

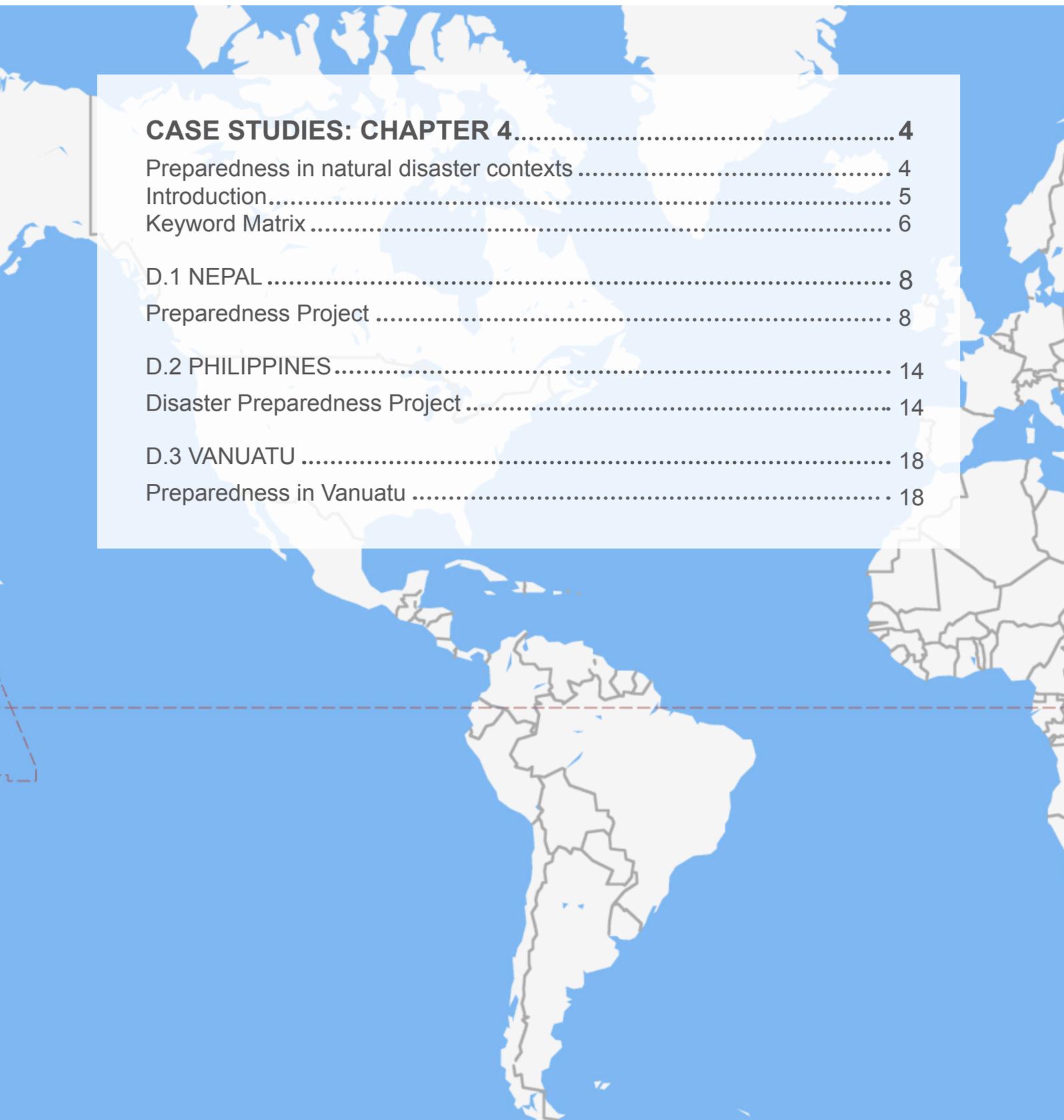
CCCM Case Studies

2016-2019

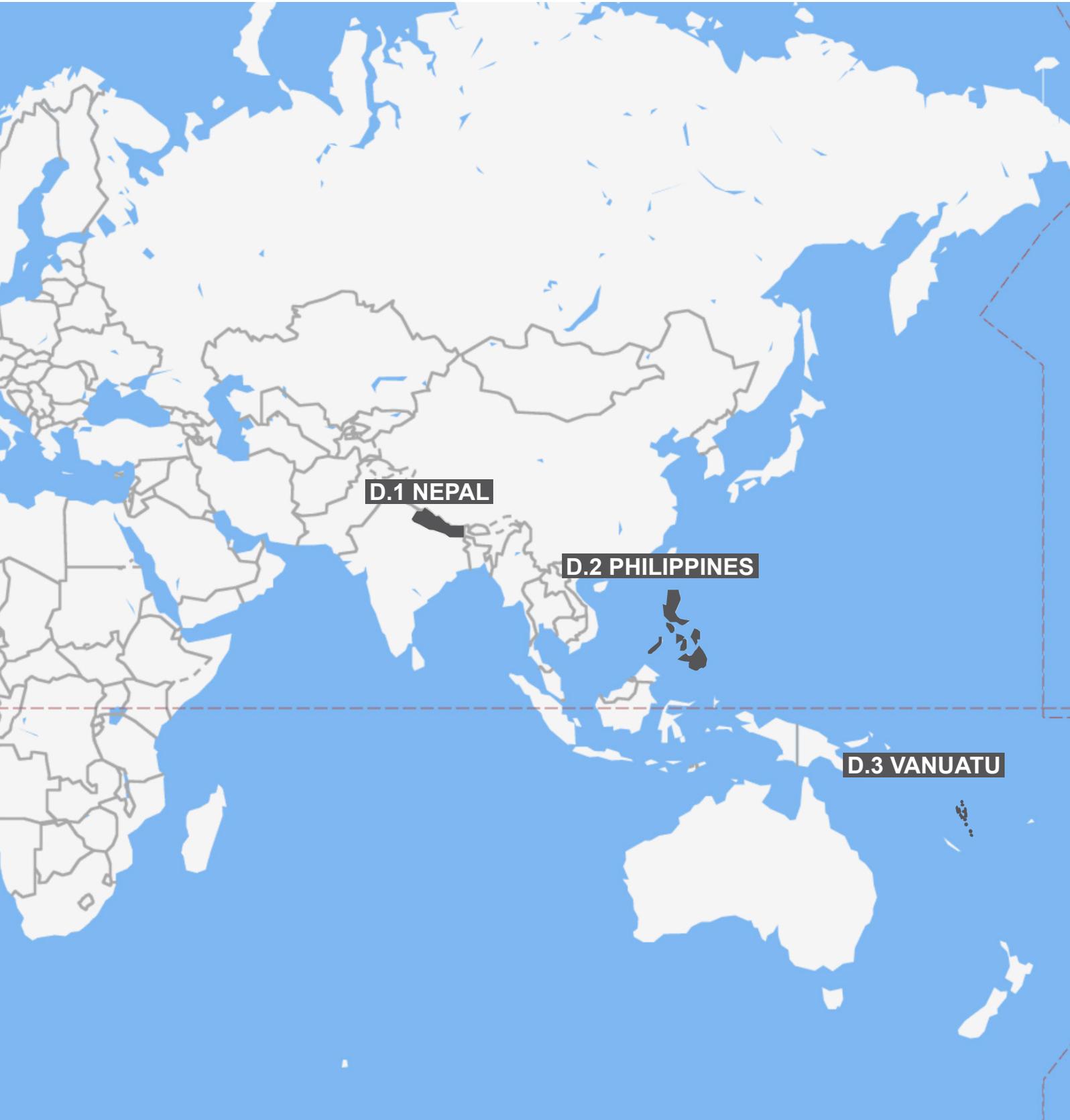
Online Publication: Chapter 4



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D.1 NEPAL

D.2 PHILIPPINES

D.3 VANUATU



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Case Studies: Chapter 4

Preparedness in natural disaster contexts

MEND

Mass Evacuations in Natural Disasters



Introduction

Preparedness is the ability of governments, professional response organisations, communities and individuals to anticipate and respond effectively to the impact of likely, imminent or current hazards, events or conditions. It means putting in place mechanisms which will allow national authorities and relief organizations to be aware of risks and deploy staff and resources quickly once a crisis strikes. By improving the speed and quality of assistance provided, preparedness can make a major difference in saving lives and reducing suffering.

Chapter 4 of the CCCM (Camp Management and Camp Coordination) case study collection focuses on preparedness programmes in national natural disaster response in three countries: Nepal (D.1), Philippines (D.2), Vanuatu (D.3).

The Case studies document examples of preparedness activities aimed to build both resilience and response capacity of communities, partner organisations and governments by putting resources and plans in place to better address future emergencies, increase the value for money of relief action and ensure that scarce resources are directed to where they will have the greatest impact.

The Global CCCM Cluster has helped implement preparedness activities supported by the Mass Evacuation in Natural Disaster (MEND) guide¹ at the request of several countries and national disaster management authorities.

¹ IOM MEND Guide

CCCM CASE STUDIES VOL.3

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Keyword Matrix

			 D.1 NEPAL 2011-2020	 D.2 PHILIPPINES 2017-2018	 D.3 VANUATU N/A
DISPLACED POPULATIONS		Refugees			
		Internally displaced			
		Returnees (refugees/IDPs)			
		Others of concern (e.g. migrants)			
LOCATION		Rural	●	●	
		Peri-urban			
		Urban	●	●	●
SETTLEMENT OPTIONS (ACCORDING TO SPHERE 2018)	RETURNED	Returnees			
	DISPLACED	Dispersed (rent / hosted / spontaneous)	●		●
		Communal (collective centres / planned sites / settlements / unplanned sites)			
CCCM RESPONSES/ APPROACHES		Formal / Camp Management			
		Site Management support			
		Mobile (response) teams	●		
		Community centres	●		
		Remote Management			
		Preparedness response	●	●	●
CCCM ASSISTANCE TYPE	REPRESENTATION	Community Participation	●	●	
		Capacity building	●	●	●
		Communication with Communities			
