

Response name	Ambae Volcano mass evacuation 2017 – Vanuatu					
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Cluster co-lead	International Federation of Red Cross and Red Crescent Societies (IFRC)					
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Cluster partners presently active (to be updated)	Sanma Council of Women, Action AID, Care, JICA, UNDP, VCC, World Vision, GIZ, DFAT, MFAT, French Government, IOM, UNICEF, Vanuatu Red Cross, MOH, Public Works Department Sanma and Penama, IFRC, NDMO, PDMOs, CDCCCs, Baptist Church, Caritas, Further Arts/TEKS, Australian Red Cross, Vanuatu Police; Vanuatu Lands Department; Vanuatu Civil Status Department; Care International, UNDP, Church of Christ; Santo Ambae Disaster Support Committee, Mormon Church, SDA, Catholic Church, Department of Education, Tabumasana Council of Chiefs, Sanma and Penama Province, Luganville Municipality, Anglican Church, Presbyertian Church, Vanuatu Chinese Association, Frangipani Association, Vanuatu Football Federation, Santo East Secondary School, Logistics Cluster, NISCOL,					

The entire population of the island of Ambae was evacuated. This represents a total 10,869 people displaced, consisting of 2,912 households.

IDPs went to three main locations on three adjacent islands: Espiritu Santo (Santo); Pentecost and Maewo. Pentecost and Maewo are in the same Provincial administration as Ambae – Penama Province. Santo is in the adjacent Sanma Province. Some people went to the capital city Port Vila independently.

The IDPs were distributed by island as follows:

Santo 8,385 (male 4,263 and Female 4,113)

Pentecost 1,475 (male 774 and Female 701)

Maewo 609 (Male 310 and Female 299)

Port Vila (Efate island) 400 (estimated)

#### Summary of the evolution of the situation

In Santo Host families sheltered 2,484 people (1,266M; 1,209 F)

5,901 people (2,997 M; 2,904 F) were sheltered in 2 major camps and 52 evacuation centres (schools and churches). This population included:

126 people over 60 years (53M; 73F);

26 children under 18 with disabilities (11M; 15F)

81 people with disabilities over 18 years (29M; 52F)

Total people assisted with Shelter and Non Food Item distribution:

Pentecost island: 1,475 people (774 M; 771 F) Maewo island: 609 people (310 M; 299 F)

Santo island: 7,100 people (3,600 M; 3,500 F)

#### **TIMELINE SUMMARY**



<u>7th September</u> – NDMO release first situation report indicating an increase in volcanic activity of Monaro volcano on Ambae Island to Level 3. **NEOC placed on readiness.** 

<u>23 September</u> - Vanuatu Meteorology & Geo-hazards Department (VMGD) increased the Volcanic Alert Level of Monaro volcano to level 4, or moderate eruption state, advising that the volcano's activity may increase or decrease at any time without warning. Provincial authorities undertaking evacuations of people in high risk areas to safer areas.

#### Penama PEOC made operational.

Started to deploy members of PDCCC to South, North and West Ambae to inform the people in the 4 area councils to be prepared and leave their homes to proposed Evacuation centres in the Safe Zones in the Eastern and Western parts of Ambae. Over 3,000 people moved to host communities on Ambae away from high risk areas. Host communities and the Provincial authorities are supporting people's immediate needs.

24 Sept - VRCS distributing tarps on Ambae

<u>26 September</u> - A State of Emergency for Ambae island was officially declared for 2 weeks, to be reviewed thereafter.

National EOC is made operational.

Sanma Provincial EOC made operational.

<u>27<sup>th</sup> September</u> - Monaro Volcano remains at Alert Level 4. Provincial authorities report that there are an estimated 8,000 people in evacuation centres on Ambae. A Council of Ministers (COMs) meeting was held to discuss the off island evacuation scenario. Conditions remain difficult in evacuation centres with overcrowding.

<u>28 September</u>- the Council of Ministers ordered a mass evacuation of the entire island, to be completed by 06 October.

