

STRENGTHENING NI-VANUATU RESILIENCE

National Recovery and Economic Strengthening Program
Plan

16 JUNE 2015

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1. *Plan ia bae i mekem wanem - Overview*

Cyclones strike, destroy and move on, leaving people to clean up and restore their lives. They tear holes in families, taking loved ones away for ever.

This is the reality of them, one that we the people of Vanuatu know and have lived through many times over. And we shall again, because of our strength and wisdom, as families and communities and as a nation.

Now the immediate crisis is over, what can the Government do to assist?

- It can hear the voices of the people affected, and respond with respect to what they have to say about actions that will help them.
- It can work with partners to set up a pool of resources dedicated to these actions.
- It can build a program of projects to restore infrastructure and government services, support ni-Vanuatu livelihoods and protect the vulnerable.
- It can learn from the experience of Cyclone Pam. In the memory of those who died, and for all who will experience disaster in future, it can improve readiness for natural disasters.

It can do all this and it will do it by implementing this plan for recovery, reconstruction and sustainable economic growth. The plan is for two years, and for Vanuatu to emerge as a stronger nation, renewing our traditions and values through our care for one another, and creating economic opportunities.

The Government has primary responsibility for coordinating and delivering recovery programs, but it alone cannot rebuild the country and set it on a path to sustained growth. Firstly, we recognise the enormous efforts that have been and continue to be invested by all segments of our community. Secondly, we appreciate our international partners who work to support our efforts.

Working with our people and partners we can ensure our great nation of Vanuatu will again stand up, realising the benefits of our connection with land and offering new opportunities.

2. *Tok tok long saed blong ol nid – Assessment of needs*

Mifala i gat sing sing blong ol pikini nomo: an old man's remark to the a government delegation visiting Mataso after Cyclone Pam. The group was confronted with complete physical devastation and welcomed by the voices of Mataso's children raised in song. There can be no more powerful demonstration of the fortitude, generosity and community spirit of ni-Vanuatu people than this. In the midst of a terrible crisis they received guests with the most precious offering of all, the voices of their and our nation's future.

It is the spirit of ni-Vanuatu people which infuses and guides this assessment of needs. Our Melanesian values make us resilient in hard times and willing to do all necessary to secure our own and our children's futures. We can rely on each other for help to a greater extent than many, our family and community structures are strong and supportive.

This national level approach to assessing recovery needs recognises our cultural strengths and aims to build on them, rather than supplant them.

First and foremost this assessment of recovery and rebuilding needs comes directly from the experiences of our people. In the months since the cyclone, Members of Parliament and public servants have listened to people and collected their stories. They have done this through an initial round of rapid needs assessments and ongoing interactions with people throughout the relief efforts. Consultations have involved provincial governments, municipalities and area councils. Importantly, they have heard about needs from their own families and in their own places, for they too are of the people.

At the same time, Vanuatu endorsed the conduct of a Post Disaster National Assessment (PDNA). This endorsement recognises the central importance of support from foreign partners, who do not have the opportunity to develop an in-depth appreciation of people's needs. The PDNA provides a window for them on to ni-Vanuatu society. Importantly too it provides an essential assessment of the quantum of monetary resources that ought ideally be applied to recovery efforts. The PDNA is meant to be government led and owned, but there is a risk to this ownership inherent in the process for producing the assessment. It is conducted with the strong involvement of people whose values and policies may not align with ni-Vanuatu's aspirations and requirements, and consequently who may propose actions that are likewise not aligned. This risk is being managed by working with potential partners to ensure government ownership of recovery planning and implementation.

The national approach to assessment of needs also recognises that perspectives on needs will change over time, as people rebuild their own lives and as the impacts of nationally-led activities become apparent. What this plan contains, then, is an assessment of needs as they are being expressed at the present time. The assessment will be formally reviewed in six months time to ensure government-led actions remain

properly and fully focussed on what ni-Vanuatu require, within the constraints of the resources available for recovery activities.

From our engagement with people we have received enough information to develop a first assessment of needs, which will guide the development and early implementation of actions as part of the recovery program. The needs fall into the three categories of infrastructure, essential social services and livelihoods and lifeways.

