

Final report



International Federation
of Red Cross and Red Crescent Societies

Samoa: Earthquake and tsunami

Emergency appeal no.
MDRWS001
GLIDE no. TS-2009-000209-ASM
and TS-2009-000210-WSM
Final Report
13 October 2011

Period covered by this final report: October 2009 to May 2011

Appeal budget: CHF 2,506,427

Final appeal coverage: 101.1 per cent. Please refer to financial situation for more details.

[<click here to go directly to the final financial report, or here to view contact details >](#)

Appeal history

- On 30 September 2009, the International Federation of Red Cross and Red Crescent Societies (IFRC) allocated CHF 325,134 from its Disaster Relief Emergency Fund (DREF) to support the Samoa Red Cross Society's operation.
- A preliminary emergency appeal was launched on 6 October 2009 seeking CHF 2,888,262 in cash, kind or services to support the Samoa Red Cross Society to assist 15,000 beneficiaries (3,000 families) for 18 months.
- The IFRC launched a revised emergency appeal on 26 October 2009 seeking CHF 2,469,064 to assist 5,000 people for 18 months.

This operation has been redefined from 24 months to 20 months.

Summary

In the 20 months since the earthquake and tsunami hit Samoa in September 2009, the planned objectives as stated in the appeal have been fulfilled. Some of the objectives relating to disaster preparedness and disaster risk reduction have not been fully met as the activities are ongoing as part of the National Society's longer-term plan. A number of objectives relating to institutional capacity building have not been reached because of an internal governance dispute within the Samoa Red Cross Society.

The dispute relates to the legitimacy of the Samoa Red Cross Society's two governing boards. The matter entered the Samoa Supreme Court and later entered the Samoan Appeal Court. The Appeal Court ruled, in May 2011, that a general meeting of the National Society should be held on 13 August 2011 and should be chaired by a person nominated by the IFRC. The IFRC has decided that the general meeting will be held with the support and assistance of the IFRC under the leadership of an independent chairman, Maiava Iulai Toma, who is also the Samoan ombudsman.

The Samoa Red Cross Society has undertaken longer-term operational and strategic planning in order to make best use of the remaining funds from the appeal, as well as bilateral funding from partner National Societies such as the Australian Red Cross and New Zealand Red Cross. This planning has been guided by a programme review that took place in May this year.

The operation is complete and this narrative and financial report is final in terms of activities carried out.

Financial situation: This appeal was covered at 101.5 per cent with contributions totalling CHF 2,506,427. **All activities planned were implemented and completed within operation timeframe.** A balance of CHF 287,637 was reallocated to Pacific regional offices revised 2011 plan (Annual Appeal MAA55001 for CHF 2.58 million) in order to support the Samoa Red Cross Society's long-term organizational development activities. The difference in the final appeal coverage in the attached financial report is due to this reallocation of funds, resulting in the reduced appeal coverage of 88 per cent. Furthermore, the discrepancy between the current reallocated amount compared to that mentioned in the interim final report was due to an oversight of previous financial commitments made prior to the closing of the operations. This has since been corrected in the attached final financial report.

Partners who have made contributions to this appeal include the American Red Cross, Australian Red Cross, British Red Cross and the British government, Canadian Red Cross and the Canadian government, the Red Cross Society of China, Danish Red Cross, Irish Red Cross, Japanese Red Cross Society, Monaco Red Cross, New Zealand Red Cross, Swedish Red Cross and the Swedish government, the government of the Republic of Korea and USAID.

The IFRC, on behalf of the Samoa Red Cross Society, would like to thank all partners for their generous contributions.

The situation

On 29 September 2009, an 8.3-magnitude earthquake struck an area 193 kilometres south-west of American Samoa. The earthquake generated a tsunami that hit Samoa with waves between 3 and 11 metres high. A second wave in Pago Pago, American Samoa, was measured at 1.7 metres.

Those who could, sought higher ground to escape the waves, but many were caught by the deadly force of the seawater. The official death toll reached 143, including five missing, presumed dead. The tsunami caused extensive damage to villages along a narrow 40-kilometre stretch of coastline on the south-eastern and eastern corner of the most populous island, Upolu. It also hit the low-lying island of Manono, just to the west of Upolu.

Of the 850 households affected, some 502 homes were completely destroyed, while 360 suffered severe but repairable damage. Community buildings such as churches, seven schools and two health centres were also affected; many were declared structurally unsafe and unfit for use. In the tourism sector, 56 operators of beach *fales* (traditional houses) and six higher-end operators suffered total and/or extensive damage leading to loss of business earnings. Twenty-three fishing boat operators lost their *alia* (ocean-going vessels), their fishing equipment and, therefore, their livelihoods. Damage to livestock and crops in coastal areas was extensive – with the force of the wave pushing inland and causing salt intrusion.

Public infrastructure was also seriously damaged. The water supply and electricity, communications and transport systems and networks were destroyed.

A detailed assessment by the health ministry – with input from the IFRC and other international agencies – showed that, in addition to housing, the most urgent need in tsunami-affected areas was water and sanitation. Entire communities started to re-build their homes inland, with some families moving to higher ground that they owned before the tsunami hit. Understandably, the tsunami had caused widespread fear, not only in those affected families, but also for those who had not suffered any damage, and many people decided to relocate permanently to higher ground. The water supplies in most of the affected areas were damaged and families who had relocated inland were now living in areas without access to drinking water.

Red Cross Red Crescent action

Overview

The IFRC coordinated activities for the International Red Cross and Red Crescent Movement for the duration of the 20-month operation. Initial coordination efforts focused on the deployment of a field assessment and coordination team (FACT) and a regional disaster response team (RDRT), both of which included representatives from Pacific National Societies.

The Samoa Red Cross Society has received ongoing support towards its longer-term planning as well as assistance in coordinating the input of various Red Cross Red Crescent partners. This support has taken the form of internal planning meetings, and workshops and teleconferences with partners and other stakeholders.

The Samoa Red Cross Society provided assistance to beneficiaries affected by the earthquake and tsunami in the following sectors: relief, health, water and sanitation, shelter, psychosocial support, restoring family links, livelihoods, disaster risk reduction and capacity-building. The operational objectives relating to relief distributions were fulfilled with the majority of the activities completed between October and December 2009. A total of 582 families received relief assistance during the first few months of the operation.

During the relief and recovery phases of the operation, the Samoa Red Cross Society emerged as an important actor in water and sanitation, although they had little previous experience in this sector. The National Society provided 1,000 jerry cans and containers, as well as 69 communal water tanks, 350 household rainwater harvesting tanks and distributed 1.8 million litres of safe drinking water through trucking. The National Society also supported the Samoa Water Authority by contributing to a new water supply pipeline for the relocated affected communities and established a gravity-fed water supply system in a second affected village. They also reached some 5,000 beneficiaries, including primary and secondary schools with hygiene promotion and health education messages. Samoa Red Cross Society also hosted a Pacific regional disaster response team training specializing in water and sanitation, which will assist to prepare them to utilize water and sanitation emergency response equipment to respond to acute needs in the future. Samoa Red Cross Society established two water and sanitation staff positions at the headquarters, through which they appointed long-term National Society volunteers to the roles. Their experience in WatSan response and recovery after the tsunami had prepared them well to respond to future disasters in this sector.

The final livelihoods cash grants were disbursed in August 2010, bringing the total number of households receiving grants to 171. Monitoring of these households shows that most of the grants were used either for agriculture or fishing, or for labour to build or repair houses.

According to the findings of a programme review, conducted in May 2011, the beneficiaries surveyed gave a high satisfaction rating for the assistance received from the Samoa Red Cross Society. This assessment was also reflected in workshop feedback held with other stakeholders, for example, Samoan government ministries (Ministry of Police, Ministry of Health, National Disaster Management Office), the World Health Organization, UNDP and NGOs supporting the tsunami relief and recovery efforts. The response during the emergency relief period had a particularly positive impact in terms of appropriate relief items being delivered promptly. There was good coverage of the affected population and the National Society's approach of working with churches at village level enabled them to identify vulnerable people.

