

Final report



International Federation
of Red Cross and Red Crescent Societies

Philippines: Typhoons

Final report
Emergency appeal n° MDRPH002
GLIDE n° [TC-2006-000175-PHL](#)
6 March 2009

Period covered by this Final Report: October 2006 to December 2008;

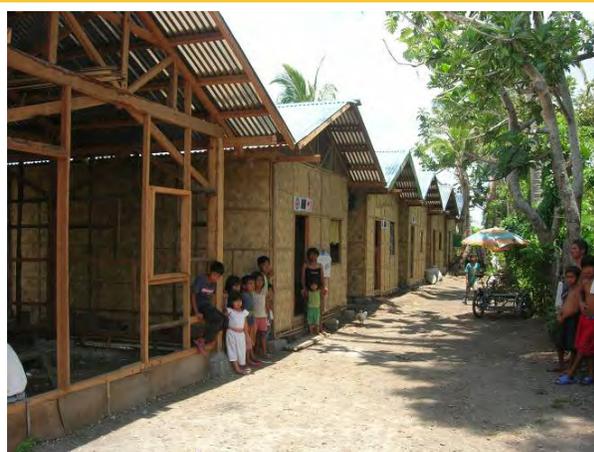
Appeal target (current): CHF 9,878,867 (USD 9.67 million or EUR 6.28 million);

Final Appeal coverage: 98%;

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

Appeal history:

- Preliminary emergency appeal launched on 2 October 2006 for CHF 5,704,261 (USD 4,563,408 or EUR 3,610,292) to assist 126,000 beneficiaries for three months.
- Appeal revised on 19 October 2006 to update plans and extend the operation timeframe to nine months.
- Appeal re-launched on 4 December 2006 to incorporate needs of successive typhoons, for a sum of CHF 8,833,789 (USD 7,318,798 or EUR 5,552,350) to assist 200,000 people for nine months.
- Appeal revised on 20 December 2006 for CHF 10,547,314 (USD 8,637,057 or EUR 6,587,671) to assist 1,030,000 beneficiaries for nine months.
- Disaster Relief Emergency Fund (DREF): CHF 100,000 (Sept. 2006); CHF 100,000 (Nov. 2006).
- **With this final report, this emergency appeal will be closed.** As there is still a remaining balance of CHF 1,142,175 currently outstanding, the International Federation seeks to transfer the funds over the next 30 days to the following appeals:
 - Philippines: Typhoon Fengshen ([MDRPH004](#)) to support the recovery and construction of shelters for those affected (CHF 524,258)
 - Philippines: Plan 2009-2010 ([MAAPH001](#)) to support the capacity building of the Philippine national society (CHF 617,917)



Support received for this appeal has helped up to 12,364 beneficiary households re-build and repair up to as many homes for themselves. (Photo: International Federation of Red Cross and Red Crescent Societies)

Partners/donors who have any questions about the reallocation of the final balance of funds are kindly requested to [contact](#) the International Federation within the next 30 days.

Summary

2006 was a year that saw the relentless onslaught of continuous typhoons, severe storms, floods and landslides strike the Philippines. In the wake of these, communities already poverty-stricken were left to face new challenges. The United Nations Office for the Coordination of Humanitarian Affairs (OCHA) put the figure at approximately 1,547,590 individuals (some 309,518 families) in the Bicol region alone left without homes caused by these weather events. Challenges that rose in the aftermath of these typhoons included food shortages and increased unemployment due to destruction of crops, fisheries and small

businesses. Key crops such as rice and natural resources like coconut lumber, nipa plants and bamboo which are essential for supporting recovery were mostly destroyed.

Despite this setback, the Philippine National Red Cross (PNRC) working with the International Federation have managed to provide 12,364 families in ten provinces with transitional shelter with a five to eight year life-span within the emergency operational timeframe of nine months. By the end of 2007, the emergency phase of the operation was complete with shelter and health services provided to all target beneficiaries.

While the shelter, relief and health components were completed, the operation was extended by a further 12 months to 31 December 2008. This extension aimed to provide the national society sufficient time for strengthening their capacity in day-to-day activities and programme work in a more structured manner. For example, the water and sanitation capacities of the national society were strengthened.

The International Federation country office provided assistance to the PNRC in this regard. During 2008, focus was laid on the elaboration and definition of PNRC core activities which would apply more of a long-term impact-oriented approach rather than one that was focused on short-term effect. The approach, which seeks to address the main cause of vulnerability of communities at risk, was introduced to chapter administrators during meetings held through the span of the operation. At the same time, participants were given the option of developing and determining particular activities that could create positive impact on the vulnerability of the communities at risk. Activities identified will be included in the PNRC strategic planning paper 2010-2014.

During this time also, PNRC was embarking on a massive recruitment process to increase the number of volunteers in remote areas of the country. This process was vital to ensure the high quality provision of services for those most at risk in disaster. However, it also posed a formidable challenge for the national society in terms of overall volunteer management and training. To keep the cost of the necessary training manageable, a menu of [toolkits](#) was developed. These kits ensure simple, attractive and highly action-orientated training without creating a need for a large training caseload.

Despite a number of achievements, activities to be carried out were confronted by the rapid approach of the 2008 typhoon season. Unlike previous anticipated patterns wherein typhoons strike in the last four months of the year, an unexpected Typhoon Fengshen hit the Philippines in June. The sixth typhoon in 2008, Fengshen also swept broadly across areas traditionally unaffected by typhoons, taking communities and authorities by surprise. Subsequently, upon the request of the Philippine national society, the International Federation launched an emergency appeal. This [operation](#) is underway at the time of writing, and is similar to the 2006 Typhoons operation in its focus on emergency shelter, water and sanitation, and health.

The Philippines Typhoons 2006 appeal which focused largely on shelter and relief, and health, water and sanitation faced several challenges in its implementation. In terms of shelter and relief, challenges included the unexpected high cost of building materials, the lack of appropriate materials locally available, and lack of access to remote areas; however, solutions were sought and implemented, allowing the work to be completed. In health, water and sanitation, the work did not only consist of establishing tangible structures, but also a change in mindset whereby communities underwent health education for better health and hygiene practices.

In the face of these activities, the PNRC was also a key player in responding to other operations ongoing in the country. Communities affected by the impact of renewed conflict in the south of the country rely on support by the national society. As such, resources and capacities of the national society are highly stretched, which put strain on the 2006 Typhoons operation, and continues to put pressure on the implementation of activities on the present Typhoon Fengshen operation.