To ensure a coordinated response to the humanitarian needs faced by the affected population, the cluster system was activated at National and Provincial levels.

<u>1st October</u> - NDMO requested IFRC coordination support. Shelter Coordination support member from IFRC Suva office (Subesh Prasad) arrived in Port Vila the following day with the main objectives of supporting with immediate needs as well as defining the need for further shelter coordination support going forward. It was determined that coordination support would be required for an additional month, so a shelter coordinator was engaged (supported by Australian Red Cross), for a one-month period starting on 10 October.

<u>2<sup>nd</sup> October</u> - Estimated 4,500+ people had been evacuated to Santo with hundreds more to Pentecost and Maewo. Luganville subject to a shelter shortage for evacuees.

#### First Shelter Cluster Vanuatu (SCV) meeting. Port Vila

PWD (Dick Abel) mobilises and notifies PWD Sanma and Penama to prepare to assist **Subesh Prasad (IFRC Regional Shelter support team) arrives in Vanuatu to support** 



#### PWD in leading the cluster.

VRCS begin distributing tarpaulins

<u>3<sup>rd</sup> October</u> – Scoping visit to Santo, Shelter Cluster Coordination team: Dick Abel and Subesh Prasad. Met the Secretary General of Sanma Province who was the controller of Sanma Province Emergency Operation Centre to understand the situation and the need of affected people. At this stage the total number of affected population was unclear and therefore assumptions were made using 2016 mini census data to identify shelter relief and NFIs needs.

#### 4th October - Second SCV meeting, Port Vila

- Mass evacuation is a new situation for Vanuatu, usually cyclones.
- Understanding exists in communities particularly with Church groups which was a form of default grassroots coordination mechanism for this response as people took refuge in their respective churches

#### Strategy recommendations:

- Population will be resettled from ~40 current locations into four locations in Luganville (VFF, Chapuis, De Quiros, Sanma Park). SG concurs.
- 1 family = 1 tent and 1 tarp
- Tents/tarps as the short-term strategy, rather than durable shelters or rehosting (government will need to decide to employ other strategies)
- IOM will deploy CCCM site planning officer with shelter experience, is currently identifying (timeframe: 72 hours)
- Masood Akhtar from IOM may be able to relocate to Santo to assist immediately pending head office permission
- Plan for one month to six weeks of possible temporary sites pending approval from Government

The Shelter Cluster Coordination team after meeting with Sanma PEOC Controller, made a call to DFAT, MFAT, JICA and Shelter Cluster partners for:

Tents - 1,600; Tarps - 1,600; Kitchen sets - 1,600; Solar lights - 1,600; Blankets -3,200; Mosquito net (facilitated in coordination with Health Depart) – 3,200

#### Local partners mobilisation:

- PWD brought in Paul Morrison (Division Manager from Torba province) to assist in operations establishing shelter sites. PWD Sanma staff mobilised.
- VRCS is lead response partner with World Vision support.
- VRCS mobilises 20 Correctional Services inmates to assist in erecting tents.

#### 6th October -

#### Third SCV meeting, Port Vila

- 1. Sanma shelter situation
- 100 tents up; DFAT has provided 200
- Pop has increased to 7,000 in 40-50 evacuation centres (mainly schools and churches)
- 2. Penama shelter situation
- Vanuatu Red Cross staff deployed on Wednesday morning for assessment.



- Approx. 2000 population in 21 Evacuation centres in South Pentecost. Assessment ongoing which will produce number of centres in North Pentecost and Maewo.
- Chartered ship will leave within the next 24 hours with Shelter and NFIs to Pentecost and Maewo
- Significant movement of people with Maewo and Pentecost

Proposed strategy: Elevate identified tent shortages up the chain as a first priority, but move ahead with alternative shelters presuming that tents will not arrive in a timely manner.

Santo - Due to lack of tents and prospects for tents, propose use of local materials to structure temporary shelters using tarps and tool kits. Consider purchasing materials if bush materials are not available.

