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Emergency appeal final report

Philippines: Typhoon Megi

 International Federation
of Red Cross and Red Crescent Societies

Final report

Emergency appeal n° MDRPH006

GLIDE n° [TC-2010-000205-PHL](#)

22 November 2011

Period covered by this final report: 26 October 2010 to 31 July 2011

Appeal target: CHF 4,183,640

Appeal coverage: 67%; [<click to go to the financial report or contact details>](#)

Appeal history:

- [Operations Update n°. 6](#) issued on 29 June 2011 reduced the appeal timeframe by three months, for the operation to be completed by 31 July 2011.
- This [emergency appeal](#) was launched on 26 October 2010 for CHF 4,183,640 for 12 months to assist 12,000 families (approximately 60,000 people).
- CHF 214,855 was allocated from the International Federation of Red Cross and Red Crescent Societies (IFRC) Disaster Relief Emergency Fund ([DREF](#)) on 22 October to support rapid assessments and initial response of the Philippine Red Cross (PRC).

Summary: Some 428,000 families (around 2 million persons) in 17 cities and 23 provinces of the Philippines were affected when Typhoon Megi struck on 18 October 2010, with winds of more than 220 kilometres per hour and heavy rains. The super typhoon made landfall near Divilacan on the eastern coast of Isabela province in the island of Luzon, leaving 31 people dead and 42 injured by the time it exited into the sea. The Category V typhoon also left a trail of destruction to homes, agriculture and infrastructure, with more than 148,000 houses damaged. The provinces of Cagayan, Kalinga, Isabela, La Union and Pangasinan were worst-hit.



Children seek shade under the remains of what used to be home. Their home was among the 25,000 destroyed in Isabela. Photo: Hajime Matsunaga/IFRC

In response, Philippine Red Cross (PRC) mounted an emergency response with support of its Red Cross and Red Crescent partners, including the International Federation of Red Cross and Red Crescent Societies (IFRC).

During the emergency phase, PRC deployed specialized units, including water search-and-rescue teams and emergency response units, to provide immediate assistance. The support extended to displaced families that

sought shelter in evacuation centres. On 22 October 2010, IFRC allocated CHF 214,855 from its disaster relief emergency fund (DREF) to support PRC's initial response and rapid assessments. After assessments, on 26 October 2010, IFRC launched an emergency appeal for CHF 4.18 million on behalf of the National Society with the aim of assisting 12,000 families (approximately 60,000 people): 7,000 with one-off food distributions, 10,000 with non-food items (NFI) and hygiene promotion, and 12,000 with shelter materials. The operation also targeted to increase the disaster preparedness capacity of three PRC chapters in affected provinces. Operations update no. 6 issued on 29 June 2011 reduced the appeal's timeframe by three months based on projection to complete activities with available funding – and with no further funding envisioned.

In all, the outputs set in the emergency appeal have by large been achieved. As regards relief distributions, at completion, one-off food packages were provided to 11,191 typhoon-affected families, exceeding the appeal target of 7,000 families while some 10,250 families received non-food items, i.e. 250 families beyond the action's target of 10,000 families. Concerning early recovery, the operation reached 9,953 families with shelter assistance – i.e. 7,853 families with Category I shelter repair kits and 2,100 families with Category II shelter restoration kits. Category I shelter repair kits, each worth PHP 7,000, were provided to families whose homes were partially damaged. Category II shelter restoration kits, each worth PHP 15,000, were provided to families whose homes were totally damaged. Even though the total number of families that received shelter assistance fell short of the 12,000 appeal target, the figure that could be realistically reached in view of the 67 per cent emergency appeal coverage was 8,000 families, which has been exceeded. The response also had a National Society disaster response capacity enhancement component. Through this operation, contingency relief stocks were replenished, two vehicles provided to improve monitoring, and three search-and-rescue teams formed, trained and equipped.

At the end of the operation, the immediate food needs of 11,191 typhoon-affected families and immediate needs of 10,250 typhoon-affected families were met. In addition, 9,953 families restored their shelter conditions after rebuilding or refurbishing their damaged homes. Furthermore, equipping and training of the chapters increased their capacity to respond to future potential disasters and consequently contributing to their ability to save lives. This was crucial because Red Cross chapters are usually the first line of response in their local areas. Approximately 13.9 per cent of the individuals from beneficiary families who received distributed items were women/girls and 86.1 per cent were men/boys. The breakdown has been estimated based on shelter assistance records.

Attainment of outputs was made possible by the generous contributions from American Red Cross, British Red Cross, Canadian Red Cross/Canadian government, Finnish Red Cross/Finnish government, Hong Kong branch of the Red Cross Society of China, Japanese Red Cross Society, Swedish Red Cross/Swedish government and the Red Crescent Society of the United Arab Emirates. This appeal was also generously supported by the European Commission Humanitarian Aid and Civil Protection (DG ECHO).

Of the total funding received under this appeal, CHF 2,753,528 was spent. Remaining funds will be allocated towards capacity building in disaster management under the IFRC Philippines long-term development plan. ***Donors are encouraged to contact the [Asia Pacific zone office](#) within the next 30 days if they have any queries or require any clarification regarding this reallocation.***

On behalf of PRC, IFRC would like to thank all partners and donors for their support of this appeal.

Lessons learned: As part of the IFRC and PRC commitment to capture lessons for improved action in case of future potential disasters, a lessons learned forum was organized on 26-27 July 2011. The forum looked at the whole operation cycle – from design, to implementation and management processes, coordination mechanisms and community participation, techniques and tools applied. It also discussed the challenges encountered and how they were addressed, what worked or did not work well, what could have worked better, and what should be done differently next time. The report is ready and can be shared with interested partners on request.

