

Background and summary

In late November and early December 2004, a series of four typhoons battered the islands of Luzon in the Philippines. The destruction was so great that the Philippine government had requested for international assistance to repair damaged infrastructure including roads, bridges, schools, health centres and dikes. The destruction covered several provinces in Northern Luzon, Central Luzon, Southern Luzon and the Bicol Region.

These areas are prone to annual typhoons, but this was an unusual case, considering that some provinces were struck several times in a matter of days with cumulative effects on the environment and the communities. Secondary disasters also occurred as a result of the typhoons, including flash floods, mudslides and epidemics.

The PNRC is mandated to assist the Philippine government in relief, health, welfare and development. Immediately after the typhoons, it had mobilized its chapters in relief distribution, utilizing local relief funds to support the disaster operations in affected areas. Its local resources, however, were exhausted because of the magnitude of the disaster and large number of affected families. It had asked the help of local donors and the Federation to seek international assistance. The Federation sent its regional programme coordinator for Southeast Asia and two disaster risk management programme officers to draft an international appeal in Manila, Philippines together with some members of the PNRC technical staff. Coordination meetings were held with the UN Disaster Assessment and Coordination (UNDAC) team, the National Disaster Coordinating Council and other agencies involved in disaster response operations to avoid duplication and to maximize resources. With the approval of PNRC, the appeal was finalized and sent to Geneva for dissemination. The formal launching of the appeal was undertaken together with the UNDAC team at the Asian Institute of Management attended by members of the diplomatic community and representatives from various components of the UN system and leaders of PNRC and the Federation. By early January 2005, the appeal was fully covered.



Within days, homes and infrastructure were swept away by floods and mudslides.



A map showing Luzon and the provinces covered by the operations.

A modest delegation of three people was set up by the Federation in the Philippines with a head of delegation, a logistics delegate and a finance delegate. For its part, the PNRC organized a project team led by the head of the disaster management service, and composed of contractual workers hired for the project and permanent staff of the disaster management service, community health and nursing service, logistics and other support departments involved in the operation.

Coordination

The national society, with the Federation, maintained close and regular consultation with the national and local government agencies and other humanitarian organizations on various sectors of relief activities. The PNRC is active party to the national disaster coordinating council and participates in national coordination efforts and planning.

There was continuous coordination and consultation with the local communities and *barangay* (village) officials during the implementation of the rehabilitation of health facilities and distribution of new emergency health kits.

The Spanish Red Cross/ECHO coordinated with the community health and nursing service for the purchase and provision of equipment assistance for health stations in Infanta and General Nakar, Quezon referencing the field health assessment undertaken in the areas by the service team. The disaster management service consulted the community health and nursing service for the potential assistance of the Singapore Red Cross for the rehabilitation of health facilities in Aurora province affected by disasters but not supported by this appeal.

Analysis of the operation - objectives, achievements, impact

Emergency relief (food and non-food)

Objective 1: 50,000 affected families (approximately 250,000 people) receive basic food items and 25,000 families (approximately 125,000 people) receive non-food items to help recover their losses arising from the damage caused by the severe weather disturbances.

Progress/Achievements

A total of 50,000 families or 100 per cent of the target number of families in 13 provinces were covered by the project, each receiving a food package containing 21 kg of rice, 21 tins of sardines and 35 packs of noodles for each family. The following table details the breakdown of food parcels distributed.

Distribution of Food Items Per Chapter

Chapter	Target Families	Families Served	Accomplishment
1. Aurora	5,000 families	5,000 families	100 %
2. Quezon-Lucena	4,000 families	4,000 families	100 %
3. Camarines Sur	6,000 families	6,000 families	100 %
4. Catanduanes	2,000 families	2,000 families	100 %
5. Mindoro Oriental	4,000 families	4,000 families	100 %
6. Nueva Ecija	6,000 families	6,000 families	100 %
7. Nueva Vizcaya	5,000 families	5,000 families	100 %
8. Quirino	5,000 families	5,000 families	100 %
9. Kalinga Apayao	2,000 families	2,000 families	100 %
10. Isabela	3,000 families	3,000 families	100 %
11. Cagayan	1,000 families	1,000 families	100 %
12. Bulacan	3,000 families	3,000 families	100 %
13. Camarines Norte	4,000 families	4,000 families	100 %
Total	50,000 families	50,000 families	100 %