Essential social services

- Restore and strengthen health and education services
- Strengthen preparedness for future disasters, including through awareness and advocacy

Infrastructure

- Construct/upgrade/repair essential public buildings to appropriate standards
 - Assist to rebuild/repair/upgrade private housing and infrastructure
 - Construct/upgrade/repair essential public utilities (water, sanitation, communications, electricity)
- Repair/rebuild/upgrade transport infrastructure to appropriate standards

Livelihoods and lifeways

- Promote economic recovery and strengthening with a focus on getting people back to work and involved in other income generating activities
- Provide support for the domestic private sector, including primary producers, construction industry and service industry providers
- Support the most vulnerable groups – youth, people with disabilities and women and children at risk
- Support sustainable self-reliance, including food self-sufficiency
- Promote and support ni-Vanuatu cultural revival

The local assessments of need align broadly with the key findings of the PDNA, which reported significant levels of damages and losses in productive, social and infrastructure sectors. The PDNA estimated that 62% of disaster effects fell within private enterprises and individual ownership, with 38% within public sector ownership.

While this assessment does not adequately reflect cultural perspectives relating to the constitution of ni-Vanuatu persons as part of a group, it leads on to an important point. That is, the government needs to provide leadership and guidance in relation to the private sector, with special reference to addressing the post disaster requirements of those at risk of impoverishment.

The PDNA provides an initial assessment of recovery and reconstruction needs which (whilst not fully internally consistent and prepared with the World Bank modality of assistance in mind rather than the specific timeframe for this plan) gives a sense of the quantum of resources which would ideally be applied to government-led recovery efforts.

	Recovery Needs (VT million)		
	Short-term needs (0-1 years)	Medium- to long-term needs (2-4 years)	Total needs (0-4 years)
Productive Sectors	4,510	1,321	5,832
Agriculture	651	1,162	1,813
Commerce and Industry	2,280		2,280
Tourism	1,579	159	1,738
Social Sectors	1,236	18,729	19,964
Housing	325	11,931	12,256
Health	774		774
Education	100	6,749	6,849
Culture & Religious Buildings	36	49	85
Infrastructure Sectors	3,574	2,610	6,184
Transport	2,189	1,734	3,923
Public Buildings	297	295	592
Water Supply Sanitation	365	571	936
Energy	3	10	13
Communications	720		720
Cross Cutting sector	38	90	128
Environment	38	90	128
Social and Household	694	844	1,539
Employment, Household and Community Livelihoods	694	844	1,539
Disaster Risk Management	275	203	478
Disaster Risk Management	275	203	478
TOTAL	10,326	23,798	34,124

It is noted, however, that the likely level of support to be provided by donors will fall well short of this amount and so careful prioritisation of needs will have to occur. Priority will be given to actions which strengthen public infrastructure and services,

support ni-Vanuatu livelihoods, protect the vulnerable and ensure Vanuatu is ready to respond to disasters.

3. *Stamba ting ting long saed blong ol wok* - Priority recovery and reconstruction actions

Actions carried out under this plan will be lead and managed by Government of Vanuatu Ministries, supported by funding and implementation partners. They will only be authorised after a rigorous assessment of project proposals by a committee of senior public servants, prioritisation of these proposals and subject to funding partner support. At this stage, Ministries have made an initial assessment of activities that could be funded under the recovery program, based on their knowledge of needs in their sectors. This program plan provides a high level specification of recovery and reconstruction actions, drawing on the work of the Ministries to date and with strategic policy priorities in view, to guide their preparation of specific project proposals.

The tables on the following pages set out the priority recovery and reconstruction actions, organised under objectives (what we aim to achieve) and strategies (how we will go about achieving the aims). The objectives and strategies are drawn directly from the assessment of needs.

Ministries will be required to demonstrate how specific project proposals are related to this high level specification in order to be eligible to receive funding.