An additional review revealed that the recovery period programming was generally well planned and targeted. There were challenges involved in designing and implementing some of the programmes that were not part of core Samoa Red Cross Society activities, particularly livelihoods.

The tsunami relief response evaluation conducted in early 2010 identified that better coordination and information-sharing was needed between the Samoa Red Cross Society and departments within the Samoan government. The IFRC has helped the Samoa Red Cross Society to strengthen its relationship with the Samoan government by mentoring and coaching Red Cross staff and accompanying them to meet with government representatives.

Relief distributions (non-food items)	
Objective: The needs of up to 5,000 people (625 families) in the affected areas (including the districts of Aleipata, Falealili and Manono island) are met in over one month, based on assessment results.	
Expected results	Planned activities
Essential non-food items are provided to up to 625 families in accordance with their identified needs.	<ul style="list-style-type: none"> • Undertake a needs assessment in the affected area to formulate a distribution plan. • Develop a beneficiary-targeting strategy and registration system to deliver assistance. • Distribute relief supplies from point of dispatch to beneficiary.

	<ul style="list-style-type: none"> • Monitor and evaluate the relief activities and provide daily reporting on distributions to ensure accountability to donors.
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Impact

The distribution of non-food items reached 582 families in 41 tsunami-affected villages during the first two months following the disaster. The non-food items included tents, blankets, tarpaulins, mosquito nets, clothes, hygiene kits and jerry cans. This reduced number – from the initial target of 625 families – is a result of cross-checking assessment data and confirming needs.

The first agencies to respond to the tsunami, including the Samoa Red Cross Society, faced challenges in completing assessments in a timely and accurate manner. As a result, one of the key points in the learning workshop held in January 2010 was to review the current process for undertaking needs assessments and to build the capacity of Samoa Red Cross Society staff and volunteers.

This increased capacity and knowledge was utilized in March 2010 when the livelihoods team initiated a household livelihoods assessment in tsunami-affected areas. The skills used for this task – how to gather good information, talk about sensitive issues, ensure the accurate completion of assessment forms and analyze information to inform decision-making – are transferable to any future assessments that the National Society may carry out.

Another challenge faced during relief distributions was the management of relief goods and volunteers. The Samoa Red Cross Society has developed strong volunteer base and, at one point, the number of volunteers exceeded 500. At times, the amount of organization and scheduling required for this number of volunteers proved overwhelming. In addition, the lines of communication proved challenging and, in some cases, channelling feedback from the field to the appropriate department was difficult. In some cases, families and individuals who were reached did not receive the assistance required by their specific circumstances. Both these issues – poor volunteer management and communications – were highlighted in the recommendations of the programme review carried out in May 2011. These recommendations have been incorporated in the National Society's long-term planning.

Water, sanitation and hygiene promotion	
Objective: The risk of waterborne and sanitation-related diseases has been reduced through the provision of safe water, adequate sanitation and hygiene promotion to 5,000 people (625 families) along the coastal area from Lepa to Saleaamua for a six-month period.	
Expected results	Planned activities
Safe water is provided for up to 625 families for an estimated period of six months until damaged water supply systems in the affected areas are restored and new systems are established, in coordination with the Samoa Water Authority.	<ul style="list-style-type: none"> • Assess the immediate and longer-term water supply needs of the population. • Distribute jerry cans (two per family) to meet emergency water needs. • Distribute potable water to households by truck for up to three months. • Assess the requirement for communal water storage facilities. • Procure, distribute, monitor and assist households and communities in the installation of individual rainwater and communal water tanks (and bases and shelters).
Appropriate sanitation, including excreta disposal and solid waste management is provided to approximately 1,700 displaced people in the areas between Lalomanu and Saleaamua for six months, in coordination with the health ministry.	<ul style="list-style-type: none"> • Assess the immediate need for emergency excreta disposal facilities primarily with the displaced population. • Assist families with constructing emergency ventilated improved pit latrines in the target area in accordance with government standards. • Use community-based participatory methodologies to design and construct appropriate sanitation facilities and waste management.
The health status of the population is improved through behavioural change and hygiene promotion activities.	<ul style="list-style-type: none"> • Design a simple programme and conduct emergency hygiene promotion activities in target communities and affected schools through the trained community-based health and first aid volunteers. • Develop and produce water and sanitation information, education and

	<p>communication materials for hygiene promotion and education.</p> <ul style="list-style-type: none"> • Train Red Cross staff and volunteers in participatory hygiene promotion methodologies, excreta disposal facilities and water supply in emergencies. • Conduct hygiene promotion activities in conjunction with community-based health and first aid.
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Impact

The Samoa Red Cross Society played an active part in the water, sanitation and hygiene cluster (WASH) meetings. The WASH cluster coordinated the immediate assistance and also developed an intermediate solution to provide water to the displaced communities that were situated above the damaged water supply system. Cooperation between agencies in supplying water was based on assessments and the capacity of individual agencies to respond to identified needs. A response plan was established by the Samoan government that included a number of emergency, interim and longer-term water supply activities. The Samoa Red Cross Society was primarily involved in emergency and interim support to the affected communities, in coordination with the government.

WatSan emergency response

The Samoa Red Cross Society procured 69 communal water tanks for temporary water storage in tsunami-affected areas. Using water and sanitation emergency response equipment donated by the Australian Red Cross, the Samoa Red Cross volunteers received training and guidance from the IFRC to distribute safe drinking water. Whilst the Samoa Red Cross Society does not have vast experience in emergency water distribution, this was not the first time they had undertaken such activities and they soon established themselves as a key partner of the Samoan government.

The National Society supported the Samoa Water Authority by trucking approximately 1.8 million litres of water to affected communities, reaching some 5,000 beneficiaries in the first three months after the tsunami.

Household rainwater harvesting tanks

During the emergency operation, the Samoa Red Cross Society supported households to recover by improving their access to drinking water by providing household rainwater harvesting tanks. These were supplied to displaced families who were eligible for a new house funded by the government. According to government records, 450 households were on a priority list and received a government-funded house.

The National Society provided 250 of the families on the priority list with 5,000-litre-capacity plastic rainwater tanks. The procurement for the rainwater tanks was completed in March 2010, and these were then distributed by the Samoa National Disaster Management Office (NDMO). The remaining 200 tanks were supplied by Oxfam and Caritas.

After the initial procurement, the government submitted a request to the Samoa Red Cross Society to provide extra 82 rainwater tanks, as the number of households in need had increased since the initial assessment. An additional delivery of 100 tanks arrived in Samoa at the end of October 2010 – 82 as per the government request and an additional 18 for the Red Cross to use and distribute as needed. These were fully installed by November 2010.

The Samoa Red Cross Society's water and sanitation team monitored the installation of all the rainwater tanks, including the 250 tanks it had provided to the government in the first phase. It found that some tanks were distributed to households whose house was not yet completed. There were also cases of duplication where a single household received more than one tank. As a result of these findings, the Samoa Red Cross Society changed the way the tanks were distributed. Rather than simply handing the tanks over to the government, it distributed the second batch of tanks directly to households based on the government's priority list. In this way, the Samoa Red Cross Society was able to ensure that tanks were provided only to completed houses.

The water and sanitation team provided technical assistance to householders. They explained how to construct a stand, install guttering, and how to carry out a "first-flush" of the system to allow the first dusty run-off to be diverted before the tank is filled. The Samoa Red Cross Society also designed a guttering package that they provided to households that had not installed guttering to help maximize the use of the tanks.

The National Society faced challenges in the large-scale procurement of items such as rainwater harvesting tanks. The procurement of water tanks took longer than expected because they were not available locally and

had to be shipped in from overseas.

