

# Operations update



International Federation  
of Red Cross and Red Crescent Societies

## Philippines: Typhoons

Emergency appeal n° MDRPH002  
**TC-2006-000175-PHL**  
Operations update n° 6  
7 March 2008

**Period covered by this Ops Update:** 1 June 2007 – 31 January 2008;

**Appeal target (current):** CHF 9,878,867 (USD 9.67 million or EUR 6.28 million); [<click here to view the attached appeal budget summary>](#)

**Appeal coverage:** 100%; [<click here to go directly to the interim financial report, or here to link to 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)

**Summary:** The relentless onslaught of forceful typhoons, severe storms, destructive floods and landslides which affected the Philippines at the end of 2006, has left in its wake exceptional needs amongst the poverty-stricken community. According to the United Nations Office for the Coordination of Humanitarian Affairs (OCHA), approximately 1,547,590 individuals (some 309,518 families) in the Bicol region alone have been left without homes. The typhoons left a destructive wake in their path, with everything from food shortages to increased unemployment directly linked to the destruction of crops, fisheries and small businesses by the successive disasters. 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) and the Federation have managed to provide 12,364 families in ten provinces with transitional shelter (which is expected to last from five to eight years) within the emergency operational timeframe of nine months. By the end of 2007, the emergency phase of the operation was over, with shelter and health services provided to all target beneficiaries. Rarely has a country delegation been able to support a national society in constructing houses in so short a period of time. The PNRC and Federation country office will also be calling for a donor meeting to showcase the quality of the houses that were constructed during the operation.

However, the size of the operation and its logistical complexity drew all of PNRC's capacity into the emergency activities and little space was left to better plan the capacity building of PNRC. While a number of weaknesses in of the logistical and financial processes of the national society were

immediately addressed, these were only stop-gap measures to challenges that needed more attention to allow smooth implementation of the operation. However, many lessons learned should be addressed through a more structured review of disaster management and administrative procedures, and by large-scale training to ensure that the PNRC will be better able to cope with the many disasters they face on average in a year.

The PNRC is embarking on a massive recruitment process to ensure that it will have more volunteers in remote areas of the country. This process is vital to ensure the high quality provision of services for those most at risk in disaster. However, it also poses a formidable challenge for the national society in terms of overall volunteer management and training. These issues could not be addressed during the typhoon operation because the PNRC was stretched in supporting all those affected by the typhoons. The capacity building of the PNRC covered in this appeal needs to be continued in the future and will be covered through the 2008-09 appeal which has, to date, not received any funding.

An extension of the operation until 31 December 2008 should provide PNRC the possibility of reviewing and updating key systems and processes for service delivery in the future. This already disaster-prone country is also at considerable risk to the consequences of climate change and global warming. Indeed many of the 7,000 islands that make up the Philippines are at high risk of becoming seriously affected, if not wiped out, by rising sea levels.

## The situation

Prone to natural disasters such as landslides and floods, the Philippines also receives an average of 20 to 25 typhoons in a year. However, the island country was not prepared for the onslaught of the five forceful typhoons that hit the country back-to-back in the last quarter of 2006. The first of the five typhoons 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 onslaught, Paeng (Cimaron), Queenie (Chebi) and Reming (Durian) caused havoc and destruction in October and November. On 10 December, the fifth typhoon, Seniang (Utor) hit the country, affecting over 100,000 people in nine provinces. 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.

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

Due to the continual and unpredictable onslaught of the typhoons, the original emergency appeal which was launched on 2 October was re-launched on 4 December and revised twice (on 19 October and 20 December) to incorporate the needs of all affected by the five typhoons.

Upon the re-launching of the emergency appeal, PNRC and the Federation initially agreed to provide approximately 75,000 individuals (some 15,000 beneficiary families) with shelter assistance in Albay, Aurora, Camarines Sur, Cataduanes, Isabela, Laguna, Marinduque, Mindoro, Quezon and Sorsogon.

However, as materials needed for the construction were scarce because of the typhoons, PNRC and the Federation revised the number of beneficiaries receiving shelter assistance to 60,000 individuals (approximately 12,000 families). By end September, however, PNRC and the Federation managed to provide approximately 74,521 individuals (12,364 beneficiary families) with materials and technical

expertise to construct or repair transitional shelter that is typhoon-resistant and can last for at least five to eight years.

In addition to transitional shelters, beneficiary families from the provinces of Albay, Aurora, Camarines Sur, Cataduanes, Isabela, Quezon, Marinduque, Mindoro and Sorsogon also benefited from health and water and sanitation activities.

The emergency shelter and relief, water and sanitation, and health components of the operation are now closed, having achieved their respective objectives. Following this phase, the emphasis was to be placed on the PNRC's capacity building components, especially in disaster management, finance and logistics. Documentation was standardized to establish clear lines of communication, and operational procedures were reviewed with the assistance of the Federation.

However, while the national society and Federation have accomplished what they set out to do in terms of providing shelter and shelter repair to those in need, the operation is being extended until 31 December 2008 as there has been little time to build the national society's capacity within the given timeframe of the operation. Although emphasis had been placed on developing PNRC's capacity in logistics, planning, budgeting and reporting, it was discovered that in order to build the national society's capacity building in disaster management, more time is needed. The PNRC was severely overstretched by the operation and many of the planned activities could not be fulfilled within the given operation timeframe.

Furthermore, as the typhoons anticipated for the last half of 2007 did not occur as expected, the PNRC and the Federation were not able to evaluate the resistance and quality of the shelters against typhoons.