Sanma Provincial Council (SG) agreed that volunteers and VMF will assist in providing local materials (Bamboo, etc. for emergency shelter.

Shelter Cluster Team and Red Cross volunteers will assist in putting up emergency shelter using tarps and local materials.

#### Local partners:

Benuel Tabi from Lands Department; Samson Sam from Police; Frazer Graham (Baptist Church); John Sese (CCDCC) join the Shelter response team to assist with distribution and erection of tents/shelters

Coordination: PWD Lead delegates responsibility for Santo operations hub to Henry Wells (DM Sanma) and Paul Morrison with ongoing support from IFRC.

7<sup>th</sup> October – Shelter Kit Introduction awareness session, Port Vila. 18 participants (11 males and 7 females) attended a one (1) day awareness session held at Vanuatu Red Cross, Port Vila. 13 participants - VRCS staff and volunteers and 5 NDMO staffs. Topics: shelter key messaging on technical aspects of erecting emergency shelter using tarpaulin and shelter tool kit with available local materials (bamboo and timbers); tents and fire safety. Shelter technical flyers distributed: fire safety, camp site setup guideline (source IOM) etc. The strategy was after training the VRCS volunteers will be deployed to Penama province to support branches on shelter awareness and distribution.

#### 9th October - Strategy v1.1 endorsed, Port Vila and Santo.

51 evacuation centres hosting approximately 7,000 people or 1,400 households while there are approximately 1,500 people (300 households) in camp situations. Accommodation in evacuation centres is to be seen as the first option, and in tents as the last option. Some families have opted to stay with host families.

- In Sanma province, key shelter partners include World Vision, Vanuatu Red Cross, Caritas, IOM and MoH, working in close collaboration with Sanma EOC.
- In Penama province, Vanuatu Red Cross is the main shelter responder, working closely with Penama EOC.
- Distribution of tarpaulins, blankets, kitchen sets and solar lights continues

10 October - Outgoing cluster coordinator support from Suva (Subesh Prasad) and



incoming coordinator support (Luke Johnston) met for debriefing and handover in Port Vila.

## A State of Emergency for the Island of Ambae is extended until the 24th October 2017

#### 11th October – Repatriation planning ordered to begin

- Incoming coordinator support (Luke Johnston) arrives in Santo
- Situation of displaced populations in Santo, Pentecost and Maewo now reported to be stable
- Distribution of tarpaulins, blankets, kitchen sets and solar lights continues to fill gaps

#### 16th October -

#### Fourth SCV meeting, Santo

#### Shelter input to repatriation planning:

- As there is no reported effect on dwellings or other buildings on Ambae, no shelter assistance is expected to be required upon return of displaced population. What was the discussion on safe zones and contingencies for further shelter needs on Ambae considering ongoing ashfall and risk of further deterioration? (recommendations). Discuss with CCCM working group.
- Agree that returnees can keep their NFIs blankets, kitchen sets, and hygiene sets plus two tarps per household
- Tents will remain in Luganville, Santo. Need to be tagged and accounted for, and a plan for appropriate packing up and storage put in place

#### 18th October -

The Council of Ministers met and made important decisions regarding the Ambae volcano emergency response and endorsed several recommendations:

- The State of Emergency on Ambae be extended until Friday 27th October 2017.
- A delegation including the President, Prime Minister, Minister of Climate Change and others to travel to Santo, Pentecost and Maewo to conduct a ceremony to thank host communities for their support to evacuees.
- That conditions are suitable for evacuees to return to Ambae and that they will be supported to return by the government during the State of Emergency.
- That they endorse the repatriation strategy that has been prepared by the NDMO, partner agencies and clusters.

Coordination: PWD Lead Dick Abel arrives in Santo to monitor and assist in Repatriation planning. He delegates four PWD staff from Ambae to go to each of the 4 ports on Ambae where returnees are planned to be disembarked, and be prepared for their arrival in case temporary shelter is required at these ports while returnees are in transit back to their villages.