Interim water supply

The Samoa Red Cross Society continued to work with the Samoa Water Authority to establish a solution for an interim water supply for affected families who had relocated to areas outside the pre-existing network. The system design was completed in December 2009 by the water supply subcommittee – with members from the Samoa Water Authority, the finance ministry, Samoa Red Cross Society, the IFRC and Oxfam. All sub-committee members agreed to contribute and the Samoa Red Cross Society agreed to procure the polyethylene pipeline. The design of the interim solution included a multi-pronged approach of two separate water supply systems, and the connection of communal tanks to the repaired reticulation network.

After tendering, the National Society procured 17 kilometres of 63-millimetre diameter polyethylene pipe from New Zealand. The pipes were delivered in February 2010. The Samoa Water Authority was responsible for installing the pipes and commissioning the new water supply system.

The first element of the new water supply system takes water from Lake Lano, high in the hills in central Upolu to supply approximately 50% of the relocated communities.

The second element of the water supply is gravity fed from Tiavea and provides water to communal tanks in northern Aleipata. It supplies water to approximately 25 per cent of the affected population. The remaining 25 per cent of the population is covered by the old system that pre-existed the tsunami.

The water system for tsunami-affected areas was completed by the Samoa Water Authority in January 2011. Of the originally delivered 69 communal tanks, 42 tanks are still in operation. (See section entitled 'WatSan emergency response'.) Some 27 communal tanks have been re-allocated where they are needed most, for example in prisons, schools and in Falelauniu, which were affected by floods in March 2011.

Sanitation

Hygiene promotion and health education activities continued, alongside the distribution of water and relief items.

The objective to provide sanitation facilities for up to 1,700 displaced people was completed in December 2009, when the Samoa Red Cross Society water and sanitation team worked together with the Ministry of Health to complete a detailed sanitation assessment of relocated families. This assessment was an opportunity to undertake health and hygiene promotion with house-to-house dissemination. Four teams (consisting of a total of 20 people – 2 staff members and 18 volunteers) were set up to work with affected families to promote and encourage the proper construction of latrines, and to disseminate health promotion and water conservation messages.

Families received follow-up visits to help them construct ventilated and improved pit latrines or improve the construction of their existing latrines according to Sphere standards. Communities used social mapping to prioritize the most vulnerable families entitled to assistance with latrine construction by the Samoa Red Cross Society. However, most families were able to build their own latrines using the information and materials provided by the National Society. Those needing help tended to be elderly people, disabled people or women with children. In February 2010, the Samoa Red Cross Society water and sanitation team completed the final follow-up visits to ensure that the latrines had been constructed and were being used properly.

In total, the National Society has reached 1,466 students with information on how to prevent illness and diseases related to water, sanitation and hygiene. The basis of the programme has been the development of four sets of bilingual (Samoan and English) modules and visual teaching modules. The sanitation component was completed in September 2010.

Water and sanitation emergency response training

In March 2010, the Samoa Red Cross Society hosted a Pacific region water and sanitation emergency response training where more than 20 participants from national societies across the Pacific learnt about hygiene



WASHE - Hygiene promotion

Photo by SRCS/Rob Few

Students from Palaaua College, in a tsunami affected area November 2009, learn about health and hygiene. By knowing how to wash their hands correctly, use water wisely and break the infection cycle, children can avoid diseases such as diarrhoea, a health risk which can become a threat after a disaster like a tsunami

promotion in emergencies, emergency sanitation and emergency water supplies, as well as how to conduct water quality tests.

Samoa Red Cross Society's draft of the water and sanitation plan was developed to clarify the role of the National Society in addressing the water and sanitation needs of vulnerable communities in the future. Further analysis will determine the extent to which the Samoa Red Cross Society will continue to be involved in the water and sanitation sector. A number of factors are being examined, including the National Society's role in water and sanitation in Samoa, the capacity and remit of the government's departments, the long-term sustainability of any Red Cross water and sanitation programming, and how this may fit with the National Society's overarching priorities.

Health and care	
Objective: The long-term health of the affected population is improved through community-based health and first-aid (CBHFA) activities.	
Expected results	Planned activities
The scope and quality of the Red Cross health and care services are improved.	<ul style="list-style-type: none"> Expand the existing Samoa Red Cross Society CBHFA programme to incorporate the tsunami-affected population, concurrent with new branch development. Red Cross CBHFA staff and volunteers improve their skills in conducting CBHFA programmes.

Impact

A new branch was identified to be established in one of the areas affected by the tsunami. A piece of land has been donated for this purpose at Lepa, Aleipata. The Samoa Red Cross Society will draw up an agreement for the owner explaining its need to use the land. Already, a temporary warehouse for relief supplies has been established. In addition to this new development, the National Society has reactivated its Savaii branch.

The reactivation of the Savaii branch has drawn attention to the importance of having community-based volunteers rather than management services centralized at National Society headquarters. Decentralization is more sustainable over the long term, but community-based services require more volunteers to be identified and trained, and all information and lessons learnt from the tsunami and other previous disasters passed on to them.

In 2010, a community-based assessment and planning programme (CAPP) unit was formed and the CBHFA and disaster risk reduction officer worked under the CAPP coordinator integrating both disaster management and health components. The origins of the CAPP unit developed because of the huge increase in work as a result of the tsunami. It was considered important to collect baseline data on communities so that the Samoa Red Cross Society would be better able to respond to future disasters. Activities have now been integrated into the renamed community-based self resilience (CBSR) programme since the beginning of 2011.

Even before the tsunami, the Samoa Red Cross Society was applying participatory tools like vulnerability capacity assessments (VCAs) to identify the most vulnerable people. After the tsunami, value-added tools like social mapping and the use of GPS have further strengthened the National Society's capacity to identify marginalized families in communities who have not been recognized by other humanitarian actors.

With regard to the health and care programme, the programme review concludes that the Samoa Red Cross Society's longer-term programming in health and disaster management achieved some short-term goals, but that the aim of providing ongoing support to the affected communities has been less successful. This is linked to wider concerns about institutional capacity to sustain these programmes.

Project or programme management still presents a major challenge for a National Society, which must ensure that all planning, monitoring, evaluation and reporting elements are properly carried out.

Psychosocial support
Objective: Address the immediate psychosocial needs of the population by training Red Cross volunteers and

key local people to give psychosocial support.	
Expected results	Planned activities
Psychosocial support is included in emergency programmes.	<ul style="list-style-type: none"> • Network and liaise with national and international organizations to coordinate responses to identified psychosocial support needs. • Adapt key psychosocial support messages and tools to the Samoan context.
Psychosocial support is included in recovery programmes.	<ul style="list-style-type: none"> • Develop the skills of a small group of volunteers to provide awareness about personal support. • Identify ways to integrate psychosocial support with ongoing recovery programmes as well as existing Samoa Red Cross Society programmes, particularly the Pacific disaster management partnership programme. • Provide psychosocial support through individual and group sessions.

Impact

The Samoa Red Cross Society played a key role in the national psychosocial response team by linking people and communities to available services immediately after the disaster and during the first weeks and months. While the society's programmes do not include psychological support as a specific activity, Red Cross volunteers joined church counselling outreach teams and provided transport and other practical assistance, such as meals. By showing concern and providing linking services they were able to contribute to the psychological well-being of beneficiaries. In line with cultural practices that encourage personal and community resilience by supporting the natural grieving process, the outreach teams focused on encouraging mutual support with small, informal groups. In total, the National Society mobilized 30 volunteers to provide psychosocial support, in parallel to the relief distributions.

In addition to the above support provided to the affected population, a small group of Samoa Red Cross Society volunteers received informal training from colleagues, who have been actively working to meet the needs of the affected population. Another small team of volunteers were involved in adapting selected psychosocial support resources to the Samoan culture.

