

Standard Project Report 2015

Reporting Period: 1 January - 31 December 2015

VANUATU

Vanuatu emergency operation to assist affected people by cyclone PAM

Project Number	200833
Project Category	Single Country EMOP
Overall Planned Beneficiaries	70,000
Planned Beneficiaries in 2015	70,000
Total Beneficiaries in 2015	68,526

Project Approval Date	15 Apr 2015
Planned Start Date	04 Apr 2015
Actual Start Date	04 Apr 2015
Project End Date	11 Jul 2015
Financial Closure Date	22 Feb 2016

Approved budget as 31 December 2015 in USD	
Direct Support Costs	1,019,165
Food and Related Costs	3,845,086
Indirect Support Costs	340,498
Total Approved Budget	5,204,749

Commodities	Metric Tonnes
Total Approved Commodities	2,036
Planned Commodities in 2015	2,035
Actual Commodities in 2015	1,428

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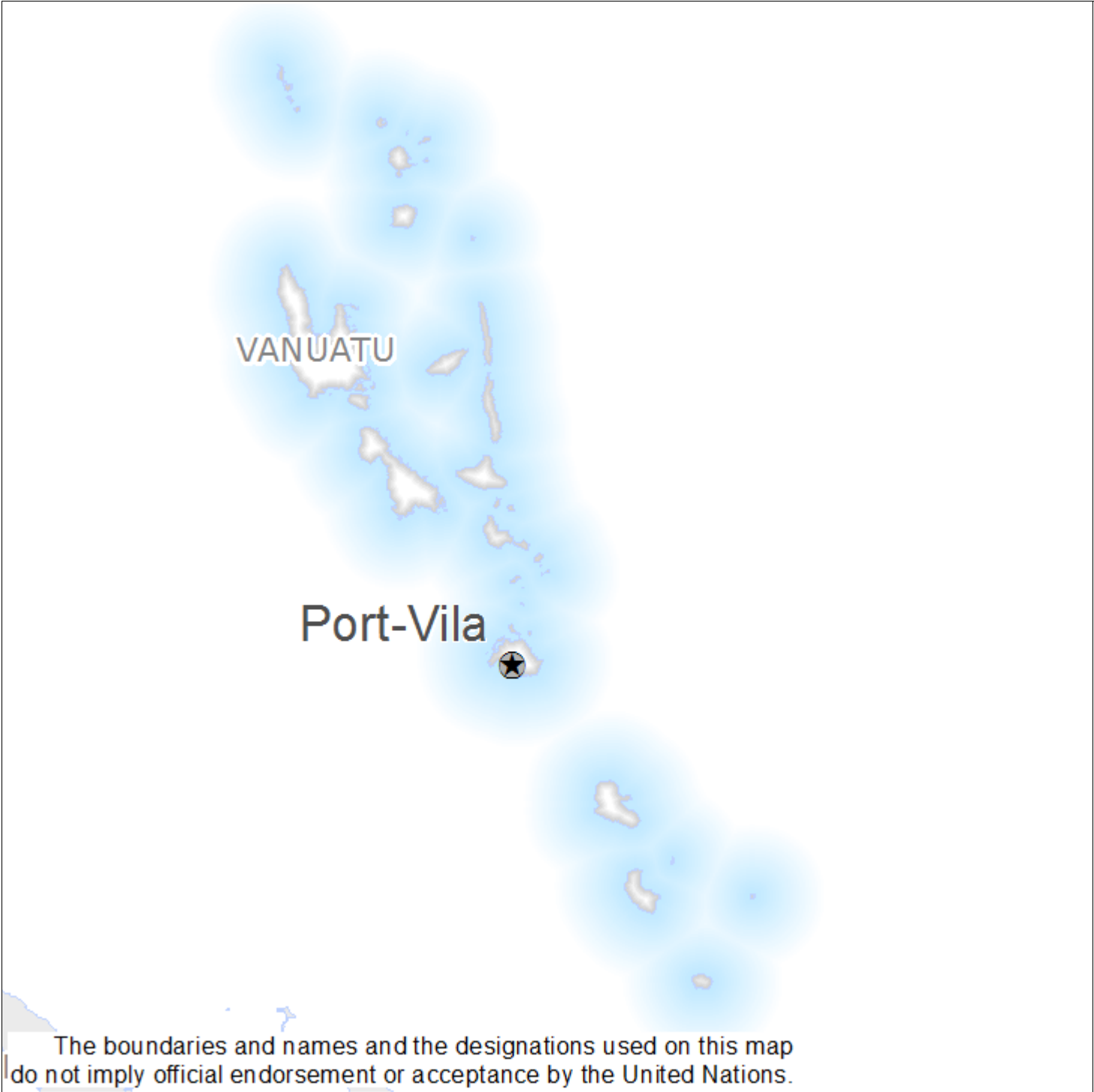
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Country Overview



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.