As regards relief distributions, even though PRC mobilized pre-positioned stocks at the headquarters in a swift manner, it took a while for items to reach some affected localities, mainly due to access challenges. Pre-positioning of relief stocks in several hubs across regions at most risk of bearing the impact of typhoons would go a long way in enabling swifter mobilization. As such, PRC should consider construction/rental of warehouses at the chapter level. Additionally, it was observed that distribution of water, sanitation and hygiene items – such as hygiene kits – was not uniformly accompanied by the software component, i.e. hygiene promotion. The National Society can ensure that future relief distributions, particularly those relating to water, sanitation and hygiene, are undertaken hand-in-hand with hygiene promotion, for more impact.

Concerning delivery of shelter assistance, results of a post-distribution survey conducted by PRC showed that 73 per cent of respondents preferred to receive vouchers to redeem against items instead of direct cash. Their main reason was that vouchers enabled them to avoid diverting cash to defray other non-shelter, needs. The commodity voucher system also made it possible for the Red Cross to negotiate for fixed prices with suppliers, thereby shielding beneficiaries from potential price fluctuations. Since selected suppliers would also have to replace materials deemed to be of poor quality, beneficiaries were guaranteed of receiving quality materials.

However, the high dependence on wood materials as well as the limited availability of suppliers with capacity to provide required materials made provision of assistance through the initial system – in which a list of fixed items was provided – a protracted process. Considering this challenge, the executive ban placed on harvesting of wood materials and its perennial shortage, PRC may consider embracing the approach adopted later [allowing the people assisted a free hand in determining/selecting the material they needed]. This would ensure that they play a bigger role in their own recovery within the actual markets that they would have obtained such items if they had their own money. Nevertheless, for such a system to be implemented efficiently in future interventions, PRC would need to formulate and operationalize clear guidelines and policies covering resourcing, contracting and documentation. It would also have to put in place better control mechanisms in order to ensure that beneficiaries receive quality materials and to facilitate proper processing of billing documents and invoices, and includes providing project staff and volunteers with detailed orientation or training on the logistics aspects of the intervention. It would also demand improved monitoring and guidance to help in promoting the application of typhoon-resilient construction techniques by those who rebuild.

The situation

On 18 October 2010, Typhoon Megi battered the Philippines as a super typhoon packing winds of more than 220 kilometres per hour. The strong winds and heavy rainfall wrought by the storm – which made landfall near Divilacan on the eastern coast of Isabela province – swept throughout Ilocos (Region I), Cagayan Valley (Region II), Central Luzon (Region III), and Cordillera Administrative Region (CAR) in the island of Luzon. According to the National Disaster Risk Reduction and Management Council (NDRRMC), the effects of the powerful storm left 31 people dead, 42 injured and four still missing. In all, some 428,000 families (around 2 million persons) were affected in 240 municipalities of 17 cities and 23 provinces.

The authorities estimated that the cost of damage wrought by the typhoon on agriculture and infrastructure totaled some PHP 12 billion, with agricultural production incurring the heaviest loss. A recorded total of 148,222 houses were damaged – 30,048 totally and 118,174 partially – mostly in Isabela, which had 25,186 houses fully damaged and 72,828 partially damaged. There was also significant damage wrought to road sections that were blocked by landslides or road slips, massive interruptions to electricity supply due to toppled posts, disruption to telecommunications due to power outages, and overflowing dams that forced the opening of floodgates.

Table 1: Casualties and damage caused by Typhoon Megi (Source: NDRRMC)

Details	Location	Number
Deaths		31
Injured		42
Missing		4
Persons affected		427,962 families (2,008,984 persons)
Houses damaged in	Isabela	72,828
	Kalinga	12,753
	Pangasinan	8,378
	Cagayan	14,737
	La Union	5,560
Total number of houses damaged*		118,174*
Houses destroyed in	Isabela	25,186
	Kalinga	1,778
	Pangasinan	1,095
	Cagayan	1,048
	La Union	545
Total number of houses destroyed*		30,048*

*Includes houses damaged/destroyed in all 23 affected provinces

To determine the nature and extent of needs in the aftermath of the typhoon, on 20 October 2010, a high-level NDRRMC team undertook rapid aerial and ground assessments in Cagayan and Isabela. On its part, Philippine Red Cross (PRC), supported by its Red Cross Red Crescent partners with offices in the country, undertook assessments in the provinces of Cagayan, Kalinga, Isabela, La Union and Pangasinan, which accounted for more than 95 per cent of all destroyed or damaged houses. In all, results of assessments conducted by the government, the Red Cross, UN agencies and other actors indicated a significant need for shelter assistance.

Half a month after Typhoon Megi, heavy rains affected Cagayan, Isabela and Kalinga provinces, causing further damage. The NDRRMC reported that the rains affected 123,979 families (533,685 persons), a majority of them in localities that were worst-hit by Typhoon Megi. Kalinga, La Union and Pangasinan were battered even as they were recovering from the effects of typhoons Ketsana and Parma that struck in late 2009. Typhoon Megi and the rains that followed brought additional burden on communities whose coping capacities were already stretched.

While the authorities did not appeal for international assistance, PRC requested the International Federation of Red Cross and Red Crescent Societies (IFRC) to launch an emergency appeal to mobilize resources that could help it meet the significant needs identified on the ground. Given its mandate outlined in 'Republic Act No. 10072' [also known as Philippine Red Cross Act of 2009], and in accordance with the Fundamental Principle of humanity, PRC mounted a response aimed at alleviating the suffering of typhoon-affected communities. The National Society built on its extensive experience and knowledge in undertaking massive relief and rehabilitation programmes and sought the support of its partners within and without the Philippines to deliver much-needed assistance that met the SPHERE standards.