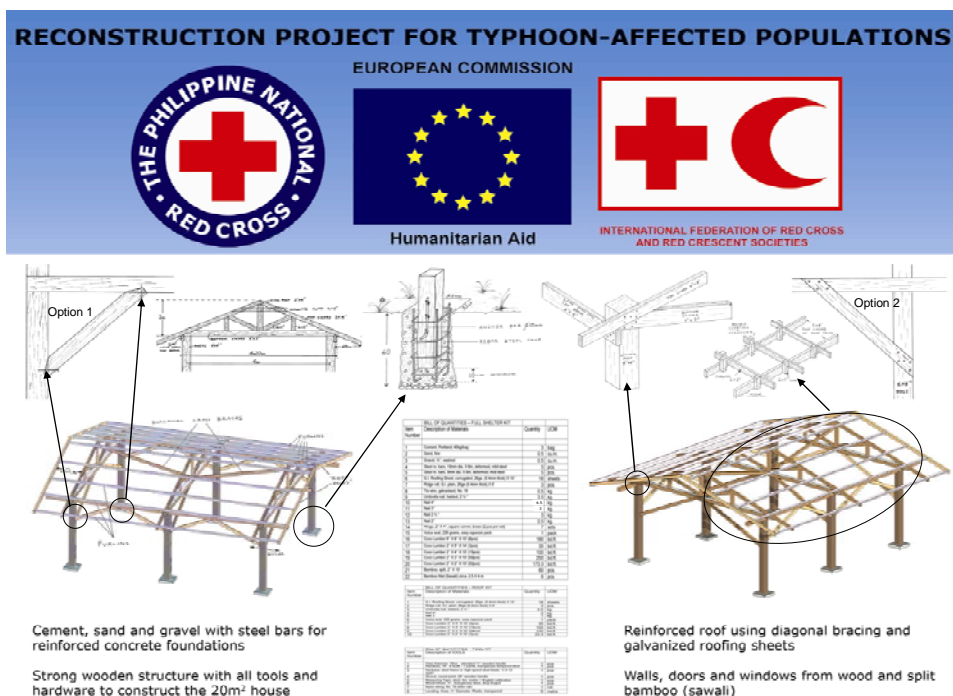
The remaining funds from the operation will be utilized to strengthen PNRC's capacity as well as to conduct a thorough evaluation of how sturdy the shelters are against typhoons, a process which is expected to take place later this year.

## **Coordination and partnerships**

With its 93 chapters, the PNRC was represented in all provinces throughout the operation. The PNRC worked in partnership with the government as well as with non-government agencies and private groups to provide effective support to the beneficiary families. The PNRC was the only humanitarian organization with a seat in the governmental national disaster coordination council (NDCC).

Regular coordination meetings were held among all parties involved – the PNRC, the Federation, the NDCC and other agencies providing shelter and health assistance. The Federation's shelter department in Geneva was also involved in the initial stages of the operation, providing support in the development of the shelter design in line with the Federation's commitment to support the coordination of emergency shelter activities. The secretariat's shelter department involved several staff and community members to coordinate the "shelter cluster", which was successful and well appreciated. 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.

During the operation, the PNRC disaster management services department and the Federation country office participated in the inter-agency coordination meetings where relevant humanitarian issues in the Philippines are 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 the key players in the field. Since March, UN Habitat has taken the lead in these meetings. Additionally, the PNRC chapter administrators and representatives attended local shelter coordination meetings during the operation.



*Poster showing the steps to constructing a shelter*

purpose of the evaluation was to assess the progress and achievements of the typhoon operation to date, to determine if plans of the programmes are appropriate and focus on the relevance, efficiency, effectiveness and impact of the operation.

## 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 most affected provinces in the country. The national society, with support from the Federation, spearheaded the concept of getting beneficiaries to take charge and rebuild communities. This way, the beneficiary families would have a sense of ownership of the project and learn a new skill.

However, due to natural resources being seriously affected by the disaster, the local market for resources such as coconut lumber and bamboo became volatile, causing the PNRC, with the Federation's support, to change their planning in procuring these items. The difficult terrain also forced PNRC and the Federation to rethink their logistical strategies in delivering assistance to beneficiary families living in remote areas with little accessibility. Despite the various obstacles, the national society, with its extensive network of volunteers around the country, focused almost all its efforts on the operation and became the leading agency in providing shelter materials to all targeted beneficiary families in ten provinces.

Good contact was maintained with the local media. Being the lead agency in the shelter component of the operation, the PNRC enjoyed significant community and government support. Information on the operation was conveyed through operations updates, published on the Federation website.

The PNRC, Federation and ICRC also meet once every quarter for the Movement coordination meeting.

A mid-term evaluation on the operation was conducted by PNRC and the Federation in May in Camarines Sur. The

## Analysis of the operation

### Shelter and relief

#### Overall objectives:

- 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

During the lifespan of the operation, PNRG and the Federation actively implemented transitional shelter activities in Albay, Aurora, Camarines Sur, Cataduanes, Laguna, Isabela, Marinduque, Mindoro, Quezon and Sorsogon. The main strategy was to provide all beneficiary families with 20 m<sup>2</sup> of proper shelter and ensure that the final structure would be better resistant to typhoons.

To help identify and select beneficiary families in the provinces, the national society developed a list of criteria. Priority was given to disadvantaged families, the unemployed, single-parent families and disabled persons. It was also emphasized that the family should own a plot of land on which to construct their houses and this land should not be located in areas prone to landslides or floods. The PNRG chapter volunteers revalidated the initial list of potential beneficiaries provided by the local authorities. This was done to ensure that the final version of the beneficiary list corresponded with the selection criteria.