#### 19th October -

Fifth SCV meeting, Santo



#### Actions decided:

- Analyse and distribute to meet gaps reported by Ambae Disaster Support Committee (ADSC).
- o Erect a shade shelter with tarps and local materials at Chiefs nakamal.
- o Identify priority centres for repatriation to the Logistics Cluster
- Tent tagging spray paint identification serial numbers on the tents while they are dry and before they are empty for security and storage management.
- Tent storage –discuss with NDMO/VRCS/SANMA on suitable space and technical aspects of storage

<u>20<sup>th</sup> October</u> – Repatriation formally approved by COM. State of Emergency extended to 27th October

<u>21<sup>st</sup> October</u> – **Repatriation commences.** Red Cross Volunteers with Shelter team deployed to Ambae in preparation to assist returnees.

#### 23rd October -

Sixth and final SCV meeting, Santo – add that there was a SC meeting in Penama before mass evacuation

#### Actions decided:

- Packing up tents PWD (Paul Morrison) to lead this. Issue with weather as rain has made the tents damp. Must wait now until they are dry.
- Clarify with EOC the exit strategy for leaving sites, regarding any outstanding issues with the site owners.

<u>27<sup>th</sup> October</u> – Repatriation of main population completed. End of state of emergency. End of response.

- Note: excepting those with special needs who need accompaniment or to be airlifted
  - [HOW DID THIS PROCEED]. Some women at chiefs nakamal, those able to go by ship did do, others by plane, some still waiting for medical clearance.
- SCV Coordinator (IFRC support) returns to Port Vila

## Strategy and Cluster Objectives

One shelter strategy was endorsed during this response: Strategy 1.1 endorsed 09 October 2017, to be revised 23 Oct 2017 or after significant movement of population Due to priorities of work, the shelter cluster partners could not meet around one table and therefore the strategy was discussed individually with Shelter Cluster lead, VRCS, World Vision, Secretary General of Penama and Sanma province and all agreed. The strategy was then shared to all partners.

**CLUSTER OBJECTIVE 1:** Provide emergency shelter and non-food item assistance to meet the immediate needs people who have been evacuated from their homes.

**CLUSTER OBJECTIVE 2:** Support affected people with shelter and non-food item assistance in the mid-term, based on evolution of volcanic activity, resultant damage to housing and ongoing needs of the population.



Key Issues	<ul> <li>Connection and demarcation with CCCM cluster (IOM/NDMO)</li> <li>Lack of clear needs assessment information</li> <li>Process of determining settlement strategy and locations?</li> <li>Lack of connection/information with Ambae, Pentecost and Maewo</li> <li>Overcrowding and protection issues in evacuation centres requires good monitoring and management</li> <li>Heat stress on people living in tents. Many disadvantages with tents, can be slow to transport</li> <li>What to do with tents after the response</li> <li>Replenishment of emergency shelter items and NFIs before cyclone season</li> <li>Housing evacuees in schools can disturb classes, other solutions are preferable.</li> <li>Freewill of the people vs Government plans presents challenges to deliver adequate and appropriate assistance</li> </ul>						
Assessments	Registration of evacuees being carried out by Vanuatu Red Cross with support of IOM.  Vanuatu Red Cross emergency needs assessment in Penama province. Disaggregated sex and age data.  Assessment carried out in Sanma not clear.						
Cross-cutting issues							
Monitoring and Evaluation	Agencies report to Provincial Shelter Cluster Leads, who then collate and feed key						
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information on progress, gaps and challenges to Provincial EOC daily during the emergency. This information is reported back to partners during the PEOC briefings and monitored during the response.

Best Practice/ Lessons learned workshop to be carried out on coordination as well as response at conclusion of emergency phase.

# Best Practice & Lessons Learned workshop 09/11/2017 Sanma Province conference room, Luganville, Santo

The Shelter Cluster Vanuatu team decided to hold this workshop at Sanma province as this had been the main coordination hub for the national response, and also where the majority of displaced people were. Also because of the strong lead shown by the provincial government, traditional leaders (chiefs) and local community organisations we wanted to make sure we captured this in our review of the response.

