

# Final report



International Federation  
of Red Cross and Red Crescent Societies

## Philippines: Typhoon Fengshen

Emergency appeal n° MDRPH004  
GLIDE n° TC-2008-00093-PHL  
Final report  
23 September 2009

**Period covered by this final report:** 1 March to 30 June 2009

**Appeal target (current):** CHF 2,075,697<sup>1</sup> (USD 1.99 million or EUR 1.4 million)

**Appeal coverage:** To date, the revised appeal is 100% covered<sup>2</sup>.

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

### Appeal history:

- 24 June 2008: A preliminary emergency appeal was launched for CHF 8,310,213 (USD 8 million or EUR 5.1 million) for 12 months to assist 6,000 families.
- 31 December 2008: This emergency appeal was revised down to CHF 1,996,287 (USD 1.88 million or EUR 1.34 million) for 12 months to assist 1,000 families.
- Disaster Relief Emergency Fund (DREF): CHF 200,000 was allocated from the International Federation's DREF.
- **With this final report, this emergency appeal will be closed.** An outstanding balance of CHF 428,584 (USD 417,442 or EUR 282,920) was reallocated to the Philippines: Plan 2010-2011 (MAAPH001) to support the capacity building of the Philippine national society.

Partners/donors who have any questions regarding the funding to this appeal are kindly requested to contact the International Federation directly.

**Summary:** 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, emphasis is now focused on the Philippine National Red Cross's capacity building components, especially in disaster management and logistics.

Despite the numerous financial constraints and logistics challenges, the Philippine National Red Cross (PNRC) through support from International Federation provided 1,350 families in the two provinces of Aklan and Iloilo transitional houses with latrines expected to last from five to eight years. This surplus of 350 houses was made possible through the reallocation of remaining funds from the 2006 Typhoons operations equalling CHF 524,258 (USD 466,696 or EUR 343,825).

All activities were implemented and completed by end-June 2009 which marks the end of the operational timeframe for this appeal.

Partner national societies which have made contributions to the appeal include: American Red Cross, British Red Cross, Canadian Red Cross/Canadian government, Danish Red Cross, Finnish Red Cross/Finnish government, German Red Cross/German government, Hong Kong branch of the Red Cross Society of China,

<sup>1</sup> The current appeal figure has been adjusted to accommodate the reallocation of funding and total income to this appeal.

<sup>2</sup> Including reallocation of funds from 2006 Typhoons appeal (MDRPH002)

Japanese Red Cross, Monaco Red Cross, Netherlands Red Cross\Netherlands government, New Zealand Red Cross and Swedish Red Cross. Contributions have also been received from the Australian government.

The International Federation, on behalf of the Philippine National Red Cross society, would like to thank all partners and donors who have contributed to this appeal.

## The situation

Typhoon Fengshen (locally named Frank) was the sixth typhoon to strike the Philippines in 2008. Entering the vicinity as a tropical depression on 18 June, Fengshen made landfall in Eastern Visayas, compounding the effects of the southwest monsoon and triggering landslides, flooding and storm surges along the eastern and western seaboards. Mainly affected were the provinces of Iloilo, Capiz, Aklan and Antique on the island of Panay, and, to a lesser extent, the provinces of Leyte and Eastern Samar. On the southern island of Mindanao, the provinces of Maguidanao and Shariff Kabunsuan, Cotabato City and North Cotabato were also affected by flooding.

The national disaster coordinating council (NDCC) estimates more than 900,000 families (some four million people) were directly affected by Fengshen. These spread across 6,377 barangays (villages) throughout 419 municipalities in 58 provinces in 15 regions. Hardest-hit was Panay Island with 421,479 families (about 2.1 million people) comprising almost half of all people affected by the typhoon.

The NDCC also stated a total of 81,510 houses were completely destroyed, and a further 326,321 damaged. Of these, 53,409 were located on Panay Island, 27,063 in Iloilo province, and 14,199 in Aklan province. The estimated cost of damage to infrastructure and agriculture is estimated at PHP 13,525 billion (CHF 322 billion); whereby approximately 60 per cent of this is incurred on Panay Island alone.

## Coordination and partnerships

Close coordination between the PNRC and its government counterparts continued through the national society's participation in the national disaster coordinating council (NDCC) and its strong working relationship with local government units (LGUs). PNRC also works closely with the International Federation's country office in the Philippines in its response, planning and implementation of activities. Support and coordination from the Federation has also been provided by regional disaster response team (RDRT) members, the Southeast Asia regional office in Bangkok, and the Asia Pacific zone office in Kuala Lumpur. Under this operation, the Federation in-country team coordinated its activities with the ICRC, UN agencies, international and local non-governmental organizations and other participating organizations.

## Red Cross and Red Crescent action

The PNRC responded within hours after Fengshen made landfall. The national society deployed its volunteers and staff in support of evacuation and emergency relief distribution of food and non-food items, while multi-sectoral assessment teams were dispatched from the national headquarters to the most affected regions. Twelve regional disaster response team (RDRT) members from other Southeast Asian national societies including Cambodia, Indonesia and Malaysia as well as two water and sanitation engineers from the American and German national societies were deployed to support the PNRC assessment teams.

Emergency assessments identified Panay Island as the worst-affected area with the provinces of Iloilo and Aklan the worst-hit. Priority needs included safe water supply, shelter for the most vulnerable families, prevention of water-borne diseases and disaster risk reduction.

