

# Shelter Cluster Fiji

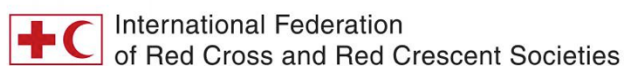
## Tropical Cyclone Winston Response Lessons Learned



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# 1. Purpose

In Fiji, the Shelter Cluster is led by the Government of the Fiji Ministry of Local Government, Housing & Environment, and co-led by the International Federation of Red Cross and Red Crescent Societies (IFRC).

The purpose of this document is to capture the key lessons of the shelter cluster response to Tropical Cyclone Winston. These lessons intended to inform the future development of the shelter cluster in Fiji.

This report reflects on:

- Process and recommendation from Shelter Cluster Fiji lessons learned workshop
- Cluster Performance Monitoring process outcomes

# 2. Introduction

Category 5 Tropical Cyclone Winston, one of the most severe ever recorded in the South Pacific, hit Fiji on 20 and 21 February. The government declared a State of Natural Disaster for 60 days and officially requested international assistance. Nearly 350,000 people who lived in the cyclone's path were affected.

The Government of Fiji has led the overall response to TC Winston. To coordinate the shelter response to TC Winston, Shelter Cluster Fiji was activated (after having first been activated for TC Evan in 2012). The government is leading the cluster through the Ministry of Local Government, Housing & Environment (MoLGH&E) with the International Federation of Red Cross and Red Crescent Societies (IFRC) as the humanitarian co-lead agency. A Shelter Coordination Team has been deployed by IFRC to support the Ministry for the shelter response to TC Winston.

Representatives from more than 58 organizations and agencies have attended Shelter Cluster Fiji meetings for TC Winston response, and continue to receive regular information sharing and updates. 30 organizations and agencies have reported shelter activities so far for the TC Winston response.

### 3. Lessons Learned Workshop



23 representatives of 15 organizations attended the Lessons Learned workshop organized by Shelter Cluster Fiji on Friday, 8th July 2016. The objective was to reflect on what worked well and what could be improved on the TC Winston response, as well as to reflect on the TC Evan response.

	Name	Position	Department/Organisation
1	Xavier Génot	SCT / IFRC	Shelter Cluster Coordinator
2	Ryan Smith	SCT / IFRC	Shelter Cluster Information Manager
3	Subesh Prasad	SCT / IFRC	Shelter Cluster Deputy Coordinator
4	Pablo Medina	Global Shelter Cluster	Deputy Coordinator
5	Luke Johnson	Shelter Cluster Vanuatu	Shelter Cluster Coordinator
6	Ana Albuquerque	ADRA	PM
7	Lorain Drenan	WWF	Volunteer
8	Anuragh Narayan	Ministry of LGH&E	Shelter Cluster Lead
9	Stephanie Werner	DFAT	Recovery
10	Doreen Narayan	Habitat for Humanity	Manager Comms
11	Michael Hill	Habitat for Humanity	Project Manager Advisor
12	Katalaini Waibuta	Commissioner Eastern's Office	IHRDP Division Manager
13	Viliame Kaiyabia	Commissioner Eastern's Office	Divisional Planning Officer
14	Priyankara Liyanage	IOM	Shelter Officer
15	Luke Tusoya	Live & Learn Environmental Education	Shelter/WASH Officer
16	Colin Price	IFRC	Shelter Delegate
17	Selina Kuruleca	Kuruleca Consultants	Psychologist
18	Akisi Bolabola	Live & Learn Environmental Education	Team Leader

19	Christian Bati	Live & Learn Environmental Education	Technical Officer
20	Efray'im	FNU	N/A
21	Isireli Veitokiyaki	FNU	Senior Lecturer
22	Mesake Mataitoga	Commissioner Eastern's office	Snr Project Officer
23	Warren Yee	Fiji Institute of Engineers	President

### 3.1 Information provided to participants

#### 3.11 TC Winston– impact

- Tropical Cyclone Winston hit Fiji on February 20<sup>th</sup> and 21<sup>st</sup>, 2016 with Category 5 force.
- Government of Fiji declared a State of Natural Disaster for 30 days (later extended to 60 days).
- An estimated 350,000 people or 40% of the population were affected.
- 44 people were confirmed dead as a result of the cyclone and over 62,000 people were evacuated in close to 900 evacuation centres.
- At least 31,000 houses were damaged or destroyed in affected areas, predominantly in the country's Eastern, Northern and Western Divisions.
- The Fijian Government has placed the total cost of damage as a result of disaster at US\$1.4 billion.