		Women participation			
		Governance structures			
	COORDINATION & MONITORING	Information management			●
		Site / community level coordination	●		
		Monitoring of services			
		Multi-sectorial assessment			
		Referral pathways			
	SITE ENVIRONNEMENT	Service mapping	●		●
		Disatser Risk Reduction	●	●	●
		Site / settlement planning			
		Care & maintenance			
		Inclusion / accessibility			
		Safety & security	●		
		Gender based violence			
	STRATEGIC PLANNING	HLP issues			
Durable Solutions					
Mentoring of local authority		●		●	
Localisation / local authorities				●	
STAKEHOLDER COORDINATION		Camp closure			
		District / area multi-stakeholder coordination	●	●	●

Planning



NEPAL PREPAREDNESS PROJECT

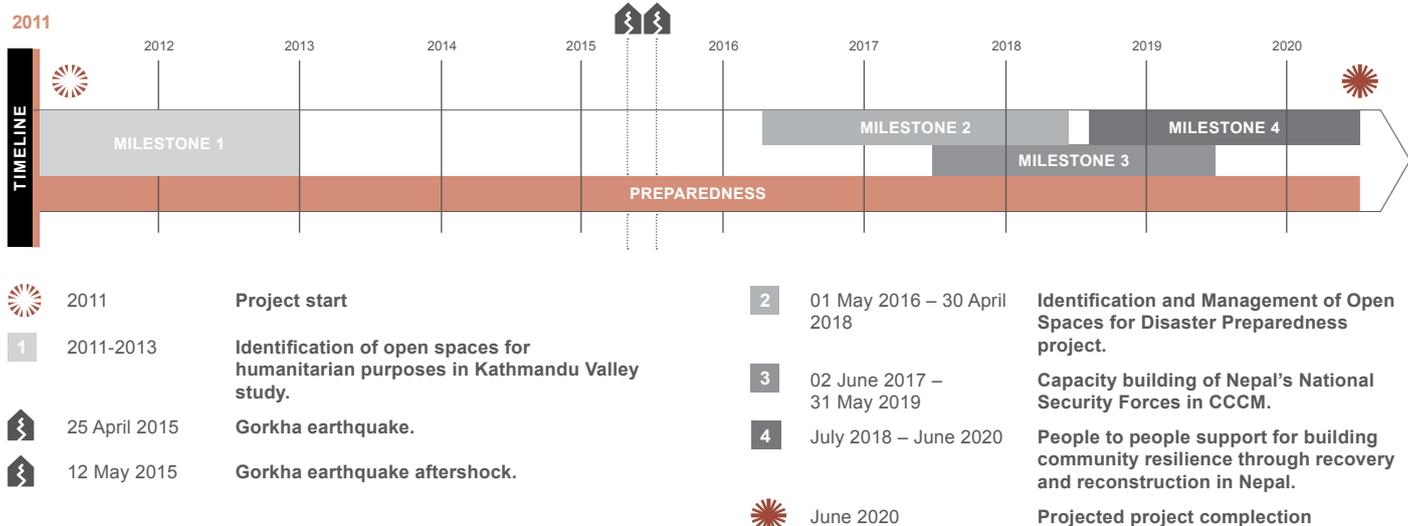
KEYWORDS:

PREPAREDNESS, DISASTER RISK REDUCTION, CAPACITY BUILDING OF LOCAL GOVERNMENT AND SECURITY FORCES, COMMUNITY PARTICIPATION

CAUSE OF DISPLACEMENT	Natural disaster	
PEOPLE DISPLACED	88,900 IDPs displaced in the 2015 April earthquakes ¹ 2.6 Million people displaced due to the two major Earthquakes in April and May 2015 in Nepal ²	
PROJECT LOCATION	<ol style="list-style-type: none"> 1. Kathmandu³ 2. Pokhara, Baglung, Tansen, Putali, Bazaar, Tamghas⁴ 3. Kathmandu, Itahari, Biratnagar, Hetauda, Bharatpur, Pathlaya, Pokhara, Butwal, Surkhet, Nepalgunj, Dipayal, Attanya⁵ 4. Kathmandu, Lalitpur, Gorkha, Dhading, Rasuwa, Sindhupalchowk, Dolakha⁶ 	
PROJECT DURATION	<ol style="list-style-type: none"> 1. Identification of open spaces for humanitarian purposes in Kathmandu Valley: 2011-2013⁷ 2. Identification and Management of Open Spaces for Disaster Preparedness (IMOS): 01 May 2016 – 30 April 2018 3. Capacity Building of Nepal Security Forces in Camp Coordination and Camp Management (CCCM) Response: June 2017 – May 2019 4. People to People Support for Building Community Resilience through Recovery and Reconstruction in Nepal: July 2018 – June 2020 	
NUMBER OF PEOPLE TARGETED BY THE PROJECT	Earthquake-affected population in target districts	
CCCM COORDINATION MECHANISM	Cluster activated in 2015 in response to earthquake	

SUMMARY:

Nepal has been at risk of multiple hazards, notably earthquakes and floods and there has been a continuing need to build community resilience following the devastation of the 2015 Gorkha earthquakes. The preparedness projects in Nepal focused on preparing for a mass displacement event by identifying open spaces and multipurpose infrastructure for use as emergency shelter. In addition, capacity building with local government officials and with local communities ensured that first responders to an emergency are prepared to establish and manage temporary settlements for displaced persons.