The International Federation continues to strongly support the work of the PNRC. Given the completion of the planned activities and achievement of intended objectives under of the 2006 Typhoons appeal, and at the same time, taking into consideration the existing need for capacity building of the PNRC and the current shelter needs of households affected by the Typhoon Fengshen, the International Federation seeks to divide and reallocate the remaining balance from the 2006 Typhoons operation towards the annual plan 2009-2010 and to support the Typhoon Fengshen operation.

It will allow PNRC the option of: (1) addressing the shelter needs of households affected by Fengshen and

(2) further strengthening PNRC's capacity in disaster management through development of important volunteer training and management tools on disaster risk reduction and disaster response through the annual plan. Funds allocated towards the annual plan will be geared towards this capacity building effort, whereas funds allocated to the Fengshen operation will be utilized for construction of typhoon-resistant houses using the concept developed through the 2006 Typhoons operation.

Partners who contributed to the 2006 Typhoons appeal include the American Red Cross, Australian Red Cross, British Red Cross/government, Canadian Red Cross/government, Cyprus Red Cross, Danish Red Cross, Finnish Red Cross, French Red Cross, German Red Cross, Hong Kong branch of the Red Cross Society of China, Irish Red Cross/government, Japanese Red Cross, Korea Republic Red Cross, Macau branch of the Red Cross Society of China, Monaco Red Cross, Netherlands Red Cross/government, New Zealand Red Cross/government, Norwegian Red Cross/government, Singapore Red Cross, Swedish Red Cross/government, Swiss Red Cross/government, Taiwan Red Cross Organization, and United Arab Emirates Red Crescent.

Contributions were also received from the European Commission Humanitarian Aid Directorate General (ECHO), the governments of Italy, Liechtenstein and Luxembourg, OPEC, and the Voluntary Emergency Relief/WHO.

On behalf of the Philippine National Red Cross, the International Federation would like to thank all partners and donors for their support of and contributions to this appeal.

The situation

The Philippines receives an average of 20-25 typhoons a year apart from other natural disasters such as landslides and floods. Despite this, the country was unprepared for the continuous battering of five major typhoons in the last quarter of 2006. The first of the five to strike the country was Mileyno (internationally known as Xangsane), which started as a tropical depression on 25 September and two days later, developed into a typhoon. Following Mileyno's strike, Paeng (Cimaron), Queenie (Chebi) and Reming (Durian) drew a broad swath of destruction across the country in October and November. On 10 December, the fifth typhoon, Seniang (Utor) hit the country, affecting over 100,000 people in nine provinces.

[<click for timeline of events and updates>](#)

According to statistics from the United Nations OCHA, approximately 1,547,590 individuals (some 309,518 families) in the Bicol region alone had their homes destroyed by the typhoons.

Initial assessments indicated that Albay, Camarines Sur, Cataduanes, Mindoro and Quezon were the only primary provinces badly affected by Reming. However, results from a more comprehensive assessment conducted by the International Federation's field assessment and coordination team (FACT) and the Philippine National Red Cross (PNRC) in mid-December showed that the provinces of Aurora, Isabela, Laguna, Marinduque and Sorsogon were also affected by one or more of the five typhoons, and that shelter was a need of primary importance for the people of these provinces.

Due to the continual and unpredictable onslaught of the typhoons, the original emergency appeal launched on 2 October underwent a relaunching and a series of revisions. These alterations were made to accommodate the needs of all those affected by the five typhoons.

With the relaunching of the emergency appeal, the PNRC and the International Federation agreed to provide some 75,000 beneficiaries (some 15,000 families) with shelter assistance in Albay, Aurora, Camarines Sur, Cataduanes, Isabela, Laguna, Marinduque, Mindoro, Quezon and Sorsogon. However, given the unanticipated scarcity of materials (as a result of the typhoons), the PNRC and the International Federation were forced to revise the number of beneficiaries down to 60,000 (approximately 12,000 families).

By end September 2007, however, the PNRC and the International Federation managed to provide some 74,520 individuals (about 12,364 families) with technical expertise and the judicious distribution of materials to construct or repair typhoon-resistant shelters with a life-span of five to eight years.

In addition to these transitional shelters, beneficiary families from the provinces of Albay, Aurora, Camarines

Sur, Cataduanes, Isabela, Quezon, Marinduque, Mindoro and Sorsogon also benefitted from health and water and sanitation activities.

All shelter, relief, health, water and sanitation components of the 2006 Typhoons operation are now closed, having achieved their respective goals. The national society, however, was severely overstretched throughout the operation and many of the planned activities could not be implemented within the given operational time frame. Furthermore, typhoons anticipated in the second half of 2007 did not occur, and thus, evaluation of the resistance and quality of the shelters could not take place.

The operation was extended to 31 December 2008, also to allow more time for capacity building within the national society. However, despite emphasis being placed on developing PNRC's capacity in logistics, planning, budgeting and reporting, it was conceded more time was necessary was for capacity building in disaster management. Emphasis here will be on different components of disaster management, finance and logistics. Documentation is standardized to establish clear lines of communication, and operational procedures have been reviewed with the assistance of the International Federation.

Remaining funds from the operation will be utilized not only for capacity building of the PNRC, but also to conduct a thorough evaluation of how sturdy the shelters are against typhoons, a process which is expected to take place later this year.

Coordination and partnerships

Through its 93 chapters, the PNRC was represented in all provinces throughout the operation. The national society worked in partnership with the government, non-government agencies and private groups to provide effective support to those affected by the typhoons. The PNRC was the sole humanitarian organization with a seat in the governmental national disaster coordination council (NDCC).

Coordination meetings for this operation were held regularly and involved the PNRC, the International Federation, the NDCC and other agencies providing shelter and health assistance. The International Federation's shelter department in Geneva was involved in the initial stages of the operation, providing support in the development of the shelter design. Several staff and community members were also involved in the coordination of the *shelter cluster* which was successful and well-appreciated. This was, in fact, so well-received that the NDCC later decided to adopt the shelter design and cluster approach for its construction of shelter houses. Throughout the operation, the NDCC worked closely with PNRC and the Federation.



Partnerships and cooperation among organizations have played a large role in helping the PNRC and International Federation achieve this building feat. (Photo: International Federation of Red Cross and Red Crescent Societies)

Also during the operation, the PNRC disaster management services division and the Federation country office participated in inter-agency coordination meetings where relevant humanitarian issues in the Philippines were discussed with UN agencies, non-governmental organizations and government authorities. Shelter cluster meetings were led by the Federation in the initial stages of the operation. These meetings were held on a regular basis to facilitate clear coordination among key players in the field. UN Habitat took the lead in these meetings since March 2008. PNRC chapter administrators and representatives also took part in local shelter coordination meetings during the operation.