#### 3.12 TC Winston Response & Shelter Cluster Fiji

The Government of Fiji has led the response to TC Winston. The National Disaster Management Office (NDMO) has coordinated relief efforts and activated National and Divisional Emergency Operations Centres (EOCs).

The GoF called for international assistance, and the cluster system was adopted by the Government of Fiji (GoF) to coordinate the humanitarian response via the Fiji National Cluster system.

To coordinate the shelter response Shelter Cluster Fiji was activated (after having first been activated for TC Evan in 2012). The government is leading the cluster through the Ministry of Local Government, Housing & Environment (MOLGH&E) with IFRC as the co-lead agency.

#### 3.13 Shelter Cluster Fiji goal & objectives for the response to TC Winston

**The goal of the Shelter Cluster is to support owner-driven recovery by investing in disaster preparedness and risk reduction while prioritising the most vulnerable people, families and communities**

The passage of TC Winston through the Fiji group of islands has resulted in significant damage to the shelter sector, both legal occupants and informal settlers.

Most damage to dwellings resulted from the high winds, however storm surge affected smaller islands and low lying coastal areas and flooding occurred along some rivers.

In the affected areas many families are currently living in very temporary structures, which are inadequate for long-term occupation.

##### **Objective 1: Emergency Shelter**

**Provision of emergency shelter items and NFIs** such as tents, tarpaulins, shelter kits, kitchen sets and solar lights, supported by **appropriate IEC material**.

##### **Objective 2: Support to self-recovery**

Support the most vulnerable households through the **early stage of owner-driven recovery with items** such as CGI, fixing kits, toolkits, core shelter or their cash/voucher equivalent, along **with appropriate training and IEC material**.

### Objective 3: Technical support

**Provide education information and communication** on safer construction principles, and community-based hazard awareness, preparedness and DRR, during all phases of the response. Provide **technical training on building back safer houses for skilled/semi-skilled carpenters** during all phases of the response.

### 3.14 Shelter Cluster Response (as of the end of the Flash Appeal Period – 29<sup>th</sup> May 2016)

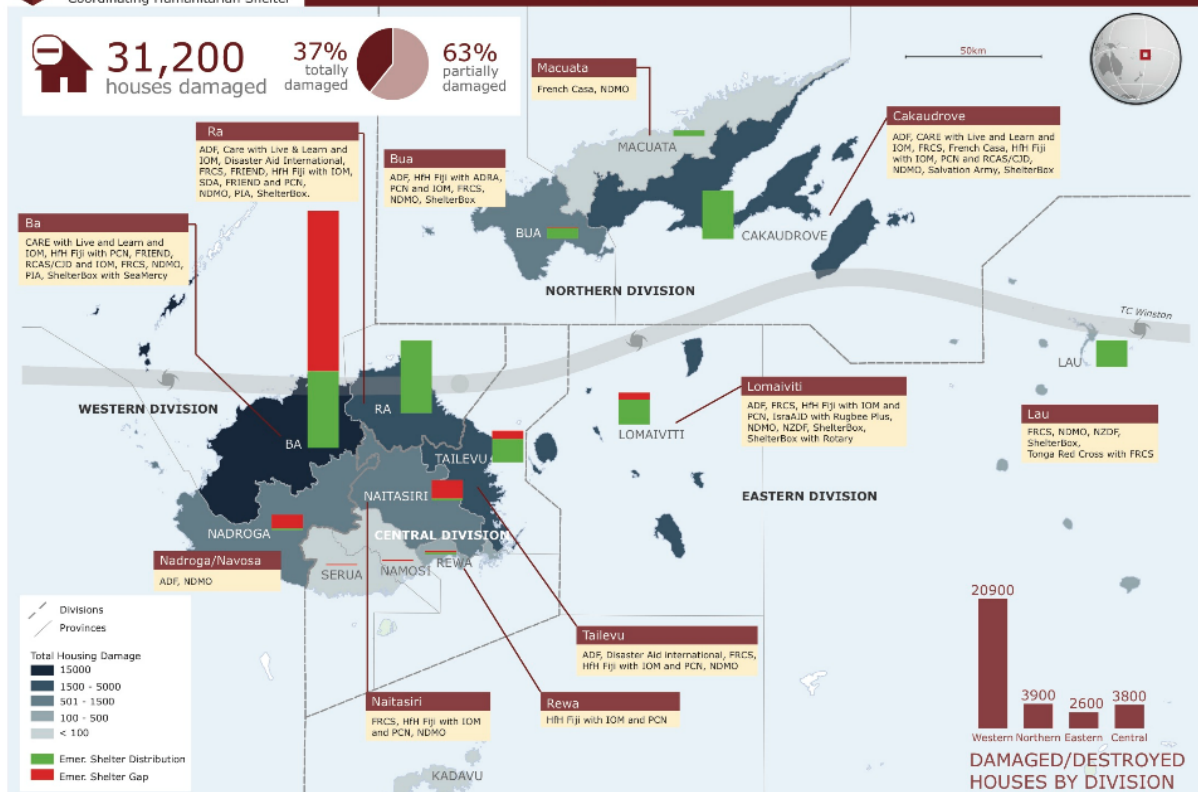
Objective 1 - Emergency shelter	Need	Target	Result	Current Gap	Ongoing, Planned, Pipeline
No. of households received some form of emergency shelter, including tarpaulins, tents, shelter kits, toolkits	31,200 HH	31,200 HH	<b>27,693 HH</b>	<b>3,508 HH</b>	4,596 HH
No. Of total emergency shelter items & non food items distributed	50,000 items	50,000 items	<b>51,155 items</b>	<b>(1,155) items</b>	5,066 items