While the national society and Federation had originally planned to provide shelter assistance to approximately 75,000 individuals (15,000 beneficiary families), this figure was lowered to approximately 60,000 individuals (12,000 families) as the resources needed to construct a shelter were scarce due to the typhoons. The total price was higher than expected as some materials, such as corrugated iron sheets (CGI), had to be imported from abroad. However, by end August, a total of 12,364 houses were constructed, giving approximately 74,521 individuals homes to live in. (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 PNRG chapters.) The table below illustrates the number of beneficiary family members per province.

Province	Number of assisted families per province	Number of beneficiary family members
Albay	1,000	6,790
Aurora	827	4,549
Camarines Sur	5,600	35,363
Cataduanes	1,000	6,322
Isabela	827	1,048
Laguna	204	1,020
Marinduque	802	4,451
Mindoro	802	8,877
Quezon	802	4,010
Sorsogon	500	2,091
<b>TOTAL</b>	<b>12,364</b>	<b>74,521</b>

In line with the existing construction traditions, the provinces of Aurora, Isabela and Sorsogon received roofing kits made of nipa leaves, while the other seven provinces received full shelter assistance and roofing kits made from CGI sheets. The table below indicates the number of beneficiary families receiving full shelter assistance and roofing kits.

Province	Number of families receiving full shelter	Number of families receiving roofing kits	Total
Albay	600	400	1,000
Aurora	---	827	827
Camarines Sur	3,360	2,240	5,600
Cataduanes	600	400	1,000
Isabela	---	827	827
Laguna	204	---	204
Marinduque	482	320	802
Mindoro	482	320	802
Quezon	482	320	802
Sorsogon	---	500	500
<b>TOTAL</b>	<b>6,210</b>	<b>6,154</b>	<b>12,364</b>

Throughout the operation, the Federation's relief and logistics delegates worked alongside staff members and volunteers from PNRC chapters, helping distribute building materials and providing assistance to beneficiary families when the need arose.

As the beneficiary families were the ones essentially building their houses, project teams comprising two experienced carpenters and seven volunteers were assigned to each *barangay*<sup>1</sup> cluster to provide support to community members. While the PNRC had originally deployed 39 project teams to the provinces, this increased to 41 during the course of the operation. From the start of the operation, the beneficiary families practiced *bayanihan*, which means lending a helping hand in the local Filipino language. This practice saw the beneficiary families helping each other in completing the construction of their houses. Each plank of wood was also inspected thoroughly by the beneficiary families and project teams before construction of a house began. This was done to ensure that the houses would be sturdy and resistant to typhoons.

To provide technical assistance to the beneficiary families, the PNRC hired a civil engineer who was tasked with the development of the designs for the shelters. The civil engineer was supported by the Federation's technical advisor to the shelter department from Geneva who, at the start of the operation, helped support the development of the shelter designs. Prior to the commencement of the construction, 'technical animation' sessions were held. Facilitated by the civil engineer and the Federation's technical advisor, the technical animations showed participants, consisting of project carpenters, PNRC volunteers and beneficiary families, how a house was reconstructed. Following the technical animation sessions, construction of 17 model shelters began in seven provinces. The technical animations and construction of the model houses aimed at providing the beneficiary families and project carpenters with visual and practical demonstrations on how the shelters were built. This method minimized the need for language and printed guidelines (though these were provided as well), and relied on the practical examples that were referred to during the construction period.

The shelter design emphasized the use of posts; cement, sand and gravel with reinforced steel bars for a solid foundation and to keep the posts in place; diagonal bracing to keep the roof sturdy and heavier CGI sheets to ensure the roof would remain intact in strong wind. To help keep the beneficiary families and project carpenters on track, posters depicting construction steps were also printed and distributed to all *barangays* in the ten provinces.

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<sup>1</sup> village

## Procurement and distribution of shelter materials

- **Coconut lumber and bamboo**

In the months following the typhoons, natural resources were scarce. Available resources were extremely costly. As such, obtaining and procuring construction materials such as coconut lumber and CGI sheets in-country was a major constraint faced during the early part of the operation.

The restriction on the exportation of coconut lumber and coconut materials from province to province according to Philippines law and the slow delivery of shelter material by the local suppliers was another constraint faced during the operation. To rectify this problem, PNRC and the Federation decided that in each province, the Federation's logistics delegates, together with the PNRC chapter administrators and staff, identified suppliers of sufficient coconut lumber to meet the required quantities per *barangay* or per *barangay* cluster. Subsequently, a total of 24 suppliers were contracted to supply the coconut lumber required.

To ensure that the coconut lumber delivered was of good quality, the project team members and beneficiary families inspected each plank of wood before building. This was done to guarantee that the houses would be sturdy and typhoon-resistant as well as provide the beneficiary families with a sense of pride in having proper living quarters.

For the walling, it was decided that *sawali*<sup>2</sup> would be the best material. This decision was made after the PNRC engineer and Federation shelter advisor had consulted with the beneficiary families and local communities on the materials most acceptable to the local population.

Due to inadequate stock to fulfil the large quantity needed, Camarines Sur, the province with the largest number of beneficiaries, was the only province not to have sufficient *sawali* for the walling of all the houses. Upon consultation with the PNRC engineer, Federation personnel and the beneficiary families, it was decided that plywood would be substituted for *sawali* in those houses that lacked walls. Though the price of plywood is higher than *sawali*, the supplier took it upon himself to cover the difference.