Based on 2009 census data, the Government of Vanuatu originally estimated 166,600 people to have been affected by the cyclone. On 21 March, the government declared a state of emergency and requested assistance from WFP, through an Immediate Response Emergency Operation (IR-EMOP), to supplement its emergency food rations targeting 40,000 affected people in the islands of Tafea, Malampa and Shefa Provinces. During the first two weeks of assistance, as actual distribution reports were received back from the field, the number of estimated affected people increased to more than 200,000.

This EMOP was launched with a view to assisting the government to meet the critical emergency needs during the period 3 April to 20 June 2015, immediately after the completion of the IR-EMOP.

On the basis of assessments carried out by the Food Security Cluster and WFP's Vulnerability Analysis and Mapping (VAM) unit during the first two weeks of the emergency, WFP targeted rural households that predominantly relied on subsistence farming before the cyclone and lost the majority of their household food stocks, crops and livestock.

The overall goal of this EMOP was to save the lives and protect the livelihoods of the population affected by the cyclone; it is in line with Strategic Objective 1.

The EMOP had the following objectives:

- to meet urgent food needs of people having very few other viable means of subsistence; and
- to protect livelihoods, limit negative coping strategies, and contribute to an accelerated return to normalcy.

RESULTS

Beneficiaries, Targeting and Distribution

On the basis of assessments carried out by WFP VAM during the first two weeks of the response, priority areas indicated that vulnerability was most acute among beneficiaries living in Tanna, Erromango, Southeast Ambrym, Epi and most of the Shepherd Islands. Collectively, these priority areas accounted for over 85 percent of the WFP beneficiary population, where there was a high number of subsistence farmers and where the most damage to agriculture occurred.

Under the EMOP, WFP originally targeted 57,300 beneficiaries in priority islands of Tafea, Malampa and Shefa provinces for food assistance for a period of 2.5 months. The planned number of beneficiaries was based on 2009 census data, however, as actual distribution figures were reported from the field during the first two weeks of the emergency, WFP conducted a budget revision to increase the number of people to 70,000. During the period of the EMOP, the government continued to provide emergency food assistance to 130,000 people in areas not covered by WFP.

Food rations were provided through general food distributions in the areas prioritised based on the level of dependency on subsistence farming, estimated agricultural crop losses, and household resilience. The WFP food ration, mainly consisting of rice, canned fish, and noodles provided by the government, was selected so as to align with the government's desire to provide the same relief package to populations in similar situations in different parts of the country.

The WFP ration provided approximately 1,347 kilocalories per person per day and was intended to complement the current diet of the beneficiaries. This was below the minimum daily recommended level for kilocalories because assessments found that people had the means, through collecting fallen fruits, harvesting remaining root crops, and fishing, to contribute to their own food intake during the EMOP period.

Beneficiary Category	Planned			Actual			% Actual v. Planned		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Number of adults	17,500	18,200	35,700	17,817	17,131	34,948	101.8%	94.1%	97.9%
Number of children 5 to 18 years of age	12,600	11,900	24,500	12,335	11,649	23,984	97.9%	97.9%	97.9%
Number of children below 5 years of age	4,900	4,900	9,800	4,797	4,797	9,594	97.9%	97.9%	97.9%
Total number of beneficiaries in 2015	35,000	35,000	70,000	34,949	33,577	68,526	99.9%	95.9%	97.9%
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)	35,000	35,000	70,000	34,949	33,577	68,526	99.9%	95.9%	97.9%

Commodity Distribution

Commodity	Planned Distribution (mt)	Actual Distribution (mt)	% Actual v. Planned
Canned Fish	262	262	100.0%
Pasta	25	23	92.6%
Rice	1,748	1,142	65.4%
Total for 2015	2,035	1,428	70.2%

'Story Worth Telling'

Christine lives in Tanna, one of Vanuatu's biggest islands and home to 40,000 people. Most people grow what they need to eat; bananas, sweet potatoes and other root vegetables such as cassava and taro. Christine lost her main source of income when the cyclone hit. Left with no cash income after her crops were destroyed, she said, "My main worry is about paying for school fees for my daughter."

Even though she wasn't sure about the future and how to rebuild her plantations, Christine was grateful for the food assistance that was provided to her from WFP and the government. She said that the assistance allowed her not to worry about her next meal so that she could concentrate, instead, on how to rebuild her plantation and start selling produce again to pay for her daughter's education.