Objective 2 - Support to Self Recovery	Need	Target	Result	Current Gap	Ongoing, Planned, Pipeline
No. of households received a core shelter, including vulnerable groups	11,500 HH	3,400 HH	-	<b>3,400 HH</b>	-
No. Of households who received shelter fixing kits, materials or a cash/voucher equivalent, including vulnerable groups.	19,700 HH	5,600 HH	<b>1,014 HH</b>	<b>4,586 HH</b>	-

\*Targeting based on either full caseload or estimations of number of HH living under the poverty line with completely/partially destroyed houses

\*\*Where HH data is missing, assumptions were made on the number of HH reached with emergency shelter interventions. The assumption is HH received either an average of 2 tarps, or 1 tent, or 1 shelter box, or 1 shelter kit, or 1 tool kit, and that there were not multiple items distributed to the same one HH.

Objective 3 - Technical Support	Need	Target	Result	Current Gap	Ongoing, Planned, Pipeline
No. Households reach through public awareness, through mass IEC dissemination (excluding training)	31,200 HH	31,200 HH	-	<b>31,200 HH</b>	-
No. Of households received emergency shelter awareness (with shelter kits, tents, tarpaulins, toolkits)	31,200 HH	31,200 HH	<b>11,587 HH</b>	<b>19,614 HH</b>	4,596 HH
No. Of households have received Building Back Safer awareness (to repair, retrofit, building core shelter)	31,200 HH	9,000 HH	<b>946 HH</b>	<b>8,054 HH</b>	206 HH
No. Of semi-skilled/skilled carpenters received Building Back Safer technical training	1 carpenter per 40 HH	780 carpenters	-	<b>780 carpenters</b>	-



The activities shown are completed and assumed completed distributions of tarpaulins, tents, shelter kits and shelter tool kits measured in estimated number of households reached (assuming no duplication). Data sourced from and assumptions based on available 3Ws, situation reports and stock dispatch reports. It is assumed that there have been more distributions completed than what is represented on this map.

### 3.15 Shelter Cluster Fiji Structure

For response to TC Winston, Shelter Cluster Fiji has consisted of the following components:

- ✓ Dedicated coordination team that manages the core functions of the cluster, including coordination, information management and technical support.
- ✓ Main cluster meetings, which are open to all shelter stakeholders including Government, NGOs, faith-based organizations, donors, etc.
- ✓ Strategic Advisory Group (SAG), a smaller and diverse group of organizations representative of the cluster as a whole that convenes to provide strategic direction to the cluster.
- ✓ Technical Working Group (TWiG), task-oriented and time-bound working group on specific issues such as shelter design, technical specifications, building back safer, IEC material, HLP issues, etc.

