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DREF Final Report

Federated States of Micronesia: Typhoon Maysak



DREF Operation n° MDRFM001	Glide n° TC-2015-000028-FSM
Date of Issue: 26 February 2016	Date of disaster: 29 March 2015
Operation start date: 3 April 2015	Operation end date: 30 November 2015
Number of people assisted: 21,426	Operation budget: CHF 147,027
N° of National Societies involved in the operation: The Micronesia Red Cross Society has a total of seven staff members, four in its national office based in the capital, Pohnpei, and a Chapter Coordinator in each of its active chapters on Chuuk, Yap and Kosrae states. MRCS staff and 40 volunteers have been conducting assessments and distributing emergency relief supplies from their pre-positioned stock in each chapter and from the national office.	
Red Cross Red Crescent Movement partners actively involved in the operation: The National Society is working closely with the International Federation of Red Cross and Red Crescent Societies (IFRC) which is providing operational support and coordination with Partner National Societies (American Red Cross, Australian Red Cross and New Zealand Red Cross).	
Others agencies actively involved in the operation: National and local government departments, IOM, UN agencies, USAID/OFDA.	

A. Situation analysis

Description of the disaster

Typhoon Maysak formed from a tropical depression off Pohnpei State in the Federated States of Micronesia (FSM) which tracked west and intensified, making landfall in Chuuk lagoon on 29 March 2015 with damaging winds and torrential rainfall which also affected many of the outer islands. Maysak continued west making landfall again at Ulithi atoll in the north-west of Yap State on 1 April 2015. Upgraded to a super typhoon with sustained winds of over 160 miles per hour, significant damage was reported to homes, infrastructure and agricultural resources. Strong, destructive winds were also reported on neighboring islands and the main island of Yap. Five deaths were reported in Yap State and a total of 35,000 people affected in the two States.

On 30 March, the President of FSM issued an emergency declaration for both States and activated the National Emergency Taskforce to coordinate all response efforts, including the mobilization of national government resources and international assistance. The Government of FSM subsequently released USD \$1.5M to support the relief effort to cover immediate food, water and NFI distributions. USAID followed with support to longer term relief of over USD \$2M in emergency relief supplies, water and sanitation, shelter, food and logistics under the Compact of Free Association that exists between FSM and the United States.

Two additional weather systems - Typhoon Noul and Tropical Storm Dolphin - followed in quick succession impacting Yap again and the States of Kosrae and Pohnpei. Some damage was caused to homes and infrastructure.

The initial Disaster Relief Emergency Fund of CHF 150,382 approved 4 April 2015 was to enable distribution of relief supplies for 1,000 households. The number of households was revised to 2,157 after further assessments, for which the DREF supported mobilization and logistical support for MRCS staff and volunteers to distribute the National Society's prepositioned emergency supplies and donated goods and the replenishment of its stock of non-food items for 400 households. The DREF was revised in June 2015 to CHF 147,027. **The unspent balance of CHF 30,236 will be returned to the DREF pot. The International Federation of Red Cross and Red Crescent Societies (IFRC), on behalf of the Micronesia Red Cross Society (MRCS), would like to thank Canadian Red Cross Society/ Canadian Government (DFATD) and New Zealand Government for their generous contribution to the replenishment of this DREF.**

Summary of response

Overview of Host National Society

The Micronesia Red Cross Society (MRCS) has a national office in Pohnpei with four staff members (Executive Director, Disaster Management Officer, Health Officer and Finance/Admin Officer). It has Chapter offices in the States of Kosrae, Chuuk and Yap, with one Chapter Coordinator in each, supported by a number of volunteers.

At the time of the disaster, MRCS had limited numbers of prepositioned emergency relief items in disaster preparedness containers in Chuuk and Yap. These consisted of blankets, buckets, jerry cans, kitchen sets and tarpaulins and there were similar items in containers at the National Office in Pohnpei.

Volunteer capacity in the Chapters fluctuates and a number of those engaged in the disaster response were new to the National Society and lacked training and equipment, although commitment to the response was strong.

MRCS is an auxiliary to the Government of FSM and a member of the National Emergency Taskforce as well as State Emergency Operations Committees (EOC). The National Society is well respected by local government as a strong partner and visibility and engagement were good. The Society faced some initial challenges but supported relief distributions well, providing for targeted beneficiaries in a timely and appropriate manner. With support from IFRC, collaboration with USAID's primary implementing partner under the Compact, International Organization for Migration (IOM), and the Department of Health was good.