The International Federation provided support to the PNRC through a DREF allocation of CHF 200,000 (USD 190,000 or EUR 123,000). Subsequently, following assessments, an emergency appeal was launched upon request of the Philippine national society.

The PNRC and the International Federation have focused throughout the operation on providing shelter and latrine construction materials to those worst affected in Iloilo and Aklan. Supported by the Federation, PNRC spearheaded the concept of having beneficiaries take charge and rebuild their communities, strengthening the latter's sense of ownership and enhancing the community's opportunity to learn new skills. Despite the lack of funding and challenges related to the availability of resources, the national society, through its nationwide network

of volunteers, focused almost all of its efforts to ensure that the selected 1,350 beneficiary families in Aklan and Iloilo received the necessary shelter materials.

The national society also allocated funds raised on their own to construct an additional 300 houses to the 1,350 supported through the International Federation's emergency appeal.

## The operation

The plan of action under the International Federation's emergency appeal for Typhoon Fengshen has achieved its objectives, while preserving its main focus to support those most affected in the areas hardest hit by the typhoon. The emergency appeal itself was revised, field assessments completed, and the provision of safe drinking water in Panay established. Other work that accomplished its goals includes providing basic household kits to those affected and the large-scale prevention of diarrhoeal and communicable diseases in Panay and Cotabato.

Shelter was the main priority and the main challenge in this operation. The lack of natural resources caused by the typhoon and the subsequent skyrocketing cost of traditional building materials coupled with high poverty rates and the lack of employment opportunities served to exacerbate the situation.

However, with the support of the International Federation in supporting up to 1,350 households in the most severely affected parts of Panay in building their own typhoon-resistant houses with latrines, the PNRC also added funding of its own to add 300 more houses.

To date, all objectives set have been achieved whereby:

- Detailed assessment and identification of beneficiaries in Iloilo, Antique, and Aklan (on Panay Island), Eastern Samar, Western Samar and Negros Occidental have been carried out
- Emergency support for safe drinking water on Panay was completed in September 2008.
- Distribution of basic household kits to 6,000 families has been completed (*see objective 3 below*)
- Dissemination of health messages and information materials to prevent the outbreak of communicable diseases has been carried out and completed. (*see objective 4 below*)
- The provision of up to 5,000 typhoon-resistant shelters with latrines have been built and house up to 5,000 families on Panay Island, and
- The development of a simple early warning system (EWS) and community-based disaster management (CBDM) training has been carried out.

In the Iloilo and Aklan provinces, the construction of shelters has been completed, providing both sanitation facilities for the communities as well as an opportunity for income generation through vegetable market gardening as vegetable seeds were provided to beneficiaries to encourage them the use of the Ecological Sanitation (EcoSan) latrines.

**Objective 1:** Detailed assessment and identification of beneficiaries in the most affected provinces: Iloilo, Antique and Aklan on Panay Island, Eastern Samar, Western Samar, and Negros Occidental.

Up to 12 Southeast Asia regional disaster response team (RDRT) members from the Cambodian and Indonesian Red Cross and Malaysian Red Crescent societies were deployed within 48 hours to support the in-country team. PNRC mobilized an additional eight RDRT-trained members who joined the team. Together, these team members conducted detailed assessments to pinpoint gaps between 27 June and 7 July, and subsequently, developed a plan of action. Following these assessments, Panay Island was identified as the area worst affected. The two provinces of Iloilo and Aklan faced most of the damage caused by the typhoon. Priority needs included emergency water supply, provision of shelter to the most vulnerable families, prevention of any outbreak of waterborne diseases, and risk reduction.

**Objective 2:** Emergency support to the provision of drinking water in Panay

The assessments carried out revealed that many communities on Panay Island did not have access to safe water after the typhoon struck. This was most critical in Iloilo where parts of the public water supply system collapsed

together with the bridge to which it was attached, leaving up to 180,000 people without clean water. Sufficient quantities of safe water were needed to avoid an outbreak of diarrhoeal diseases.

To address this situation, a Swedish Red Cross emergency response unit (ERU) mass water treatment unit was deployed to Iloilo. The main task of the Swedish Red Cross ERU water and sanitation team in collaboration with PNRC was to produce safe drinking water through a M40 module. The plant, with a 600,000 litre per day capacity, supplied water in the municipalities of Pavia and Leganes, and in Iloilo city and its surroundings. Throughout the operation, a total of 20,000 people in the municipalities of Pavia, Leganes and in Iloilo city benefited daily from potable water produced by the plant.

Access to clean water also helped to prevent the outbreak of waterborne diseases such as diarrhoea, especially in areas where the usual source of water is either from dug wells, rivers or a distant spring. At the same time, getting clean water for free also allowed those affected to save what little resources they had for other needs.

The ERU mission as a whole was ended at the end of September whereby ERU team members held two training sessions on water treatment and on hygiene and sanitation, for PNRC headquarters and Iloilo chapter staff and volunteers. The four-day training session on hygiene and sanitation was accompanied by an assessment exercise conducted in flood-affected areas and with the construction of temporary latrines. In addition to training, members of the ERU handed over all equipment to PNRC which will be used in future emergencies by trained PNRC staff.

**Objective 3:** Provision of basic household kits to 6,000 families, i.e. a selection representing less than 10 per cent of the affected families on Panay Island.