### 3.16 Shelter Cluster Partners (as for July 8<sup>th</sup>)

- ✓ Representatives from more than 53 organisations and agencies have attended Shelter Cluster Fiji meetings for TC Winston response, and receive regular information sharing and updates:

*ADF, ADRA, All Hands Volunteers, Chris Cole architect, Care, Caritas, DFAT, Disaster Aid International, Division Central, Division Eastern, Division Northern, Division Western, ECHO, Entec/South Pacific Engineers Association, EU, FCOSS (Fiji Council of Social Services), Fiji Disabled Peoples Federation, Fiji Institution of Engineers, Fiji Red Cross, Fiji National University, Foundation for Rural Integrated Enterprises & Development (FRIEND), Grace Road, Habitat for Humanity Fiji, IFRC, IOM, IsraAID, Kiwanis, Lifeline, Live & Learn, MFAT, Ministry of Local Government, Housing & Environment, Ministry of Foreign Affairs, NDMO, NGOCC, OCHA, OLA FOU, Pacific Disability Forum, PCN, UN Habitat, Protection Cluster,*

*ShelterBox, SPC, UNDP, UNISDR, UN Women, USP, Victoria University, WASH Cluster, WFP, WHO, World Bank, WWF Fiji...*

- ✓ 29 organizations and agencies have reported shelter activities so far for TC Winston response:

*ADF, ADRA, Care, Caritas, CID, Disaster Aid International, FCDP, Fiji Red Cross, Fiji Community Development Program (FCDP), Foundation for Rural Integrated Enterprises & Development (FRIEND), French Casa, Government of Fiji, Habitat for Humanity Fiji, IOM, Live and Learned, NZAID, PCN, RCAS, CID, IsraAID, NDMO, NZDF, PIA, Rotary, Rugby Plus, Salvation Army, Sea Mercy, SMEC Youth (SDA), ShelterBox, Tonga Red Cross, World Vision...*

### 3.17 Strategic Advisory Group Members

To ensure inclusive governance of the shelter cluster in Fiji, a Strategic Advisory Group (SAG) is meeting as required:

- ✓ Government Lead – Ministry of Local Government, Housing & Environment (MOLGH&E)
- ✓ Humanitarian co-lead - IFRC
- ✓ Government – National Disaster Management Office (NDMO)
- ✓ Fiji Council Of Social Services (FCOSS)
- ✓ Peoples Community Network of Fiji (PCN)
- ✓ NGOs - Habitat for Humanity Fiji, CARE, Live & Learn, Caritas, ADRA, ShelterBox, Disaster Aid International
- ✓ International Organization for Migration (IOM)
- ✓ Pacific Regional GenCap & ProCap

### 3.18 Timeline (20<sup>th</sup> February to 8<sup>th</sup> July)

- **20<sup>th</sup>/21<sup>st</sup> February, 2016** – TC Winston impact on Fiji & declaration of State of Natural Disaster.
- **27<sup>th</sup> February** – Shelter Cluster Fiji (SCF) activated
- **28<sup>th</sup> February** – SCF coordinator deployed with team members phasing in
- **3<sup>rd</sup> March** – Flash Appeal released, covering 21 February to 21 May and requesting US\$38.6m for 350,000 people affected overall (Shelter = \$5.3 million requested to reach 112,800 people)
- **21<sup>st</sup> March** – SCF Humanitarian Action Plan, with 3 shelter objectives
- **9<sup>th</sup> April** – Launch of GoF Help for Homes Initiative, \$70m FJD voucher
- **19<sup>th</sup> April** – End of State of Natural Disaster
- **w/c 9<sup>th</sup> May** – Recovery Survey, outlining programming intentions
- **10<sup>th</sup> to 12<sup>th</sup> May** – SCF “Training of Trainers” pilot BBS workshop
- **21<sup>st</sup> May** – End of Flash Appeal
- **7<sup>th</sup> June** – 2<sup>nd</sup> revision SCF Humanitarian Action Plan, adding Shelter Recovery Guidelines.
- **8<sup>th</sup> July** – SCF Lessons Learned workshop

### 3.19 SCF products (as for 8<sup>th</sup> July)

#### COORDINATION

- ✓ Sectoral input to Flash Appeal & Flash Appeal/Response Overview
- ✓ SCF Humanitarian Action Plan
- ✓ Shelter Recovery Guidelines
- ✓ Vulnerability & Beneficiary Selection guidance document
- ✓ Help for Homes Initiative supporting documents
- ✓ Cross-cutting issues guidance documents

#### INFORMATION MANAGEMENT

- ✓ Shelter Cluster Fiji website
- ✓ 3Ws, Datasets, Infographics, Factsheets
- ✓ Situational Analysis
- ✓ Meeting minutes, presentations & schedules; updated contact lists

