

Standard Project Report 2015

Reporting Period: 1 January - 31 December 2015

VANUATU

Food Assistance for victims of Cyclone Pam

Project Number	200831
Project Category	Single Country IR-EMOP
Overall Planned Beneficiaries	40,040
Planned Beneficiaries in 2015	40,040
Total Beneficiaries in 2015	40,000

Project Approval Date	19 Mar 2015
Planned Start Date	20 Mar 2015
Actual Start Date	20 Mar 2015
Project End Date	16 May 2015
Financial Closure Date	26 Jan 2016

Approved budget as 31 December 2015 in USD	
Direct Support Costs	129,189
Food and Related Costs	1,226,820
Indirect Support Costs	94,921
Total Approved Budget	1,450,930

Commodities	Metric Tonnes
Total Approved Commodities	270
Planned Commodities in 2015	270
Actual Commodities in 2015	236

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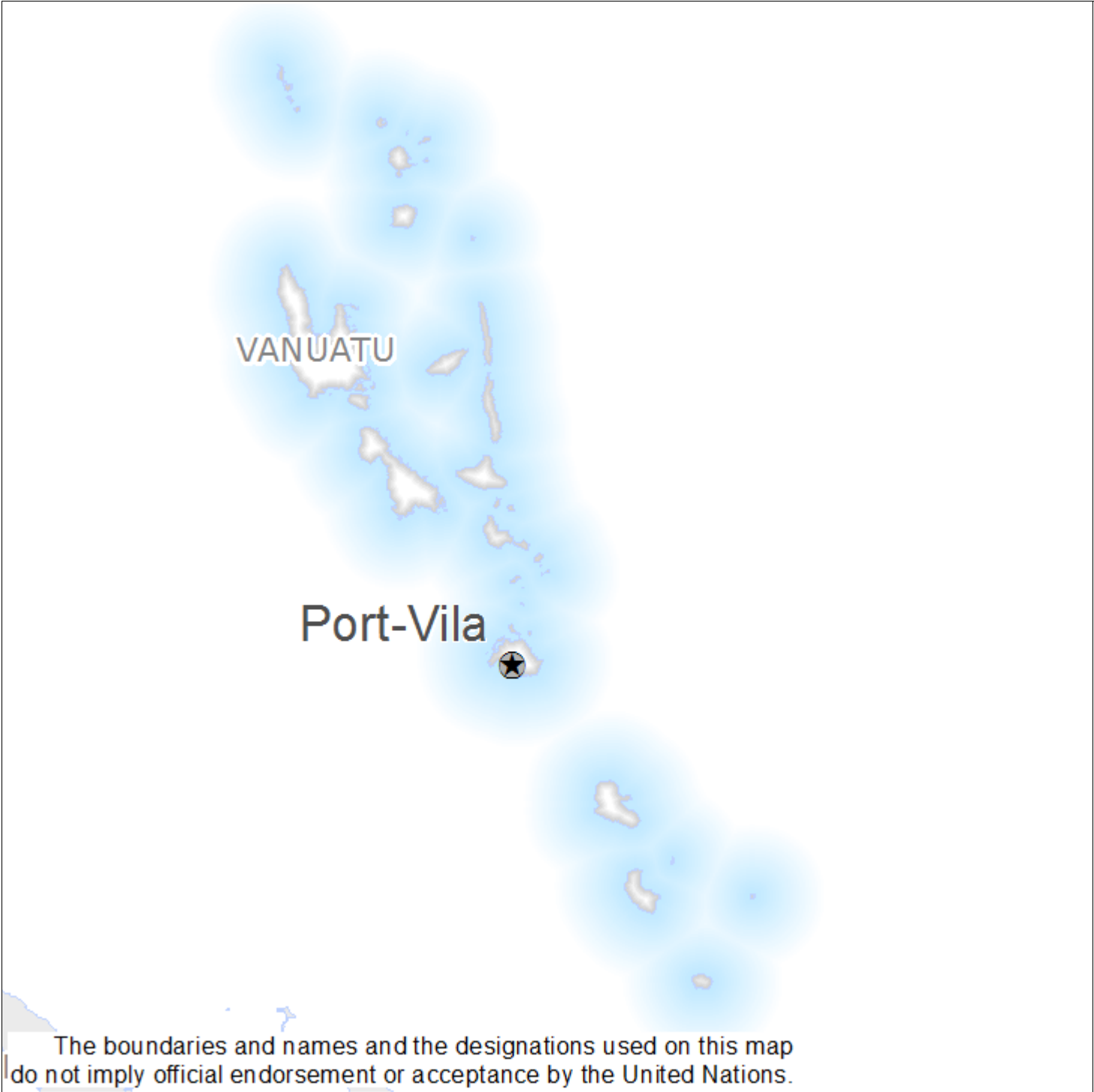
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Country Overview



