



Tropical Cyclone Harold Lessons Learned Workshop Report



Tropical Cyclone Harold Lessons Learned Workshop July 2020

Produced by National Disaster Management Office, Government of the Republic of Vanuatu

For Partners

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Forward

On behalf of the Vanuatu Government, the National Disaster Management office would like to take this opportunity to thank all Vanuatu Government agencies, the FRANZ partners, donor partners, and Cluster partners, the Provincial Governments, Communities and individuals that supported the TC Harold response efforts.

We acknowledge the challenges of responding to the TC Harold impact amid the COVID-19 pandemic prevention measures. We also acknowledge the tragic loss of life that occurred due to the TC Harold impact, and extend our condolences to the families and communities affected.

We extend our thanks the National Council of Chiefs, Provincial Council of chiefs, Island council of Chiefs, Vanuatu Christian Council, Vanuatu Red Cross Society, humanitarian partners, faith-based organisations, the business community, NGOs and Charitable organisations who also assisted with the response efforts. We also wish to thank all the partners for their dedicated and tireless support; Care International, Save the Children, United Nations, World Vision, Vodafone, and Digicel.

We wish to thank the Vanuatu Mobile Force for their support behind the scenes with the provision of security and reassurance, giving protection to the affected communities who are feeling vulnerable and disconnected.

TC Harold a category 5 cyclone hit Vanuatu when the world's attention was on preventing the spread of the COVID-19 pandemic. FRANZ partners International assistance, and everyone's collaborative partnership at all levels led to a successful TC Harold response operation despite the COVID-19 prevention restrictions put in place at the Vanuatu national border.

This report would not have been possible without the contribution of those who participated at the workshop, bringing together the contributions of those who were not able to attend. The two day workshop in Port Vila was generously funded by the British High Commission and Oxfam.

The data collected, workshop discussions and analysis of the response operation are documented in this report, identifying the challenges and areas for improvement. NDMO duly notes the report's recommendations, noting opportunities for integrating them into our continuous learning cycle, our operations and system of disaster management.

I would like to thank the Ministry of Climate Change, the NDMO and other Vanuatu government officers, who worked tirelessly to not only respond in the field but also to coordinate resources from National and provincial levels, and provide critical information. Information which greatly assisted the decision making process that shaped the response as NDMO strives to provide the most effective and compassionate response to those exposed to the inherent natural hazards.

Finally I thank everyone for strengthening our collaborative team approach, based on good coordinated actions, communication and information sharing which is the key to any successful disaster response.

Thank you for your dedication, commitment and professionalism.

Abraham Nasak

Director Vanuatu NDMO

Foreword from FRANZ Partners

France, Australia and New Zealand - the FRANZ partners - were pleased to support the Government of Vanuatu's Tropical Cyclone Harold response. Our support is a reflection of the long-standing partnerships that exist between our countries, and an acknowledgement that natural disasters are an all-too-common occurrence in the Pacific. We acknowledge the tragic loss of life that occurred because of TC Harold in Vanuatu and abroad, and we extend our condolences to the families and communities affected. FRANZ partners recognise the strength and resilience of all families and communities impacted by Tropical Cyclone Harold, and commend the determination of all those that joined the response effort.

The response to TC Harold, delivered during regional lock-downs and border closures due to COVID-19, was extremely challenging. We congratulate the Government of Vanuatu in delivering a large and complex response in such difficult circumstances.

Despite the challenges, FRANZ partners were able to support the Government and people of Vanuatu through aerial damage assessments, delivery of emergency relief supplies by air and sea, assistance to local businesses and the NDMO to purchase and transport high priority goods, and support for the work of the Clusters and NGOs. Lessons-learned processes are an opportunity to reflect on what's worked well and the challenges. They are an opportunity to improve our efforts towards our shared objective of helping those in need as quickly and effectively as possible.

Jonathan Schwass, New Zealand High Commissioner
On behalf of FRANZ Partners
July 2020

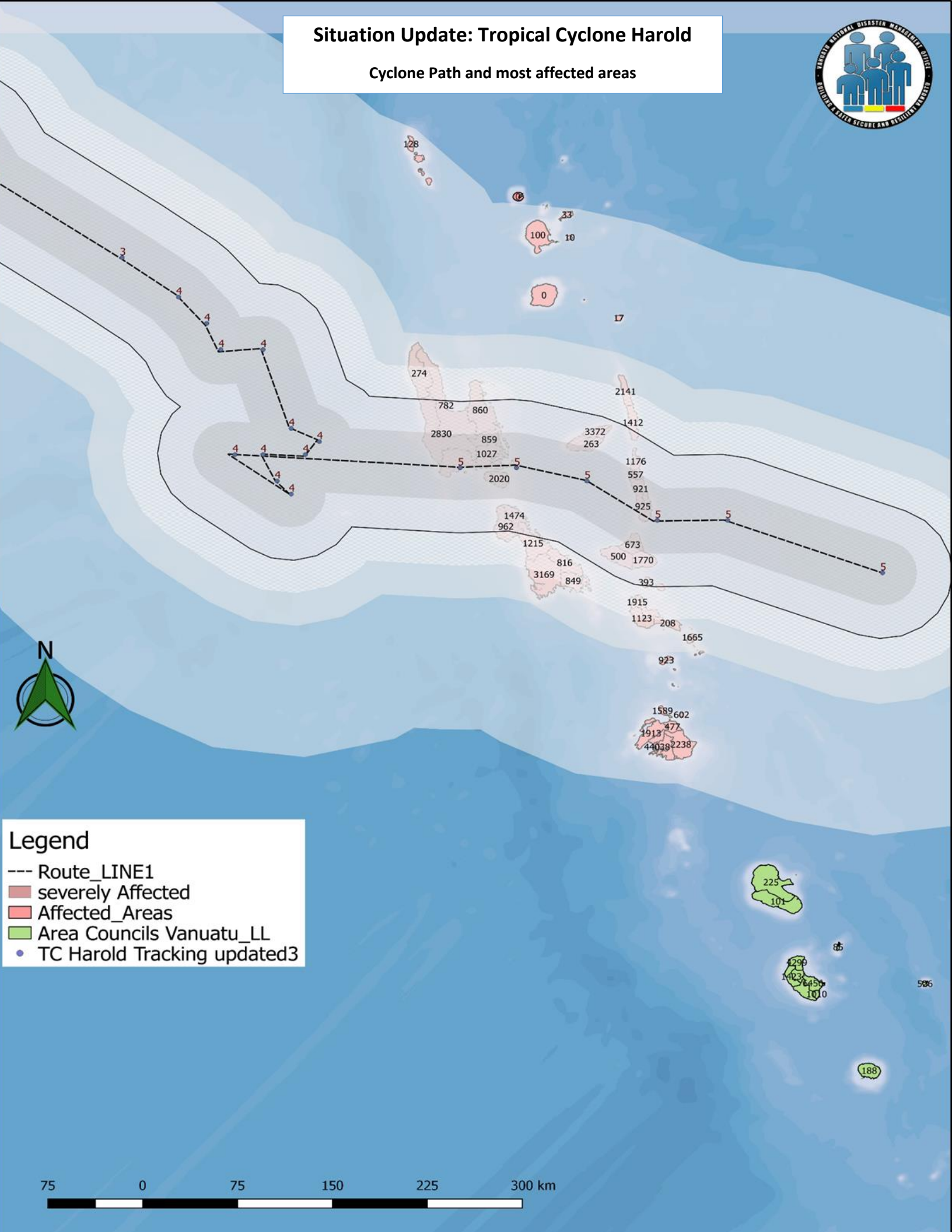
Acronyms

AusAID/RedR: Australian Aid/Register of Engineers for Disaster Relief
CARE: Cooperative for Assistance and Relief Everywhere
CDCCC: Community Disaster and Climate Change Committees
DLA: Department of Local Authorities
DoWR: Department of Water Resources
DSPPAC: Department of Strategic Planning, Policy and Aid Coordination
ECCE: Early Childhood Care and Education
EiE: Education in Emergency
EMT: National Emergency Medical Team
EOC: Emergency Operation Centre
FRANZ: France, Australia and New Zealand
HH: Households
IEC: Information, Education and Communications
IFRC: The International Federation of the Red Cross and Red Crescent Societies
IOM: International Organization for Migration
MALFFB: Ministry of Agriculture, Livestock, Forestry, Fisheries and Biosecurity.
MEO: Mobile Early Childhood Care and Education Officers
MFAT: Ministry of Foreign Affairs and Trade
MoET: Ministry of Education and Training
MOH: Ministry of Health

MPP: Melanesian Progressive Party
NDMO: National Disaster Management Office
NEOC: National Emergency Operations Centre
NFI: National Forestry Inventory
NHEOC: National Health Emergency Operations Center
PEOC: Provincial Emergency Operations Centre
PDO: Provincial Disaster Officer
PDNA: Preliminary Damage and Needs Assessment
PHEOC: Provincial Health Emergency Operations Centers
PSS: Psychosocial Support
PTAC: Procurement Technical Assistance Centre
PWD: Public Works Department
RCO: Resident Coordinator
RFA: Regional Framework for Action
SG: Secretary General
SIO: School Improvement Officer
SOP: Standard Operating Procedure
TC: Tropical Cyclone
UNCDF: United Nations Capital Development Fund
UNDP: United Nations Development Programme
UNFPA: United Nations Population Fund
UNICEF: United Nations Children's Fund
UN WOMEN: United Nations Entity for Gender Equality and the Empowerment of Women
VMF: Vanuatu Mobile Force
WASH: Water, Sanitation and Hygiene

Situation Update: Tropical Cyclone Harold

Cyclone Path and most affected areas



Legend

- Route_LINE1
- severely Affected
- Affected_Areas
- Area Councils Vanuatu_LL
- TC Harold Tracking updated3



Overview

Tropical Cyclone Harold, a category 5 cyclone, struck Vanuatu from the 3rd to the 7th of April. A total of 159, 474 people were affected, mainly within the northern provinces of SANMA, PENAMA and MALAMPA. Agriculture and livestock were also significantly affected, especially in areas directly within the path of the cyclone.

On the 14th and 15th of July 2020, a national Lessons Learned Workshop was conducted, in Port Vila, to evaluate the responses towards TC Harold. The workshop was organized by the National Disaster Management Office (NDMO) and funded by Oxfam and the British High Commission. Participants of the workshop comprised government officials, partner agencies and cluster representatives, provincial officers, Non-Governmental Organizations (NGO's) and donor partners which were involved in the TC Harold response activities.

This report was developed as an output of the workshop, to highlight the successes and shortfalls of response practices, methods and processes carried out by the National Emergency Operations Center (NEOC) including individual clusters, the additional challenges brought on by the COVID-19 restrictions, significant community stories, and recommendations for improvement.

1.1 Lessons Learned

The intent of the workshop was to draw out from the audience the practices, methods and processes that worked well in the response to TC Harold which could then be integrated into policies, Standard Operating Procedures (SOPs) and other guidance documents to enhance the way all stakeholders respond to disasters in the future.

Conversely, the purpose was to identify the practices, methods and processes that did not optimize response and to constructively work through solutions that can eliminate the negatives and thus avoid repeating the same mistakes.

The workshop was structured to answer these four (4) basic questions:

1. What went well?
2. What needs improvement?
3. What are the limitations/challenges in the operations?
4. How can we do more of what worked well and less of what didn't work well?

1.2 Legislations

The National Disaster Act (CAP 267) took legal effect on 20 November 2000. In 2015, the Vanuatu Climate Change and Disaster Risk Reduction Policy was launched and recommended the reviewing of the National Disaster Act and the enactment of a new Act.

On the 25th of February 2020, the Disaster Risk Management Act No. 23 of 2019 came into force. The objectives of the act are:

- *To establish the necessary institutions and mandates for effective disaster risk management in Vanuatu,*

including an integrated approach to disaster risk reduction and climate change adaptation, disaster preparedness and response, at the national, provincial and municipal level and

- *To ensure the development and implementation of disaster risk management policies, strategies and plans at national, provincial and municipal level and*
- *To support a whole-of- society approach to disaster risk management through education awareness, capacity building and training of elected officials, government employees, the private sector, non-governmental organization and communities that is also gender responsive and respectful of indigenous and traditional knowledge systems and*
- *To support a whole of government approach to disaster risk management, especially the integration of disaster risk reduction and climate change adaptation across the different sectors and through all levels of Government, through information- sharing, cooperation and joint planning, as appropriate and*
- *To govern the declaration of emergencies in disaster situations and*
- *To ensure disaster response operations are coordinated and effective and*
- *To facilitate the entry and coordination of international humanitarian assistance when required during disaster situations; and*
- *To establish an Emergency Fund.*

1.3 National Coordinating Agency

The National Disaster Management Office (NDMO) is a government department under the Ministry of Climate Change and Adaptation. It is the government's agency responsible for coordination of responses to emergencies and disasters across Vanuatu.