Good contact was maintained with the local media throughout the operation. As the lead agency in the shelter component, the PNRC enjoyed significant community and government support. Information on Red Cross intervention was largely conveyed through operations updates published on the Federation website. A mid-term evaluation of the operation was conducted by PNRC and the International Federation in May 2007 in Camarines Sur. Its purpose was to assess progress and achievements of the typhoon operation to date and to determine if programme plans were appropriate and focused on the relevance, efficiency, effectiveness and impact of the operation.

Within the Movement itself, the PNRC, International Federation and ICRC come together every quarter for Movement coordination meetings.

Red Cross and Red Crescent action

Operational objective: To contribute to the restoration of basic living conditions of the affected population in the aftermath of the series of successive devastating typhoons

Throughout the operation, PNRC and the Federation have focused on providing shelter material to the ten provinces in the country most affected by the typhoons. These include Albay, Aurora, Camarines Sur, Cataduanes, Isabela, Laguna, Marinduque, Mindoro, Quezon and Sorsogon. The national society, with support from the International Federation, spearheaded the concept of getting beneficiaries to take charge and rebuild their communities. This was crucial in enabling beneficiaries to gain a sense of ownership of the project as well as to learn new skills.

However, with natural resources seriously affected by the disaster, the local market for building materials such as coconut lumber and bamboo became uncertain, forcing the PNRC with Federation support, to rethink initial planning in procurement of these materials. The national society and the International Federation were also forced to seek new logistics strategies in traversing difficult terrain to reach those living in remote inaccessible areas.

Despite the various obstacles, the PNRC with its extensive network of volunteers nationwide, did its utmost in this operation and became the lead agency in providing shelter materials to all selected beneficiaries in all ten provinces.

Shelter

Objective:

- 15,000 households (approximately 75,000 individuals) worst-affected by the typhoons are supported with construction materials and technical know-how on better construction techniques to contribute to reconstructing Sphere-compliant homes in ten of the most affected provinces
- 15,000 households, whose houses will have been reconstructed with support from the Red Cross, are supplied with non-food items such as tarpaulins, mats, blankets and hygiene kits.

Mobilization of community participation in rebuilding damaged and destroyed households, and the provision of building materials

Progress/Achievements

Despite the revisions to the initial beneficiary figures and the subsequent adjustments made, the PNRC with the support of the International Federation, was able to assist up to 74,520 individuals (about 12,364 families¹) build transitional shelters or repair damaged houses in Albay, Aurora, Camarines Sur, Cataduanes, Laguna, Isabela, Marinduque, Mindoro, Quezon and Sorsogon.

As the houses of the poorest in the Philippines are often hardly more than makeshift constructions that are not resilient to typhoons, they are destroyed almost yearly. For most households living in these traditional *nipa* houses – poorly constructed of wood, bamboo and tin - there is the expectation that they will either have to rebuild or repair their homes annually.

¹ While it was estimated that an average family in the Philippines has five members, the final number of individuals was derived from the beneficiary list provided by the PNRC chapters.

The impact of the typhoons not only destroys houses but also the natural resources themselves that are



BEFORE: Many families in the typhoon-affected areas lived in makeshift houses such as these. Every year with the onset of the annual typhoon season, homes were destroyed and rebuilt, only to be destroyed again the next year. Through the support of the PNRC/International Federation, the introduction of new building techniques and the use of sturdier materials to better resist typhoons have allowed them to progress to building homes such as... *(next page)*

traditionally used to build these homes, such as coconut wood, bamboo and *nipa* plants, escalating the cost of building materials in-country. This poses a serious problem for many families as the national poverty rate is very high and opportunities to earn any extra income are limited.

Taking into consideration all above, the need for shelter has always been present in the country. Unless appropriate measures are taken to improve living conditions of vulnerable poor communities, any future typhoon season will bring with it thousands of new cases of homeless families requiring assistance.

Different options have been considered to find a feasible, culturally and environmentally sustainable, rapid, effective and cost-efficient solution to provide adequate and durable shelter to as many people as possible within the organization's capacity. Rather than only providing the shelter materials or just emergency shelter such as tents and tarpaulins, there was a need for more durable solution. This was addressed by PNRC and the Federation by introducing new proper techniques of building transitional houses with a higher resistance to typhoons.

The concept of building transitional shelters that would last over five to eight years using sturdier materials and introducing better construction techniques was one that would help ensure that beneficiaries would be provided not only with adequate longer-lasting shelter, but also would increase their knowledge about better building techniques. Demonstration sessions through the construction of model houses with participation of the local community and distribution of posters highlighting the main details of building

techniques also helped to put this new concept across to the beneficiaries. Notably, besides the beneficiaries, other community members also benefited from the introduction of this typhoon-resistant construction concept. As monitoring revealed within the selected barangays, even families which were not selected under this operation started replicating these new construction techniques while building their houses.

Identification and selection of beneficiaries in the provinces were made using criteria which gave priority to disadvantaged families, those unemployed, single-parent families and those with disabilities. These criteria also emphasised that selected families should have been the owners or legal tenants of the land where their house was being constructed and the plot of land should have been located in an area not prone to disasters, namely safe from floods and landslides. PNRC chapter volunteers revalidated lists provided by local authorities against the given criteria. In addition, selected households were also divided according to the level of damage caused by the typhoons to their dwellings. Those whose houses were completely destroyed received full shelter kits and others whose houses experienced roof damage received roof kits to make repairs.

The procurement of shelter material, particularly coconut lumber and corrugated galvanized iron sheets, was met with difficulty in the early stages of the operation, causing the commencement of shelter construction to be delayed. Inadequate stock of supplies such as *sawali* was also a constraint faced during the operation. However, solutions were developed and implemented, enabling the operation to progress as planned and to achieve the construction of 12,364 houses.

Besides shelter assistance throughout the operation, PNRC, with support from the International Federation, provided some 15,000 families affected by the typhoons with different types of non-food items including: 16,000 blankets, 16,000 mosquito nets, 16,000 plastic mats, 15,000 hygiene kits, 8,000 clay stoves and 356 buckets.

Throughout the operation, the International Federation provided relief, logistics and technical support alongside PNRC in the distribution of building materials, building techniques and other assistance to beneficiaries when needed.

