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Emergency appeal final report

Philippines: Typhoons

 International Federation
of Red Cross and Red Crescent Societies

Final report
Emergency appeal n° MDRPH005
GLIDE n° TC-2009-000205-PHL
28 March 2012

Period covered by this final report: 1 October 2009 to 30 November 2011

Appeal target (final): CHF 12,724,570

Appeal coverage (final): 87 per cent



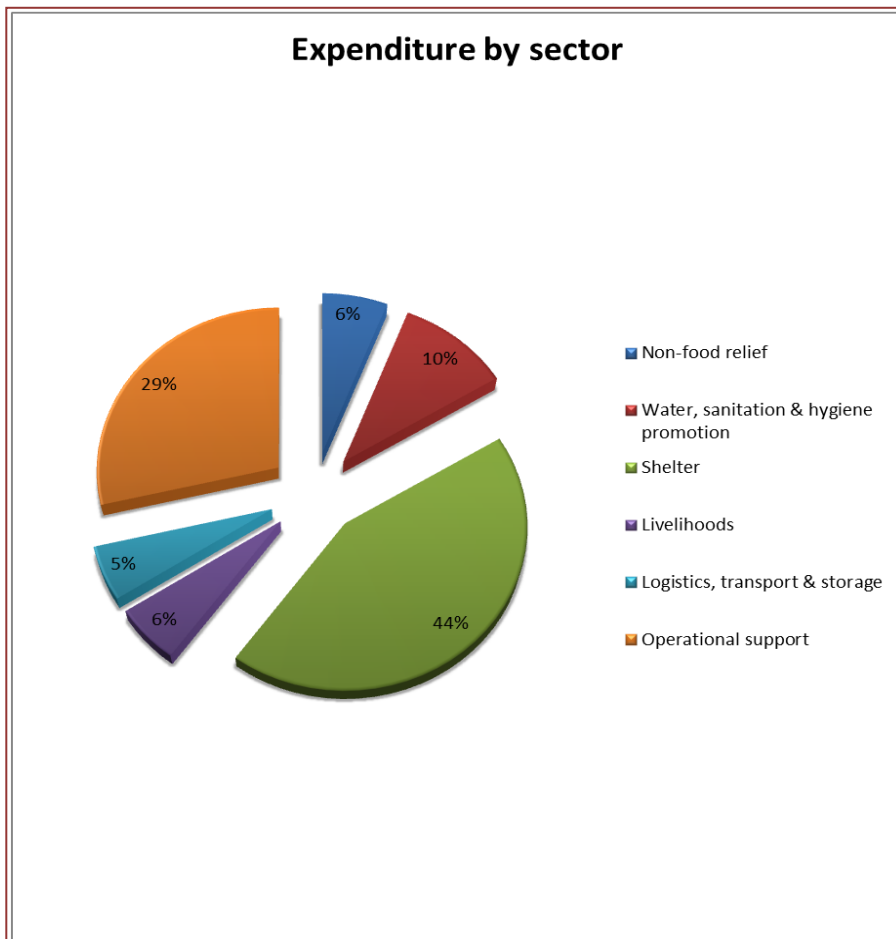
**A woman fetches water from a source installed by the Red Cross in Kalinga. As well as providing homes, this operation installed water points thereby improving access to water for household use.
(Photo: Cheryl Ravelo, freelance/IFRC)**

Appeal history:

- A [revised emergency appeal](#) issued 3 June 2011 for CHF 12,724,570 to assist 46,700 families (233,500 people) extended the operation timeframe until 30 November 2011
- [Operations update 17](#) extended the appeal timeframe until 30 June 2011.
- An [emergency appeal](#) was issued 23 October 2009 for CHF 16,286,096 for 18 months to assist approximately 110,000 families (550,000 people).
- A [revised preliminary emergency appeal](#) was issued 12 October 2009 for CHF 6,854,640 for nine months to assist 200,000 beneficiaries.
- A [preliminary emergency appeal](#) was launched on 1 October 2009 for CHF 3,086,571 for nine months to assist 200,000 beneficiaries.
- Disaster Relief Emergency Fund (DREF): CHF 200,000 [allocated](#) on 30 September 2009 to support the initial response of Philippine Red Cross

Summary: The emergency appeal operation launched by the International Federation of Red Cross and Red Crescent Societies (IFRC) to support Philippine Red Cross (PRC) in delivering assistance to communities affected by typhoons Ketsana and Parma of 2009 was closed on 30 November 2011, having reached 46,700 families (233,500 people) as targeted. The outputs set in the revised emergency appeal have by large been achieved. Collectively, the assistance delivered contributed to alleviating the living conditions of the community members reached.

Financial overview



This appeal was 87 per cent covered, with contributions amounting to CHF 11,031,652 recorded. With this final report, the emergency appeal is closed.

IFRC seeks to transfer the remaining un-earmarked balance¹ to the Philippines [Long-Term Planning Framework](#) (2012-2015). The balance will be used to implement longer-term activities, with priority on locations that were covered by this operation. The activities include — but are not limited to — community-based health and first aid (CBHFA), increasing disaster preparedness stocks, improving logistics and warehousing capacity, enhancing PRC emergency communications capacity and advocacy for local authorities to identify available land for future relocation needs.

Partners/donors who have any queries or require clarification about this reallocation of funds are kindly requested to contact the IFRC [Asia Pacific zone office](#) within the next 30 days.

Achievements and impact

During the emergency phase, PRC ensured that some 36,000 persons sheltered in various evacuation centres had access to safe water. Other services that the National Society provided for evacuees included installing 50 portable toilets, 20 latrines and de-sludging septic tanks, and delivering health services to 700 persons, psychosocial support to 4,000 persons, tracing services to 200 persons, guidance and counselling to 400 persons and referral services to 1,600 persons. Outside evacuation centres, PRC distributed and explained the use of 12,500 units of liquid chlorine (hyposol) for household water treatment to those in need and assisted the

¹ The remaining balance figure continues to fluctuate due to foreign exchange rates, pending the settlement of unpaid pledges.

department of health in distributing doxycycline — as a prophylaxis — to 4,000 persons who had contracted leptospirosis. These activities enabled PRC to contribute towards meeting emergency water, sanitation and health needs of families in evacuation centres, ensuring that those affected received appropriate medical services, the most vulnerable patients received appropriate referral services, and affected persons developed social resilience.

Relief distributions, particularly provision of food packages and non-food items, began alongside emergency operations. At the conclusion of the relief phase, PRC had provided non-food item kits (blankets, mosquito nets, jerry cans and sleeping mats) to 35,100 families, of which items for 20,000 families were supplied by IFRC through this emergency appeal operation. The National Society also distributed kitchen sets to 6,200 families, cleaning kits to 20,000 families, hygiene kits to 45,200 families and assorted hygiene items to 7,200 families. Kitchen sets and household sanitation items for 4,200 families who benefitted from shelter interventions were supplied by IFRC. The relief distributions undertaken in the course of this operation helped to meet immediate needs of families who had incurred losses or damage to household items.

With the conclusion of the relief phase, focus shifted to early recovery. Shelter interventions supported by IFRC comprised two components: repair kits (for families whose homes were partially damaged due to effects of the typhoons) and transitional shelter (for families whose homes were totally damaged or destroyed). At the closure of the operation, some 5,100 affected households had been provided with shelter repair materials and tools while some 4,000 others had received transitional shelter assistance. The assistance helped to ensure that beneficiary families applied safer shelter solutions utilizing locally appropriate materials and guidance on improved building techniques. All families provided with transitional shelter assistance also received PHP 7,000 (approximately CHF 150) grants to obtain input for re-establishing basic means of household income. Additionally, they were provided with kitchen sets and household sanitation items. IFRC provided kitchen sets, household sanitation items and livelihoods grants for some 350 other families who benefitted from transitional shelter assistance by PRC outside this emergency appeal operation.

As well as ensuring that household latrines were integral components of the 4,000 transitional shelters provided, water and sanitation interventions implemented during the early recovery phase extended to construction or rehabilitation of water and sanitation facilities in targeted schools and communities. In this regard, IFRC supported PRC in constructing or rehabilitating water and sanitation facilities for 30 schools — collectively with a population of 32,800 pupils and 800 staff — and installing 21 communal water supply systems and 20 communal washing areas in targeted communities. These interventions have improved access to water and sanitation facilities in assisted schools and communities. Improved water and sanitation facilities also position the schools to serve effectively as evacuation centres in case of potential future disasters. Provision of latrines and septic tanks as part of shelters has ensured disposal of excreta in safer conditions, thereby reducing the risk of sanitation-related diseases. The hardware inputs (facilities) were accompanied by a software component (health and hygiene education), with PRC delivering health and hygiene education to some 46,700 families through this emergency appeal operation. The hygiene promotion component contributed, in part, to imparting knowledge, attitude and skills on proper hygiene behaviour among the people reached. Families assisted with transitional shelters are aware of the importance of latrines, proper use and maintenance while staff and pupils in schools assisted are better positioned to maintain the water and sanitation facilities provided by the Red Cross.

Apart from providing direct assistance to families affected by the typhoon, IFRC put effort into reinforcing the disaster preparedness and response capacity of PRC. Preparedness stocks that were used up in the relief phase of this operation were replenished. IFRC also supported the National Society to form, train and equip 11 land and water search-and-rescue teams. The replenished preparedness stocks as well as the trained search-and-rescue teams enabled PRC to respond swiftly to the needs wrought by typhoons [Megi](#), [Nesat and Nalgae](#) which struck in October 2010, September 2011 and October 2011 respectively. Additionally, besides technical support to the operation, IFRC delegates trained and mentored PRC staff and volunteers, including in managing shelter and livelihoods programmes, together with exploration of new response methodologies such as use of commodity vouchers. Recently, some of the staff and volunteers whose capacity was enhanced through this emergency appeal operation were deployed to utilize their experience in the response to [Tropical Storm Washi](#).