In Camarines Sur, a total of 35,664 pieces of the required 40,320 pieces of *sawali*, were delivered to the beneficiaries while the remaining 4,656 were pieces of plywood. Each family received 12 pieces of either *sawali* or plywood for the walling of their houses.

- **Corrugated iron sheets (CGI)**

The availability of good quality CGI sheets in the Philippines was another problem which caused some delays early on in the operation. The obstacle that the national society and Federation faced during this period was that manufacturers either could not meet the demand of the CGI sheets needed for the operation, or, if available locally, the sheets were too thin and costly. Thus, the PNRC, with assistance from the Federation, were compelled to secure a contract with a Swedish supplier for CGI sheets, which were manufactured and shipped from India in 79 containers. By the end of the operation, a total of 180,000 heavy duty CGI sheets and 30,000 plain CGI sheets were used.

During the course of the implementation, the national society and Federation regularly monitored the adequacy of quantity and quality of materials provided for the construction of houses. Based on direct observations and consultations held with the PNRC engineer, local community members and the beneficiary families, necessary adjustments were carried out in supplied quantities to ensure the construction of 20 m<sup>2</sup> of living space (in compliance with Sphere standards) in a cost-effective manner.

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<sup>2</sup> Woven bamboo shoots

An additional four kilogrammes of nails were included in the contents of the full shelter kit and the number of CGI sheets was revised from 18 to 16 per house. The remaining CGI sheets enabled the national society to construct an additional 204 houses in Laguna.

- **Tool kits**

The tool kits used in the operation were procured locally and were in accordance with the Federation's rules for the procurement of relief items. The table below shows the items and quantity per tool kit.

Items	Quantity per kit
Claw hammer, 16 oz., std 11' wood handle	1 piece
Hand saw, 18", 6 teeth/7 points steel	1 piece
Hack saw, steel frame with steel blade	1 piece
Measuring tape, steel, 5 meter	1 piece
Wood chisel, ¾" steel, drop forge	1 piece
Nylon string, no. 70 (40m/roll)	1 roll
Levelling hose, 1/4" plastic, transparent	1 roll
Vulca seal, 220 grams, easy squeeze pack	1 piece
Shovel, round point, 29" wooden handle	1 piece

- **Transport and warehousing**

One of the challenges faced during the operation is the delivery of large and heavy shelter materials to beneficiary families who mostly live in areas with little access. In some provinces, a large number of the beneficiary families live on islands, which are only accessible by small boats. Thus, careful logistical planning had to be done to prevent transportation costs from soaring. Transportation in Albay, Camarines Sur and Cataduanes was provided free of charge by the International Organization for Migration (IOM), while in the other provinces, the PNRC contracted private transport companies.

As it was not possible to deliver the shelter materials to each family personally, each *barangay* cluster was covered through one satellite warehouse, which was also used as a distribution point that accommodated needs for approximately 300 beneficiary families. In total, 55 warehouses were identified in ten provinces as well as in Manila.

- **Non-food items**

During the operation, the PNRC, with assistance from the Federation, distributed blankets, mosquito nets, plastic mats, hygiene kits, clay stoves and buckets as part of the complementary shelter non-food items to ensure the beneficiaries' needs were taken care of. The table below illustrates the non-food items that were distributed in the provinces.

Province	Number of beneficiary families	Items					
		Blankets (2 pieces per family)	Mosquito nets (2 pieces per family)	Plastic mats (2 pieces per family)	Hygiene kits (1 set per family)	Clay stove (1 piece per family)	Bucket (1 piece per family)
Albay	2,055	4,110	4,110	4,110	2,055	2,055	--
Aurora	1,048	2,096	2,096	2,096	1,048	1,048	--
Camarines Sur	5,600	--	--	--	5,600	--	--
Isabela	1,241	2,482	2,482	2,482	1,241	1,241	--
Laguna	356	712	712	712	356	356	356
Marinduque	1,000	--	--	--	1,000	--	--
Mindoro Oriental	400	--	--	--	400	--	--
Quezon	1,300	2,600	2,600	2,600	1,300	1,300	--
Sorsogon	2,000	4,000	4,000	4,000	2,000	2,000	--

<b>TOTAL</b>	<b>15,000</b>	<b>16,000</b>	<b>16,000</b>	<b>16,000</b>	<b>15,000</b>	<b>8,000</b>	<b>356</b>
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### Impact

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. The need for shelter, therefore, has always been present in the country. Following the 2006 typhoons, PNRC and the Federation offered a more durable solution by introducing new techniques of building typhoon-resistant houses rather than only providing the shelter materials or just emergency shelter such as tents and tarpaulins.

Prior to the commencement of the operation, the beneficiary families were consulted by the PNRC engineer and Federation shelter advisor on the design of the houses to see if it was acceptable before the design was implemented. As the beneficiary families were the ones building their homes, they were very much involved in the design and construction of the houses. Though the techniques used in construction were somewhat different from what the beneficiary families were accustomed to, they provided input into the type of materials to be used. It was important that the materials used were locally available and acceptable by the beneficiary families. The families and local community were also involved in the process of defining the most convenient places for the delivery and distribution of materials.

Finally, the whole construction process was conducted by the beneficiary families and local community based on the Filipino tradition of unity, solidarity and *bayanihan*. The method of implementing 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.

### Constraints

As mentioned above, the procurement of shelter material, particularly coconut lumber and CGI 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.