Objective: Restore and develop essential social services

Strategy: Restore and strengthen health and education services	
Lead ministry	Action
MOE	Help schools and kindergartens to be operational – including restocking books, stationary and equipment, and providing weather-proof storage
MOE and MOY	Conduct a rationalisation exercise of existing school facilities and assess opportunities for merging with sports facilities or develop a school package which includes upgrading some facilities to include sports /playgrounds in anticipation of inter-school sports and junior games in the lead up to 2017Pacific Mini Games as well as dispensaries.
MOE	Boarding schools food and fees support
MOE	Supporting ECCE located within schools
MOH	Return to a partial- or fully-functioning state all affected facilities, including Vila Central and Lenakel Hospitals, through the installation of temporary facilities or the conduct of quick fixes including the provision of supporting equipment
MOH	Conduct a rationalisation exercise of existing health facilities, including defining the essential health services package and role delineations of facilities throughout the health system, and assessing the geographical placement, status and form of existing facilities
MOH	Compile and maintain a thorough resource and facility database on the availability of health services in all provinces
MOH	Strengthen the Human Resource management and planning functions within the Ministry of Health
MOH	Strengthen health systems to deliver improved primary health care services and public health interventions, as well as improving surveillance activities
MOH	Improve storage, supply chain and provincial distribution for pharmaceutical and non-pharmaceutical items and support contingency planning for emergency situations
MOH	Undertake public health (including nutritional) programme

Strategy: Strengthen preparedness for future disasters, awareness and advocacy	
Lead ministry	Action
MCCA	Undertake lessons learned exercise to inform national and provincial disaster management planning.
MCCA	Implement recommendations of the lessons learned exercise, endorsed by DCO/COM
MCCA	Update national and provincial disaster management planning – including specific training and drills for first responders
MCCA	Provide cash grants to compensate financial losses incurred in supporting immediate response efforts
MCCA	Pre-position stocks of emergency supplies (water, medicine, shelter, food) in provincial distribution centres
MOFA	Undertake targeted travel to solicit support and funding and share lessons on the international stage
MPM	National conversations and consultation – including support to elected representatives to spend time in their constituencies
MCCA	Establish an emergency fund
MCCA	Conduct disaster preparedness planning and simulation in all relevant ministries, including for facilities preparedness, and ensure all staff are prepared for their roles in any future disaster

Objective: Repair and improve infrastructure

Strategy: Construct/upgrade/repair public buildings to appropriate standards	
<i>Lead ministry</i>	<i>Action</i>
MIPU	Based on detailed assessments and in accordance with priorities, repair, upgrade, and rebuild public sector office buildings and facilities, including the installation and replacement of supporting utilities, fixed assets and inventory items. Facilities include but are not restricted to hospitals, clinics, aid posts, schools, kindergartens, provincial and municipal government offices, courts and police stations and meteorological stations
MIPU	Construct/upgrade/repair to appropriate standards buildings that can serve as evacuation centres
MIPU	Upgrade/repair public service housing to appropriate standards with focus on ensuring the safety of roofing and roof structures
MIPU	Complete emergency clearing and repair of roads and river crossings (e.g. removing remaining fallen vegetation, clearing land slides, and temporary solutions to washed out sections of road/bridges)

Strategy: Assist to rebuild/repair/upgrade private housing and infrastructure	
<i>Lead ministry</i>	<i>Action</i>
MCCA	Replace, and extend the roll out of, solar systems
MOLNR	Support the rehabilitation of private water supply systems (RWH) in the four affected provinces.
MOLNR	Support communities in rehabilitation and upgrading of sanitation household facilities in the four affected provinces
MTTCINVBD	Support access to high standard, cost effective building materials and construction services, including through the implementation of price control
MIPU	Partial funding assistance to rebuild/upgrade/repair private housing considered on a co-contribution basis and in compliance with building codes.
MOLNR	Work with customary owners to ensure services appropriately provided for those occupying land especially in urban centres
MOLNR	Review, update and apply building code and regulations
MOLNR	Review, update and apply urban management plans

Strategy: Construct/upgrade/repair essential public utilities (water, sanitation, communications, electricity)

<i>Lead ministry</i>	<i>Action</i>
MCCA	Replace, and extend the roll out of, solar systems
MCCA	Design and implement energy efficiency measures
MCCA	Design and implement a Waste Management Program
MCCA	Improve disaster warning systems
MIPU	Construct/upgrade/repair electricity infrastructure to appropriate standards, including underground cabling where possible and appropriate
MOLNR	Rehabilitate and upgrade community Water Supply Systems in the four affected provinces
MOLNR	Establish alternative water supply systems in the four affected provinces
MOLNR	Rehabilitate water and sanitation facilities at public facilities
OCGIO	Construct/upgrade/repair information communications technology to appropriate standards