Challenges

Most of the challenges that affected implementation of activities under this operation were, for the most part, external in nature and beyond the control of PRC and IFRC. Shelter interventions were particularly constrained by limitations relating to obtaining safer land for resettling affected families that used to live in areas that were classified as 'no build zones'. In fact, this operation has been closed with a significant balance of funds which were initially set aside to provide shelter at a potential site in Zambales, which failed to materialize at the last minute.

Other challenges related to difficulties in procuring a constant supply of somewhat-controlled wood material, suppliers not working to agreed schedules and quality, and the logistics of supplying materials to construction sites that were at times affected by heavy rains. The challenges notwithstanding, PRC — supported by IFRC — strived to implement all activities in accordance with Sphere standards as much as possible. There is no doubt that the operation has contributed to improving conditions of beneficiaries, including in terms of the quality of shelter, access to water and sanitation infrastructure being more stable than in the places they lived previously. Moreover, the land on which the transitional shelters stand is legal and less prone to natural disasters.

Lessons learnt

As part of IFRC and PRC commitment to capture lessons for improved action in future potential disasters, three evaluations were conducted for this operation: a real-time evaluation, a mid-term evaluation and a final evaluation. Overall, the operation presented PRC and IFRC with important lessons that will inform the design, implementation and management of future similar interventions.

Clearly, owing to the challenges outlined above, the operation took longer than it was originally envisioned. To mitigate limitations relating to obtaining suitable, safer land, PRC needs to continue advocacy work for local authorities to identify available land for future relocation needs within a localized contingency planning and hazard mapping exercise, as a part of the national disaster risk reduction plan especially because the number of natural disasters affecting the Philippines annually is not diminishing. Also owing to time constraints resulting from delayed availability of suitable, safer land to resettle people who lived in 'no build' or hazard zones, the recovery response gave more emphasis to hardware needs of the affected communities, with community development aspects initiated towards the last months. In future, similar operations, effort should be put on establishing community management committees as soon as relocation sites have been identified. This will enable a greater sense of community togetherness, and will help to create good practices in the future upkeep and maintenance of the sites. To rectify this, PRC and IFRC should continue to implement activities that will foster a sense of communal responsibility at resettlement sites. This should be done within the context of longer-term, annual appeal funded programmes such as community-based health and first aid (CBHFA).

The water and sanitation component made marked improvements to water and toilet facilities in 30 schools — most of them near new settlements — so as to accommodate the influx of new children and cater for more evacuees in case of future potential disaster. The possibility of providing new classrooms to go with this initiative could have been further investigated and perhaps pursued through partnerships with external organizations. Future operations should be more proactive in securing partnerships or linkages with other local or international organizations with complementary skill sets or resources that could provide a more holistic approach to the welfare of newly established settlements.

Acknowledgement of contributions

The operation could not have been implemented successfully without the support of Red Cross Red Crescent partners, government partners and institutional partners, and private/corporate donors.

Apart the European Commission's humanitarian aid and civil protection (ECHO) department, the following partners provided donations for this operation: American Red Cross; Australian Red Cross/Australian government; Austrian Red Cross; British Red Cross/British government; Canadian Red Cross Society/Canadian government; Danish Red Cross; Finnish Red Cross, Hong Kong branch of Red Cross Society of China; Icelandic Red Cross; Irish Red Cross Society; Japanese Red Cross Society; Luxembourg Red Cross; Netherlands Red Cross/Netherlands government; New Zealand Red Cross/New Zealand government; Norwegian Red Cross/Norwegian government; Red Crescent Society of the Islamic Republic of Iran; Red Cross of Monaco; Swedish Red Cross/Swedish government; and Republic of Korea National Red Cross.

Contributions were also received from the Italian government, Credit Suisse Foundation; Motorola Foundation; Mellon Bank; OPEC Fund for International Development; and the Voluntary Emergency Relief Fund (VERF)/WHO.

On behalf of the PRC, IFRC would like to thank all partners and donors for their generous contributions to this appeal. Collectively, their support allowed PRC to do more, do better and reach further in alleviating conditions of assisted community members who were affected by the typhoons of 2009.

[**<click to see the final financial report² and contact details>**](#)

² The attached financial report has been issued on interim basis, pending the reflection of ECHO's contribution and reallocation of the balance. A final financial report, reflecting all contributions and expenditure will be attached to this narrative by 31 May 2012

The situation

In September and October 2009, Philippines was severely hit by two major typhoons that caused widespread damage and destruction: Ketsana (locally known as Ondoy) on 26 September and Parma (Pepeng) on 3 October. The typhoons resulted in widespread flooding, leaving a trail of destruction and causing hundreds of casualties. As the response to Ketsana and Parma was being mounted, two more typhoons – Melor (Quedan) and Lupit (Ramil) – approached but dissipated without causing much damage. Then, on 30 October 2009, another significant typhoon, Mirinae (Santi), made landfall. According to the Philippine national disaster risk reduction and management council (NDRRMC) – the combined effects of the typhoons left close to a thousand people dead, over 700 injured and 89 missing. In total, over 10 million people (about two million families) were affected, with some 46,000 houses destroyed and over 260,000 others partially or significantly damaged.

Red Cross and Red Crescent action

Overview

Philippine Red Cross (PRC) played a crucial role in disaster response following the typhoons. Within hours of Ketsana striking, the National Society had deployed experienced and well-trained volunteers to conduct search-and-rescue and evacuate people in high-risk areas to safer ground. Red Cross volunteers and staff also delivered assistance in 59 evacuation centres, including providing food and other relief items as well as meeting immediate health-related and welfare needs. Subsequently, the International Federation of Red Cross and Red Crescent Societies (IFRC) launched this emergency operation on behalf of PRC.



Staff of Philippine Red Cross assesses the damage wrought by Typhoon Ketsana
(Photo: Yoshi Shimizu/IFRC, freelance)

Relief distributions covered the needs of most vulnerable typhoon-displaced families in Benguet, Bulacan, Camarines Norte, Ilocos Sur, Kalinga, La Union, Laguna, Nueva Ecija, Pampanga, Pangasinan, Quezon City, Rizal, Tarlac and Zambales. As well as these locations, health and hygiene promotion activities extended to Cagayan, Camarines Norte, Ilocos Norte and Quezon City. Early recovery interventions covered seven provinces: Bulacan, Kalinga, La Union, Laguna, Pangasinan, Rizal and Zambales. Assessments had identified shelter as top priority; thus, shelter inputs formed almost half of the budget and — combined with livelihoods activities — account for more than 50 per cent of the total expenditure. An integrated approach was maintained with other sectors that are necessary for a community to thrive, such as provision of water and sanitation facilities.

Table 1: Summary of assistance delivered through this appeal

Sector	Main activities	No. targeted	No. reached
Relief distributions (non-food items)	Blankets, mosquito nets and sleeping mats	20,000 families	20,000 families
	Hygiene kits	20,000 families	20,000 families
	Jerry cans	20,000 families	20,000 families
Health and care	Psychosocial support	n/a	4,000 persons
	Referral services	n/a	1,600 persons
	Health promotion	46,700 families	46,700 families
Water, sanitation, and hygiene promotion	Jerry cans (part of non-food items)	20,000 families	20,000 families
	Hygiene kits (part of non-food items)	20,000 families	20,000 families
	Sanitation kits (linked to shelter)	5,000 families	4,253 families
	Water supply systems	21	21
	Communal washing areas	20	20
	Hygiene promotion	46,700 families	46,700 families
	Water and sanitation facilities for schools	30 schools	30 schools (32,800 pupils and 800 staff)
Shelter	Transitional shelters with latrines	5,000 families	4,003 families
	Shelter repair kits	5,100 families	5,100 families
	Sanitation kits	5,000 families	4,253 families
	Kitchen sets	5,000 families	4,253 families
Livelihoods	Livelihoods grants worth PHP 7,000	5,000 families	4,347 families
Preparedness and capacity building	Form, train and equip search & rescue teams	6 teams	6 teams
	Provide vehicles	2 land cruisers	2 land cruisers
	Replenish preparedness stocks	10,000 families	10,000 families

Note: The average size of a family is five (5) persons

As well as the support provided by IFRC under this emergency appeal operation, PRC received in-country assistance from other Movement partners, mainly the International Committee of the Red Cross (ICRC), American Red Cross, German Red Cross, Spanish Red Cross and Swiss Red Cross. In-country support by American Red Cross and Swiss Red Cross was phased out in 2010. The Movement partners concerned held scheduled and ad hoc coordination meetings to build synergies, to streamline intervention approaches, and to enhance complementarity of the support provided to people affected by the typhoons.

Outside the Movement, IFRC consistently participated in inter-agency meetings to coordinate overall response efforts. In addition to meetings of the humanitarian country team (HCT), which were led by the UN resident coordinator, IFRC participated in the inter-agency standing committee (IASC) clusters that were activated. IFRC was requested to convene the shelter cluster to complement existing government cluster-like structures. The shelter cluster was requested to focus on coordinating activities of international humanitarian actors in close consultation with ongoing national responses that were coordinated primarily by the department of social welfare and development (DSWD). The shelter coordination team, composed of a coordinator and an information manager, was deployed on the second day of the emergency. The team was in place for three months, with minor rotation of personnel. Besides holding regular meetings with all cluster stakeholders, it developed coordinated strategic plans and standards for shelter-related interventions, and reported consolidated progress analysis on behalf of all partners.

Although deployment of the shelter coordination team was funded through the IFRC appeal mechanism, it was exclusively dedicated to the coordination task independent of PRC and IFRC operations. In all, some 33 national

and international humanitarian agencies participated in a coordinated strategic response of a variety of shelter interventions across at least 53 municipalities in five regions of Luzon. By the end of IFRC's tenure as the convener of the shelter cluster, some 575,000 persons had been reached with some form of shelter activity by participating agencies. It is standard practice of IFRC when convening the shelter cluster to develop ongoing partnerships so that other agencies can continue the role of coordination after the emergency phase, into the recovery and reconstruction phases. As such, it was determined early that UN Habitat would transition to take on coordination duties after the emergency phase. In December 2009, UN Habitat officially took over coordination of the shelter cluster activated for this intervention. Material developed during the said deployment is available [here](#).