Progress Towards Gender Equality

A gender inequality index was not available for Vanuatu. As such, during the initial phase of the emergency, partners conducted assessments which identified some challenges faced by women and children who were left out of the rebuilding and recovery efforts of their communities. Additionally, the assessment reports indicated that as a result of the damaged health posts and impassable routes, women were forced to walk long distances with their children to seek health services or to collect water, both of which could increase their risk of assault.

In order to address this concern, the Gender and Protection Cluster requested that all partners providing relief items to the affected people, clarify to communities, particularly women and children, where and how to request assistance and where to register complaints. Partners were advised to prioritise women, children and vulnerable groups during the distribution of emergency assistance.

Protection and Accountability to Affected Populations

No significant protection issues were encountered during the food distributions under the 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 ensures that communities were adequately informed about timing and ration sizes. WFP's cooperating partners shared beneficiary feedback with WFP staff when it was received, with no reports of any problems being encountered.

Outputs

Despite the number of beneficiaries being higher than anticipated, WFP reached 98 percent of the number planned. Food rations were provided for the full number of days as planned although the total quantity distributed was less as a result of two main factors. The discrepancies between total metric tons planned compared to metric tons distributed can be explained by the following: (1) some of the sea routes were not commercialised (offered no cargo options), which resulted in higher transportation costs leading to a higher rate per metric ton; and (2) since the government could not support WFP's food distribution operation, cooperating partners were engaged and distribution costs went up from USD 25 per metric ton to USD 127.96 per metric ton.

Output	Unit	Planned	Actual	% Actual vs. Planned
SO 1: GFD				
Energy content of food distributed (kcal/person/day)	kcal/person/day	1,347	964	71.6%
Number of days rations were provided	day	75	75	100.0%

Outcomes

Despite the challenging access conditions within the islands, programme implementation was monitored by WFP's cooperating partners.

Following on from the IR-EMOP, WFP's food assistance through the three-month EMOP continued to support the government's response efforts and to address the food needs of affected households during this critical recovery phase. WFP's timely interventions and concerted efforts in Vanuatu has helped to establish a strong relationship with the government and raised the profile of WFP's added value.

As the EMOP duration was only for three months, data collection for outcome indicators was not feasible in the short timeframe, hence, no project monitoring framework was prepared and no outcome table is shown here.

Sustainability, Capacity Development and Handover

WFP did not have a presence in Vanuatu prior to mounting the cyclone response and the underlying food security problems did not justify establishing one permanently. WFP, therefore, withdrew its presence from the country at the end of June 2015, following the full implementation of this EMOP. WFP's withdrawal and the length of this EMOP were predicated on the assumption that affected communities would be in a position to feed themselves with food grown locally by the end of the assistance period. In this regard, support to resume agricultural activities at homesteads and in small communities were provided by the government, FAO and a number of non-governmental organizations (NGO), and included the provision of seeds, small agricultural tools and fishing gear. The Food Security and Agriculture Cluster (FSAC) distributed seeds at the same time as WFP food distributions to ensure that beneficiaries were able to resume agricultural activities within the shortest possible timeframe.

During the EMOP, WFP provided the FSAC and the government additional programme capacity through the deployment of a WFP personnel to assist in the distribution planning for the entire government response. After the three-month EMOP, the programmatic skills and knowledge were transferred to government personnel who were able to coordinate and manage the distribution planning, targeting and reporting.

High-level island managers were also present at food distributions and worked closely with WFP and cooperating partners to coordinate and distribute food to beneficiaries. This collaboration helped to build the capacity of government staff to prepare for the next disaster.

Emergency preparedness assets such as mobile storage units, generators and satellite phones, and standard operating procedures were handed over to the National Disaster Management Office to reinforce capacity for the next emergency.

INPUTS

Resource Inputs

A USD 29.9 million United Nations (UN) Flash Appeal was launched on 24 March by the UN Resident Coordinator and the Prime Minister of Vanuatu. Based on the Flash Appeal, a UN Central Emergency Response Fund (CERF) proposal was approved on 28 March, allocating WFP 36 percent of the total CERF allocation, with USD 1.2 million for its food operation, USD 480,000 for the Logistics Cluster and USD 150,000 for the Emergency Telecommunications Cluster.

Donor	Resourced in 2015 (mt)		Shipped/Purchased in 2015 (mt)
	In-Kind	Cash	
Japan		85	23
MULTILATERAL		209	0
Netherlands		164	0
Private Donors		124	0
UN CERF Common Funds and Agencies		381	0
USA		469	257
Total:		1,432	281

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

Food Purchases and in-kind Receipts

Food was purchased in local and regional markets. In view of the challenges faced by WFP in purchasing food locally (there was only one commercial supplier of food commodities in Vanuatu), food prices and speed of delivery were taken into consideration during the procurement process. Moreover, the government requested the international community to import food to the extent possible, rather than increase the pressure on domestic food stocks. Consequently, WFP procured small quantities locally to avoid serious gaps in its supply chain and turned to regional markets, such as Fiji, for its food purchases.