## Health, water and sanitation

- **Community health education, hygiene promotion and awareness raising on psychosocial support**

### 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.

### Progress/Achievements

The health activities conducted during the operation started with a household survey. The survey, which was completed by the end of July, provided information on the health needs and status of the beneficiary families. Results of this survey were intended to help the volunteers and national society establish priorities for health education that would lead to the individuals in the *barangays* or the community as a whole to change their health practices for the better. The health education established by the volunteers and PNRC provided the community better insight on methods to prevent communicable and non-communicable diseases from spreading. Health education was also used to identify any health problems the community may have been facing. By the end of October, a total of 42,720 households were surveyed by the health and welfare volunteers.

During the operation, it was discovered that an estimated 90 per cent of the households in the targeted *barangays* lacked sufficient water supply and sanitation facilities. To rectify this issue, the PNRC health and welfare volunteers highlighted the importance of sanitation and hygiene promotion, and immunization for the prevention of childhood diseases. This was done through community health education workshops conducted in the nine targeted provinces of Albay, Aurora, Camarines Sur, Cataduanes, Isabela, Marinduque, Mindoro, Quezon and Sorsogon.

School children and teachers were also selected for sanitation and hygiene promotion in the nine provinces. As part of the basic hygiene training, PNRC volunteers taught school children proper hand washing techniques, how to brush their teeth and ways in which diseases such as malaria and dengue and vector-borne diseases like tapeworm can be contracted and prevented. After the training session, the school children then individually demonstrated to their family, peers and teachers what they had learned on proper hand washing and teeth brushing techniques. A total of 6,727 school children and teachers were provided with health information.

Though the PNRC had selected 45 *barangays* for the community health survey, three additional *barangays* were added as the health condition indicated that immediate attention was needed in these *barangays*.

### **Impact**

The household survey in 48 of the most affected *barangays* in the nine targeted provinces was completed by the end of July. Though 45 *barangays* were originally targeted, the health condition indicated that additional *barangays* demanded immediate attention. Upon completion of this activity, the PNRC health and welfare volunteers made house-to-house visits in the month of August. The volunteers were further able to share and disseminate their knowledge on health to the households as well as promote basic hygiene techniques and ways in which the beneficiaries can prevent common diseases from spreading. The volunteers validated their dissemination skills by having the households demonstrate a simple health technique, such as how to prepare, utilize and store home made oral rehydration solutions.

The given health education was not only limited to mothers in households. It was successfully extended to school children, teenagers, young adults and fathers. In particular, the health education taught to school children and their teachers was well received by the *barangay* administration and school staff members.

### **Constraints**

While conducting the household survey, some of the beneficiary households expected the PNRC health and welfare volunteers to provide them with medicine. The beneficiary households who needed medicine were referred by the volunteers to go to the health centre for treatment.

In some cases, the *barangay* officials and residents were not cooperative, causing the volunteers to look for another *barangay* to disseminate their health messages. The lack of transportation due to the limited access to remote *barangays* caused the volunteers to postpone scheduled visits.

### **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.

### **Progress/Achievement**

The provision and distribution of mosquito nets were originally targeted for six provinces: Aurora, Camarines Sur, Isabela, Mindoro Occidental, Mindoro Oriental and Quezon. However, in the month of June, the department of health declared Camarines Sur to be malaria-free as the disease is no longer a threat in the province.



*A Philippine National Red Cross (PNRC) chapter administrator setting up a mosquito net for a beneficiary family in the province of Rizal*

Following this declaration, the PNRC's community health and nursing services department, in collaboration with the department of health, identified other provinces with high incidence rates of malaria as possible beneficiaries of the mosquito net distribution programme. In place of Camarines Sur, six provinces were selected for the programme: Camarines Norte, Ilocos Norte, Nueva Vizcaya, Pangasinan, Rizal and Zambales. The PNRC chapters covering these provinces were informed of the development and were requested to verify with the local health officials on the incidence of malaria in their respective provinces.

The 10,000 mosquito nets (for 5,000 households) that were originally allocated to Camarines Sur were reallocated and distributed amongst the six newly identified provinces. A balance of 2,000 mosquito nets remained in stock in the PNRC headquarters for future emergencies. The nets were purchased with funds provided by the emergency appeal.

Below is a table showing the distribution of mosquito nets that took place during the operation.

PROVINCE	Number of household beneficiaries	Number of mosquito nets (1-2 per household)
Mindoro Oriental	706	1,412
Mindoro Occidental	705	1,410
Quezon	1,300	2,600
Isabela	1,048	2,096
Aurora	1,241	2,482
Camarines Sur	---	---
Camarines Norte	750	1,500
Rizal	750	1,500
Ilocos Norte	625	1,250
Nueva Vizcaya	625	1,250
Pangasinan	625	1,250
Zambales	625	1,250
National Office	1,000	2,000
<b>Total</b>	<b>10,000</b>	<b>20,000</b>

#### Impact

A total of 20,000 mosquito nets were distributed by the end of July. Of this figure, 18,000 nets were distributed to household beneficiaries while 2,000 nets are kept in stock at the PNRC headquarters for future emergencies.

#### Constraints

It was noted that some targeted beneficiary households sent representatives in their place to claim the mosquito nets. This cost the PNRC volunteers extra time in double checking and verifying the information provided by the representative before handing over the allocated nets.

## 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 medicines by the Red Cross.

Given the lack of funding and the urgent need to provide individual families with transitional shelter facilities, the component on the restoration of damaged health facilities has been cancelled.