Also outside the Movement, PRC maintained strong coordination with government bodies by collaborating with NDRRMC, DSWD, department of health (DOH), local government units, and the provincial, municipal and barangay disaster risk reduction and management councils. IFRC supported the humanitarian diplomacy efforts of the national society, especially with regard to advocacy to obtain 'safer' land to resettle displaced families. For the school water and sanitation facilities rehabilitation project, coordination was maintained with department of education and school principals.

Achievements against outcomes

Relief distributions (basic non-food items)

Outcome: The status of 20,000 affected families improved through timely distribution of appropriate relief items within six months while quantities for 10,000 families are mobilized to replenish used stocks.

Outputs	Activities planned
<ul style="list-style-type: none"> The immediate essential household item needs of 20,000 affected families are met through relief distributions Capacity of PRC to undertake timely distribution of appropriate relief items strengthened by replenishing stocks for up to 10,000 families 6,500 families assisted with shelter receive essential household utensils and cleaning items 	<ul style="list-style-type: none"> Develop a beneficiary targeting strategy and registration system Mobilize volunteers and provide them with orientation on distribution protocols Register and verify beneficiaries Mobilize validated beneficiaries for relief distributions Arrange pre- and post-relief distribution volunteer meetings Distribute blankets (two per family), sleeping mats (two per family) and mosquito nets (two per family) to 20,000 families Provide jerry cans (one per family for 20-litre and two per family for 10-litre) for household level water storage, to 20,000 families Provide hygiene kits (one per targeted family) to 20,000 families Track movement of items from point of dispatch to end-user Undertake real-time needs/capacity assessments to identify gaps Monitor and report on distributions Coordinate with other sectors – such as water and sanitation (for distribution of mosquito nets, jerry cans and hygiene kits) and shelter (for distribution of kitchen sets and sanitation kits) Stock up quantities (of blankets, sleeping mats, mosquito nets, jerry cans and hygiene kits) for 10,000 families to replenish used up supplies (<i>as part of disaster preparedness</i>) Provide kitchen sets (one per targeted family) to families assisted with transitional shelters Provide sanitation kits (one per targeted family) to families assisted with transitional shelters

Achievements and impact:

This sector had three components:

- Providing standard PRC non-food item packages and hygiene kits to affected families in evacuation centres and communities
- Providing essential household utensils and cleaning items to families assisted with transitional shelter
- Replenishing preparedness stocks for up to 10,000 families.

Non-food item packages and hygiene kits

Distribution of non-food item packages and hygiene kits to typhoon-affected families was initiated alongside assessments by PRC using funds advanced from IFRC's disaster relief emergency fund (DREF).

Initial distributions focused on displaced families in evacuation centres although it was later expanded to cover families in communities. Utilizing resources mobilized through this emergency appeal as well as those mobilized outside the emergency appeal, PRC provided complete non-food item packages and hygiene kits to a total of 35,100 families and assorted non-food items to some 46,400 families.

Complete non-food item packages and hygiene kits for 20,000 families were provided by IFRC through this emergency appeal. This support helped to ensure that immediate essential household item needs of 20,000 affected families in Bulacan, Kalinga, Laguna, Nueva Ecija, Pangasinan, Quezon City, Rizal, Tarlac and Zambales were met.



Some beneficiaries head home after receiving relief items from the Red Cross (Photo: Yoshi Shimizu/IFRC, freelance)

Table 2: Families assisted with non-food items and hygiene kits through this appeal operation

Province/City	No. of families assisted with non-food items and hygiene kits
Bulacan	3,314
Kalinga	480
Laguna	17,078
Nueva Ecija	800
Pangasinan	4,460
Quezon City	5,684
Rizal	6,370
Tarlac	504
Zambales	1,310
Total	40,000

A standard non-food item package was composed of two blankets, two mosquito nets, two jerry cans and two sleeping mats. A standard PRC hygiene kit contained five toothbrushes, one tube of toothpaste, one bottle of shampoo, five pieces of bathing soap, five plastic combs, one pack of cotton buds (with 200 pieces), one pack of sanitary napkins (with 10 pieces), one nail clipper, one bar of washing soap, two packs of disposable razors, two rolls of toilet paper and five face towels. The composition of the non-food item package and the beneficiary selection criteria had already been set by PRC prior to the typhoons.

Household utensils/cleaning items

In addition to the non-food item packages and hygiene kits, this appeal operation supported the provision of kitchen sets and household sanitation items for 4,200 families that benefitted from shelter interventions. This ensured that essential household utensils and cleaning item needs of assisted families were met. Each kitchen set comprised two stainless steel cooking pots, a stainless steel frying pan, five plastic cups, five stainless steel plates, five stainless steel bowls, five stainless steel forks, five stainless steel spoons, five stainless steel knives, a wooden stirrer and a kitchen knife. The sanitation kit contained a 20-litre jerry can, a 60-litre water container, a dipper and a toilet brush.

Prior to the distribution of non-food item packages and hygiene kits, Red Cross staff and volunteers in the chapters identified several strategic locations to act as distribution points. Each distribution point catered to a cluster of beneficiaries, depending on proximity, thus ensuring that assistance was delivered in the most cost-

effective, time-conscious manner and within distances that were convenient for all beneficiaries, particularly women. Before the start of each distribution, staff and volunteers from the respective Red Cross chapters organized orientation sessions to inform beneficiaries about the actual process of distribution. This was to ensure that distributions were orderly and respectful, and that attention was paid to the safety, security, and dignity of beneficiaries. IFRC delegates and staff from the PRC national headquarters visited the chapters to monitor distributions and to support pre-distribution and post-distribution meetings with staff and volunteers. Monitoring revealed that the chapter staff and volunteers were very knowledgeable about their communities, were well-trained in basic Red Cross relief protocols, and had excellent work ethics. The chapters made remarkable preparations, and distributions were orderly and respectful. Attention was paid to the safety, security, and dignity of beneficiaries.

The IFRC logistics team supported PRC in tracking the movement of items from Manila to respective distribution points. Respective chapters were required to sign waybills and goods-received notes (GRN) to acknowledge receipt of items from the IFRC warehouse in Manila. From the chapters, items were dispatched to distribution points in accordance with the actual number of revalidated beneficiaries to be served by a particular distribution point. All staff and volunteers involved were trained in basic Red Cross relief protocols, including maintaining accurate records of beneficiaries they had served. Chapters collated distribution reports and submitted them to PRC's national headquarters. Reconciliation of figures was then undertaken based on distribution forms that were signed by beneficiaries as proof of receiving entitled items.

Replenishment of preparedness stocks

As mentioned earlier, distribution of non-food item packages was initiated alongside assessments by PRC using funds advanced from IFRC's DREF. The items provided at the emergency phase of this operation were released from preparedness stocks while some 100 tonnes [or 500 m³] of relief items were airlifted from the IFRC zone logistics hub in Kuala Lumpur, Malaysia. As well as providing direct assistance to families affected by the typhoon, IFRC put effort in replenishing preparedness stocks that had been advanced to this operation so as to reinforce the disaster preparedness and response capacity of PRC. The replenished preparedness stocks enabled PRC to respond swiftly to the needs wrought by subsequent disasters, including typhoons Megi, Nesat and Nalgae which struck in October 2010, September 2011 and October 2011 respectively.

Emergency health	
Outcome: The immediate health risks of 46,700 typhoon-affected families (233,500 persons) are reduced through provision of community-level preventive messages.	
Outputs	Activities planned
<ul style="list-style-type: none"> • People in typhoon-affected communities have received basic health messages • The most vulnerable patients have received appropriate referral services • Affected persons are supported to develop social resilience 	<ul style="list-style-type: none"> • Working with appropriate health authorities, assist in assessing the health risks and health needs of typhoon-affected people • Carry out health promotion activities (linked with hygiene promotion) in affected communities to minimize the risk of communicable diseases • Distribute information, education and communication materials bearing health messages • Provide medical referral services for malnourished patients, children, pregnant women and other vulnerable typhoon-affected groups • Deploy mobile medical teams/posts in affected communities to support local health facilities • Provide psychosocial support to vulnerable typhoon-affected persons, volunteers, and staff

Achievements and impact:

This sector had three components:

- Providing appropriate medical services, including referral, for the injured and acutely ill persons in evacuation centres
- Providing psychosocial support services to assist affected people to move on to recovery
- Conducting health education to prevent the occurrence of outbreaks

Medical services

In the immediate aftermath of Typhoon Ketsana, PRC delivered emergency health services using its own resources and local donations. The National Society established a 50-bed medical station at Philippines Sports Arena, Manila and a 35m² medical tent in Botolon, Zambales.



A member of Philippine Red Cross health team attends to a sick child
(Photo: Yoshi Shimizu/IFRC, freelance)

The two medical facilities were staffed by volunteers, midwives, doctors and nurses and operated on 24/7 basis. At the time of their demobilization, they had catered for 700 patients. In addition to the temporary medical facilities, PRC assisted the department of health in providing doxycycline to some 4,000 persons following outbreaks of leptospirosis in several affected areas.

Psychosocial support

As well as addressing physical health needs, PRC undertook efforts to address the psychosocial needs of typhoon-affected persons. In this regard, some 5,000 persons were reached through psychosocial support services, which included stress debriefing for adults and children as well as activities such as play therapy, screening of movies, board games, volleyball, basketball and other

recreational activities, while around 1,600 others were referred to relevant social welfare institutions. PRC also provided post-disaster psychosocial debriefing for at least 200 of its volunteers and staff. This support was necessary because the first responders assisted affected persons from their own communities/families, with some left with a feeling of not having done enough — especially where people had perished — and others troubled by stories told by survivors.

