

# TROPICAL CYCLONE WINSTON

## RESPONSE & FLASH APPEAL

### FINAL SUMMARY

13 June 2016



Prepared by UNOCHA Regional Office for the Pacific on behalf of  
Fiji country clusters and the Pacific Humanitarian Team

#### PERIOD

21 Feb 2016 – 21 May 2016

**867,000**

est. total population

**40%**

**350,000**

est. persons affected



**US\$ 38.6**  
**million**

requested in  
Flash Appeal



**US\$ 19.8**  
**million**

Total funding -  
Flash Appeal

**51% funded**

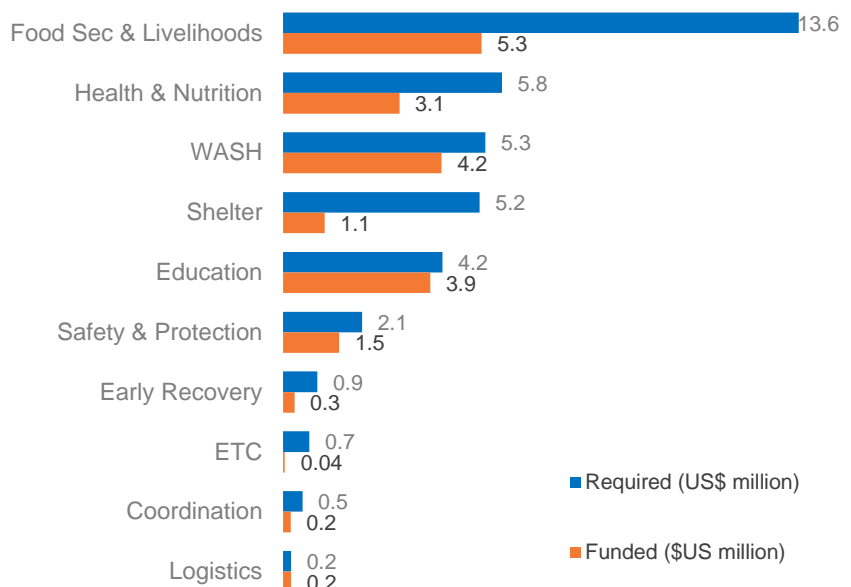


#### SUMMARY

Tropical Cyclone Winston hit Fiji on February 20 and 21 at Category 5 force affecting an estimated 350,000 people or 40 per cent of the population in various ways. More than 31,000 houses were damaged or destroyed in affected areas, predominantly in the country's Eastern, Northern and Western Divisions. The Fijian Government has placed the total cost of damage as a result of disaster at US\$1.4 billion<sup>1</sup>. The cyclone interrupted schools and medical services, as well as destroying livelihoods. Forestry, fisheries and agriculture were hit especially hard. Total crop losses were recorded in some locations and areas which were already suffering under El Nino-fueled water shortages in the West have suffered further damage as a result of TC Winston. The disaster prompted a large-scale local, national and international response, led by the Fijian Government with support from national and international partners, the Republic of Fiji Military Forces and foreign military assets.

#### FUNDING

In light of the extensive humanitarian need, on 4 March, the Fijian Government and the United Nations jointly launched a three month, \$38.6m Flash Appeal. The Flash Appeal period ended on 21 May with 51 per cent (US\$19.8 million) of requested funding received, making the TC Winston Appeal the best funded emergency response in the world this year.

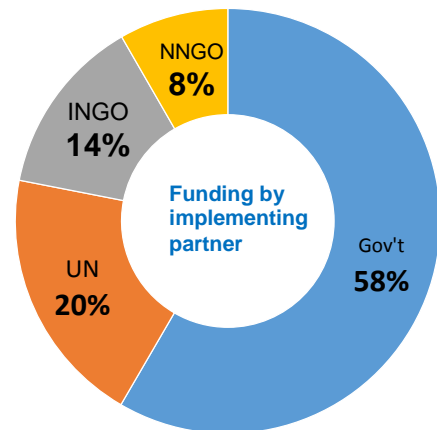


<sup>1</sup> Speech at World Humanitarian Summit - <http://www.fiji.gov.fj/Media-Center/Speeches/HON-MINISTER-SERUIRATU.aspx>

The Flash Appeal has been supported with generous donations from: the UN Central Emergency Response Fund, Australia, Sweden, Canada, the United States of America, the European Commission, New Zealand, Germany, Belgium, Lithuania, the allocation of un-earmarked emergency funds from UN and other agencies, and funds from private donors (individuals and organisations).

While most of the funds (85 per cent) were received by UN agencies, the vast majority of projects were implemented by local actors. Nearly 60 per cent of the funding went to projects implemented by the Fijian Government and eight per cent by national NGOs. A further 14 per cent was implemented by international NGOs and 20 per cent directly by UN agencies.

It should be noted that substantial bilateral funding was also provided by donors to the Fijian Government and this direct assistance is not covered by this funding summary. However, bilateral funding did contribute to many of the cluster activities outlined below.