To reiterate, the entire process of the construction was carried by the beneficiary families and local community members based on the Filipino tradition of unity and solidarity (*bayanihan*). This method of implementation ensured a sense of ownership of the project for the beneficiary families. This was reflected by the many improvements or creative designs that were added by the families to their specific homes.

... these. **AFTER:** Beneficiaries under the 2006 Typhoons operation built these new homes using corrugated galvanized iron sheets, coconut lumber and *sawali* (woven bamboo sheets) with the help of the PNRC and International Federation. The basic structure of these homes is slated to last from five to eight years. (Photos: International Federation of Red Cross and Red Crescent Societies)



During the course of operation the internal mid-term evaluation of the Typhoon Response Programme was undertaken on 29-30 May 2007 to fulfil accountability and responsibilities to donors and communities, and to improve future performance through learning from experience. Different sources of information were used for the evaluation of the ongoing operation. Methodology applied used available project-related written material, including statistics, archive materials, reviews and reports as one of the starting points for the evaluation process. Information was also obtained from focus group interviews and discussions with relevant staff in the PNRC headquarters and the International Federation. At the same time a team of five comprising of PNRC and International Federation staff conducted field visits and interviewed respective field staff, partners, key informants and beneficiaries.

Findings of this evaluation emphasized:

- The concept of providing transitional shelter in a typhoon-resistant design was highly suitable and durable
- The dependence of the construction project on local suppliers and their often limited production capacities
- The immense difficulty of procuring suitable standard materials for the construction of these shelters
- The challenges posed by location and terrain in delivery of shelter materials to remote areas
- The value of creating satellite hubs in the field to store and distribute large quantities of shelter materials for distribution to beneficiaries
- The expedience and utility of knowledge sharing in using “technical animation” or live demonstrations in relaying construction methods and techniques



Within the foundations of the new houses, typhoon –resistant building techniques such as embedded scaffolding will help hold up structures in the face of strong winds and storms. Previous makeshift homes had no such advantages and it was necessary to rebuild homes every year. (Photos: International Federation of Red Cross and Red Crescent Societies)

Interviews conducted with beneficiaries and observations in the field proved highly encouraging. Improvements have been made by beneficiaries themselves to their homes; these include construction of internal walls to create rooms, building extensions for cooking facilities and the pouring of concrete to create solid flooring indoors.

Though completed, this shelter programme remains the largest in the Philippines to date. Apart from dealing with the actual building,

materials and techniques themselves, other beneficial offshoots from this major operation include the establishment of a central and local management structure, major media coverage, advocacy, research, monitoring and evaluation capacity, recruitment of large numbers of permanent and temporary team members and volunteers, and the design and implementation of activities with an extremely wide coverage. This has served to enhance the national society's profile with the Philippine government and other agencies as well as the general public.

Health, water and sanitation

Community health education:

Objective: By the end of October 2007, the 45 most affected barangays in nine provinces (five barangays per province) would have reduced rates of common communicable diseases through people's improved health awareness

Malaria prevention and provision of malaria bed nets:

Objective: The risk of contracting malaria is reduced for 15,000 households in provinces with a high incidence of the disease through the provision of treated mosquito nets and health education.

Restoration of damaged health facilities and supply of essential medicines

Objective: By the end of February 2007, a total of 160,000 people in 12 municipalities and 40 barangays will have secured access to primary health care as a result of the reconstruction of damaged health facilities and supply of essential of medicines by the Red Cross.

Latrine construction:

Objective: By the end of August 2007, 2,400 households in seven targeted barangays in the provinces of Albay and Camarines Sur have access to improved sanitary facilities.

Enhancing preparedness for future health, and water and sanitation emergencies:

Objective: By the end of August 2007, the Philippine National Red Cross will have enhanced preparedness to respond to emergency health, and water and sanitation needs of the affected communities.

Impact:

Community health education

An initial survey in July 2007 was carried out to establish the health needs and status of the beneficiary families. It was also discovered that 90 per cent of households in the targeted barangays lacked proper water and sanitation facilities. Following this, the PNRC staff and health and welfare volunteers were able to set priorities for health education and hygiene promotion to improve community health status and practices as well as immunization for the prevention of childhood diseases. Health education in this case covered methods on better preventing the spread of communicable and non-communicable diseases. It also was used to identify any existing health problems in the community. By end-October 2007, up to 42,720 households had been contacted by the health and welfare volunteers.

Community health education workshops and the dissemination of health information were carried out in the provinces of Albay, Aurora, Camarines Sur, Cataduanes, Isabela, Marinduque, Mindoro, Quezon and Sorsogon, reaching up to 6,727 school children and teachers. Door-to-door health information and promotion of basic hygiene practices was also carried out by PNRC volunteers in 48 barangays in August 2007. These door-to-door visits included homemakers, school children, teenagers and young adults, and fathers.

Challenges that faced volunteers included beneficiary expectations of medicine from the volunteers or the lack of cooperation from officials and/or residents. For the former, volunteers referred beneficiary households to the health centre, whereas for the latter, volunteers went to different barangays to disseminate their health message. The lack of access and transportation to remote barangays also forced volunteers to postpone scheduled visits.

Malaria prevention and provision of malaria bed nets

In order to aid in the prevention of malaria, up to 18,000 mosquito nets were distributed in the provinces of Aurora, Isabela, Mindoro Occidental, Mindoro Oriental, Quezon, Camarines Norte, Ilocos Norte, Nueva Vizcaya, Pangasinan, Rizal and Zambales². All these were identified as areas with high incidence rates of malaria. There is currently a stock of 2,000 mosquito nets at the PNRC headquarters for future emergencies.

Restoration of damaged health facilities and supply of essential medicines

This component was subsequently cancelled following the lack of sufficient funds and the urgent need to provide households with transitional shelter facilities.

Latrine construction

The original proposal for 2,400 latrines was lowered to 1,300 due to the high water tables in most of the seven selected barangays. Building all the proposed latrines would have meant contamination of drinking water sources. As such, the plan was revised down to 1,300 latrines in the two provinces of Albay and Camarines Sur. Criteria for construction per family included adequate water table depth and prior ownership of an individual latrine, now unusable due to typhoon damage.

Beneficiaries have their own coping mechanisms such as digging holes in the ground which exposes water sources to contamination. This was one of the reasons for hygiene and sanitation education in those communities. The Spanish Red Cross is also currently addressing this issue among the communities and is also confronted by the same limitations of the high water table, and plan to utilize the same concept of *ecological sanitation* (EcoSan) used by the International Federation in the current Typhoon Fengshen [operation](#).