The individual household assessments conducted by the livelihoods team brought Samoa Red Cross Society volunteers into direct contact with vulnerable families. As well as helping families by providing cash grants, the team was also able to help link isolated families – or families not covered by support programmes – to other resources. The volunteers also served as a sounding board for affected people to vent the challenges and emotional response to the disaster.

The Samoa Red Cross Society has established a community education session as the entry point for working with communities by using theatre, puppetry and other creative methods to disseminate information. As well as providing information about HIV, voluntary non-remunerated blood donation (VNRBD), first aid, disaster and climate change, the session also covers psychosocial support, providing information about services available in communities. The National Society can reach up to 800 people in a single education session. This programme is a good entry point for the community programme, and can be used as an awareness-raising tool to link up the various services contributing to the psychological well-being to beneficiaries.

The backbone and safety net of the social structure in Samoa is the family, community and church. There are many resources to help families and individuals within these groups. However, there are times when the needs of families cannot be met by these resources alone. The formal referral network for psychological or social welfare cases is not very well developed in Samoa, and this can make it difficult to resolve issues faced by the affected population when Samoa Red Cross Society staff and volunteers encounter cases beyond their level of skill and expertise. Basic skills in psychological first aid and psychosocial support should be provided to volunteers. The National Society also needs to develop a system which provides volunteers with appropriate training, supervision, regular evaluation opportunities, equipment, psychosocial support and a supporting local structure relevant for the tasks that they carry out.

Shelter
Objective: The emergency shelter needs of up to 4,000 people (500 families) identified through targeted

assessments along the coastal area from Lepa to Saleaamua are met with an appropriate planned programme within six months of the tsunami.	
Expected results	Planned activities
Up to 100 families that have relocated inland from the affected coastal area or have severely damaged homes and are staying on the coastal area have emergency shelters.	<ul style="list-style-type: none"> • Carry out needs assessment in affected areas to formulate a distribution plan. • Develop a beneficiary-targeting strategy and registration system to deliver assistance. • Distribute emergency shelter items, such as tarpaulins, community tools and tents, to beneficiaries according to needs. • Monitor, evaluate and report on distributions as well as additional needs for longer-term recovery.
500 families have basic tools (tool kits) to enable them to enhance their emergency shelters and build safe and adequate outbuildings suited to the cultural, social and climatological conditions in Samoa.	<ul style="list-style-type: none"> • Carry out needs assessment in affected areas to formulate a distribution plan. • Develop a beneficiary-targeting strategy and registration system to deliver assistance. • Distribute shelter tools and control supply movements from point of dispatch to delivery to the end user. • Develop an exit strategy. • Train Red Cross volunteers and provide safe shelter awareness training in communities. • Monitor and evaluate and report on shelter progress and tool distributions.

The strength of the extended family system that is inherent in Samoan culture was demonstrated by the quick and proactive construction of temporary shelters for families in need. After the distribution of shelter-related NFIs, such as tarpaulins, tents, blankets and clothes, the National Society supported the early recovery activities in supporting the construction of transitional shelters. Additional shelter supplies – tarpaulins, ropes and tools – were distributed to 100 families. These items were supplemented by goods brought and sent by Samoan families and relatives in Samoa as well as overseas. Because of the structure of land ownership and customary land rights, families were able to relocate to family land and many were able to start rebuilding immediately after the tsunami.

500 shelter kits were procured with the assistance of the Australian Red Cross and 366 of them were distributed to the affected families in 20 villages. The remaining 134 shelter kits were allocated to pre-positioned preparedness stock. Distributing the kits, the Samoa Red Cross Society targeted the most vulnerable households, as identified through the social mapping exercise completed in tsunami-affected areas in October 2009. Based on this data, the kits were distributed to families affected by the tsunami and who had relocated. Distributions were made directly to beneficiaries at their homes, rather than from a central distribution site.

The Samoan government took on the responsibility of providing permanent shelter to affected households and developed an 'option plan' where families could choose between receiving building materials or having a home constructed for them. In close collaboration with stakeholders, it was decided to base the permanent shelter design on the traditional *fale* – a traditional open design with a raised concrete floor and a separate, enclosed wet bathroom – but enhanced with cyclone-, earthquake- and tsunami-proof engineering. Many of the families opted to receive building materials as this allows for flexibility in the design. As the Samoa RC does not have experience with transitional sheltering programming, it decided to complement the government's construction programme with the provision of rain water harvesting system.



Temporary Shelter.
Photo by SRCS

SRCS volunteers construct a safe emergency shelter for a family in the tsunami affected area of Lalomanu in October 2009. During the response stage, SRCS distributed 66 tents and 1,323 tarpaulins, as well as rope, hammers, nails, axes and other tools, to people whose houses were destroyed or damaged.

The objectives related to the emergency sheltering were completed during the first six months of the operation.

Based on its experiences in responding to the tsunami, the Samoa Red Cross Society has identified the need for skills training in using basic materials such as tarpaulins, ropes and local materials to quickly construct emergency shelters that can withstand the weather associated with natural disasters. A three-day shelter kit training for staff and volunteers was held in Apia in late November 2010. The programme was intensive with theoretical and practical input. This hands-on workshop was documented on video and will be used as an IFRC shelter training video.

Restoring family links	
Objective: To re-establish contact between families who have been separated by disaster, the Samoa Red Cross Society has the capacity to operate efficiently and effectively to deliver services to meet the needs of the most vulnerable in accordance with their strategic plan.	
Expected results	Planned activities
Families who have been separated are reconnected and information from the authorities on the deceased is collated.	<ul style="list-style-type: none"> • Train Red Cross volunteers to administer and register missing persons, and carry out local searches to locate missing persons, including using the media. • Consult with local authorities, beneficiaries and international authorities to ascertain family links needs as well as maintain lists of deceased and missing persons. • Train Red Cross staff and volunteers in the field to provide beneficiaries with family links services, including safe and well messages and phone calls to update family members about their health, location and new contact details. • Establish a restoring family links (RFL) hotline operated by the Samoa Red Cross Society and advertise this service through the Samoa Red Cross Society web site. • Re-contact all enquirers who have registered missing persons or family members to find out if missing people have been located.

Impact

In the first six weeks after the tsunami, the Samoa Red Cross Society reunited a total of 117 families separated by the disaster in Samoa, and of these, 17 requests were from American Samoa. To reunite families, the National Society worked closely with the local authorities, the Australian Federal Police, the Samoan police, the New Zealand police, the New Zealand High Commissioner, the Australian Department of Foreign Affairs and Trade, Samoa Immigration and the Australian disaster victim identification agency to coordinate information pertaining to the missing persons.

The Samoa Red Cross Society was also active in the field, visiting displaced people to offer safe and well messages and phone calls. Information on the National Society's tracing services was also provided in both Samoan and English. In addition, the Samoa Red Cross Society helped to transport the injured and deceased to the local hospital.

Building on the extensive work carried out during the weeks immediately following the tsunami, the Samoa Red Cross Society articulated a desire to develop its restoring family links capacity further. To this aim, 25 volunteers were trained in RFL services and procedures during a four-day workshop held in Apia in the second week of December 2009. An international RFL adviser from the Australian Red Cross provided technical support for the training, with additional funding provided by the International Committee of the Red Cross (ICRC) and the IFRC. A core group of Red Cross volunteers helped facilitate the workshop.

The Samoa Red Cross Society has recently reviewed and practised its restoring family links services. A government-facilitated mass casualty drill was held at Upolu Airport at the end of 2010. More recently, the services were put to the test following the earthquake in Christchurch, New Zealand, in February 2011 and again

following the earthquake in Japan in March 2011. On both occasions, the Samoa Red Cross Society activated its 24-hour phone line to help local Samoans confirm the safety of their loved ones.

The Samoa Red Cross Society's proposal to take on the work of restoring family links has been recognized by the Government of Samoa's National Disaster Management Plan review committee.

