



DREF n° MDRMV0002	GLIDE n° AC-2014-000161-MDV
DREF update n° 1; 31 December 2014	Timeframe covered by this update: 4 - 24 December 2014
Operation start date: 4 December 2014	Operation timeframe (<i>revised</i>): 2 months; operation end date: 4 February 2015
Overall operation budget (<i>unchanged</i>): CHF 211,403	
N° of people being assisted: up to 32,000	
Red Cross Red Crescent Movement partners currently actively involved in the operation: Maldivian Red Crescent, IFRC Sri Lanka delegation, Sri Lanka Red Cross Society, IFRC South Asia Regional Delegation (SARD), IFRC Asia Pacific Zone Office (APZO)	
Other partner organizations actively involved in the operation: Maldivian government, Maldives National Defence Force (MNDF), Police and local organizations	

Summary of major revisions made to emergency plan of action:

Maldives water crisis was triggered by a sudden fire causing damage to the water generator unit. With the Maldivian authorities declaring drinking water shortage on 4 December, the Maldivian Red Crescent (MRC) recognized its auxiliary role to provide immediate response and was requested to do so by the authorities. Following which, MRC requested IFRC for DREF funding to provide drinking water to the affected population, while keeping in mind that revision will be made upon further information. The initial plan aimed at procuring and dispatching 90,000 bottles of drinking water to Maldives from Sri Lanka. At the time, it was acknowledged that this intervention is neither cost-effective nor environmental-friendly; however the response was vital as part of MRC contribution to the overall efforts to provide the inhabitants of Male with emergency water supplies. In the days that followed, it became clearer that those emergency supplies will be ensured with support from the governments of India, China, Sri Lanka and the United States. MRC, in close coordination with the national authorities, further identified additional targets for its involvement in this emergency response. The original DREF plan was revised as follows:

- Provision of bottled water reduced from 90,000 to 30,000 L
- Added provision of 10 water tanks
- Added provision of 32,000 10L jerry cans

All revisions have been made in close consultation between MRC, IFRC South Asia Regional Delegation (SARD), Sri Lanka delegation and IFRC APZO. The overall DREF budget allocation has not been affected by these changes.

The initial timeframe of this DREF operation was estimated at 2 weeks; however, due to the revised plan which includes the provision of jerry cans, the operation will be extended for 2 months to early February 2015 to complete the delivery and distribution of these items.

A. Situation analysis

Description of the disaster

On 4 December, fire broke out inside the Maldives Water and Sewerage company (MWSC) Generator Unit in the capital Male, causing a major break-down in the functioning of the main water desalination plant and disrupting supply of drinking water to the inhabitants of the main island, which constitute approximately 50 per cent of the total population of the Maldives. The authorities announced that it would take at least a week before the plant is functional again, due to the lack of spare parts and technical expertise in-country.

The population of Malé is 153,000 as per the preliminary results of a census¹ done this year. In addition, Maldivian Red Crescent (MRC) estimates there are up to 50,000 expatriate workers and undocumented migrants in the city (not covered under the census). The vast majority of households in the capital rely on MWSC for their daily water needs.

The government declared a state of disaster, and a governmental task force, headed by the Minister of Defense, was set up to coordinate the distribution of safe drinking water. On 8 December, the government declared a week-long national holiday as part of efforts to mitigate the effects of the crisis and prevent much feared civil disturbance. The government officially requested other governments, organizations and institutional partners, including MRC, to urgently provide water as a short-term solution, as well as desalination equipment and other support to alleviate the situation.

In the days that followed, governments of India, Sri Lanka, China and the United States responded with air-lifts of drinking water, as well as mobilization of navy ships with desalination equipment. In addition, the authorities ensured minimal daily supply of pumped water (one-hour supply every six-hours); however only a limited number of residents could access this provision, due to low pressure of water. Despite initial anxiety among the residents, and the government's fears of civil unrest, there have not been any reports of violence, apart from minor scuffles in distribution queues.

Summary of current response

Overview of Host National Society

Maldivian Red Crescent (MRC) responded immediately to government requests for assistance by mobilising 24 staff as well as 60 volunteers from the MRC Malé branch National Emergency Response Team (NERT) and the Emergency Response Team (ERT), to help manage the government run water distribution points. Numbers of volunteers who signed up with MRC in the days that followed grew steadily and reached approximately 800, according to MRC. The volunteers were involved in assisting the distribution of water at 27 government-run distribution points. In addition, they were tasked to deliver water to vulnerable households whose members could not join queues. In response to government appeal, MRC requested additional IFRC support in mobilizing water tanks and jerry cans, through the already approved DREF allocation.