## KEY RESPONSE ACHIEVEMENTS

Pacific governments have been actively advocating for increased space to provide a stronger degree of localised response to disasters and this approach was embraced by the Fijian Government and its partners in the Tropical Cyclone Winston operation. Initial assistance was mobilised quickly, particularly in terms of food rations and agricultural inputs for replanting of crops. The TC Winston response has successfully involved wide use of cash vouchers for the purchase of both food and rebuilding materials providing a new model for this approach in the Pacific. Schools were able to re-open quickly with the help of temporary learning spaces and interruption to education was kept to a minimum. Likewise, health facilities were mostly operational quickly after the cyclone, albeit with some needing repairs. Civil-military cooperation was strong and assisted with the complex logistics of a response that was stretched across many isolated islands. In Fiji's post-cyclone shelter programming, there has been an encouragingly strong emphasis on '*Building Back Safer*' to make the country more resilient to future cyclones. Protection projects were better funded and more visible in the Winston response reflecting the lessons learned from TC Pam in Vanuatu in 2015. State of the art, mobile-based data collection software was used by several Clusters and by the UNDAC team. While not yet operational, the Government's commitment to implement U-Report as a community feedback mechanism will also break new ground in terms of transparency and responsiveness to the needs of affected people.

## CHALLENGES AND CONSTRAINTS

The logistics of delivering assistance to more than a third of the Fijian population, especially those in the remote interior and outer islands, created a significant challenge for the relatively small humanitarian community in Fiji. In addition to the contribution of military actors in helping to manage this challenge, the World Food Program's arrival as the new Logistics Cluster lead, based in Suva, was also critical. As with TC Pam in Vanuatu, a need has been identified for humanitarian actors to engage with a wider range of government partners on preparedness. In addition to the National Disaster Management Office, various line ministries, divisional, provincial and district authorities played critical roles in the response and would benefit from increased collaboration/outreach to familiarise all actors with humanitarian approaches. This would enhance coordination in future emergencies. Increased engagement would also allow humanitarian partners to make the best use of data collected at this level and ensure responses are better aligned with local needs. The absence of critical baseline data to inform the response, as well as reliable assessment results highlighting areas of need, was a constraint on the effectiveness of the operation. Improved information sharing and data flow would have allowed partners to better target their activities, as well as providing greater transparency and accountability to affected persons. Funding has been a constraint for some Clusters, particularly Shelter, where partners have not been able to roll out essential training in '*Building Back Safer*' techniques because of a lack of funds. Finding donor funds for these activities during the recovery phase will be critical to realizing the Government's vision of a Fiji that is more resilient to future disasters.

## MAIN HUMANITARIAN NEEDS TARGETED BY FLASH APPEAL



### Provision of emergency shelter and support to evacuation centers and host communities

There was a critical need for the construction of emergency shelters to allow a managed transition for people in evacuation centres, as well as direct support to host communities.



### Access to health services as well as clean water, sanitation and hygiene services

Hospitals and medical facilities were destroyed or damaged, and water sources were damaged or contaminated. Rapid provision of clean water and restoration of health and sanitation services was needed to reduce the spread of disease.



### Improved access to food and support to livelihoods

With the loss of 100 per cent of crops in some areas and serious damage to boats, fishing equipment and food gardens, people needed access to food, as well as seeds and other agricultural inputs and fishing supplies.



### Access to temporary learning spaces and rehabilitation of school facilities

Schools were destroyed or damaged and many others used as evacuation centers. Damaged schools were in need of temporary classrooms, with water and sanitation facilities and learning materials, to allow students to start their education and return to normality.



### Protection and support to vulnerable communities

Women, girls, boys and men of different ages and abilities are at greater risk of marginalisation, as well as physical, domestic and sexual violence. Many were also been traumatized. Access to safe spaces, improved shelter conditions, psychosocial support, and transitional support was urgently required.

## STRATEGIC OBJECTIVES OF THE FLASH APPEAL

### 1 Rapidly provide life-saving assistance to people affected by the cyclone and re-establish basic services

- Provide immediate life-saving and life-sustaining safe drinking water, food and health care, to those most affected.
- Deliver essential clinical and public health services at temporary and permanent health facilities and with mobile teams.
- Establish temporary classrooms with water and sanitation facilities and learning materials.
- Overcome logistics impediments to effective and timely distribution of relief items.

### 2 Support restoration of livelihoods and self-reliance

- Provide emergency cash transfers, including through existing Government mechanisms, to allow people to meet critical needs.
- Assist affected people with repair and reconstruction of shelters and housing.
- Clear, remove and manage debris, as well as provide small-scale community infrastructure.
- Provide seeds, other agricultural inputs and fishing supplies, and replace affected water infrastructure for domestic and agricultural use.

### 3 Provide safety and protection for vulnerable women, girls, boys and men, including provision of emergency and transitional shelter

- Identify and address life-saving protection issues including child protection, gender-based violence and ensure that the protection needs of marginalised groups are met while establishing and strengthening referral and response mechanisms.
- Provide emergency shelter and non-food items for people whose houses have been partially damaged or destroyed.
- Ensure that people in evacuation centers and other temporary displacement sites have access to safe and secure spaces.
- Restore access to education through the repair or replacement of school buildings, facilities, resources and learning materials, as well as provision of WASH, psychosocial support and child protection.