## 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.

While the original target was to provide 2,400 beneficiary families with latrines, this figure was lowered to 1,300 early in the operation. This was due to the discovery that most of the selected *barangay* areas had high water tables, where the construction of pit latrines was inadvisable as high water tables meant contaminating sources of drinking water. The additional cost of changing the type of latrines from pit to elevated would negatively impact the overall construction budget and subsequently limit the number of families that would receive shelter. For this reason, a decision was made to stick to the original concept and lower the number of beneficiaries to 1,300. The two provinces selected for this part of the operation were Albay and Camarines Sur.

Following the shelter component of the operation, beneficiaries receiving latrine assistance also had to meet a number of technical criteria, such as adequate depth of the water table (making sure of adequate distance between the latrine construction area and safe drinking water sources, sufficient access to water), and the beneficiaries themselves had to have already owned an individual latrine that was no longer useable due to typhoon-related damages. The design of the latrine was developed based on local context and what the beneficiary families would be most comfortable using.

A total of 602 beneficiary families in Albay and 698 in Camarines Sur benefited from the latrine construction of the operation.

The construction of the latrines was conducted by the beneficiary families and monitored and supervised by the PNRC chapter staff and volunteers. As and when needed, the Federation field delegates provided their assistance.

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

### The Fight Against Malaria

In an attempt to help beneficiaries identify symptoms of malaria, the Philippine National Red Cross (PNRC) Rizal chapter organized a mosquito net distribution in Sitio Binayoyo and Sitio Sapinit in barangay San Jose on 21-22 June. (Sitio is a small settlement with a population of approximately 300 people.)

In addition to distributing the mosquito nets house-to-house to over 295 families of the settlements, the PNRC Rizal chapter volunteers – including two nurses, supported by a volunteer doctor in each of the ten teams – also disseminated information about malaria and taught the residents of both settlements how to prevent mosquitoes, responsible for transmitting the disease, from breeding in the surrounding environment.

“As no-one from this barangay has ever contracted malaria before, nobody knows what the symptoms are or how dangerous it is. And because the families are unaware about malaria, it was important for the PNRC to take action in educating these people before the situation gets any worse,” said Bles Casiño, PNRC Rizal chapter’s Community Health and Nursing Service (CHNS) service representative.

To prevent the disease from spreading further, the distribution of mosquito nets was done on a house-to-house basis to provide the volunteers with an opportunity to talk to the beneficiaries about how malaria is transmitted and to explain how one can protect one’s self by using mosquito nets properly. The PNRC volunteers were joined by volunteer doctors from a nearby training hospital who conducted smear tests to determine which individual in Binayoyo and Sapinit was infected with malaria.

The distribution was purposely conducted in this manner to help beneficiaries understand the seriousness of malaria and to provide tips on how to prevent the disease from spreading.

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

The water and sanitation kits, which consist of 5,000 and 10,000 litre bladders (provided by ICRC), 75,000 litre tanks (Federation), mobile water treatment plants (Spanish Red Cross) and tap stands and pipes, were provided alongside sanitation training in April 2007. These kits is now stored and kept operational in the PNRC national headquarters and warehoused, ready to be utilized in future emergencies.

### **Red Cross and Red Crescent Movement - Principles and initiatives**

The Red Cross and Red Crescent Fundamental Principles, humanitarian values and information relating to the national society were disseminated to all stakeholders involved in the operation as well as to the beneficiaries through all the activities carried out.

### **National society capacity building**

During the implementation of the operation, emphasis was placed on developing the PNRC capacity in terms of logistics, communications, planning, budgeting and reporting. All of the delegation's human resources have been fully mobilized to assist the PNRC in organizing the emergency response.

Although the shelter, relief and health components have come to a close, the operation is being extended by a further 12 months to 31 December 2008. The extension would provide the national society enough time to strengthen their capacity in their day-to-day activities and programmes in a more structured way. The Federation country delegation will provide assistance to the PNRC in this regard. This includes:

- a review of the existing assessment and procedures;
- training in overhead methodologies;
- strengthening of the participation of chapters in disaster management activities;
- supporting the PNRC's operation centre.

The aim is to achieve a better definition of specific tasks of each layer within the national society.

### **Communications – Advocacy and public information**

This operation had helped raise the national society's profile amongst the public, especially in the ten affected provinces. The operation also received extensive local media coverage, both in print and broadcast media, which helped promote and highlight the nature of PNRC's work with vulnerable populations.

### **Lessons learned**

It was noted by the middle of the operation that the PNRC's effectiveness varies from chapter to chapter in the coordination and guidance of the typhoon programme implementation. In hindsight, the PNRC chapter administrators should have been involved on a wider scale in the assessment phase of the operation, even if that would have delayed the drafting of a plan of action by some weeks. If their inputs had been sought earlier, the logistical and procurement side of the operation may have been smoother. It was also noted that the chapter administrators must be authorized in their respective provinces to make decisions on their own and take the lead role in the implementation process of the operation.

Discussions have begun on decentralizing some of the decision making related to the future management of the chapters.

The reporting and financial management systems between the PNRC headquarters and chapters have to be rectified to ensure compatibility with timely and efficient implementation of emergency response operations.

The PNRC needs a list of suppliers – and possibly pre-agreements with them – who are able to provide the necessary materials on short notice during an emergency. The PNRC will source for these suppliers before the next disaster strikes.

The beneficiary selection process was effective in reaching appropriate families.

Technical support provided to beneficiaries by project teams was useful to ensure that the shelters were completed according to specifications, and that all materials were correctly utilized. In cases where construction techniques were less well-known, assistance from carpenters helped minimize technical errors.