The boundaries and names and the designations used on this map do not imply official endorsement or acceptance by the United Nations.

COUNTRY BACKGROUND

Vanuatu is a Pacific Island country comprised of 83 islands with an estimated population of 270,000. Although Vanuatu is considered to be among countries in the medium range for human development, Vanuatu's Human Development Index (HDI) of 0.616 (2013) falls below average for countries in East Asia and the Pacific. Despite significant gains made in Gross National Income (GNI) per capita up to 2010, Vanuatu's GNI per capita has actually declined slightly over the last five years.

The vast archipelago of Vanuatu is prone to natural disasters such as cyclones, drought, and volcanic eruptions. The localised nature and significant scale of these disasters tends to overwhelm local coping capacities and traditional systems of mutual assistance provided by extended families and relatives living on other islands.

The majority of the population, 65 percent, relies heavily on subsistence farming. Approximately two-thirds of the food consumed comes from household production, consisting mainly of roots and tubers, fruits and vegetables, and small livestock raised in the homestead. Poverty levels vary across the country; the southern islands of Tanna and Erromango have relatively high levels of poverty (up to 33 percent) while in Efate, poverty is at 10 percent, except in Port Vila city, where rates are much higher (18 percent). Populations in urban areas are mostly dependent on wage or salaried income, tourism, or small businesses, where in the rural areas, subsistence production and household enterprise are the main income sources.

SUMMARY OF WFP ASSISTANCE

On the evening of 13 March 2015, Category 5 Tropical Cyclone Pam struck Vanuatu, hitting the capital of Port Vila. Early damage assessments for the island of Tanna, which took a direct hit, suggest an estimated 90 percent of structures were either damaged or destroyed forcing more than 2000 people to seek shelter in 25 evacuation centres. The destructive cyclone caused severe disruption of the country's logistics infrastructure and communications network. Winds reaching 270km/hour were sustained near Efate and the Shepherd Islands. The storm also brought with it heavy rains and several reported storm surges. Shefa, Malampa and Tafea were the most heavily affected provinces with widespread reports of damage to housing and agriculture. Cyclone Pam is regarded as the deadliest cyclone to hit the Pacific region since 2012.

WFP had no presence or programme in Vanuatu prior to Cyclone Pam. Notwithstanding this, on 17 March, the Government of Vanuatu accepted WFP's offer of assistance, in its capacity as lead agency in the Logistics and Emergency Telecommunications Clusters, to help reinforce logistics coordination, augment local transport to the affected islands, address severe shortfalls in local storage capacity for relief items, reestablish communications with remote island locations, and assist in filling any anticipated gaps in national food relief efforts.

During the acute emergency response phase, WFP assisted the government through a combination of a Special Operation to support logistics coordination and an Immediate Response Emergency Operation (IR-EMOP), followed by an Emergency Operation (EMOP), to provide immediate food assistance to affected people. WFP procured and distributed food to fill gaps in the government's existing food pipeline, as the scale of needs far surpassed the stocks that government had available for distribution. Since 2012, the Pacific region has had a unique coordination structure with open-ended cluster arrangements at the regional level in support of national disaster response mechanisms. WFP led the Logistics Cluster for the Pacific and supported the Food Security Cluster (led by FAO). WFP and the network of Emergency Telecommunications Cluster Partners supported the government's response by providing and facilitating coordination and dialogue among the various parties responding to the emergency.