## KEY CLUSTER ACHIEVEMENTS DURING THE RESPONSE PERIOD



**370,000 persons**  
reached with emergency food  
supplies



**82,000 persons**  
received emergency cash or vouchers  
for food



**1 million cuttings**  
provided to affected farmers



**176,000 persons**  
reached with protection-related  
awareness raising, information and  
outreach



**17,000 persons**  
provided with birth certificates



**66,000 children**  
assisted to access education



**37,000 children**  
benefiting from the provision of  
learning materials



**44 child-  
friendly spaces**  
established



**18,000 persons**  
reached with psychosocial support



**34 Early Warning  
Alert & Response Sites**  
established for health monitoring



**250,000 persons**  
reached by hygiene promotion info



**244,000 persons**  
were provided with emergency water  
supplies



**28,000 households**  
reached with emergency shelter



**12,000 households**  
received emergency shelter awareness  
training



**51,000 emergency  
shelter items & NFIs**  
distributed



**700 persons**  
engaged in cash for work and debris  
clearance activities



**4 Mobile  
Storage Units**  
deployed



**3 months**  
the period of the Flash Appeal  
( 21 Feb to 21 May 2016)

## WATER, SANITATION AND HYGIENE CLUSTER



**Cluster Lead: Ministry of Health and Medical Services**  
**Cluster Co-Lead: United Nations Children's Fund (UNICEF)**

### Highlights

**244,000** persons provided with restored access to emergency water.

**271,000** persons received hygiene kits and information on how to use them.



**REQUIREMENTS (US\$)**

**5,346,800**

Funded

**4,192,660**

**78% Funded**

### Cluster achievements

Water and sanitation systems were badly damaged by the cyclone in many affected areas requiring an extensive WASH response. During the course of the emergency, 11 National WASH Cluster meetings were held involving 50 organisations. The Cluster's work was supported by four technical working groups on sanitation, drinking water quality, WASH in schools and hygiene promotion. Cluster targets were established with a case load of 250,000 people in need of access to WASH support and 65,000 students in need of WASH in schools and temporary learning facilities.

The Water Authority of Fiji and other partners provided emergency water supplies to more than 244,000 people following Winston. The Authority confirms that this includes the delivery of 2.7 million litres of water to communities without access to piped water supply, as well as the restoration of all urban systems and 532 rural water systems in affected areas. WASH Cluster partners have restored access to toilets for more than 2,500 people, with more toilets currently under construction. More than 270,000 people have benefited from WASH kits and 250,000 form hygiene promotion information. WASH supplies include collapsible water containers and buckets, purification tablets, sanitary pads, soap and hygiene awareness materials. WASH kits for schools have been distributed to more than 23,000 children at schools and temporary learning spaces containing water bottles, soap, toothpaste, toothbrushes and teacher training guides on health and hygiene.

### Challenges and constraints

The Cluster faced a number of challenges in its work on behalf of affected people. Insufficient sanitation and safe bathing areas, coupled with lack of rural wastewater system management, have posed health, environmental and protection risks to affected people. The Cluster recommends continued work in constructing resilient infrastructure and community capacity to prepare for, reduce the impact of and respond to large scale disasters. A lack of baseline data and sub-optimal capacity at community, divisional and national level to undertake effective rapid WASH needs assessments was also a challenge.

### Transition to recovery

As the response transitions into recovery, the Cluster's work continues. Future priorities include repairing reticulated water systems and rural water schemes, including rain water harvesting systems and water storage facilities, all with resilience in mind. The implementation of national water quality monitoring standards and the provision of the appropriate equipment to make this happen are also critical. There is also a need to link activities to epidemiological reporting. The Cluster will continue to work on developing a comprehensive waste management plan for both waste water and solid waste. This should include support for communities to re-use, reduce and recycle waste. The post-disaster environment will require clean up campaigns to control vector borne disease risk. Rural sanitation system assessments and rehabilitation work will need to be carried out in line with drought, flooding, cyclone and earthquake risks. Risk resilience efforts such as strengthening the engagement of rural WASH committees and leaders will be critical. The provision of earthquake and cyclone resistant water and sanitation facilities at schools, health centres and designated evacuation centres is essential.



## FOOD SECURITY AND LIVELIHOODS CLUSTER



**Cluster Lead: Ministry of Agriculture**  
**Cluster Co-Lead: Food and Agriculture Organization**

### Highlights

**370,000** persons reached with first round of emergency food distributions

**82,000** persons received emergency food assistance through cash or vouchers



**REQUIREMENTS (US\$)**  
**13,616,842**  
 Funded  
**5,250,582**

**39% Funded**

### Cluster achievements

In addition to destroying household food supplies, Tropical Cyclone Winston caused extensive damage to agriculture, fisheries and livestock in affected areas. In the weeks following the cyclone, the Fijian Government, in collaboration with the Food Security and Livelihoods Cluster, successfully provided assistance to cyclone-affected communities through emergency food distributions to 370,000 people, the provision of seeds and seedlings to an estimated 45,000 farmers, the provision of chicks and livestock fences to 500 livestock farmers and fishery assets to 14,000 fishermen. Further support followed including cash welfare top-up payments for the poorest Fijians to use for the purchase of food.

### Challenges and constraints

The main challenge to the Cluster's activities was a lack of in-country availability of seeds which reduced the choice of seeds to be distributed and delayed distribution to needy farmers. The need for a swift rehabilitation of the agriculture, fisheries and livestock sectors, as well as the re-establishment of damaged food and crop plantations and home gardens, remains critical. To achieve this, the Ministry of Agriculture has confirmed an ongoing need for agro-inputs such as seeds, seedlings, fertilizers, fresh planting materials and feeds. This situation has been exacerbated by the effects of adverse weather caused by TC Zena and associated flooding in April, which led to widespread flooding of Fiji's key vegetable growing area, destroying up to 80 percent of agricultural rehabilitation works and hampering efforts to meet export demands due to insufficient supply. Even with this increased humanitarian need post-flood, overall humanitarian funding requirements for the Cluster were ultimately well below those originally outlined in the Flash Appeal.