Overview of Red Cross Red Crescent Movement in country

Neither the IFRC nor any Partner National Societies have had permanent in-country presence in the Maldives since the 2004 Tsunami programming was completed. The regional delegation for South Asia, based in New Delhi, acts as the country team for IFRC. This DREF operation has been managed by SARD in coordination with APZ DMU, and supported by the Sri Lanka delegation, both in terms of procurement and dispatching of relief goods, and deployment of a relief delegate to assist MRC in the early phase of the operation.

Overview of non-RCRC actors in country

The government established an emergency task force led by the Defence Minister to manage the operation, while the Maldives National Defence Force (MNDF) was responsible for its implementation. The MNDF and police as well as a few local organizations, such as MRC, the Scout Association of Maldives and Guide Association of Maldives are also supporting the government in providing water at distribution points. The Health Protection Agency (HPA) was monitoring the situation for potential health hazards and preparing information, education and communication (IEC) material to generate awareness on health hazards. HPA has requested MRC to assist them during awareness promotion activities.

The Maldives government has requested and received support from several countries, including India, Sri Lanka, Bangladesh, United States and China. The Singaporean Government provided technical experts to assist in the repair works needed at the water treatment plant linked to the fire accident.

Needs analysis and scenario planning

The water crisis affected the whole capital city of Malé as the MWSC is the sole provider of water. Hence, the total population of approximately 150,000 people, as well as up to 50,000 migrant/expat workers, were targeted for blanket distributions of water. Initially, the authorities identified drinking water as the main need. In response to that, MRC and IFRC developed the DREF request focusing on procurement, transport and distribution of 90,000 L of bottled water, while acknowledging limitations of this approach, both in relation to cost-effectiveness and environmental impact.

Within the first week of the emergency operation, the governmental task force formulated additional needs and communicated those to MRC in coordination meetings. Those additional needs mostly focused on water treatment, storage and distribution, which included desalination equipment, water tanks and jerry cans.

¹ <http://www.planning.gov.mv/census/census%202014/CensusPreliminary/PreliminaryResults.pdf>

As the additional needs were communicated, MRC and IFRC explored possibilities for provision of water treatment equipment, both for desalination and for purification of fresh water from available water sources in Male. Both options were discarded, as relevant desalination equipment was not readily available for procurement and deployment in such a short time-span; the water purification units were available, however it soon became obvious that available water sources were not adequate, due to their limited capacity (shallow wells) and stringent environmental regulations related to pumping and treatment of fresh water. Consequently, MRC requested IFRC to assist in providing 10 water tanks and 32,000 10L jerry cans, while at the same time reducing the quantity of bottled water to 30,000 litres, in view of the steady supply ensured by other stakeholders.

In consultation with the authorities, MRC estimated its target population at 20 per cent of the total population of the island, which are approximately 30,000 people. Closer beneficiary selection for distribution of jerry cans is still pending from MRC; however overall vulnerable groups have been identified based on the lists of most vulnerable groups, which are already in possession of MRC and are being used for detailed targeting. They include the traditional vulnerable groups, but also migrant workers (many of whom are undocumented). Overall plan for utilisation of jerry cans is elaborated below, in the operational plan.

Risk Analysis

Initially, there were fears of civil unrest, for which reason the government announced a week-long national holiday on 8 December. However, no major disturbances took place in the course of this emergency.

In spite of the announced delay in the delivery of jerry cans from the Asia Pacific Zone Logistics Unit (ZLU) in Kuala Lumpur (caused by extremely limited availability of transport), MRC maintained the request for jerry cans, as it had earlier committed to the authorities to support the situation with such items. This resulted in a potential risk of justifying the relevance of this support and ensuring adequate targeting for their distribution and related accountability. MRC has later reviewed this component based on the presented time schedule and requested it to be cancelled. However the late request for cancellation could not be executed. To minimise the risk, MRC has been requested to provide a detailed targeting and distribution plan for the jerry cans, which is expected in the coming days.

B. Operational strategy and plan

Overall Objective²

The overall objective of this operation is to provide up to 10,000 people with clean drinking water, as well as to assist up to 32,000 people with relief items for storage and distribution of water, hygiene promotion messages.