The NDMO's vision is to ensure that there are resilient communities throughout Vanuatu by integrating the coordination of Disaster Risk Management and Climate change Adaptation into sectoral plans, policies and budgeting. NDMO works to achieve its vision by being "*The National emergency and disaster coordination agency to improve its coordination mechanism and building strong capability through establishment of solid partnership with other line emergency responders in country to continue to save life and property of all citizens*".

1. 4 National Emergency Operations Centre (NEOC)

NEOC is the focal point for the control and coordination of the country's response during emergencies and disasters and is kept in a state of readiness that will facilitate its immediate use. Refer to Appendix 1 for details on NEOC structure. A standard operating procedure (SOP) is in place which defines the roles and responsibilities of each position shown in the structure below. As defined in the NEOC SOP's, the NDMO Director is responsible for the activation and operations of the NEOC.

1.5 Clusters

Post TC Pam in 2015, the Vanuatu Government made a decision to have a standing National Cluster System to enable humanitarian agencies and government to development and implement disaster preparedness activities during peace time. A government agency holds the lead role, and a humanitarian partner holds a co-lead role. The Inter-Cluster is the coordinating mechanism for the nine (9) technical clusters.

Refer to Appendix 2 for details of the lists of clusters that have been established and activated in the response for TC Harold.

The amended legislation gives the National Disaster Committee the power to activate and deactivate clusters. It also outlines who the lead and co-lead agencies are.

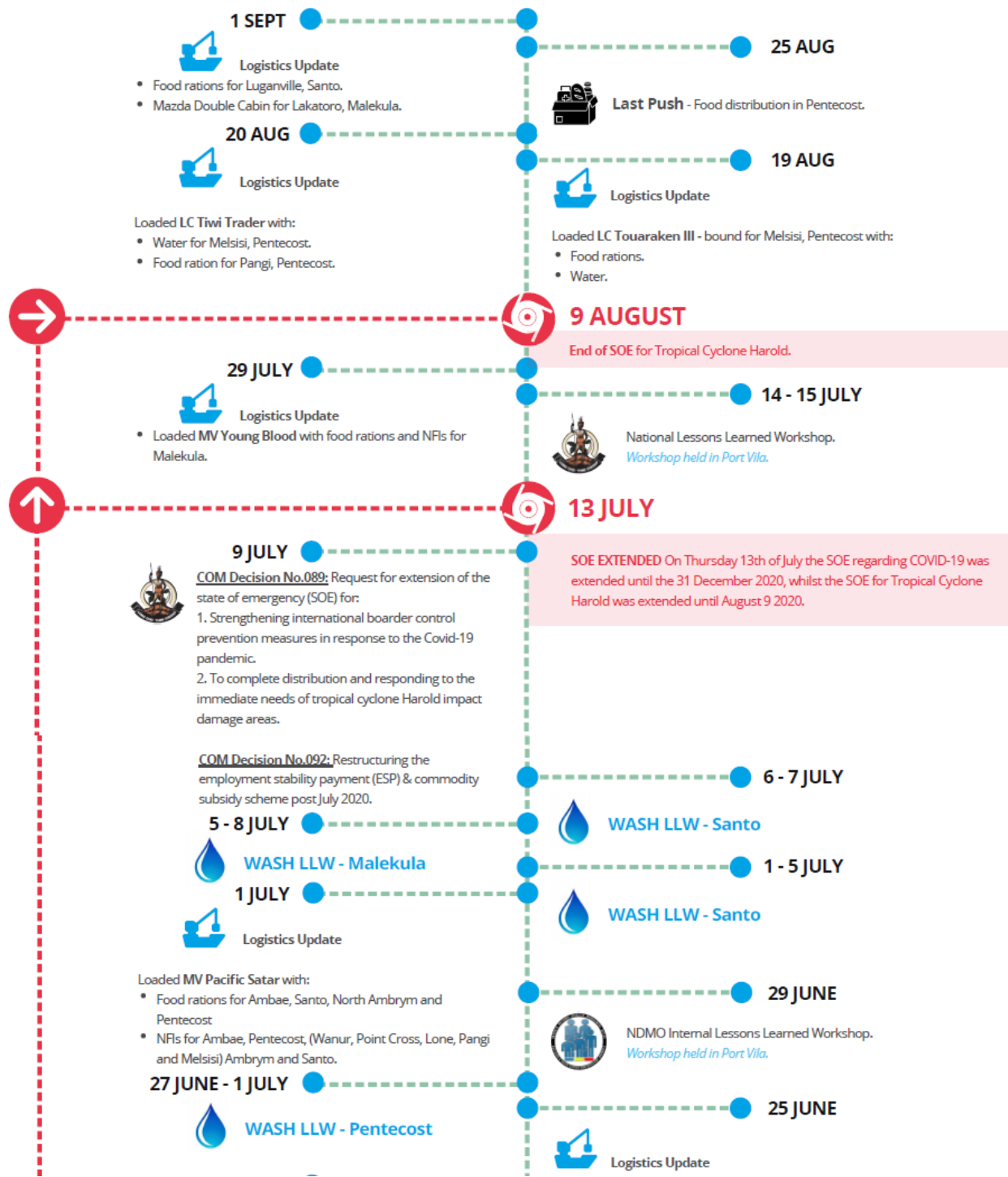
Although the legislation was gazetted a few months prior to the arrival of TC Harold, a lot of changes defined in the new legislation have yet to be reflected or incorporated into the SOPs of the NEOC and NDMO as a whole.

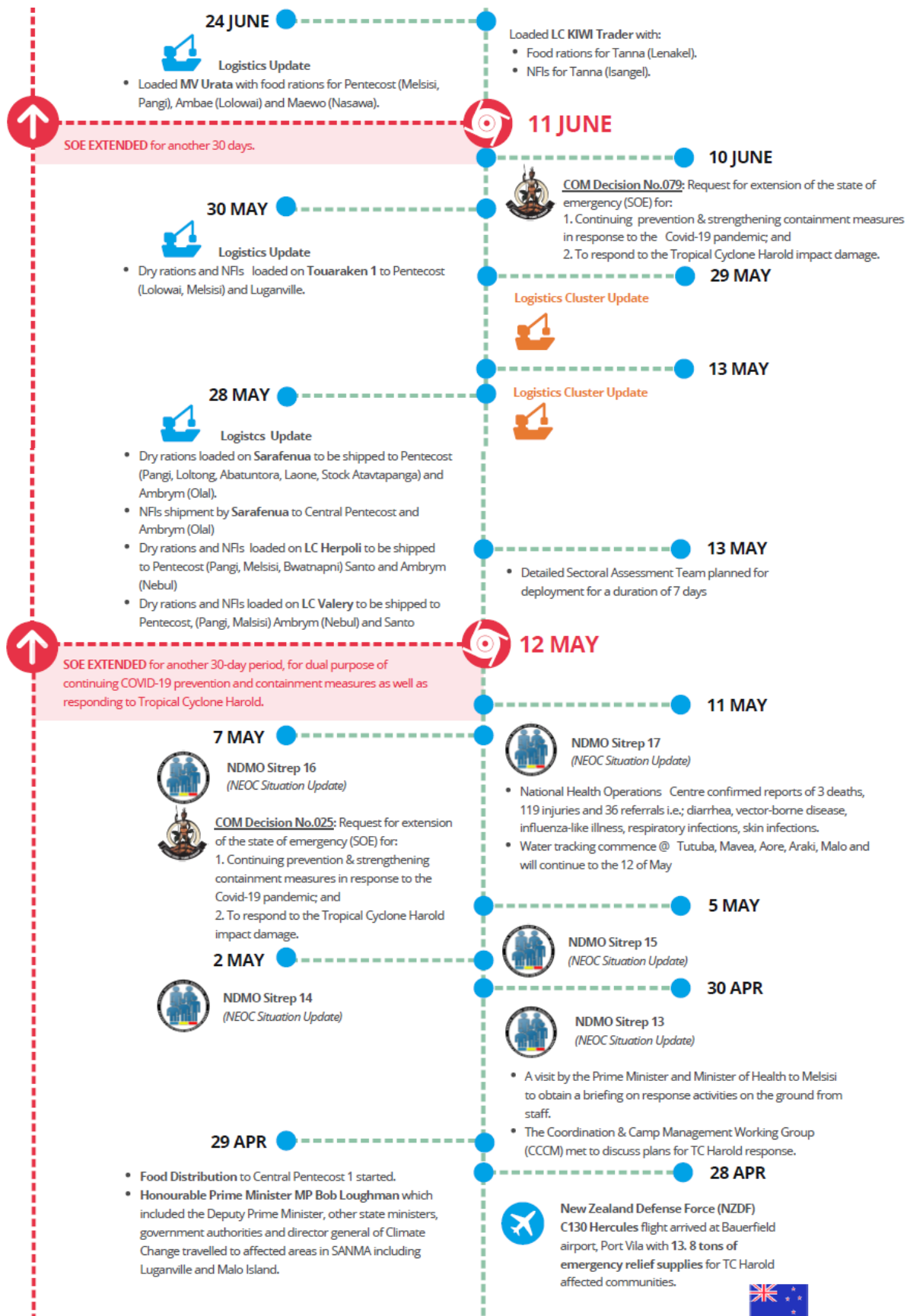
1.6 TC Harold Response Timeline

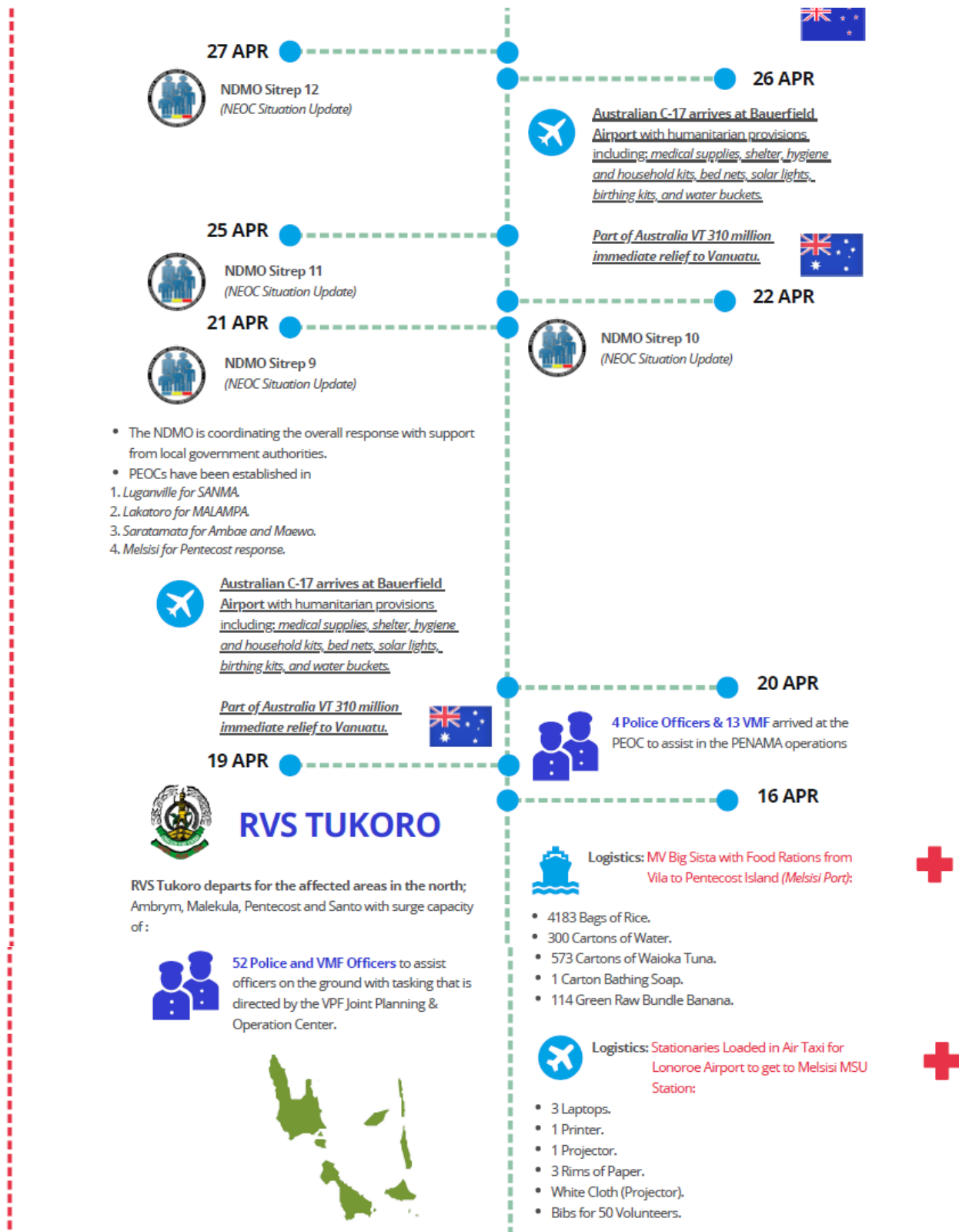
The chart below shows the timeline of response activities carried out from the 26th of March through to the 1st of September 2020. Further updates are available at the NDMO office and website.