Red Cross and Red Crescent action



A man stands outside his house that he rebuilt after receiving shelter repair materials in Kalinga. Photo: Cheryl Ravelo/IFRC

Immediately after the typhoon, PRC deployed specialized units, including water search-and-rescue teams, to provide immediate assistance. The support extended to displaced families that sought shelter in evacuation centres. At the same time, the National Society undertook rapid assessments – with support of IFRC, German Red Cross and Spanish Red Cross – to determine the nature and extent of needs. Based on identified needs, this emergency appeal operation was launched with the aim of assisting 12,000 families (approximately 60,000 people). Specifically, IFRC aimed to support PRC to meet immediate food needs of 7,000 families through one-off food distributions, immediate non-food item (NFI) needs of 10,000 families, contribute to improving knowledge of hygiene practices, and enabling 12,000 families to rebuild or repair their damaged homes. The operation also

aimed at increasing the disaster preparedness capacity of PRC chapters in affected provinces.

Considering PRC had organized a pre-disaster planning meeting a month prior to the typhoon, the Red Cross Red Crescent operational coordination mechanism was activated three days before the typhoon made landfall. PRC updated partners on its capacity to respond in areas that were likely to be affected. Likewise, IFRC, the International Committee of the Red Cross (ICRC), German Red Cross and Spanish Red Cross indicated what they had for immediate mobilization, including technical staff and delegates to undertake joint assessments. PRC organized regular coordination meetings and kept partners abreast of all developments, including the development of an IFRC emergency appeal. The partners also agreed on standard food and non-food packages and coordinated as regards target areas, taking into account the capacity of the PRC chapters concerned.

In implementing activities under this emergency appeal operation, PRC coordinated closely with IFRC, German Red Cross and Spanish Red Cross, who have offices in the Philippines. These partners held regular coordination meetings to ensure that they were up-to-date with information. IFRC delegates who were already in-country supporting the response to the typhoons of 2009 also took on additional tasks to support this operation. Outside the Red Cross, PRC worked closely with the department of social welfare and development (DSWD), the NDRRMC, local disaster risk reduction and management councils and local government units (LGUs).

The IFRC country office supported PRC's coordination efforts by participating in humanitarian country team (HCT) meetings and sharing operational information with Adventist Development and Relief Agency (ADRA), Catholic Relief Services (CRS), Handicap International, Oxfam, PhilRads and World Vision to avoid duplication of efforts. The IFRC country office also linked with the European Commission's humanitarian aid and civil protection (DG ECHO), which provided the bulk of funding for this operation.

Achievements against outcomes

Overview

At completion of the operation on 31 July 2011, the immediate food needs of 11,191 typhoon-affected families and immediate non-food item needs of 10,250 typhoon-affected families had been met. In addition, 9,953 families restored their shelter conditions after rebuilding or repairing their damaged homes. Furthermore, equipping and training of the chapters increased their capacity to respond to future potential disasters and consequently contributing to their ability to save lives.

In general, the operation targeted households/families as a whole rather than individual members of family units. The DSWD and LGUs provided lists of beneficiaries, which were then revalidated by respective



A woman and her children at their home in Isabela. As well as shelter repair materials, they received relief items from Philippine Red Cross.
Photo: Necephor Mghendi/IFRC

Red Cross chapters. The selection criteria of PRC prioritized families headed by women [widows, divorced or separated] without income, families headed by children, families with persons with disabilities, families with young children or elderly family members, families from ethnic minorities and other socially excluded groups. Women, men, girls and boys attended orientation sessions at the start of each intervention. Approximately 13.9 per cent of the individuals from beneficiary families who received distributed items were women/girls and 86.1 per cent were men/boys. The breakdown has been estimated based on shelter assistance records.

Relief distributions (food items)

Outcome: Emergency food needs of 7,000 typhoon-affected families are met within one month.

Output	Activities planned
The immediate food needs of 7,000 typhoon displaced families and host families are met through one-off food distributions	<ul style="list-style-type: none"> Establish a beneficiary focusing strategy, including distribution protocols Mobilize volunteers and provide them with orientation on distribution protocols Register and verify beneficiaries Identify displaced families hosted by other families Mobilize validated beneficiaries for food distributions Arrange pre- and post-relief distribution volunteer meetings Provide food (rice, noodles and sardines) to 7,000 families (35,000)

	persons) as well as to host families <ul style="list-style-type: none"> • Conduct post-distribution surveys • Monitor and report on distributions
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Achievements: In the immediate aftermath of the typhoon, as well as after the effect of rains that followed in November 2010, PRC served hot meals and assorted emergency food items such as biscuits to families that sought shelter in evacuation centres. In this regard, 1,120 families were served with hot cooked meals and 1,523 others with biscuits in Baguio City, Benguet, Cagayan, Kalinga, Isabela, La Union, Pangasinan, Tarlac and Zambales. Aside from assorted food items, the National Society distributed food packages comprising rice, noodles and sardines to families displaced by the typhoon. In all, the IFRC-supported operation specifically reached 11,191 families in Cagayan, Kalinga, Isabela, La Union and Pangasinan with the food packages, exceeding the appeal target of 7,000 families.

Table 2: Families assisted with food packages through IFRC support

Chapter	Number of families assisted
Cagayan	950
Isabela	6,405
Kalinga	2,078
La Union	758
Pangasinan	1,000
Total	11,191

The five provinces targeted by the operation were identified based on needs determined in joint rapid assessments. The IFRC-supported operation covered all the five provinces while operations by other Red Cross Red Crescent partners focused on selected localities of Isabela, which was the worst affected province. The composition of food packages and the beneficiary selection criteria had already been set by PRC prior to the typhoon. Some of the food packages were dispatched from stocks that existed at PRC’s national headquarters while others were procured at the chapter level in accordance with the memorandum of agreement between PRC and the National Food Authority (NFA).