Proposed strategy

The revised strategy for MRC response includes the following components:

1. A total of **30,000 litres of bottled water** is to be procured, initially in Sri Lanka, and sent via commercial cargo airplanes to Malé. The initial plan of action provisioned for up to 90,000 litres; however in view of the existing steady supply of water from various donors, MRC decided to revise down to 30,000 litres. MRC, in coordination with the authorities, is currently linking up with existing distribution points to distribute the water. Staff and volunteers are actively involved in distribution, including supplies outside of the stock provided through this DREF. The DREF also covers ongoing assessments and monitoring of the situation. Hygiene promotion messages at distribution points as well as existing water sources and throughout the city will be intensified, alerting the population to both the safe and judicious use of drinking water, in response to earlier reports that mineral water is being used for bathing and other purposes.
2. A total of **10 water tanks** are to be procured and transported from Sri Lanka, as part of MRC commitment to assist the authorities in improved storage and distribution of water. To speed up this intervention, Sri Lanka Red Cross Society (SLRCS) will second water tanks from their stocks, which are to be replenished through this DREF.
3. A total of **32,000 10L jerry cans** are to be procured and dispatched to Maldives, as part of MRC commitment to the authorities to help improve the household-level storage of drinking water. MRC will develop a detailed distribution plan and timeline for this component. With the jerry cans delivered only on 18 December to Male, the distribution is expected to be delayed. More information on this component will be available in the final report.

² The overall objective has been revised as additional relief components were included in the operational plan.

4. **Mobilization of volunteers** to assist with ongoing and evolving needs, distribution of water, access to most vulnerable households, and health and hygiene promotion efforts of the authorities. Initially, MRC intended to carry out limited first-hand assessments, and was assisted by SARD to adapt appropriate questionnaires, however those assessments did not take place, as the emergency was swiftly brought to an end, and most needs were formulated in agreement with the authorities' national task force.

Operational support services

Human resources

MRC has used 24 staff and up to 800 volunteers in this operation. The number of volunteers grew steadily from the first reported number of 150, up to approximately 800. Their mobilization costs are included in the budget, as well as the minimum volunteer insurance for 2014 and 2015. One delegate from the IFRC delegation in Sri Lanka has been deployed to Malé on 7 December to support MRC in coordinating with the authorities and other organizations. The delegate assisted MRC in operational planning and implementation over a period of one week. Additional short term delegate support and/or RDRT support was initially provisioned for, but was declined by MRC.

Logistics and supply chain

The IFRC delegation in Sri Lanka, supported by the ZLU in Kuala Lumpur, is handling the procurement and transportation of water, water tanks, as well as limited number of 10L jerry cans (2,500). The water tanks and 2,500 10L jerry cans are seconded by SLRCS, and this operational budget provisions for the replenishment of those stocks of SLRCS. The remaining 29,500 10L jerry cans have been dispatched by the KL ZLU. Replenishment of those stocks, as well as SLRCS stocks, will be covered from this budget.

The Indian Red Cross Society has initially offered to support six bladder tanks and related accessories, as well as three RDRT members, if needed. This offer was declined with thanks, following MRC's revision of the needs for this support.

Information technologies (IT)

In addition to regular mobile communication which is largely uninterrupted, MRC are provided with five VHF handsets to support the operation, as frequent movement of staff and volunteer teams requires this back-up communication system.

Communications

With the proposed operation, MRC, supported by IFRC, will increase communications efforts towards the media and towards beneficiaries in connection with distributions. A lump sum amount has been included in the budget to cover related costs, including production of IEC material related to hygiene promotion as well as the visibility material for staff and volunteers.

Also, a provision was made to grant all volunteers with tokens of gratitude for their selfless support in this emergency, as they ensured high visibility of MRC and have helped raise its profile with the authorities as well as the general public.

Security

Malé is a densely populated urban setting and it was feared that this could pose security concerns, especially if the water crisis leads to civil unrest. However, this risk did not materialize and no security problems have been incurred during the operational implementation.

Planning, monitoring, evaluation, & reporting (PMER)

MRC, supported by the surge deployment from IFRC delegation in Sri Lanka and SARD, has been responsible for the day-to-day implementation and monitoring of the operation. IFRC is assisting MRC in elaborating implementation plans and facilitating the administrative and financial flow of information and reports between MRC, SARD, APZO and other stakeholders. A lessons-learned workshop is included in the operational plan, as this is a unique crisis, as well as the very first emergency intervention of MRC since its establishment in 2011. The National Society could hugely benefit from this experience, and the lessons learnt exercise would help them consolidate the gained knowledge and prioritize the strengthening of adequate follow-up disaster preparedness capacity.

Administration and Finance

Existing financial systems will be used to support and monitor the operation. IFRC SARD will provide ongoing support to MRC in this process, and will be responsible for the management of the DREF budget.