Rice was sourced out from the National Food Authority (NFA) which imports rice from Vietnam and has an established network of warehouses in various areas covered by the project. This undertaking was covered by a Memorandum of Agreement indicating the terms of the procurement and documentation requirements of the Federation. PNRC facilitated the procurement of rice for a volume of 21 kg for each sack. These were then sent to the local warehouses of the NFA where the rice was packed and inspected by SGS Philippines, a quality assurance company, for compliance to specifications and quality indicated in the agreement. The rice allocations were taken from NFA warehouses by the local chapters for distribution in identified areas after they had passed quantity and quality standards. In some cases, due to the absence of a chapter warehouse, the NFA warehouses were also utilized as storage area during distribution.

Sardines and noodles were procured by the PNRC headquarters and directed to its central warehouse in Mandaluyong City. PNRC trucks consisting of two ten-wheeler trucks, two six-wheeler trucks and two mini vans were utilized to deliver the goods to chapter warehouses. Two mini vans from the chapters also augmented the fleet of vehicles at the national headquarters to fast track the delivery of supplies. Inspection by SGS Philippines was carried out at the central warehouse and supplies passing quality checks were delivered to the chapters. Food items were then repacked by volunteers into family packages using plastic bags bearing the PNRC logo. Teams of volunteers were assigned specific areas for scheduled relief distributions. Team leaders conducted regular meetings in the chapters and included planning of distribution process and feedback on the results of the relief distribution.



Local resources were mobilized at PNRC chapters for distribution activities.

Distribution points utilized during the operation included village halls, community centres, gymnasiums, school grounds and makeshift distribution centres where infrastructure was not available.

The chapters were able to mobilize local resources for the distribution activities. Some local authorities provided vehicles for hauling of relief supplies while others provided food and accommodation, human resource and also service vehicles for volunteers during the distribution.

The procurement of non-food items had been undertaken by the PNRC national headquarters. These were delivered directly to the PNRC central warehouse in Mandaluyong City and vehicles at the headquarters were used to deliver them on to eight chapter warehouses (Aurora, Camarines Sur, Catanduanes, Nueva Ecija, Nueva Vizcaya, Quirino, Isabela and Bulacan) covered by the project.

The distribution was launched in all chapters covered for non-food items since 3 March 2005, and by the end of July, 25,000 families or 100 per cent of the target had already been assisted. The following table shows the breakdown of non-food items distributed.

Distribution of Non-food Items Per Chapter

Chapter	Target Families	Families Served	Accomplishment
1. Aurora	6,000 families	6,000 families	100 %
2. Camarines Sur	4,000 families	4,000 families	100 %
3. Catanduanes	3,000 families	3,000 families	100 %
4. Nueva Ecija	4,000 families	4,000 families	100 %
5. Nueva Vizcaya	2,500 families	2,500 families	100 %
6. Quirino	1,500 families	1,500 families	100 %
7. Isabela	2,000 families	2,000 families	100 %
8. Bulacan	2,000 families	2,000 families	100 %
Total	25,000 families	25,000 families	100 %

Information materials on family preparedness and disease prevention were also integrated into the distribution activities. In several areas such as Camarines Sur and Quirino, medical missions were conducted along with the distributions. All the chapters involved were provided with visibility materials such as streamers and volunteer identification cards. They were also given award sheets for distribution of food, non-food items and shelter materials; these were utilized at each distribution.



Many of the affected were first-time beneficiaries and expressed gratitude for the assistance received.

The beneficiaries felt very happy about the items which were distributed to them and expressed much thankfulness. For most, the food and non-food assistance was their first ever received, with some receiving shelter materials as well.

The criteria for the selection of beneficiaries include those with completely or partially damaged houses, poor economic status or low-income families, families with vulnerable groups such as persons with disability, the elderly, children, lactating and pregnant mothers. Families which were covered for shelter materials were

considered a priority for food and non-food assistance while families covered by non-food items were also considered priority for food item assistance. This strategy was conceptualized for a comprehensive coverage and an integrated approach in relief distribution.

