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Emergency appeal operation update

Philippines: Typhoon Bopha

 International Federation
of Red Cross and Red Crescent Societies

Emergency appeal n° MDRPH011
GLIDE n° TC-2012-000197-PHL
One-year consolidated update
13 December 2013

Period covered by this operations update:
5 December 2012 to 4 December 2013.

This update adjusts some budget lines, modifies some appeal outcomes, outputs and activities, and extends the operation timeframe (from 18 to 22 months) until 31 October 2014.

Appeal target (current): CHF 16,267,217

Appeal coverage: The appeal is 45 per cent covered. Further funding is still required as significant early recovery needs remain.

[<Click for donor response list, adjusted budget or contact details>](#)

Appeal history:

- 21 December 2012: An [emergency appeal](#) launched for CHF 16,267,217 to assist 40,000 families (some 200,000 people) for 18 months.
- 5 December 2012: A [preliminary emergency appeal](#) issued for CHF 4,523,369 to cover 10,000 families (some 50,000 people) for 11 months.
- Disaster Relief Emergency Fund (DREF): CHF 393,198 was allocated to support the National Society in its initial response to this disaster.



A girl smiles as she looks out from the window of her family's Red Cross-provided home at Barangay Macopa in Monkayo, Compostela Valley.
Photo: Cheryl Galagalac / IFRC

Summary: One year after Typhoon Bopha struck eastern Mindanao with a deadly impact, recovery efforts continue. At least 8,000 families have repaired their damaged houses while 532 others have moved into their new homes after receiving assistance under the International Federation of Red Cross and Red Crescent Societies (IFRC) emergency appeal operation in support of the Philippine Red Cross (PRC). Some 2,848 families have been supported to re-establish sources of household income. As well as the IFRC, the early recovery activities implemented thus far have been supported by the German Red Cross and Spanish Red Cross.

The PRC has been on the ground responding to needs from the immediate aftermath of Typhoon Bopha. In the first quarter of 2013, relief distributions under this operation were completed, and a total of 40,020 families were reached with health and hygiene promotion sessions. In addition, PRC provided safe drinking water to 18,000 families and ensured that typhoon-affected families in 'tent cities' had improved access to essential services and facilities as well as improved environmental sanitation.

This update adjusts some budget lines, modifies some appeal outcomes, outputs and activities, and extends the operation timeframe from 18 to 22 months until 31 October 2014 based on prioritization of income obtained to date. The extension takes into account a new contribution from the Finnish Red Cross/Finnish government – currently being processed – which will mostly cover provision of safer shelter assistance. The extension will also allow for effective completion of shelter interventions by allocating sufficient time to address the processes aimed at securing safer land on which affected families living in areas classified as hazard zones can rebuild.

Contributions towards the IFRC emergency appeal have so far been received from Red Cross Red Crescent partners, government partners and institutional partners. The Partner National Societies who have contributed are American Red Cross, Belgian Red Cross (Flanders), British Red Cross, Canadian Red Cross/Canadian government, Danish Red Cross/Danish government, Japanese Red Cross Society, Red Cross of Monaco, New Zealand Red Cross/New Zealand government, Swedish Red Cross/Swedish government, and Taiwan Red Cross Organization. Swiss Red Cross provided bilateral contribution directly to PRC. Contributions were also received from the European Commission Directorate General Humanitarian Aid and Civil Protection Department (DG ECHO), the governments of Australia, Italy and Japan, the World Health Organisation's Voluntary Emergency Relief Fund (WHO VERF), Hewlett Packard Co. Foundation and Mondelez International.

On behalf of the Philippine Red Cross, IFRC would like to thank partners and donors for their response to this appeal. Partners are encouraged to make further contributions to support the provision of safer shelter solutions for families still living in unsafe situations including makeshift and poorly-rebuilt structures.

The situation

On 4 December 2012, Typhoon Bopha (local name: Pablo) made landfall in the Philippines. Its passage across the country took five days and left extensive damage and devastation in its wake. The storm made multiple landfalls which delayed efforts to establish the extent of the damage. In addition, tidal waves pounded coastal areas, affecting coastal communities while heavy rains caused landslides and flash floods in the interior areas parts, especially in Compostela Valley. In total, some 6.3 million people were affected across 34 provinces.

The impact of Bopha was most felt in Mindanao Island's Davao Oriental and Compostela Valley provinces where it triggered flash floods and mudslides, causing loss of life, and wiping out homes, lifelines, livelihoods and infrastructure. The typhoon claimed over 1,100 lives. Damage to shelter and livelihoods was extensive, with some 230,000 houses reported damaged or destroyed.