### Transition to recovery

Moving forward, the Food Security and Livelihoods Cluster will continue to monitor the impact of its ongoing activities in response to TC Winston. The Cluster will also implement priority recommendations following a joint lessons learned exercise with the Ministry of Agriculture. These include: building capacity of Ministry staff on Climate Change Disaster Response Mechanisms; supporting the development of disaster response plans at village level; rehabilitation and building of new nurseries in strategic areas with '*Build Back Better*' techniques; and promoting increased crop diversification. Through the Ministry, the Cluster is also prioritising the implementation of mobile data collection and disaster assessment systems. The Cluster will work towards targeted criteria for food and agro-input distribution, as well as contribute to the review of the NDMO emergency food basket. From a livelihoods perspective, ongoing priorities include linking debris clearance with the reconstruction and livelihoods re-establishment efforts, replanting of home gardens, increasing capacity for re-use of wood resources (carpentry workshops), and support for the re-establishment of pandanus and other types of weaving.

### A note on El Niño

Many of the areas hit hardest by this El Niño-fueled cyclone were those which had previously been struggling with El Niño-related water shortages. While the current El Niño is decaying, its impact on Fiji is expected to be felt for most of 2016, particularly in the agricultural sector. Recent rainfall has eased short-term rainfall deficiencies over many parts of the country, however, long term deficits continue heading into the traditional dry season. Below average rainfall is predicted from March to August of 2016. In the past, the effects of El Niño on Fiji's rainfall have been more pronounced a year after the event has established and the situation will need to be closely monitored.

## SHELTER CLUSTER



**Cluster Lead:** Ministry of Local Government, Housing and Environment  
**Cluster Co-Lead:** The International Federation of Red Cross & Red Crescent Societies (IFRC)

### Highlights

**28,000** households received emergency shelter

**51,000** emergency shelter items and NFIs distributed



**REQUIREMENTS (US\$)**  
**5,256,350**

**Funding**  
**1,100,067**

**21% Funded**

### Cluster achievements

An estimated 31,000 houses were damaged and destroyed when TC Winston struck Fiji, leaving significant shelter needs in its wake. Since the start of the response, Shelter Cluster partners, along with the Fijian Government, have distributed emergency shelter to 28,000 households, including tents, tarpaulins, shelter kits and shelter tool kits. Partners have also distributed in excess of 50,000 separate shelter and other non-food items. Supporting Fijians to build their homes back safer has been a programming priority for the Cluster. A three day technical 'Training the Trainers' pilot program was initiated in early May. The aim was to train those within NGOs, as well as community and faith-based organizations, to roll out their own trainings on safer construction practices and 'Build Back Safer' methods. The pilot was aimed at supporting an owner-driven recovery and targeted both owner-builders, as well as skilled and semi-skilled carpenters (See boxed text below). The Shelter Cluster has collaborated with the Government of Fiji to include 'Build Back Safer' posters and key messages at voucher card distributions sites for the 'Help for Homes' shelter voucher initiative.

### Challenges and constraints

Significant funding gaps remain for the wider roll out of the technical training program, along with direct support for the construction of core shelter for the most vulnerable. There are significant outstanding needs in terms of support for shelter self-recovery activities including technical training for carpenters, 'Build Back Safer' key message dissemination and support for owner-builders to construct more durable housing. If this almost 80 per cent gap in funding remains, thousands of families will lack appropriate shelter and will not have the means to 'Build Back Safer' or become more resilient to future natural disasters. Adverse weather and logistical challenges in reaching some of the smaller islands have been a constraint, but overall the lack of funding for the shelter sector has been the biggest factor reducing the scope of the shelter response. Potential duplication in the shelter response, as well as challenges in information sharing and coordination, have also affected the cluster partners' ability to address outstanding needs. A lack of visibility over bilateral donations of shelter items and their distribution limited the Cluster's ability to coordinate and monitor progress towards meeting need.

### Transition to recovery

Moving forward, further Shelter Cluster activities may include directly assisting the most vulnerable households who may have received vouchers for shelter materials through the Government's 'Help for Homes Initiative' but are still in need of additional support. This may be through repair or retrofitting assistance, support for labour, transport or construction of transitional or core shelters. Partners are planning to work in a wide range of affected areas, but will mainly focus on rural settings, including maritime areas. Because of the significant funding shortfall for the sector, plans and scope for recovery activities will depend on further donor support.

### **Building Back A Safer Fiji**

In line with priorities discussed at the recent World Humanitarian Summit Istanbul, the Cyclone Winston response in Fiji is a timely example of Pacific efforts to collaborate for resilience and build local capacities in coping with disasters. Humanitarian partners have been working with the Fiji Government to train hundreds of community carpenters and owner-builders in safe building techniques so that the country is more resilient to future cyclones and other climate-related events.

Joe Rabuku is a Fiji Red Cross shelter volunteer who normally draws house plans for a living. Now he's going back to basics and learning some simple tips for building back safer houses after the devastation of Cyclone Winston.

"The whole purpose of this training is to learn skills and proper techniques on building a better Fiji, with stronger homes in the wake of Cyclone Winston. This training will help us to go back and train our volunteers so we can serve our community and teach them how to build stronger homes in preparedness for future disasters," Mr Rabuku said.