The initial plan for provision of non-food items such as mosquito nets, blankets and cooking utensils was revised based on actual needs and available funding. Priority was given to the purchase and distribution of mosquito nets since there was an increase in the incidence of malaria in certain parts of the country. At the same time, the assessments confirmed the overwhelming need for shelter following the typhoon and followed by the recommendation that available funds should be stretched as far as possible to provide homeless families with at least 20 square meters of adequate shelter. For that reason, it was decided that the focus would be on reconstruction and not on other non-food items.

This objective was achieved by the end of 2008, whereby distribution of mosquito nets in the provinces of Antique and Cotabato was completed. These two provinces were identified as areas with high incidences of malaria, and received priority in the distribution of mosquito nets. This distribution took place in the municipalities of San Remegio and Sibalom in Antique, and in the Cotabato province. Each household received two mosquito nets. Details on distribution follow:

<i>Province (municipality)</i>	<i>No. of households</i>	<i>No. of mosquito nets</i>	<i>Total distributed</i>
Antique (San Remegio, Sibalom)	600	1,200	7,200
Cotabato	3,000	6,000	

Priority was given to families with expectant women and children aged five years and below. Information materials were included as inserts to instruct the recipients on how to use the nets properly. Also, training of health volunteers on malaria prevention and dissemination on proper use of mosquito nets is part of the community health training for health and welfare volunteers. Volunteers make household visits to monitor and evaluate beneficiaries' use of the mosquito nets. These evaluations are reviewed monthly and will be followed by a final assessment. A sustainability workshop is also planned.

As mentioned above, the International Federation supported the purchase of 12,000 treated mosquito nets for distribution to typhoon-affected families who live in areas with high incidences of malaria. The remaining 4,800 remain as contingency stock stored in PNRC warehouses for future distribution. (Note: Up to 25 per cent of these stocks were immediately utilized and distributed to families in the 12 evacuation centres in Zambales affected by the flooding following Typhoon Morakot in August 2009.)

**Objective 4:** Large-scale prevention of diarrhoeal diseases in Panay and Cotabato.

With the destruction of safe drinking water sources, one immediate priority was the prevention of diarrhoeal and communicable diseases in affected communities in Panay and Cotabato. This involved short-term focused activities such as:

- Deploying health volunteers in the affected community
- Training on selected messages focusing on the prevention and home-level treatment of diarrhoea and the importance of hygiene.
- Training in preparation and use of oral rehydration solution (ORS)
- Monitoring and evaluation of the overall health intervention

Health messages and educational measures were also facilitated by volunteers in the Aklan, Iloilo, Antique and Cotabato chapters. Volunteers underwent training by implementing chapter project officers on the prevention of water- and vector-borne diseases and leptospirosis.

<i>Chapters</i>	<i>Volunteers: number targeted</i>	<i>Volunteers: number trained</i>	<i>Percentage (%)</i>
Aklan	54	54	100
Antique	76	122	162
Cotabato	54	55	102
Iloilo	150	109	73
<b>Total</b>	<b>334</b>	<b>340</b>	<b>102</b>

This theoretical session was carried out over three days, with a three-month implementation phase to help these community health volunteers:

- Share the importance of acquiring knowledge and skills in disease prevention, health promotion and the simple management of minor ailments and injuries with their respective communities
- Motivate the community in developing positive attitudes towards active promotion of family and community health through a participatory planning, implementation, monitoring and evaluation process
- Train community family members in self-reliant approaches towards health and nursing care, and
- Organize the community to respond to any health emergencies, especially in the wake of a disaster, and to immediately report any health emergencies and concerns that require external intervention and support from the local Red Cross chapter and from health authorities.

The following table details target households reached with health messages and information dissemination on water-borne, vector-borne and communicable diseases throughout October-December 2008:

<i>Chapter</i>	<i>No. of targeted barangays</i>	<i>No. of barangays actually covered</i>	<i>Total no. of households in targeted barangays</i>	<i>No. of households covered</i>
Aklan	27	27	9,541	4,594
Antique	39	39	7,406	5,598
Iloilo	75	75	23,104	15,688
Cotabato	27	21	19,014	3,592
<b>Total</b>	<b>168</b>	<b>162</b>	<b>59,065</b>	<b>29,472</b>

*Information, education and communication (IEC) material development and distribution*

Posters and brochures developed for IEC focused on prevention of diarrhoea, hygiene and sanitation, leptospirosis, and diarrhoea/cholera. Distribution details are as follow:

<i>Subject matter</i>	<i>Format</i>	<i>Units distributed</i>
Diarrhoea	Poster	4,000
Hygiene and sanitation	Brochure	40,000

Leptospirosis	Brochure	40,000
Diarrhoea/cholera	Brochure	40,000
<b>Total</b>		<b>124,000</b>

Upon completion of these activities, it was deemed that:

- The target activities had been completed with expected results achieved
- The Project 143 volunteer recruitment programme were able to bring volunteers together and help materialize the community health volunteer (CHV) component of the project in the areas affected by the typhoon
- The services and mandate of the PNRC were disseminated in the areas covered
- Community health volunteers were given training and enhancement of their skills and knowledge
- Activities carried out helped contribute to disease prevention<sup>3</sup>, and
- Information on good hygiene and health practices were disseminated and promoted.

### *Sustainability*

An important objective of this component was to ensure all staff and volunteers, and newly recruited community health volunteers will continue offering their services to the PNRC for the benefit of the communities. To this end, all volunteers have indicated commitment. In Cotabato, Typhoon Fengshen operations opened up the possibility of replicating such services in conflict areas, supported by the ICRC. Recognition of the importance and useful role of these volunteers is essential in all the *barangays*.