Health education

Throughout the operation, PRC undertook disease prevention and health education activities in priority communities. Through IFRC support, the national society recruited, trained and mobilized 590 community health volunteers (CHVs) who organized health education sessions in severely-affected communities. Aside from general hygiene messages, the sessions included topics such as common diseases during emergencies. The sessions were reinforced with distribution of information, education and communication (IEC) materials bearing key points in the prevention of diseases such as leptospirosis, diarrhoea, athlete's foot, malaria and dengue fever. In all, 46,700 families (approximately 233,500 persons) across 12 provinces and one city were reached.

Water, sanitation, and hygiene promotion

Outcome: The risk of waterborne and water-related diseases has been reduced through the provision of safe water supply, adequate sanitation facilities and hygiene promotion to 46,700 families (233,500 persons) as well as 32,800 pupils and 800 staff in 30 schools.

Output	Activities planned
<p>Access to safe water and adequate sanitation facilities restored, improved or established and awareness of hygiene practices increased among typhoon-affected communities</p>	<ul style="list-style-type: none"> • Assess the basic water, sanitation and hygiene promotion needs and likelihood of water and sanitation-related diseases • Survey the availability of safe drinking water for people sheltered in evacuation centres • Provide potable water [using bladders] at targeted evacuation centres as per needs • Provide emergency latrines [based on need] for males and females at evacuation centres • Provide water storage containers [jerry cans] to 20,000 families (as part of non-food item packages) • Provide hygiene kits (one per targeted family) to 20,000 families (as part of non-food item packages) • Mobilize existing trained community health volunteers, and recruit and train new/additional ones • Undertake baseline surveys to determine the level of awareness

	<p>and hygiene practices in project communities</p> <ul style="list-style-type: none"> • Mobilize community health volunteers and members for hygiene and health promotions sessions • Produce information, education and communication materials and disseminate relevant hygiene and health messages to 46,700 families (233,500 people) in the target communities • Undertake final surveys to determine level of improvement in awareness and practices • Coordinate with other sectors – such relief distributions (for water storage containers and hygiene kits) and shelter (for sanitation kits, latrine construction) • Coordinate with the WASH cluster • Monitor and report on activities • Support construction of pour-flush latrines and septic tanks as integral components of all shelters constructed • Provide sanitation kits (one per targeted family) to families assisted with shelters (<i>as part of non-food packages, linked to shelter</i>) • Provide 21 water supply systems, linked to the shelter programme • Advocate for appropriate authorities to conduct water quality testing • Mobilize communities to form water committees (for maintenance of the systems provided) • Train the water committee’s technician and hygiene promoter • Provide 20 communal washing areas, linked to the shelter programme • Install gutters to capture rainwater and support construction of a drainage system at the Antipolo relocation site in Rizal • Construct or rehabilitate water and sanitation facilities for 30 schools used as evacuation centres or affected by the typhoons (sanitation blocks, such as latrines and urinals, and provision of hand washing facilities, including taps and installation of water pumps) serving 32,800 pupils and 800 staff • Promote proper hygiene practices among 32,800 pupils and 800 staff in 30 schools to enable them maintain the water and sanitation facilities provided • Organize participatory hygiene and sanitation transformation (PHAST³) training for PRC staff and volunteers to develop a pool of trained persons
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Achievements and impact:

This sector had five components:

- Emergency water and sanitation
- Water and sanitation facilities linked to shelter interventions
- Construction or rehabilitation of water and sanitation facilities in schools
- Hygiene promotion in schools and communities
- PHAST training for PRC staff and volunteers

Emergency water and sanitation

In the immediate aftermath of Typhoon Ketsana, PRC provided water and sanitation services to affected families in evacuation centres and communities. Using own resources and support of other Movement partners, the National Society deployed 19 bladder tanks, ensuring that 36,000 persons had access to safe water, and provided 12,500 units of chlorine liquid (hyposol) for household water treatment to those in need. In addition, PRC provided 50 portable toilets in Marikina City and Pasig City, constructed 20 permanent latrines in Marikina City and Quezon City and — jointly with ICRC — de-sludged septic tanks at five evacuation centres in Marikina City. Provision of latrines and de-sludging of septic tanks ensured disposal of excreta in safer conditions, thereby reducing the risk of sanitation-related diseases in in the evacuation centres supported.

³ The PHAST methodology supports the success and sustainability by increasing hygiene awareness within communities. Communities supported through this process are able to examine existing hygiene behaviour and understand how transmission of disease takes place and how they can be prevented at a household level

Water and sanitation facilities linked to shelter interventions

Linked to the shelter component, an integrated approach was maintained in that each transitional shelter was provided with a pour-flush latrine and a septic tank. Beneficiaries and local government authorities were consulted during the design of the latrine, with the merits of the pour-flush model with a two-chamber septic tank highlighted. The design utilizes materials available locally and is common in the Philippines; desludging companies are also available. It is adaptable to different situations – in flood-prone areas, the latrines can be elevated and where sewer systems exist, individual household septic tanks can be connected to them.

Also linked to shelter, IFRC supported PRC in installing a total of water supply systems in Bulacan, Kalinga, Pangasinan and Rizal. The system in Kalinga is at a relocation site where 49 families were assisted with transitional shelters. It comprises a deep well, fitted with an electric pump that enables pumping of water into an elevated tank that, in turn, distributes water to two communal tap stands by gravity. The system can deliver 40 litres per person per day. In Pangasinan, two boreholes with hand pumps were installed at a relocation site where 171 families received transitional shelter assistance. Two aprons for two hand pumps that existed at the site were also rehabilitated while three washing areas — two beside the two new water points and one beside one of the water sources that existed before — were constructed. The system in Bulacan comprises a borehole and a hand pump, and was installed to benefit some of the families who received shelter repair kits. In Rizal, this operation supported the installation of 17 boreholes fitted with hand pumps as well as 17 washing areas — one for each water point — and a drainage system. They are connected to a concrete drainage canal that also collects rainwater from the roads and gutters and directs it to the natural creek. The drainage comprises open canals on both sides of the road.

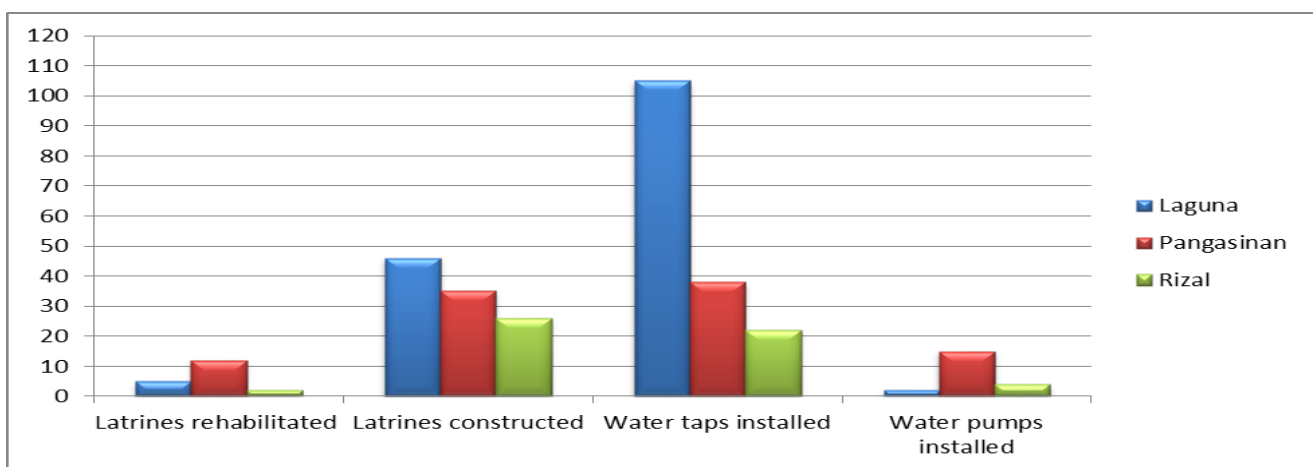
Provision of water and sanitation facilities linked to shelter interventions has contributed to improved access to water and sanitation in the communities assisted. The communal washing areas, in which the beneficiary community does laundry and other forms of washing, helps to avoid stagnant water near their houses. Directing water to drainage canals also prevents stagnation of water during the rainy season, thereby minimizing mosquito-breeding. In all, access to water and sanitation conforms to Sphere standards.

To ensure sustainability of the facilities provided in Kalinga, PRC facilitated consultations with community members, who formed a water committee – with a set of regulations – and agreed on a tariff system. Each household contributes an agreed amount on a monthly basis. The amount goes into a pool used to cover the system's running and maintenance costs. A similar arrangement was promoted in Pangasinan and Rizal.

Water and sanitation facilities for schools

This project component targeted schools that were used as evacuation centres during the typhoons or had their water and sanitation facilities damaged as a result of the typhoons. In total, 30 schools – 11 in Laguna, 13 in Pangasinan and six in Rizal — benefited. The assistance provided included construction or rehabilitation of sanitation blocks such as latrines and urinals, installation of boreholes fitted with pumps, and provision of hand washing facilities, including taps. The schools assisted have a total of 820 staff and 32,800 pupils.

Graph 1: Types and number of facilities provided



Throughout the project, close collaboration was maintained with the department of education and the relevant school principals. The engineering departments of respective local municipalities were also consulted and participated in technical surveys on the types of facilities provided. In designing the facilities for each school, several factors were considered, among them availability of space for construction and the type of institution. For

instance, in elementary schools the facilities constructed were conjoined to classrooms. The flooding scenario was also considered in that for flood-prone areas, the structures were elevated. Regarding security, where there was the risk of intrusion and vandalism, doors were fitted with grills. Finally, schools that indicated that they could not afford to pay bills for electric water pumps were provided with hand pumps instead.