#### TECHNICAL GUIDANCE

- ✓ Minimum technical standards for early response
- ✓ Build Back Safer posters, in English, Fijian & Hindi
- ✓ Other posters, including repair & retrofit guidance, best practice rebuild techniques, vernacular architecture
- ✓ Environmental issues guidance

#### 3.20 SCF Recovery Survey

- Most respondents (75%) felt there were **remaining emergency shelter gaps** that they could, or maybe could, respond to.
- Although 7 out of 8 respondents were implementing or planning to implement recovery activities, **only 2 of those 7 have finalized recovery plans** and **only 1 of those 7 have secured funding** to some degree.
- Respondents are planning to work in a wide range of affected areas, but will **mainly focus on rural settings**, completely excluding urban.
- 7 out of 8 respondents are implementing or planning to implement **a range of recovery activities**, including either repair, retrofits, core shelters, etc., and all were implementing or planning to implement some sort of **technical training component** within their programs.

### 3.2 Methodology and recommendations

Shelter Cluster coordination team members were facilitating the workshop, but were not part of the discussions, neither on the recommendations identification.

The participants were grouped by table of 3 to 5 people and discussed on their identified recommendations, which were then presented back in plenary. From the 28 recommendations registered, each participant voted for the 5 most important for them.





The recommendations have been shared during Shelter Cluster meeting and then endorsed by the Government Shelter Cluster lead. The finalized 10 recommendations have been then included in SCF's inputs to the National Disaster Management Office (NDMO) national Lessons Learned workshop.

Recommendations		Key area
1	Ensure that <b>IEC materials</b> are available in <b>all languages</b> required.	Preparedness
2	Enhance shelter & settlement resilience in Fiji through the implementation of an <b>adequate Building Back Safe framework and mechanisms</b> comprising of awareness, technical support, monitoring and trainings.	Building Back Safer
3	Strengthen <b>Shelter Cluster coordination framework</b> through <b>increased shared governance</b> between <b>Ministry of Local Government, Housing &amp; Environment (MoLGH&amp;E), Ministry of Rural and Maritime Development and National Disaster Management (MoRMD&amp;NDM)</b> and Ministry of Infrastructure and transport (MoI&T).	Coordination
4	Enhance <b>inter-agency and inter-cluster post-disaster needs assessment</b> and mechanisms, i.e. standardized format.	Assessments

5	<b>Advocate for more funding</b> to upscale Building Back Safer training scheme.	Building Back Safer
6	Enhance <b>involvement of divisional and provincial representatives</b> in cluster meetings.	Coordination
7	Enhance contingency planning and response capacity through <b>decentralized coordination</b> and <b>preposition of stocks in common warehousing</b> to support <b>partnership between all stakeholders</b> .	Contingency planning
8	Encourage <b>gender balanced</b> in government coordination structure, and disability lens in shelter programming.	Coordination
9	Enhance <b>inter-cluster information flow and systems</b> ; including <b>dissemination of information between cluster</b> and NDMO liaison personnel.	Inter-cluster coordination
10	Resource <b>mapping as disaster risk reduction and preparedness</b> , and enhance dissemination of information in <b>all languages for everyone to understand</b> .	Preparedness

#### 4. Shelter Cluster Fiji Performance Monitoring Process and key findings

The Cluster Coordination Performance Monitoring (CCPM) is a self-assessment exercise. Clusters monitor their performance against (i) the six core cluster functions set out in the Reference Module for Cluster Coordination at Country Level and (ii) accountability to affected populations. A country-led process, which is supported by Global Clusters and OCHA, it is ideally conducted by all clusters (and sectors) at the same time, though it can be implemented by individual clusters or a group of clusters.

In Fiji, there was no CCPM process conducted for all clusters, but the Shelter Cluster Fiji conducted its own to feed the Lessons Learned workshop organized on 8<sup>th</sup> July 2016. With the support of the Global Shelter Cluster, two surveys were developed for (1) partners and (2) coordination team personal. These were opened from 28<sup>th</sup> June to 6<sup>th</sup> July, for initial results to be presented during the workshop.