Livelihoods support	
Objective: Up to 5,000 beneficiaries (625 families) who have lost their pre-tsunami livelihoods assets and capabilities will be assisted for a period of up to nine months to recover and build their resilience.	
Expected results	Planned activities

<p>Selected households will be able to overcome economic insecurities.</p>	<ul style="list-style-type: none"> • Develop the capacity of the Samoa Red Cross Society to deliver a variety of livelihoods initiatives such as cash systems and other recovery initiatives for vulnerable families to reinforce economic and social security. • Conduct rapid livelihoods and social mapping of affected areas using local volunteers to further identify beneficiaries to receive livelihoods resources. • Develop a beneficiary selection strategy and registration system to deliver assistance. • Finalize the modalities and means of providing cash grants and/or vouchers to address the immediate needs for the first set of families within the next three months. • Provide cash grants and/or vouchers to selected families. • Monitor and evaluate the activities.
<p>By the end of the operation, Red Cross staff and volunteers are provided with relevant on-the-job training to carry out all relevant aspects of the recovery programme. They are able to transfer this knowledge and experience to other Pacific National Societies.</p>	<ul style="list-style-type: none"> • Recruit a recovery coordinator and livelihoods officer for the National Society and enlist a core team of volunteers. • Provide training for volunteers so that they understand and support the livelihoods programme. • Carry out an integrated participatory assessment which takes a holistic view of tsunami-affected households' needs in light of their vulnerabilities and capacities for the longer term. • Finalize a beneficiary selection group and mechanism for providing additional livelihoods assistance to enhance the food and agriculture production base, replacement of livestock and other livelihoods assets. • Provide support to identified selected groups and community. • Monitor and evaluate the impact of interventions in supporting livelihoods recovery of the affected population. • Develop an exit strategy. • Undertake a lessons-learnt exercise and share with other Pacific Island National Societies to support effective disaster preparedness and programme interventions.

Impact

Between May and August 2010, the Samoa Red Cross Society disbursed 171 cash grants, valued at 191,000 Samoa tala (WST) (CHF 98,992). Generally, it was found that the ability of households to generate income was not significantly disrupted by the tsunami – due to many households having income from upper land plantations. This was highlighted in a detailed assessment to identify the more vulnerable which recommended 171 households out of the initial 625 identified for assistance. Those worst affected included the tourist *fales* (houses) and business activities that were situated on coastal roads. However, it was also found that the need to rebuild and re-establish daily life in new locations has placed a greater financial burden on families.

During individual household assessments by the livelihoods team, it was discovered that some families were experiencing difficulty dividing their labour between building their houses and tending to their plantations or other income-generating activities. The livelihoods programme included these households in a cash grants programme, which provided vulnerable households with grants to employ extra help to finish the construction of their homes.

The livelihoods team conducted assessments in 19 villages in tsunami-affected areas. Selection was not based on a single criteria, but on a combination of factors that together indicated a more complete picture of need. The main factors were:

- Household composition including available household labour and dependency ratios including disabilities and other health issues
- Plantation size - a small plantation was considered to contain fewer than 2,000 plants. Owning a larger plantation did not necessarily exclude households from receiving assistance given other factors were also considered. Plantations are a major source of cash generation for most households.

- Remittances received by the household and their regularity.
- Income diversity within the household.
- Livestock ownership and income derived.
- Visible household assets such as electrical items or a car (many household items are often indicative of larger remittance receipts) .
- The size, type and quality of housing and whether a complete or incomplete construction.

Households who met the vulnerability criteria were invited to apply for a cash grant to support their livelihood activities.

The cash grants were disbursed in two parts providing the opportunity to adjust the methodology based on learning from the experience of the first set of grants. The cash grant distribution started in May and was completed in July 2010.

The final number of families receiving cash assistance to support their livelihood activities was 171, considerably lower than the initial target of 625 families. Between May and August 2010 Samoa Red Cross Society disbursed cash grants valued at WST 191,000 (CHF 98,992) -see table below.

The transfer of the grants was made from the IFRC bank account to either a bank account of the beneficiary or through Western Union. These 171 households represent about 1,370 individuals. The usage of the grants is detailed below.

Grants in WST	%	Purpose
WST 500	82	Variety of productive assets: fence for livestock, Plantation tools, seeds, sprayer and other inputs, livestock, fishing equipment, school education expenses, low cost housing material (e.g. sand)
WST 1,500 – 3,000	7	Labour costs: housing/plantation/garden or housing materials
WST 2,000 – 12,000	11	Business grant: tourist fale, small shop, home bakery (pancake), bunds, coconut and vegetable gardening business, boat <u>Note:</u> several of these grants were provided in two Instalments

Between July and August 2010, follow-up visits were made to 90 per cent of families who had received grants in order to assess the impact of the assistance and to evaluate the implementation of the programme.

Most household cash grants were used as planned, but it was observed that there was more deviation for the larger grants that were designed for income-generation or small business activities. These were often used to repair houses. This may indicate that the project tried to move too soon into more complex livelihoods activities when the immediate needs of households were still unmet.

The total pledge received was CHF 305,896, of which CHF 98,992 was spent.

As noted the project was redesigned and beneficiaries were selected accordingly with their increased needs. However, although beneficiary selection was based on a combination of different conditions, there were difficulties in terms of beneficiary understanding and acceptance of the programme conditions due to the following reasons:

- Samoa Red Cross lacked experience and capacity to implement livelihood related programmes and this took time to put in place resulting in delays in delivery of support.
- The targeting of the more vulnerable and the reasons for this were not well communicated to the disaster-affected communities.

- Gaps in understanding the grant application process added to some dissatisfaction also with those deemed eligible not understanding the need for applying.

The unspent balance of livelihoods-earmarked funding of CHF 206,904 has been returned to the Australian Red Cross at its request. The Australian Red Cross has committed to continue to support the Samoa Red Cross Society's disaster management programme.

As already mentioned, one of the programme review findings was that livelihoods programming, in particular, faced challenges in terms of design and implementation. The programme was initially delayed and, as a result, the approach followed was to assess needs and target cash grants at the most vulnerable rather than distribute a lump sum to all affected families. In hindsight, the latter would have been more appropriate in the first few weeks after the tsunami.

The May 2011 review recommends caution in adopting new activities during relief and recovery operations and to consider meeting such needs through possible partnerships with other organizations that possess the experience and core competencies.

The review also concludes that although the cash grants were appropriately targeted and distributed, the programme had some negative consequences for the SRCS due to some community dissatisfaction with the selection process which eventually followed.

There was also concern that the programme raised community expectations which were not matched with the lower level of livelihoods support that was actually provided. This could have been offset by using some of the unspent funds for other activities which benefited the wider community. This option was not considered.

Disaster preparedness and disaster risk reduction	
Objective: Samoa Red Cross Society branches and volunteers are better prepared to respond to future disasters. Populations in the affected areas (villages located in Aleipata and Falealili) have reduced their risk to cyclones, earthquakes and tsunamis within the next 18 months.	
Expected results	Planned activities
Up to 625 families have access to emergency preparedness information and are informed on the most appropriate actions to take in case of a disaster (cyclone/earthquake/tsunami).	<ul style="list-style-type: none"> • Expand the disaster risk reduction programme to affected areas through tools such as vulnerability capacity assessments and risk mapping. • Implement initiatives identified at community level (including early warning systems). • Develop contingency plans. • Identify opportunities for further expansion of disaster risk reduction activities. • Conduct evaluation of disaster risk reduction programme.
The Samoa Red Cross Society is prepared to respond to future disasters with relief stock capacity and storage facilities for up to 250 families, based on identified previous needs and lessons learnt.	<ul style="list-style-type: none"> • Conduct a Samoa Red Cross Society lessons-learnt workshop and revise processes accordingly. • Replenish Red Cross disaster preparedness container stock. • Procure two vehicles for the Samoa Red Cross Society in order to increase its response capacity. • Refurbish the Samoa Red Cross disaster preparedness facility and training centre. • Conduct emergency response team training for Samoa Red Cross Society staff and volunteers. • Conduct national disaster management training for staff at the National Society headquarters. • Hold a training workshop for Samoa Red Cross Society staff in logistics, relief and emergency assessment. • Ensure Samoa Red Cross Society staff attend regional and international training events (including logistics and RDRT).