Construction and rehabilitation of the facilities has restored or improved access to water and sanitation facilities by pupils and teachers. Improved water and sanitation facilities also position the schools to serve effectively as evacuation centres in potential future disasters, as the facilities are in larger numbers to cater for an additional caseload of evacuees. Facilities provided for schools near relocation sites where the Red Cross assisted displaced families with transitional shelters also enhanced the capacity of the schools to cater for an additional caseload of new pupils.

Hygiene promotion in schools and communities

Hygiene education activities were undertaken in three various ways: basic hygiene promotion in communities (which was done by hygiene promoters alongside relief distributions); hygiene education in communities (a step-by-step process led by extensively-trained community health volunteers), and hygiene education in schools (designed to promote proper hygiene practices among staff and pupils in schools with the view of positioning them to maintain the water and sanitation facilities provided by the Red Cross). Collectively, the hygiene education sessions ensured that people in typhoon-hit communities received appropriate health messages, improving knowledge and practices essential for prevention of infectious diseases.



A Red Cross community health volunteer conducts hygiene promotion
(Photo: Yoshi Shimizu/IFRC, freelance)

Through support delivered under this emergency appeal operation, PRC recruited, trained and mobilized 590 community health volunteers and 14 monitoring officers (also CHVs). After receiving relevant training — which included topics such as common diseases in emergencies, household water treatment, proper food preparation, and proper hygiene and sanitation practices — the CHVs undertook knowledge, attitude and practice (KAP) surveys in order to have a baseline for measuring the impact of hygiene promotion awareness. Subsequently, they conducted health and hygiene promotion sessions for a total of 46,723 families across 12 provinces (Aurora, Bulacan, Cagayan, Camarines Norte, Cavite, Ilocos Norte, Kalinga, La Union, Laguna, Pangasinan, Rizal and Zambales) and one city (Quezon City).

The health and hygiene promotion sessions were reinforced with distribution of information, education and communication (IEC) materials bearing key points on disease such as leptospirosis, diarrhoea, athlete's foot, malaria and dengue fever. At the completion of this component, the CHVs conducted final surveys to determine whether there had been any improvement — among the families reached — on knowledge, attitude and practice relating to hygiene matters.

As well as health and hygiene promotion sessions for community members, PRC facilitated sessions for 32,800 pupils in the 30 schools supported with water and sanitation facilities. Initially, each school was supported in forming a water committee, comprising teachers and pupils, which would oversee proper maintenance of the facilities provided and organize hygiene promotion sessions. PRC provided training for the water committees and provided inputs such as flip charts for use as teaching aids. The committees were also provided with cleaning kits: schools with five or less latrines with one kit; schools with six to 10 latrines with two kits, and; schools with more than 10 latrines, three kits. Besides positioning staff and pupils in the schools assisted to maintain the facilities provided, the project contributed towards imparting pupils with knowledge, attitude and skills on proper hygiene practices.

Table 3: No. of CHVs trained and families reached with hygiene promotion

Province/City	Community health volunteers (CHVs)	Monitoring officers	Families reached
Aurora	58	2	3,000
Bulacan	29	1	3,000
Cagayan	49	2	3,486
Camarines Norte	34	1	3,500
Cavite	42	2	3,000
Ilocos Norte	30	1	3,000
Kalinga	45	2	4,000
La Union	29	1	3,000
Laguna	98	2	5,689
Pangasinan	61	2	6,000
Quezon City	33	1	3,000
Rizal	32	1	3,048
Zambales	35	1	3,000
Total	575	19	46,723

Participatory hygiene and sanitation transformation (PHAST) training for PRC staff and volunteers

Besides providing technical support to the operation, IFRC supported in building the capacity of PRC staff and volunteers. It is within this context that IFRC organized a PHAST training workshop for 30 PRC staff and volunteers. The workshop contributed to developing a pool of trained persons with knowledge and skills to support implementation of hygiene promotion activities at the community level. Recently, some of the staff and volunteers whose capacity was enhanced through this emergency appeal operation were deployed to utilize their experience in the response to [Tropical Storm Washi](#).

Shelter

Outcome: Some 10,100 typhoon-affected households have safer shelter solutions through the provision of locally appropriate materials and guidance on improved building techniques.

Output	Activities planned
Improved shelter conditions for families whose houses were severely damaged or totally destroyed as a result of the typhoons	<ul style="list-style-type: none"> Assess the extent of the shelter needs and shelter solutions preferred by typhoon-affected communities Conduct advocacy with the government for access to appropriate land sites Conduct orientation of volunteers to be involved in shelter project Select beneficiaries from lists provided by DSWD and undertaking door-to-door surveys to validate beneficiaries Provide training, for carpenters and volunteers, that promotes awareness and understanding of typhoon resistant construction Conduct orientation of beneficiaries (by chapter volunteers) Provide house repair materials and tools (through commodity voucher) to 5,100 families whose houses were partially damaged by the typhoons Construct model houses in select localities within operational areas Provide appropriate transitional shelter materials and guidance on better building techniques to 5,000 families whose houses were destroyed, out of which homes for 1,100 families will be constructed by a contractor using pre-fabricated materials Engage a contractor to undertake construction of pre-fabricated transitional shelters (in line with IFRC procurement procedures) Ensure shelter programming includes access to required water and sanitation services and linked livelihoods grants Carry out monitoring and provide assistance to the families involved and adapt approach to the context on the ground

Achievements and impact:

This sector had two components:

- Shelter repair kits, i.e. shelter repair materials for families whose homes were partially damaged
- Transitional shelter, i.e. materials for construction of typhoon-resilient shelters

For both components, beneficiary selection took into account the presence of other organizations, and whether people had received assistance from the government or other agencies. Lists of affected populations were obtained from the department of social welfare and development (DSWD). Respective PRC chapters then shortlisted beneficiary families by undertaking assessments in affected areas to visually verify whether indeed the families needed shelter assistance. As well as the extent of damage to a house, PRC's selection criteria prioritized families headed by women (widowed, divorced or separated) without income, persons with disabilities, families with young children or elderly family members, and families from socially excluded groups.



**A project team, which included carpenters, provided practical guidance on typhoon resilient construction
(Photo: Ken Kobayashi/Japanese Red Cross Society)**

Shelter repair kits

This component targeted families whose houses were partially damaged as a result of the typhoons. Selection of beneficiaries zeroed on the most vulnerable families that lacked the capacity to repair their homes. One requirement that a family had to fulfill in order to qualify for assistance was not to have been a recipient of any shelter assistance from the government or other actors. Each family was required to have resided in the targeted *barangay* (village) for not less than one year and be the actual owner of the damaged house. The site on which the house was located had to be outside hazard-prone areas declared 'no build zone' by the authorities. Priority was given to people with disabilities and disadvantaged families such as those headed by single and unemployed parents.

In total, 5,103 households in Bulacan, Kalinga, La Union, Laguna, Pangasinan, Rizal and Zambales received shelter repair kits through this operation. The materials that beneficiaries obtained included corrugated galvanized iron sheets, coco lumber, plywood, nails, sealant, electrical wires and sockets as well as tools such as claw hammers, handsaws, chisels and drop forges. The repair kit was provided through a commodity voucher system, with each household allocated PHP 7,000 worth of materials.

As well as the materials, beneficiaries received orientation, which included tips on construction of typhoon-resilient shelters. The tips were also printed on the back of beneficiary identity documents, which beneficiaries signed when receiving shelter repair materials. At the request of interested families, project volunteers and carpenters also advised on how beneficiaries could best undertake repairs to their homes.

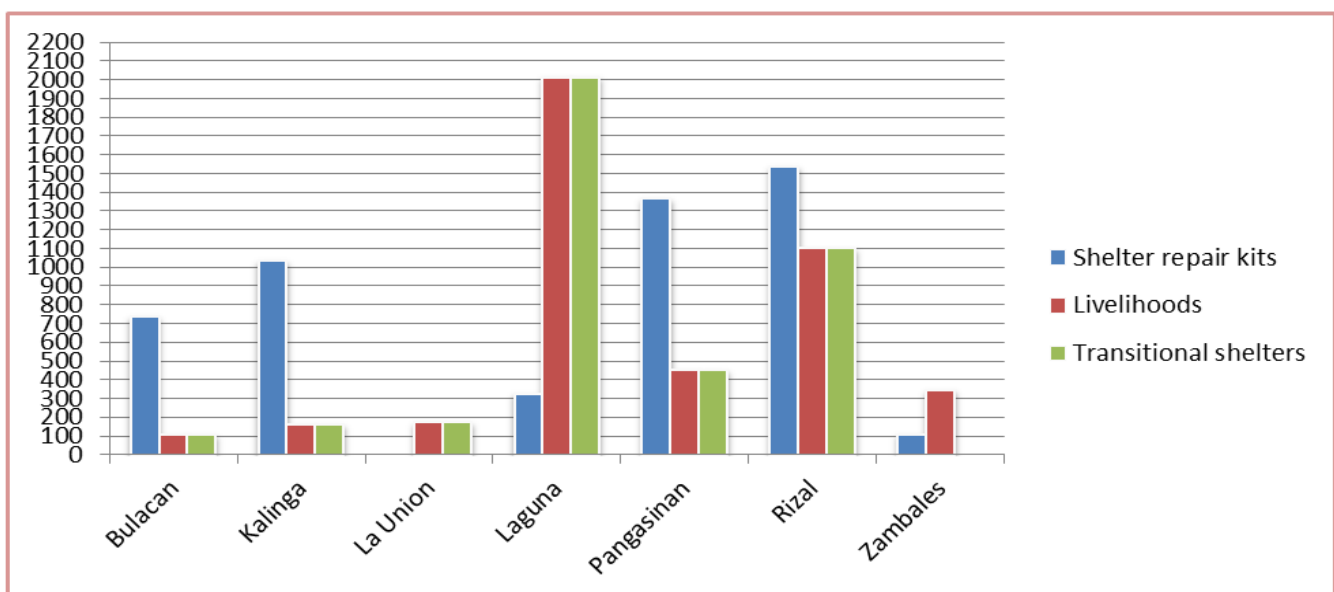
Shops were selected through competitive bidding in accordance with PRC and IFRC procurement procedures. All shops met licensing and operational requirements of the authorities and stocked permitted items. Prices of shelter materials were fixed at the time of contracting, (thus eliminating the potential for price fluctuations), and shared with beneficiaries for transparency. Once beneficiaries selected their items, they submitted the lists to the respective PRC chapters for verification. The chapters then forwarded the orders to suppliers. Thereafter, beneficiaries collected the items from the shops. Distributions were attended by beneficiaries, with Red Cross volunteers and project carpenters present to ensure that the materials supplied were of the desired quality and quantity. As such, there was no possibility of shops charging or demanding extra money from beneficiaries.