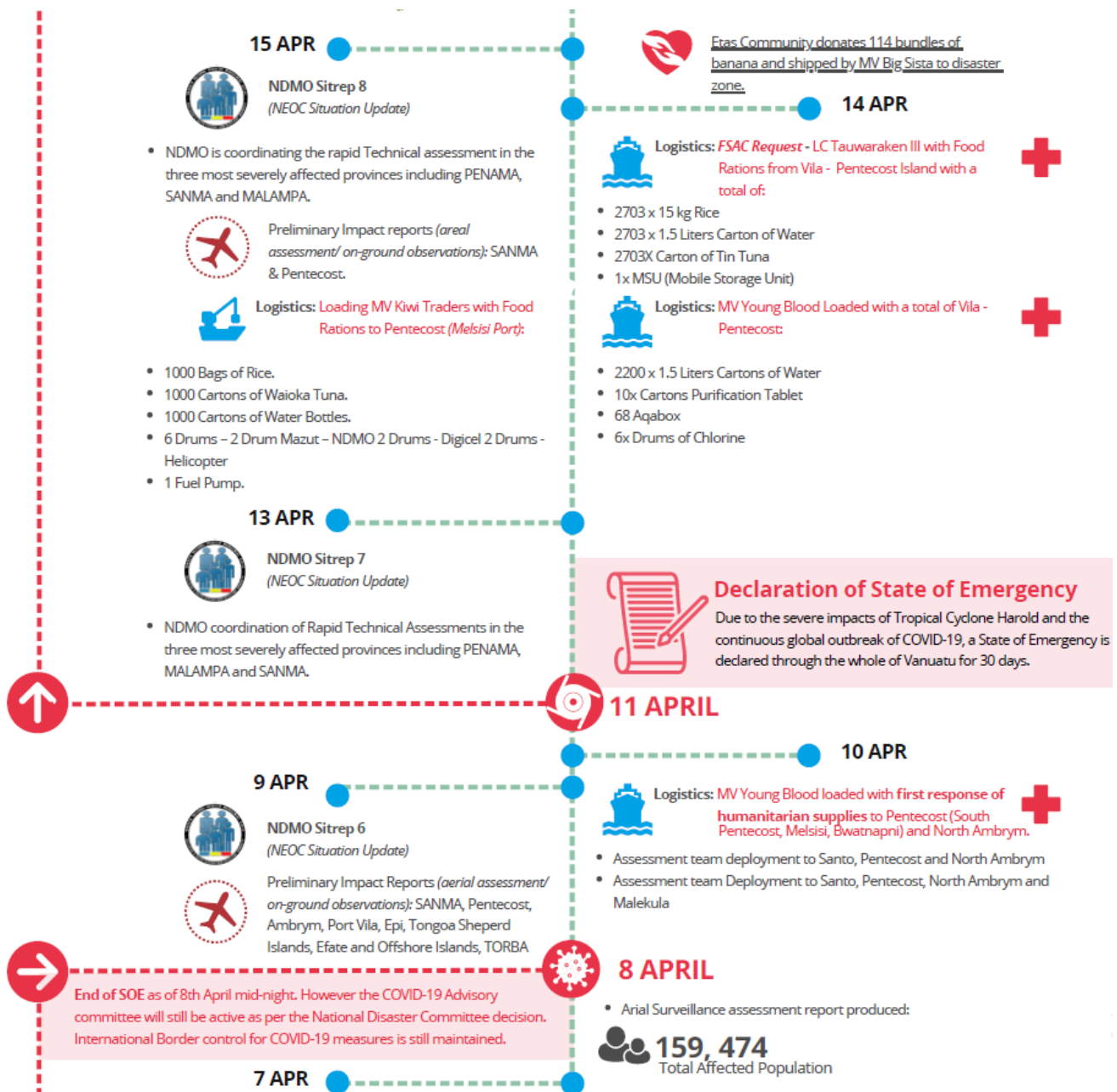
TC HAROLD TIMELINE

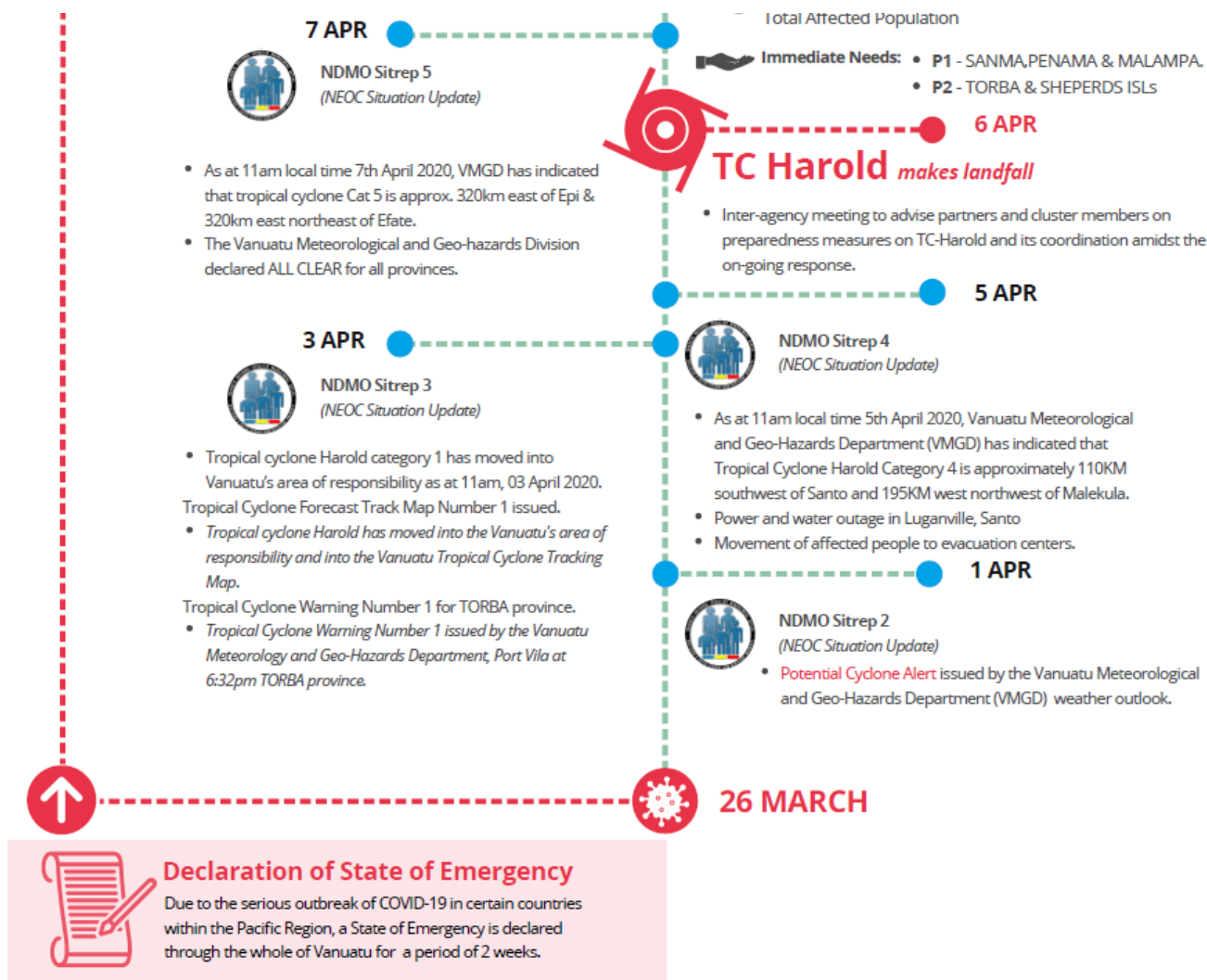
Timeline of events surrounding TC Harold













The workshop provided an opportunity for the National Emergency Operation Center (NEOC), its partner agencies and donor partners to share response practices, methods and processes that were successful during the TC Harold response activities.

National Emergency Operation Center (NEOC)

The NEOC's core function is to ensure coordinated response and recovery to all emergencies and disasters when activated.

The following responses were highlighted to have worked well during the TC Harold response:

Timely Activation of EOC's: The timely activation of the EOCs as well as the appointment and deployment of PEOCs, on-site EOC Coordinators and field officers to assist in coordination of response activities on the ground.

Additional Human Resource provided: Extra personnel were sourced from senior government officials, NGO partners and volunteers within the country to assist with response activities.

Local Media Support: Feedback from media reporting through SMS, Daily Post, Facebook, TV and radio were timely and continuous throughout the response process.

Timely Situation Reports produced: Updated situation reports produced from PEOCs with the assistance of on-site EOC helped decision makers to respond to needs highlighted.

Positive and timely response in supply of local produce: Due to COVID-19 restrictions, the importation of dry rations for distribution was affected. However, food sourced from local farmers from within the country supplemented existing and imported food supplies for disaster victims.

Provincial Emergency Operation Center (PEOC)

The PEOC reported the following success stories from the different provinces:

SANMA

Good leadership and coordination: PEOC was set up in the first week post TC Harold, and was activated in partnership with SANMA Procurement Technical Assistance Centre (PTAC) members and NGO partners.

Additional Staff Support provided: Staff from the National Clusters and DSPPAC arrived less than a week after the cyclone to assist with planning and coordination of the response activities. Response assistance from the Vanuatu Mobile Force (VMF) through VMF Logistics Manager - Sergeant Jeff Wimbong and Provincial Disaster Officer (PDO) - Kensley Micah. Technical assistance and support was provided by AusAID/RedR for the Incident Management System. Volunteers were engaged to assist with response activities. NGO's assisted with direct logistics and response activities in accelerating distribution of supplies.

Regular Meetings: Daily meetings conducted throughout the response phase fostered good team spirit between PEOC and clusters. Regular meetings were conducted with cluster leaders and initially began with daily meetings and gradually shifted to meetings every three (3) weeks.

Rapid deployment of Assessment Teams: Assessment teams were deployed rapidly and feedback was received back at the PEOC fairly quickly for decision making. The data management team was able to manage the incoming data. Data collected and field assessment teams focused on updated household statistics as distribution teams identified a change in data sets collected during assessment.

Good communications and Public awareness: a “public data wall” was set up to display updated household statistic for staff and the public. The PEOC Community liaison officer assisted with field visits in the initial phase, responding to community concerns. Text messages were sent out to communities by the WASH cluster regarding water shortages. Satellite phones were utilized in remote areas with no reception. Kacific satellite dish was installed during the first week of response to strengthen communications.

Good planning, logistics and operations: Detailed plans for the relevant area councils and remote areas were developed including distribution plans and tools for future responses. The PEOC developed service agreements for transport contractors who were engaged during the response phase. Relief supply stocks were stored at wharf terminal and control of stocks improved as response activities progressed.

Early Financial Support provided: DLA stepped in with early support for response operations before other finances arrived. Vanuatu Skills Partnership also provide funding for human resource assistance.

TORBA & MALAMPA

Collaboration and coordination: the partnership and collaboration between the provincial government, clusters and stakeholders resulted in good response and participation from communities during the distributions. Youth volunteers actively engaged in the response activities. Rapid assessment, data management and information dissemination to public, communications, logistics and operations were effective.

Clusters

Shelter Cluster

Total estimated housing damage is 21,000 Households (HH). Available relief supplies covered the emergency shelter needs for **20,230HH**. Of these Households, 12,980 had received emergency shelter supplies, 4,170 were lined up to receive available relief, while supplies to 3,080 HH with NDMO have yet to be catered for. Please Refer to Shelter Cluster Vanuatu TC Harold SITREPs 13 for more details.

Technical support was provided to **3,164 HH** in the form of safe-shelter awareness, trainings and workshops in SANMA and PENAMA Provinces. The existing Shelter Cluster Guidelines made it easy to identify standard kit contents for emergency shelter kits and shelter repair toolkits. This enabled agencies to quickly shift from international sourcing to local procurement of these specified items.