IOM Chief of Mission interacts with IDPs at CCCM Simulation site in Kathmandu

CONTEXT

Nepal has been highly disaster-prone, with risk of earthquake, landslide, flooding, glacial lake outburst floods, fire, drought and avalanche,⁸ with 80% of the country exposed to multiple natural hazards.⁹ In addition to disaster risk, Nepal has high levels of poverty and low levels of economic growth,¹⁰ which has reduced the ability of households to cope with and recover from shocks.

Earthquake risk has been particularly high in Nepal due to its geographic location near the boundaries of two tectonic plates,¹¹ which has created seismic activity and earthquake potential. Because of the location of these plates, Kathmandu has been the most at-risk urban area for earthquakes in the world,¹² with high population density and unregulated building creating additional barriers to risk reduction.

In 2015, the first Gorkha earthquake struck on 25 April with a magnitude of 7.8, causing widespread loss of life, destruction and temporary displacement. The Government of Nepal responded by launching relief efforts and calling on humanitarian partners

to assist in search and rescue and medical assistance. On 12th May, an aftershock reaching a magnitude of 7.3 struck, that created additional damage and exacerbating the needs. In the 14 districts prioritized for humanitarian response, an estimated 5.4 million people were affected.¹³

After the lessons learned from the 2015 earthquakes, a bill on Disaster Risk Reduction and Management (DRRM) was drafted. The 2017 DRRM Act focused on an effective DRRM effort which would prioritize disaster risk reduction and management across government sectors and levels, with a proposed Disaster Risk Reduction and Management Council chaired by the Prime Minister. The Government of Nepal envisioned the establishment of a National Disaster Risk Reduction and Management Authority (NDRRMA).¹⁴ The expectation of the NDRRMA was to provide financial, technical and managerial support to the Provincial Disaster Management Committee (PDMC), District Disaster Management Committee (DDMC) and Local Disaster Management Committee (LDMC) to develop policy and implement programs on disaster management.

PROJECT

SELECTION OF BENEFICIARIES

Selection of beneficiaries for the preparedness projects was done in coordination with the Government of Nepal in line with the Government's needs and priorities. The projects targeted municipalities that were:

- Earthquake affected
- Flood/landslide affected
- Hazard prone
- Population at risk/vulnerability
- Geographic diversity - plains (tarai), hills and mountains
- Need for capacity enhancement of the local government, national security forces, and local community on disaster preparedness and risk reduction.

CCCM ACTIVITIES

The preparedness projects were all in close collaboration with the government, particularly the Ministry of Home Affairs (MoHA), Ministry of Urban Development and Ministry of Federal Affairs and General Administration.

The purpose of the Camp Coordination and Camp Management (CCCM) projects on preparedness in Nepal focused on capacity building of first responders in CCCM and on comprehensive

mapping and identification of suitable spaces to establish emergency shelter in Nepal in the event of a disaster. This included open spaces that could be used to establish camps and buildings that could be used to host displaced people. The spaces that were pre-designated via these projects were assessed for suitability as displacement sites, including for hazard risk, living space, WASH facilities and land ownership.

Protection was integrated into the preparedness projects. There was a protection component well covered in all CCCM training, such as the legal protection framework, protection against Gender-based Violence (GBV) and Do No Harm principles. The project focused on the design of multi-purpose evacuation centres also integrated protection components by ensuring that the centres being built are friendly to vulnerable groups and incorporated the needs of women, children, PWDs and people with special needs/health conditions.

Humanitarian implementing agencies were working together with the Department of Urban Development and Building Construction (DUDBC) to revise the CCCM contingency plan and incorporating the scenarios of flood and earthquake. The revised plan was finalized as of March 2019.



Participants, facilitators and organizers pose for a group photo at the female-focused CCCM training in Pokhara

IMPLEMENTATION

Identification of open spaces for humanitarian purposes in Kathmandu Valley:

In the Kathmandu study, the spaces were assessed in terms of potential sheltering capacity in the event of a major earthquake while remaining within the living accommodation guidelines in Sphere as well as in terms of considerations of WASH, food and security.

The open spaces that were identified in the Kathmandu valley supported the communities in providing immediate shelter from threat of falling buildings and debris and as spaces where they could receive humanitarian assistance. Out of 83 open spaces, the rapid assessment showed that 38 open spaces were being occupied by 36,104 people (IOM, 2015).

In some of the open spaces, deep tube wells were also installed by agencies working on WASH issues to ensure access of displaced population to water facilities.

In 2019, as a part of P2P project, the implementing agency has plans to conduct monitoring of all 83 sites inside Kathmandu Valley to check if the sites were being encroached; re-map the critical facilities available around the 83 open spaces and prepare a report reflecting the status of the open spaces.

Identification and Management of Open Spaces for Disaster Preparedness (IMOS): The Identification and Management of Open Spaces for Disaster Preparedness (IMOS) project focused on the Kathmandu Valley and involved three major activities. The project promoted designated open spaces as part of disaster preparedness in 30 targeted communities, additionally establishing legal backing to protect the spaces from any further construction or encroachment. These community groups also took part in preparedness trainings and received tools such as Standing Operational Procedures (SOPs). Third, the project focused on building capacity at national and local levels in CCCM, with training modules adapted to the Nepal context. The trainings were targeted to the districts most affected by the 2015 earthquakes and included district/municipal authorities and members of the community to increase capacity to manage temporary settlements.

Capacity Building of Nepal Security Forces in CCCM Response:

The implementing humanitarian agency was working to enhance capacity of the National security forces (Nepalese Army, Nepal Police and Armed Police Force) in CCCM to ensure efficient and effective initial emergency response, apply international standards in camp management in future disasters. Capacity

building for this project focused on local responders, including coordination with the Ministry of Home Affairs, Ministry of Defence, Ministry of Urban Development, Department of Urban Development and Building Construction, the Nepalese Army, Nepal Police, the Armed Police Force and the Nepal Red Cross Society. The project included targeted capacity building through a Training of Trainers (ToT) which then lead to master trainers rolling out local and district trainings. Practical skills were tested through a large-scale simulation exercise as part of the ToT in Kathmandu, with discussion with the master trainers on adaptations for local scale simulations. The entire training processes were additionally captured on video to develop a video documentary to raise awareness about CCCM and to share good practices.