Transitional shelter

This component targeted families whose houses were totally destroyed as a result of the typhoons, with priority on the most vulnerable families that lacked the capacity to rebuild. The assistance delivered in this regard not only aimed at providing structures (homes to live in) but also a durable solution linked to disaster risk reduction, i.e. by enabling beneficiaries to rebuild in safer areas, less prone to natural hazards. This approach considered that while it was the poor who were hardest-hit by the typhoons, the main cause of destruction to shelter was the location of the dwellings rather than the building materials. Most of those severely affected were the poor who often live on marginal land close to riverbanks or coastlines. Relocation of such families to safer ground as well as equipping them with better building techniques was necessary.

The model implemented at the initial phase was a 20 square-metre wood-framed houses, with woven split bamboo mat walls and corrugated galvanized iron sheet roofing. However, in some locations, it was adjusted to the context. For instance, findings of an inspection at a site in Rizal revealed the presence of termites. While the presence of termites was minimal and could be contained, after consultations with the local authorities and beneficiary community, PRC decided to use a customized approach in that prefabricated concrete posts and walling panels were used in place of wood materials. Eventually, in view of difficulties faced in Rizal as well as challenges relating to obtaining wood posts, a common model that combined the use of concrete posts, hollow blocks for lower part of walls, and woven split bamboo mat or marine plywood for upper part of walls was adopted for all project locations. This was done to ensure a standardized approach.

At the end of this appeal's timeframe, transitional shelter assistance had been delivered to 4,003 families in Bulacan, Kalinga, La Union, Laguna, Pangasinan and Rizal. There is no doubt that the integrated approach maintained in terms of linking provision of transitional shelter — constructed using locally-available materials — with related water and sanitation facilities as well as with provision of kitchen sets, cleaning items (*for details refer to relief distributions section of this report*) and livelihoods grants (*for details refer to the livelihoods section of this report*) assistance contributed significantly to improving living conditions of families whose houses were severely damaged or destroyed by the typhoons. The families assisted also have better access to water and sanitation infrastructure compared to where they lived previously. Moreover, the land on which the transitional shelters stand is legal and less prone to natural disasters.



Throughout the operation's timeframe, a project team comprising PRC staff, IFRC staff and delegates, project volunteers and carpenters undertook monitoring at a regular basis. The team provided beneficiaries with

practical guidance on typhoon resilient construction and supported them in quality control by ensuring that any materials deemed not up to standard were replaced by suppliers. In Rizal, where a modular contractor was initially engaged, the project team was boosted by an independent, certified engineer who supplemented monitoring, particularly by supporting quality control and checking adherence to specifications by the contractor. After the discovery of discrepancies, and the dismissal of the contractor, the independent engineer was retained to inspect the houses that were subsequently built by beneficiaries.

Livelihoods	
Outcome: Coping mechanisms of 5,000 typhoon-affected families recovered through improved livelihoods capacities.	
Output	Activities planned
Families assisted with transitional shelter are able to re-establish basic means of household income and to increase livelihoods opportunities	<ul style="list-style-type: none"> • Collect household livelihoods data [including through focus group discussions] on targeted families • Analyze household livelihoods data to determine related needs of the targeted 5,000 families • Design beneficiary livelihoods proposal templates • Organize beneficiary orientation workshops and distribute proposal templates • Review and approve proposals submitted by beneficiaries • Provide livelihoods cash voucher grants on pilot basis • Provide PHP 7,000 livelihoods cash voucher grants for business start-up costs, including products, equipment and running expenses • Monitor and report on activities

Achievements and impact:

As already reported in the shelter section above, an integrated approach was maintained in that each of the 4,003 families assisted with transitional shelter — in Bulacan, Kalinga, La Union, Laguna, Pangasinan and Rizal — under this appeal operation also received conditional livelihoods grants worth PHP 7,000. In addition, IFRC provided livelihoods grants as well as kitchen sets and household sanitation items to 344 families in Zambales who received transitional shelter assistance from PRC outside this appeal operation.

The assistance provided under this operation was aimed at boosting the capability of families assisted to meet their essential consumption needs and, where possible, to address household level income to pre-disaster levels. However, considering the amount provided per family, it would be overly ambitious to look at this type of assistance as a means of providing a sustainable source of income.



Jenny arranges stock at her sari-sari store in Rizal, which she started, using a livelihoods grant provided by the Red Cross. Before she was displaced by Typhoon Ketsana in 2009, she used to be an assistant at a sari-sari store in Marikina. She started her own store after she moved to her home

(Photo: Cheryl Ravelo/IFRC, freelance)

Provision of conditional livelihoods grants under this operation was done as soon as a cluster of families moved into their new homes and received the required orientation. As the assistance was delivered to beneficiaries at their new homes, it followed that consultations on the same was held once they relocated. This was done for practical reasons, considering that those yet to be relocated were scattered in different localities. Among the businesses started using the grants were *sari-sari* (sundry) stores, rice trading, fishing, piggyery, poultry farming, tailoring shops, transport (horse) and vegetable stalls.

National society capacity building

Outcome: The disaster preparedness and response capacity of PRC national headquarters and chapters in affected provinces strengthened.

Outputs	Activities planned
<p>PRC national headquarters and chapters in operational areas have improved their disaster response capacities</p>	<ul style="list-style-type: none"> • Replenish relief items (blankets, sleeping mats, mosquito nets, jerry cans and hygiene kits) for 10,000 families [see also relief distributions] • Train and equip six land and water search-and-rescue teams • Equip PRC national headquarters with two land cruisers, specially geared for flood situations • Provide technical materials and technical support to PRC • Organize participatory, health and sanitation transformation (PHAST) training for PRC staff and volunteers • Conduct on-the-job training in logistics core areas (procurement, warehousing, and transport and fleet management) for PRC staff and volunteers • Assist PRC in their training activities by providing delegates as facilitators based on their expertise • Map existing resources and capacities of the national society, IFRC and other Movement partners • Identify and map the overall and essential preparedness gaps in capacities and resources • Develop a preparedness plan enabling effective and efficient response by PRC and Movement partners

Achievements and impact:

As well as providing direct assistance to families affected by the typhoons, IFRC put effort in reinforcing the disaster preparedness and response capacity of PRC. IFRC delegates not only provided technical support to the operation but also trained or mentored PRC staff and volunteers, including managing shelter, water and sanitation and livelihoods programmes together with exploration of new response methodologies such as use of commodity vouchers, thereby imparting skills and sharing tacit knowledge. The IFRC country office for Philippines also organized, sponsored or facilitated several sector-specific workshops or training modules, including on PHAST, search and rescue, communications, and logistics. Recently, some of the staff and volunteers whose capacity was enhanced through this emergency appeal operation were deployed to utilize their experience in the response to Tropical Storm Washi.



PRC conducts a search and rescue simulation exercise
(Photo: Photo Romulo Godinez/Philippine Red Cross)

Recently, some of the staff and volunteers whose capacity was enhanced through this emergency appeal operation were deployed to utilize their experience in the response to Tropical Storm Washi.

Additionally, the preparedness stocks that were distributed in the relief phase of this operation were replenished, ensuring that there was capacity to respond to immediate relief needs of up to 10,000 families. IFRC also supported the National Society to form, train and equip land and water search-and-rescue teams, with six teams supported directly by this operation. The replenished preparedness stocks as well as the trained search-and-rescue teams enabled PRC to respond swiftly to the needs wrought by typhoons Megi, Nesat and Nalgae which struck in October 2010, September 2011 and October 2011 respectively. Finally, IFRC acquired and handed over two land cruisers to two disaster-prone PRC chapters, thereby enhancing the capacity of the chapters to monitor programmes. All in all, these initiatives contributed towards improving PRC's disaster response capacity.

Challenges encountered during the operation

Relief phase

Distribution of relief items during the last quarter of 2009 was constrained by some developments. Firstly, as the Red Cross intensified its response to typhoons Ketsana and Parma, Typhoon Mirinae made landfall, causing further casualties and destruction in southern and central Luzon. PRC had to respond to the needs wrought by this new storm. To compound the situation, there was another interruption due to a new disaster – Mt. Mayon volcanic activity – that forced evacuations and large-scale preparations. Fortunately, the Mt. Mayon alert level was scaled down in early January 2010 and families who had been evacuated from the danger zone returned to their homes. Furthermore, some PRC chapters involved in the operation faced information management challenges due to a lack of systems, tools and capacity. This, as well as over-load in work commitments and the interruptions highlighted above, resulted in inconsistent and incomplete reporting. Nevertheless, after the relief phase, PRC's relief team — supported by the IFRC logistics team — undertook the reconciliation of distribution data.