A year after the disaster, the Red Cross Red Crescent, other humanitarian actors and the authorities have provided significant assistance to thousands of affected families. However, recovery is yet to reach many families mainly because appeals by agencies are underfunded. Nevertheless, the Red Cross Red Crescent continues to deliver early recovery assistance in the provinces of Agusan del Sur, Compostela Valley and Davao Oriental. Implementation of shelter activities will continue in 2014.

On 8 November 2013 a powerful typhoon – Haiyan (locally known as 'Yolanda') – struck central Philippines with devastating effects. Some of the areas that were affected by Typhoon Bopha, including Agusan del Sur, received the impact of Haiyan although they were spared the worst. The recent disaster is a reminder of how vulnerable the archipelago is to typhoons. Although the effects of typhoon Haiyan and the subsequent attention it received far exceeds that of typhoon Bopha, it's important not to lose focus of the remaining needs and commitments following Bopha – a disaster that occurred in an area less frequently affected by typhoons and was therefore unexpected, and its effect far beyond what the Philippines normally experiences during a typhoon season.

Coordination and partnerships

Movement coordination: Throughout implementation of activities under this operation, coordination has been maintained among Movement partners in addressing humanitarian needs. In addition to the IFRC and the International Committee of the Red Cross (ICRC), other partners who have directly supported the PRC in implementation are German Red Cross (GRC), The Netherlands Red Cross (NLRC) and Spanish Red Cross (SRC). These partners continuously engaged at the headquarters, in Manila and field levels, and hold meetings to share plans and methodologies.

In addition to in-country coordination, IFRC has provided targeted updates to interested Partner National Societies as per their requests. The PRC and IFRC have also supported monitoring visits by the British Red Cross, Canadian Red Cross and Danish Red Cross, which included field trips to the most affected areas in Agusan del Sur, Compostela Valley and Davao Oriental.

Coordinating with the authorities: Through its wide network that extends from the national headquarters to sub-chapters, PRC coordinates with — and participates in meetings of — disaster risk reduction and management councils at the national, provincial, municipal and barangay (neighbourhood) levels. The National Society continues to work closely with local government units (LGUs), coordinate with the Department of Social Welfare and Development (DSWD), and engage with other local authorities. It is in the context of coordinating with the authorities that PRC advocates for allocation of land on which families that used to live in areas classified as hazard zones could rebuild.

Inter-agency coordination: Since the interventions started, PRC and IFRC have consistently participated in Humanitarian Country Team (HCT) meetings and maintained coordination with the United Nations Office for the Coordination of Humanitarian Affairs (UN OCHA). The Red Cross Red Crescent partners consistently participated in inter-agency coordination meetings organized by the various clusters.

Shelter cluster coordination: In line with its commitment to the inter-agency coordination framework, IFRC deployed a shelter coordination team (SCT) to Mindanao starting from December 2012. The SCT – which comprised a cluster coordinator, an information manager, and a technical advisor – was active until May 2013 when its roles were handed over to DSWD. The team provided technical guidance on appropriate shelter interventions, identified gaps and overlaps, and liaised with the government, donors and organizations undertaking shelter interventions to ensure consistency of the response with humanitarian principles. The team also ensured that the shelter cluster was well represented in the UN appeal process and linked closely with other clusters (including WASH¹, protection, early recovery and livelihoods clusters) to promote a holistic approach. The SCT was supported by the Australian Red Cross, British Red Cross, Canadian Red Cross, Swedish Red Cross and Swiss Red Cross as well as the Australian Agency for International Development (AusAID).

Red Cross and Red Crescent action



A beneficiary and his partner, who received assistance from the Red Cross to start income generation projects or to build a decent shelter, look out of their window at Barangay Sta. Felomina in Cateel, Davao Oriental, and are all set for Christmas. Last year, they did not have much to celebrate over Christmas as they were still reeling from the impact of Typhoon Bopha. Photo: Cheryl Galalac / IFRC.

¹ Water, sanitation and hygiene promotion (WASH)

The PRC has been on the ground responding to needs from the immediate aftermath of Typhoon Bopha. Relief distributions were completed during the first quarter of 2013, with 17,000 families having been provided food and non-food items in Agusan del Sur, Bukidnon, Compostela Valley, Palawan and Siquijor. The health and hygiene promotion activities covered all affected provinces – Agusan del Sur, Bukidnon, Compostela Valley, Davao Oriental, Palawan, Siquijor and Surigao del Sur. At their conclusion, 667 community health volunteers (CHVs) had been mobilized, and they reached 40,020 families with health and hygiene promotion sessions.

In addition, the National Society provided safe drinking water to 18,000 families and ensured that displaced families in ‘tent cities’ had improved access to sanitation and other essential facilities by constructing common kitchen areas, installing lighting, constructing emergency latrines and bathing areas, preparing drainages, and pouring gravel to minimize mud around the ‘tent cities’. Community members were mobilized to undertake the clearing of debris and fallen trees, thereby supporting environmental sanitation.