Even though the response was slower than usual given the context of Covid-19, 62% of the affected population have received assistance from Shelter Cluster partners. This was achieved via the following positive actions:

Coordination of TC Harold response with Shelter Cluster partners, PEOC in affected provinces (SANMA, MALAMPA & PENAMA) and the Shelter Cluster Coordination Team: The Shelter Cluster and relevant EOCs & PEOCs were able to provide information required to identify gaps in distribution. This enabled timely response from agencies. Access to existing Cluster-approved IEC materials ensured sharing of key information with communities during distribution on time.

The Shelter Cluster Agencies and partners that were involved in this response through distribution of relief stocks, assessments, trainings/ awareness include: CARE Vanuatu, Vanuatu Red Cross Society (VRCS), World Vision, IOM, The Butterfly Trust, Save the Children, Adventist Development and Relief Agency (ADRA), Vanuatu Skills Partnership (TVET), Caritas, Rotary Club, Vanuatu Climate Action Network (VCAN) and Shelter Box.

Gender & Protection Cluster (GPC)



Good Coordination & Planning of G&P programs: Positive partnership between sectors, civil society organizations and the PEOCs was commended. Support from the PEOC's three (3) working groups were activated in each of the provinces (SANMA, TORBA & PENAMA).

Programming and integration: GPC led assessment teams resulted in assessment reports highlighting G&P issues. In order to achieve prioritization of distribution to the most vulnerable, G&P was integrated into the Displacement and Evacuation Centre Management Cluster assessment, WASH response and PDNA, Health in COVID-19 messaging and other clusters.

COVID-19 activities were integrated into the Gender & Protection cluster advocacy and distributions.

Education Cluster

Communication to schools, before and after TC Harold was highlighted to be effective. The MoET communicated to schools and provinces via email, SMS and radio to prepare for the impending cyclone and worked with NDMO to identify and designate schools as evacuation centres. Principals, teachers and schools community received SMS on mobile about the visit of assessment teams.

Post TC Harold, MoET EOC was activated within the PEOC which saw the efficient ground work and logistics preparations with the assistance of Provincial Education Officers. There were positive responses via mobilization of well-equipped assessment teams comprising of MoET officers, provincial officers and donor partners to affected schools, which was well received by communities.

Trainings on overall mental wellbeing and hygiene conducted among the school communities were conducted during the assessment. Psychosocial Support (PSS) & WASH goals were achieved through these trainings. Tailored stress-relieving exercises such as traditional weaving prior to commencement of class were conducted.

The response activities also facilitated capacity building for school improvement officers, Mobile ECCE officers, Inspectors and Provincial Trainers. The commitment of Education Cluster members to support teachers and provincial staff was commendable.

Good relationship with suppliers and freighting service providers aided the smooth procurement and distribution of relief and other required materials for MoET response. Consistent support from NDMO's support in providing regular and up-to-date SITREPs (situation reports) and assistance enabled the MoET EOC's timely response operations.

Effective coordination and good working relationship of the Logistics Team with the Finance Unit and Facilities Units.

WASH Cluster



Good coordination at the national level made it possible for human resources at National Level, Contracted local consultants and volunteers to assist in the response activities. The developed WASH emergency plan helped donors take immediate action by approving the use of funds in the department for TC Harold response as well as providing funding support to DoWR. Director of Water was appointed as Controller for Santo which was helpful in WASH response activities.

WASH systems that were established in communities prior to TC Harold proved to be resilient and were able to withstand category 5 Cyclone winds. There were less urgent needs for Schools due to COVID19 restrictions.

There was excellent private partnership for WASH response, Good leadership at the Provincial Government level. Under the leadership of the Provincial Secretary Generals and senior government officers as controllers in affected provinces response

activities where effective. Local Council of Chiefs, churches and CDCCs were a big asset to the response team.

SANMA Provincial WASH team operating as a Cluster helped PEOC process requests from WASH. Provincial WASH Sector Meetings in peacetimes helped prepare people respond to WASH emergencies.

There was immediate Response, DoWR surge staff flew out quickly to do Quick Fixes as well as assessments in affected areas. DoWR and national contractors have the capacity to carry out response activities. Having a designated officer at the DoWR was responsible for logistics sped up logistical arrangements. Most of the content of hygiene kits distributed to affected communities were purchased and packed locally. NGO partners were involved in NFI distribution. A mobile desalination unit was available to provide water to the small islands population that had no alternative sources of water, in Santo and Wala on Malakula. Volunteers at Wala were trained to operate the system for the two months the machine was loaned to the community.

Logistics Cluster



Logistics was able to coordinate well the transportation of NFI's and Dry Rations to the affected islands. Access and store humanitarian relief supplies coming in the country, facilitated RFA's, Communicate with suppliers and Customers, Provide an up to date record of logistics arrangements via air/sea/land. Manage the consumption of fuel for vehicle usage. Manage Asset/Invoice tracking sheet, Manage Waybill (incl. Notify PEOC / On-site EOC's on the items that they should expect to receive) and support the finance team to follow-up on payments for

logistics arrangements.

Food Security and Agriculture Cluster



The distribution of food in affected areas both in urban centers and geographically disadvantage communities went well and put smiles back to our people. The Ministry of Agriculture, Livestock, Forestry, Fisheries and Bio-security (MALFFB) have used a recurrent budget: Local/NFIs. An audit has been done on the spot by Auditor General's office for accountability.

There has been great volunteer support (Picture showing Le Lagoon Staff volunteers) in the communities.

Health & Nutrition Cluster

EOC/IMT activation and operations, Assessments and responses:

The setting up of EOC was efficient for TC Harold response, rapid response from NDMO, VMGD TC advisories and warnings at provincial level and information and directives from NHEOC to prepare and secure offices and facilities were received in a timely manner. This then ensured good coordination between PHEOCs and provincial hospitals. There was also good support for public health and surveillance, HR and financial management systems were already established and also the NHEOC and National Health Cluster to were on standby to support EMT deployment.

Information management and SitReps, Coordination national and provincial level were efficient. Satellite phones enabled efficient dissemination of communication of provinces to NHEOC. TC Harold SitRep templates were somewhat helpful (but need to be adapted for different disasters and for better relevance to provinces). Strong partnership between Health and other clusters at provincial level was good and there was also good support from national level for risk communication. The dissemination of information from NHEOC to PHEOC and vice-versa was helpful throughout the response process as well.

Response plan at national and provincial levels, Finance/budget, Procurement/logistics were efficient in that the activation of PHEOC and PEOC was rapid, at the Provincial-level, disaster response plans were available, the deployment of national EMTs to

affected areas was helpful especially to Malampa and also Funds transfer at provincial level was possible.

Displacement and Evacuation Centre Management Cluster



The upgrade of the working group to a cluster began with the first displacement tracking assessment conducted for a cyclone since TC Pam. They were different to displacement tracking methodology used for Ambae Evacuation. There were ways identified to link displacement data to support Cash Transfer Programme and services for people with disability. The engagement with PEOC, Area Administrators and Area Secretaries for displacement tracking assessment were helpful and there was good engagement from small number of stakeholder partners for the formation of the cluster.

Partner Agencies

Vanuatu is lucky to have devoted and capable partners with experience in disaster preparedness and resiliency in the Pacific. Their swift action taken to organise volumes of aid into the country demonstrated their knowledge of Vanuatu context which became vital when faced with limited flow of information from stakeholders due to disruption of technology and information flow from damages effected by TC Harold.

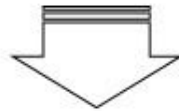
The complexity of organising and transporting relief supplies due to covid-19 flight restrictions and border closure from other nations was a challenge, however, the resolve and determination by the partners to carry out the relief operation successfully is highly commended. UN for example supported with supplies and financial support with Emergency Medical Teams among its other forms of relief. Through the FRANZ trilateral alliance, the logistical support provided among other aid was noted. The European Union through France sent shelter kits while its EU Copernicus emergency mapping service was activated. New Zealand deployed an NZDF P3 Orion to undertake aerial surveillance of damages.



**21,000 Households
Damaged**



**159, 474 People
Affected**



**32,055 affected in
PENAMA**



**53,344 affected in
SANMA**



**40,917 affected in
MALAMPA**



**23,056 affected in
Shepherds Group**



**10,102 affected in
TORBA**



The workshop participants highlighted some of the challenges faced during the response operations. One of the challenges that greatly affected TC Harold emergency response was the COVID-19 global pandemic. Further details of the impacts of COVID19 response operations are captured and reflected in the research paper “No turning back”. The research paper “No turning back” is based on a rapid analysis carried out by the Humanitarian Advisory Group and the Vanuatu Association for Non-Government Organizations (VANGO) 50 days after the disaster on TC Harold response. Acknowledging the challenges and limitation encounter during the TC Harold response activities the workshop participants also made recommendations for future improvement.

Prior to the commencement of TC Harold emergency response COVID-19 activities were in place around the country. Some of these activities were: Hygiene measures such as handwashing stations were set up outside stores and offices and social distancing were awareness messages being put out.

The overall challenges brought about by COVID-19 on the TC Harold response activities were:

- *Logistics/operations:* Delays to delivery of supplies from international partners. Delays to shipping of supplies from Vila to Santo.
- *International assistance:* Donors were limited by the boarder restrictions and where only able to provide remote assistance rather than in-country support. This put more pressure on local resources.
- *Education cluster:* Confusion in Provincial Education Offices, in schools and for parents around commencement of school or whether COVID-19 would continue to impact school scheduling.

The challenges and recommendations presented in this section are structure according to NEOC and cluster functions.

1. Planning and ‘alert’ phase (early warning) mobilization of first responders

Challenge

Lack of community baseline information made it challenging for planning of disasters and relief supplies.

Recommendation

- Develop a central data management system for different population proportions: Establish a national priority for key government departments to engage in a working group about community data – its challenges, its funding and the approaches to profiling and data (DLA, VNSO, Provincial Governments, and Line Ministries). Ensure Community profiling information is up to date and available for use during emergency response times. Collaborate with appropriate government authorities to:
 1. Identify potential hazards and vulnerabilities through risk assessments, forecast development and warning systems :
 2. Carry out community profiling exercise. Map out existing community structure in all communities in

The challenge of coordinating responses when agencies use different standards and guidelines for distribution of relief items.

One of the biggest challenge faced during the TC Harold response was Limited Human Resource. Almost 80% of the human resource support from government agencies and volunteers were not previously trained to work in an EOC. This contributed to the delays observed. Limited human resource meant staff had to take up responsibilities outside of their defined Standard Operative Procedures. Planning team staff had to also function as liaison officers, controllers, communication officers and assist in logistics planning. Changes to the size of the workforce towards the second (2nd) push of relief supplies due to government offices resuming normal working hours affected the response activities. Responsibilities were not clearly defined creating confusion among organisations/agencies and clusters on who should facilitate or execute distributions.

Vanuatu. This information will enable detailed planning of response to affected communities.

3. Collect, analyze and store sex-age-disaggregated data (SAAD), ATA and DSA. Ensure NDMO information feeds back into Department of Local authority risk profiles so area administrators and area secretaries have information for use and reporting during emergencies.

4. Develop a centralized data management system to store the following various disaster population proportions: Children, Youth, PLWD, Adult, and Elderly.

- Develop a standard SITREPs report template including timelines for reports to be submitted to NEOC by PEOCs and EOCs.
- All Response planning teams should prepare all distribution planning also. Review whether rapid assessments are effective or realistic post-disaster. Note that census-style surveys do not produce helpful outcomes.
- Develop national standards for relief supplies during emergencies.
- Develop national, provincial and cluster communication plan, response and response-action plan/ strategy.
-
- NEOC to conduct initial briefing of Planning Unit at PEOC's before response activities commence. Ensure planning team is well equipped with human resource and equipment at the commencement of a response. Maintain same team throughout the duration of response activities. Allocate cluster representatives within planning team to assist with technical advice. Ensure all cluster planning pass through NEOC/PEOC Planning to determine budget and resources.
- Review and compare lessons learnt for TC Pam with TC Harold to find ways to move forward.
- Review EOC SOP's and or national policy to ensure cluster associated objectives and activities are captured and reflected. Include the option of creating new clusters when the need arises as well as embed waste management tools or functions in the existing structures such as through CDCCCs, Church networks and other relevant sectors. Allocate funds for Waste Management.
- Mainstream preparedness, response and recovery plans or activities across all line Ministries and Provincial Governments. Include disaster related activities in yearly business plans.
- NEOC to review RTA and DSA templates to ensure that province and cluster needs are met.