Early recovery

The people most affected by the typhoons were the poor who lived in makeshift conditions often in at-risk illegal settlements on river banks or close to waterways. Such people already struggled to make a living on a daily basis and the flooding caused by the typhoons washed away whatever few assets they had. As the shelter assistance delivered under this operation not only aimed at providing houses but also a durable solution linked to disaster risk reduction — i.e. by enabling beneficiaries to rebuild in safer areas, less prone to natural hazards — relocation of such families to safer ground was necessary. However, there was a hurdle relating to the legal processes of obtaining safer land and tenancy rights. In fact, this operation has been closed with a significant balance of funds which had been set aside to provide shelter at a potential site in Zambales. Some CHF 260,000 had been set aside to provide 200 transitional shelters at the site but the legal paperwork relating to the site was not ready at the time this appeal's timeframe ended. Nevertheless, through this appeal operation, livelihoods grants as well as kitchen sets and household sanitation items were provided to 344 families at the site, pending provision of transitional shelter by PRC with support of their bilateral partners.

In some cases, even when land was available, the local authorities took time to undertake preparatory work including site development. For example, while a site was provided in Antipolo, Rizal, it turned out that the local government unit lacked immediate capacity to develop it in terms of access roads, services and facilities. This resulted in delays to starting shelter construction work, with PRC and IFRC having to step in and support site development work. This challenge notwithstanding, PRC strived to implement all activities in accordance with Sphere standards as much as possible. There is no doubt that the operation has contributed to improving conditions of beneficiaries, including the quality of shelter, and access to water and sanitation infrastructure being more stable than in the places they lived previously. Moreover, the land on which the transitional shelters stand is legal and less prone to natural disasters.

Another challenge related to difficulties in procuring a constant supply of controlled wood material. For instance, in February 2011, an executive ban was imposed on harvesting wood products, resulting in a severe shortage of coco lumber in the local market. Considering the approach implemented throughout operational areas at the initial stage mainly utilized wood materials, PRC had to consider alternatives to coco lumber and wood materials in general. In some operational areas, coco lumber was replaced with other lumber. However, the shortage of wood materials persisted. Consequently, in the course of the operation, monitoring and lesson learning enabled PRC and IFRC to adapt the mode of providing transitional shelter assistance to the context on the ground. In Antipolo, Rizal, after consultations with the local authorities and beneficiary community, PRC decided to apply a customized approach in that prefabricated concrete posts and walling panels were used in place of wood materials. This was prompted by findings of an inspection on the relocation site, which revealed the presence of termites in parts of the land itself.

The approach applied for Antipolo did not come without challenges. Owing to the design adopted, a modular contractor was engaged to carry out construction works. However, midway through, inefficiency of the contractor resulted in delays. After all remedial measures had been exhausted in terms of addressing contractual concerns and obligations, the contract was terminated. This demanded a corresponding adjustment to the approach. Subsequently, a new model which combined use of concrete posts, hollow blocks for lower part of walls, and woven split bamboo mat or marine plywood for upper part of walls was adopted. It enabled the project to proceed at a faster rate as construction works were undertaken by community members with guidance from a Red Cross project team and an independent engineer.

Lessons learnt

As part of their commitment to capture lessons for improved action in future operations, IFRC and PRC subjected this operation to three evaluations: a real-time evaluation, a mid-term evaluation and a final evaluation. Overall, the operation presented PRC and IFRC with important lessons that have informed the design, implementation and management of ongoing interventions. The final evaluation was undertaken in February 2012 and its report is expected to be ready by the end April 2012. Partners interested to obtain a copy of the report may enquire from the IFRC Asia Pacific zone office starting second week of May 2012. The report will also be made available to a wider Movement audience through the IFRC's standard communication channels such as [FedNet](#).

Below are some of the lessons — of external relevance — learnt in the course of the operation:

- Providing assistance in an integrated approach is likely to have greater impact than sector-focused, stand-alone interventions. For example, the inclusion of individual latrines, with an individual septic tank, to each newly constructed house has now been endorsed as standard practice. Providing families not only with shelter but also cleaning items recognized the need for them to maintain the latrines. However, while the water and sanitation component made marked improvements to water and toilet facilities in 30 schools — most of them near new settlements — so as to accommodate the influx of new children (and cater for more evacuees in case of future potential disaster), the possibility of providing new classrooms to go with this initiative could have been further investigated and perhaps pursued through partnerships with external organizations. Future operations could provide even a more holistic approach to the welfare of newly established settlements through proactivity in securing partnerships or linkages with other local or international organizations with complementary skill sets or resources.
- Owing to time constraints resulting from delayed availability of suitable, safer land to resettle people who lived in 'no build' or hazard zones, the recovery response gave more emphasis to hardware needs of the affected communities, with community development aspects initiated towards the last months. In future, similar operations, it would have more impact if effort were put on establishing community management committees as soon as relocation sites are identified. This would enable a greater sense of community togetherness, and would help to create good practices in the future upkeep and maintenance of the sites. To rectify this, PRC and IFRC will continue to implement activities that will foster a sense of communal responsibility at resettlement sites. This will be done within the context of longer-term, country-development funded programmes such as CBHFA or PHAST.
- Hurdles relating to the legal processes of obtaining safer land and tenancy rights slowed down implementation and certainly implied that some deserving vulnerable households did not receive assistance even when sufficient funds had been set aside for the same. To mitigate future limitations relating to obtaining suitable, safer land, PRC needs to continue advocacy work for local authorities to identify available land for future relocation needs within a localized contingency planning and hazard mapping exercise, as a part of the national disaster risk reduction plan. This is important especially because the number of natural disasters affecting Philippines annually is not diminishing.
- While the insistence of beneficiary participation in rebuilding contributed towards enhancing ownership of their new homes, in some instances, economic realities of beneficiaries had an opposite effect. For example, the expectation was that each beneficiary family would invest in a concrete floor for their new home. However, random surveys by PRC and IFRC staff have revealed that a significant number of families have not been able to do so. Additionally, although the material provided was the same for each family — to rebuild using the owner-driven approach — the quality of shelters is variable. This is, in part, due to the amount of investment (in time and own funds) that each family could afford to invest in its home. As a concrete floor has clear health benefits, it has now been included in the design for future interventions. This is already being practiced in the context of shelter interventions relating to the ongoing response to Tropical Storm Washi.
- Having adequate organizational structures and procedures is essential for timely and effective emergency, relief and recovery interventions. While the operation had important national society capacity building elements, putting equal focus on improving systems and standard operating procedures within PRC — in line with lessons learned — would have resulted in more effective and efficient delivery of interventions. Future operations need to continue to focus on building not only PRC's emergency response capacity, but also institutional learning, knowledge transfer and overall organizational efficiency.
- The model where IFRC delegates were assigned to work directly with some PRC chapters complemented the existing branch structures, thereby facilitating capacity building at the grassroots level — something that has proven to be appropriate and successful. IFRC delegates not only provided technical support to the operation at the chapter level, but also trained or mentored PRC staff and volunteers. The fact that

some of the chapter staff and volunteers whose capacity was enhanced through this emergency appeal operation were deployed to utilize their experience in the response to Tropical Storm Washi was proof of success in this regard. It should be noted that the approach of assigning IFRC delegates to support particular chapters in the field did not weaken the chapters but rightfully gave them, and the National Society at large, a stronger sense of ownership of the operation.

Logistics

During the emergency phase of this operation, IFRC airlifted some 100 tonnes [or 500 m³] of relief items from its zone logistics hub in Kuala Lumpur, Malaysia. The zone logistics unit (ZLU) [previously the regional logistics unit] assisted in international procurement of items such as hygiene kits, corrugated galvanized iron sheets and galvanized plain sheets, which arrived during the relief phase. Some items, especially for shelter, were procured locally by PRC with the technical support of IFRC's logistics team in the Philippines.

Throughout the operation, the in-country logistics team supported PRC in tracking the movement of items to respective distribution points, securing additional warehousing capacity [to accommodate incoming shipments and shelter materials], preparing contracts, recruiting/mentoring warehouse staff, checking/validating invoices, arranging payments and following up with contractors. Support also extended to fleet management, with some vehicles leased from IFRC's fleet base in Dubai to facilitate movement and monitoring in the field.

Communications – advocacy and public information

Throughout this operation, IFRC maintained a steady flow of information from the field to headquarters and to Movement partners and other major stakeholders. This enabled all stakeholders to be up-to-date with regard to operational developments. Various communications materials were shared with partners to highlight challenges and achievements. Stories, beneficiary profiles and reports on the operation are available at the [Philippines](#) page of IFRC's website. A collection of images were uploaded on IFRC's [Cumulus](#).

Contact information

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

- **Philippine Red Cross:**
 - Gwendolyn Pang, secretary-general; email: gwendolyn.pang@redcross.org.ph
phone +63 2 525 5654; fax +63 2 527 0857;
- **IFRC Philippine country office:**
 - Selvaratnam Sinnadurai, country representative; email: selvaratnam.sinnadurai@ifrc.org
phone +63 2 309 8622; mobile +63 917 880 6844
 - Necephor Mghendi, operations manager; email: necephor.mghendi@ifrc.org,
phone +63 2 309 8622; mobile +63 928 471 2335;
- **IFRC regional office for Southeast Asia, Bangkok:**
 - Anne Leclerc, head of regional office; email: anne.leclerc@ifrc.org, phone +66 2 661 8201;
mobile +66 85 661 7464;
 -
- **IFRC Asia Pacific zone office, Kuala Lumpur:**
 - Al Panico, head of operations; email: al.panico@ifrc.org;
phone: +60 3 9207 5700
 - Heikki Väättämoinen, operations coordinator, email: heikki.vaatamainen@ifrc.org;
phone: +60 12 230 7895
 - Jeremy Francis, regional logistics coordinator, email: jeremy.francis@ifrc.org
phone: +60 12 298 9752
 - Patrick Fuller, communications manager, email: patrick.fuller@ifrc.org;
phone: +60 12 230 8451
 - Alan Bradbury, head of resource mobilization and PMER; email: alan.bradbury@ifrc.org,
phone: +60 3 9207 5775; fax: +60 3 2161 0670
Please send all pledges of funding to zonerm.asiapacific@ifrc.org



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How we work

All IFRC assistance seeks to adhere to the [Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations \(NGOs\) in Disaster Relief](#) and the [Humanitarian Charter and Minimum Standards in Disaster Response \(Sphere\)](#) in delivering assistance to the most vulnerable.