C. Detailed Operational Plan

Quality Programming / Areas Common to all sectors			
Outcome 1: Continuous assessments and monitoring of the situation through mobilization of staff and volunteers in Male.	Outputs		% of achievement
	Output 1.1: Mobilization of staff and volunteers for assessments, monitoring and distribution of water, water tanks and jerry cans, as well as promotion of health and hygiene related messages.		
Activities	Is implementation on time?		% progress (estimate)
	Yes (x)	No (x)	
Mobilization of 2 MRC HQ staff	x		100%
Mobilization of up to 150 NERT and ERT member and newly signed up volunteers	x		100%
Continuous monitoring and assessment of the situation and distributions	x		
Progress towards outcomes			
<p>From the very first day of the emergency, MRC has stepped in and mobilized all its available human resources to respond to the disaster. All of its staff and a steadily growing number of volunteers – from the initial 60 up to approximately 800, over the course of this intervention, have shown incredible dedication and determination to take active part and to perform in this very first emergency since the establishment of the National Society. By their active involvement, they have helped raise the profile of the National Society nationally, and this has been acknowledged by the government representatives, and by the President of Maldives himself, as he attended the volunteer awarding ceremony.</p> <p>The volunteers were engaged in supporting the authorities at 27 water distribution points, monitoring the distribution process and pointing at areas requiring improvement. Also, they were engaged in distributions to vulnerable households and individuals who could not join the queues. In addition, the volunteers were engaged in carrying out limited assessments among the vulnerable groups during distributions, focusing on the following information:</p> <ul style="list-style-type: none"> • Normal practices of getting water prior to the crisis • How they received drinking water during the crisis • Adequacy of the amount of water received <p>Volunteers were also involved in collecting information from the general population at various distribution points, on a random sampling basis, in order to determine whether people were getting sufficient amount of water, and what process has been followed. The analysis of gathered data indicates that a significant number of people had always relied on bottled water, rather than on piped water, and have used multiple means to collect more water than absolutely necessary for drinking during the emergency distributions.</p> <p>Seven volunteers were also seconded to the Health Protection Agency of Maldives to assist in chlorination of public wells.</p> <p>All HQ staff has been mobilized in the coordination with the authorities, supervision of volunteers, clearance of relief items, provision of regular information and reports to IFRC and general public. Their dedication and results have been acknowledged and praised by the general public and the highest levels of the government.</p> <p>Operationally, certain areas requiring improvement have been identified, mainly relating to internal division of responsibilities, familiarity with the IFRC rules and regulations pertaining to DREF management and accountability, logistics, as well as preparation and follow-up on the Emergency Plan of Action. As this is MRC first experience, it is seen as a unique opportunity to build relevant capacities of the National Society, as mutually agreed in the planned lessons learnt workshop.</p>			

Water, sanitation, and hygiene promotion

Needs analysis: The water crisis affected the whole capital city of Malé as the MWSC is the sole provider of water, and the total population of approximately 150,000 people, as well as up to 50,000 migrant/expat workers, were targeted for blanket distributions of water. Initially, the authorities identified drinking water as the main need. In response to that, MRC and IFRC developed the DREF request focusing on procurement, transport and distribution of 90,000 litres of bottled water, while acknowledging limitations of this approach, both in relation to cost-effectiveness and environmental impact.

Within the first week of the emergency operation, the governmental task force formulated additional needs and communicated those to MRC in coordination meetings. Those additional needs mostly focused on water treatment, storage and distribution, which included desalination equipment, water tanks and jerry cans.

As the additional needs were communicated, MRC and IFRC explored possibilities for provision of water treatment equipment, both for desalination and for purification of fresh water from available water sources in Male. Both options were discarded, as desalination equipment was not readily available for procurement and deployment in such a short time-span; the water purification units were available, however it soon became obvious that available water sources were not adequate, due to their limited capacity (shallow wells) and stringent environmental regulations related to pumping and treatment of fresh water. Consequently, MRC requested IFRC to assist in providing 10 water tanks and 32,000 10L jerry cans, while at the same time reducing the quantity of bottled water to 30,000 litres, in view of the steady supply ensured by other stakeholders.

Population to be assisted: In addition to the distribution of 30,000 litres of water to approximately 10,000 people in Male (already completed), separate distribution plans for the utilization of 32,000 10L jerry cans are still pending. Overall MRC's plan for use and distribution of jerry cans is as follows:

1. Partial distribution to vulnerable households, including people with disabilities, elderly, pregnant women and migrant workers (depending on living conditions). Target figures remain to be determined.
2. Partial distribution of jerry cans across the country, starting with the communities who face drought on a regular basis, drawing from the previous years' stocks that will be provided by the Disaster Management Centre. Target figure is yet to be determined, and the timeline for distribution is covering the coming month.
3. Partial pre-positioning of jerry cans in strategic locations, using the space which will be temporarily allocated by the government. Quantities and locations are yet to be determined.