Strategy: Repair/rebuild/upgrade transport infrastructure to appropriate standards

<i>Lead ministry</i>	<i>Action</i>
MIPU	Repair/rebuild local feeder roads
MIPU	Repair/rebuild/upgrade public roads and bridges
MIPU	Repair/rebuild/upgrade airports and airstrips
MIPU	Repair/rebuild/upgrade wharves and jetties

Objective: Promote and support ni-Vanuatu livelihoods and lifeways

Strategy: Promote economic recovery and strengthening with a focus on getting people back to work and involved in other income generating activities

<i>Lead ministry</i>	<i>Action</i>
MIPU	Using community based contracts, undertake a final push on clean up of public and private spaces to remove the scars of Cyclone Pam (including removing fallen vegetation, debris and damage).
MOY	Design and implement additional support for RTCs
MTTCINVBD	Support those made jobless or suffered loss of income – tied to grants to businesses that bring people back to work

Strategy: Provide support for the domestic private sector, including primary producers, construction industry and service industry providers

<i>Lead ministry</i>	<i>Action</i>
MALFFBS	Revive and sustain agricultural and fisheries market access
MALFFBS	Improved agricultural and fisheries product quality and safety
MALFFBS	Increased agricultural and fisheries production and productivity
MALFFBS	Enhanced agricultural and fisheries processing and value adding, including through support for key infrastructure investments
MTTCINVBD	Tourism sector sustainment and renewal – including campaign around being open for business
MTTCINVBD	Provide access to credit facilities directed to the domestic private sector
MTTCINVBD	Other services and productive industry sector sustainment and renewal

Strategy: Provide support for the most vulnerable groups – youth, people with disabilities and women and children at risk

<i>Lead ministry</i>	<i>Action</i>
MOY	Provide support and rehabilitative services to and opportunities for the young people to deal with the effects of the cyclone

	Pam, including through support for youth groups
MIPU	Grants to existing institutions serving vulnerable groups (youth, elderly, women and people with disabilities) to upgrade to meet appropriate building standards and prevent hardship
MIA	Provide other support services to and opportunities for the most vulnerable people, including youth, people with disabilities and women and children at risk
MCCA	Food distribution based on needs assessment after HAP concludes
MIPU	Restore/rebuild/construct functional public spaces

Strategy: Support sustainable self-reliance, including food self-sufficiency

<i>Lead ministry</i>	<i>Action</i>
MALFFBS	Agriculture sector sustainment and renewal - including seedling programme and support to rehabilitate agricultural land contaminated by salt water
MALFFBS	Fisheries sector sustainment and renewal - including support to small scale fisher folk who lost boats, canoes and equipment
MALFFBS	Forestry sector sustainment and renewal - including milling of fallen trees
MALFFBS	Strengthen environmental services and resilience
MALFFBS	Support agricultural self-sufficiency, including seedling programme and support to rehabilitate agricultural land contaminated by salt water
MALFFBS	Support for small scale fisher folk who lost boats, canoes and equipment
MALFFBS	Forestry sector sustainment and renewal - including milling of fallen trees
MCCA	Environmental protection and conservation area rehabilitation

Strategy: Promote and support ni-Vanuatu cultural revival

<i>Lead ministry</i>	<i>Action</i>
MIPU	Repair Malvatumauri Chief's Nakamal
MIPU	Repair/rebuild island council of chiefs places