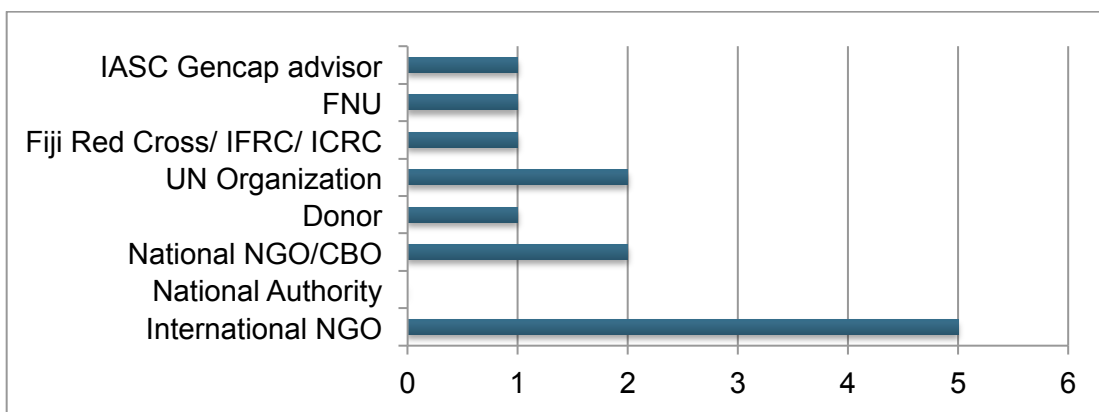
As recommended, CCPM results were shared and discussed during Shelter Cluster meeting on 19<sup>th</sup> July. These are the key outcomes of the discussion:

- **About the process limitations**

Only 13 cluster partners / 4 coordination team members contributed to the 2 surveys. This need to be factored while looking at the results.

The sample of respondents is small, and that could somehow not reflect on the overall cluster.

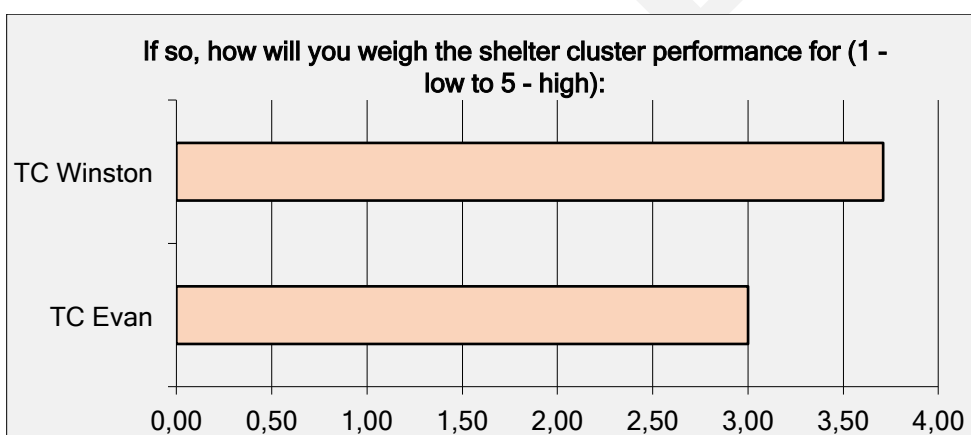
As responders are anonymous, it is difficult to track if informants have been involved in the overall cycle of TC Winston response.



Questions were developed at global level, to help with comparative analysis between all clusters, therefore it brought some confusion as it is not reflecting on the context in Fiji.

- **About progress between response to TC Evan and TC Winston**

Responders (5 on 13) who were involved in TC Evan response feel there is progress on cluster performance for TC Winston.



- **About the core function 1. Supporting service delivery.**

There is strong consensus from partners and Coordination team on the good performance of the cluster

CCPM report - Core function results	PARTNERS		COORD
	Score	Performance status	
<b>1. Supporting service delivery</b>			
<i>1.1 Providing a <b>platform that ensures services delivery</b> is driven by the Humanitarian Response Plan and strategic priorities</i>	81%	Good	80%
<i>1.2 Developing mechanisms that <b>eliminate duplication of service delivery</b></i>	88%	Good	88%

- **About the core function 2. Informing strategic decisions of the humanitarian coordinator (HC) and Humanitarian country team (HCT)**

The way that Shelter Cluster is addressing arising gap issue in Koro need to be positively considered while looking at the performance on this core function.

Questions are developed at global level, to help comparative analysis between all clusters, therefore it brings some confusion as it is not reflecting on the context in Fiji. For example there is no HCT in Fiji, and it might bring some biased results coming from the survey.