The customs clearance process of the 10 water tanks dispatched from Sri Lanka was delayed and how they have been utilized is still to be communicated by MRC.

Water, sanitation, and hygiene promotion			
Outcome 1: The risk of water and sanitation related diseases has been reduced through access to safe drinking water to reduce the risk of water borne disease and hygiene promotion.	Outputs		% of achievement
	Output 1.1: Daily access to safe drinking water which meets Sphere standards in terms of quantity and quality is provided to target population.		
Activities	Is implementation on time?		% progress (estimate)
	Yes (x)	No (x)	
Procurement (Sri Lanka), transport and distribution of 30,000 l of drinking water	x		100 %
Hygiene promotion activities	x		Not available
Procurement, transport and pre-positioning of water tanks		x	Not available

Outputs			% of achievement
Output 1.2³ : Target population (16,000 households) has access to safe water storage through distribution of jerry cans.			
Activities	Is implementation on time?		% progress (estimate)
	Yes (x)	No (x)	
Procurement of jerry cans, transport from KL and clearance		x	90%
Distribution of jerry cans to identified households		x	0%
<p>Procurement of water has been carried out by the IFRC Sri Lanka Delegation immediately after the approval of the DREF operation. As planned, the procurement and transport of the initial amount of 30,000 l were done in 4 batches, and the last one was delivered to Male on 9 December. All water supplies have been customs cleared and distributed through the government-managed distribution points across town, with support of MRC volunteers. Following further revisions of the EPoA, it has been determined that there are no further needs for supplies of bottled water and that the remaining planned/budgeted amount should be cancelled. Instead, the plan was revised to include new relief items, as described below.</p> <p>The 10 water tanks were provided by Sri Lanka Red Cross and the transport organized by the Sri Lanka delegation. The shipping company announced a delay due to its own technical problems. The tanks have only now been customs cleared in Male and their repositioning and use are to be reported by MRC in the next/final update. Alongside the water tanks, Sri Lanka Red Cross also seconded 2,500 jerry cans from its DP stocks, and those were delivered in Male. All SLRCS supplies will be replenished through the current DREF.</p> <p>The remaining majority of 29,500 jerry cans were mobilized from the APZ Logistics Unit warehouse in Malaysia and their transport organized on 17-18 December. Despite the announced late delivery, which somewhat risked compromising the purpose of these relief items considering that the emergency operation has already ended by the time they could be delivered, MRC had maintained this request due to its own earlier commitments. A subsequent revision of the needs led to a request to cancel the delivery, but the items had already been dispatched. MRC is currently considering alternative judicious use of these items, which would justify the need and the underlying vulnerabilities of the targeted population. The overall proposed targeting is described above, and details of specific quantities will be provided by MRC at a later stage.</p> <p>Hygiene promotion messages have been translated to the relevant languages and available at distribution points to inform the target population.</p>			

D. Budget

Attached is the [revised budget](#), which reflects the changes made to the operational plan. The total budget allocation for this DREF operation has not been exceeded.

³ Added output to match the revised plan of action.

Reference documents



Click [here](#) for:
Previous
Emergency Plan
of Action (EPoA)

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For further information specifically related to this operation please contact:

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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 Humanitarian 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**.

DREF OPERATION

31/12/2014

MDRMV002

Maldives: Water Crisis

Budget Group	DREF Grant Budget CHF
Water, Sanitation & Hygiene	11,000
Utensils & Tools	83,200
Total RELIEF ITEMS, CONSTRUCTION AND SUPPLIES	94,200
Computer & Telecom Equipment	2,500
Total LAND, VEHICLES AND EQUIPMENT	2,500
Storage, Warehousing	5,500
Distribution & Monitoring	1,200
Transport & Vehicle Costs	54,000
Logistics Services	17,541
Total LOGISTICS, TRANSPORT AND STORAGE	78,241
National Society Staff	2,400
Volunteers	8,050
Total PERSONNEL	10,450
Workshops & Training	2,209
Total WORKSHOP & TRAINING	2,209
Travel	3,000
Information & Public Relations	5,000
Office Costs	1,500
Communications	600
Financial Charges	300
Other General Expenses	500
Total GENERAL EXPENDITURES	10,900
Programme and Services Support Recovery	12,903
Total INDIRECT COSTS	12,903
TOTAL BUDGET	211,403