People to People Support for Building Community Resilience through Recovery and Reconstruction in Nepal:

This project was a support to the Government of Nepal's disaster risk reduction efforts with a three-part intervention. The project was constructing 8 multipurpose community centres to be used as evacuation centres in an event of a disaster. These structures were chosen because they were near open spaces that were designated for humanitarian purposes in a disaster event. Further on, the project was also developing a mobile application to provide information around open spaces and available services identified in different provinces throughout Nepal.

The project also included a training component, focused on local communities around open spaces, including practice drills. This project included a focus on women by working with an order of Buddhist nuns – the Kung Fu Nuns – to raise awareness about risks of human trafficking and gender equality.

IMPACTS OF THE PROJECT

By identifying open spaces and building awareness around these spaces, communities at risk have safe places for evacuation in case of a major earthquake or other natural disaster. These spaces were equipped - as much as possible - with infrastructures to create safe temporary displacement sites. The capacity building projects have strengthened the ability of the National Security Forces and other first responders improve the quality of life and dignity of affected populations during displacement. The preparedness projects practically demonstrated the commitment of the Government of Nepal to disaster risk reduction and management. The importance of identification of open spaces for preparedness and risk reduction was also reflected in the National Policy for Disaster Risk Reduction 2018.



CCCM Training for the Nepal Army, Nepal Police and Armed Police Force

ACHIEVEMENTS, CHALLENGES AND LESSONS LEARNED

ACHIEVEMENTS

- Master Trainers from all three security forces – Nepal Army, Armed Police Force and Nepal Police – were now rolling out CCCM trainings, for the security forces in each of the 7 Provinces.
- The projects that worked on identifying open spaces have led to protection of these spaces through gazette notification which prevented further encroachment of the sites.
- Community awareness campaigns and trainings on the importance of protecting open spaces have been effective to sensitize the local population to use their local resources to save lives during a disaster.
- Community-based orientation and interaction with the program increased the participation of women.
- As a part of ongoing P2P project, the 5 earthquake-affected municipalities and rural municipalities were being supported in the identification of open spaces together with the mapping of evacuation routes and critical structures. P2P has been in its initial phase but plans to build 8 evacuation centres in each of the 8 project areas.

CHALLENGES

- Ensuring that the identified open spaces remained open, unbuilt and unoccupied was a challenge. Some areas were encroached upon even with protected through gazette notification.
- Identification of large open spaces to use for humanitarian shelter in the hilly terrains of Nepal is itself a challenge. Therefore, the implementing humanitarian agency has not only considered large but also small open spaces to provide refuge to the displaced population.
- In relation to the construction of evacuation centres, finding a flat plot of land in the hilly terrain for constructing an earthquake resistant structure is a challenge.

LESSONS LEARNED

- The new federal system of Nepal now has three tiers of Government. While the transition phase is ongoing to devolve power to the local level, it is essential to continuously engage with the local governmental level.
- The project, focused on capacity building of security forces, found it important to develop a tailored CCCM training package aimed at improving camp management in line with international standards.



¹ OCHA

² Global Report on Internal Displacement, Norwegian Refugee Council 2016

³ Identification of open spaces for humanitarian purposes in Kathmandu Valley.

⁴ Identification and Management of Open Spaces for Disaster Preparedness (IMOS).

⁵ Capacity Building of Nepal Security Forces in Camp Coordination and Camp Management (CCCM) Response.

⁶ People to People Support for Building Community Resilience through Recovery and Reconstruction in Nepal.

⁷ This activity was carried out by IOM in close coordination with MOHA and carried out with internal funding. The process of identification of open spaces started around 2008 and the list was updated in 2011. Gazette notification for the protection of the spaces was published by the Government of Nepal in April 2013.

⁸ Government of Nepal Disaster Risk Reduction Portal

⁹ GFDRR

¹⁰ ODI

¹¹ Asian Disaster Reduction Center (ADRC)

¹² GFDRR

¹³ OCHA

¹⁴ IOM (2018) Project Information Sheet, [Technical Support to Government of Nepal to Implement Disaster Risk Reduction and Management Act](#).

PHILIPPINES DISASTER PREPAREDNESS PROJECT

KEYWORDS:

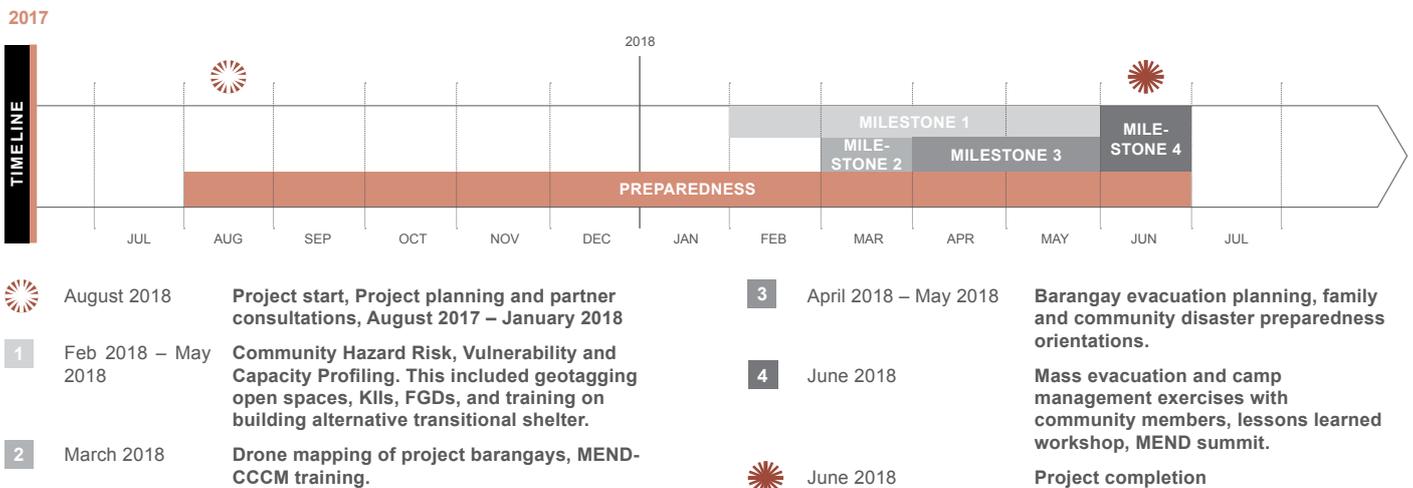
PREPAREDNESS, URBAN, DISASTER RISK REDUCTION, COMMUNITY PARTICIPATION, CAPACITY BUILDING

CAUSE OF DISPLACEMENT	Natural disaster
PROJECT LOCATION	Metro Manila: Quezon City, Navotas and Pateros
PROJECT DURATION	August 2017 - June 2018
NUMBER OF PEOPLE TARGETED BY THE PROJECT	972,700
CCCM COORDINATION MECHANISM	Sector/working group (operating in another part of country)



SUMMARY:

The Mass Evacuations in Natural Disasters (MEND): Disaster Risk Reduction and Resilience Building in Metro Manila’s Most Vulnerable Cities project aimed to build the resilience of the vulnerable populations constantly threatened by natural disaster, particularly the threat of a major earthquake. The project targeted the most vulnerable urban poor communities, particularly the informal settlements and slum areas along rivers and water ways. The preparedness approach of the project focused on capacity building with both local authorities and community members through gathering information about the target communities, hands-on trainings to refine and adapt local contingency plans and a final simulation exercise to stress test the evacuation plans.