Planning and preparations for early recovery assistance started alongside relief interventions, and one year after the disaster, delivery of recovery support continues in the provinces of Agusan del Sur, Compostela Valley and Davao Oriental. To date, at least 8,000 families have repaired their damaged houses while 532 others have moved into their new homes after receiving assistance under this emergency appeal operation. Some 2,848 families have so far been supported to re-establish sources of household income.

Besides providing direct assistance to affected families, this operation has also put effort on improving the capacity of participating chapters as well as improving the disaster response capacity of the National Society. In this regard, PRC has been equipped with one vehicle geared for flooding and off-road conditions, 110 family tents, two dispensary tents, and two Rubb halls for multiple purposes.

In the meantime, this update adjusts some budget lines, modifies some appeal outcomes, outputs and activities, and extends the operation timeframe until 31 October 2014, based on prioritization by funding support obtained to date. The extension takes into account a new contribution from the Finnish Red Cross/Finnish government – currently being processed – which will mostly cover provision of safer shelter assistance. The extension is to allow for effective completion of shelter interventions by allocating sufficient time to address processes aimed at securing safer land on which affected families living in areas classified as hazard zones can rebuild. The adjustments within budget lines reflect realistic targets, and take into account activities that were actually implemented (for closed components) and new activities that were implemented based on the needs on the ground.

There are no changes to the outcomes on relief distributions. As outlined in the appeal document, food and non-food relief distributions targeted a total of 17,000 families. Nevertheless, adjustments have been made to the budget lines to reflect the actual cost incurred per item and to reflect only 1,000 kitchen sets (instead of 2,200 in the initial budget) according to the number distributed based on re-assessment of needs. The outcome and activities under health have been adjusted. The activities relating to health and hygiene promotion in schools, psychosocial support, and those linked to building PRC’s capacity to plan and manage emergency health components have been removed. The latter will be undertaken within the context of a new operation relating to the Typhoon Haiyan, for which adequate technical experts are available in-country. As regards shelter, the overall number of families targeted to receive shelter assistance remains as was outlined in the appeal document. However, adjustments have been made to the budget line for transitional shelter assistance based on the actual cost per unit being constructed. Finally, the budget line for shelter cluster coordination has been adjusted to CHF 172,766. The adjustment takes into consideration the actual costs incurred in deploying a shelter coordination team, sustaining its activities until May 2013 and an evaluation that is planned for the first half of 2014.

Progress towards outcomes

| Relief distributions (food items) | |
|---|---|
| Outcome: Immediate food needs of 17,000 typhoon-affected families (85,000 people) are met through the provision of appropriate food items within three months. | |
| Output (expected result) | Activities planned |
| The immediate food needs of 17,000 families are met through food distributions. | <ul style="list-style-type: none"> • Mobilize volunteers and provide them an orientation on distribution protocols. • Identify, register, verify and mobilize beneficiaries for food distributions. • Distribute food packages to 17,000 families (85,000 people). • Undertake real-time needs assessments to identify families in need of additional relief assistance. • Monitor and report on distributions |

Achievements

This outcome is achieved and activities closed. Food distributions were completed during the first quarter of 2013 and were reported in detail in [operations update 5](#). At the conclusion of food distributions, the immediate food needs of 17,000 families in Agusan del Sur, Bukidnon, Compostela Valley, Palawan and Siquijor had been met.

Relief distributions (non-food items)

Outcome: Essential household needs of 17,000 affected families (85,000 people) are met through the provision of appropriate non-food items within four months.

| Output (expected result) | Activities planned |
|---|---|
| The immediate needs of 17,000 families that have incurred losses or damage to household items are met through distribution of NFIs. | <ul style="list-style-type: none"> • Mobilize volunteers and provide them an orientation on distribution protocols. • Identify, register, verify and mobilize beneficiaries for distributions. • Distribute blankets (two per family) and sleeping mats (two per family) to 17,000 families (85,000 people). • Distribute jerry cans, for household level water storage, to 17,000 families (85,000 people). • Distribute hygiene kits to 17,000 families (85,000 people) and mosquito nets to 1,500 families (7,500 people) (<i>see also health</i>). • Distribute kitchen sets to 1,000 families (10,000 people). • Undertake real-time needs assessments to identify families in need of additional relief assistance. • Conduct a post-distribution survey. • Monitor and report on distributions. |

Achievements

This outcome is achieved and activities closed. Distributions were completed during the first half of 2013 and reported in detail in [operations update 5](#). A total of 17,000 families that had incurred losses or damage to household items in Agusan del Sur, Bukidnon, Compostela Valley, Palawan and Siquijor received non-food items.