Development of community health volunteers will continue through regular updating of knowledge such as by using toolkits. Toolkits<sup>4</sup> will be used in all four provinces of Aklan, Antique, Cotabato and Iloilo.

All trained staff and volunteers will continue to be mobilized especially in health response, and report to their respective PNRC chapters, which will in turn provide the national headquarters with monthly service reports.

**Objective 5:** Provision of 5,000 typhoon-resistant transitional shelters with latrines, to 5,000 families representing 10 per cent of the families with destroyed homes in the Panay area.

Throughout this operation under the emergency appeal, PNRC and the International Federation actively implemented transitional shelter activities in the Iloilo and Aklan provinces. The main strategy was to provide all beneficiary families with at least 20 m<sup>2</sup> of proper housing with sanitary latrines, and to ensure that the final structures will be able to withstand typhoons of up to 100 km per hour.

While the national society and International Federation had originally planned to provide shelter assistance to approximately 25,000 individuals (some 5,000 beneficiary families), this figure was lowered to approximately 5,000 individuals (1,000 families/households) due to the lack of response to the emergency appeal. With Federation support, the PNRC itself prioritized the provision of transitional shelter and took significant leadership in this regard. Since there was still the immense need for adequate shelter in the typhoon-affected Panay Island, the decision was made to reallocate remaining funds from the [2006 Typhoons Operation](#) to cover additional beneficiaries.

These funds reallocated from the 2006 Typhoons operation enabled PNRC and the International Federation to construct an additional 350 houses with latrines in the Aklan province, in addition to the above-mentioned 1,000, despite the limited time in which these funds were to be spent. (This reallocation took place in April 2009, a mere two months prior to the end of the operational period.)

However, through tremendous effort and the unwavering commitment of PNRC and Federation staff involved in the operation, the construction of these houses was completed in timely response to the operational timeframe.

<sup>3</sup> Anticipated result; difficult to determine at this point.

<sup>4</sup> These toolkits have been developed to fit with existing community needs and take into consideration best practices generated by PNRC in addressing those needs. Focus areas include the risk of dengue fever, malaria, promotion of better hygiene practices, improved mother and child health care, and basic disaster preparedness. Each kit provides simple, focused and low-cost maintenance training to volunteers, enabling them to be trained within an hour and ready for community service concentrating on key life-saving actions and messages.

Of these, 750 houses are located in Iloilo province with the other 600 in Aklan province. The PNRC also used funding of its own to add another 300 houses in Iloilo to the 750 built with the support of the Federation emergency appeal.

Province	Municipality	No. of constructed houses with latrines	No of additional model houses constructed
Iloilo	Ajuy	28	
	Balasan	100	1
	Barotac Viejo	21	1
	Batad	37	
	Carles	150	
	Concepcion	55	
	Lemery	30	
	San Dionisio	19	
	San Rafael	18	
	Sara	50	1
	San Enrique	30	
	Cabatuan	68	1
	Santa Barbara	31	1
	Oton	40	1
	Guimbal	30	
	Igbaras	43	
	Pavia	117	
	Alimodian	114	
Janiuay	69	1	
<b>Sub-total</b>		<b>1050</b>	<b>7</b>
Aklan	Kalibo	296	2
	Numancia	124	1
	New Washington	180	
<b>Sub-total</b>		<b>600</b>	<b>3</b>
<b>Grand Total</b>		<b>1650*</b>	<b>10</b>

\*\* Out of these 1,650 houses 1,350 are supported under the Federation's Typhoon Fengshen emergency appeal. The remaining units are supported by PNRC through its own funds.

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

As the beneficiary families were the ones essentially building their houses, four project teams comprising six experienced carpenters and five volunteers were assigned to targeted areas to provide support to community members. The carpenters' roles were to guide beneficiaries and community members in the proper construction of the houses which included ensuring that measurements as well as all stages of the construction were followed according to design. The role of the volunteers began from beneficiary selection, ensuring that the beneficiary selection criteria were observed. In the construction phase, their role was significant in distributing construction materials, releasing and recording of materials distributed, monitoring the construction stages, and reporting. The number of carpenters in the project team was raised from the customary two to six. This adjustment was made based on lessons learnt and recommendations from previous shelter interventions during the 2006 Typhoons operations which clearly showed that project team technical support to beneficiaries helped ensure that shelters were completed according to specifications with materials correctly used. In cases where construction techniques were unfamiliar, assistance from the project team carpenters helped minimize technical error.

In preparation for construction, teaching demonstrations on how to construct model houses were facilitated by the PNRC's shelter focal point and the Federation's relief delegate. These sessions explained proper construction techniques to ensure that the houses built will be able to withstand typhoons of up to 100 km/hour and were

attended by project carpenters, PNRC volunteers and beneficiary families. Following these sessions, the construction of 10 model houses was carried out in the selected provinces.

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 quality corrugated galvanized iron (CGI) sheets to ensure the roof would remain intact in strong winds. To provide visual aids to help keep the beneficiary families and project carpenters on the right track, posters depicting the various construction steps were also printed and distributed to all *barangays* in the two provinces.

