line ministry as for other clusters, PWD is leading the shelter cluster with the support of DLA to reflect on the Building Act and NDMO for preparedness; with IFRC (for emergency) and UN-Habitat (for recovery) humanitarian co leads.

Shelter Cluster structure:

For PAM response, the Shelter Cluster consists of the following components:

- ✓ **A dedicated coordination team** that manages the core functions of the cluster, usually coordination, information management and technical support.
- ✓ **Main Cluster meetings**, which are open to all shelter actors.
- ✓ The **Strategic Advisory Group (SAG)**, a smaller group of organizations that represents the cluster and provides strategic direction.
- ✓ **Technical Working Groups (TWiGs)** that work on specific issues such as shelter design, technical specifications, land issues, housing, land and property rights, reconstruction planning, etc.

To ensure inclusive governance of the shelter cluster in Vanuatu, a Strategic Advisory Group (SAG) have been formed. Its membership aims to represent key stakeholders in Vanuatu for shelter-related issues. The SAG is chaired by the cluster lead and made up of one individual from the following organizations:

- i. Government – PWD
- ii. Government – DLA
- iii. Government – NDMO
- iv. Cluster Co-Lead for emergency – IFRC
- v. Cluster Co-Lead for recovery – UN Habitat
- vi. Council of Chiefs (MCC)
- vii. Large International NGOs – CARE International
- viii. Small International NGO – Butterfly Trust
- ix. National NGOs – ADRA Vanuatu
- x. Red Cross Red Crescent Movement – Vanuatu Red Cross
- xi. Vanuatu Christian Council
- xii. Evacuation centres working group - IOM
- xiii. Protection & Gender cluster – Women’s Affairs
- xiv. Donor – DFAT

It is important to note that SAG membership is not definitive as it could evolve following particular issues to be addressed, and representatives of larger group could rotate.

Shelter Cluster capacity building:

To support Shelter Cluster capacity building in Vanuatu, IFRC will organise in September a 3 days **training on emergency shelter coordination**, hosted by PWD with 13 Governmental staff and representatives. This training will be complemented by 2 days training on evacuation centre management with the support of SPC.

2. Post PAM shelter & settlement recovery situation

Shelter/housing & settlements throughout the cyclone PAM affected area have been seriously hit by the cyclone as indicated by the Post Disaster Needs Assessment (PDNA), which clearly shows that Housing has been the most affected sector, with a total needs of 12 256 Million VT, representing more than 35% of overall recovery needs¹.

As raised by the Shelter & Settlement vulnerability assessment², realized from 15 April to 1 May, 81% of households reported that their shelter had sustained some level of damage as a result of the cyclone, and 72% of households reported that they had completed substantial repairs or reconstruction work on their shelter at the time of the assessment, confirming anecdotal evidence as to the high capacity for self-recovery inherent to the ni-Vanuatu. Just under half of TC Pam-affected households interviewed (45%) reported that they were able to recover and recycle materials that were suitable for use during repair and reconstruction. Fixings and nails were the most commonly reported materials requested to support the repair and reconstruction of shelter across the affected area, with 68% of households reporting this as an immediate need.

This report recommends that:

- Medium to long term interventions that support shelter self-recovery should take into account beneficiaries’ reported priorities, and consider supporting the recovery of income-generating livelihoods as well as the direct provision of shelter support;

¹ http://www.nab.vu/sites/all/files/projects/draft_recovery_plan_dco-com_version_final_4_dispatch.pdf
p.5

² http://sheltercluster.org/sites/default/files/docs/shelter_cluster_report_shelter_and_settlements_vulnerability_assessment_after_cyclone_pam_may2015.pdf

- Recognising the time required to implement a comprehensive ‘build back safer’ strategy, the development of community shelters able to withstand sudden onset disasters should be explored;
- A ‘build back safer’ approach should be integrated into recovery phase shelter programming as a result of the widespread use of pre-crisis shelter materials for repairs and reconstruction work.