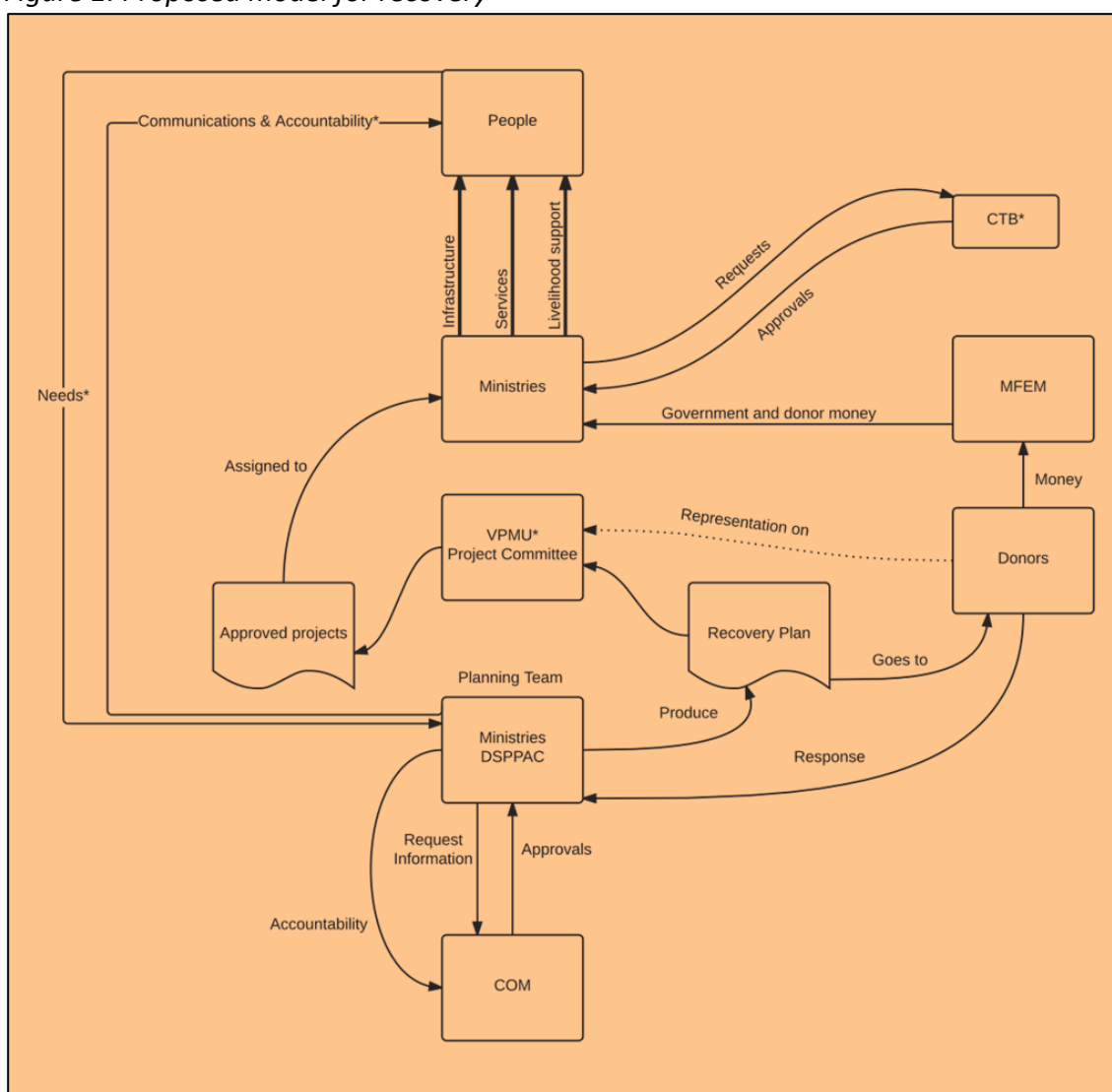
MPM	Collect and exhibit people's stories and pictures to document cyclone Pam and the recovery and reconstruction journey.
MPM	Independence Day 2015 to commemorate the fallen and honour the heroes.
MPM	Support custom ceremonies to help the national healing process.

4. Bae huia olgeta we oli wok blong mitim nid blong pipol – Management arrangements

The proposed approach to coordinating the recovery is based on four principles. It will ensure:

- Actions are based on an assessment of people's needs and priorities, as they articulate them.
- Activities are directed to supporting people in the most direct way possible, in part this means making sure activities are useful, in part that administrative overhead is minimised.
- GoV agencies manage all stages of the recovery process.
- Technical support will be integrated into the functions of GoV agencies and be under their control.

Figure 1: Proposed model for recovery



The diagram above represents the proposed model for recovery, based on these principles.