Micronesia Red Cross Society volunteers conducting assessments following Typhoon Maysak in Chuuk State, FSM. Photo: IFRC

Overview of Red Cross Red Crescent Movement in country

IFRC North Pacific team including the Disaster Management delegate and a Communication delegate provided support to MRCS throughout. FACT members were deployed to conduct assessments in-country for one month. New Zealand Red Cross and Australian Red Cross allowed program funds to be redirected towards response actions and Australian Red Cross provided complementary funding for replenishment and logistics capacity-building activities.

Overview of non-RCRC actors in country

The Federated State of Micronesia has a Compact of Free Association agreement with the United States of America under which USAID's Office of US Foreign Disaster Assistance (USAID/OFDA) is responsible for disaster response, once thresholds have been met. In this case, a Presidential Disaster Declaration was issued by the US which triggered release of funding for relief and recovery from the US. USAID/OFDA conducted assessments and the United Nations supported the Government with coordination. USAID's primary implementing partner under the Compact is the International Organization for Migration (IOM) and it released relief items and reverse osmosis units from its warehouse in Majuro and was engaged in procurement and distribution of relief items in collaboration with the Government and MRCS.

Needs analysis and scenario planning

Needs assessments

MRCS was amongst the first to deploy assessment teams but given that this was its first experience of a disaster on this scale, the National Society requested IFRC support to undertake detailed assessments and planning an appropriate response. IFRC deployed a Field Assessment and Coordination Team (FACT), which was in-country for one month starting the second week of April 2015. Other needs assessments were carried out across the islands by a number of organizations. USAID also conducted further detailed household assessments following the Presidential Declaration, to inform and prepare for the US Government support under the Compact.

Beneficiary selection

Given the widespread damage across many isolated islands and atolls and the number of people affected, it was clear that MRCS would not be able to meet all immediate needs. Priority during the relief phase was therefore given to beneficiaries that had been displaced, with specific consideration given to families that were highly vulnerable due to gender, age, disability or other factors.

Risk assessment and scenario planning

The main challenges to the operation were the geography and logistics, along with the limited experience and capacity of MRCS. In this context and with the knowledge that the US Government would fully fund the relief and recovery plans, MRCS chose to restrict its role to providing immediate emergency relief to affected populations.

B. Operational strategy and plan

Overall Objective

The objective of the Disaster Relief Emergency Fund plan was to support the mobilization of personnel and provide logistics support for MRCS staff and volunteers, in order to distribute the National Society's prepositioned emergency supplies and donated goods to 2,157 households, as well as complete the replenishment of its stock of non-food items for 400 households, which was achieved.

Table 1: Summary of MRCS overall relief distribution

State	Typhoon (date of landfall)	Households reached
Chuuk	Maysak (29 March)	3,284
Yap	Maysak (1 April)	168
	Noul (6 May)	12
Pohnpei	Dolphin (11 May)	107
Total		3,571

Proposed strategy

The initial Emergency Plan of Action supported MRCS to mobilize and support staff and volunteers in the Chapters and National Office, conduct assessments and distribute all available prepositioned relief items and donated goods prior to and after Typhoon Maysak made landfall. It also provided surge support for IFRC delegates to assist MRCS to make relevant decisions and to provide technical and other inputs as required.

Selection of beneficiaries focused on those who had been completely displaced from their houses and included those who were living in collective shelters. It also prioritized those who were additionally disadvantaged e.g. elderly.

It was clear that MRCS was not well prepared for this type or scale of response and MRCS used the experience to review its prepositioned stocks in relation to levels to be maintained for future emergency needs and on type and numbers of items in its replenishment plan. It decided to standardize its holdings (to Federation standard non-food items) and increase stock levels held in Chuuk, Kosrae and Yap Chapters from 50 to 100 households each and from 100 to 200 for Pohnpei (National Office). Australian Red Cross agreed to provide complementary funding to purchase the additional stock and provided a logistician to work with MRCS staff to update training on stock management and funds for local delivery costs.