A recipient of a new home from the Red Cross, drinks water after chopping wood at Barangay Cabinuangan in New Bataan, Compostela Valley. She had also received food and non-food assistance from the PRC under this operation.

Photo: Cheryl Galalac / IFRC

Health

Outcome: The immediate health risks of 40,000 typhoon-affected families (200,000 people) are met through community-based activities within six months.

| Outputs (expected results) | Activities planned |
|--|--|
| Some 40,000 families have improved knowledge in the prevention and home care of waterborne, water related and other infectious diseases. | <ul style="list-style-type: none"> • Undertake rapid surveys to determine baseline and end-line levels of awareness on priority waterborne, water-related and other infectious diseases in communities impacted by the typhoon. • Produce and distribute information, education and communication (IEC) materials relevant for disease prevention and health promotion, and distribute to priority families in target communities alongside awareness/education campaigns. • Mobilize 40,000 families for the dissemination of relevant disease prevention, health and hygiene messages, and conduct activities to promote health. • Distribute hygiene kits to 17,000 families and mosquito nets to 1,500 families to reinforce practice. (<i>See also relief distributions – NFI</i>). |

Achievements

The health component of the typhoon response focused on the dissemination of disease prevention, health and hygiene messages which utilized two approaches: first, linked with distribution of hygiene kits and second, utilizing the participatory hygiene and sanitation transformation in emergency response (PHASTER) approach. At the conclusion of planned activities during the first half of 2013, a total of 667 community health volunteers had been mobilized and trained/re-trained, who subsequently reached 40,020 typhoon-families in the provinces of Agusan del Sur, Bukidnon, Compostela Valley, Davao Oriental, Palawan, Siquijor and Surigao del Sur.

An end-line survey conducted to measure the impact of health/hygiene promotion activities showed that more residents are now observing practices, such as hand-washing during critical times to prevent disease; preparing home-made oral rehydration solutions for treating diarrhoea, treating water before drinking, practicing proper garbage disposal, and displaying other positive indicators of improved knowledge in the prevention and home care of waterborne, water related and other infectious diseases.



A mother - who now has a new Red Cross-provided home - washes the hands of her three-year old daughter before a meal, at Barangay Bantacan in New Bataan, Compostela Valley. Comparison between the baseline and end-line survey findings showed that after dissemination of disease prevention, health and hygiene messages by the Red Cross, more residents are now observing practices such as hand-washing during critical times. Photo: Cheryl Gaglac / IFRC

Water and sanitation

Outcome: 5,000 families (25,000 people) as well as students and staff in five schools have improved access to water or sanitation facilities as well as improved environmental sanitation in 22 months.

| Outputs (expected results) | Activities planned |
|---|---|
| Affected families in communities have access to safe water and improved environmental sanitation. | <ul style="list-style-type: none"> • Setup of temporary water storage points in communities and evacuation centres for distribution to affected communities. • Rehabilitate/construct water points (tube wells fitted with hand pumps) pending connection of potable water by the authorities. • Support clearing of debris, drainage de-clogging, and rehabilitation of damaged small-scale water and sanitation facilities in affected communities (through cash for work). • Transport collected debris to proper deposit sites in coordination with local authorities. • Monitor and report on activities. |
| A total of 4,000 families that receive typhoon-resilient shelter assistance also have improved access to sanitation facilities. | <ul style="list-style-type: none"> • Provide appropriate latrine and septic tank construction materials to 4,000 families whose houses were destroyed. • Provide guidance to the targeted 4,000 families on construction of pour-flush latrines and septic tanks as integral components of transitional shelters (<i>see also typhoon-resilient shelter</i>). • Monitor construction of pour-flush latrines and septic tanks – as integral components of transitional shelters – where necessary ensuring that the construction takes into account the unique needs of people with disabilities. |

| | |
|--|---|
| <p>Students and staff in five schools have improved access to water and sanitation facilities.</p> | <ul style="list-style-type: none"> • Coordinate with the Department of Education (DepEd), principals and local authorities in identifying five schools that will be supported in rehabilitating/constructing water and sanitation facilities. • Coordinate with local authority engineers and principals of five identified schools on the design of appropriate water and sanitation facilities. • Rehabilitate/construct water and sanitation facilities in five schools that have been used as evacuation centres or have been severely affected by the typhoon. • Support the five schools in forming water and sanitation committees to spearhead proper maintenance of the facilities. • Mobilize teachers and students in the five schools, for the dissemination of relevant disease prevention, health and hygiene messages and conduct activities to promote health. |
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Progress

The progress made under this outcome was reported in detail in [operations update 5](#). In all, under this operation PRC distributed more than one million litres of safe drinking water to 18,000 families in Compostela Valley using trucks that refilled 30 storage tanks on a daily schedule. The National Society also supported small-scale rehabilitation of three water sources.