One of the challenges faced during the operation was the delivery of large and heavy shelter materials to beneficiary families living in areas with little access. In some municipalities, beneficiary families live on islands, which are only accessible by small boat. Thus, careful logistics planning was necessary to prevent transportation costs from soaring. As it was not possible to deliver the shelter materials to each family personally, each *barangay* cluster was covered through the location of a satellite warehouse which was supported by local governments units to the operation. These satellite warehouses were also used as a distribution point that accommodated construction materials for approximately 150-200 beneficiary families. As much as possible, locally contracted suppliers were requested to deliver construction materials directly to these distribution points rather than to the central warehouse. These steps helped to keep costs down and save on time and effort.

In the months following the typhoon, natural resources in targeted Panay Island were scarce due to damage and destruction by the typhoon. As such, obtaining and procuring construction materials such as coconut lumber was a major constraint faced during the early part of the operation. Bringing lumber from other provinces or from the mainland was extremely costly and put additional burden on the limited funding available. In addition, the existing restrictions on the export of coconut lumber and coconut materials from province to province according to Philippines law threw up a multitude of obstacles, slowing down the entire process.

To rectify this problem, PNRC and the International Federation decided to pool their resources whereby the PNRC chapter administrators and staff, and the Federation's logistics delegates, would identify suppliers of sufficient wooden materials in each province, in order to meet the required quantities of materials per *barangay* or *barangay* cluster. As a result, a total of five suppliers were contracted to supply the wooden building materials required.

Quality control was exercised meticulously whereby the project team members and beneficiary families inspected each plank of coconut lumber for good quality before building. This was done to guarantee that the houses would be of true quality, sturdy and typhoon-resistant as well as instil the beneficiary families with a sense of pride in having proper quality living quarters. Special arrangements were put in place with suppliers prior to contracting them i.e. if a beneficiary were to reject materials, especially wooden materials due to poor quality, the suppliers would take it upon themselves to provide the necessary replacements.

All construction materials, apart from the CGI shears, were procured locally. In addition to construction materials, beneficiaries also received a complete construction toolkit necessary to help them build their houses. The table below shows the items and quantity per toolkit.

Items	Quantity per kit
Shovel, round point, 29" wooden handle	1.00
Tie wire, galvanized, no. 16	0.50
Umbrella nails, twisted 2 ½"	3.50
Claw hammer, 16 oz, standard 11" wooden handle	1.00
Handsaw 18", 6 teeth / 7 points, manganese tempered steel	1.00
Hacksaw, steel frame with high speed steel blade	1.00
Measuring tape, steel, 5 meter with metric & English calibration	1.00
Wood chisel, ¾" manganese steel, drop forge	1.00
Nylon string, no. 70 (40m/roll)	1.00
Levelling hose, ¼" diameter, plastic, transparent	6.00
Working hand gloves	2.00

Based on consultations held with the water, sanitation and hygiene promotion consultant, the local engineer, local community members and the beneficiary families, necessary adjustments were carried out in quantities of materials supplied to ensure the construction of 20m<sup>2</sup> living spaces with latrines (in compliance with Sphere standards) in a cost-effective manner. Since houses were to be built with latrines, beneficiaries received additional materials which enabled them to construct these. The table below shows the items and quantity distributed per latrine.

Items	Quantity per latrine
Ordinary plywood 1/3 4' x 8 construction materials (sufficient for three latrines )	0.33
Lawanit 4" x 8" (sufficient for two latrines)	0.50
Common wire nail 4"	1.00
Common Wire nail 2 1/2"	1.00
Common Wire Nail 1 1/2"	1.00
PVC pipe 1.5" (diameter) x 20" length	1.00
Plastic container, 60lt, 2 per latrine (drum)	2.00
Jerry can plastic, 20lt (2 per latrine)	2.00
Funnel, plastic, 5" diameter 1 pc.	1.00
Washing basin, plastic, 15" diameter	1.00
Bucket, plastic 10lt.	1.00
Scoop for water, plastic	1.00
Scoop for ash/sawdust, plastic	1.00
UD bowls	1.00

The design of these latrines was based on the ecological sanitation (EcoSan) concept and aimed to treat human excreta to a safe level in order to be reused as fertilizer for crops while minimizing the impact on the environment. This is done through reducing the amount of water required for disposal of excreta (dry latrine) and adequately treating and disposing of the excreta. The provision of latrines using EcoSan technology was a new concept for many families involved in the shelter construction programme. It promotes an environment-friendly approach while linking it to food production through backyard or community gardening. Given the effectiveness of this concept may only be properly appreciated by beneficiaries through establishing a tangible link to food production, the International Federation has worked in cooperation with the Food and Agriculture Organization (FAO) to provide necessary vegetable seeds to support beneficiaries of this programme.

Towards this objective, activities were well accomplished and reflected a holistic approach from the actual provision of shelter to security to water and sanitation facilities, and the recovery and development of livelihoods.

**Objective 6:** Risk reduction through the development of a simple early warning system (EWS) and community-based disaster management (CBDM) training.