The workshop was held not long after the end of the response in order to capture this information while still fresh in people's minds and also to utilise the resource of the IFRC- supported surge support staff while still under contract.

The workshop was well attended with representatives from VRCS, key NGOs, Chiefs and Churches, and community groups and had strong participation.

Due to a budget meeting PWD managers were unable to attend.

#### Introduction

#### Penama Province (Pentecost and Maewo islands)

1. Local level traditional cooperation and coordination

- 2. Good coverage of shelter and NFI distribution
- Best Practices / successes

#### Sanma Provicne (Espiritu Santo island)

- 1. Strong early response at local level chiefs, churches and Provincial government
- Strong information sharing, coordination and allocation of roles, at local/Provincial level on registration of IDPs and management of allocation of shelter spaces locally

#### Penama Province (Pentecost and Maewo islands)

- 1. State of Emergency needs to be understood by people
- 2. Communication national province village
- 3. Psychological effect of sudden displacement on people
- 4. Limited logistics and slow distribution to evacuation centres
- 5. Some overcrowding
- 6. Political interference, chiefs and family connections
- 7. Data collection (Assessment)
- 8. Repatriation was rushed led to shelter problems in transit (on ships and on shore waiting for land transport)

#### Sanma Province (Espiritu Santo island)

- 1. Weak camp management (CCCM initiated late and not well resourced)
- 2. Unclear lines of responsibility between Shelter Cluster and CCCM cluster
- 3. Unclear budgeting and payment process
- 4. Slow payment process
- 5. Difficulties in communication and coordination between national and

### Challenges / Lessons Learned



	provincial levels
Recommendations	<ol> <li>Develop a shelter contingency planning exercise and finalise plans at Provincial level for volcano mass evacuation emergencies (ie each of the 4 major volcanos volcano has different social and geographical context and needs a specialised plan and strong engagement of local government at state and traditional level)</li> </ol>
	<ol> <li>Work with NDMO and IOM to strengthen camp coordination and management (CCCM) working group/cluster at national and provincial level.</li> <li>Develop a clear TOR for CCCM and review the Shelter cluster national TOR in conjunction. CCCM focus on IDP Registration and needs assessment.</li> </ol>
	<ol> <li>Preferred emergency shelter solution for Vanuatu context should be tarpaulins and toolkits rather than tents. Train partners and evacuees to install shelters using these tools and materials available (bush or salvage materials).</li> </ol>
	<ol> <li>Advocate with NDMO to consult with Shelter partners in future before mass movement of people to ensure shelter solutions are adequate and prepared.</li> </ol>
	<ol> <li>Strengthen Shelter cluster or working groups at provincial level and through this to local level (local traditional governance and churches). Define clear line management, Provincial SOPs/TORs</li> </ol>