Even though distribution of food packages was completed within the timeframe set in the emergency appeal, i.e. within one month, it could have been attained much earlier. Heavy rains that lashed parts of North Luzon half a month after Typhoon Megi caused localized flooding and landslides in some cases. The rains challenged relief distributions either due to limited accessibility or by making it impossible for beneficiaries to venture to distribution points. However, the implementation rate picked up after the rains eased enabling completion within the envisioned timeframe.

A beneficiary satisfaction survey carried out after relief distribution – covering 30 per cent of beneficiaries – revealed that overall, the food distributions were appropriate to the needs of the beneficiaries met the immediate food needs of typhoon-affected families that were served. The composition of food items provided was relevant to the needs of typhoon-affected families. The existing memorandum of agreement between PRC and the NFA enabled timely distribution of relief items.

Relief distributions (non-food items)

Outcome: The status of 10,000 affected families is improved through timely provision of appropriate relief items within four months.

Output	Activities planned
The immediate needs of 10,000 typhoon affected families are met through relief distributions.	<ul style="list-style-type: none"> Establish a beneficiary focusing strategy, including distribution protocols Mobilize volunteers and provide them with orientation on distribution protocols Register and verify beneficiaries Identify displaced families hosted by other families 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 insecticide-treated mosquito nets (two per family) to 10,000 families (50,000 persons) <i>Note: Items for additional 2,000 families to be provided by PRC using own resources</i> Provide 20-litre jerry cans (1 per targeted family) for household level water storage, to 10,000 families (50,000 persons) <i>Note: Jerry cans for additional 2,000 families to be provided by PRC using own resources</i> Coordinate with other sectors (such as water and sanitation, for distribution of mosquito nets, jerry cans and hygiene kits) Track movement of items from point of dispatch to end-user Conduct post-distribution surveys Monitor and report on distributions

Achievements: Non-food distributions were initiated by PRC, with IFRC support, using funds advanced from the disaster relief emergency fund (DREF) immediately after the typhoon, alongside assessments. With items procured and available for distribution, Red Cross staff and volunteers in the chapters identified several strategic locations to act as distribution points. Each distribution point catered for 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 are convenient for all beneficiaries, particularly for women. At the conclusion of relief distributions, non-food items had been provided to 10,250 families in Cagayan, Kalinga, Isabela and Pangasinan. Of the total number of families assisted, 10,250 received blankets, hygiene kits, mosquito nets and sleeping mats while 6,989 families received jerry cans. Remaining targets for jerry cans were covered through stocks mobilized by PRC locally and with bilateral assistance.

Table 3: Families assisted with non-food items through IFRC support

Chapter	Blankets (2 per family)	Sleeping mats (2 per family)	Mosquito nets (2 per family)	Jerry cans (1 per family)	Hygiene kits (1 per family)
Cagayan	1,000	1,000	1,000	0	1,000
Isabela	6,750	6,750	6,750	4,989	6,750
Kalinga	1,500	1,500	1,500	1,000	1,500
Pangasinan	1,000	1,000	1,000	1,000	1,000
Total	10,250	10,250	10,250	6,989	10,250

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 carried out in an orderly and respectful manner, and that attention was paid to the safety, security, and dignity of beneficiaries. Women, men, girls and boys attended such sessions.

Throughout relief distributions, IFRC delegates and staff from the PRC national headquarters visited 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; that they were well-trained in basic Red Cross relief protocols, and had excellent work ethics. The chapters made effective preparations, and distributions were orderly and respectful. Attention was paid to the safety, security, and dignity of beneficiaries. This was affirmed by beneficiary testimonials during a post-distribution survey done in January 2011. In addition, good cooperation was observed between PRC chapters, LGUs and DSWD.

The IFRC logistics team supported PRC in tracking the movement of items from Manila to the respective distribution points. Respective chapters were required to sign waybills 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.



A Philippine Red Cross staff conducts a hygiene promotion session in Kalinga. Distribution of hygiene kits was accompanied by provision of information materials bearing disease prevention and hygiene messages.
Photo: Hajime Matsunaga/IFRC

While distribution of non-food items was completed within the timeframe set in the emergency appeal, i.e. within four months, it could have been completed earlier were it not for challenges encountered in the early months of the intervention. Delivery of relief items and tarpaulins to affected families in isolated coastal areas of Divilacan and Maconacon, in Isabela province, was initially constrained because the two localities remained inaccessible weeks after the typhoon made landfall. This situation prompted PRC to dispatch relief supplies by sea on 31 October 2010, with the items arriving in early November. Additionally, during November 2010, distributions in Cagayan, Isabela and Kalinga were constrained by heavy rains that caused flooding in some areas, diverting the attention of respective PRC chapters, which had to respond to immediate needs prompted by the flooding.

Nevertheless, distributions resumed after the rains subsided, access was restored, and the operation was able to meet the immediate non-food item needs of 10,250 typhoon-affected families. A beneficiary satisfaction survey carried out after relief distribution – covering 30 per cent of beneficiaries – revealed that overall, the response was appropriate to the needs of the beneficiaries. The items provided were relevant to the needs of typhoon-affected families. Pre-positioned stocks enabled timely distribution of relief items.

Water, sanitation and hygiene promotion

Outcome: Risk of water-related and hygiene-related diseases is reduced among 10,000 families in typhoon-affected areas.