Operational support services

Human resources (HR)

The IFRC Finance Development Advisor (based in IFRC Pacific Regional office, Suva) and the IFRC Disaster Management delegate (based in the IFRC North Pacific office in Majuro) provided technical and other support and advice to MRCS throughout the relief operation, by way of visits and also via remote support.

Logistics and supply chain

The replenishment procurement was made with the support of the Regional Logistics Unit, in Kuala Lumpur. Local transportation and distribution were managed by MRCS staff in-country, with support IFRC North Pacific office. International procurement cases were completed in November 2015. The DREF timeline was extended to accommodate longer than normal lead times as a result of the high level of demand from the Nepal earthquake. Australian Red Cross provided a logistician to work with MRCS staff to update training on stock management and funds for local delivery costs and some container repairs.

Quality Programming

Needs assessment

Outcome 1

Effective response to the disaster is ensured and operation remains relevant.

Output 1.1

Continuous and detailed assessment and analysis is used to inform the design and implementation of the operation.

Output 1.2

Coordinated M&E system is in place within the National Society to support the implementation.

Achievements

The IFRC North Pacific Disaster Delegate deployed to MRCS head office in Pohnpei from Majuro immediately after the Typhoon had passed, giving support and advice to the National Society, supporting information management and providing coordination and regular updates between IFRC, MRCS and FACT. Partner National Societies and regional organizations were also kept informed.

The IFRC North Pacific Finance Development Advisor initially deployed to Chuuk, and later to Yap, increased the capacities of the MRCS chapter teams in such topic as reporting and financial management systems. This has eventually ensured adequate monitoring of the Typhoon response operation.

At the request of MRCS, IFRC deployed a Field Assessment and Coordination Team (FACT), for one month in April 2015 to support the National Society to undertake detailed assessments and produce an appropriate plan of action for the response. The FACT also managed to provide trainings on logistics systems, assessment methodology and communications which assisted MRCS in their continued assessments and distribution of relief items. FACT members also attended the EOC Coordination meetings in Chuuk State during April and assisted MRCS to develop an operational partnership with IOM and the Department of Health. FACT also worked with MRCS to improve data collection and engaged in a cross agency working group exploring options on a single assessment methodology for all agencies engaged in the recovery operation.

Challenges

MRCS assessment teams experienced difficulties as a result of limited access to transport, fuel and communications. Recording and reporting were improved after feedback from MRCS National Office and training from FACT, which led to better information flow in the field and between the field and National Office and improved support to the field operations.

Lessons Learned

Use of a single assessment form and coordination issues were discussed by Government and other response actors including IOM and MRCS at a quarterly Disaster Management meeting and good progress has been made.

Shelter and Settlements

Shelter and settlements (and household items)

Outcome

The emergency shelter needs of up to 1,000 households from the affected population are met.

Output 2.1

Up to 1,000 vulnerable households are provided with tarpaulins and non-food items.

Output 2.2

National Society's stocks are replenished to prepare for future disasters.

Achievements

Immediately following the typhoon, MRCS staff and volunteers distributed all available prepositioned stock of relief items in Chuuk and Yap, reaching a total of 706 families.

Table 2: Summary of MRCS relief distribution in Typhoon Maysak affected areas

State	Tarpaulins	Blankets	Cooking sets	Jerry cans	Buckets	Lanterns
Chuuk	613	278	56	175	278	16
Yap	93	328	39	139	127	63
Total	706	596	95	314	405	79

Additional relief items were procured by MRCS National office in Pohnpei and by the IFRC North Pacific office based in Majuro, Marshall Islands and sent to Chuuk by plane or government patrol boat. MRCS also received unsolicited

donations of food, clothing and items from local donors, in addition to items from the American Red Cross based in Northern Mariana Islands. All of these items were distributed as part of a coordinated response undertaken in partnership with IOM and the Department of Health. Beneficiaries included those whose house was destroyed and who were living in collective shelters. Other items distributed included water, fruit, rice, noodles, tinned meat and toilet tissue. Some locally-procured items varied in quality from MRCS' standard relief items and this led to inequality and tensions between beneficiaries.

As of 5 June, including all donations and items procured, MRCS relief operation assisted a total of 2,276 households (approx. 13,656 people). It is important to note that two additional weather systems - Typhoon Noul and Tropical Storm Dolphin – caused further damage to homes and infrastructure in Yap and affected Kosrae and Pohnpei States after the start of this operation. Although over-stretched MRCS provided some assistance and proceeded to the distribution of additional tarpaulins. By July, MRCS relief operations in all states were completed and a total of 3,571 households (21,426 people) received assistance.