- Update Cyclone support and response plan. Add examples of past tropical cyclone events and impacts observed for each event. Create cyclone intensity scenarios i.e. Category 1, 2, 3, 4, 5 and corresponding response actions. This information would inform partners in advance of the relief supplies that may be required.
- Conduct community awareness regarding Key messages for different sectors
- Review Emergency Telecommunication Cluster questions on the Rapid assessment (too lengthy – not rapid) and questions were not useful (Deadline: September 2020 (NDMO + OCGIO))
- Review Red Cross Act No. 23 of 1982

2. Logistics

Challenge

Access to NDMO emergency funds for logistical purposes was a challenge due to long financial payment processes and RFA approval process.

These resulted in delays in procurement and other response activities such as sourcing of limited dry rations from supplier's in-country (affected by COVID19 boarder restrictions).

Access and availability of transport (air, land and sea) particularly to remote areas was challenging during this response activity. Limited number of ships in country and ship capacity was not sufficient for carrying the total quantity of food rations requested from the affected Islands.

A helicopter was use for distribution of dry rations to remote communities in the first push. For the second push or dry rations the helicopter was no longer available to deliver the relief supplies.

Unfavourable weather conditions delayed food distribution schedules and rough seas damaged portions of food rations being transported to the affected Islands. Last minute request was a huge challenge for Logistical arrangement.

Availability and access to warehouses for the storage of relief supplies at the PEOC and EOC's was a challenge increasing the risk of food items being spoiled.

Recommendation

- Ensure Logistics Calendar is shared with Partners/clusters through: Declaration of humanitarian supplies in country.
- Establish agreements with transport (air/ land and sea) providers in peace time for use during emergency times. Develop transport standards rate for logistical purposes: Sea vessels transporting rations to each disaster site, casual labour. Ensure logistic has updated information of holding capacity of sea vessels.
- Identify/Build storage warehouses in each PEOC and in rural areas. Ensure PEOC staff are trained in warehouse management.

Tracking shipping schedules and stock movement during the response was a challenge for logistical planning. Shipping routes were determined by shipping companies.

Lack of communication amongst responding agencies coupled with limited human resource resulted in Low visibility of the movement of relief supplies (ship and planes arrival & departure) and difficulties in procuring relief supplies.

RFA approval process was not clearly defined and requests were not coming from PEOC controller and Cluster leads. RFA request did not reflect the immediate needs on the ground.

Supplier's in-country were reluctant to share NFI stock information prior to disaster making it difficult to prepare response distribution plans.

- Develop standard procedures/guiding documents to guide logistics. Clear guideline in place to coordinate distribution of relief supplies/Assessments/stockpiling etc. Responsibilities for management of stock, Creation of distribution plans and logistics need to be clearly defined to avoid confusion that lead to delayed responses.
- Ensure disaster relief tracking systems is in place to ensure all stocks are accounted for during response activities.
- Develop a standard receive logistics docket with approved signature to show prove of relief supplies or disaster responses being received by affected community.
- Expand logistics human resource at NEOC as well as PEOC.
- Request and engage logistics support of FRANZ partners during response activities.
- Develop RFA tracking system for (visibility) both national & international.
- Identify and maintain list of in country NFI Stocks. Where required enter MOU with suppliers before cyclone season

3. Coordination & Control (National, Provincial and Community)

Challenge

Control of Emergency response operations shifted from NEOC to SANMA PEOC for better access and to facilitate faster response. The process of shifting control and setting up PEOC (movement of staff from NEOC to PEOC, limited human resource and office equipment at the PEOC's) caused a delay in the response activities.

The coordination of Cluster response activities separately from the PEOC planning unit activities although effective created other challenges such oversight, assessment gaps, communication challenge between responding agencies and affected communities. Clusters identified that the lack of information flow between responding agencies was an

Recommendation

- Review DRM Act to ensure powers, functions and responsibilities of the PEOC are clearly defined. Ensure roles and job descriptions of the Secretary General of the Province and the Government appointed Emergency Controller during an emergency are clearly defined.
- Review structure, function and responsibility of PEOC controllers and appoint Senior Government Officials as "Controllers" instead of SG to facilitate timely response. Include municipality in structures for better coordination of PEOC & Municipal/National/ Provincial.
- Consider Elevating Sanma PEOC statues as central response hub for Northern Province
- Establish an MOU or specific portfolio of work between NDMO and DLA (through Provinces and Area Councils) for CDCCCs. Review Job Descriptions of PDCCs and CDCCCs and map out the link between structures of CDC, Area administrations, Provincial PEOC, NDMO.
- Training and capacity building of NEOC and PEOC's in monitoring and working with CDCCCs.

impediment during TC Harold relief efforts

The coordination, monitoring, reporting and management of stocks by responding agencies was a challenge as timely updates on available stocks were not provided back to coordinating unit (PEOC/NEOC).

Distribution of relief supplies was a challenge as external influence/factors lead to some area Councils receiving more supplies than others.

- Review cluster structures, roles and lines of communication. Recommend that Director Generals be Cluster Leads instead of cluster coordinators.
- Review of clearly define cluster agency roles and lines of communication when control of emergency operations shift from NEOC to PEOC.
- Engage Clusters for initial assessments to promote information sharing.
- Clusters to recruit staff, TA or Consultants to work in government, and partners to update assessment (assessment tools?) tools, templates, resources and plans, programming and training to include GP mainstreaming and integration.
- Development of Pacific Incident Management System (PacIMS) within NDMO and across government agencies.
- Strengthen reporting systems for accountability purposes and to encourage good communication between clusters, PEOC and NEOC.
- Standardize supplies/ rations per person rather than household.

4. Evacuation Centers (Displacement and Evacuation Centre Management Cluster)

Challenge

Updated EC maps were not available for emergency responders as well as communities who were unaware of the locations or evacuation centres. Evacuation centres available were not enough to accommodate all the displaced population and best hygiene practices such as social distancing were difficult to maintain.

The province and community needed to have better understanding of EC guidelines. Water sanitation was not available at Evacuation Centers. Toilet Facilities were not near to EC's.

The use of caves during emergencies as EC did not address gender & protection issues and did not meet EC standards for proper lighting, toilets, and wash standards. The safety and dignity of the vulnerable population in evacuation centers was a concern.

The displacement tracking team needed to adapt to new ways of working and doing things, including improved hygiene social distancing.

Misleading information on closing of inter-island travel

Recommendation

- Set up a grievance mechanism to receive, record and relay complaints or issues raised to appropriate authorities for action. (Support Evacuation Centres cluster plans and partner with DLA and Area Secretaries and authorities concerned to address issues raised.)
- Government to allocate evacuation funds to provinces.
- IOM to mainstream EX through VCC for proper management.
- Update MEND guidelines
- Consider review of structure to include staff expertise in evacuation center management. Review Camp management SOP
- Embed displacement tracking system in government data collection exercise to ensure multisectoral data is captured quickly after a disaster.
- Map, assess and rate all potential evacuation centers in Vanuatu (build on current list); Make evacuation center list publicly available and easily accessible. Ensure all Evacuation Centers have proper WASH Facilities, Toilets, Bathroom, Handwashing Stations, and Water. Evacuation Center lists must be updated and accessible to stakeholder and partner agencies.

during assessment affected the displacement tracking team;

- Shortage of goods that affected supplies for core teams on the ground.
- Covid-19 boarder restrictions on international shipping lines resulted in shortage of food stocks in country, procurement of response kits contents was done locally and lengthy processes for receiving and clearing relief supplies before distribution to affected communities.

- Update National Evacuation Centre Management Guidelines and Mass Evacuations Guidelines with a focus on empowering women as community decision makers; NDMO & IOM to provide criterial on Evacuation Centers. Review EC guidelines to include waste management and local traditional Safe House in the guidelines.
- Upgrade community buildings in high-displacement risk communities to meet minimum standards of criteria for evacuation centres. Encouraged communities to construct multipurpose evacuation centres or use traditional building as EC's. Build permanent buildings for refuge, Provincial EC, Area EC.
- Develop a central, online platform for partners to update with information on evacuation centres, including displaced people, distributions, which agencies working where in future disasters.
- Enter service agreements with hotel owners, schools, motels etc... to be used as evacuation centers during emergencies.

5. SITREPs and Assessments

Challenge

Delays in assessment data entry and analysis process due to limited human resource and different forms of data collected i.e. paper –based, kobo and word of mouth.

Insufficient data collected during assessments resulting in difficulties in response planning at the PEOC and the National Rapid Technical Assessment report being considered an inaccurate / misrepresentation of the situation in SANMA Province. The constant movement of people from one area to another contributed to assessment data being unreliable for use during response activities.

Recommendation

- Incorporate GPC needs, gaps and response needs into all SITREPs, response plans and assessment reports. This includes each cluster including GP mainstreaming in their response plans and documents. Include GPC focal point or trained person in assessment for sensitive questioning.
- Situation Report first 48 hours to NDMO. Sit reports are a huge task and require a dedicated staff at province-level to coordinate and write sit reps. Encourage clusters to submit 3Ws regularly so Sit Reps can be complete.
- Standardize “Humanitarian Disaster” assessment tools and delivery training to all clusters. Use civil servants at the area council to conduct Rapid assessment.
- Conduct national and multi-department discussion/working group required regarding data (DLA, VNSO, NDMO, Civil stats, etc.) Engage/ collaborate with VNSO in the pre-design of RTA & DSA assessments to ensure the questions and methodologies will generate produce required data.
- For areas under the cyclone path, response should be done with assessment at the same times.
- The Arial Assessments should not only assess cyclone tracks, but also assess the whole island. More damage may also occur at different area councils. Explore damage/impact projection mapping methods; combine

Unavailability of baseline information to compare with incoming data for households in each area council was a challenge as inconsistencies were observed in data received. Different definitions of “household” used by responding agencies and coordination of clusters separately from PEOC activities contributed to the inconsistencies observed.

GIS and cyclone path and damage buffers to do rapid assessments then verify with areal assessments

- Standardize assessment forms (Ariel, Rapid, Detail, Special) and definitions of House hold units for; Rapid and DSA or PDNA. Mapping of affected areas must be incorporated into initial impact assessments. Encourage the use of GPS on android phones during assessments
- Develop online reporting systems and databases: 4W, SITREP, assessment/Kobo Analysis, unit costs. Review KOBO questionnaire and make KOBO available off-line
- Clusters should equally contribute to planning, lead & co-ordination of inter-cluster assessments
- Ensure assessment forms include psychosocial factors
- NDMO to have a central system that holds all templates, forms that could be replicate for different disasters. Update inter-cluster assessment template with all clusters and review RTA and DSA reports before they are disseminated. Need clear TORs for Rapid Assessments and DSAs. Collect household population data so it is easier to calculate ration for each household.

6. Risk and Communication

Challenge

Disruptions to and the lack of telecommunication coverage over the affected areas posed a challenge to communication. Limited satellite phones were procured for use during this period to ensure effective communications. Due to the urgency of the situation no training was conducted on how to use the satellite phones providing an additional challenge for the response teams communicating amongst themselves and with PEOC's and NEOC's.

The lack of dedicated communications personnel resulted in inconsistent updates being provided to the public and communities about the response activities and delays in publishing updates by media outlets.

Recommendation

- Prioritize expansion of radio coverage as a disaster preparedness activity. Seek out and or collaborate with partner agencies to get funding for increase of radio coverage throughout Vanuatu — use of satellite phones is vital in times of crises and this devices should be made available to isolated communities to ensure assessment information, data of damages sustained and logistics information is passed without delay due to telecommunications disruptions due to infrastructure damages.
- Government to strengthen coordination of telecoms with service providers (reconnection and coverage. Awareness pre-disasters, provision of coverage maps)
- Ensure all Area Councils and PEOC's have VHF radio or satellite phones to be used when networks are down post-disaster.
- Ensure satellite phones (HF radio, Sat. Phone) means of communications installed in each evacuations center
- Develop a Communications Strategy at national level to help guide NEOC, PEOC, EOC messaging.
- Review NEOC communications section, SOP to clearly delegate roles and responsibilities to ensure a better two-way communication between affected communities to

NEOC, and NEOC to the public. Utilize radio and all media outlets to pass on key messages to rural communities.

- Strengthen communication lines/structures from NEOC to PEOC and to on-site EOC. Establish Communication focal point at each PEOIC +EOC (Deadline: 2020/2021). Ensure there is a communication focal point in all EOC sites from all levels to better communicate data back to the NEOC.
- Ensure early warnings and send out 2 days advance (VMGD) (Deadline: Before 4th quarter or early 2021)
- Set up "Soft Communications" (message and info) displays at centers- CDCCC's and PDC's.