Beneficiaries	Male	Female	Total
Number of children below 5 years of age	7,597	7,597	15,194
Number of children 5 to 18 years of age	19,535	18,449	37,984
Number of adults	28,217	27,131	55,348
Total number of beneficiaries in 2015	55,349	53,177	108,526

Distribution (mt)						
Project Type	Cereals	Oil	Pulses	Mix	Other	Total
Single Country IR-EMOP	200			36		236
Single Country EMOP	1,166				262	1,428
Total food distributed in 2015	1,366			36	262	1,663

Operational SPR

OPERATIONAL OBJECTIVES AND RELEVANCE

On 13 March, category 5 Tropical Cyclone Pam struck Vanuatu causing widespread damage across all six provinces of the archipelago - Malampa, Penama, Sanma, Shefa, Tafea, and Torba - and affecting 22 islands.

Based on 2009 census data, the Government of Vanuatu estimated that 166,000 people were affected by the cyclone, more than half of the country's population. The government led a joint initial rapid needs assessment which was completed on 20 March. The assessment, which comprised 16 missions covering 15 islands and several island groups, confirmed that the most urgent needs were water, food, shelter and health. The assessments also confirmed extensive damage to food crops, especially root crops and fruit plantations, with a high likelihood of significant longer-term impact on both food availability and livelihoods. The destruction of food gardens and loss of livestock left households with no alternative food source. In Tafea and Shefa Provinces, where the majority of the population were subsistence farmers, all crops were damaged or destroyed, leaving the affected people in immediate need of food assistance.

In this context, an Immediate Response Emergency Operation (IR-EMOP) was launched on 20 March, within 36 hours of WFP receiving a request from the Government, to supplement its emergency food rations with rice and high-energy biscuits (HEB). WFP's assistance under the IR-EMOP targeted 40,000 affected people in the islands of Tafea, Malampa and Shefa Provinces. Food provided by WFP complemented government food distributions to reach 162,650 beneficiaries affected by the cyclone.

The expected outcomes of this project were to reduce short-term hunger of the populations most affected by Cyclone Pam. WFP sought to achieve this through the immediate distribution of food to fill gaps in the food distribution plans of the government, thereby strengthening the response.

In line with the WFP Strategic Plan (2014-2017), the overall goal of this IR-EMOP was to save lives and protect livelihoods (Strategic Objective 1).

RESULTS

Beneficiaries, Targeting and Distribution

From the start of the emergency, the National Disaster Management Office (NDMO), together with local authorities, led the cyclone response, with country level support from the Vanuatu Humanitarian Team and regional support from the Pacific Humanitarian Team (PHT). A state of emergency was officially declared on 21 March along with a request for humanitarian assistance to cover all affected provinces, including the capital, Port Vila. The government, with assistance from the humanitarian community, provided transportation of life-saving relief supplies (shelter, health items, food and water) to the provinces, while keeping track of stocks in-country as well as of new goods provided in response to the disaster.

As an immediate response, the government, with assistance from the Food Security and Agriculture Cluster (FSAC) and WFP, provided a food assistance package per household comprised of 25 kgs of rice, five cans of tinned fish/meat (according to available government stock) and 10 packets of government-supplied noodles to 22 affected islands, while two-week rations of 2.5 kg of rice were distributed in the urban and peri-urban areas of Efate. In addition to the government-defined ration, FAO and several international non-governmental organizations (NGOs), supported the rapid resumption of agricultural production through the provision of seeds, equipment and animal feed.

As part of the government-led food response, WFP procured and distributed 200 mt of rice in priority islands of Shefa, Tafea and Malampa, ultimately reaching 40,000 disaster-stricken people in these areas. Target areas for assistance, defined through a WFP Vulnerability Analysis and Mapping (VAM) rapid assessment, were islands that suffered the highest level of damage to agriculture and where the people showed the greatest subsistence dependency.