Design of the latrines was developed based on local context under consultation with the beneficiaries themselves. Construction was done by the families themselves under the supervision and assistance of PNRC chapter staff and volunteers. Now, with the completion of construction, a total of 602 families in Albay and 698 in Camarines Sur have their own sanitary facilities. More details are available under the health objective.

Enhancing preparedness for future health, and water and sanitation emergencies:

Water and sanitation kits consisting of 5,000 and 10,000 litre bladders (from ICRC), 75,000 litre tanks (International Federation), mobile water treatment plants (Spanish Red Cross), tap stands and pipes were provided with sanitation training in April 2007. This equipment was used earlier in 2008 as part of the Typhoon Fengshen response to provide drinking water to those affected, and is currently stored and maintained at the PNRC headquarters in preparation for future use.

In September 2008, the Spanish Red Cross together with ICRC provided water and sanitation training to the PNRC. In December 2008, PNRC organized water and sanitation regional disaster response team (RDRT) training for the Southeast Asia region supported by the Spanish Red Cross Federation together with the Southeast regional office and the Kuala Lumpur-based disaster management unit. The training included a field exercise with the water treatment units.

Conclusions

Lessons learned

While the Philippines Typhoons operation can be seen as a success through the achievement of its goal in providing transitional shelter, health services, water and sanitation for almost as many beneficiaries as it

² The six latter provinces replace Camarines Sur, which was declared malaria-free by the department of health.

initially planned, there have been several valuable lessons learned and points noted throughout the process. These will be useful to be taken into consideration in future operations:

- Effectiveness of the PNRC chapters varied in policy determination, coordination and guidance of the typhoon programme implementation from one chapter to another.
- PNRC chapter administrators should have been involved on a wider scale in the assessment phase of the operation. With their input, logistics and procurement for the operation may have been smoother. Chapter administrators are also decision-makers and take lead roles in operations in their respective provinces.
- Reporting and financial procedures between PNRC national headquarters and chapters need improvement to ensure compatibility with implementation practices of the emergency response operation.
- Underestimation of the size of the challenge in responding to the typhoons operation led to insufficient allocation of resources, both in terms of technical staff and of material support. Better estimation would have helped ensure appropriate planning measures of so technically complex a programme, which covers an area wider than mere building of transitional shelters.
- Technical support to beneficiaries by project teams was extremely useful in ensuring that shelter structures were built according to specification and materials correctly utilized. When dealing with unfamiliar building techniques, assistance from carpenters helped minimize technical errors.
- While the beneficiary selection process proved effective in reaching appropriate households, room for improvement is also needed in involving beneficiaries in programme design and implementation. With the success of community spirit that led to the completion of the building of shelters, future typhoon resistance programmes should place greater emphasis on involving and strengthening beneficiary communities.
- PNRC and International Federation efforts have contributed to addressing the needs of those affected by typhoons; more attention is needed to sustain and institutionalize these efforts. Issues of disaster risk reduction, risk transfer and preparedness are still to be articulated by and with the communities so they can be included in upcoming recovery activities, thereby enhancing participation, ownership and long-term sustainability.
- Access to safer land for building or re-building needs to be addressed in order to provide sustainable assistance as the majority of the population lives in disaster-prone areas. PNRC has taken up this issue and will advocate on behalf of beneficiaries for safer land for building homes and communities.

Combined with material and technical input, the operation's reliance on the resourcefulness of the beneficiaries themselves is notable as this led to a wide range of initiatives for the transport and storage of local materials, and a high degree of beneficiary and community solidarity that extended beyond what an emergency shelter programme generally envisages.

National society capacity building

Objective: PNRC's capacity to respond to disaster has improved through a consolidated disaster preparedness and response approach by enhancing the active engagement of the communities

During the operation, emphasis was placed on developing PNRC capacity in logistics, communications, planning, budgeting and reporting. With the previous extension to end-December 2008, it was hoped that more capacity building would have been possible in the area of disaster management, day-to-day activities and programmes in a more structured manner. However, this has proved a longer-term initiative and will be moved under the Philippines annual plan 2009-2010.

The PNRC aims to improve its disaster management capacity by reinforcing first and foremost, its presence in all barangays in the country. This extends the disaster alert network across the country, helping national headquarters gain immediate awareness of any disasters, related damage and needs even in the most remote areas of the country. This, in turn, allows faster and more relevant response from the PNRC when needed.

In 2008, the PNRC trained key disaster management staff and volunteers at chapter-level to help strengthen the coping mechanisms and capacities of the most vulnerable communities. Focus was placed on community risk and resource mapping; and promoting disaster risk reduction and disaster response activities in the community. Selected chapter staff and volunteers conducted training in their respective barangays.

The integrated community disaster planning programme (ICDPP) applied by the PNRC is aimed at reducing vulnerability of individual families and communities to natural hazards by providing communities with adequate knowledge on disaster management. The basic strategy of the ICDPP is the organization and training of local communities through the barangay disaster action team (BDAT).

A total of 15 barangays in three municipalities of Cataduanes province were recipients under the ICDPP whereby 15 BDATs with nine members each were organized and trained. Outputs of the BDATs included elaboration of barangay disaster action plans, and risk and resource mapping in their respective areas. In addition, participants received information on PNRC activities and the national society's principles, which led to their becoming Red Cross volunteers in their communities.

In an attempt to respond to disaster more efficiently, the national society has identified the need for greater presence at village-level as a key priority. The focus on village-level volunteer recruitment stems from the fact that while chapters are highly active in times of disaster, they mainly concentrate on provincial capitals, various cities and municipalities. This is due to the fact that the vast majority of volunteers are concentrated in these areas.

Difficulty arises when there is a need to transport volunteers to peripheral and remote areas, such as the barangays where, presently, few volunteers live. There is high incurrence of delay, transport costs, accommodation and other related costs which lessen the efficiency, effectiveness, response time and coverage of the PNRC.

Under this initiative in 2008, the PNRC focused on identifying and recruiting volunteers at community level for immediate response in disasters and emergencies. This takes into account the 42,000 or more barangays nationwide, and has resulted in recruiting more than 317,000 new volunteers over the last year.

While numbers of volunteers rise steadily, proper training and effective management are needed to ensure not only technical knowledge, but also their understanding and application of Red Cross Red Crescent principles and values. Having a large number of untrained volunteers bearing the PNRC name and logo is likely to be more of a problem than a help to the national society. The PNRC has already taken the step forward to keep training costs manageable and duplicable through a menu of toolkits developed for user-friendly, attractive and highly action-oriented training without creating a need for a large training caseload.