The identification of beneficiaries was carried out by chapter volunteers. From master lists developed by local government units and their social welfare departments, the volunteers visited the communities, conducting home visits and validating the data. From these field visits, they identified target families based on the set criteria.

Shelter

Objective 2: 2,500 affected families (approximately 12,500 people) are able to return home through the provision of semi-permanent shelter kits.

Progress/Achievements

The project surpassed the target of 2,500 families for shelter materials. A total of 2,640 families or 105.6 per cent of the target families have been provided with shelter materials including 12 pieces of galvanized iron sheets, 10 pieces of flexboard, 2 kg of umbrella nails, 1 hammer, 1 saw and 1 measuring tape. The additional shelter materials for 140 families were procured when a surplus was identified owing to the prices of these materials being lower than expected. A total of 100 families were provided the materials in Bulacan province, which was not originally targeted, and an additional 35 families were covered in Quirino province while 5 others were provided with the materials in Kalinga province. Prior to the first procurement of the materials, the chapter administrators had already appealed for additional materials to cover families that need them most in their respective areas. Below is the breakdown of distribution for the shelter materials:

Distribution of Shelter Materials Per Chapter

Chapter	Target Families	Families Served	Accomplishment
1. Aurora	250 families	250 families	100 %
3. Camarines Sur	500 families	500 families	100 %
4. Catanduanes	150 families	150 families	100 %
5. Mindoro Oriental	500 families	500 families	100 %
6. Nueva Ecija	250 families	250 families	100 %
7. Nueva Vizcaya	450 families	450 families	100 %
8. Quirino	185 families	185 families	100 %
9. Kalinga Apayao	5 families	5 families	100 %
12. Bulacan	100 families	100 families	100 %
13. Camarines Norte	250 families	250 families	100 %
Total	2,640 families	2,640 families	100 %



PNRC supplied shelter materials to enable target families build their own homes, helping them return to normal lives.

Prior to the distribution of shelter materials, each head of the family was asked to sign a letter of commitment to fully use the shelter materials in reconstruction of their houses and not for other purposes. They were also encouraged to seek other support from the local government units and non-government organizations in order to complete all the materials they need for housing. Each beneficiary family was also given an engineering plan developed by the project engineer as a guide for reconstruction work.

Coordinating with local officials and Kalinga Luzon, a housing initiative for disaster victims was undertaken to supplement the materials for the construction of houses and provide the beneficiaries with additional aid from other sources to complete their houses. In the Nueva Ecija chapter, the local government provided counterpart funds for the procurement of additional materials such as cement, while in Camarines Norte, Gawad Kalinga provided additional materials to some beneficiaries for the housing to be completed. During the reporting period, many of the beneficiaries were already able to repair their homes utilizing the materials distributed to them.

Health, water and sanitation

Objective 3: 25,000 families (approximately 125,000 people) have improved access to primary health care services, water and sanitation facilities.

Progress/Achievements

Of the health emergency kits provided by the Federation, the PNRC distributed these in the three most affected municipalities of Quezon Province. Supplementary drugs, infusions and equipments were provided to the General Nakar main health centre while 1 carton of basic health units was provided to each of the *barangay* health stations in Batangan, Minahan Sur, Pagsanagahan, Banglos, Magsikap, San Marcelino, Sablang, Maligaya and Umiray. In the Municipality of Infanta, the main health Centre was provided with supplementary equipments while the district hospital was provided with supplementary drugs, infusions and renewable supplies.

Barangay health stations in Infanta were each provided with 1 basic unit in *barangays* Comon, Agos-agos, Banogao, Tongohin, Magsaysay, Bantilan, Libjo, Boboin, Maypulot and Langas. In the Municipality of Real, the main health centre was provided with supplementary renewable supplies and equipment while the *barangay* health stations in Kiloloron, Capalong, Tignoan and Lubayat were each provided with 1 basic unit and supplementary equipments. Other emergency health kits were also provided to rural health units and *barangay* health stations in Aurora and Nueva Ecija provinces. These areas were identified by the PNRC health department through a field assessment undertaken in late January up to February 2005 to support health service delivery in affected areas. Local government health workers have been provided with orientation and report forms on the utilization of medicines and medical supplies for project documentation. A total of 3,245 patients have been reported to have benefited from the assistance.