As well as distributing safe water, PRC provided specific support in ‘tent cities’ to ensure that displaced families had access to essential services and facilities. The National Society built communal cooking areas, installed lighting, provided garbage bins, and constructed latrines/bathing areas in three tent cities that it had established to accommodate displaced families. Furthermore, drainages were dug or reinforced, pathways cleared or marked, and gravel poured to minimize mud in the tent cities.

Using the cash-for-work approach, a total of 2,068 community members were mobilized to undertake clearing of debris and fallen trees, canal improvement and rehabilitation of drainages in Agusan del Sur, Compostela Valley and Surigao del Sur. They were equipped with cleaning items and tools – such as shovels, mattocks, wheel barrows, machetes and chainsaws – and received income through daily wages, thereby putting them in a better position to meet their day-to-day needs.

Water and sanitation activities were implemented by PRC jointly with German Red Cross and Spanish Red Cross. Collectively, the interventions contributed to ensuring that communities had access to safe water and improved environmental sanitation.

Linked to shelter, this operation is supporting construction of pour-flush latrines and septic tanks as integral components of the typhoon-resilient shelter, specifically the model that combines wooden and concrete materials. See the section on typhoon-resilient shelter below for details.

| Shelter | |
|---|--|
| <p>Outcome: 19,000 affected families have safer shelter solutions through the provision of locally appropriate materials, tools and guidance on improved building techniques within 22 months.</p> | |
| Outputs (expected results) | Activities planned |
| <p>15,000 affected families whose houses were damaged by the typhoon have received shelter repair materials.</p> | <ul style="list-style-type: none"> • Form a shelter project team that will lead identification and orientation of beneficiaries, including creating awareness on typhoon-resilient construction techniques. • Undertake detailed sector-specific assessments for shelter to inform the selection of beneficiaries and prioritization by locality. • Conduct market research to establish prices of essential shelter materials, identify and map suppliers of shelter materials, and recommend potential suppliers/shops to beneficiaries. • Identify, verify and register affected families that will receive shelter repair materials and tools. |

| | |
|--|--|
| | <ul style="list-style-type: none"> • Mobilize targeted beneficiaries, provide them with an orientation on the programme purpose and distribution process, and promote better building techniques. • Provide tarpaulins and/or shelter repair tools for up to 1,400 families. • Provide PHP 10,000 (about CHF 202) conditional cash grants or vouchers to 15,000 families for exchange with shelter repair kits. • Monitor and report on activities. |
| <p>4,000 families whose houses were destroyed as a result of Typhoon Bopha have rebuilt transitional shelters applying typhoon-resilient techniques.</p> | <ul style="list-style-type: none"> • Form a shelter project team that will lead identification and orientation of beneficiaries, including creating awareness on typhoon-resilient construction techniques. • Conduct market research to establish prices of essential shelter materials, identify and map suppliers of shelter materials, and recommend potential suppliers/shops to beneficiaries. • Undertake detailed sector-specific assessments for shelter to inform the selection of beneficiaries and prioritization by locality. • Identify, verify and register affected families who will receive shelter repair materials and tools. • Validate that each selected family owns the land or has permission to rebuild on the land proposed, and that the site is outside the area demarcated as 'no-build zone' by the authorities. • Conduct advocacy for access to appropriate land sites to resettle affected families living within areas demarcated as 'no-build zone' by the authorities. • Where relocation sites are available, advocate for the authorities to undertake the basic site preparation, including site clearing, lot subdivision and demarcation, construction of roads, provision of piped water, and connection of electricity. • Conduct market research to establish prices of shelter materials, identify and map suppliers of shelter materials, send out requests for quotations/tender documents, and undertake procurement of materials in line with existing procedures. • Construct model houses in selected localities to demonstrate better building techniques and to provide beneficiaries with visual demonstration on how to construct their houses. • Provide appropriate transitional shelter materials and tools to 4,000 families whose houses were destroyed for them to reconstruct using better building techniques with the help of their fellow community members. • Monitor construction works being undertaken by beneficiary families with the help of their fellow community members, and provide relevant technical assistance and guidance. • Undertake a house occupancy survey and report on activities. |

Progress

The shelter component of this operation has two parts: provision of shelter repair assistance (for families whose homes were partially damaged) and provision of typhoon-resilient shelter (materials and guidance for families whose homes were destroyed). In general, shelter assistance has targeted families that lack the capacity to repair or rebuild their homes. In addition to this denominator, the selection criteria of PRC prioritizes families headed by women (widows, divorced or separated), families without income, families headed by children, families that have members with disabilities, families with young children or elderly members and socially excluded groups.