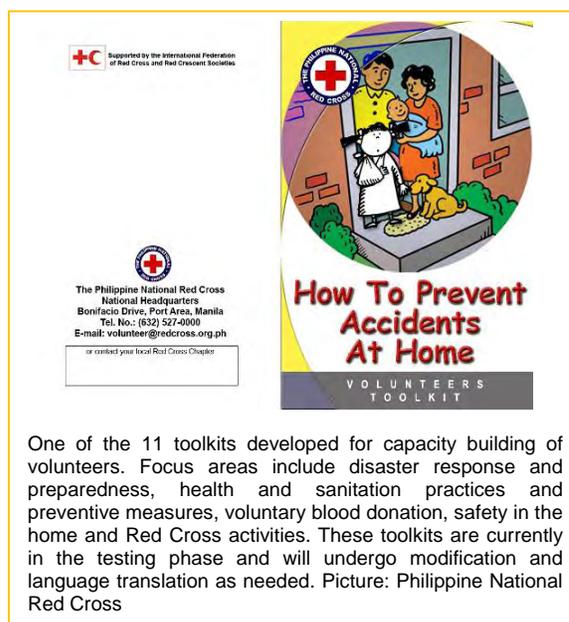
Some constraints faced include work in ongoing operations such as Typhoon Fengshen and the effect of renewed conflict in the south of the country that constantly divert the attention and resources of the PNRC away from longer-term capacity building initiatives.

Toolkit development

In March 2008, a workshop for the volunteer toolkit development was organized by the volunteer service office of the PNRC national headquarters. This was attended by representatives from 15 chapters and various national headquarters departments including disaster management services, volunteer service, emergency response unit, common health and nursing services, Red Cross volunteers, safety services, social services, national blood programme, international humanitarian law, fund generation and chapter development. Toolkits were developed according to existing needs in the communities and take into consideration the best practices generated by PNRC in addressing these needs. Focus areas include key vulnerability issues such as risk of dengue fever, malaria, promotion of better hygiene habits, improved mother and child health care, and basic disaster preparedness.

Each kit provides simple, focused and low-cost maintenance training to volunteers, enabling them to be trained within an hour and ready for community service concentrating on key life-saving actions and messages.

For example, a malaria kit will explain that mosquitoes carry and spread the disease, and that they tend to



breed in stagnant water. Instructions in the kit would then guide the volunteer in the clean-up of such pools. Sent out in December 2008, these tool kits are currently being tested at all 93 chapters throughout the country, with an average of 10 sets per chapter. Chapter staff and volunteers choose and tailor suitable activities to the scale of their audiences, thereby testing the practicality and feasibility of the toolkits. This helps to enhance the relevance of activities from chapter to chapter, allowing an improvement in the quality of service delivery and allowing longer term positive change in the target communities.

Monitoring, feedback and evaluation will be done in 2009 and changes will be made accordingly. In general, the content for the toolkits already printed is final. However, there are future plans to increase the number of modules to include others such as pandemic preparedness, and add these to the final set of toolkits. These toolkits will also be translated into the local language when the final set is deemed complete.

This concept aims at training and management of new volunteers via a volunteer action and guidance programme. All actions will contribute towards establishing a safe community based on Red Cross Red Crescent Fundamental Principles. This will be utilized by volunteers as part of the preparedness and advocacy campaign at village level, and provide them with several meaningful activities per month, thus contributing to their activities within the community, and indirectly towards their retention as Red Cross volunteers.

The national society's disaster management services aim to integrate a variety of functions and sectors including emergency and public health, water and sanitation, shelter, livelihoods and food security across overlapping phases of action.

Two stakeholder meetings were held in June and December 2008, hosted by the PNRC health and social service departments respectively. Their objectives were the development of cohesive approaches in response

Steps on How to Use "Insecticide Treated Mosquito Nets"

-  1. Put a string in the four corner of the mosquito net.
-  2. Put hooks in the ceiling, then attach the mosquito net in the hook.
-  3. Make sure that the mosquito net is long enough so that you can insert it under the bed's cushion.

Steps on How to Use "Insecticide Treated Mosquito Nets"

-  4. After using it, keep it in a clean place for the next use.
-  5. Wash the mosquito net with water if needed. Don't use soap so that the insecticide will not be removed. Hang it on a shaded place.
-  6. Because the mosquito net has an insecticide, don't hang it under the sun.

Some instructions in the *How to Prevent Malaria in your Community* toolkit. Using colourful illustrations, clearly worded instructions and activity sheets at the end of each module, the volunteer toolkits help convey knowledge within the hour before volunteers are sent into the field. (Pictures: Philippine National Red Cross)

to frequently occurring disasters; generating a common understanding of the roots of vulnerability; exchanging lessons learnt from participants representing the national disaster coordination council (NDCC), department of health, department of social welfare, ICRC and other relevant players; identifying gaps; and defining strategies for future activities. The outcomes of workshops will be incorporated into the PNRC strategic planning document to be finalized in 2009.

These meetings were also attended by chapter administrators, enabling their involvement in the planning process. After group discussions and information exchanges with different stakeholders, these administrators were asked to identify and prioritize core activities that would have positive impact on the vulnerability of communities at risk, and which could possibly fill gaps identified through discussion with other parties. Prioritized activities will help PNRC determine future directions and strategies for moving forward in delivering quality services for beneficiaries.

Operations centre

To better coordinate its disaster response efforts, PNRC set up an operations centre in Manila that has been working around the clock to monitor the consequences of the typhoons since September 2006. Realizing this centre can play an important role in the future, PNRC has also decided to maintain and further develop this initiative.

In 2008, proper office space and necessary equipment was allocated for the operations centre. With support from the International Federation, the national society refurbished the centre with four desktop computers and a photocopy machine.

Currently, the operations centre is on 24/7 standby and figures greatly in monitoring of the consequences of disasters received through updates from PNRC chapter offices. In reciprocation, the operations centre sends early warning signals on anticipated weather disturbances to the chapter offices. This information is issued by the Philippine Atmospheric, Geophysical and Astronomical Services Administration (PAGASA). PNRC plans to expand the centre's role to include a coordination mechanism to enable the national society to support chapters to scale up activities during disasters. The International Federation will continue to support PNRC in this endeavour.

How we work

All International Federation 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 is committed to the [Humanitarian Charter and Minimum Standards in Disaster Response \(Sphere\)](#) in delivering assistance to the most vulnerable.