He was among 20 people from a range of humanitarian and non-government organisations, church groups and vocational education institutions who took part in a train-the-trainer pilot program encouraging safe home building techniques for people recovering after the Cyclone.

"We have the first group of carpenters learning build back better techniques so that when they go back to their communities they are competent, they are skilled in training, so that they can help communities build homes," Vula Shaw, Principal Administrative Officer (Housing) from the Fiji Ministry of Local Government, Housing and Environment said.

The pilot was run by the Fiji Shelter Cluster and Habitat for Humanity Fiji. It was aimed at supporting the Fiji Government's 'Help for Homes' program which is providing cash for affected householders to purchase building materials.

"The Government's 'Help for Homes' initiative is providing thousands of Fijians with access to free building materials so that they can get a roof back over their head after Cyclone Winston. We want to make sure they have the skills to do that properly so that their houses are strong enough to withstand the next cyclone," Caroline Dewast, Shelter Cluster Coordinator said.

The Shelter Cluster and its partners hope to secure recovery funding to roll out the training to almost 800 community carpenters and owner-builders so that post-cyclone investments in housing contribute to making Fijian communities more resilient to disasters in the longer-term.

"We did surveys immediately after TC Winston in rural housing locations, villages, informal settlements and we found the biggest reason why a lot of the houses came down was poor construction techniques. And so the whole idea of this is just to impart some really basic but important construction techniques. A lot of our community carpenters and home-owner builders know these but sometimes there are shortcuts. It's really very simple things like enough nails and strapping in the right place – inexpensive solutions that will save a lot of investment," Masi Latianara, National Director of Habitat for Humanity said.





## HEALTH AND NUTRITION CLUSTER



Cluster Lead: Ministry of Health and Medical Services  
Cluster Co-Lead: World Health Organization (WHO)

### Highlights

**83,000** medical consultations

**18,000** persons reached with psychosocial support

**34** Early Warning Alert and Response System sites



REQUIREMENTS (US\$)  
**5,792,136**

Funding  
**3,077,193**

**53% Funded**

### Cluster achievements

In the wake of TC Winston, Fiji was faced with a range of health needs including emergency medical care, infrastructure repairs, disease prevention activities and psychosocial support. A total of 26 humanitarian agencies and donors worked through the Health and Nutrition Cluster to support the Ministry of Health and Medical Services in addressing these requirements.

Urgent medical services were provided through mobile medical services for more than 82,000 persons in the affected areas. A total of 17 retired midwives were deployed in eight health facilities. Approximately 60 villages with limited access to health centres were reached through integrated mobile outreach activities in Ba Highlands, Ra Highlands, Ra Coastal, Ovalau, Taveuni, Vanuabalavu, Savusavu/Bua and Koro. Eight teams were deployed for two months, each composed of an outpatient practitioner, a nutritionist/dietician, a midwife, a specialist in integrated management of childhood illness and a specialist in maternal and child health. Health services, including the vaccine cold chain system, were brought quickly back online in affected areas with minimal disruption to services. The Ministry was supported to develop 74 solar powered refrigerators and 15 solar power systems to provide power to selected health facilities to support vaccine storage. Ensuring a safe medicine supply chain both in this emergency and beyond was a priority for the response and this was achieved through the provision of training and technical assistance to the Fiji Pharmaceuticals and Biomedical Services. Access to typhoid vaccines was supported for outbreak control. An Early Warning Alert and Response System (EWARS) at 34 sites was quickly established for the prevention and control of communicable diseases related to water, vectors and overcrowding such as diarrhoea, leptospirosis, typhoid, dengue, Zika virus and influenza.

Urgent nutritional support was provided to treat and prevent deterioration of the nutritional status of children and pregnant and lactating women through delivery of feeding support and the treatment of severe acute malnutrition. Emergency nutrition supplies including micronutrient powder, therapeutic food, infant scales and portable baby/child/adult height measurement systems were provided to the Ministry targeting 24,000 children. More than 18,000 persons benefited from the provision of Psychosocial First Aid training and the direct delivery of mental health and psychosocial support services in cyclone affected areas. More than 3500 people and 24 health facilities in all four divisions were provided with access to reproductive health services including maternal, new-born and adolescent care. A total of 2,000 dignity kits were provided to hard-to-reach populations.

### Challenges and constraints

The complex logistics of delivering health services in the country's highlands and outer islands was a challenge throughout the response. The absence of good quality baseline data made it difficult for the Cluster to make a rapid assessment of populations affected, damage, losses and gaps in services to assist in targeting the deployment of human resources, supplies and equipment. There was also poor information capture through response-related outreach. Updated baseline data is still not available on severe acute malnutrition (SAM) and monitoring of this issue will be important moving forward now that food deliveries have ended.

### Transition to recovery

The Cluster is working to establish clear guidance/standard operating procedures for future emergencies in Fiji. For future emergencies, the Cluster has identified a need for better coordination to facilitate rapid deployment of supplies and equipment between the different levels of government, international and national partners who provide significant health and nutrition supplies.