PNRC distributed much needed health supplies to affected municipalities in the form of health emergency kits supplied by the Federation.



PNRC rehabilitated barangay health stations, restoring basic health care and services to affected communities.

officers from the three municipalities. Also in attendance were PNRC officials headed by the chairman and the secretary-general and the Federation head of delegation in the Philippines. PNRC was able to complement the project with medical equipment through the funds provided by the European Commission Directorate General for Humanitarian Aid (ECHO). The equipment included dressing trays, vaccine refrigerators, weighing scales, dental chairs and examining tables.

During the turnover ceremonies, the municipal mayors were asked for a pledge of commitment to sustain and maintain the health facilities and they have responded positively to this, calling upon PNRC to establish a branch in the area and pledging to support this move.

In line with water and sanitation initiatives, and after the training of 26 PNRC staff members on the use of the portable water testing kits provided by the Federation, actual water testing was undertaken in Real, Quezon, covering 5 hand pumps, 15 springs, 1 open dug well and 1 water fall. Most of the hand pumps were recommended for chlorination and since the rural health units possess available chlorine powders, the pumps were referred to them for chlorination activities. Improvement and protection were recommended for the open dug well, while boiling was suggested as a short-term solution. Most of the springs were contaminated with bacteria and were recommended for boiling and household container disinfection. The project health coordinator discussed these recommendations with the local government health departments for action. The water testing kits are now being used by the PNRC community health and nursing service department to test water sources in other chapters as well.

To sustain the health initiatives, health education activities were also carried out during the project operation. A total of 50,000 health advisory booklets were distributed to various chapters affected by the disaster. These included information on the prevention and control of acute respiratory infection, diarrhoea and other diseases which are common in disaster situations. Teaching aids on hygiene and flips charts were also distributed to chapters for the use by their health volunteers and the same materials were also provided to government health facilities in Quezon province.

Institutional capacity building

Objective 4: The capacity of the PNRC and the affected communities to respond to emergency situations is increased.

Progress/Achievements

An administrative memorandum was delivered to all chapters on the training of disaster response teams (DRT) in various regions. The criteria for the selection of participants were indicated in the memorandum and these included a two-year service period required from a trainee after the training, and previous attendance in PNRC training courses such as disaster management and standard first aid. Three participants were expected to attend from each chapter consisting two volunteers and one staff. The staff members were required to be of permanent status and involved in disaster operations. A total of nine regional DRT trainings courses were conducted with three held in Mindanao, two in Visayas and four in Luzon. All together, 254 participants graduated from the said training programme, representing 85 PNRC chapters.

In total, 12 health facilities composed of 1 main health centre and 11 *barangay* health stations have been repaired and rehabilitated in the three municipalities of Quezon considered as worst hit during the multiple typhoons. These include the main health centre of General Nakar and the *barangay* health stations of Lubayat, Tignoan and Kiloloron in the Municipality of Real, Quezon, Agos-agos, Langos, Libho, Dinahican, Bubuen, Maypulot and Bautilan in the Municipality of Infanta, Quezon and Catablingan and Minahan Sur in the Municipality of General Nakar, Quezon. Engineering plans were developed by project engineers including the bill of materials after the area assessment in February and March 2005. The procurement of construction materials was completed in April and the actual construction was undertaken from May to 12 June 2005. On 13 June 2005, a mass turnover of the newly repaired health facilities was held. It was attended by all the municipal mayors, members of the municipal council and health workers headed by the municipal health

International Federation of Red Cross and Red Crescent Societies

26/04 PHILIPPINES: TYPHOONS

Selected Parameters	
Year/Period	2004/11-2005/12
Appeal	M04EA026
Budget	APPEAL

All figures are in Swiss Francs (CHF)