To complement the first round of government-led food assistance, WFP distributed 1 kg per person of HEB, equivalent to one packet per day for 10 days, as a one-off distribution designed to meet the micronutrient needs of children and pregnant and lactating women (PLW) on islands in Shefa and Tafea provinces. Given the limited timeframe for procurement, the relative distance of Vanuatu from supply points in the region, and the urgency of distributions, WFP was only able to locate 36 mt of available HEB stock rather than the 70 mt that was originally planned. The biscuits were obtained through a loan from WFP Philippines and airlifted into Vanuatu for immediate distribution.

Distribution teams were trained jointly by WFP and the FSAC. The teams were provided with printed materials containing key messages on ration sizes and on proper HEB consumption to encourage households to prioritise children aged 2-5 years and PLW.

Beneficiary Category	Planned			Actual			% Actual v. Planned		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Number of adults	10,410	10,010	20,420	10,400	10,000	20,400	99.9%	99.9%	99.9%
Number of children 5 to 18 years of age	7,207	6,807	14,014	7,200	6,800	14,000	99.9%	99.9%	99.9%
Number of children below 5 years of age	2,803	2,803	5,606	2,800	2,800	5,600	99.9%	99.9%	99.9%
Total number of beneficiaries in 2015	20,420	19,620	40,040	20,400	19,600	40,000	99.9%	99.9%	99.9%
The total number of beneficiaries includes all targeted persons who were provided with WFP food during the reporting period - either as a recipient/participant in one or more of the following groups, or from a household food ration distributed to one of these recipients/participants									

Beneficiary Category	Planned			Actual			% Actual v. Planned		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Beneficiaries of General food distribution (GFD)/targeted food distribution/assistance (GFD-TFD/A)	20,420	19,620	40,040	20,400	19,600	40,000	99.9%	99.9%	99.9%

Commodity Distribution

Commodity	Planned Distribution (mt)	Actual Distribution (mt)	% Actual v. Planned
High Energy Biscuits	70	36	51.1%
Rice	200	200	100.0%
Total for 2015	270	236	87.3%

Protection and Accountability to Affected Populations

No significant protection issues were encountered during the food distributions under the IR-EMOP. Cooperating partners and WFP teams worked closely with local authorities and community leaders during the distribution and post-distribution monitoring process during which no significant protection concerns were raised. Advance notice of distributions to local-level authorities, in addition to guidance on ration entitlements disseminated to beneficiaries also ensured that communities were adequately informed about timing and ration sizes. WFP managed to deliver commodities and services on time with support from the government and cooperating partners. The targeted days for food distribution, quantity of food rations, and calorie content were all met according to plan. WFP's cooperating partners shared beneficiary feedback with WFP staff when it was received, with no reports of any problems being encountered.

Outputs

Despite having no previous presence in Vanuatu, WFP was successful in rapidly scaling up operations in order to deliver life-saving food assistance to 40,000 people living in the areas hardest hit by the cyclone. This assistance was critical both in the sense that it allowed the most vulnerable segments of the population to meet their food needs early in the crisis, and at the same time, served to establish collaboration between WFP and the Government of Vanuatu by reinforcing the existing food pipeline and enhancing national response efforts.

Households that received food distributions thanks to the joint efforts of WFP and the government were relieved of the burden of seeking out the means to feed their families in an environment where existing food stocks, local stores, fruit-bearing trees and gardens had been completely wiped out. Furthermore, 30,000 individuals especially vulnerable to the affects of short-term hunger, such as PLW and children under the age of five, received HEB rations to stave off the potentially damaging affects of micronutrient deficiencies for a 10-day period. Unfortunately, WFP was unable to find sufficient enough quantity of HEB to purchase in the region in order to meet planned needs within the required timeframe for the first round of government-led distributions. These target beneficiaries were covered, nonetheless, with a combination of WFP and government assistance packages.

Output	Unit	Planned	Actual	% Actual vs. Planned
SO 1: GFD				
Energy content of food distributed (kcal/person/day)	kcal/person/day	450	450	100.0%
HEBs for PLW and children only				
Energy content of food distributed (kcal/person/day)	kcal/person/day	1,245	1,245	100.0%
Rice ration				
Number of days rations were provided	day	15	15	100.0%

Outcomes

WFP's food assistance response to Cyclone Pam provided under this IR-EMOP achieved the objective of reducing the short-term hunger of households in the areas most severely impacted by the cyclone. WFP was able to intervene at a crucial time, immediately following the Government of Vanuatu's request for support. This contribution was essential as the commodities purchased by WFP completed the government's emergency food assistance packages. It also served to rapidly build a new relationship with the Vanuatu Government by demonstrating WFP's added value in assisting national response efforts.