IOM Chief of Mission interacts with IDPs at CCCM Simulation site in Kathmandu

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CONTEXT

The Philippines has been one of the most disaster-prone countries in the world,¹ with risk of cyclones, earthquakes, floods, landslides, tsunamis, volcanic eruptions and wildfires,² as well as conflicts in Mindanao. Metro Manila, the most populous region of the country,³ intersected by the active West Valley Fault System, which has the capability of producing earthquakes with a magnitude of 7.2.⁴

The Philippine government has been investing in preparedness efforts, with efforts ranging from the National Disaster Risk Reduction and Management Council (NDRRMC) at the national level to the LGUs (Local Government Units) at the local level. The NDRRMC has included preparedness in the National Disaster Risk Reduction and Management Plan and barangays (the smallest geographical unit of government in

the Philippines) tend to have contingency plans in place should disaster strike. However, contingency plans tend to be generic rather than contextualized and because plans may not have been tested through simulation, may have gaps.

The cities of Quezon City, Navotas and Pateros, the target cities of the MEND project, are located in high risk areas and already had contingency plans in place. However, these plans were not often actively engaged with or not adapted to context. To support ongoing efforts in disaster preparedness in the Philippines, IOM joined with LGUs in these target cities to build resiliency in informal settlements and slum areas that were prone to flooding and earthquake. The goal of the project was to increase the capacities of the existing local actors and communities through training initiatives and simulations.

PROJECT

SELECTION OF BENEFICIARIES

The cities of Quezon City, Navotas and Pateros were proposed as target cities for the project due to a variety of factors. The implementing agencies worked with Metro Manila Development Authority (MMDA) to determine which cities have unique cases for mass evacuations, and then did a physical assessment in each city to check for available open spaces. Within each city, a number of families were selected by the local governments to participate in the Family and Community Disaster Preparedness Orientations. The project relied on the knowledge of local government officials to select the families who would benefit most from the orientation and participation in the simulation.

CCCM ACTIVITIES

The National Disaster Risk Reduction and Management Plan of the Philippines (NDRRMP)⁹ recognizes the CCCM needs of a population following a disaster. The Plan included outcomes around addressing temporary shelter needs and providing basic social services and mental health services to the affected population and host communities. A background in CCCM helped communities and local authorities to manage evacuation sites to meet the needs of displaced populations in line with both CCCM standard practice and the NDRRMP. Identifying appropriate open spaces and developing community-based emergency plans were important parts of disaster preparedness for communities in the event of mass displacement. The Mass Evacuations in Natural Disasters (MEND): Disaster Risk Reduction and Resilience Building in Metro Manila's Most Vulnerable Cities project aimed to improve the disaster risk reduction capacity of the existing local actors and communities through technical assistance and training on evacuation and displacement management.



Navotas Simulation Exercise

© IOM / Francis Borja

IMPLEMENTATION

The Displacement Tracking Matrix (DTM) was adapted to create profiles of community hazard risk, vulnerability and capacity. The process used was adapted from the assessment process in disaster response. The MEND Guide was used to develop questions to profile areas that are vulnerable to large displacement. The assessments of the community included Focus Group Discussions (FGDs) with LGU personnel and community members, particularly engaging segments of the population with vulnerabilities that could be exacerbated in displacement, such as youth, women and persons with disabilities. The assessments also included Key Informant Interviews (KIIs) to assess vulnerability in the community as well as local knowledge about disaster response. While the teams were conducting assessments, they were also geotagging open spaces in the communities to note potential evacuation sites.

The next piece of the project was a week-long training covering both technical and social aspects of CCCM, including focus on the rights of the displaced in times of crisis. The participants were also able to conduct a table top exercise to simulate an evacuation camp based on Sphere Standards and were able to work with maps of the project neighbourhoods.

Barangay evacuation planning built on the results of the MEND-CCCM training and allowed the LGUs to transfer knowledge from the training to the barangay level. Assessments of open spaces were ongoing as participants in the planning phase were able to discard some of the geotagged spaces due to local risks such as tall buildings nearby and were able to suggest additional viable open space options. The project barangays were mapped by drones to produce high quality visual images of the local neighbourhoods, including open spaces, roads and walkways. These maps were used to plot evacuation pathways based local knowledge of their neighborhoods.

Community members, selected by the LGUs and barangay officials, participated in Family and Community Disaster Preparedness Orientations. Community members were able to give feedback on the proposed evacuation routes and to draw a route from their house to the open space on a drone map. The Family and Community Disaster Preparedness Orientations were the last step to take the project training from the city government to the household level.

The trainings culminated in large-scale evacuation simulations involving several hundred participants each. Several months before the simulations, there were trainings for local committee members to properly store, build and dismantle Alternative Transitional Shelters. Several days before the simulation, a cash for work initiative engaged these trained committee members as well as additional community members to set up the Alternative Transitional Shelters that were used in the simulation and donated to the cities for future use, as well to set up tents provided by the Department of Social Welfare and WASH facilities.

The simulations included partner organizations and government departments, with the aim of including the stakeholders who would be involved in an actual disaster response. For example, the NGO Accord participated, the Filipino Red Cross provided the WASH facilities, and the Department of National Defense and the national police provided security and halted traffic. The aim was to involve all actors who would be involved in a disaster response in the simulation.

Following the first two simulations in Pateros and Navotas, a lessons-learned activity was planned to record experiences and to gain insight. This feedback helped with the preparation of the third simulation in Quezon City, which was a larger simulation involving approximately three times as many participants.

A final MEND summit was the culmination of the project and was built around a presentation of the project outputs to other prospect cities in the Philippines as well as to donors and other stakeholders. The summit was an opportunity to showcase how the project addressed mass evacuation from the bottom up with community engagement and participation and from the top down with trainings and planning with government authorities.

IMPACTS OF THE PROJECT

- Positively impacted contingency planning in the target cities by establishing a process to involve communities and local authorities jointly in evacuation planning.
- The MEND summit allowed disaster risk reduction authorities in the target cities to present how the project was built up step by step, beginning with the community hazard risk, vulnerability and capacity profiling. This debrief at the MEND summit allowed cities interested in replicating the project to understand the importance of each step in the process and reinforced the importance of integrating the community into the evacuation planning process for the target cities.
- The drone mapping drew interest from prospect cities, who expressed interest in undertaking the mapping exercise to evaluate their own evacuation plans. The maps reinforced the importance of having baseline maps and plans for different barangays based on context.
- The MEND project has potential to impact contingency planning in the Philippines, as the national government has interest in the project and the comprehensive process used to develop the plans at the community level. There may be further opportunity to adapt the project to non-urban contexts for contingency planning in rural or hard to reach areas.