Impact

The integrated community-based self-resilience (CBSR) approach forms a part of disaster risk reduction work. Community activities that support risk reduction include improving awareness of hazards and identifying hazards in communities. The National Society has translated technical information from the authorities so that it is more accessible to communities to help them respond effectively to disasters. The disaster preparedness materials include information about resilient crops, strong buildings and vaccinations for children, as well as promoting sanitation and healthy nutrition.

The Samoa Red Cross Society's 2006 disaster plan will be reviewed and will incorporate the lessons learnt from the recent earthquake and tsunami operation. The review of the plan will consider contingency planning with a focus on helping communities develop their own disaster preparedness plans – with early warning systems and defined roles and responsibilities for different community groups and members.

The Samoa Red Cross Society evaluated its fleet of vehicles at the beginning of 2010 and purchased four new vehicles during the tsunami operation. Immediately after the tsunami, a large truck was purchased and used for the delivery of relief items. A pick-up truck, a van and a 4WD ambulance were also procured in the first six months of 2010. These purchases were supported by the New Zealand Red Cross, the Swiss Embassy in New Zealand and the Australian Red Cross. An older ambulance was transferred to the reactivated Savaii branch in early 2011. As of the end of May 2011, the National Society had a fleet of five vehicles.

During the tsunami operation, Samoa Red Cross Society staff and volunteers improved their skills and knowledge by taking part in local, national and regional training. The Samoan government in Savaii has organized mass casualty drills, which include participants from all responders in the Government of Samoa's National Disaster Management Plan. The Samoa Red Cross Society's own local and regional training in Brisbane and Nadi were sponsored by the IFRC and partner National Societies in the Pacific. These included logistics training, an Regional Disaster Response Team workshop, shelter, and water and sanitation training.

The Samoa Red Cross Society's stock of relief items in its warehouse in Apia (in containers) was replenished with 880 shelter kits in January 2011. The National Society replenished and increased its stocks of relief items in May in its eight warehouses – four of which are in Upolu, two in Savaii, and one each in Apolima and Manono. The procurement and replenishment was supported by IFRC.

The National Society also has six depots that were built in 2004–2005. During 2010 and 2011, its warehousing capacity in Savaii and Upolu was increased with additional containers. The depots and new containers hold locally sourced items including lanterns, first aid kits and hygiene kits, as well as items ordered from overseas such as blankets, tarpaulins, jerry cans, mosquito nets, kitchen sets and buckets. The latter were ordered from the IFRC's logistics hub in Kuala Lumpur.

This replenishment of its emergency supplies means that the Samoa Red Cross Society has the capacity to assist 1,700 households on the islands of Upolu, Savaii, Manono and Apolima. The National Society also received 25 folding beds in April 2011 to complement its stock of field equipment. The beds – which were funded by the Australian Red Cross – provide staff and volunteers with a comfortable night's sleep whilst in the field. The value of the National Society's stock of relief items is estimated at approximately CHF 100,000 as calculated at the end of the IFRC's emergency operation in May 2011.



Flood Simulation - Disaster preparedness.
Photo by SRCS

Sili community members apply their training in a flood simulation exercise in April 2011. The village is particularly vulnerable to flooding during the wet season because of the river that runs it. This activity is a part of the community-based self-resilience program, which aims to help communities be prepared for future disasters.

Logistics support has been provided to ensure that relief items have been procured according to the IFRC's standard procedures, and to ensure the efficient and timely delivery of these items for the success of the operation. Logistics activities have been supported in close cooperation with the regional logistics unit (RLU) based at the IFRC's Asia Pacific zone office in Kuala Lumpur, and the Australian Red Cross and New Zealand Red Cross. These activities include:

- providing coordination between the Samoa Red Cross Society, IFRC programme managers and the regional logistics unit to ensure the most timely and cost-efficient sourcing of items required for the operation
- coordinating the mobilization of goods and the receipt of incoming goods as part of the response to the tsunami
- maintaining a close relationship with other key logistics actors
- reviewing and improving the National Society's storage, warehousing, transport, procurement and distribution procedures
- supporting the logistics requirements of programme implementation.

The role of logistics as a supporting service has changed substantially since the relief and recovery phases of the tsunami operation. In the past, procurement played an important role, but now there is more emphasis on stock management. Decentralized stocks of relief items and their management are a crucial part of the National Society's disaster preparedness planning and monitoring.

According to the programme review, the government's limited ability to respond to disasters in a timely manner means there is a greater dependence on local communities and civil society organizations to provide initial assistance. As such, the National Society, supported by its Movement partners, has a niche role to play in building strong community-based disaster management programmes.

It is clear that there has been a considerable development of disaster management capacity within the Samoa Red Cross Society over the years and specific evidence of this is the disaster response plan developed by the society. However, more effort by the National Society and its partners is required to provide continued assistance to affected communities.

The Samoa Red Cross Society, the IFRC and bilateral in-country partners are using the findings and recommendations from the May 2011 review for defining their cooperation. Discussions between the Samoa Red Cross Society, partner National Societies – mainly the Australian Red Cross and the New Zealand Red Cross – and the IFRC are underway to define the roles of the different parties in-country, as well as a mechanism to support the National Society after the IFRC's emergency operation has ended.

The Australian Red Cross will contribute in the area of disaster risk and logistics management through its in country delegate, contributing in particular to programme review recommendations related to disaster risk management. The recommendations are listed below.

- Disaster risk management, as a component of the Samoa Red Cross Society programme, needs to be explicitly stated in the National Society's vision, mission, guiding principles and values and it needs to reflect the challenges that the country faces.
- To develop a Samoa Red Cross Society strategic plan that includes all components of disaster risk management and development. The strategic plan should include specific strategies on developing and maintaining partnerships and monitoring and evaluation.
- There is a need for a comprehensive disaster response plan for the Samoa Red Cross Society and for leadership and support to communities in the development of community-level plans.

The Samoa Red Cross Society's proposal to play a key role in promoting International Disaster Response Law (IDRL) rules and principles has been recognized by the Government of Samoa's National Disaster Management Plan review committee.

Institutional capacity-building
Objective: The Samoa Red Cross Society has the capacity to operate efficiently and to effectively deliver

services to meet the needs of the most vulnerable in accordance with its strategic plan.	
Expected results	Planned activities
By the end of the early recovery period, Samoa Red Cross Society staff and volunteers are provided with relevant on-the-job training skills to carry out all relevant aspects of the recovery programme.	<ul style="list-style-type: none"> • Brief and coach Samoa Red Cross Society volunteers and staff on the recovery programme. • Short orientation sessions will be given to all new spontaneous volunteers to explain the Fundamental Principles of the International Red Cross and Red Crescent Movement and the mandates of the Samoa Red Cross Society.
The Samoa Red Cross Society's mobilization, registration, support and retention system will be developed to encourage spontaneous volunteers to become long-term ones.	<ul style="list-style-type: none"> • Update the volunteer register and database. • Hold regular meetings with volunteers to convey information from community level, and also to provide them with recognition and collective support for carrying out their difficult roles. • Encourage groups of spontaneous volunteers to become regular volunteers. • Carry out peer development for four Pacific National Society staff members. • Engage new volunteers in CBHFA and disaster risk reduction programmes.
A new branch in the tsunami-affected area is established and managed by volunteers	<ul style="list-style-type: none"> • Seek volunteers' ideas for establishing a branch in affected areas to respond to community needs in the short-, medium- and long-term. • Establish a new branch office in tsunami-affected areas.
Red Cross systems and procedures are strengthened.	<ul style="list-style-type: none"> • Improve existing finance and administration systems to enable efficient recording of rapidly scaled-up donations and reporting back to local and international donors.
Red Cross governance is strengthened to guide the future development of the Samoa Red Cross Society.	<ul style="list-style-type: none"> • Hold a governance workshop with the board and management of the Samoa Red Cross Society.
The Samoa Red Cross Society has increased financial self-sufficiency through income-generation activities.	<ul style="list-style-type: none"> • Refurbish the accommodation facilities at the Samoa Red Cross Society for income-generation purposes. • Expand new disaster preparedness facilities to include the capacity for income generation. • Ensure that the Samoa Red Cross Society's procurement, supply chain management, warehouse, transport and distribution systems are understood and implemented to ensure tracking and reporting.