Output	Activities planned
Household level water treatment and safe storage as well as improved hygiene behaviour is practiced amongst the target population	<ul style="list-style-type: none"> Identify families in need of emergency household water treatment Provide water purification solutions to identified families in need, through trained volunteers Provide 20-litre jerry cans (one per targeted family) for household level water storage, to 10,000 families (50,000 persons) <i>Note: Jerry cans for additional 2,000 families to be provided by PRC using own resources –</i>

	<p><i>see also relief distribution: non-food items.</i></p> <ul style="list-style-type: none"> • Provide hygiene kits (one per targeted family) to 10,000 families (50,000 persons <i>Note: Kits for additional 2,000 families to be provided by PRC using own resources</i>) • Conduct post-distribution surveys to determine water treatment and safe storage practices (where water purification solutions provided) • Coordinate with other sectors (such relief distributions for water storage containers and hygiene kits) • Mobilize existing trained community health volunteers • Recruit and train new/additional community health volunteers • Undertake baseline surveys to determine level of awareness and hygiene practices in project communities • Produce and distribute information, education and communication materials • Mobilize community health volunteers and members for hygiene and health promotions sessions • Disseminate relevant hygiene and health messages in the target communities • Undertake final surveys to determine level of improvement in awareness and practices • Monitor and report on activities • Ensure continuity by linking to the community health education project under the annual appeal programme
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Achievements: As Red Cross staff and volunteers in the chapters covered by this operation undertook preparatory work relating to relief distributions, they also conducted ongoing surveys to identify any existing need for emergency household water treatment. Eventually, the surveys revealed that there were no families in need of water purification solutions, mainly because damaged water sources were restored by the authorities and other actors within the relief phase.

Meantime, hygiene kits and jerry cans were provided as part of the non-food packages. As mentioned under relief distributions, 10,250 families in Cagayan, Isabela, Kalinga and Pangasinan received hygiene kits through the IFRC support. Of these, 6,989 received jerry cans, because the remaining targets had been adequately covered through stocks mobilized by PRC locally or bilaterally. Each hygiene kit contained five toothbrushes, a tube of toothpaste, a 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 ten pieces), a nail cutter/clipper, a bar of washing soap, two packs of disposable razors, two rolls of toilet paper and five face towels. Distribution of these items was accompanied by provision of information materials bearing basic disease prevention and hygiene messages.

Even though the initial plan was for health and hygiene promotion to be undertaken with the view of attaining improved hygiene practice among the target population, in the course of the operation related activities were limited to distribution of information materials bearing hygiene messages. Upon conclusion of the relief phase, the IFRC water and sanitation delegate undertook an analysis of the approach adopted by PRC. The analysis revealed that distribution of water, sanitation and hygiene items was not uniformly accompanied by the software component, i.e. hygiene promotion. The recommendation was for a total review of this component and for the PRC not to undertake hygiene promotion activities on a standalone basis. The activities were subsequently transferred from this emergency appeal operation to the IFRC Philippines long-term development programme.

PRC learnt a useful lesson, i.e. distribution of relief items – particularly those relating to water, sanitation and hygiene – should be undertaken hand-in-hand with hygiene promotion, for more impact. Consequently, in future operations, the National Society will ensure that there is closer coordination between its disaster and health services as regards conducting disease prevention and hygiene promotion as well as better allocation of appropriate items, such as insecticide-treated mosquito nets for malaria endemic localities.

Early recovery (shelter)

Outcome: 12,000 typhoon-displaced families are sheltered from harsh weather elements, with dignity, at the end of the operation.

Output	Activities planned
Typhoon-affected households have shelter after rebuilding or refurbishing their damaged homes	<ul style="list-style-type: none"> • Distribute tarpaulins to 1,400 families in Isabela for emergency shelter • Coordinate with the department for social welfare and development as well as local government authorities to map potential beneficiaries • Mobilize or recruit volunteers for shelter interventions • Conduct orientation of project volunteers • Select beneficiaries • Undertake door-to-door surveys to validate beneficiaries • Conduct orientation of beneficiaries (by chapter volunteers) • Identify and engage project carpenters • Form project teams comprising volunteers and carpenters • Provide project teams with training that promotes awareness and understanding of typhoon-resistant construction (by IFRC shelter delegates) • Provide posters that promote awareness and understanding of typhoon-resistant construction to 2,000 families whose houses were destroyed by the typhoon • Provide to 2,000 families, whose houses were destroyed by the typhoon, with training that promotes awareness and understanding of typhoon resistant construction (project teams) • Identify and map suppliers of shelter materials • Provide house repair materials and tools to 12,000 families whose houses were damaged or destroyed by the typhoon (using a commodity voucher system) • Conduct post-distribution surveys • Monitor and report on assistance provided to beneficiary families

Achievements: Shelter was identified as a top need, owing to the large number of families whose homes were damaged or destroyed in the typhoon. Taking into account a combination of factors, Red Cross Red Crescent partners jointly decided that their interventions would entail provision of shelter repair/restoration kits rather than construction of transitional shelter. The factors included the extent of damage, geographical area, urgency of need, the most cost-effective way of providing assistance, the capacity of local chapters and the indication by the authorities that they had the capacity to address longer-term shelter needs without international assistance. The methodology initially adopted for this operation was to deliver shelter assistance using a commodity voucher system. The methodology had been tested during a previous operation and proved appropriate for delivery of shelter repair materials in a cost-effective and timely manner.

While lists of potential beneficiaries were obtained from the DSWD, prioritization by PRC was done in accordance with set criteria. For both Category I shelter repair kits [targeting households whose homes were partially damaged] and Category II shelter restoration kits [for households whose homes were totally damaged], one requirement that a family had to fulfil 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 for not less than one year and be the owner of the damaged house. The location of the house was to be in a site not classified as hazard-prone or declared non-habitable by the authorities. A family needed to commit to complete rebuilding within two weeks of receiving the complete set of materials. Priority was given to people with disabilities and disadvantaged families such as those headed by single and unemployed parents.

In addition, for a family to be provided with Category I shelter repair kits, their house should not have been physical damage to any of its foundation or posts, and should have suffered not more than 50 per cent damage. For a family to qualify for Category II shelter restoration kits, their house should have been damaged beyond

repair. The beneficiary selection criteria were disseminated to chapters concerned by PRC national headquarters. The national headquarters also conducted orientation for chapter staff and volunteers.