While Shelter agencies would achieve the Shelter Cluster’s first objective within the Humanitarian Action Plan (HAP) timeframe with more than 18,000 households reached with tarpaulins and access to toolkit, it is foreseen that a lot will still need to be done after the 31st of July (end of the HAP) in order to support affected ni-Vanuatu in their shelter & settlements recovery process, particularly regarding building back safer awareness, trainings and community building recovery. Some of the projects initiated by the shelter cluster members through the HAP’s shelter cluster objectives 2³ & 3⁴ are expected to continue beyond the HAP while quite a few other stakeholders are planning to kick start projects during the recovery phase to support shelter & settlement recovery priorities of ni-Van households and communities. Some of those projects comprise building back safer awareness and trainings, repairing/retrofitting/rebuilding of houses and community buildings as kindergartens, community halls or churches.

3. Shelter/housing contribution to national cyclone pam recovery

On 16 June 2015, the Office of the Prime Minister released the National Recovery and Strengthening Program Plan⁵ entitled “Strengthening ni-Vanuatu Resilience”. In this document, three areas of critical recovery need have been identified:

- *Restore and develop essential social services*
- *Repair and improve infrastructure*
- *Promote and support ni-Vanuatu livelihoods and lifeways*

Role of the Ministry of Infrastructure and Public Utilities (MIPU).

The plan specifies that recovery action under these areas of need will be led and managed by Government of Vanuatu Ministries, supported by funding and implementation partners. MIPU has been specifically tasked to assess and select project proposals considering the extent to which those will prove to be relevant, aligned, inclusive and well-coordinated. MIPU has been specifically tasked to consider several recovery strategies and actions, and develop projects that are responding to on the real needs on the ground and will directly benefit people, aligned with policy, and that minimize overheads, ensure transparency, and include technical advice and knowledge transfer. Finally the ministry will coordinate, implement and report on the approved projects.

Under the main *objective to repair and improve infrastructure*, shelter/housing will contribute to the *strategy to assist to rebuild/repair/upgrade private housing and infrastructure*,

The process of project development

³ Assist affected people with repair and reconstruction of houses, water and sanitation facilities.

⁴ Investment in safer community buildings

⁵ http://www.nab.vu/sites/all/files/projects/draft_recovery_plan_dco-com_version_final_4_dispatch.pdf

On 22 June 2015, the Prime Minister Office (PMO) released a guideline⁶ for ministries leading the selected projects under the National Recovery and Economic Strengthening program. The document emphasizes the expectation that Ministries will employ sound project management techniques and practices and that projects proposals will be developed and submitted for approval. The guidelines states that outside the project proposal requirement, **“the specific process they go through to initiate projects is their (Ministry’s) responsibility”**.

MIPU Recovery Project Development Process regarding shelter/housing

As Shelter Cluster lead, Public Works Department (PWD), with the active contribution of DLA and NDMO, has developed a strong coordination platform with major stakeholders involved in post PAM shelter response.

An on-line shelter intervention survey was conducted from 1st to 9th June, with contributions received by 11 agencies, which represent the majority of agencies involved in shelter recovery activities:

1. At least one agency is/will implement shelter recovery activities in each of the affected islands: 7 agencies in Port Vila (urban and peri urban); 5 in Efate (rural) & in Tanna (rural); 3 agencies in Lenekal, Emorango & Tongoa
2. 10 on 11 agencies are planning shelter interventions at household level; 5 agencies in only one response modality. (objective 2)
3. 7 on 11 agencies are planning shelter interventions at community building level. 3 agencies in all response modalities. (objective 3)
4. Kindy, Community hall, Chief hall/nakamal and church buildings are equitably targeted by 2 agencies for each. (objective 3)
5. 8 on 11 agencies include Building Back Better-Safer activities in their strategies.
6. 7 on 11 agencies include Livelihoods, DRR and WASH with their shelter programming.
7. At least 7 on 11 agencies will implement activities within Recovery Framework.
8. Only 1 on 11 agencies has finalized its recovery plan
9. Logistic and material delivery is the first critical challenge identified (6), then follow trainings and beneficiary communication and community engagement as a second critical challenge identified by the respondent agencies (4).
10. All (10) agencies seem happy with the coordination services provided by the coordination team, 9 on 10 with the technical guidance and information management services they received.