The International Federation's activities are aligned with its Global Agenda, which sets out four broad goals to meet the Federation's mission to "improve the lives of vulnerable people by mobilizing the power of humanity".

Global Agenda Goals:

- Reduce the numbers of deaths, injuries and impact from disasters.
- Reduce the number of deaths, illnesses and impact from diseases and public health emergencies.
- Increase local community, civil society and Red Cross Red Crescent capacity to address the most urgent situations of vulnerability.
- Reduce intolerance, discrimination and social exclusion and promote respect for diversity and human dignity.

Contact information

For further information specifically related to this operation, please contact:

- Philippine National Red Cross:
 - Corazon Alma De Leon, secretary-general; phone: +63 91 8912 3546, email: corazonalma.deleon@redcross.org.ph, pnrcnhq@redcross.org.ph;
 - Gwendolyn T. Pang, deputy secretary general, phone: +63 91 7827 7421, email: gwenpang@redcross.org.ph
- Federation country office, Philippines: Sandro Kushashvili, head of operations, email: alexander.kushashvili@ifrc.org, phone: +63 527 0000 (ext. 155), mobile: +63 908 266 6584
- Federation Southeast Asia regional office, Bangkok; phone: +66 2 661 8201
 - Patrick Fox, disaster management coordinator; email: patrick.fox@ifrc.org
 - Alan Bradbury, head of regional office, email: alan.bradbury@ifrc.org
- Federation Asia-Pacific zone office, Kuala Lumpur
 - Heikki Väättämoinen, disaster response delegate, email: heikki.vaatamoinen@ifrc.org, phone: +603 9207 5729, fax: +60 3 2161 0670, mobile: +60 12 2307895.
 - Penny Elghady, resource mobilization and PMER coordinator, email: penny.elghady@ifrc.org, phone: +603 9207 5775
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[<Final financial report below; click here to return to the title page>](#)

International Federation of Red Cross and Red Crescent Societies

MDRPH002 - Philippines - Typhoons

Final Financial Report

Selected Parameters	
Reporting Timeframe	2006/10-2009/3
Budget Timeframe	2006/10-2008/12
Appeal	MDRPH002
Budget	APPEAL

All figures are in Swiss Francs (CHF)

I. Consolidated Response to Appeal

	Goal 1: Disaster Management	Goal 2: Health and Care	Goal 3: Capacity Building	Goal 4: Principles and Values	Coordination	TOTAL
A. Budget	9,878,867					9,878,867
B. Opening Balance	0					0
Income						
<u>Cash contributions</u>						
American Red Cross	780,776					780,776
Australian Red Cross	54,360					54,360
British Red Cross (from British Government)	708,824					708,824
Brunei - Private Donors	1,569					1,569
Canadian Red Cross	87,636					87,636
Canadian Red Cross (from Canadian Government)	433,708					433,708
Cyprus Red Cross	2,062					2,062
ECHO	1,373,600					1,373,600
Finnish Red Cross	318,200					318,200
French Red Cross	124,254					124,254
German Red Cross	190,896					190,896
Hong Kong Red Cross	20,066					20,066
Irish Government	477,300					477,300
Irish Red Cross	47,706					47,706
Italian Govt Bilateral Emergency Fund	318,200					318,200
Korea Republic Red Cross	156,040					156,040
Lichtenstein - Private Donors	10,000					10,000
Liechtenstein Government	30,000					30,000
Luxembourg Government	89,100					89,100
Macau RC (branch of China RCS)	4,600					4,600
Monaco Red Cross	66,898					66,898
Netherlands Red Cross	64,300					64,300
Netherlands Red Cross (from Netherlands Government)	803,750					803,750
New York Office (from Kraft Foods)	60,975					60,975
New York Office (from United States - Private Donors)	805					805
New Zealand Red Cross (from New Zealand Government)	415,389					415,389
Norwegian Red Cross (from Norwegian Government)	388,000					388,000
On Line donations	3,212					3,212
OPEC Fund For Int-l Development	312,000					312,000
Singapore Red Cross	18,799					18,799
Swedish Red Cross (from Swedish Government)	797,683					797,683
Swiss Red Cross	2,368					2,368
Swiss Red Cross (from Swiss Government)	40,000					40,000
Switzerland - Private Donors	400					400
Taiwan Red Cross Organisation	58,199					58,199
United Arab Emirates Red Crescent	18,274					18,274
VERF/WHO Voluntary Emergency Relief	3,000					3,000
C1. Cash contributions	8,282,950					8,282,950
<u>Inkind Goods & Transport</u>						
Danish Red Cross	81,215					81,215
Swiss Red Cross	54,034					54,034
C3. Inkind Goods & Transport	135,249					135,249
<u>Inkind Personnel</u>						

International Federation of Red Cross and Red Crescent Societies

MDRPH002 - Philippines - Typhoons

Final Financial Report

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<i>American Red Cross</i>	7,440				7,440
<i>Australian Red Cross</i>	74,400				74,400
C4. Inkind Personnel	81,840				81,840
C. Total Income = SUM(C1..C5)	8,500,039				8,500,039
D. Total Funding = B + C	8,500,039				8,500,039
Appeal Coverage	86%				86%

II. Balance of Funds

	Goal 1: Disaster Management	Goal 2: Health and Care	Goal 3: Capacity Building	Goal 4: Principles and Values	Coordination	TOTAL
B. Opening Balance	0					0
C. Income	8,500,039					8,500,039
E. Expenditure	-8,500,039					-8,500,039
F. Closing Balance = (B + C + E)	0					0

International Federation of Red Cross and Red Crescent Societies

MDRPH002 - Philippines - Typhoons

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Budget Timeframe	2006/10-2008/12
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Budget	APPEAL

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III. Budget Analysis / Breakdown of Expenditure