7. Finances

Challenge

Availability and access to emergency funds was an undeniable challenge. Once funds were released further guidance was required from NEOC on how the funds were to be allocated for operations, clusters and logistics.

Access to administrative supplies, challenged by unstable weather conditions and telecommunication network issues for PEOC's affected the timing of response for all TC Harold response activities such as: deployment for assessment, response and recovery activities and relief supplies for affected areas.

Recommendation

- Develop Emergency/Disaster Response finance processes that facilitates access to funds on time for response. Ensure all finance personnel are trained and engage in refresher trainings annually or prior to disaster. Create provision for clusters to access Government emergency funds for immediate response.
- DESPAC and Finance Department to develop ways to improve and shorten time to access donor funds already siting within Government treasury.
- Establish an Emergency procurement unit in Department of Finance for activation during an emergency to FastTrack payments.
- Government to include in the annual budget, emergency funds to Ministries who can access the fund immediately following disasters. Government Ministries to allocated funds ready for use during emergencies.
- Allocated emergency funds to Provincial Government budgets – to be used in immediate aftermath of disasters and also caters for imprest and DSA for Provincial Teams Available

8. Clusters

Shelter Cluster

Challenge

Limited external support (due to travel restrictions) meant support had to be provided remotely. Local agencies were stretch in their human resources to

Recommendation

- Recruit in-country National Shelter Cluster Coordinator (lead/co-lead).
- Develop national standards for iron roofing and building

respond to communities affected by TC Harold.

Standard distribution criteria for shelter items were not available in country. Relief support arrivals were also limited due to restrictions imposed due to COVID. Agencies were forced to do in country procurement – exhausting the supply chain. Differing definitions for what constitutes a household also contributed to management of limited supplies resulting in shortage of shelter supplies

All relief support received from outside the country had to go through Port Vila causing delays in distribution of relief to beneficiaries.

Emergency Response were redesigned and responses took a more holistic approach incorporating aspects of WASH, Gender & protection & social distancing due to COVID-19 situation.

COVID -19 had a drastic impact on the logistics and procurement of emergency relief goods, making it difficult to source NFIs in a timely and effect manner.

materials for shops. Order pre-positioned stock for shelter to be available in-country prior to disaster. Identify warehouses for storage of stocks. (Red Cross to manage) (Dateline: Oct 2020)

- Conduct Technical Trainings for Community Leaders, Area Secretary, and Area Administrator on how to construct Emergency Shelter Kits. Engage with partner agencies to create programs for promoting the use of Natural/ local materials for building shelters after disasters.
- Conduct more awareness on preparedness and emergency responses. Develop key messages prior to cyclone season for Shelter cluster to be distributed during response (Dateline: October 2020)
- Complete Accreditation and Certified building code exercise for National, Provincial and Rural communities. (Dateline: 2020 – 2021)
- Consider restructuring the shelter cluster: Split cluster to infrastructure and Transport. Also consider separating Infrastructure into Public infrastructure and Household infrastructure. Cluster to clearly define if transport cluster includes roads.
- Develop clear procedures for access and allocation of shelter/ emergency relief stock of tarpaulins/shelter.

Gender & Protection Cluster

Challenge

Human resource limitation made it a challenge to carry out assessments, advocacy and distributions from national to provincial G&P Cluster especially in the provinces. There was high staff turnover and no proper handing over in PENAMA. This resulted in no community services desk staff and no service providers (partners)

The team worked very hard to uphold the centrality of protection in the response programs (e.g. Do NO Harm). It ensured that there was integration of gender needs and protection principles across and within sectoral response planning and implementation of budgets and activities. However there was no clear provincial and community referral systems for GBViE victims in some areas affected.

There was insufficient Logistics support. There was insufficient number of G&P volunteers in the local communities with many volunteers who were not trained on Gender and Protection in Humanitarian

Recommendation

- Restructure Cluster CD role to be include DWA.
- Establish Gender and Protection working groups in all provinces.
- Provide sectors funding and resources to update tools and implement programs integrating Justice, Protection & Social Inclusion & Recovery.
- Recruit child protection & disability officers for every province & DWA desk officer in PENAMA.
- Strengthen Referral systems for GBV and health cases identified in evacuation centers.
- Train and or ensure frontline staff and volunteers at national, provincial, are trained regarding gender in Humanitarian action.
- Strengthen frontline service providers by working with CDCCC, church, women leaders, youth leaders, chiefs (Community) groupings during preparedness to raise awareness and train to be involved in response eg: GBV & CP prevention & referral, facilitating access to decision – making & services for women and people with disability, PSS, PFA (Community).

Action slowing down cluster activities.

Director Women's Affairs made the statement *"It brought about a "NEW NORMAL" way of doing things"*

Unemployment, home-school package due to COVID - 19 brought a lot of stress on members of families. TC Harold increased the pressures. Domestic violence (DV) exacerbates.

The SOE took into account Domestic Violence and GBViE as a priority issue strengthening the work of the Cluster in-terms of addressing Domestic Violence and sexual abuse cases. This brought about a visible justice sector response to addressing offenders of abuse immediately.

A gender analysis of the COVID-19 pushed the cluster to produce integrated and parallel GBViE and COVID-19 key messaging's through IEC materials (posters, booklet) which were distributed to affected areas during distribution and advocacy.

Education Cluster

Challenge

- Coordination roles and allocation of tasks for the EOC were not clearly defined. Staff were not familiar with MoET Contingency Plan and there was no MoET representative in other clusters.
- The absence of the MoET's EiE Coordinator resulted in the lack of official MoET focal point liaising with NDMO and leading the tasking and response operations on the ground.
- Challenges in communication and coordination between the national and provincial level MoET EOCs resulted in delays to data gathering and response operations.
- Assessors were not trained in filling out the SIO and MEO assessment forms. Mapping of Schools by Area council, registration of schools and changes in school names (unapproved) data in Open Vemis were not up to date. Kobo needs to be reviewed because its capabilities is limited in terms of reporting and tracking duplication of data entry. Delay of MoET deployment teams and also delay flights and process of assessment due to lockdown of Covid-19. Difficult to reach few Schools due to road

Recommendation

- MoET EiE / NEP to conduct a one-day workshop for all MoET staff on the MoET Contingency Plan in the 3rd quarter of 2020.
- In the absence of a permanent EiE officer, the EOC is to nominate a permanent officer to be the MoET focal point to liaise with NDMO and share information with all MoET staff. MoET EOC must ensure that all decisions are officially recorded and information relayed to all MoET staff, through the office of the Director General.
- Conduct training with principals and review Education Rapid Needs Assessment form. Assessment forms must be available to all schools and should be completed by principal immediately after a disaster.
- Develop a referral pathway mechanism for communities. Ensure self-care mechanism support systems for trainers are set up.
- All MoET and volunteers should be trained in PSS. Schedule regular training to ensure more staff are trained in PSS. Develop a data base for all PSS stakeholder for proper coordination of PSS activities during disaster. Mapping must be done for each province to identify all PSS cultural resource that already exist in local communities. PSS for school activity should be conducted

condition and falling debris. Training was a little late for Sanma and now very late for PENAMA and MALAMPA. Principals and Teachers did not turn up at School during the assessment.

- Very small team covering large area which would take more time to complete the training and so not safe for Impress Holders as they will be travelling 3 provinces. Deployment of PSS team was very late. There was no self-care support mechanism for trainers. No written referral pathway in place for participants. No mapping of all cultural PSS activities already in place in communities. School buildings were not accredited or certified by NDMO. Owners of building were not trained to manage EVC.
- *Finance.* Emergency funds should be allocate to each affected provinces. There was no funding to implement PSS on time. No funds were available within MoET for completion of PSS activity to PENAMA and MALAMPA

at the same time with the impact assessment team

- Provincial Education officers should have an active PEOC and cluster groups. MOET to allocate Emergency funds to Provincial education offices
- MoET EIE / NEP to develop guidelines for operation of EOC.
- Build disaster assessment modules in Open Vemis. Ensure all schools are registered and have their information entered into the Open Vemis. Mapping of Provincial Schools must be update to date and accessible in Open Vemis.

WASH Cluster

Challenge

Coordinating between WASH and MoH Environmental Health on sanitation responses was difficult as WASH cluster was not prepared to respond to two emergencies simultaneously; TC Harold- and Covid 19.

Limited human resource, work space and operational tools to support emergency response was a challenge.

Communication difficulties between DoWR procurement team and field teams caused delays in the procurement of supplies. BoQ submitted were changed during the procurement process resulting in incorrect sizes of fittings (pipes).

Difficulties in accessing government emergency funding, donor funds through the Ministry of Finance, funding in MoH and the provincial finance office.

Differing standards between NDMO 3W and WASH Cluster 4W as well as NDMO IRA and WASH IRA assessment questionnaires created confusion amongst the teams resulting in the submission of incomplete forms. This along with late submission of SITREPs and minutes of meetings affected decision

Recommendation

- Conduct training for Community water committees (CWC) to Improve CWC capacities to conduct assessment on water systems, sanitation facilities and civil military operations (Timeframe: insert in 2021 business plan)
- Capacity building, simulation exercises and training on WASH SOP & WASH framework and coordination for PWS at provincial level (Timeframe: 2021 business plan) Train and designate an IM at the PEOC for WASH timely reporting.
- Update WRI, to ensure it provides more details of the systems pipe sizes. Link water designs with Water Resources Inventory
- Encourage WASH partners to use 4Ws template for reporting.
- Upgrade WASH EOC with equipment's & resources to operate at EOC (Timeframe: 2021 Business plan).
- Strengthen Early warning systems in WASH by developing sanitation in emergency guidelines so communities can secure water systems before disaster hits. (Timeframe: 2021 Business plan).
- Construct Wash warehouses at provincial level (SANMA & SHEFA) (Timeframe: 2021)
- Strengthens coordination between Education & WASH through WASH – in –School programs & Health for WASH

making for the cluster. Incorrect and incomplete data collected by untrained officers resulting in water committee not being able to produce any disaster damage report. Differing standards use for hygiene kits, dignity kits and family kits created confusion during distribution.

Emergency sanitation response and emergency water response guidelines were not in place for implementation resulting in insufficient emergency temporary toilet facilities to cater for all affected household.

Access and availability of warehouses for storage of WASH equipment was a challenged both at national and provincial level.

Higher demand and priority being place on distribution of relief supplies created challenges for teams to respond to needs for restoration of service. Communities blamed fitters as the cause of diarrhea.

in HcF.

- Establish partnerships with TVET, Red Cross Volunteers & Village Health Workers (Timeframe: 2021 Business Plan)
- Create a pool of WASH technician (Timeframe: August 2020)
- Convene high discussion between the Director of Public Health and the Director Water Resources to foster the understating and minimize confusions of WASH roles during emergency responses
- Strengthen WASH Coordination between WASH partners in the field and between EOC WASH team in the field.
- Improve WASH facilities in identified evacuation centers in peace times ready for use during emergencies. Increase office spaces at Provincial Water Offices to include sufficient room as conference room that can be used as WASH EOC during emergencies
- Develop minimum sanitation standards for sanitation and water quick fixes.
- Shorten time of procurement against quick fixes BoQ from the field. Increase communications between field and engineers/procurement team to speed up process
- Increase logistics man power at DoWR national office during emergency responses.
- Create WASH ware housing at all levels. (May consider sharing with other sectors)
- Standardize content of hygiene and dignity kits and hygiene kits. Explore option to purchase contents locally and repack into hygiene and dignity kits.
- Provide clear instruction on how to use the kits including setting up and maintenance of water filters.
- Create a WASH emergency funds with MOFT by Dec 2020
- Review WASH Cluster IRA and shorten the length of the questionnaire. Change to WASH IRA to detailed assessment to avoid confusion with NDMO IRA.
- Develop MOU between WASH & VMF Plumbers for engagement during emergency WASH (Timeframe: 2021)
- Make available clear instructions in bislama how to operate the desalination systems

Food Security and Agriculture Cluster

Challenge

The main challenges identified by FSAC were:

- Delays in the supply of dry rations,
- Shortage of rice,
- Inaccurate Household Data resulting in FSAC having to verify data on site before

Recommendation

- Delegate full responsibility to FSAC to; PROC ,Logistics ,Distribution
- Train communities to practice food preservation on damaged crops.
- Develop standardized cluster response information: wind strength determines push of food.(Food Cluster)

distribution of food.

COVID19 restrictions created other challenges such as limited agricultural NFIs stock availability.