- The recovery process begins with the PEOPLE, who the Government serves.
- Their views provide the basis for THE PLANNING TEAM to coordinate and develop a RECOVERY PLAN.
- DSPPAC will seek instruction and endorsement from the Council of Ministers (COM).
- Once the plan is established, THE PROJECT COMMITTEE linked to VPMU will receive proposals from MINISTRIES. This committee will include key GoV representatives, who will take decisions, and DONORS representatives, who will support them and also advise on alignment of proposals with donor priorities. The committee will also monitor progress and be able to take decisions to adjust or cancel projects going off-track.
- MINISTRIES will implement approved PROJECT PLANS. They will deliver infrastructure, services and livelihood support to the PEOPLE, in cooperation with partners funded through the projects.
- DSPPAC will have responsibility for advocacy and communications. There will be a website established for the recovery. The website will comply with the GoV information policy and the OCGIO will be involved in its development and maintenance.

To support this central process:

- DONORS will provide funding support.
- MFEM will manage the funding provided by donors and also the recurrent funding committed to recovery. It will ensure that funding for recovery is ring-fenced and made available only for approved recovery projects. To the extent donors wish to establish separate funding mechanisms, they will need to arrange this with MFEM and provide supplementary capacity.
- CTB will manage procurements under the Section 9(1) order signed by the responsible Minister on 21 April 2015.
- Technical assistance will be required. Initially, the project committee will need support, and Ministries will need support to prepare proposals. DSPPAC will require a communications strategist and then support to implement the strategy developed. CTB will need support, an additional procurement officer to begin, and it would be desirable to establish electronic procurement methods.

5. *Mani bae i kam i go wea* – A funding model

It is intended, once donor funding sources are clear, to map out where the money is coming from and what it will be applied to, and when. For the moment, while some partners have responded swiftly, the funding picture is developing.

Funds committed

Timor-Leste	\$1m	Budget support
Papua New Guinea	\$2.35m	Budget support
EU	\$2m	Budget support
Australia	\$5m	Grant support for schools and health

In the pipeline

IMF	\$23.5m	Announced at IMF Article IV conference
World Bank	\$70m	IDA CRW of \$50m in addition to \$20m of existing IDA allocation to be released under emergency conditions
ADB	TBC	Potential to seek debt relief
Climate funds	TBC	Potential to claim from international climate funds
Australia	\$35m	Announced but with a bilateral agreement to be agreed
New Zealand	TBC	Possible budget support, in kind support and grants for specific activities
China	TBC	Infrastructure projects, debt for grant swaps, materials and equipment
Japan	TBC	Materials and equipment to support
UN	0	No funds provided for humanitarian assistance through the Flash Appeal and HAP will be available for recovery. UNDP requires funding support to operate.

6. *Storian* – Communications, accountability and advocacy

A key aspect of this plan will be *storian* – open and accessible communication and flow of information between all stakeholders and the people.

All project proposals developed under this plan will require detailed performance and financial monitoring targets, and reporting against these should be publicly available.

It must be clear to the people how money allocated in the name of Vanuatu's recovery and reconstruction has been spent.

In order to achieve this, it will be necessary for clear communications strategies to be designed and implemented across all aspects of the plan. As a starting point, the following is offered:

- It is suggested that a website be established to serve as a portal for all information and reporting under this plan.
- Additionally, it will be important to communicate key elements of the plan and specific activities through a variety of media, including: print, radio, television and online social media.
- Public awareness through the media should be complemented by community outreach to ensure full engagement of the people.

Clear and up to date information flows will ensure government and its partners are in a position to advocate for continued support on the international stage – drawing on our representation overseas and high profile attendance at important international meetings. This will be essential to maintain momentum over the life of the plan, especially as there are so many existing and emerging global priorities.

Finally, this plan is to be fully aligned to our national development aspirations outlined in the *Priorities and Action Agenda for Vanuatu 2006 – 2015* and other planning documents, including the National Sustainable Development Plan currently being developed. Regular reporting on activities under this plan will therefore feed into progress monitoring over the broader development agenda, and ensure smooth transition from the recovery and reconstruction effort to regular Government national development planning system.

Monitoring and evaluation will be a key element of the communications and accountability approach. Overleaf an initial template that will be used for monthly monitoring at a high level is presented. It will be supplemented by reports on the priority actions.

Draft monitoring template

[Insert name of strategy]

How will this help the people of Vanuatu?			
Who will take the lead?		How much will it cost?	
Who will support?		Where will it take place?	
What specific priority activities are required?	•	When will it be done?	Short term
	•		Medium-long term
	•		Medium-long term
	•		Medium-long term
	•		Medium-long term
	•		Medium-long term
	•		
	•		
What is being achieved?			