## EDUCATION CLUSTER



**Cluster Lead: Ministry of Education**  
**Cluster Co-Lead: UNICEF & Save The Children**

### Highlights

**66,000** affected children assisted to access education

**37,000** affected children benefiting from the provision of learning materials



**REQUIREMENTS (US\$)**  
**4,214,585**

**Funding**  
**3,891,398**

**92% Funded**

### Cluster achievements

Extensive damage to schools was recorded across the affected areas. Less than two days after TC Winston hit, an Education Emergency Operation Center (EOC) was established by the Ministry of Education, Heritage and Arts (MoEHA). During the response, the Ministry, with support from 25 cluster partners, was able to identify and respond to the needs of approximately 86,000 students enrolled in almost 500 primary and secondary schools (55 per cent) that were impacted by TC Winston. The Cyclone also adversely impacted approximately 4,100 young children across 115 (13 per cent) early childhood education centers (ECCE). Within a month of Cyclone Winston, 99 per cent of the primary and secondary schools were operational as a result of the collaborative efforts of the Cluster and schools, to analyse damage assessments, respond with relief supplies and complete minor repairs. The Cluster has helped provide access to safe learning spaces, psychosocial services, water, sanitation and hygiene in schools, and food security for teachers and students.

To date, more than 66,000 children (77 per cent of those targeted) have benefited from Education in Emergencies response activities. More than 27,000 children (52 per cent of those targeted) have been supported with temporary learning spaces such as tents and tarpaulins, and 5,500 children have benefited from quick repairs to their schools. Furthermore, almost 36,000 children (52 per cent of those targeted) have received various educational materials to facilitate effective teaching and learning and their quick return to class. The Ministry has provided trauma counselling to approximately 5,600 children and 350 teachers. Almost 21,000 children have received WASH in schools supplies from cluster partners while 13,000 students and more than 250 teachers are benefiting from school feeding programmes.

### Challenges and constraints

Some challenges that limited the Cluster's effectiveness included a lack of coordination in the distribution of emergency supplies, as well as limited availability of data on ECCE centers and social protection issues. It was also observed that there were several organizations (private, non-profit and faith-based organizations) that contributed to relief efforts outside the ambit of the Cluster, limiting their involvement in coordinated activities at the Cluster level.

### Transition to recovery

The Cluster ends this Flash Appeal period as the best funded sector in the response. However, gaps do still remain in the equitable distribution of Education in Emergencies supplies to schools and ECCE centers. Cluster partners continue to collaborate to bridge these gaps. There is a continued need for the Cluster to provide psychosocial support to students and teachers alike. The Cluster, under the leadership of Ministry, will conduct an internal review of its performance, continue monitoring efforts with strong feedback loops to analyze the impact of the activities during the response period, and develop a recovery strategy for the Cluster. It will be critical to the recovery strategy that the Ministry enforces implementation of existing policies on school safety and reiterates the need for disaster preparedness by schools. The Ministry is currently developing an operational plan to rehabilitate damaged and destroyed schools. The Cluster will also focus on longer-term development, resilience and disaster risk reduction activities at all levels.

## SAFETY AND PROTECTION CLUSTER



**Cluster Lead: Ministry of Women, Children and Poverty Alleviation**  
**Cluster Co-Lead: UNICEF & UN Women**

### Highlights

**176,000**

persons in affected communities reached through protection-related awareness raising, information sessions and outreach

**17,000**

birth certificates issued

**760**

persons trained on child protection

**44**

child friendly spaces established



**REQUIREMENTS (US\$)**  
**2,085,851**

**Funding**  
**1,543,647**

**74% Funded**

### Cluster achievements and challenges

The impact of Tropical Cyclone Winston exacerbated pre-disaster inequalities, vulnerabilities and protection risks based on gender, age, physical ability, ethnicity, sexual orientation, and other diversity factors. To ensure protection and support to vulnerable communities, women, girls, boys and men of different ages and abilities in the humanitarian response, the Fijian Government, with support from the Pacific Humanitarian Team, activated the Safety and Protection Cluster, as well as the Child Protection Sub-Cluster and the Gender Based Violence Sub-Cluster. The Ministry of Women, Children and Poverty Alleviation is leading the Safety and Protection Cluster with support from UN Women and UNICEF.

As part of the response, the Cluster developed and widely disseminated a Code of Conduct applicable to all humanitarian actors. The Cluster also developed a guide for identifying and prioritizing vulnerable populations for humanitarian and recovery assistance which was disseminated to all humanitarian stakeholders. Through orientations and technical advice, protection, GBV and child protection risk mitigation were integrated into the TC Winston humanitarian response.

A total of 21 Cluster partners from Government, UN, local and international NGOs and civil society organisations have conducted various protection, gender based violence and child protection-related activities in the affected areas, reaching over 180,000 people. Awareness raising, information sessions and outreach messaging were provided on protection issues, including gender based violence, birth registration and child protection, reaching more than 176,000 people in affected areas. The Child Protection Sub-Cluster is supporting the Civil Registry to re-issue birth certificates to people who lost their identification during the cyclone or those who never had documentation. So far 17,000 people have been issued with birth certificates and the remaining 10,000 people targeted are expected to be reached by end of July.

The GBV Sub Cluster developed an inter-agency GBV Response and Referral Protocol which was agreed by all actors in the response. The Cluster is working with Police to assist with joint trainings on protection, child protection and GBV issues. The GBV sub cluster coordinated a training strategy of sub cluster members, which has resulted in more than 463 actors being trained on GBV. Partners of the GBV Sub Cluster are providing gender based violence specific interventions and multi-sectoral (health, case management, psychosocial, legal, security) services reaching more than 20,000 women and girls. The Child Protection Sub Cluster trained 760 adults in affected communities on child protection. Child Protection actors identified and referred almost 400 child protection cases. Partners established and are running 44 child safe spaces and eight women's safe spaces. GBV actors provided almost 4,000 dignity kits to women that attended awareness and one-on-one sessions, as well as women that came to women safe spaces.