For families identified to receive shelter assistance following revalidation, project teams comprising staff, volunteers and carpenters organized orientation sessions. IFRC shelter and relief delegates provided guidance to the project teams and clarified issues during orientation of beneficiaries. Orientation sessions included providing beneficiaries with information about the quantity of items they would be receiving, the shops from which they would be collecting the items, distribution dates, and the complaints mechanism through which they could express any concerns. They also included topics about the elements of typhoon-resistant construction.

Other preparatory work initiated alongside revalidation of beneficiaries was identifying and mapping suppliers who could be contracted to provide the required shelter material. The IFRC logistics team supported PRC in this process, based on existing lists of qualified suppliers who proved reliable in previous operations as well as identifying new suppliers. This preparatory work was meant to ensure timely delivery of shelter materials and as soon as the revalidation process was completed. However, logistical planning revealed that there were a limited number of local suppliers with the capacity to provide shelter materials in the quantities required for this action. This prompted widening of the logistical mapping exercise to neighbouring provinces – a time consuming, albeit necessary, exercise. Suitable shops in different barangays were then contracted in accordance with IFRC procurement procedures. The shops were located in several strategic locations to act as distribution points, with each catering for a cluster of beneficiaries, depending on proximity. This ensured that shelter material was delivered in the most cost-effective and time-sensitive manner, and within distances that are convenient for all beneficiaries. All shops met the licensing requirements of the authorities and stocked permitted materials.

Initially, for Category I shelter repair kits [for households whose homes were partially damaged], each beneficiary family received a commodity voucher worth PHP 7,000. The families then collected pre-determined materials and tools from shops contracted by the PRC. Beneficiary families requested any combination of materials and tools in the pre-set list, as long as the total cost did not exceed the allocated amount.

For Category II shelter restoration kits [for households whose homes were totally damaged], each family received a commodity voucher worth PHP 7,000 to obtain the same materials and tools as in Category I shelter repair kits. Furthermore, under this category, the families also received additional items worth PHP 8,000, i.e. three bags of cement, six timber posts, and eight steel bars to enable them to place poles in concrete footings with reinforcement, bringing the total worth of items under this category to PHP 15,000.

However, the high dependence on wooden materials as well as the capacity of suppliers to obtain needed materials made provision of assistance through the commodity voucher system a protracted process. Availability of wooden materials was further



An IFRC logistics delegate verifies the quantity of shelter material that a beneficiary family received in Isabela. Photo: Afrhill Rances/IFRC

challenged by the imposition of an executive log ban in February 2011, which led to the scarcity of coco lumber. The capacity of some suppliers to deliver wooden products was affected by the requirement to re-apply for new permits – a process that took time. Consequently, the limited availability of wood materials caused delays in distribution of materials, thus hindering timely delivery of shelter assistance. As a way forward, a methodology of providing beneficiaries with cash vouchers instead of commodity vouchers was adopted. In this approach, beneficiaries were provided with cash vouchers, which they then used to purchase their choice of shelter materials. PRC did not provide lists of pre-set materials; instead, it undertook price surveys and recommended several shops from which beneficiaries could obtain shelter materials as per their individual needs but within the allocated amount – PHP 7,000 for Category I shelter repair kits and PHP 15,000 for Category II shelter restoration

kits. At the conclusion of shelter interventions in July 2011, 9,953 families had received shelter assistance through the operation, against the appeal target of 12,000 families. Of those assisted, 7,853 families received Category I shelter repair kits while 2,100 families received Category II shelter restoration. However, considering that the emergency appeal was 67 per cent covered, the realistic target – in line with available funding – was 8,000 families.

Table 4: Breakdown (by gender) of families who received shelter assistance through IFRC support

Project location	Category I shelter repair kits		Category II shelter restoration kits		Total Category I & Category II	
	Men	Women	Men	Women	Men	Women
Kalinga	316	73	193	38	509	111
Isabela	5,569	676	1,294	205	6,863	881
Cagayan	934	283	186	77	1,120	360
La Union	n/a	n/a	81	28	81	28
Total	6,819	1,032	1,754	348	8,573	1,380

The training aspect for this operation was limited to beneficiary orientation, which included awareness raising components and introduction to typhoon-resistant construction. Tips on typhoon-resistant construction were printed on the back of beneficiary identity documents, which beneficiaries signed when receiving shelter repair materials. Women, men, girls and boys attended the training sessions. At the request of interested families, project volunteers and carpenters also advised on how beneficiaries could best undertake repairs to their homes.

In the course of May 2011, PRC undertook a beneficiary satisfaction survey, relating to shelter assistance. The survey's sample, drawn from Cagayan and Isabela, comprised 30 per cent of the total beneficiaries served using the cash voucher system. The survey results showed that the people assisted were satisfied with the selection criteria put in place by the Red Cross. They also felt that orientation sessions organized by project staff and volunteers enabled them to understand what they were entitled to receive. A good majority indicated that recommendation of several hardware stores in one given area did not only enable them to have a free hand on which store to redeem their vouchers, but also facilitated easy access of materials at localities most convenient to them. The survey also revealed that around 95 per cent of respondents appreciated the use of vouchers redeemable against shelter materials as respectful and sensitive to their unique needs since they were able to identify and prioritize their own needs. Some 78 per cent of respondents considered the value of the vouchers provided as sufficient to meet their shelter needs. Nevertheless, 50 per cent of these said that they had added further cash in order to obtain the full range of materials they needed to reconstruct or repair their homes. Around 73 per cent said they preferred the commodity or cash voucher to direct cash infusion as this allowed them to ensure their allocations were used solely for the rebuilding of their homes.