In accordance with the Fundamental Principles, the PNRC and Federation did not discriminate with regard to religious and political beliefs, nor pursue political agendas, and respected local culture and customs. The national society involved the beneficiary families in project activities and built on local capacities. However, the involvement of the families in the early stages of programme design and administration was noted as having room for improvement. Future typhoon resistance programmes should place greater emphasis on involving and strengthening the beneficiary community in the planning phase.

The PNRC and Federation's efforts have contributed to addressing the needs of those affected by typhoons and more attention is needed to make these efforts sustainable and institutionalized. Issues of disaster risk reduction, risk transfer and preparedness are to be articulated by and with the communities so that they can be included in upcoming recovery activities.

During the operation, one of the key concerns that emerged was the limited access to safe land by the beneficiary families. In simple terms, the majority of houses collapsed because they were located in areas that are at high risk, such as on slopes and unprotected riverbanks simply because their owners did not have access to safer land. Addressing this issue is crucial in terms of providing sustainable assistance as the majority of the population lives in disaster-prone areas and it is necessary to provide them with safer land. This issue has been taken up by the PNRC, who will advocate on behalf of the beneficiaries that community members have access to safer land.

## 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:**

- In Philippines: Philippine National Red Cross: Corazon Alma De Leon (secretary-general), phone: +63 2 527 08 54, email: [hsl@skynet.net](mailto:hsl@skynet.net) or Benjamin Delfin II (manager of disaster management services), phone: + 63 2 444 0103; email: [benjamindelfin@yahoo.com](mailto:benjamindelfin@yahoo.com)
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**[Interim financial report and appeal budget summary below:](#)**  
**[click here to return to the title page.](#)**

# International Federation of Red Cross and Red Crescent Societies

MDRPH002 - Philippines Typhoons

Interim Financial Report

Selected Parameters	
Reporting Timeframe	2006/10-2008/1
Budget Timeframe	2006/10-2008/12
Appeal	MDRPH002
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
<b>A. Budget</b>		<b>9,878,867</b>				<b>9,878,867</b>
<b>B. Opening Balance</b>		<b>0</b>				<b>0</b>
<b>Income</b>						
<b><u>Cash contributions</u></b>						
American Red Cross		1,077,026				1,077,026
Australian Red Cross		21,266				21,266
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)		955,350				955,350
Cyprus Red Cross		2,062				2,062
ECHO		1,101,600				1,101,600
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
Japanese Red Cross		285,250				285,250
Korea Republic Red Cross		30,000				30,000
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		43,213				43,213
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		415,389				415,389
Norwegian Red Cross (from Norwegian Government)		388,000				388,000
On Line donations		3,212				3,212
Singapore Red Cross		18,799				18,799
Swedish Red Cross (from Swedish Government)		836,100				836,100
Swiss Red Cross		2,368				2,368
Swiss Red Cross (from Swiss Government)		40,000				40,000
Switzerland - Private Donors		400				400
United Arab Emirates Red Crescent		18,274				18,274
VERF/WHO Voluntary Emergency Relief		3,000				3,000
<b>C1. Cash contributions</b>		<b>8,599,491</b>				<b>8,599,491</b>
<b><u>Outstanding pledges (Revalued)</u></b>						
ECHO		273,700				273,700
New Zealand Government		424,000				424,000
OPEC Fund For International Developm		324,000				324,000
<b>C2. Outstanding pledges (Revalued)</b>		<b>1,021,700</b>				<b>1,021,700</b>
<b><u>Inkind Goods &amp; Transport</u></b>						
Danish Red Cross		81,215				81,215

**International Federation of Red Cross and Red Crescent Societies**

MDRPH002 - Philippines Typhoons

Interim Financial Report

Selected Parameters	
Reporting Timeframe	2006/10-2008/1
Budget Timeframe	2006/10-2008/12
Appeal	MDRPH002
Budget	APPEAL

All figures are in Swiss Francs (CHF)

<i>Swiss Red Cross</i>		54,034			54,034
<b>C3. Inkind Goods &amp; Transport</b>		<b>135,249</b>			<b>135,249</b>
<b>Inkind Personnel</b>					
<i>American Red Cross</i>		7,440			7,440
<i>Australian Red Cross</i>		74,400			74,400
<b>C4. Inkind Personnel</b>		<b>81,840</b>			<b>81,840</b>
<b>C. Total Income = SUM(C1..C5)</b>		<b>9,838,280</b>			<b>9,838,280</b>
<b>D. Total Funding = B + C</b>		<b>9,838,280</b>			<b>9,838,280</b>
<b>Appeal Coverage</b>		<b>100%</b>			<b>100%</b>

**II. Balance of Funds**

	Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation	TOTAL
<b>B. Opening Balance</b>		0				<b>0</b>
<b>C. Income</b>		9,838,280				<b>9,838,280</b>
<b>E. Expenditure</b>		-8,098,896				<b>-8,098,896</b>
<b>F. Closing Balance = (B + C + E)</b>		1,739,384				<b>1,739,384</b>

International Federation of Red Cross and Red Crescent Societies

MDRPH002 - Philippines Typhoons

Interim Financial Report

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Budget Timeframe	2006/10-2008/12
Appeal	MDRPH002
Budget	APPEAL