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Focus Group Discussion



ACHIEVEMENTS, CHALLENGES AND LESSONS LEARNED

ACHIEVEMENTS

- The preparedness actions taken through the project allowed communities to build resilience.
- Inhabitants of the high-risk neighbourhoods now know their evacuation routes, have emergency supplies on hand, determined roles and responsibilities for each family member during a crisis event, and importantly, have tested their level of preparedness through simulation.
- The Gawad Kalasag National Award,⁶ earned by the Disaster Risk Reduction and Management Council of Quezon City in the Highly Urbanized City category for their presentation of their participation in the MEND project. The Gawad Kalasag was awarded to Quezon City for their achievements in prioritizing disaster resilience.

CHALLENGES

- Due to the Marawi conflict, implementing agency staff were deployed for emergency response, which delayed the project start date. The project unfolded on a tight schedule. This increased the burden of planning on local authority partners as well as on implementing agency staff.
- In an actual mass evacuation event, there was a need for multiple open spaces to shelter the affected population. Families noted the closest viable open space to their home during the Family and Community Disaster Preparedness Orientations, but the simulations used only a single open space, which would not necessarily be the sheltering space for the participating families. However, running the simulation in multiple open spaces at the same time would have required a sharp increase in resources and planning coordination.
- Smaller barangays may not be able to afford to run the simulation step of the process, which proved to be a critical way to stress test evacuation plans developed by barangays and community members.
- An additional external challenge was an election in the middle of the process, impacting the schedule as government officials running for office, were not able to act in their official capacities.

LESSONS LEARNED

- It is important to design programming from with input coming from all levels of society. The project constantly gathered feedback from top to bottom, from community inhabitants to local government unit authorities.
- The project gained buy-in by maintaining local authorities in the lead during the trainings and planning. The implementing agency served as a facilitator, but the contingency plans in each barangay are owned by the community.
- Community members informed the entire process, from the initial assessment stage to the final feedback after the simulation. It was critical to involve the affected population to truly build resilience in a community.
- The final summit allowed local authorities to emphasize the importance of building up to the simulation by first undergoing comprehensive trainings and orientations to their peers.
- The simulations were an opportunity to stress test local contingency plans and local stakeholders and brought together an array of community members, local authorities and civil society organizations.

¹ OCHA. N.d. [The Philippines](#).

² [The Global Facility for Disaster Reduction and Recovery \(GFDRR\)](#). 2017. [Philippines](#).

³ [Republic of the Philippines Department of the Interior and Local Government](#). N.d. [LGU Directory](#).

⁴ [Philippine Institute of Volcanology and Seismology](#). 2015. [The Valley Fault System in Greater Metro Manila Area Atlas](#).

⁵ [Republic of the Philippines National Disaster Risk Reduction and Management Council \(NDRRMC\)](#). 2011. [National Disaster Risk Reduction and Management Plan](#).

⁶ [Quezon City Local Government](#). 2018. [Quezon City Awarded best DRRMC in Highly Urbanized Category](#).



VANUATU PREPAREDNESS IN VANUATU

KEYWORDS:

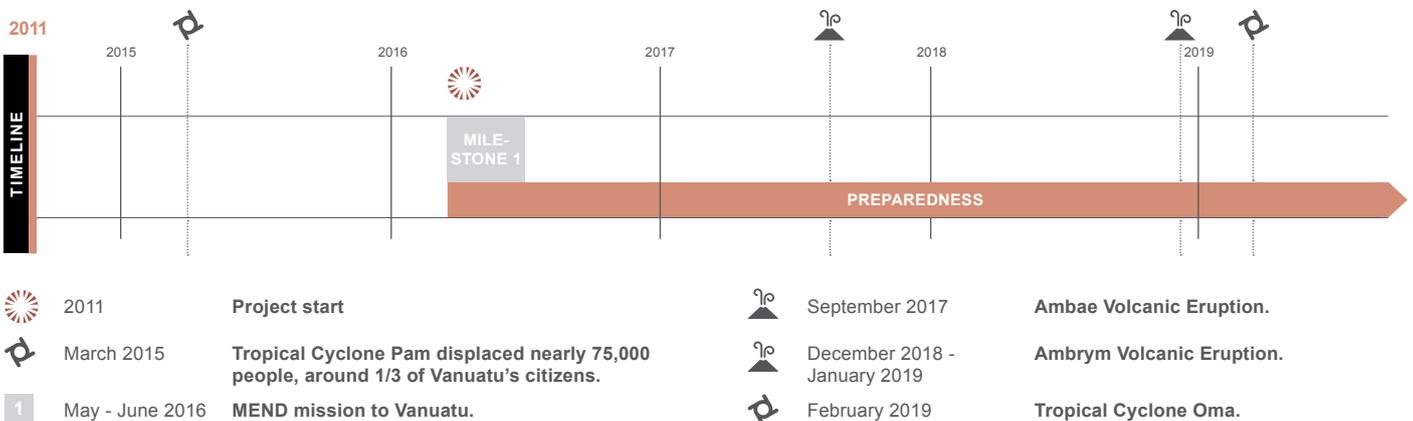
PREPAREDNESS, DISASTER RISK REDUCTION, COMMUNITY PARTICIPATION, CAPACITY BUILDING, INFORMATION MANAGEMENT

CAUSE OF DISPLACEMENT	Natural disaster
PROJECT DATE	Preparedness focus large-scale evacuation during volcanic eruption (Manaro volcano eruption, Ambae Island, 2017-2018) - aftermath of tropical cyclone Pam (2015).
PROJECT LOCATION	Port Vila, Vanuatu (National Emergency Operations Center), MEND mission focused on three regions - Islands of Ambae, Gaua, Tanna and Ambrym .
NUMBER OF PEOPLE TARGETED BY THE PROJECT	11,000 (Ambae) + 75,000 (TC Pam)
CCCM COORDINATION MECHANISM	Evacuation Centers/CCCM Working Group active.



SUMMARY:

The MEND mission in Vanuatu was requested by the Government of Vanuatu in order to strengthen the disaster management processes of the humanitarian actors in the country and to promote disaster risk reduction, preparedness and response activities. A draft National Evacuation Plan was developed, incorporating sub-plans for three high-priority areas as indicated by the Government. Given Vanuatu’s high vulnerability to disasters, the mission sought to provide concrete guidance on ways to improve preparedness and decrease vulnerability for the local population, including those most at risk during displacement and disaster.





Ambrym Earthquake and volcano January 2019.

CONTEXT

Vanuatu is an archipelago island nation situated in the South Pacific, part of the Melanesian group. It has a population of approximately 260,000 people and it is made up of 83 islands, 65 of which are inhabited. There are three main urban developed areas located on the islands of Efate, Espiritu Santo and Tanna. The country is sub-divided into six provinces, and governance and administration are highly decentralized.

Vanuatu was consistently ranked the world's most at-risk country for natural disasters. Its location exposes it to geohazards such as cyclones, tsunami, volcano activity, earthquakes, mudslides and flooding. At the same time, climate change has impacted many communities in outer islands previously reliant on subsistence fishing and farming, triggering some communities to migrate to urban areas. This migration has often resulted, at least temporarily, in a breakdown of customary social structures through which communities prepared for and responded to natural disasters and other challenges for centuries.

Vanuatu has a robust institutional framework regarding disaster management, including a 2016 – 2030 national Climate Change and Disaster Risk Reduction Strategy, as well as a National

Policy on Climate Change and Disaster-Induced Displacement Policy, adopted in 2018. The National Disaster Management Office (NDMO) oversaw emergency response, which included support to people who chose to relocate, while the Prime Minister's Office (PMO) oversaw permanent resettlements.