Recovery framework, the Housing sector working group.

Building on the shelter cluster’s coordination platform, which will end on 31 July 2015 and partners recovery capacity, Public Works Department (MIPU) will implement a Housing sector working group starting on 1st of August, with the support of DLA (MOIA) and NDMO (MCCA) with the aim of coordinating some of the related priority actions under the strategy: **Assist to rebuild/repair/upgrade private housing and infrastructure**, especially on projects submitted to the priority action:

⁶http://www.nab.vu/sites/all/files/projects/guideline_for_developing_projects_proposals_national_recovery_and_economic_strengthening_program.pdf

Strengthening housing & settlement community resilience, which would encompass activities, initiated within the HAP and new planned projects aiming to:

- (1) assist in the repairing, retrofitting and reconstruction of damaged houses,
- (2) households and community safe shelter awareness,
- (3) building back safer training of skilled and unskilled workers,
- (4) assist in the repairing, retrofitting and reconstruction of damaged community building,
- (5) local and traditional construction knowledge and capacity strengthening,
- (6) building back safer knowledge dissemination, mass and affected population communication,
- (7) Strengthening local and national capacity in post disaster shelter & housing

Content of the priority action:

- ✓ Much of the content will be derived from (and a synthesis of) the projects already in line with HAPs early recovery objectives 2 & 3, and new project that will contribute to recovery priorities
- ✓ Projects will contain activities that are collaboratively implemented by Government, the private sector, civil society, humanitarian actors and development partners
- ✓ Each project activity will be prioritized based on needs, policy alignment, and direct benefit to affected people
- ✓ Projects will include implementation modalities that are linked under Ministry's oversight, coordination and M&E frameworks
- ✓ New projects will be discussed with Donors before submission to PMO, to ensure that recovery options have a realistic chance of finance.
- ✓ Each project will be fully costed with an indicative budget envelope.
- ✓ Each project will consider cross-sector development opportunities, including gender empowerment and future climate/disaster resilience.
- ✓ All relevant Pre-PAM projects will be referenced with justification on how these specifically link-to and support the proposed recovery project.
- ✓ All PAM relief projects that will continue into the recovery phase will be referenced with justification on how these specifically link-to and support the proposed recovery project.
- ✓ All projects that have already obtained finance will be referenced with justification on how these specifically link-to and support the proposed recovery project.

Contribution to the action:

- ✓ PWD will compile, with the support of DLA and Shelter Cluster coordination team, all proposals in the GIP format for submission to MIPU DG by the end of July 2015.
- ✓ All partners must read and understand the MIPU recovery priorities as per National Recovery and Strengthening Program Plan.
- ✓ Government Departments, private sector, civil society, humanitarian actors and development partners **implementing shelter/housing activities after 31 July, are required to contribute to this action in ONE or two ways:**
 - (1) Government Departments, private sector, civil society, humanitarian actors and development partners **who ARE seeking Recovery Framework funds**, are **invited to write and submit detailed UNFUNDED recovery activity proposal. Proposals need to be sent before Wednesday 22, 8PM** to Dick Abel dabel@vanuatu.gov.vu and Xavier Génot coord.vanuatu@sheltercluster.org
 - (2) Government Departments, the private sector, civil society, humanitarian actors and development partners **who ARE NOT seeking Recovery funds**, are **required to write and submit summaries of PRE-EXISTING ALREADY FUNDED recovery activities** for reference in this priority action. **It will be done**

through the on-line survey which will be open from 17 to 22 June, 8PM on this link <https://www.surveymonkey.com/r/5S887G9> .

- (3) Attendance at Housing Working Group meeting, which would tentatively be held on Tuesday 28 July at PWD, is recommended wherein the project will be discussed
- (4) Continued and comprehensive submission of 3Ws to the Housing Sector Working Group will ensure that current activities are not overlooked for this priority action.
- (5) Regular dialogue with the Housing Sector Working Group / Shelter Cluster and PWD/MIPU staff is strongly recommended in the coming weeks.

DRAFT