The Safety and Protection Cluster conducted the Winston response's first Inter-Organisational Rapid Protection Assessment, providing an overview of the protection needs and the cyclone's impacts. The results are aimed at informing current and future programming, as well as feeding into preparedness actions, prevention and response. Analysis of the results has been finalised and is awaiting Government endorsement ahead of its public release.

### Transition to recovery

Looking forward, it is recommended that all further cluster interventions should integrate protection, equality and inclusion into response activities as a cross-cutting issue. This will ensure programming is sensitive to the specific needs of key priority groups and will strengthen accountability and effectiveness across the humanitarian response. There is a need for further assessment of key protection and gender concerns, as well as for sex and age disaggregated data to assist in mapping needs and risks. A comprehensive monitoring mechanism is needed to ensure better implementation of protection interventions, support for data and information management. Assistance must continue to be provided without discrimination, through efficient and well-planned distribution systems that safeguard all people from violence, exploitation or abuse. Gender balance in distribution and monitoring teams, as well as ensuring those teams are sensitized on protection and GBV are key. Clear communication with all members of affected communities is vital. This should include accessible communication regarding relief and service needs, as well as consultations on suitable design and location of services (e.g. distribution sites and shelter).

## EMERGENCY TELECOMMS CLUSTER



**Cluster Lead: Ministry of Information and Communications**  
**Cluster Co-Lead: World Food Programme (WFP)**

### Highlights

**8** laptop kits provided to the NDMO



**REQUIREMENTS (US\$)**

**694,975**

Funding

**44,940**

**6% Funded**

### Cluster achievements

In the direct aftermath of TC Winston, the Emergency Telecommunications Cluster (ETC) conducted three telecommunications assessments in Koro, Vanua Balavu and affected areas of Viti Levu. In support of the Government's response, the Cluster provided eight laptop kits to the Fiji NDMO to assist with staff mobility. The ETC also held weekly ICT working group meetings to help coordinate the response. After the initial response period, the ETC conducted a more in-depth assessment of the emergency communications system of the Fiji NDMO and the priority recommendations in that report will be implemented as part of the remaining activities of the Cluster.

### Challenges and constraints

Logistics issues were a key challenge faced by the ETC in the period immediately after TC Winston. In particular, there were limited transport options available for Cluster partners to travel to affected parts of the country to conduct assessments. Initial funding needs for Emergency Telecommunications support were ultimately not as great as originally estimated at the time the Flash Appeal was issued.

### Transition to recovery

In terms of remaining gaps, there is still more work to be done to upgrade aspects of the Fiji NDMO's emergency communications systems to strengthen disaster management capacity. Such strengthening would improve resilience to future disaster events. This is an area that the ETC continues to work on with the NDMO, focusing on radio communications technology and refurbishment of the communications room at NDMO headquarters. Strengthening capacity related to emergency communications requires an ongoing investment in equipment, human resources, and definition of procedures.

## LOGISTICS CLUSTER



**Cluster Lead: Fiji Procurement Office**  
**Cluster Co-Lead: WFP**

### Highlights

**4** Mobile Storage Units rapidly deployed



**REQUIREMENTS (US\$)**  
**207,282**  
Funding  
**208,650**

**101% Funded**

### Cluster achievements and challenges

Responding to the impact of Cyclone Winston presented enormous logistics challenges with affected communities spread over widely disbursed islands, as well as Fiji's rugged interior. The Logistics Cluster, jointly led by the Fiji Procurement Office and the World Food Programme (WFP), provided direct support to the National Disaster Management Office (NDMO), government agencies and other organisations involved in the humanitarian response.

Four Mobile Storage Units (MSUs) were rapidly deployed to augment Fijian Government and humanitarian partners' capacity to store, sort and package relief items. Selected national emergency response teams were trained by WFP in setting-up and maintaining the MSUs, and the management of the facilities was handed over to the NDMO. The Cluster provided coordination between national and international logistics structures to ensure integration of humanitarian NGOs, INGOs and UN agencies into the overall Government plan supported by donors and militaries.

## EARLY RECOVERY



**Focal Point: UNDP**

### Highlights

**11** affected villages assisted

**300** people engaged in cash for work

**400** people engaged in debris clearance activities



**REQUIREMENTS (US\$)**  
**902,786**  
Funding  
**300,000**

**33% Funded**

### Achievements and challenges

While not a formal Cluster under Fijian disaster response arrangements, early recovery projects were covered by the Flash Appeal. Immediate assistance to affected communities was provided through safe debris removal and waste management, supported by UNDP through the ministries of Agriculture and Youth. This was provided in both Koro and Ra through training in debris management, the provision of basic tools (wheelbarrows, chainsaws), cash for work and training of trainers. These activities were small-scale but tightly targeted in affected areas. Women's participation, in particular, was hampered due to their higher workload. Overall, 11 Villages were assisted with almost 300 people (20 per cent women) in Cash for Work and 400 (25 per cent women) in debris clearance activities. The low level of funding for this sector means it has not been possible to reach the majority of communities with cash for work or debris clearance work which would have provided a valuable income boost and clean-up service post-cyclone. Final disposal, particularly of non re-usable debris, is still a major gap with refuse either piled up within villages or scattered between them. A shortage of implements and tools to deal with bulky



green waste has also been a challenge in places such as Koro. These gaps present health and safety risks to communities moving forward and have the potential to delay rebuilding work in the recovery phase.