To ensure a swift implementation of shelter repair and reconstruction activities, shelter project teams comprising Red Cross staff, engineers, delegates, volunteers, carpenters and masons were formed. The teams are responsible for organizing sessions for selected beneficiaries to ensure that the people targeted with assistance are aware of the nature of assistance they will receive. The project teams also organize technical sessions – with guidelines on how to undertake repair or to rebuild – to encourage beneficiaries to repair or rebuild safer, incorporating typhoon-resilient construction techniques. Orientation sessions also include dissemination of information, education and communication (IEC) materials promoting disaster risk reduction (DRR) measures in shelter rebuilding and a questions and answers session with beneficiaries.

Shelter repair assistance

Shelter repair assistance has been provided using four approaches. The first is provision of PHP 10,000 (about CHF 202) conditional cash grants or vouchers for beneficiaries to exchange with their choice of shelter repair materials and tools. This first approach was applied for all families assisted in Bukidnon. The second is a combination of shelter toolkits (each estimated to cost PHP 3,000 or about CHF 61) and a conditional cash grant or voucher worth PHP 7,000 (about CHF 142). This second approach applied for 1,000 families in Agusan del Sur and 750 families in Compostela Valley.

The third approach is a combination of shelter toolkits (worth approximately PHP 3,000), a fixed number of corrugated galvanized iron (CGI) sheets and/or marine plywood and some conditional cash for buying other shelter repair items. The third approach applied for 250 families from remote villages of Veruela municipality in Agusan del Sur, who would otherwise have shouldered high transport costs if provided only with vouchers/cash grants to obtain shelter repair materials. The final approach applied to the remaining families in Compostela Valley, Davao Oriental and Palawan, where each received conditional cash grants or vouchers worth PHP 10,000 to obtain their choice of shelter repair materials and tools. Under this last approach, families in far-flung villages received additional assistance to cover costs of transporting the items from main markets.

Conditional cash grants are then provided in two instalments through a remittance company, with PRC having the option of identifying branches in which pay-outs are done to ensure better control of the disbursement process. The first instalment is given within one week of orientation, proposal generation and validation, and is followed by monitoring. During monitoring, the project teams conduct house-to-house visits to ensure that all planned materials have been purchased and house repairs done appropriately. The project teams use monitoring forms and checklists to note whether beneficiaries already made the purchases (receipts are reviewed as a source of verification), what materials they bought and if the materials were used for house repair. The second instalment follows upon presentation of sufficient proof on satisfactory utilization of initial assistance by the beneficiary family and validation by project teams that the family had indeed undertaken shelter repairs satisfactorily.

As of 5 December 2013, a total of 8,075 families had repaired their damaged houses after receiving assistance under this operation, i.e. 1,944 families in Agusan del Sur, 1,006 families in Bukidnon, 3,050 families in Compostela Valley, 1,575 families in Davao Oriental and 500 families in Palawan.

Typhoon-resilient shelter assistance

Planning for the provision of typhoon-resilient shelter assistance started in the first half of 2013 based on a phased approach that took into account the donations received towards this appeal. Under the first phase, the target was 500 families (100 in Agusan del Sur, 200 in Compostela Valley and 200 in Davao Oriental) while under the second phase, the target is 400 families (200 in Compostela Valley and 200 in Davao Oriental). Implementation of activities under this sector is being done jointly with the German Red Cross and Spanish Red Cross within the context of a consortium funded by DG ECHO.

Two models are being implemented in the provision of typhoon-resilient shelter assistance. The first model is an all-wooden structure and targets families who lived in inner barangays whose houses were destroyed where transportation of heavy (concrete) materials would be difficult. In all, 400 units of this model were planned (200 each in Compostela Valley and Davao Oriental). The second model combines the use of wooden and concrete materials and targets families in accessible areas where transport of heavy materials is not a major constraint.

After detailed assessments, the process of selecting and revalidating beneficiaries was undertaken in the affected three provinces. Revalidation included verifying whether those targeted had suitable land lots outside areas classified as 'no build zones' by the authorities – following assessments by the Mines and Geoscience Bureau (MGB) – or if they would require relocation. The MGB assessment quantified the risks of floods and landslides in



This family received shelter repair assistance from the Red Cross, seen here inside their repaired house at Barangay San Rafael in Cateel, Davao Oriental. One year after Typhoon Bopha, the Red Cross Red Crescent continues provide shelter assistance to affected families. Photo: Cheryl Galagalac / IFRC

particular sites, among others, which serves as guide to reducing risk and mitigating impact of natural hazard. Even though a last resort, it was deemed necessary that families who used to live in areas classified as ‘no build zones’ must be relocated. For such families, four relocation sites have been obtained through the advocacy efforts of PRC, i.e. two each in the provinces of Compostela Valley and Davao Oriental. Two of the sites (one each in Compostela Valley and Davao Oriental) were provided to the PRC by local authorities while two have been provided to individual beneficiaries by the land owners through private arrangements.