One of the PNRC's major goals is to reduce the impact from disaster on the most vulnerable people through participatory preparedness and response by building the capacities of branches, local authorities and the communities. The International Federation supported the provinces of Aklan, Antique and Capiz on typhoon-affected Panay Island for the implementation of the integrated community disaster preparedness programme, whereas PNRC covered the province of Iloilo through funding supported by AusAID. With support through the Federation emergency appeal, a total of 24 barangay disaster action teams (BDAT) were created, trained and equipped. Each team consists of ten volunteers who represent different layers of local community such as teachers, members of local government units, youth, and farmers. Following is the breakdown of number of teams and volunteers per municipality:

Province	Municipality	No. of barangays	No. of BDATS	No. of volunteers
Aklan	Ibajay	2	2	20
	New Washington	2	2	20
	Numancia	2	2	20
	Libacao	2	2	20
	Tangalan	2	2	20

<b>Sub-total</b>		<b>10</b>	<b>10</b>	<b>100</b>
Antique	Patnongon	2	2	20
	Barbaza	2	2	20
<b>Sub-total</b>		<b>4</b>	<b>4</b>	<b>40</b>
Capiz	Roxas City	2	2	20
	Pilar	1	1	10
	Pamitan	1	1	10
	Panay	2	2	20
	Pontevedra	1	1	10
	Sigma	1	1	10
	Dao	1	1	10
	Mambusao	1	1	10
<b>Sub-total</b>		<b>10</b>	<b>10</b>	<b>100</b>
<b>Grand Total</b>		<b>24</b>	<b>24</b>	<b>240</b>

Each team underwent six days' training to acquire in-depth theoretical and practical skills in vulnerability and capacity assessment (VCA) which includes the risk and resources mapping, and the participatory rural appraisal (PRA), disaster management concept, early warning systems (EWS) and alert mechanisms, emergency assessment, first aid and measures taken before, during and after a disaster or emergency. During training, specific focus was laid on the necessity and importance for an early warning system to be able to deal with as many hazards as possible and therefore, existing hazards, whether natural or human-induced, must be carefully considered in advance. In this sense, an early warning system should not only be limited to the installation of gadgets or equipment that signals warning but also on the elaboration, harmonization and linking of existing state warning signals with community ones and vice versa, which enables conveying clear messages in a mutually understandable and simple manner.

PNRC signed the agreement with the national disaster coordinating council which envisages linking the Red Cross integrated community development projects (ICDP) programme with the READY project which is carried out by the national disaster coordination council (NDCC) with the support of UNDP, AusAID, and Asian Development Bank. The READY Project is carried out by the Philippines early warning institutions; namely Philippine Institute of Volcanology and Seismology (PhilVolcs), Philippine Atmospheric Geophysical and Astronomical Services Administration (PAGASA), and Mines Geosciences Bureau (MGB). These institutions conducted and produced a multi-hazard map of the 44 provinces and or cities/municipalities at high risk to natural and impromptu disasters for effective community-based disaster risk management.

Selected through the Federation emergency appeal, these provinces and cities/municipalities are among those covered by the READY project. Barangay disaster response team (BDAT) members will also be trained during this project in techniques on how to read and translate hazard maps, thus ensuring the link with risk identification and community response mechanisms. Through these BDATs, the communities are more aware of the potential effect of the hazards in their environment, and are expected to engage more thoroughly in activities that could lessen the impact of such occurrences. Communities, however, need consistent guidance from groups or organizations engaged in disaster management. This can be provided by BDATs in order to build their response on a good understanding of hazards and their impact, thus ensuring the validity and appropriateness of specific preparedness and response activities carried out at community level.

In this endeavour, each team was equipped with basic tools which would enable them to pitch in and help the local government units and communities in times of disaster.

Item	Units per team
Raincoats with International Federation and PNRC Logo	10
Rubber boots	10 (pairs)
RC BDAT vest	10
Torch Light with batteries	10
Bull cap with IFRC and IFRC and BDAT writing	10
Whistle	10

First Aid kits including basic FA contents (Kit with IFRC and PNRC logo excluding triangular bandage)	3
Triangular bandage with PNRC and IFRC logo	20
Shovel	3
Pick mattock	3
24 inch pry bar	2
Axe with handle	1
Headlights	3
Working gloves	10
Battery operated transistor radio AM/FM with batteries	1
Mighty mega mite megaphone with siren	1

Since BDAT members are expected to be actively engaged at community level in activities that could prevent or mitigate the impact of disaster, each BDAT member received the custom-printed *Guide to Preparedness* which will be used when working with communities. In addition, information, education and communication (IEC) posters were also distributed to the provincial disaster coordinating councils, municipal disaster coordinating councils, barangay disaster coordinating councils, barangay health stations and community schools in the target areas to mainstream knowledge and information sharing in the communities. The content of these IEC materials focuses on what needs to be done prior to, during and after a disaster involving typhoons, floods and/or earthquakes.

As part of the community integration process and to ensure sustainability of the project, the BDATs are integrated into the existing community structure, known as the barangay disaster coordinating council (BDCC) with specific roles and tasks for emergency response, knowledge and education. In addition, the community disaster plan as well as the risk and resource mapping were presented to the BDCC to be integrated into their community development plans.

### Capacity of the national society

Apart from support to PNRC through the Federation emergency appeal, the national society also approached other donors for support such as its country's embassies abroad, multinational corporations, overseas government donor agencies, and several diplomatic missions in the Philippines. PNRC also obtained support from the private sector. Funds obtained contributed to the construction of an additional 300 houses more than the 1,000 supported through the emergency appeal.