While there have been significant improvements in Vanuatu's national disaster warning and alert systems, the ability of local authorities to manage mass evacuations – which required consistently updated local planning and preparedness – has still been limited. In addition, plans developed at the national level were sometimes slow to be adopted and used at the provincial and community level, especially as Vanuatu's 81 outer islands differed greatly in terms of geography, accessibility, coping mechanisms and infrastructure of their three main urban areas. Operational capacity was challenged by geography, infrastructure, delegation of authority, and lack of presence at the community level, which was further impacted by the extreme remoteness of many locations. Given limited capacities, the government focus was on reduction of disaster risk through improving communities' and local authorities' planning and preparedness.

PROJECT

SELECTION OF BENEFICIARIES

Four islands were selected with the support of the government to further develop island-specific plans. These islands – Ambae, Ambrym, Tanna and Gaua – were chosen based on their susceptibility to volcanic eruption, which often required mass evacuation due to dangers posed by the eruption itself, subsequent seismic activity, ash fall, acid rain and other noxious gases resulting in contamination of water supply and soil. The displacement tracking matrix (DTM) was rolled out in 5 governorates, providing training for local authorities on collecting initial baseline registration data, and providing regular updates through existing local authorities' reporting structures. This system was also piloted with Evacuation Center (EVC) managers, many of whom were associated with schools or churches used as evacuation centers.

CCCM ACTIVITIES

As Vanuatu was exposed to a variety of different disasters which triggered displacement, the type of displacement was usually dictated by the type of disaster. For instance, a quick on-set disaster which inflicted sudden damage then retreats, such as Tropical Cyclone (TC) Oma in 2019 resulted in a large amount of displacement to evacuation centres, such as schools, churches and public buildings (Collective Centres). When the disaster was over (the Red Alert level has been removed) affected persons were able to return home and start to rebuild. The total time displaced was generally from 1 – 3 weeks. In a large-scale emergency with massive damage such as tropical cyclone Pam, many evacuation centres were overcrowded leading to the establishment of informal settlements by families with destroyed homes and properties.

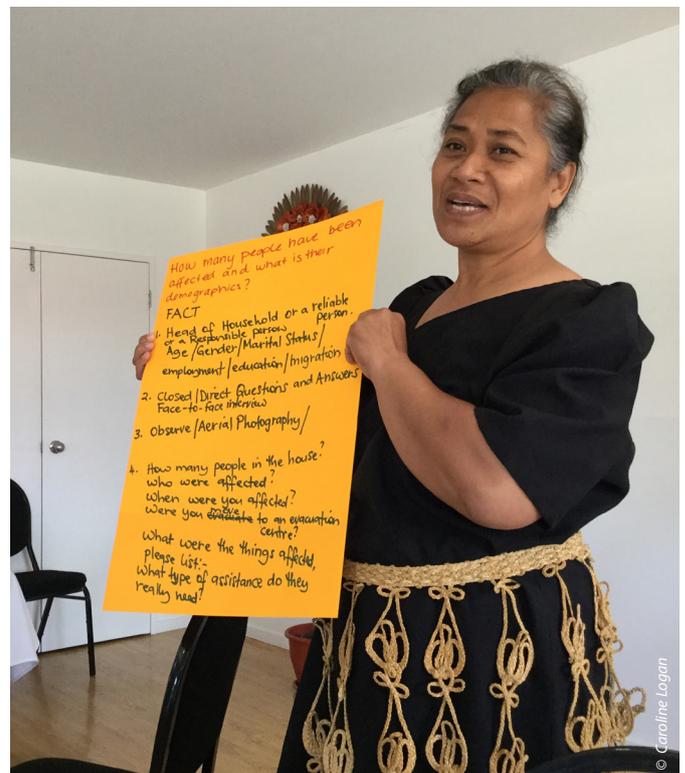
On the other hand, slow-onset and longer-term disasters such as volcanic eruptions, climate change-induced sea level rise, soil erosion and decreased soil fertility may see large numbers of people displaced semi-permanently or permanently. For example, during the 2017 – 2018 eruption of the Manaro volcano on Ambae, approximately 11,000 people were evacuated from the islands due to physical danger from eruption as well as toxic gases and ashfall. Due to the continual danger of eruption as well as long-term negative effects of ashfall and toxic gases etc., families were displaced initially into evacuation centres to wait and prepare for longer-term solutions. They were then moved onto "second home sites" which were purpose-built areas (although with very limited services) to allow affected families to self-build shelters on other islands where they could flee in the event of another eruption, without relying on government coordination and assistance. Many also settled with host communities for longer-term stays, often putting significant burden on the financial and natural resources of these communities. This led to significant difficulties in distributions, registration and other centralized services as the displaced communities were dispersed throughout different communities and across different islands.

Coordination was a core function of NDMO and was one of the main challenges in Vanuatu primarily due to the remoteness of many islands, lack of clear delegation and communication channels between national and provincial levels, and from the provincial to community levels. Assessments and registration

processes were rarely well-coordinated or harmonized due to these issues, and information does not always flow to the community (or from community to authorities) in an effective manner – although progress has been made in using traditional and social media to share alerts around risk and updated from Vanuatu Meteorological and Geohazards Division (VMGD) and NDMO.

MEND formed a portion of a broader intervention aimed at supporting local authorities and communities to prepare for displacement related to climate change or natural disaster. This included formal training and capacity building activities on evacuation centre management (based on the SOPs for operations and management), as well as a national exercise to select, assess and map the evacuation centres available for communities and work with infrastructure and shelter colleagues to improve the structure to meet disaster resilience requirements. The government and partner agencies were also working to establish a national-level Displacement Tracking system using tools and methodology from the global DTM, with pilots being deployed for the Ambae, Ambrym and tropical cyclone Oma disasters in 2018-2019.

This approach broadly looked at adapting global best practice around camp coordination camp management interventions to out of camp displacement in the Pacific context. Focused on improving information management through effective, locally appropriate displacement tracking, complaint and feedback/ community mobilization, better coordination and monitoring of service provision.



Tonga training, November 2018



Drone training

IMPLEMENTATION

In 2016, a project in Vanuatu built around the Global CCCM Cluster's MEND (Mass Evacuation in Natural Disasters) Guidelines was requested by the Government of Vanuatu to strengthen disaster management in the country by humanitarian actors and to promote disaster risk reduction, preparedness and response in communities. The MEND mission was carried out under the leadership of the regional UN Resident Coordinator and in collaboration with the NDMO and other national and regional counterparts including the VMGD of the Ministry of Climate Change Adaptation (MCCA) and the Vanuatu Humanitarian Team (VHT).

The MEND guidelines sought to clarify coordination processes and channels, and highlighted the existing coordination structures, including the flow of decisions and communication from the Council of Ministers to the NDMO Director to the National and Provincial Emergency Operation Centres (NEOC, PEOC). The MEND exercise also had a particular focus on understanding and setting plans to mitigate threats faced by women and girls during displacement.