As regards monitoring, project staff and volunteers from respective chapters attended each distribution exercise to ensure that the materials supplied were of the desired quality and quantity, distribution was orderly and respectful, and attention was paid to the safety, security, and dignity of beneficiaries. As such, there was no possibility of shops charging or demanding extra money from beneficiaries. However, adoption of the cash voucher system presented a number of challenges. Because of limited pre-distribution control on the side of the Red Cross regarding the actual type, quantity and cost of materials beneficiaries obtained from suppliers, there was a window for dishonest suppliers to cheat beneficiaries of some items and claim them in invoices. Owing to this, the Red Cross put extra effort [post-distribution] in verifying invoices and claims from suppliers. This, plus the fact that the agreements with suppliers were open-ended, resulted in several steps of verification at both chapter and national headquarters levels. Invoices that elicited even the slightest suspicion were returned to suppliers, with Red Cross logistics staff having to follow up in person to countercheck documentation. The sheer volume of documentation required for financial controls increased workload for project and finance staff.

National Society capacity building and preparedness

Outcome: The disaster preparedness capacity of chapters in affected provinces increased.

Output	Activities planned
<p>PRC chapters in operational areas have improved their disaster response and overall capacity.</p>	<ul style="list-style-type: none"> • Train and equip three water search-and-rescue teams • Equip Isabela and Kalinga chapters with two land cruisers, geared for flood situations • Repair and refurbish Isabela, Kalinga and Pangasinan chapter office buildings • Increase training of the chapter disaster response teams in key hazard areas • Provide training and orientation for volunteers at targeted chapters in disaster preparedness and response skills • Support overall chapter development, including in administration, finance and logistics

Achievements: To ensure effective and swift support to PRC, IFRC established a field office in Isabela. The field office provided technical support to chapters in north Luzon that were involved in this operation – Cagayan, Isabela and Kalinga. Some delegates were re-assigned to provide support to respective the chapters. They worked alongside PRC staff and volunteers, providing on-the-job coaching, mentoring and technical advice.

As part of National Society capacity building, IFRC supported the formation, training and equipment search and rescue teams. Some 18 volunteers – six per chapter – were identified in Cagayan, Isabela and Kalinga. They were then mobilized to form the chapter land and water search-and-rescue teams. The composition of the teams took into account gender balance, with all drawn from different facets of the local community. The volunteers received the necessary theoretical and practical training on land and water search-and-rescue during the last week of April 2011. The training covered modules in both water search-and-rescue (for hydrological disasters), and collapsible structure rescue (mainly for earthquake and building collapse disasters), with more focus on the former.

Each team comprised a squad leader, a person in charge of communication, another responsible for logistics, and three other members. The participants learned how to assemble rubber boats, operate outboard engines, carry out basic urban and water search techniques, and execute manoeuvres in rough water conditions. At the end of the training, participants had gained confidence to operate rubber boats, knowledge on limitations of the vessels, the importance of maintenance, navigation techniques and maritime rules. The chapters were also provided with search-and-rescue equipment as well as personal protective equipment (PPE) for team members. The equipment provided included rubber boats with paddles and outboard motor engines, personal floatation devices, helmets, raincoats, boots, eye protectors, heavy-duty torchlights, gloves, wet suits, whistles, throw lines, rescue harnesses, sledgehammers and shovels. The equipping and training of the chapters has increased their capacity to respond to future potential disasters and consequently contribute to saving lives.

IFRC also acquired two land cruisers for the National Society. The vehicles were handed over to Isabela and Kalinga chapters during April 2011, and enhanced the capacity of the two chapters to monitor programmes. Furthermore, since not all 10,000 jerry cans procured under this operation were distributed, IFRC used the balance to replenish stocks distributed earlier. Pre-positioned items will enable the Red Cross to respond swiftly to needs on the ground in case of future potential disasters.

Lessons learnt

As part of the IFRC and PRC commitment to capture lessons for improved action in case of future potential disasters, they organized a *lessons learnt* forum on 26-27 July 2011. The forum looked at the whole operation cycle – from design, to implementation and management processes, coordination mechanisms and community participation, techniques and tools applied. It also discussed the challenges encountered and how they were addressed, what worked or did not work well, what could have worked better, and what should be done differently next time. The following are some of the recommendations of the lessons learnt forum:

- Should a large-scale disaster happen in future and the authorities do not request for international assistance, even though there is a significant scale of needs, it would be important for PRC to continue with the good

practice of sharing assessment reports and relief distribution statistics with the NDRRC and other agencies. This will promote effective targeting of beneficiaries, determining unmet needs accurately, building synergies, and eliminating duplication of efforts. In the same vein, coordinating with potential donor agencies from the outset would help them to have the Red Cross on their rudder of potential funding.

- To ensure a more effective, efficient, appropriate and timely relief response in the future, PRC should harmonize and disseminate the contents of standard relief kits to all chapters, especially those at risk. Relief stocks should also be pre-positioned in several hubs across regions at most risk of bearing the impact of typhoons to enable prompt mobilization. In some cases, this would entail construction/rental of warehouses at the chapter level. PRC's data management procedures need to be reviewed to enable proper analysis and consolidation of distribution results. Additionally, distribution of relief items – particularly those relating to water, sanitation and hygiene – should be undertaken hand-in-hand with hygiene promotion, for more impact. Related to this, closer coordination between disaster and health services should ensure better allocation of appropriate items, such as insecticide-treated mosquito nets for malaria endemic localities.
- Both the cash voucher and commodity voucher systems of delivering shelter assistance have merits and drawbacks, and either may be suitable depending on the context on the ground. On the one hand, the cash voucher system will no doubt enable faster delivery of shelter assistance while according the people served with freedom to prioritize the materials they need most - and in a way increasing the level of ownership. If it is applied in future, however, it should be tempered with better quality and internal control mechanisms. On the other hand, if the commodity voucher system were to apply in future, a mechanism should be put in place to expedite delivery of assistance to the people in need.
- Social preparedness for beneficiaries would go a long way in helping them prioritize on shelter instead of being tempted to collude with suppliers and use their cash vouchers for other unintended purposes. Furthermore, the list of pre-set materials would have to be expanded and it would need to be non-optional for beneficiaries to obtain materials required for putting in place the essential components of typhoon-resilient shelters. Improved monitoring and guidance would help in promoting application of typhoon-resilient construction techniques by those who rebuild their houses.
- For the cash voucher system to be effectively and efficiently implemented in future interventions, PRC would need to formulate and operationalize clear guidelines and policies covering resourcing, contracting and documentation. It would also have to put in place better control mechanisms in order to ensure that beneficiaries receive quality materials and to facilitate proper processing of billing documents and invoices, including by providing project staff and volunteers with detailed orientation or training on the logistics aspects of the intervention. It would also demand improved monitoring and guidance to help in promoting the application of typhoon-resilient construction techniques by those who rebuild.