Impact

The last 20 months has not been an optimum period to implement the Samoa Red Cross Society's institutional changes and put systems in place, because of pressing priorities and pressures associated with the operation as well as the destabilizing impact of the governance crisis.

Despite internal governance challenges, the National Society has been able to make progress on its transition from recovery to normal programming. The Samoa Red Cross Society has managed to reactivate its Savaii branch. By reactivating the Savaii branch and establishing relief stock in tsunami-affected areas, the Samoa Red Cross Society has decentralized its disaster management and disaster preparedness services.

The National Society has recruited three new managers:

- A finance and administration manager was recruited in March 2011. With the support of the IFRC's finance delegate, the Samoa Red Cross Society has re-established its finance system. An asset register system has also been set up.
- In April 2011, a programme manager was recruited. The programme manager will oversee the health and disaster department and will establish links between the health and disaster functions.
- A team leader was recruited in February 2011 to work in the reactivated Savaii branch.

In the first half of 2011, the Samoa Red Cross Society's 2006–2007 accounts were closed and audited with financial documentation approved at the National Society's board meeting in May 2011. Accounting for 2008/2009 and 2009/2010 is in progress and is scheduled to be audited by external auditors during August–September 2011.

The salaries of the National Society's staff were reviewed and a uniform salary scale was developed during the early phase of the tsunami operation. Despite efforts to develop the human resource management system, some weaknesses remain. The National Society's volunteer and staff management system is poor and the performance review and remuneration system needs to be improved. Currently, there are plans to reduce the number of staff now that tsunami-related activities are over, and to increase National Society sustainability in the long term.

The pool of trained volunteers was a particularly valuable resource during the tsunami. The integrity of the group needs to be maintained through clear systems and procedures, and definition of roles and responsibilities, particularly with the influx of new volunteers. This requirement is also highlighted in the May 2011 review recommendations:

- The Samoa Red Cross Society needs to develop a human resources policy that identifies and enables the professional development, career progression and retention of key Samoa Red Cross Society staff.
- Samoa Red Cross Society programme staff (and volunteer trainers) need to undertake a Certificate in Adult Teaching (CAT) to strengthen skills in programme design, development, delivery and evaluation.

The National Society's handbook of policies, systems and procedures is currently being updated. The handbook, which was developed in 2005, guides the National Society's work. Whilst procedures for finance and logistics systems are in place, the National Society needs to more closely ensure that these systems are properly utilized.

In the past seven months, the IFRC has supported the Samoa Red Cross Society to resolve an internal dispute related to the legitimacy of two governing boards. The matter entered the Samoa Supreme Court at the end of 2010. An IFRC representative met with both parties to try to craft a mediated, out-of-court settlement that would be in line with the statutes of the National Society and the fundamental principles. Both the IFRC and ICRC have provided legal readings of the situation. IFRC has supported the National Society to rewrite its constitution and strengthen those areas of concern that led to the conflict. The IFRC's secretary general referred the matter to the IFRC mediation and compliance committee.

The Samoa Red Cross Society's constitution was revised by members of the interim management committee (selected in August 2010) in a workshop in March 2011. An IFRC representative and Samoa Red Cross Society lawyer facilitated the workshop. The revisions to the constitution have not yet been passed on to the IFRC or ICRC for technical comment because of the governance dispute.

The IFRC has adopted a pragmatic approach to support the interim management committee, which was validated by the Samoa Supreme Court in January 2011. The Supreme Court refrained from declaring the meeting resolutions either valid or invalid. The court decision clearly does not recognize the legitimacy of either group and urges them to resolve the issue between themselves.

Working with the interim management committee is carried out without prejudice and does not imply recognition of its legitimacy as the National Society's governing body as provided for in the constitution. This is particularly important as both parties are pursuing the dispute through the courts. The IFRC's approach has been to enable the work of the Samoa Red Cross Society to continue whilst working to stimulate a process whereby the two parties can reach an agreement.

The Appeal Court ruled, in May 2011, that a general meeting of the National Society should be held on 13 August 2011 and should be chaired by a person nominated by the IFRC. The IFRC has decided that the general meeting will be held with the support and assistance of the IFRC under the leadership of an independent chairman, Maiava Iulai Toma, who is also the Samoa ombudsman. The IFRC will also provide the resources required to support the chairman in his duties.

The governance dispute has effectively hindered organizational development during the recovery phase. The National Society's strategic planning has been somewhat sidetracked as the organization has been focused on resolving its governance issues.

In addition to this, there are other challenges including keeping established finance and logistics systems working and ensuring compliance with procedures. Project and programme management is also a major challenge for the National Society as it finds it difficult to comply with all the planning, monitoring, evaluation and reporting requirements.

From an operational perspective, now that the Samoa Red Cross Society is moving from the relief and recovery phases to the development phase, the National Society is struggling to reduce its number of staff in a sustainable way.

Conclusions

As previously mentioned, the beneficiaries surveyed gave a high satisfaction rating for the assistance received from the Samoa Red Cross Society. This assessment was also reflected in workshop feedback arranged among other stakeholders. In particular, the relief, shelter, water and sanitation, psychosocial support and restoring family links programmes were highly rated in the programme review.

However, the importance of having strong organizational structures in place to guide the implementation of programmes in a cohesive and professional manner was highlighted. Specifically, the programme review found that the limiting factor in implementing effective disaster preparedness and response programmes is the lack of a well-developed and understood organizational framework that builds a common vision, shared ownership and collective direction. Such a framework needs to encompass plans, procedures, policies, good practice guidelines, commitment to guiding principles, codes and standards, and a process for the accountable implementation of programmes. The Samoa Red Cross Society will incorporate this input from the programme review in the planning process, which began after the review.

With regard to the cash grants programme, this was the first time the Samoa Red Cross Society had implemented a cash grants programme so there was a steep learning curve for staff and volunteers in understanding the underpinnings of cash as a methodology. Consequently, communicating the purpose and methodology to communities and households presented a challenge. Overall, this has been a great learning experience for the National Society as it generated discussions about the meaning of vulnerability and how this changes according to context.

The clear lessons learnt regarding the livelihoods programme in Samoa is that the cash grants programme should be implemented to all those affected immediately after the disaster or as part of the preparedness programme (less than three months after the disaster). Specifically:

- Cash grants should be part of a disaster preparedness plan.
- There should be no selection or discrimination criteria for people to qualify for the cash.
- The size of the grant should take into account the size of community. The grant or cash should be given to the community as a whole.
- Training on how to carry out household surveys should form part of the preparedness programme training as this would save time as people are fully trained when a disaster strikes.
- Training should include more practical activities.

The Samoa Red Cross Society would benefit if it strengthens its relationships with other civil society actors and other government ministries. Value can be added if there is better information-sharing by all organizations, including the National Society itself. There are also opportunities for stronger partnerships in the delivery of services and programmes. The Samoa Red Cross Society should work with others in a complementary way and avoid spreading itself too thinly.