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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
<b>BUDGET (C)</b>		<b>9,878,867</b>					<b>9,878,867</b>	
<b>Supplies</b>								
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		164,997				164,997	0
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		263,634				263,634	0
<b>Total Supplies</b>	<b>6,119,754</b>		<b>6,104,878</b>				<b>6,104,878</b>	<b>14,876</b>
<b>Land, vehicles &amp; equipment</b>								
Computers & Telecom	25,446		34,947				34,947	-9,502
Office/Household Furniture & Equipm.	60,502							60,502
<b>Total Land, vehicles &amp; equipment</b>	<b>85,947</b>		<b>34,947</b>				<b>34,947</b>	<b>51,000</b>
<b>Transport &amp; Storage</b>								
Storage	29,215		29,215				29,215	0
Distribution & Monitoring	110,811		101,446				101,446	9,365
Transport & Vehicle Costs	124,946		72,538				72,538	52,408
<b>Total Transport &amp; Storage</b>	<b>264,973</b>		<b>203,200</b>				<b>203,200</b>	<b>61,773</b>
<b>Personnel</b>								
International Staff Payroll Benefits	921,804		672,304				672,304	249,500
Regionally Deployed Staff	84,825		26,876				26,876	57,949
National Staff	288,087		29,581				29,581	258,506
National Society Staff	119,311		195,291				195,291	-75,980
Consultants	58,585		21,409				21,409	37,176
<b>Total Personnel</b>	<b>1,472,613</b>		<b>945,461</b>				<b>945,461</b>	<b>527,151</b>
<b>Workshops &amp; Training</b>								
Workshops & Training	568,726		70,652				70,652	498,074
<b>Total Workshops &amp; Training</b>	<b>568,726</b>		<b>70,652</b>				<b>70,652</b>	<b>498,074</b>
<b>General Expenditure</b>								
Travel	115,599		100,466				100,466	15,133
Information & Public Relation	250,213		23,297				23,297	226,916
Office Costs	49,303		19,065				19,065	30,238
Communications	69,354		30,601				30,601	38,753
Professional Fees	16		16				16	0
Financial Charges	44,677		44,677				44,677	0
Other General Expenses	195,566		837				837	194,729
<b>Total General Expenditure</b>	<b>724,727</b>		<b>218,959</b>				<b>218,959</b>	<b>505,769</b>
<b>Programme Support</b>								
Program Support	642,126		519,707				519,707	122,420
<b>Total Programme Support</b>	<b>642,126</b>		<b>519,707</b>				<b>519,707</b>	<b>122,420</b>
<b>Operational Provisions</b>								
Operational Provisions			1,092				1,092	-1,092
<b>Total Operational Provisions</b>			<b>1,092</b>				<b>1,092</b>	<b>-1,092</b>
<b>TOTAL EXPENDITURE (D)</b>	<b>9,878,867</b>		<b>8,098,896</b>				<b>8,098,896</b>	<b>1,779,971</b>
<b>VARIANCE (C - D)</b>			<b>1,779,971</b>				<b>1,779,971</b>	

**APPEAL BUDGET SUMMARY**

Annex 1

**PHILIPPINES TYPHOONS****MDRPH002**

	<b>ORIGINAL</b>	<b>REVISED</b>	<b>VARIANCE</b>
<b><u>RELIEF NEEDS</u></b>			
Shelter	2,200,000	2,415,047	-215,047
Construction Materials	3,129,843	3,050,288	79,555
Clothing & Textiles	601,892	164,997	436,895
Food		24,447	-24,447
Seeds & Plants		2,487	-2,487
Water & Sanitation	458,532	82,532	376,000
Medical & First Aid	716,357	82,301	634,056
Teaching Materials	77,778	12,422	65,356
Utensils & Tools	259,553	21,599	237,954
Other Supplies & Services	12,822	263,634	-250,812
<b>Total Relief Needs</b>	<b>7,456,777</b>	<b>6,119,754</b>	<b>1,337,023</b>
<b><u>CAPITAL EQUIPMENT</u></b>			
Land & Buildings			0
Vehicles Purchase			0
Computers & Telecom Equipment	173,734	25,446	148,288
Office/Household Furniture & Equip.		60,502	-60,502
Medical Equipment			0
Other Machinery & Equipment	95,000		95,000
<b><u>TRANSPORT, STORAGE &amp; VEHICLES</u></b>			
Storage - Warehouse	194,888	29,215	165,673
Distribution & Monitoring	406,910	110,811	296,099
Transport & Vehicles Costs	204,417	124,946	79,471
<b><u>PERSONNEL</u></b>			
International Staff	331,110	921,804	-590,694
Delegate Benefits	124,890		
Regionally Deployed Staff	189,000	84,825	104,175
National Staff	3,000	288,087	-285,087
National Society Staff	68,500	119,312	-50,812
Consultants	29,400	58,585	-29,185
<b><u>WORKSHOPS &amp; TRAINING</u></b>			
Workshops & Training	481,623	568,726	-87,103
<b><u>GENERAL EXPENSES</u></b>			
Travel	20,000	115,599	-95,599
Information & Public Relations	22,490	250,213	-227,723
Office running costs	47,500	49,303	-1,803
Communication Costs	10,000	69,354	-59,354
Professional Fees		16	-16
Financial Charges		44,677	-44,677
Other General Expenses	2,500	195,566	-193,066
<b><u>PROGRAMME SUPPORT</u></b>			
Programme Support - PSR (6.5% of total)	685,575	642,126	43,449
<b>Total Operational Needs</b>	<b>3,090,537</b>	<b>3,759,113</b>	<b>-793,466</b>
<b>Total Appeal Budget (Cash &amp; Kind)</b>	<b>10,547,314</b>	<b>9,878,867</b>	<b>543,557</b>
<b>Less Available Resources</b>		<b>9,838,280</b>	
<b>Net Request</b>	<b>10,547,314</b>	<b>40,587</b>	