A worker builds the wooden model at Barangay Macopa in Monkayo, Compostela Valley. The all-wooden structure mainly targets families who lived in inner barangays whose houses were destroyed where transport of heavy (concrete) materials would be difficult. Photo: Cheryl Gaglac/IFRC.

As land matters were being addressed, a market analysis was undertaken to verify the estimated costs and availability of the construction materials in project areas. This followed sending out of requests for quotations and analyzing the possible cost of items as indicated by potential suppliers. After the market analysis, local procurement for shelter materials was initiated in accordance with standard procurement procedures. As regards CGI and galvanized plain sheets, an international tender was processed through IFRC’s zone logistics unit (ZLU).

With delivery of materials initiated, some 40 model houses were constructed in strategic locations in targeted areas. Construction of the model houses served both as “on-the-job-training” for the shelter project team, community carpenters and helpers and as a visual demonstration of safer shelter construction techniques to beneficiaries. During construction of model houses, project engineers and staff provided community carpenters and a selection of beneficiaries with guidelines on safer shelter

building techniques, the duration of house construction, technical details and other processes. The community carpenters became head carpenters, and subsequently trained other carpenters who formed part of the project teams. Once model houses were completed, delivery of shelter materials and technical guidance followed, within the context of phases 1 and 2. As of 30 November 2013, 532 families in Agusan del Sur, Compostela Valley and Davao Oriental had moved into their new homes after receiving assistance to rebuild under this operation while 368 other houses are at various stages of construction and 100 about to start. Phase 3 constructions will start during the first half of 2014 following a new contribution by the Finnish Red Cross/Finnish government. The exact number of units to be provided under the third phase will be determined once the pledge is recorded.

Table 1. Families assisted to build new typhoon-resilient homes

| Province | Total |
|-------------------|------------|
| Agusan del Sur | 56 |
| Compostela Valley | 274 |
| Davao Oriental | 202 |
| Total | 532 |

In all, construction of the model combining the use of wooden and concrete materials takes a beneficiary – supported by two skilled workers and one community helper – an average of 13 days to complete, i.e. from the day they receive the full set of shelter materials, while the all-wooden model takes an average of six days. The timelines are provided in printed manuals which also outlined the construction process step-by-step.

Although rebuilding is being done using an owner-driven approach, community carpenters selected and hired from the local communities are engaged to support the beneficiaries after being trained on safer shelter building techniques. Specifically, for each shelter, two skilled workers (carpenters or masons) and two non-skilled helpers (one of them a member of the beneficiary family, and preferably female) are assigned. Together, they form the construction team to build one house and receive payment on cash-for-work basis according the local market tariffs. The daily amount paid for skilled workers ranges between PHP 310 and 350 (about CHF 6 and CHF 7) and while that for non-skilled helpers depending on barangay ranges between PHP 220 and 230 (about CHF 4 and CHF 4.7) depending on the provincial/municipal rate recommended by the DSWD. The daily amounts are aligned with those paid by other actors so as to ensure a uniform approach.

Livelihoods

Outcome: Coping mechanisms of 5,000 affected families are improved in 22 months through voucher or cash-based solutions for restoring livelihoods.

| Outputs (expected results) | Activities planned |
|--|--|
| <p>Some 5,000 affected families have restored their livelihoods, strengthening their self-reliance through the provision of vouchers or cash grants.</p> | <ul style="list-style-type: none"> • Establish a cash-based programming (CBP) working group – comprising PRC staff and IFRC delegates – to provide overall guidance for the project. • Undertake detailed assessments to identify specific communities in most need of early recovery assistance. • Establish chapter CBP teams – comprising Red Cross staff and volunteers – in provinces/cities where livelihood assistance is most needed. • Organize orientation sessions and support identified communities in forming barangay programming committees (BPC) – comprising community members, community leaders, members of the civil society and religious groups, among others – that will lead the beneficiary selection process. • Undertake social mapping, participatory consultations and create a shortlist of the most vulnerable households in need of livelihood assistance. • Organize participatory community sessions to select - from the shortlist - the most vulnerable households that will receive livelihood assistance in accordance with PRC's beneficiary selection criteria. • Organize beneficiary orientation sessions for households that are selected to receive livelihoods assistance and guide them on the conditions they need to fulfil in order to receive the grants. • Provide selected 5,000 households with relevant forms to apply for livelihood assistance and guide them in preparing proposals outlining their preferred solutions to a maximum of PHP 10,000 (about CHF 202) per family. • Identify and engage a suitable cash remittance service provider with a network in affected areas and capacity to disburse livelihood grants to selected families. • Disburse PHP 10,000 grants – in two instalments – to 5,000 households through the cash remittance service provider engaged or provide PHP 10,000 vouchers. • Monitor and report on the disbursement and utilization of the vouchers/grants and the progress of livelihood activities for the 5,000 households supported. |