I. Consolidated Response to Appeal

	Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation	TOTAL
Budget (A)		4'193'878				4'193'878
Opening Balance (B)		0				0
Income						
Cash contributions						
Andorra Government		46'290				46'290
Australian Red Cross		17'279				17'279
Belgian Red Cross		517'963				517'963
British Red Cross		471'694				471'694
Canadian Red Cross Society		192'600				192'600
Danish Red Cross		28'520				28'520
Denmark - Private Donors		445				445
Icelandic Red Cross		18'423				18'423
Irish Government		303'300				303'300
Japanese Red Cross Society		205'684				205'684
Korea Republic National Red C		30'000				30'000
Liechtenstein Red Cross		5'000				5'000
Monaco Red Cross		15'430				15'430
Netherlands Red Cross		381'931				381'931
New York Office		11'450				11'450
New Zealand Government		81'700				81'700
New Zealand Red Cross		20'006				20'006
Norwegian Red Cross		213'187				213'187
On Line donations		17'033				17'033
Other		-707				-707
Singapore Red Cross Society		34'747				34'747
Sweden - Private Donors		490				490
Swedish Red Cross		340'000				340'000
Swiss Government		100'000				100'000
Swiss Red Cross		6'952				6'952
Taiwan Chinese RCO		13'127				13'127
United Arab Emirates Red Cre:		5'927				5'927
Cash contributions (C1)		3'078'471				3'078'471
Reallocations (within appeal or from/to another appeal)						
SEA-Disaster Management		-449'889				-449'889
Reallocations (C2)		-449'889				-449'889
Inkind Goods & Transport						
Norwegian Red Cross		183'595				183'595
Inkind Goods & Transport (C3)		183'595				183'595
Total Income (C) = SUM(C1..C5)		2'812'177				2'812'177
Total Funding (B + C)		2'812'177				2'812'177

II. Balance of Funds

	Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation	TOTAL
Opening Balance (B)		0				0
Income (C)		2'812'177				2'812'177
Expenditure (D)		-2'812'177				-2'812'177
Closing Balance (B + C + D)		0				0

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III. Budget Analysis / Breakdown of Expenditure

Account Groups	Budget	Expenditure					TOTAL	Variance
		Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation		
A							B	A - B
BUDGET (C)		4'193'878					4'193'878	
Supplies								
Shelter	734'500		65'341			65'341	669'159	
Construction			371'046			371'046	-371'046	
Clothing & textiles	420'000		274'667			274'667	145'333	
Food	980'000		825'845			825'845	154'155	
Water & Sanitation	81'600		43'047			43'047	38'553	
Medical & First Aid	280'000		81'680			81'680	198'320	
Teaching Materials	23'000		11'113			11'113	11'887	
Utensils & Tools	295'000		264'211			264'211	30'789	
Other Supplies & Services	140'576		133'939			133'939	6'637	
Total Supplies	2'954'676		2'070'888			2'070'888	883'788	
Land, vehicles & equipment								
Computers & Telecom	62'000		23'633			23'633	38'367	
Office/Household Furniture & Equipment			14'712			14'712	-14'712	
Total Land, vehicles & equipment	62'000		38'344			38'344	23'656	
Transport & Storage								
Storage	50'000		35'711			35'711	14'289	
Distribution & Monitoring	200'000		186'277			186'277	13'723	
Transport & Vehicle Costs	140'000		6'617			6'617	133'383	
Total Transport & Storage	390'000		228'605			228'605	161'395	
Personnel Expenditures								
Delegates Payroll	280'000		128'140			128'140	151'860	
Delegate Benefits			55'375			55'375	-55'375	
Regionally Deployed Staff			1'645			1'645	-1'645	
National Staff	43'600		6'559			6'559	37'041	
National Society Staff			43'480			43'480	-43'480	
Total Personnel Expenditures	323'600		235'200			235'200	88'400	
Workshops & Training								
Workshops & Training	104'000		91'729			91'729	12'271	
Total Workshops & Training	104'000		91'729			91'729	12'271	
General Expenditure								
Travel	45'000		36'082			36'082	8'918	
Information & Public Relation	12'000		1'546			1'546	10'454	
Office Costs	30'000		13'272			13'272	16'728	
Communications			20'563			20'563	-20'563	
Financial Charges			-106'189			-106'189	106'189	
Other General Expenses			481			481	-481	
Total General Expenditure	87'000		-34'245			-34'245	121'245	
Program Support								
Program Support	272'602		181'656			181'656	90'946	
Total Program Support	272'602		181'656			181'656	90'946	
TOTAL EXPENDITURE (D)	4'193'878		2'812'177			2'812'177	1'381'701	
VARIANCE (C - D)			1'381'701			1'381'701		