Contact information

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Final financial report [below](#)

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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.



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.
-

Selected Parameters	
Reporting Timeframe	2010/10-2011/10
Budget Timeframe	2010/10-2011/9
Appeal	MDRPH006
Budget	APPEAL

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	4,183,640					4,183,640
B. Opening Balance	0					0
Income						
<u>Cash contributions</u>						
<i>American Red Cross</i>	29,455					29,455
<i>British Red Cross</i>	155,909					155,909
<i>China Red Cross, Hong Kong branch</i>	25,145					25,145
<i>European Commission - DG ECHO</i>	1,489,594					1,489,594
<i>Finnish Red Cross</i>	67,766					67,766
<i>Finnish Red Cross (from Finnish Government)</i>	127,590					127,590
<i>Japanese Red Cross Society</i>	148,409					148,409
<i>Red Crescent Society of the United Arab Emirates</i>	9,632					9,632
<i>Swedish Red Cross</i>	52,133					52,133
<i>Swedish Red Cross (from Swedish Government)</i>	421,805					421,805
<i>The Canadian Red Cross Society (from Canadian Government)</i>	166,595					166,595
C1. Cash contributions	2,694,033					2,694,033
<u>Inkind Goods & Transport</u>						
<i>Finnish Red Cross</i>	71,589					71,589
C2. Inkind Goods & Transport	71,589					71,589
C. Total Income = SUM(C1..C4)	2,765,622					2,765,622
D. Total Funding = B + C	2,765,622					2,765,622
Appeal Coverage	66%					66%

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	2,765,622					2,765,622
E. Expenditure	-2,753,528					-2,753,528
F. Closing Balance = (B + C + E)	12,094					12,094

International Federation of Red Cross and Red Crescent Societies

MDRPH006 - Philippines - Typhoon Megi

Appeal Launch Date: 26 oct 10

Appeal Timeframe: 22 oct 10 to 31 jul 11

Final Report

Selected Parameters	
Reporting Timeframe	2010/10-2011/10
Budget Timeframe	2010/10-2011/9
Appeal	MDRPH006
Budget	APPEAL

All figures are in Swiss Francs (CHF)

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)	4,183,640						4,183,640	
Relief items, Construction, Supplies								
Shelter - Relief	2,441,000	1,731,705				1,731,705	709,295	
Clothing & Textiles	240,000	213,582				213,582	26,418	
Food	31,500	17,392				17,392	14,108	
Water, Sanitation & Hygiene		121,036				121,036	-121,036	
Medical & First Aid		21				21	-21	
Utensils & Tools	30,000	22,859				22,859	7,142	
Other Supplies & Services	351,000	11,748				11,748	339,252	
Total Relief items, Construction, Supplies	3,093,500	2,118,342				2,118,342	975,158	
Land, vehicles & equipment								
Vehicles	60,000	58,869				58,869	1,131	
Computers & Telecom	4,800	2,731				2,731	2,069	
Total Land, vehicles & equipment	64,800	61,600				61,600	3,200	
Logistics, Transport & Storage								
Storage	36,000	8,101				8,101	27,899	
Distribution & Monitoring	50,000	5,747				5,747	44,253	
Transport & Vehicles Costs	52,000	35,331				35,331	16,669	
Logistics Services		9,401				9,401	-9,401	
Total Logistics, Transport & Storage	138,000	58,579				58,579	79,421	
Personnel								
International Staff	372,000	221,311				221,311	150,689	
National Staff	48,000	13,587				13,587	34,413	
National Society Staff	48,000	3,171				3,171	44,829	
Volunteers		30,405				30,405	-30,405	
Total Personnel	468,000	268,474				268,474	199,526	
Consultants & Professional Fees								
Consultants	25,000						25,000	
Professional Fees		5				5	-5	
Total Consultants & Professional Fees	25,000	5				5	24,995	
Workshops & Training								
Workshops & Training	30,000	2,974				2,974	27,026	
Total Workshops & Training	30,000	2,974				2,974	27,026	
General Expenditure								
Travel	18,000	8,920				8,920	9,080	
Information & Public Relations	3,000	3,327				3,327	-327	
Office Costs	54,000	7,576				7,576	46,424	
Communications	27,000	5,193				5,193	21,807	
Financial Charges	5,000	41,217				41,217	-36,217	
Other General Expenses	2,000	410				410	1,590	
Total General Expenditure	109,000	66,643				66,643	42,357	
Indirect Costs								
Programme & Services Support Recov	255,340	167,429				167,429	87,910	
Total Indirect Costs	255,340	167,429				167,429	87,910	
Pledge Specific Costs								
Pledge Earmarking Fee		6,429				6,429	-6,429	
Pledge Reporting Fees		3,053				3,053	-3,053	
Total Pledge Specific Costs		9,482				9,482	-9,482	
TOTAL EXPENDITURE (D)	4,183,640	2,753,528				2,753,528	1,430,112	

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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)		4,183,640					4,183,640	
VARIANCE (C - D)		1,430,112					1,430,112	