#### Annexes

#### Annex 1: Population reached with emergency shelter assistance by Island/Item

Item Island		# Households targeted (evac centres, camps & with host families)		total # items required	Quantity distributed	Shortfall/surplus	Average # of item per household
Tarps	Santo	1,600	2	3,200	2,235	-965	1.4
	Pentecost	387	2	774	351	-423	0.9
	Maewo	218	2	436	190	-246	0.9
TOTALS Tarps		2,205		4,410	2,776		1.3
Tents	Santo	300	1	300	290	-10	1.0
	Pentecost	0	0	0	0	0	0.0
	Maewo	0	0	0	0	0	0.0
TOTAL Tents		300		300	290	-10	1.0
Kitchen sets	Santo	1,900	1	1,900	972	-928	0.5
	Pentecost	387	1	387	351	-36	0.9
Maewo		218	1	218	218	0	1.0
TOTAL Kitchen Sets	_	2,505		2,505	1,541	-964	0.6
Solar lights	Santo	1,900	1	1,900	898	-1,002	0.5
	Pentecost	387	1	387	351	-36	0.9
	Maewo	218	1	218	218	0	1.0
TOTAL Solar lights		2,505		2,505	1,467	-1,038	0.6
Mosquito nets	Santo	1,900	2	3,800	0	-3,800	0.0
	Pentecost	387	2	774	351	-423	0.9
	Maewo	218	2	436	218	-218	1.0
TOTAL Mosquito nets		2,505		5,010	569	-4,441	0.2
Blankets	Santo	1,900	2	3,800	1,512	-2,288	0.8
	Pentecost	387	2	774	351	-423	0.9
	Maewo	218	2	436	138	-298	0.6
TOTAL Blankets		2,505		5,010	2,001	-3,009	0.8
Sleeping mat	Santo	1,900	2	3,800	80	-3,720	0.0
	Pentecost	387	2	774	706	-68	1.8
	Maewo	218	2	436	225	-211	1.0
TOTAL Sleeping mats		2,505		5,010	1,091	-3,919	0.4



#### Annex 2: Distribution totals by Island/Agency/Donor/Item

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ltem	Province	# HH targeted (evac centres, camps & with host families)	Target # items per HH	total # items required	Agency	Quantity allocated/received	Quantity distributed	Surplus	Comments
Tarpaulins	Santo total	1,600	2	3,200		2,456	2,235	221	
					DFAT	1200	1198	2	
					World Vision	675	456	219	
					VRCS	40	40	0	
	Pentecost	387	2	774	VRCS	351	351	0	
	Maewo	218	2	436	VRCS	190	190	0	
	Penama total	605				570	541	29	
TOTALS Tarpaulins		2,205				2,997	2,776	221	
Tents	Santo	300	1	300		290	290	0	
					DFAT	260	260	0	
					Chinese Assoc	30	30	0	
TOTAL Tents		300		300		290	290	0	
Kitchen sets	Santo	1,900	1	1,900		2,693	955	1,738	
					World Vision	293	0	293	
	_				DFAT MFAT	900 700	900 55	0 645	
	_					800	0		
	Doutogost	387	1	387	Caritas VRCS	800	351	800	
	Pentecost Maewo	218	1	218	VRCS		218	-351 -218	
	Penama total	605		210	VICS	570	569	1	
TOTAL Kitchen Sets	i chama total	2,505		2,505		2,070	1,524	546	
Solar lights	Santo	1,900	1	1,900		2,070	880	-880	
		-,555			MFAT	880	880	0	
					World Vision	134	0	134	
	Pentecost	387	1	387			351	-351	
	Maewo	218	1	218	VRCS		218	-218	
	Penama total	605				570	569	1	
TOTAL Solar lights		2,505		2,505		1,584	1,449	135	
Mosquito nets	Santo	1,900	2	3,800	MOH	2000	0	2,000	Distributed by Health Cluster? Need to verify
	Pentecost	387	2	774	VRCS		351	-351	
	Maewo	218	2	436	VRCS		218	-218	
	Penama total	605				569	569	0	
TOTAL Mosquito net	s	2,505		5,010		2,569	569	2,000	
Blankets	Santo	1,900	2	3,800		3290	1,789	1,501	
					World Vision	1030	429	601	
					Caritas	900	0	900	
					VRCS	160	160	0	
					JICA	1200	1,200	0	
	Pentecost	387	2	774	VRCS		351	-351	
	Maewo	218	2	436	VRCS		138	-138	
	Penama total	605				489	489	0	
TOTAL Blankets		2,505		5,010		3,779	2,278	1,501	
Sleeping mat	Sanma	1,900	2	3,800		80	80	0	Need to verify who distributed balnkets in Santo
					VRCS	80	80	0	
	Pentecost	387	2	774	VRCS		700		
	Maewo	218	2	436	VRCS		225		
	Penama total	605				1,560	925	635	
TOTAL Sleeping mats	<u> </u>	2,505		5,010		1,640	1,005	635	