Needs assessments are always an issue, a lot of people went to assess with maybe different criteria or lens, making analysis difficult.

There is also the need to reflect on the fact that there are different understanding on Fiji context perspective and humanitarian assistance. Assessments must follow standards of government, while different standards might be different for humanitarian agencies. Next week NDMO will held its national lessons learned workshop, where there would be opportunity to reflect also on TC Evan vs TC Winston regarding assessment format.

Even there are challenges for all to use same format for assessment, we need to ensure that at least same indicators are used.

CCPM report - Core function results	PARTNERS		COORD
2. Informing strategic decisions of the humanitarian coordinator (HC) and Humanitarian country team (HCT)	Score	Performance status	
<i>2.1 Preparing needs assessments and analysis of goals (across and within Clusters, using information management tools as needed ) to inform the setting of priorities</i>	50%	Unsatisfactory, needs major improvement	30%
<i>2.2 Identifying and finding solutions for (emerging) gaps, obstacles, duplication and cross-cutting issues</i>	73%	Satisfactory, needs minor improvement	10%
<i>2.3 Formulation priorities on the basis of analysis</i>	100%	Good	100%

- **About the core function 4. Planning and strategy development.**

There is consensus from partners around common standards and guidelines, good performance and weak Flash Appeal process and outputs.

CCPM report - Core function results	PARTNERS		COORD
3. Planning and strategy development	Score	Performance status	

3.1 Developing <b>sectoral plans objectives and indicators</b> that directly support realization of the overall response's strategic objectives	50%	Unsatisfactory, needs major improvement	71%
3.2 Applying and adhering to <b>common standards and guidelines</b>	92%	Good	30%
3.3 Clarifying funding requirements, helping to set priorities, and agreeing Cluster contributions to the <b>HC's overall humanitarian funding proposals</b>	25%	Weak	58%

- **About the core function 4. Monitoring and evaluating performance.**

There are different assessments on monitoring the response between partners and coordination team. It is important to weight the expectations in a very challenging environment. Aside from 3Ws type of information, analysis come also a lot from “guesstimate”, including various secondary sources, such as the media.

Expectations are somehow too high from partners, while NDMO might think that the Shelter Cluster performance in monitoring the response is more on the 95% score, rather than the 40% for the core function number 4.

There is a need to bring expectations to a more realistic level, and to frame the context better to put monitoring the response in perspective.

CCPM report - Core function results	PARTNERS		COORD
4. Monitoring and evaluating performance	Score	Performance status	
4.1 <b>Monitoring and reporting on Activities and needs</b> : measuring progress against the cluster strategy and agreed results; recommending corrective action where necessary	40%	Unsatisfactory, needs major improvement	95%

- **About the core function 5. Building National capacity in preparedness and contingency planning**

There is the need to consider there are no current contingency plan as such in Fiji, and therefore strong limitation on capacity of the cluster to act on this aspect.

CCPM report - Core function results	PARTNERS		COORD
5. Building National capacity in preparedness and contingency planning	Score	Performance status	
5.1-3 <b>National contingency plans</b> identified and shared, an partners contributing; <b>role of the cluster and partners</b> are clearly defined and understood in teh contingency plan; cluster has discussed how to strenghten response capacity in country	30%	Unsatisfactory, needs major improvement	29%

- **About the core function 6. Supporting robust advocacy.**

The unsatisfactory score seems not to be reflecting on the cluster performance. Other cluster and NDMO see the Shelter Cluster as one of the strongest one for advocacy done within the TC Winston challenging context and response.

CCPM report - Core function results	PARTNERS		COORD
6. Supporting robust advocacy	Score	Performance status	
<i>6.1 Identifying concerns and contributing key information and messages to HC/HCT messaging and action</i>	29%	Unsatisfactory, needs major improvement	25%

- **About the core function 7. Accountability to affected populations.**

There seems to be confusion on what do we really mean by cluster accountability here. Is it more cluster partners responsibility and some good actions are taken in this regard.

It is important to note that code of conduct is a comon practice regarding accountability to affected population. It is also important to see how could we act on this, within specificities of Fijian context.

CCPM report - Core function results	PARTNERS		COORD
7. Accountability to affected populations	Score	Performance status	
<i>7.1-3 Mechanisms to consult and involved affected people in decision making; agreed mechanisms to receive, investigate and act upon complaints; key issues relating to protection from sexual violence and abuse raised and discussed</i>	25%	Weak	61%