## COORDINATION



Focal Points: NDMO, UNOCHA, FCOSS



REQUIREMENTS (US\$)

**512,442**

Funded

**200,000**

**39% Funded**

While not a formal Cluster, strong Coordination is a critical element of any response integrating the efforts of government, as well as national and international humanitarian actors on behalf of affected communities. Amid the State of Natural Disaster, the Fijian Government led the TC Winston response, distributing relief items, chairing inter-cluster coordination meetings with support from UNOCHA, managing logistics and issuing regular situation reports. National clusters were tasked with identifying specific needs and working in cooperation with international and national partners to ensure gaps were covered. OCHA attended regular Cluster meetings, provided technical support to the NDMO and coordinated the Pacific Humanitarian Team's contribution to the response. On behalf of the PHT, OCHA produced 20 situation reports, four Flash Alerts and one Humanitarian Bulletin, supplementing the 200 reports issued by the NDMO. The first of the OCHA Situation Reports was issued within hours of the cyclone hitting and these reports were complimented by regular 3W and infographic products providing partners with reliable information on the response and humanitarian needs in the community. OCHA's role included assisting the Fijian Government to compile and launch the Flash Appeal and lodging a CERF request on behalf of UN partners. OCHA also worked to facilitate the smooth integration of new humanitarian partners arriving in Fiji. Strong civil-military coordination was facilitated by OCHA and UNDAC personnel embedded in the NDMO. This included the establishment of a '*Request for Assistance*' system that allowed NGOs to move supplies around the country using foreign military assets. OCHA chaired a range of technical working groups on Communicating with Communities, Public Information and Information Management. OCHA's overall funding requirement was ultimately lower than originally estimated for the response.

Under the Disaster Management Act, the Fiji Council of Social Services is tasked with coordinating the efforts of the NGO community and civil society in response to emergencies. FCOSS ultimately did not receive funding under the Flash Appeal, limiting its resources to carry out coordination. However FCOSS was still able to convene regular coordination meetings for partners and assisted in connecting NGOs with the Cluster system. OCHA attended FCOSS meetings and provided technical advice on humanitarian structures. Moving forward, there is scope for increased outreach to NGO and civil society partners to ensure they are familiar with humanitarian systems and reporting structures to ensure relief is delivered as efficiently as possible, without duplication.

The Secretariat of the Pacific Community also supported the Government, agencies and partners through the provision of data and information, as well as technical advice, equipment and other resources.

## THE WAY FORWARD

A Post-Disaster Needs Assessment (PDNA) was carried out by the Fijian Government, with support from international partners. The total cost of the damage is estimated at US\$1.4 billion. This assessment forms the basis of the Government's longer term recovery efforts and has led to the development of a Disaster Recovery Framework (DRF), which will guide reconstruction work going forward.

The DRF outlines the following four recovery priorities:

1. Rebuilding homes
2. Restoring livelihoods
3. Repairing and strengthening critical infrastructure
4. Building resilience

With both the PDNA and DRF now approved by the Fijian Government, all partners are being called on to support the recovery process, in line with the Government's priorities. An initial workshop is expected to be convened in June to further elaborate on these recovery plans and four working groups, based on the priority areas, will be established to coordinate the efforts of all partners. Direct links will be established with the relevant Clusters to ensure a smooth transition from response to recovery, with the UNDP Early Recovery Advisor acting as a focal point for the international humanitarian community.

## WORLD HUMANITARIAN SUMMIT

The TC Winston response has put a spotlight on many of the Pacific issues raised in connection with the World Humanitarian Summit including support for locally led responses and the importance of resilience-building in humanitarian programming. The message from Pacific participants in the WHS process, including Fiji, has been that partners need to work on strengthening local capacity and involving a wider range of stakeholders in humanitarian action, including civil society and the private sector. The high proportion of projects implemented by local partners in this response also reflects this push for more localised response. TC Winston and other recent weather events have highlighted the need for a new approach which integrates risk reduction and resilience building with disaster preparedness, response and recovery. At the Summit, Pacific Governments were clear in expressing their views that climate-related issues (El Niño, climate change and associated displacement, more intense cyclones, drought) should be treated as an over-arching risk to the Pacific. Pacific countries are also clear that building resilience to any one of these threats improves resilience to the others. Overall resilience to risk should be the priority, rather than the development of separate and increasingly complex funding and program streams. A final report on the Pacific-relevant outcomes from the Summit and the regional consultations in 2015 is under development and will be circulated in the coming weeks.



## REFERENCE MAP

### FIJI: TC Winston



## ACKNOWLEDGEMENTS

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- The Fijian Government
- The National Disaster Management Office
- Cluster Leads and Co-Leads
- The Pacific Humanitarian Team

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OCHA Information on Cyclone Winston is available at:

16 [www.unocha.org/rop](http://www.unocha.org/rop) | [HumanitarianResponse.Info](http://HumanitarianResponse.Info) | [www.reliefweb.int](http://www.reliefweb.int)