IFRC's vision is to inspire, encourage, facilitate and promote at all times all forms of humanitarian activities by National Societies, with a view to preventing and alleviating human suffering, and thereby contributing to the maintenance and promotion of human dignity and peace in the world.

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Saving lives, changing minds.



IFRC's work is guided by [Strategy 2020](#), which puts forward three strategic aims:

1. Save lives, protect livelihoods, and strengthen recovery from disaster and crises.
 2. Enable healthy and safe living.
 3. Promote social inclusion and a culture of non-violence and peace.
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MDRPH005 - Philippines - Typhoons

Appeal Launch Date: 01 oct 09

Appeal Timeframe: 28 sep 09 to 30 nov 11

Final Report

Selected Parameters	
Reporting Timeframe	2009/9-2012/2
Budget Timeframe	2009/9-2011/12
Appeal	MDRPH005
Budget	APPROVED

All figures are in Swiss Francs (CHF)

I. Consolidated Funding

	Disaster Management	Health and Social Services	National Society Development	Principles and Values	Coordination	TOTAL
A. Budget	12,724,570					12,724,570
B. Opening Balance	0					0
Income						
<u>Cash contributions</u>						
<i>American Red Cross</i>	570,605					570,605
<i>Australian Red Cross</i>	234,067					234,067
<i>Australian Red Cross (from Australian Government)</i>	542,793					542,793
<i>Austrian Red Cross</i>	37,690					37,690
<i>British Red Cross</i>	1,042,806					1,042,806
<i>British Red Cross (from British Government)</i>	320,078					320,078
<i>China Red Cross, Hong Kong branch</i>	221,796					221,796
<i>Credit Suisse Foundation</i>	48,430					48,430
<i>Danish Red Cross</i>	16,185					16,185
<i>European Commission - DG ECHO</i>	2,905,477					2,905,477
<i>Finnish Red Cross</i>	91,669					91,669
<i>Icelandic Red Cross</i>	50,000					50,000
<i>IFRC at the UN Inc (from Mellon Bank)</i>	7,215					7,215
<i>IFRC at the UN Inc (from Motorola Foundation)</i>	60,013					60,013
<i>IFRC at the UN Inc (from Schering Plough)</i>	8,689					8,689
<i>IFRC at the UN Inc (from United States - Private Donors)</i>	1,308					1,308
<i>Irish Red Cross Society</i>	25,133					25,133
<i>Italian Government Bilateral Emergency Fund</i>	75,472					75,472
<i>Japanese Red Cross Society</i>	383,124					383,124
<i>Luxembourg Red Cross</i>	3,234					3,234
<i>New Zealand Red Cross</i>	39,100					39,100
<i>New Zealand Red Cross (from New Zealand Government)</i>	373,400					373,400
<i>Norwegian Red Cross</i>	89,017					89,017
<i>Norwegian Red Cross (from Norway - Private Donors)</i>	178,034					178,034
<i>Norwegian Red Cross (from Norwegian Government)</i>	172,849					172,849
<i>On Line donations</i>	2,138					2,138
<i>OPEC Fund For International Development</i>	251,762					251,762
<i>Philippines - Private Donors</i>	6,460					6,460
<i>Red Crescent Society of Islamic Republic of Iran</i>	30,600					30,600
<i>Red Cross of Monaco</i>	30,216					30,216
<i>Swedish Red Cross (from Swedish Government)</i>	290,036					290,036
<i>Switzerland - Private Donors</i>	2,090					2,090
<i>The Canadian Red Cross Society</i>	1,297,895					1,297,895
<i>The Canadian Red Cross Society (from Canadian Government)</i>	188,715					188,715
<i>The Netherlands Red Cross</i>	223,043					223,043
<i>The Netherlands Red Cross (from Netherlands Government)</i>	33,720					33,720
<i>The Republic of Korea National Red Cross</i>	38,500					38,500
<i>The Republic of Korea National Red Cross (from Republic of Korea - Private Donors)</i>	13,577					13,577
<i>United States - Private Donors</i>	405					405

International Federation of Red Cross and Red Crescent Societies

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<i>VERF/WHO Voluntary Emergency Relief</i>	3,900				3,900
C1. Cash contributions	9,911,240				9,911,240
Inkind Goods & Transport					
<i>American Red Cross</i>	131,637				131,637
<i>Australian Red Cross</i>	25,927				25,927
<i>British Red Cross</i>	140,247				140,247
<i>China Red Cross, Hong Kong branch</i>	30,477				30,477
<i>Danish Red Cross</i>	101,324				101,324
<i>Finnish Red Cross</i>	96,852				96,852
<i>Japanese Red Cross Society</i>	89,865				89,865
<i>Luxembourg Red Cross</i>	62,215				62,215
<i>The Netherlands Red Cross</i>	157,907				157,907
C2. Inkind Goods & Transport	836,451				836,451
Inkind Personnel					
<i>Australian Red Cross</i>	10,413				10,413
<i>Finnish Red Cross</i>	117,750				117,750
<i>Japanese Red Cross Society</i>	158,567				158,567
C3. Inkind Personnel	286,730				286,730
Other Income					
<i>Fundraising Fees</i>	-2,856				-2,856
C4. Other Income	-2,856				-2,856
C. Total Income = SUM(C1..C4)	11,031,565				11,031,565
D. Total Funding = B + C	11,031,565				11,031,565
Appeal Coverage	87%				87%

II. Movement of Funds

	Disaster Management	Health and Social Services	National Society Development	Principles and Values	Coordination	TOTAL
B. Opening Balance	0					0
C. Income	11,031,565					11,031,565
E. Expenditure	-10,765,209					-10,765,209
F. Closing Balance = (B + C + E)	266,356					266,356

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III. Consolidated Expenditure vs. Budget

Account Groups	Budget	Expenditure					TOTAL	Variance
		Disaster Management	Health and Social Services	National Society Development	Principles and Values	Coordination		
A							B	A - B
BUDGET (C)		12,724,570					12,724,570	
Relief items, Construction, Supplies								
Shelter - Relief	5,141,977	849,130				849,130	4,292,847	
Shelter - Transitional		3,189,719				3,189,719	-3,189,719	
Construction Materials	1,028,543	689,969				689,969	338,574	
Clothing & Textiles	639,662	639,662				639,662	-0	
Seeds & Plants	740,862	587,306				587,306	153,556	
Water, Sanitation & Hygiene	823,272	788,003				788,003	35,269	
Medical & First Aid	7,930	4,414				4,414	3,516	
Utensils & Tools	276,195	280,846				280,846	-4,651	
Other Supplies & Services	156,973	48,337				48,337	108,636	
Cash Disbursement		37,676				37,676	-37,676	
Total Relief items, Construction, Suj	8,815,414	7,115,062				7,115,062	1,700,352	
Land, vehicles & equipment								
Vehicles	59,045	59,045				59,045	0	
Computers & Telecom	40,521	12,899				12,899	27,621	
Office & Household Equipment	5,820	9,981				9,981	-4,161	
Total Land, vehicles & equipment	105,386	81,926				81,926	23,460	
Logistics, Transport & Storage								
Storage	67,194	58,115				58,115	9,079	
Distribution & Monitoring	217,958	195,012				195,012	22,946	
Transport & Vehicles Costs	200,372	214,420				214,420	-14,048	
Logistics Services		37,515				37,515	-37,515	
Total Logistics, Transport & Storage	485,524	505,062				505,062	-19,538	
Personnel								
International Staff	1,587,761	1,575,138				1,575,138	12,623	
National Staff	183,630	199,813				199,813	-16,183	
National Society Staff	100,759	30,596				30,596	70,164	
Volunteers		91,371				91,371	-91,371	
Total Personnel	1,872,150	1,896,916				1,896,916	-24,766	
Consultants & Professional Fees								
Consultants	56,377	58,693				58,693	-2,316	
Professional Fees	500	5,629				5,629	-5,129	
Total Consultants & Professional Fe	56,877	64,321				64,321	-7,444	
Workshops & Training								
Workshops & Training	48,275	49,574				49,574	-1,299	
Total Workshops & Training	48,275	49,574				49,574	-1,299	
General Expenditure								
Travel	59,059	50,355				50,355	8,704	
Information & Public Relations	54,511	55,274				55,274	-763	
Office Costs	63,342	46,706				46,706	16,636	
Communications	51,764	45,246				45,246	6,518	
Financial Charges	250,000	138,718				138,718	111,282	
Other General Expenses	5,000	6,047				6,047	-1,047	
Total General Expenditure	483,676	342,347				342,347	141,329	
Contributions & Transfers								
Cash Transfers to 3rd Parties	10,000	10,000				10,000	0	
Total Contributions & Transfers	10,000	10,000				10,000	0	
Indirect Costs								
Programme & Services Support Recov	776,617	638,797				638,797	137,820	

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III. Consolidated Expenditure vs. Budget

Account Groups	Budget	Expenditure					TOTAL	Variance
		Disaster Management	Health and Social Services	National Society Development	Principles and Values	Coordination		
A							B	A - B
BUDGET (C)		12,724,570					12,724,570	
Total Indirect Costs	776,617	638,797				638,797	137,820	
Pledge Specific Costs								
Pledge Earmarking Fee		54,057				54,057	-54,057	
Pledge Reporting Fees	70,651	7,147				7,147	63,504	
Total Pledge Specific Costs	70,651	61,204				61,204	9,448	
TOTAL EXPENDITURE (D)	12,724,570	10,765,209				10,765,209	1,959,362	
VARIANCE (C - D)		1,959,362					1,959,362	