Account Groups	Budget	Expenditure					TOTAL	Variance
		Goal 1: Disaster Management	Goal 2: Health and Care	Goal 3: Capacity Building	Goal 4: Principles and Values	Coordination		
A		B					A - B	
BUDGET (C)	9,878,867						9,878,867	
Supplies								
Shelter - Relief	2,415,047	2,415,047				2,415,047	0	
Construction Materials	3,050,288	3,050,288				3,050,288	0	
Clothing & textiles	164,997	216,772				216,772	-51,775	
Food	24,447	24,447				24,447	0	
Seeds,Plants	2,486						2,486	
Water & Sanitation	82,532	82,532				82,532	0	
Medical & First Aid	82,301	82,301				82,301	0	
Teaching Materials	12,422	32				32	12,390	
Utensils & Tools	21,599	21,599				21,599	0	
Other Supplies & Services	263,634	182,419				182,419	81,215	
ERU		81,215				81,215	-81,215	
Total Supplies	6,119,754	6,156,654				6,156,654	-36,900	
Land, vehicles & equipment								
Computers & Telecom	25,446	43,614				43,614	-18,169	
Office/Household Furniture & Equipm.	60,502						60,502	
Total Land, vehicles & equipment	85,947	43,614				43,614	42,333	
Transport & Storage								
Storage	29,215	29,215				29,215	0	
Distribution & Monitoring	110,811	109,939				109,939	872	
Transport & Vehicle Costs	124,946	75,926				75,926	49,020	
Total Transport & Storage	264,973	215,080				215,080	49,892	
Personnel								
International Staff	921,804	878,533				878,533	43,271	
Regionally Deployed Staff	84,825	26,876				26,876	57,949	
National Staff	288,087	46,374				46,374	241,714	
National Society Staff	119,311	195,296				195,296	-75,985	
Consultants	58,585	25,253				25,253	33,332	
Total Personnel	1,472,613	1,172,331				1,172,331	300,281	
Workshops & Training								
Workshops & Training	568,726	79,286				79,286	489,440	
Total Workshops & Training	568,726	79,286				79,286	489,440	
General Expenditure								
Travel	115,599	114,161				114,161	1,438	
Information & Public Relation	250,213	35,871				35,871	214,342	
Office Costs	49,303	27,433				27,433	21,870	
Communications	69,354	35,224				35,224	34,130	
Professional Fees	16	16				16	0	
Financial Charges	44,677	71,151				71,151	-26,475	
Other General Expenses	195,566	841				841	194,725	
Total General Expenditure	724,727	284,697				284,697	440,031	
Programme Support								
Program Support	642,126	545,600				545,600	96,526	
Total Programme Support	642,126	545,600				545,600	96,526	
Services								
Services & Recoveries		2,776				2,776	-2,776	
Total Services		2,776				2,776	-2,776	
TOTAL EXPENDITURE (D)	9,878,867	8,500,039				8,500,039	1,378,828	
VARIANCE (C - D)		1,378,828				1,378,828		

Philippines: Typhoons (MDRPH002) - Chronology of Events, 2006-2009

Timeline	Event	Action
2006 25 September to 1 October	A low pressure area develops into a tropical depression and is named Xangsane/Milenyo	Philippine National Red Cross (PNRC) deploys volunteers and staff to support evacuation of affected people, and provide hot meals and emergency food items. Assessment teams deployed from headquarters to affected regions. DREF allocation of CHF 100,000 to support emergency response efforts
	Intensifies into a tropical storm	
	Develops into Typhoon Xangsane/Milenyo making landfall on East of Catarman, Northern Samar, Sorsogon and Albay provinces with gusts up to 185 km/h	
	Power and communication disruptions in Metro Manila. State of emergency declared in Southern Luzon province. Flooding and landslides occur in Laguna, Cavite and Quezon provinces.	
2 October	Preliminary emergency appeal for CHF 5,704,261 launched to assist 126,000 beneficiaries for three months	Immediate priority on mobilizing international resources to support national society in emergency response and relief.
2006 19 October	Donor response remains low due to low coverage of events caused by disruption of communication systems. No explicit request for international assistance from Philippine authorities.	Red Cross continues assessments to find actual damage caused is far higher than expected. Coping capabilities of national society stretched. Federation revises emergency appeal to extend timeframe by six months
27-29 October	Typhoon Cimaron/Paeng makes landfall over Isabella province, cutting off communication and land access.	PNRC distributes emergency relief items and are supported by a Federation regional disaster response team (RDRT) as requested by the Philippine national society.
12 November	Typhoon Chebi/Queenie strikes the same areas as Xangsane and Cimaron, increasing the number of affected. Crops, livelihoods and buildings are destroyed. Communication and roads are cut off.	Red Cross is on high alert. PNRC supported by RDRT delivers emergency aid to people affected and establishes camp in Calamba to accommodate 87 families. Distribution of construction materials to families previously affected by Xangsane and Cimaron is ongoing.
30 November	Typhoon Durian/Reming strikes through central Philippines including Catanduanes, Camarines, Sorsogon, Albay, Mindoro, Marinduque, Batangas and Laguna. An estimated 600,000 people are affected by Durian as well as previous typhoons.	PNRC deploys staff and volunteers to offer first aid and conduct rescue operations. Federation deploys two disaster response and assessment teams, releasing an addition CHF 100,000 DREF funding to support initial rescue, assessment and relief distribution by PNRC.

	3 December	President Macapagal Arroyo declares a state of national calamity	
	4 December	Federation relaunches emergency appeal for CHF 8,833,789 to cover the fourth successive typhoon	
	5 December	The scale of destruction by the typhoons becomes clearer.	Federation joins PNRC with an 18-member international team to help with assessment of emergency and longer-term needs.
	10 December	Typhoon Utor/Seniang strikes across nine provinces affecting over 100,000 people, destroying or damaging some 25,000 homes	Scheduled field visits by RDRT/field assessment and coordination teams (FACT) are on hold due to provincial flight cancellations. Weather conditions postpone all assessments and disrupt communications among team members.
	12 December	PNRC/Federation draft preliminary plan of action for shelter totalling approximately 80% of the emergency appeal.	Danish Red Cross IT/Telecoms emergency response unit (ERU) arrives to help improve access to communications. French Red Cross also sends 3 delegates to support operations.
	13 December	Federation resumes assessments with PNRC in Albay, Quezon, Sorsogon, Camarines Sur, Marinduque and Mindoro.	PNRC continues effective support of those affected by the typhoons; operations update no. 2
	15 December	Following consultations with PNRC and based on recent findings, FACT/RDRT members finalize operational plan of action.	
	20 December	Launch of revised emergency appeal for CHF 10,547,314 based on plan of action.	
2007	17 January	Operations update no. 3 covering 30 December 2006 – 15 January 2007	
	28 February	Operations update no. 4 covering 15 January – 28 February 2007	
	20 July	Operations update no. 5 covering 1 March-31 May 2007	
2008	7 March	Operations update no. 6 covering 1 June – 31 January 2008; request for timeframe extension to 31 December 2008	
2009	March	Final report closing operations; excess funding transferred to Philippines annual Plan 2009-2010 (MAAPH001), and Philippines: Typhoon Fengshen (MDRPH004)	