Table 3: Summary of MRCS overall relief distribution

State	Typhoon (date of landfall)	Households reached
Chuuk	Maysak (29 March)	3,284
Yap	Maysak (1 April)	168
	Noul (6 May)	12
Pohnpei	Dolphin (11 May)	107
Total		3,571

Once it was clear that USAID would provide full coverage of further relief and recovery efforts through IOM under the Compact agreement, MRCS determined that it would not undertake further distributions so as to avoid duplication of efforts. It was then proposed to allocate the remaining DREF balance, with additional funds from Australian Red Cross, to replenishment of MRCS disaster relief stocks and logistics capacity-building activities.

MRCS review of its stock-holding plan resulted in the decision to standardize its holdings (to IFRC's standard non-food items) and increase stock levels held in Chuuk, Kosrae and Yap Chapters to 100 households each and to 200 for Pohnpei.

Table 4: Summary of replenished stock levels (DREF)

Chapters National office	Jerry can	Tarpaulin	Kitchen set	Hygiene parcel	Blanket	Mosquito net	Shelter tool kit
Yap	150	200	100	100	200	200	50
Chuuk	200	400	200	200	400	400	100
Pohnpei	100	200	100	100	200	200	50
Totals	450	800	400	400	800	800	200

Australian Red Cross provided complementary funding to purchase additional stock and provided a logistician to work with MRCS staff to update training on stock management and funds for local delivery costs.

Challenges

A major challenge to the operation was lack of available supplies in the direct geographical area along with the high cost of transportation from Malaysia, Manila or other regional logistics hubs. MRCS' own supplies were quickly depleted and this provided a useful lesson in relation to maintaining adequate stock levels. The decision to standardize and increase its holdings in each Chapter has improved its capacity to respond to future disasters. The replenishment of NFI was made through IFRC Regional Logistics Unit, in Kuala Lumpur, and all items were delivered during October and November 2015. The DREF timeline had to be extended in order to accommodate the longer than normal lead times as a result of the high level of demand following the Nepal earthquake. Australian Red Cross provided a logistician to work with MRCS staff to update training on stock management and funds for local delivery costs and some container repairs.

The Federated State of Micronesia has a Compact of Free Association agreement with the United States of America under which USAID's Office of US Foreign Disaster Assistance (USAID/OFDA) is responsible for disaster response, once thresholds have been met. In this case, a Presidential Disaster Declaration was issued by the US which triggered release of funding for relief and recovery from the US. USAID's primary implementing partner International Organization for Migration (IOM) was engaged in procurement and distribution of relief items. MRCS experienced some difficulties undertaking its operations in the absence of previously agreed procedures. This was addressed by both organizations and IFRC and collaboration was achieved. More work will be done on this in the near future.

Additional weather systems followed Typhoon Maysak in quick succession – Typhoons Noul and Dolphin which impacted Yap, Kosrae and Pohnpei causing some damage to homes and infrastructure. This further stretched

MRCS' resources and capacities including supply of emergency items.

Lessons learned

MRCS undertook a short review of its emergency response actions in January 2016 with other response actors including Government and IOM, using funding from IFRC Regional Office Disaster Management Unit, Kuala Lumpur. Some short-comings were found and recommendations for strengthening its response were grouped into four main areas: the overall coordination and organizational capacity, early warning and mobilization, assessment and distribution of relief items. IFRC and National Societies initiated discussions on exploring the feasibility of a regional warehouse to support National Societies in the North Pacific to have more immediate access to emergency supplies and so be able to better manage future emergency response operations.



MRCS delivering emergency relief supplies by boat to beneficiaries in Chuuk – total number of people assisted 21,426. **Photo: IFRC**

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How we work

All IFRC assistance seeks to adhere to the Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations (NGO's) in Disaster Relief and the Humanitarian Charter and Minimum Standards in Disaster Response (Sphere) in delivering assistance to the most vulnerable.

The IFRC's vision is to inspire, encourage, facilitate and promote at all times all forms of humanitarian activities by National Societies, with a view to preventing and alleviating human suffering, and thereby contributing to the maintenance and promotion of human dignity and peace in the world.