PNRC also served affected communities with the distribution of the following non-food items:

Items	Quantity distributed				Total quantity distributed
	Iloilo	Aklan	Antique	Romblon	
Water containers (10 litres), 50 cans/boxes	3,360	2,700		600	6,660
Plastic sheets	1000	500	170		1,670
Hygiene kits	1800	1160	200	200	3,360
Mats (2 pieces) Blankets (2 pieces) Mosquito nets (2 pieces) Jerry can	1,400	1,200		500	3,100

### Capacity of the International Federation

The new head of the International Federation country office in Philippines arrived in June towards the close of the Typhoon Fengshen operation. Prior to his arrival, the head of the Fengshen operation, together with the small team of highly committed national staff and several international logistics, relief and shelter delegates, assumed the responsibilities and duties required to facilitate the operation. The head of operations and the international delegates have since ended their missions and left the country. The in-country team continues to support PNRC in

the development and monitoring of ongoing and new programmes, and in the organizational development of the national society.

The Philippines country office is monitored and assisted by the International Federation's Southeast Asia regional office in Bangkok, and the Asia Pacific zone office in Kuala Lumpur.

## Conclusion and lessons learned

Given the constraints of low donor response and lack of funding, insufficient local construction materials and challenging national policies, particularly the policy covering the cutting and transport of coconut lumber, PNRC together with the International Federation demonstrated creative problem-solving and commendable cooperation in achieving the set objectives. One significant factor that helped to achieve the number of shelters needed was the reallocation of funds from the 2006 Typhoons operation, which ultimately helped to increase the number of shelters planned and cover up to 350 households more than expected.

Several lessons from this operation to be taken into account in future operations are:

- Commitment of the national society's leadership in actively engaging in fundraising at the national level and by which funding was available for the construction of additional houses. This emphasizes the provision of shelter assistance as a priority area for PNRC.
- The obvious need to strengthen PNRC's programme monitoring and management capacities. This includes improvement in:
  - Skills to assess the performance of project managers and staff, and to correct or mitigate recognized weaknesses and failures.
  - Communication between all concerned including project staff in the field, managers at chapter level and key staff at national headquarters.
  - Distribution and clarification of roles and responsibilities of the field, chapter and headquarters levels
  - Skills to produce adequately and timely narrative and financial reports for better transparency
  - Greater attention towards donor requirements and general respect for timeliness and reporting deadlines.
- Logistics also constituted a challenge, particularly the procurement of materials such as coconut lumber which is considered as a protected species under Philippine law. This being the case, it is of major importance that an alternative lumber available at similar cost but of the same or better quality be identified.

## How we work

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

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

#### **Global Agenda Goals:**

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

## **Contact information**

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

- Philippine National Red Cross:
  - Gwendolyn T. Pang, secretary-general; phone: +632 525 5654  
email: [gwenpang@redcross.org.ph](mailto:gwenpang@redcross.org.ph), [pnrchq@redcross.org.ph](mailto:pnrchq@redcross.org.ph) ;
  - Catherine Marie Martin, manager, disaster management services and emergency response unit, email: [catherine.martin@redcross.org.ph](mailto:catherine.martin@redcross.org.ph) phone: +632 527 0864/5
- Federation country office, Philippines: Selvaratnam Sinnadurai, head of country office, email: [selvaratnam.sinnadurai@ifrc.org](mailto:selvaratnam.sinnadurai@ifrc.org), phone: +63 527 0000 (ext. 155), mobile: +6391 7880 6844
- Federation regional office, Bangkok; phone: +66 2 66 8201
  - Patrick Fox, regional disaster management coordinator; email: [patrick.fox@ifrc.org](mailto:patrick.fox@ifrc.org)
  - Alan Bradbury, head of regional office, email: [alan.bradbury@ifrc.org](mailto:alan.bradbury@ifrc.org)
- Federation Asia Pacific zone office, Kuala Lumpur:
  - Heikki Väättämoinen, disaster response delegate,  
email: [heikki.vaatamoinen@ifrc.org](mailto:heikki.vaatamoinen@ifrc.org), mobile: +60 12 230 7895
  - Penny Elghady, resource mobilization and PMER coordinator,  
email: [penny.elghady@ifrc.org](mailto:penny.elghady@ifrc.org); phone: +603 9207 5775; fax: +60 3 2161 0670  
Please send all pledges of funding to [zonerm.asiapacific@ifrc.org](mailto:zonerm.asiapacific@ifrc.org).
  - Jeremy Francis, regional logistics coordinator, email: [jeremy.francis@ifrc.org](mailto:jeremy.francis@ifrc.org),  
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**[<Financial report attached below; click here to return to the title page>](#)**

# International Federation of Red Cross and Red Crescent Societies

MDRPH004 - Philippines - Typhoon Fengshen

Final Financial Report

Selected Parameters	
Reporting Timeframe	2008/6-2009/12
Budget Timeframe	2008/6-2009/12
Appeal	MDRPH004
Budget	APPEAL

All figures are in Swiss Francs (CHF)