Although the 15-day distributions provided did not meet the longer-term needs of these households, this food did arrive at a time when other coping mechanisms were either totally exhausted or were unavailable as a result of the destruction wrought by the cyclone. Following this immediate round of food distributions, WFP continued to engage with the NDMO, local administrators and the FSAC to plan for the provision of additional assistance, which was facilitated through a subsequent emergency operation (EMOP) to ensure that the food needs of all households affected by the cyclone could be fulfilled for the duration of a three-month recovery period.

INPUTS

Resource Inputs

A rapid response from donors with a presence in country allowed for the project to be fully funded with no shortfalls or delays.

Donor	Resourced in 2015 (mt)		Shipped/Purchased in 2015 (mt)
	In-Kind	Cash	
Australia		320	120
Total:		320	120

See Annex: Resource Inputs from Donors for breakdown by commodity and contribution reference number

Food Purchases and in-kind Receipts

Under the IR-EMOP, WFP purchased 200 mt of rice locally from commercial providers on the island of Santo. As WFP was unable to find adequate HEB stocks available for immediate purchase, 36 mt of HEB were obtained through a commodity loan from WFP Philippines. In return, WFP Vanuatu reimbursed WFP Philippines with 120 mt of rice purchased locally.

Commodity	Local (mt)	Developing Country (mt)	Other International (mt)	GCMF (mt)
Rice	0	120	200	
Sum:	0	120	200	

Food Transport, Delivery and Handling

During the IR-EMOP, the majority of WFP food was delivered by way of government and commercial vessels. High-energy biscuits were transported to Vanuatu by Australian Defense Air Force aircraft and were subsequently transported to affected islands by military helicopters and domestic charters, where and when required, to ensure that remote locations were reached on schedule.

Post-Delivery Losses

No losses were recorded for rice stocks purchased for this operation and minimal losses were reported for HEB stocks, which were recorded as losses incurred during the handling process at Port Vila airport.

MANAGEMENT

Partnerships

Following a request to WFP for assistance immediately following the cyclone's impact, WFP responded quickly and cultivated a close working relationship with the Government of Vanuatu. From the start of the emergency, the NDMO, together with local authorities, led the cyclone response, with country level support from the Vanuatu humanitarian team and regional support from the Pacific humanitarian team.

WFP staff were present and constantly available to assist with some of them physically based in the offices of the National Disaster Centre, to offer help and additional capacity for distribution and logistical planning. WFP also collaborated closely with the Vanuatu humanitarian team and the Pacific humanitarian team to contribute regularly to strategic discussions and decision-making for cyclone response efforts supported by the humanitarian community.

WFP supported coordination activities led by the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) and the Vanuatu FSAC, by advising on the development and dissemination of information on ration sizes, distribution locations and timing, to island authorities and affected populations, WFP also led coordination efforts through the Logistics Cluster and the Emergency Telecommunications Cluster (ETC).

Partnerships	NGO		Red Cross and Red Crescent Movement	UN/IO
	National	International		
Total				2

Lessons Learned

The fact that WFP had no previous presence in country--no country office, no office space, no administrative structure or assets and no long-term previous relationships with local NGOs or the government--was the most challenging aspect of this operation. It encouraged WFP to analyse the way in which the operation in Vanuatu was conducted and to capture the lessons for application in similar situations. This information has been channelled into a new strategy to incrementally build a limited regional presence in the Pacific region and develop a series of emergency preparedness and response actions and strategic relationships in the region that will facilitate future WFP interventions, if required.

OPERATIONAL STATISTICS

Annex: Resource Inputs from Donors			Resourced in 2015 (mt)		Shipped/ Purchased in 2015 (mt)
Donor	Cont. Ref. No	Commodity	In-Kind	Cash	
Australia	AUL-C-00215-08	Rice		320	120
Total:				320	120