The IFRC's work is guided by Strategy 2020 which puts forward three strategic aims:



Save lives.
protect livelihoods,
and strengthen recovery
from disaster and crises.



Enable **healthy**
and **safe** living.



Promote social inclusion
and a culture of
non-violence and peace.

Disaster Response Financial Report**MDRFM001 - Micronesia - Typhoon Maysak**

Timeframe: 03 Apr 15 to 30 Nov 15

Appeal Launch Date: 03 Apr 15

Final Report

Selected Parameters

Reporting Timeframe	2015/4-2016/1	Programme	MDRFM001
Budget Timeframe	2015/4-2015/11	Budget	APPROVED
Split by funding source	Y	Project	*
Subsector:	*		

All figures are in Swiss Francs (CHF)

I. Funding

	Raise humanitarian standards	Grow RC/RC services for vulnerable people	Strengthen RC/RC contribution to development	Heighten influence and support for RC/RC work	Joint working and accountability	TOTAL	Deferred Income
A. Budget		147,027				147,027	
B. Opening Balance							
Income							
Other Income							
<i>DREF Allocations</i>		147,027				147,027	
C4. Other Income		147,027				147,027	
C. Total Income = SUM(C1..C4)		147,027				147,027	
D. Total Funding = B + C		147,027				147,027	

* Funding source data based on information provided by the donor

II. Movement of Funds

	Raise humanitarian standards	Grow RC/RC services for vulnerable people	Strengthen RC/RC contribution to development	Heighten influence and support for RC/RC work	Joint working and accountability	TOTAL	Deferred Income
B. Opening Balance							
C. Income		147,027				147,027	
E. Expenditure		-116,791				-116,791	
F. Closing Balance = (B + C + E)		30,236				30,236	

Disaster Response Financial Report

MDRFM001 - Micronesia - Typhoon Maysak

Timeframe: 03 Apr 15 to 30 Nov 15

Appeal Launch Date: 03 Apr 15

Final Report

Selected Parameters			
Reporting Timeframe	2015/4-2016/1	Programme	MDRFM001
Budget Timeframe	2015/4-2015/11	Budget	APPROVED
Split by funding source	Y	Project	*
Subsector:	*		

All figures are in Swiss Francs (CHF)

III. Expenditure

Account Groups	Budget	Expenditure					TOTAL	Variance
		Raise humanitarian standards	Grow RC/RC services for vulnerable people	Strengthen RC/RC contribution to development	Heighten influence and support for RC/RC work	Joint working and accountability		
	A					B	A - B	
BUDGET (C)			147,027			147,027		
Relief items, Construction, Supplies								
Shelter - Relief	29,377		28,405			28,405	972	
Clothing & Textiles	7,040		7,796			7,796	-756	
Food			0			0	0	
Water, Sanitation & Hygiene	6,000		5,140			5,140	860	
Utensils & Tools	12,243		10,653			10,653	1,590	
Total Relief items, Construction, Sup	54,660		51,994			51,994	2,665	
Logistics, Transport & Storage								
Storage			559			559	-559	
Distribution & Monitoring	970		8,335			8,335	-7,365	
Transport & Vehicles Costs	16,808		3,592			3,592	13,216	
Logistics Services	10,190		4,780			4,780	5,410	
Total Logistics, Transport & Storage	27,968		17,267			17,267	10,701	
Personnel								
National Staff	1,552						1,552	
National Society Staff			21			21	-21	
Volunteers	9,254		7,185			7,185	2,068	
Total Personnel	10,806		7,206			7,206	3,600	
Consultants & Professional Fees								
Consultants	4,345		4,345			4,345	0	
Total Consultants & Professional Fees	4,345		4,345			4,345	0	
General Expenditure								
Travel	32,489		24,926			24,926	7,563	
Information & Public Relations	1,940		47			47	1,893	
Office Costs	4,365		1,547			1,547	2,818	
Communications	780		2,032			2,032	-1,252	
Financial Charges	700		298			298	402	
Total General Expenditure	40,274		28,850			28,850	11,424	
Indirect Costs								
Programme & Services Support Recover	8,973		7,128			7,128	1,845	
Total Indirect Costs	8,973		7,128			7,128	1,845	
TOTAL EXPENDITURE (D)	147,027		116,791			116,791	30,236	
VARIANCE (C - D)			30,236			30,236		