The institutional capacity-building programme was an important opportunity for the National Society to scale up its capacity. Opportunities during the tsunami operation have fallen short of the objectives set for the reasons outlined earlier in this report. There is now the opportunity for longer-term access to Red Cross Red Crescent partner support and this needs to be capitalized upon, together with careful planning for long-term sustainability.

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 (NGOs) in Disaster Relief and **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:

1. Save lives, protect livelihoods, and strengthen recovery from disaster and crises.
2. Enable healthy and safe living.
3. Promote social inclusion and a culture of non-violence and peace

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[<Financial statement attached below; click here to return to the title page>](#)

MDRWS001 - Samoa - Earthquake

Appeal Launch Date: 04 oct 09

Appeal Timeframe: 30 sep 09 to 31 may 11

Final Report

Selected Parameters	
Reporting Timeframe	2009/9-2011/9
Budget Timeframe	2009/9-2011/9
Appeal	MDRWS001
Budget	APPEAL

All figures are in Swiss Francs (CHF)

I. Consolidated Funding

	Disaster Management	Health and Social Services	National Society Development	Principles and Values	Coordination	TOTAL
A. Budget	2,506,427					2,506,427
B. Opening Balance	0					0
Income						
<u>Cash contributions</u>						
American Red Cross	102,997					102,997
Australian Red Cross	720,281					720,281
British Red Cross	81,314					81,314
British Red Cross (from DFID - British Government)	159,439					159,439
China Red Cross, Hong Kong branch	35					35
Danish Red Cross	37,697					37,697
Great Britain - Private Donors	1,130					1,130
Hilton Worldwide	142					142
Irish Red Cross Society	12,090					12,090
Japanese Red Cross Society	212,006					212,006
New Zealand Red Cross	377,050					377,050
On Line donations	3,522					3,522
Red Cross of Monaco	30,216					30,216
Red Cross Society of China (from China - Private Donors)	388					388
Republic of Korea Government	101,153					101,153
Swedish - Private Donors	829					829
Swedish Red Cross (from Swedish Government)	72,509					72,509
Switzerland - Private Donors	1,290					1,290
The Canadian Red Cross Society	47,353					47,353
The Canadian Red Cross Society (from Canadian Government)	236,774					236,774
United States Government - USAID	202,118					202,118
United States - Private Donors	813					813
VERF/WHO Voluntary Emergency Relief	1,000					1,000
C1. Cash contributions	2,402,147					2,402,147
<u>Inkind Personnel</u>						
Australian Red Cross	45,000					45,000
New Zealand Red Cross	43,200					43,200
C3. Inkind Personnel	88,200					88,200
<u>Other Income</u>						
Balance Reallocation	-287,637					-287,637
Fundraising Fees	-7					-7
C4. Other Income	-287,644					-287,644
C. Total Income = SUM(C1..C4)	2,202,703					2,202,703
D. Total Funding = B + C	2,202,703					2,202,703
Appeal Coverage	88%					88%

International Federation of Red Cross and Red Crescent Societies

MDRWS001 - Samoa - Earthquake

Appeal Launch Date: 04 oct 09

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Final Report

Selected Parameters	
Reporting Timeframe	2009/9-2011/9
Budget Timeframe	2009/9-2011/9
Appeal	MDRWS001
Budget	APPEAL

All figures are in Swiss Francs (CHF)

II. Movement of Funds

	Disaster Management	Health and Social Services	National Society Development	Principles and Values	Coordination	TOTAL
B. Opening Balance	0					0
C. Income	2,202,703					2,202,703
E. Expenditure	-2,202,703					-2,202,703
F. Closing Balance = (B + C + E)	0					0

International Federation of Red Cross and Red Crescent Societies
MDRWS001 - Samoa - Earthquake

Appeal Launch Date: 04 oct 09

Appeal Timeframe: 30 sep 09 to 31 may 11

Final Report

Selected Parameters	
Reporting Timeframe	2009/9-2011/9
Budget Timeframe	2009/9-2011/9
Appeal	MDRWS001
Budget	APPEAL

All figures are in Swiss Francs (CHF)

III. Consolidated Expenditure vs. Budget

Account Groups	Budget	Expenditure					TOTAL	Variance
		Disaster Management	Health and Social Services	National Society Development	Principles and Values	Coordination		
A							B	A - B
BUDGET (C)		2,506,427					2,506,427	
Relief items, Construction, Supplies								
Shelter - Relief	61,179	61,179				61,179	0	
Construction Materials	4,517	4,517				4,517	0	
Clothing & Textiles	29,376	35,722				35,722	-6,346	
Water, Sanitation & Hygiene	489,078	489,078				489,078	-0	
Medical & First Aid	4,342	4,342				4,342	0	
Teaching Materials	12,077	12,078				12,078	-0	
Utensils & Tools	17,095	41,304				41,304	-24,208	
Other Supplies & Services	103,560	20,928				20,928	82,632	
Cash Disbursement		82,632				82,632	-82,632	
Total Relief items, Construction, Suj	721,224	751,778				751,778	-30,554	
Land, vehicles & equipment								
Vehicles	46,233	37,233				37,233	9,000	
Computers & Telecom	25,252	23,556				23,556	1,696	
Office & Household Equipment	25,034	25,034				25,034	-0	
Others Machinery & Equipment	27,596	27,596				27,596	0	
Total Land, vehicles & equipment	124,115	113,419				113,419	10,696	
Logistics, Transport & Storage								
Storage	35,874	34,651				34,651	1,223	
Distribution & Monitoring	52,914	41,587				41,587	11,327	
Transport & Vehicles Costs	65,740	66,888				66,888	-1,148	
Logistics Services		17,537				17,537	-17,537	
Total Logistics, Transport & Storage	154,528	160,663				160,663	-6,134	
Personnel								
International Staff	580,155	557,459				557,459	22,696	
National Society Staff	188,847	77,470				77,470	111,377	
Volunteers		8,316				8,316	-8,316	
Total Personnel	769,002	643,246				643,246	125,756	
Consultants & Professional Fees								
Consultants	167,358	92,237				92,237	75,120	
Professional Fees	103,623	19,172				19,172	84,450	
Total Consultants & Professional Fe	270,980	111,410				111,410	159,570	
Workshops & Training								
Workshops & Training	62,274	57,045				57,045	5,229	
Total Workshops & Training	62,274	57,045				57,045	5,229	
General Expenditure								
Travel	37,148	37,861				37,861	-713	
Information & Public Relations	13,318	11,318				11,318	2,000	
Office Costs	78,372	69,226				69,226	9,145	
Communications	27,501	27,669				27,669	-169	
Financial Charges	68,669	68,638				68,638	32	
Other General Expenses	13,494	11,763				11,763	1,731	
Total General Expenditure	238,501	226,475				226,475	12,026	
Indirect Costs								
Programme & Services Support Recov	165,803	132,077				132,077	33,725	
Total Indirect Costs	165,803	132,077				132,077	33,725	
Pledge Specific Costs								
Pledge Earmarking Fee		6,391				6,391	-6,391	
Pledge Reporting Fees		200				200	-200	

International Federation of Red Cross and Red Crescent Societies

MDRWS001 - Samoa - Earthquake

Appeal Launch Date: 04 oct 09

Appeal Timeframe: 30 sep 09 to 31 may 11

Final Report

Selected Parameters	
Reporting Timeframe	2009/9-2011/9
Budget Timeframe	2009/9-2011/9
Appeal	MDRWS001
Budget	APPEAL

All figures are in Swiss Francs (CHF)

III. Consolidated Expenditure vs. Budget

Account Groups	Budget	Expenditure					TOTAL	Variance
		Disaster Management	Health and Social Services	National Society Development	Principles and Values	Coordination		
A							B	A - B
BUDGET (C)		2,506,427					2,506,427	
Total Pledge Specific Costs		6,591					6,591	-6,591
TOTAL EXPENDITURE (D)	2,506,427	2,202,703					2,202,703	303,723
VARIANCE (C - D)		303,723					303,723	