The mission methodology was based on the MEND Operational Guide and broadly followed the MEND structure, incorporating the following phases:

- Pre-Event / Strengthening Preparedness
- Early Warning / Public Information
- Decision / Activation of Evacuation Procedures
- Warning Stakeholders
- Evacuation to Safe Locations
- Emergency Shelter and Relief
- Towards Recovery-Return and Integration or Relocation and Settlement

Special emphasis was placed on Evacuation Centres, Early Warning Systems and Information Management during Evacuations. The MEND mission used workshops, tabletop exercises, key informant interviews, and direct field assessments to create a comprehensive picture of the mass evacuation needs at national and island level.

The mission was attended by 14 team members from various UN, government and non-government agencies (further described below). The team led several workshops and held key informant interviews, attending cluster and coordination meetings during their stay, to better evaluate and provide feedback. Team members also assessed current documents, SOPs, and contingency plans.

Team Composition/Functions:

1. Team Leader / Coordination/Liaison
2. Deputy Team Leader / Information/Logistics
3. Risks / Hazards and Early warning systems specialist
4. Communications / Assessments
5. Coordination / Assessment
6. MEND Expert
7. CCCM / Collective Centres
8. CCCM Rapid Response Officer
9. Emergency Operations Centres / DRM Specialist
10. Disaster Management / Liaison
11. Shelter and Settlements Expert / GoV Liaison
12. IM / Reports
13. GIS / Mapping
14. ICT Support
15. Administrative Support
16. Senior Provincial Liaison Officer.



Maewo field assessments, August 2018

IMPACTS OF THE PROJECT

The overall project goal was to save and protect the lives of people exposed to actual or imminent danger through their timely and rapid movement to safer locations, and to provide a tool to assist planning bodies in the development or refinement of evacuation plans in accordance with emergency management and humanitarian principles.

Key outputs achieved prior to the mission included the Evacuation Infrastructure Guidelines, which were already approved by NDMO and shared with key Ministries including Education and Public Infrastructure actors; along with the MEND Operational Guidelines. Key outputs achieved during the mission included the completion of the National MEND Draft Guidelines, the drafting of Island Annexes (finalized in January 2017 to meet national guidelines), and documentation of key findings.

In April 2018 a state of emergency was declared because of volcanic eruption in Ambae that brought ashfall and acid rain. The state of emergency was extended until November 2018 while over 11,000 people were displaced from the island. At the same time, a small-scale cyclone in the northern province, as well as a volcanic eruption and earthquake in the central province required an additional emergency response. In early 2019, category 2-3 cyclone tropical cyclone Oma hit four provinces, including three already heavily impacted by volcanic eruption, earthquake and previous cyclone (Penama, Sanma, Malampa provinces).

Warning systems both traditional and modern were employed and no fatalities were recorded, although communities suffered from loss and damage to property, agricultural fields and

livestock. In addition, because tropical cyclone Oma hit those islands which were already hosting persons displaced from Ambae and other evacuations, there was a strong focus from NDMO and humanitarian actors to ensure those evacuee families living in temporary shelters were provided support in moving to evacuation centres.

Some general recommendations of the Ambae evacuation plan were referenced during the Ambae response in 2018: namely, the suggestion that those who could self-evacuate to areas where they had family ties should be allowed to do so, whereas those who had no family ties or ability to self-support would be supported by the government to evacuate to a neighbouring island and provided with limited shelter and food assistance. The geographic grouping of evacuations on islands proceeded along the same lines as suggested in the MEND guide. However, the plan itself was not referenced regularly, and greater training for NDMO Provincial Disaster Officers and DLA provincial authorities was required to ensure the plan was referenced and updated as necessary.

At the national EOC level, during the Ambrym response in late 2018-early 2019, the NDMO Director called for a task force including provincial authorities, who were given technical support to update the Ambrym MEND plan to prepare for potential escalation in seismic and volcanic activity which would require quick off-island evacuation. This included revisions of affected communities and their potential evacuation routes based on updated risk projections from the Vanuatu Meteorological and Geohazard Division.

ACHIEVEMENTS, CHALLENGES AND LESSONS LEARNED

ACHIEVEMENTS

- The MEND project helped build NDMO capacity by using an “on the job” experiential training model, as NDMO staff involved were able to build their planning skills during the mission.
- The MEND Guidelines were adapted to specific islands to form more practical outputs which provide concrete details such as availability of vehicles, Evacuation Centres, Staff and routes.
- Communities were consulted and involved in the drafting of plans, which triggered greater thinking around their own preparedness.
- The project triggered a national process of evacuation centre selection and mapping (ongoing) and critical services mapping.
- The project triggered a request for increased support to capacity building for local authorities, NGOs, community leaders and other stakeholders on displacement management, evacuation centre management, site planning (for planned relocation for long-term disasters) and displacement tracking.

CHALLENGES

- The MEND project needed a follow up project to support with awareness at community or provincial level and simulations based on the guidance.
- Plans need to be updated regularly to account for changes in population, infrastructure, availability of staff and resources etc.
- Frequent turnover in NDMO and other government staff meant that introduction to the MEND – how it was developed, how it should be used, how it should be updated – should be included in induction for new NDMO staff.
- It would have been good to link with other preparedness activities such as Disaster Ready school curriculum.

LESSONS LEARNED

- Government ownership was essential as MEND involves both technical operational guidelines, but also a decision-making process around ‘triggers for action’ which required high level Government actors; the document (and any SOPs) need to be ‘live’ and updated regularly as changes on the ground occur.
- MEND provided good guidance on what to think about, but more detailed planning (groundwork, government meetings etc) must be in place to respond to the questions that come out of the MEND activities.
- Preparing for the mission – ensuring advance coordination with both local government and customary chiefs and community leaders. This allowed for adequate time on each island to reach remote areas and ensure proper consultation with the community.
- Involvement of police or military actors – who often take lead in evacuations (Bill for the Disaster Risk Management Act No. of 2018).
- Involvement of private sector - In Vanuatu they were often called on to assist in evacuation by providing transport etc.
- Based on feedback from affected communities during Ambrym and Ambae volcanic eruptions and subsequent evacuations, there was limited awareness from provincial officials and affected communities on the availability of the island-specific MEND plans, and there was also a desire for these plans to be presented to affected communities accompanied by training or simulations.
- Ensuring that there was a plan and timeframe in place, including assigned focal points, to routinely update MEND plans was key to ensure their continued usefulness/relevance. This process can also serve as an opportunity to provincial authorities and at-risk communities to review their preparedness levels.
- Based on cyclone and tsunami simulation exercises carried out by the NDMO in Tanna island, it would be recommended that a Training Of Trainers (TOT) be given for provincial authorities including Community Disaster and Climate Change Committees and NDMO on how to carry out a simulation at the community level. This can be linked to MEND plan but will help to cement the evacuation process into practice.
- This lack of follow up was largely due to the fact that the small NDMO team was almost constantly responding to an ongoing barrage of small to medium-scale disasters, and thus has **limited time to pursue more meaningful preparedness or follow up independently** on plans supported by the international community.
- The project also underlined the urgency of a community-level assessment and mapping of evacuation centers, as many structures used as evacuation centers across the country were damaged in previous disasters and need repair or retrofitting, and many do not have adequate prepositioned supplies or improved facilities to support dignified even short-term accommodation for displaced persons.



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