Commodity	Local (mt)	Developing Country (mt)	Other International (mt)	GCMF (mt)
Canned Fish	0	262	0	
Pasta	0	23	0	
Rice	0	187	958	
Sum:	0	473	958	

Food Transport, Delivery and Handling

Throughout the operation, the logistics network relied on deliveries by sea, utilising the existing local commercial transport capacity. A main logistics hub was established by WFP at the capital, Port Vila, which catered for cargo from WFP and most other humanitarian actors. Secondary hubs were established on Tanna Island, for deliveries to the southern islands and Luganville, on Espiritu Santo island, for deliveries to northern islands.

Post-Delivery Losses

No losses were incurred for any of the food stocks provided under this EMOP.

MANAGEMENT

Partnerships

During the first phase of the EMOP, the government, unaware of how WFP operations are normally implemented, resisted having NGOs manage the food distributions, preferring instead to have the oversight of local government officials. However, once WFP explained how NGO assistance was essential in providing timely, accurate and reliable food distributions, the government agreed to allow them to implement the operation.

A tripartite agreement with WFP, the government, and cooperating partners, determined that the government would lead the food distributions that were coordinated through the Food Security Cluster, which was headed by the government. Although the food distributions in the WFP targeted locations were overseen and coordinated by the government, implementation was conducted by five international NGOs with longstanding experience working in the affected areas: Care, World Vision, Samaritan's Purse, Save the Children and the Adventist Development and Relief Agency (ADRA), who operated in support of local government structures and arrangements.

Lessons Learned

WFP captured lessons from the emergency operation to help inform a longer-term strategy for enhanced preparedness in the Pacific region. WFP notes the following points and will apply the lessons learned and experience in future planning and responses.

Given that WFP had no previous presence in country (no country office, no office space, no administrative support, no drivers, no cars, no bank account, no long-term previous relationship with NGOs or the government) mutual trust and fruitful relationships had to be built from scratch in a short period of time.

Although this kind of emergency had no precedence in Vanuatu, the government was firm in its position to control the response by leading all cluster operations. The limited emergency experience on the part of the government caused some challenges for WFP in balancing the provision of assistance and the management of the operation. In fact, in the beginning of the operation, coordination with government and the FSAC was problematic, especially when it came to differentiating between WFP distributions and government distributions. In order to ensure smooth operations, capacity strengthening for the FSAC and government personnel was necessary in the areas of food distribution planning, targeting, and reporting.

When the government resisted having NGO implementing partners to conduct WFP food distributions, insisting instead on using its own capacity to implement, again, the fact that WFP had no previous operational presence made it especially difficult to explain how WFP works with and through partners. When WFP food arrived later than the first planned food distribution for April, WFP was forced to request a loan from the government. This arrangement resulted in even greater need for coordination and reliance on government operations, staff and timing.

As part of WFP's engagement in the Pacific region, Vanuatu has been selected as one of the five priority countries with the aim of filling the operational and management gaps identified during the emergency response to Cyclone Pam. A thorough maritime logistics capacity assessment has already been undertaken along with a review of the emergency telecommunications structure to identify gaps and areas for possible WFP support in the future. To enhance the programmatic response capacity, WFP aims to engage more with the NDMO by raising awareness of the international humanitarian aid architecture (and its articulation with national counterparts) and map potential partners for food assistance delivery and distribution in Vanuatu, in the event of another disaster.

OPERATIONAL STATISTICS

Annex: Resource Inputs from Donors

Donor	Cont. Ref. No	Commodity	Resourced in 2015 (mt)		Shipped/ Purchased in 2015 (mt)
			In-Kind	Cash	
Japan	JPN-C-00408-01	Pasta		25	23
Japan	JPN-C-00408-01	Rice		60	0
MULTILATERAL	MULTILATERAL	Rice		209	0
Netherlands	NET-C-00112-01	Canned Fish		90	0
Netherlands	NET-C-00112-01	Rice		74	0
Private Donors	WPD-C-03045-07	Rice		124	0
UN CERF Common Funds and Agencies	001-C-01236-01	Canned Fish		102	0
UN CERF Common Funds and Agencies	001-C-01236-01	Rice		279	0
USA	USA-C-01118-01	Canned Fish		70	70
USA	USA-C-01118-01	Rice		399	187
Total:				1,432	281