- Increase resources for Risk Resilient Unit (RRU). (Timeframe: Dec 2021)
- Collaborate with Trade to develop policy buying Kava and cash crops post disaster before they spoil.
- Develop FSCA SOP, Early warning systems, FSAC Disaster Plan and TOR for WFP in Vanuatu (Timeframe: By Dec 2020 (Devolve WFP)). Define and communicate functions, approaches to be taken by FSAC and NDMO regarding food distribution during response times. Clearly define what items and who to distribute during 1st push, 2nd push 3rd push. Determine and develop distribution guidelines to define the contents of packages to be distributed to each person /family during peace time. Develop policy to define minimum standards for nutrition content of rations per person.
- Develop at national level all of the documents, tools, forms, templates etc in place to ensure rapid establishment of functions immediately after disaster.
- Pre-position at provincial level the resources to enable effective communication, coordination and response in the provinces eg. 2 satellite phones per province.
- Conduct cost benefit review of FSAC approach with islands kakae - what quantities were wasted? Was the TC Harold response approach cost effective – Value for money?

Health & Nutrition Cluster

Challenge

- *EOC/IMT activation and operations, Assessments and responses:*
 - Access to emergency funds to conduct timely health facility assessments and for overall TC Harold response (as well as COVID-19 awareness) was delayed.
 - There was Confusion over the level of command/communication/coordination during the response at provincial level and between provincial and national level.
 - Rapid assessment was not well coordinated with provinces. Feedback from community indicated that there were too many assessments (rapid, detailed, PDNA).
 - Support from provincial government was not sufficient for EOC activities.
 - Procurement processes were delayed

Recommendation

- Conduct annual HDRM training/workshop on tools/templates/plans (BP 2021)
- Training needed for PHEOC leads and co-leads to develop capacity for better coordination and management of disaster response eg. roll out to Shefa, Torba and Penama
- Recruit a National Health Disaster Officer
- Revise job descriptions of provincial officers to capture disaster-related responsibilities
- Training needed for better community communication and engagement in disaster response
- Annual training on emergency response at provincial level, including tabletop and simulation exercises
- Provincial health clusters must be established to coordinate NGO, CBO and other stakeholder activities
- Continue with provincial EMT and EOC trainings (new and refresher)
- Improve availability of Personal Deployment Kits (PDK) for deployed persons
- Finalise national referral policy

from national level (NHEOC/NDMO)

- *Information management and SITREPs, Coordination national and provincial:*
 - Delays in issuance of provincial SITREPs.
 - Delays in support from national level in response to requests provided in SITREPs, including: mobilizing teams to affected areas; health facility quick fixes; risk communication support.
 - Restrictive daily reporting requirement to provincial NDMO/EOCs (and policing).
 - Difficulties in collecting information from health facilities.
 - Poor coordination of response activities with NGOs and CBOs. Humanitarian aid items provided did not meet key needs (ie. not based on requests)
- *Response plan at national and provincial levels, Finance/budget, Procurement/logistics:*
 - Provincial government response was not sufficient.
 - Deployment of teams was constrained due to delays in transport, DSAs, rations and procurement of other supplies and equipment.
 - NGO and stakeholder involvement during the responses was not good due to no proper communication with PHM

The EOC was already activated due to COVID-19 preparedness – therefore personnel were already allocated to roles within the EOC structure.

The SITREP process was already in place for COVID-19 which enabled efficient SITREPs for TC Harold.

- Functional space for EOC for disaster related activities at the provincial level to be identified and operational in advance
- Identify, plan and build functional space for EOC to coordinate the response activities (multipurpose space for EOC/trainings/meetings; off-grid/autonomous included in Health Sector Strategy 2021-2030)
- Develop EMT manual and TOR for deployed personnel.
- Pre-position PDK at provincial level
- A single NHEOC focal point for provincial EOCs would be helpful
- Finalise National risk communications and community engagement SOPs and Healthy Island IC package, 3rd edition)
- Provide resources to maintain Integrated Disease Surveillance and Health Response (including during disasters) eg. Vehicles, boats, boat engines
- Include Emergency Response and Disease outbreak budget in BP 2021
- Requests in provincial SITREPs must be adequately addressed by NHEOC
- Standardise SITREPs template and other information tools needed (and adapted for different natural disasters / disease outbreaks)
- Include National disaster budget and Disease outbreak budget in BP 2021
- Finalise and endorse National response plan by 2021
- Provide health insurance for health workers for coverage during normal activities and during deployment
- Finalise and endorse National Health Disaster Response and Climate Change Adaptation plan by 2021
- Procurement of satellite phones for better and faster communication.

TC Harold Stories

On the 20th June 2020 the Food security and Agriculture Cluster delivered dry rations to remote communities around South Santo Area. This image shows 3 women carrying dry rations back to their families. These women had to travel 2 days from Najara to collect dry rations from their families. The women on the far left (with the yellow bag) is carrying dry rations of up to 72kgs (18kg x4) for her family. This photo shows the extent to which geographically disadvantage women and communities have to go to provide for their families.



Mr Patick Phillip is a person with Disability that was displaced by TC Harold. The image shows Mr. Patick standing beside his damaged house. At the time the image was taken, Mr. Patick was being hosted by relatives in the village. Mr. Patick was registered as part of the Displacement Tracking Process on the 29th May 2020 at Polipetakever, West Ambrym. This Photo shows how the Displacement and Evacuation Center Management cluster is advocating for villages like Polipetakever to have a multi-purpose evacuation center that is inclusive of persons with disability.

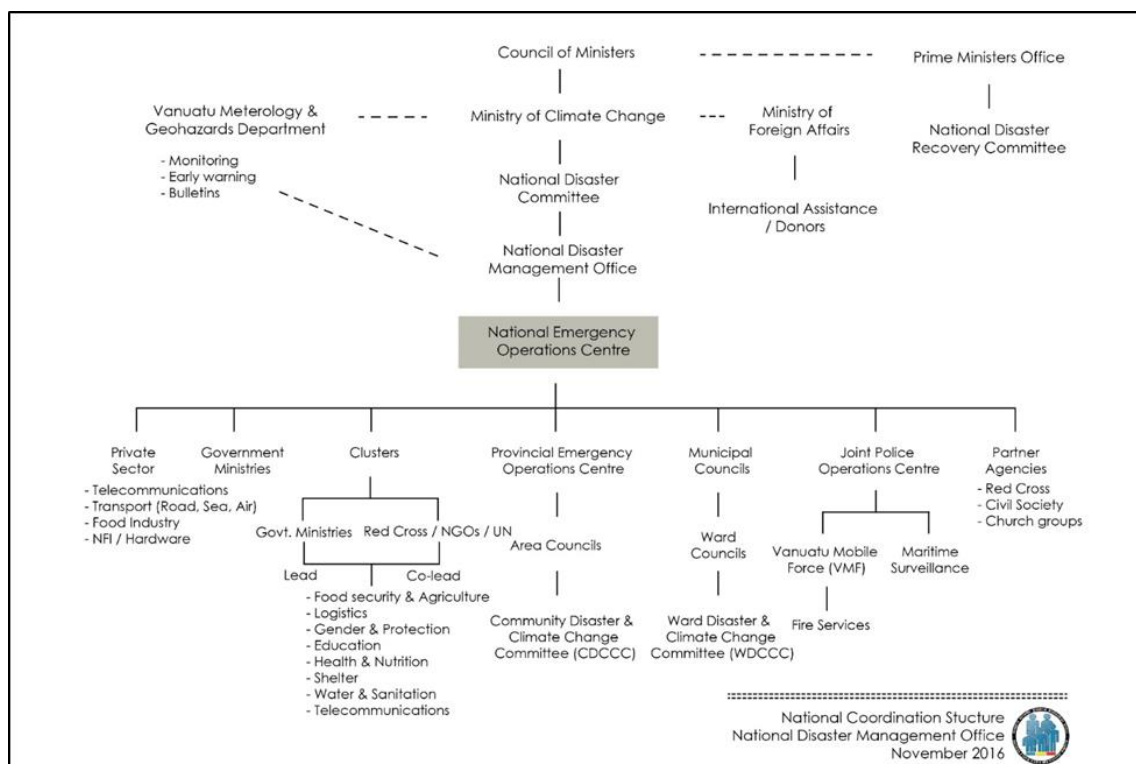


Mr Philip Meto is an NDMO officer deployed to South Pentecost On-Site EOC and BUNLAP Community during the TC Harold response. The Photo shows how inland communities (with no road infrastructure) benefited from the relief coordination. Fish was supplied to the Bunlap village on Pentecost in June through FSAC support. This image captures the joy in the faces of the Bunlap people when they received fresh fish for the first time as disaster relief and the extend of reach for this disaster response operation.



Appendix

Appendix 1: Structure of NEOC



Appendix 2: Clusters

Clusters		
Inter-Cluster Lead Agency		
Cluster	Lead Agency	Co-lead
Shelter	Ministry of Public Works	IFRC
Gender & Protection	Department of Womens Affairs	CARE
Education	Ministry of Education	Save the Children
Water, Sanitation & Hygiene	Ministry of Geology, Mines & Water	UNICEF
Logistics	National Disaster Management Office	OXFAM
Health & Nutrition	Ministry of Health	WHO
Food Security & Agriculture	Ministry of Agriculture	FAO
Emergency Telecommunications	Office of the Government Chief Information Officer	Digicel
Displacement & Evacuation Centre Cluster	National Disaster Management Office	International Office for Migration

National Coordination Structure
National Disaster Management Office
November 2016

Appendix 3: Workshop Program

Time	Session	Speakers/Facilitators
Tuesday 14 July		
08.00am	Registration	
09.00	Opening session	Master of Ceremonies Climate Change Director Mike
	Prayer	Director DoWR
	Opening address: Minister of Climate Change and Adaptation Welcoming remarks: Director General MCCA	First PA Charles Lini DG Esline Bule
09.30	Group photo	
09.40	Refreshment break	
10.00	Setting the scene: Institutional Arrangements for DRM and Response Coordination in Vanuatu	Director - NDMO
10.15	Introduction	Facilitator Kim Robertson
	Session 1. PEOC and Cluster Sense Making Presentations	
10.30	Sanma PEOC	Mr Kensley Micha
10.40	Torba & Malampa PEOCs	
11.00	Group Q & A about PEOC presentations	Facilitator Kim Robertson
11.10	Displacement and Evacuation Centre Management Centre Cluster	
11.20	Education Cluster	Mr Samuel Katipa
11.30	Emergency Telecommunications Cluster (ETC)	
11.40	Food Security & Agriculture Cluster (FSAC)	
11.50	Group Q & A about these presentations	Facilitator Kim Robertson
12.00pm	Lunch break	
13.00	Gender & Protection Cluster	Director DWA
13.10	Health & Nutrition Cluster	Director of Policy, Planning and Corporate Services MOH
13.20	Logistics Cluster (VLC)	NDMO
13.30	Shelter Cluster	Mr Augustine Garae
13.40	WASH Cluster	Mr Paolo Malatu
13.50	Group Q & A about these presentations	Facilitator Kim Robertson
14.00	Session 2: Applying lessons learned to cross-cutting issues	
14.30	Refreshment break	
14.45	Session 2 continued and feedback from facilitators	
15.30	Day 1 wrap up –	
Wednesday 15 July		
08.30am	Session 3: Cluster analysis of cross-cutting issues	Facilitator Kim Robertson
09.45	Refreshment break	
10.00	Session 3 finish up, feedback and discussion	
12.00pm	Lunch break	
13.00	Development Partner Presentations	
13.30	Session 4: Reflection on lessons learned process	
14.30	Refreshment break	
14.45	Workshop closing	Official
	Prayer	
	Note of thanks: Director NDMO	