## I. Consolidated Response to Appeal

	Disaster Management	Health and Social Services	National Society Development	Principles and Values	Coordination	TOTAL
<b>A. Budget</b>	<b>2,075,697</b>					<b>2,075,697</b>
<b>B. Opening Balance</b>	<b>0</b>					<b>0</b>
<b>Income</b>						
<b><u>Cash contributions</u></b>						
American Red Cross	202,920					202,920
British Red Cross	210,672					210,672
Canadian Red Cross (from Canadian Government)	521,642					521,642
China RC, Hong Kong branch	12,668					12,668
Danish Red Cross	6,172					6,172
Finnish Red Cross	70,779					70,779
Finnish Red Cross (from Finnish Government)	127,379					127,379
Germany Red Cross (from German Government)	522					522
Japanese Red Cross	192,000					192,000
Netherlands Red Cross (from Netherlands Government)	249,739					249,739
New York Office (from United States - Private Donors)	54					54
New Zealand Red Cross	15,096					15,096
On Line donations	1,968					1,968
Philippines - Private Donors	204					204
VERF/WHO Voluntary Emergency Relief	2,000					2,000
<b>C1. Cash contributions</b>	<b>1,613,814</b>					<b>1,613,814</b>
<b><u>Inkind Goods &amp; Transport</u></b>						
Danish Red Cross	95,954					95,954
Sweden Red Cross	371,755					371,755
<b>C3. Inkind Goods &amp; Transport</b>	<b>467,709</b>					<b>467,709</b>
<b><u>Other Income</u></b>						
Services	-1,875					-1,875
<b>C5. Other Income</b>	<b>-1,875</b>					<b>-1,875</b>
<b>C. Total Income = SUM(C1..C5)</b>	<b>2,079,647</b>					<b>2,079,647</b>
<b>D. Total Funding = B + C</b>	<b>2,079,647</b>					<b>2,079,647</b>
<b>Appeal Coverage</b>	<b>100%</b>					<b>100%</b>

## II. Balance of Funds

	Disaster Management	Health and Social Services	National Society Development	Principles and Values	Coordination	TOTAL
<b>B. Opening Balance</b>	<b>0</b>					<b>0</b>
<b>C. Income</b>	<b>2,079,647</b>					<b>2,079,647</b>
<b>E. Expenditure</b>	<b>-2,079,647</b>					<b>-2,079,647</b>
<b>F. Closing Balance = (B + C + E)</b>	<b>0</b>					<b>0</b>

International Federation of Red Cross and Red Crescent Societies

MDRPH004 - Philippines - Typhoon Fengshen

Final Financial Report

Selected Parameters	
Reporting Timeframe	2008/6-2009/12
Budget Timeframe	2008/6-2009/12
Appeal	MDRPH004
Budget	APPEAL

All figures are in Swiss Francs (CHF)

### III. Budget Analysis / Breakdown of Expenditure

Account Groups	Budget	Expenditure					TOTAL	Variance
		Disaster Management	Health and Social Services	National Society Development	Principles and Values	Coordination		
A		B					A - B	
<b>BUDGET (C)</b>		<b>2,075,697</b>					<b>2,075,697</b>	
<b>Supplies</b>								
Construction Materials	401,537	994,696				994,696	-593,159	
Water & Sanitation	15,031	50,846				50,846	-35,815	
Teaching Materials	430	430				430	0	
Other Supplies & Services	370,048	18,558				18,558	351,490	
ERU		370,048				370,048	-370,048	
<b>Total Supplies</b>	<b>787,046</b>	<b>1,434,578</b>				<b>1,434,578</b>	<b>-647,532</b>	
<b>Land, vehicles &amp; equipment</b>								
Computers & Telecom		1,624				1,624	-1,624	
Others Machinery & Equipment	327	327				327	0	
<b>Total Land, vehicles &amp; equipment</b>	<b>327</b>	<b>1,951</b>				<b>1,951</b>	<b>-1,624</b>	
<b>Transport &amp; Storage</b>								
Storage	1,622	2,023				2,023	-402	
Distribution & Monitoring	6,468	12,543				12,543	-6,075	
Transport & Vehicle Costs	8,139	16,602				16,602	-8,464	
<b>Total Transport &amp; Storage</b>	<b>16,228</b>	<b>31,169</b>				<b>31,169</b>	<b>-14,940</b>	
<b>Personnel</b>								
International Staff	28,132	244,109				244,109	-215,977	
Regionally Deployed Staff	17,944	17,944				17,944	0	
National Staff	4,720	13,098				13,098	-8,379	
National Society Staff	5,176	49,398				49,398	-44,222	
Consultants	33,936	33,936				33,936	0	
<b>Total Personnel</b>	<b>89,908</b>	<b>358,485</b>				<b>358,485</b>	<b>-268,577</b>	
<b>Workshops &amp; Training</b>								
Workshops & Training	2,186	35,982				35,982	-33,795	
<b>Total Workshops &amp; Training</b>	<b>2,186</b>	<b>35,982</b>				<b>35,982</b>	<b>-33,795</b>	
<b>General Expenditure</b>								
Travel	42,384	68,214				68,214	-25,830	
Information & Public Relation	1,946	12,397				12,397	-10,451	
Office Costs	346	2,688				2,688	-2,341	
Communications	1,787	7,842				7,842	-6,055	
Professional Fees		33				33	-33	
Financial Charges		-3,755				-3,755	3,755	
Other General Expenses	998,618						998,618	
<b>Total General Expenditure</b>	<b>1,045,081</b>	<b>87,419</b>				<b>87,419</b>	<b>957,662</b>	
<b>Programme Support</b>								
Program Support	134,920	115,733				115,733	19,187	
<b>Total Programme Support</b>	<b>134,920</b>	<b>115,733</b>				<b>115,733</b>	<b>19,187</b>	
<b>Services</b>								
Services & Recoveries		14,331				14,331	-14,331	
<b>Total Services</b>		<b>14,331</b>				<b>14,331</b>	<b>-14,331</b>	
<b>TOTAL EXPENDITURE (D)</b>	<b>2,075,697</b>	<b>2,079,647</b>				<b>2,079,647</b>	<b>-3,951</b>	
<b>VARIANCE (C - D)</b>		<b>-3,951</b>				<b>-3,951</b>		