Appendix 4: Participants Attendance List

Day 1: Tuesday 14th July 2020			
	Name	Department/Organisation	Email
1	Dickson Tevi	Red Cross	odcoordinator@redcrossvanuatu.com
2	Johnny Bani	DLA	jbani507@gmail.com
3	Eddy Maliliu	Shefa	emalalau@vanuatu.gov.vu
4	Jackson Willie	DLA	jacksonwilliebulemaui@gmail.com
5	Leisau Kalsev	NDMO	ikalsev@vanuatu.gov.vu
6	Rihanna Brown	NDMO	rbrown@vanuatu.gov.vu
7	Wilson Daniel	NDMO	
8	Joyce Robert	DOWR	jmalau@vanuatu.gov.vu
9	Pallen A Philip	World Vision Vau	PallenAbraham_Philip@wvi.org
10	Joe Tjiobang	ADRA	joetjiobang@adra.org.vu
11	Jacqueline De Gaillande	NDC & Red Cross	ceo@redcrossvanuatu.com
12	Mike Waiwai	DoCC	mwaiwai@vanuatu.gov.vu
13	James Jacob	AA, DLA - Penama	batamal3@gmail.com
14	Gibson Bani	Penama	banig@gmail.com
15	Jeffry Wimbong	VMF(Police)	jwimbong@vanuatu.gov.vu
16	Kensly Michah	NDMO	kmichah@vanuatu.gov.vu
17	Ellis Silas	Vanuatu Skills Partnership	ellis@vanuatutvet.org.vu
18	Vamboe Molly	World Vision	Vamboe_Molly9@wv.org
19	Liku Jimmy	NZHC	Liku.Jimmy@mfat.govt.nz
20	Donale Pelam	NDMO	dpelam@vanuatu.gov.vu
21	Frida Sam	NDMO Comms Support	fridasam7@gmail.com
22	Vanessa Organo	Sanma Province / PEOC	vanessaorgano@hotmail.com
23	Janet Jack	IOM	jjack@iom.int
24	Abelson Abel	NDMO	aabel@vanuatu.gov.vu
25	Albert Ruddley	SG Sanma/ PGC	aruddley@vanuatu.gov.vu
26	Eric Durpaire	UNICEF	edurpaire@unicef.org
27	Melinda Natapei	KBC-Elevate	melinda.natapei@kbc-elevate.com
28	Jorge Bouchot	DSPPAC	jbouchot@vanuatu.gov.vu
29	Emily Deed	UNFPA	deed@unfpa.org
30	Samson Busai	NDMO- LOGISTICS	samson.Busai@careint.org
31	Augustine Garae	VRCS	redcross@vanuatu.com
32	Manson Taridenga	NDMO	mtaridenga@vanuatu.gov.vu
33	Leikita Kalorib	CARE	Leikita.Kalorib@careint.org
34	Ken Bebe	Penama Province	kenbebe079@gmail.com
35	Paul Jamran	Sanma PGC	pauljamaran1@gmail.com
36	Francis Simelum	KBC-Elevate	francis.simelum@kbc-elevate.com
38	Johnny T Nimau	DoCC	Johnie@vanuatu.gov.vu
39	Jeff Lee	AHC/ROC	Jeff.Lee@DFAT.gov.vu
40	Berton Joes	NBV	Berton.J@nbv.vu
41	Michael Taurakoto	UN Resident Coordinators Office	michael.taurakoto@one.un.org
42	Lopanga Yerta	NDMO	lyerta@vanuatu.gov.vu
43	Ken Mana	NDMO	
45	Shantony Moli	Save the Children	shantonymoli@savethechildren.org.vu
46	Gabriel Vusi Lai	VBTC	gvusilai@gmail.com
48	Sandrine Benjimen	UNICEF	sbenjimen@unicef.org
49	Marie Jonah	MOET	mjonah@vanuatu.gov.vu

50	Paolo Malatu	DOWR	mpaolo@gmail.com
53	Julia Marango	CARE	julia.marango@careint.org
54	Jessie Connel	IOM	jeconnell@iom.int
56	Erickson Sammy	DoWR	esammy@vanuatu.gov.vu
53	Shadrack Welegtabit	Private Sector	
55	Hilson Toaliu	WASH	htoaliu@gmail.com
56	Warren Gama	Vanuatu Skills Partnership	warren@vanatutvet.org.vu
57	Rothina Ilonoka	DWA	rinoka@vanuatu.gov.vu
58	Celine B	DWA	
59	David Kaenbo	DLA	dkaenbo@vanuatu.gov.vu
60	Sandy Moses Sawan	Health EOC	smoses@vanuatu.gov.vu
61	Jerry Timothy	VMGD	jtimothy@meteo.gov.vu
62	Glen Siba	VMGD	gsiba@meteo.gov.vu
63	Henry Kremuel	DoCC	hkremuel@vanuatu.gov.vu
64	Samuel Katipa	Education	skatipa@vanuatu.gov.vu
65	Kaltuk Kalomor	Livestock	kkalomor@vanuatu.gov.vu
66	Christina Bare-Karae	UN Women	Christina.bare-karae@unwomen.org
67	Gideon Mael	UNFPA	mael@unfpa.org
68	Vinola Rasu	NDMO	vinolarasu20@gmail.com
69	Samantha Nasak	NDMO	nasak.samantha@gmail.com
71	Tony Tavlili	NDMO	tavlitony@gmail.com
72	Steve Takau	NDMO	steevitakau@gmail.com
73	Christopher Nasak	NDMO	cmnasak@gmail.com
74	Samuel Tapo	MOH	ptapo@vanuatu.gov.vu
75	Jude Mloturala	PWD	jmloturala@vanuatu.gov.vu
76	Jimmy Naura	NDMO	jnaura@vanuatu.gov.vu
77	Charles Lini	MoCC	
78	Hagar Lini	MoCC	
79	Karen Bell	British High Comm	karen.bell2@fco.gov.uk
80	Jimmy Kalsarv	Police	jkalsarv@vanuatu.gov.vu
81	Mark P Bebe	ROC PMO	mbebe@vanuatu.gov.vu
82	Abelson Abel	NDMO	aabel@vanuatu.gov.vu
83	Alfred Baniuri	MALFFB	bania@vanuatu.gov.vu
84	Mark Vurobaravu	DARD	mvurobaravu@vanuatu.gov.vu
86	Abraham Nasak	NDMO	anasak@vanuatu.gov.vu
87	Christopher Sumto	NDMO	csumto@vanuatu.gov.vu
88	Mia Rimon	SPC	miar@spc.int
89	Kalwajin Skepha	Malampa Province	kalskepha@vanuatu.gov.vu
90	Esline Garaebiti	MoCC	gesline@vanuatu.gov.vu
91	Susan Ryle	DFAT	susan.ryle@dfat.gov.au
92	Annie Nicolas Benua	Save the Children	annie.benua@savethechildren.org.au
93	Richard Dirks	NZ High Comm	richard.dirks@mfat.gov.nz
94	Fremden Y	Vanuatu Skills Partnership	fremden@vanuatutvet.org.vu
95	Wycliff Jnr Bakeo	DSPPAC	wbakeo@vanuatu.gov.vu
96	Zoe T Ayong	NDMO	zayong@vanuatu.gov.vu
97	Juliette Hakwa	DSPPAC	jkhakwa@vanuatu.gov.vu
98	Betsy M	NDMO	
99	Philip Meto	NDMO	pmeto@vanuatu.gov.vu
100	Bronwyn	NDMO	

Day 2: Wednesday 15th July 2020			
	Name	Department/Organisation	Email
1	Dickson Tevi	Red Cross	odcoordinator@redcrossvanuatu.com
2	Johnny Bani	DLA	jbani507@gmail.com
3	Eddy Maliliu	Shefa	emalalau@vanuatu.gov.vu
4	Jackson Willie	DLA	jacksonwilliebulemaui@gmail.com
5	Leisau Kalsev	NDMO	ikalsev@vanuatu.gov.vu
6	Rihanna Brown	NDMO	rbrown@vanuatu.gov.vu
7	Wilson Daniel	NDMO	
8	Joyce Robert	DOWR	jmalau@vanuatu.gov.vu
9	Pallen A Philip	World Vision Vau	PallenAbraham_Philip@wvi.org
10	Joe Tjiobang	ADRA	joetjiobang@adra.org.vu
11	Jacqueline De Gaillande	NDC & Red Cross	ceo@redcrossvanuatu.com
12	Mike Waiwai	DoCC	mwaiwai@vanuatu.gov.vu
13	James Jacob	AA, DLA - Penama	batamal3@gmail.com
14	Gibson Bani	Penama	banig@gmail.com
15	Jeffry Wimbong	VMF(Police)	jwimbong@vanuatu.gov.vu
16	Kensly Michah	NDMO	kmichah@vanuatu.gov.vu
17	Ellis Silas	Vanuatu Skills Partnership	ellis@vanuatuskills.org.vu
18	Vamboe Molly	World Vision	Vamboe_Molly9@wv.org
19	Liku Jimmy	NZHC	Liku.Jimmy@mfat.govt.nz
20	Donale Pelam	NDMO	dpelam@vanuatu.gov.vu
21	Frida Sam	NDMO Comms Support	fridasam7@gmail.com
22	Vanessa Organo	Sanma Province / PEOC	vanessaorgano@hotmail.com
23	Janet Jack	IOM	jjack@iom.int
24	Abelson Abel	NDMO	aabel@vanuatu.gov.vu
25	Albert Ruddley	SG Sanma/ PGC	aruddley@vanuatu.gov.vu
26	Eric Durpaire	UNICEF	edurpaire@unicef.org
27	Melinda Natapei	KBC-Elevate	melinda.natapei@kbc-elevate.com
28	Jorge Bouchot	DSPPAC	jbouchot@vanuatu.gov.vu
29	Emily Deed	UNFPA	deed@unfpa.org
30	Samson Busai	NDMO- LOGISTICS	samson.Busai@careint.org
31	Augustine Garae	VRCS	redcross@vanuatu.com
32	Manson Taridenga	NDMO	mtaridenga@vanuatu.gov.vu
33	Leikita Kalorib	CARE	Leikita.Kalorib@careint.org
34	Ken Bebe	Penama Province	kenbebe079@gmail.com
35	Paul Jamran	Sanma PGC	pauljamaran1@gmail.com
36	Francis Simelum	KBC-Elevate	francis.simelum@kbc-elevate.com
37	Mark Vaughan	DSPPAC	kallista440@gmail.com
38	Johnny T Nimau	DoCC	Johnie@vanuatu.gov.vu
39	Jeff Lee	AHC/ROC	Jeff.Lee@DFAT.gov.vu
40	Berton Joes	NBV	Berton.J@nbv.vu
41	Michael Taurakoto	UN Resident Coordinators Office	michael.taurakoto@one.un.org
42	Lopanga Yerta	NDMO	lyerta@vanuatu.gov.vu
43	Ken Mana	NDMO	
44	Finola Rasu	NDMO	
45	Shantony Moli	Save the Children	shantonymoli@savechildren.org.vu
46	Gabriel Vusi Lai	VBTC	gvusilai@gmail.com
47	Judah Silas	Police	sjudah@vanuatu.gov.vu
48	Sandrine Benjimen	UNICEF	sbenjimen@unicef.org
49	Marie Jonah	MOET	mjonah@vanuatu.gov.vu
50	Paolo Malatu	DOWR	mpaolo@gmail.com
51	Ricardo Dominguez	FAO	ricardo.dominguezllosa@fao.org
52	Graham Nimoho	FAO	graham.nimoho@fao.org
53	Julia Marango	CARE	julia.marango@careint.org
54	Jessie Connel	IOM	jeconnell@iom.int
55	Nimarta Khuman	UN W/ DWA	nimarta.khuman@unwomen.org
56	Erickson Sammy	DoWR	esammy@vanuatu.gov.vu

Appendix 5: Resourceful Links

Shelter Cluster

- Shelter Cluster Vanuatu website
- <https://www.sheltercluster.org/pacific/vanuatu>
- Technical guidance for use, reuse and disposal of Tarpaulins
- <https://www.sheltercluster.org/vanuatu/documents/scv-tarpaulin-iec-guidance-v1-june-2020>
- Technical Guidelines for preparedness and response:
- <https://www.sheltercluster.org/vanuatu/documents/shelter-cluster-vanuatu-technical-guidelines-v31-draft>
- Environmental checklist for shelter response:
- <https://www.sheltercluster.org/vanuatu/documents/introduction-environmental-checklist-shelter-response-vanuatu>

Gender & Protection Cluster

- <https://ndmo.gov.vu/resources/downloads/category/31-gender-and-protection-cluster>

WASH Cluster

- <https://events.gov.vu/4w/>

Logistics Cluster

- <https://dlca.logcluster.org/display/public/DLCA/Vanuatu>
- <https://logcluster.org/preparedness/vanuatu>

Health & Nutrition Cluster

- <https://moh.gov.vu/index.php/pages/tc-harold>

Displacement and Evacuation Centre Management Cluster

- <https://ndmo.gov.vu/resources/downloads/category/2-evacuation-centres>

Emergency Telecommunications Cluster

- <https://www.etcluster.org/countries/vanuatu>

VANGO and Humanitarian Advisory Group (HAG) ; a research paper on TC Harold response during the time of assessment.

- <https://humanitarianadvisorygroup.org/wp-content/uploads/2020/06/TC-Harold-Practice-Paper-final-electronic.pdf>



For more information contact NDMO at 26570 or visit the NDMO Website: <https://ndmo.gov.vu>