Achievements

Starting March 2013, detailed assessments were undertaken to gain a better understanding of the livelihoods needs of communities that were affected by Typhoon Bopha. Based on assessment findings, a project was initiated in early June 2013 to provide selected families with cash grants for them to re-establish self-designed livelihood solutions for earning income. At the conclusion, a total of 2,848 families had been assisted.

Table 2. Number of families reached with livelihood assistance

| Area | Total number of families assisted |
|-------------------|-----------------------------------|
| Agusan del Sur | 300 |
| Bukidnon | 200 |
| Compostela Valley | 990 |
| Davao Oriental | 1,349 |
| Palawan | 9 |
| Total | 2,848 |

The steps followed in the implementation of the livelihood programme were outlined in [operations update 5](#). In addition, a baseline survey was undertaken after the revalidation of the beneficiaries – and prior to provision of assistance – so as to gather initial data to make a comparison during the end-line so as to help determine the impact of the assistance provided.

The assistance was provided via conditional cash grants given in two instalments through a remittance service provider, with PRC having the option of identifying branches in which pay-outs were done to ensure better control of the disbursement process. The first instalment was given within one week of orientation, proposal generation and validation, and was followed by monitoring.

During monitoring, the Red Cross project teams conducted house-to-house visits to ensure that beneficiaries had purchased the inputs outlined in their proposals. As well as monitoring forms and checklists, official receipts were reviewed as a proof of purchase. The second instalment followed upon presentation of sufficient proof on satisfactory utilization of initial assistance by the beneficiary family and validation by project teams that the family had indeed started the project outlined in the proposal. In more remote areas, additional support was provided by renting vehicles to transport beneficiaries to and from branches of the remittance service provider and transportation of materials from local markets.



A beneficiary of the livelihood programme harvests eggplant in his farm at Barangay Bantacan in New Bataan, Compostela Valley. One year after Typhoon Bopha, 2,848 families have received assistance from the Red Cross to start self-designed livelihood solutions for earning income. Photo: Cheryl Gagalac / IFRC.

An analysis of all proposals submitted showed that they could be clustered in five major groups: farming (corn and rice), fishing (tools), livestock (hog and goat rearing), poultry (mainly chicken) and small-scale retail (*sari sari* stores). In some project areas, coordination was maintained with the Department of Agriculture, which organized seminars for different types of livelihood projects. Arrangements were made for interested groups of beneficiaries to participate in the seminars. That way, they obtained technical guidance on how to plan key dates such as for planting, and how to manage/nurture the type of crop or livestock they were interested in.

National Society preparedness for response

Outcome: The disaster preparedness and response capacity of PRC national headquarters and selected chapters in affected areas strengthened within 22 months.

| Outputs (expected results) | Activities planned |
|---|---|
| PRC national headquarters and chapters in operational areas have improved their disaster response capacities. | <ul style="list-style-type: none"> • Form, train and equip five search-and-rescue teams. • Undertake improvement works on one of PRC’s main regional warehouses, for de-centralized pre-positioning of stocks. • Facilitate the improvement and provision of essential office equipment for three PRC chapter offices. • Provide a vehicle to assist in response and monitoring. • Provide two Rubb halls to PRC national headquarters. • Provide two dispensary tents to PRC national headquarters. • Pre-position 110 family tents for emergency shelter assistance. • Provide essential training and workshops in relevant disaster preparedness and response sectors. |

Progress

Besides providing direct assistance to affected families, this operation has also put effort on improving the capacity of participating chapters as well as improving the disaster response capacity of the National Society. In this regard, PRC has been equipped with one vehicle geared for flooding and off-road conditions, and provided with 110 family tents, two dispensary tents, and two Rubb halls for multiple purposes. Desktop computers, with projectors, printers and cameras have been procured for the Agusan del Sur, Compostela Valley and Davao Oriental chapters of the PRC.

In order to ensure that the PRC national headquarters and respective chapters develop adequate capacity to implement activities in a sustainable manner, IFRC has been supporting the salaries of some of the operational staff. As well as covering salaries, IFRC supported the enrolment of all volunteers involved in operations into the IFRC global insurance for volunteers. Also under this operation, PRC has been supported to rent additional warehousing capacity in Davao City where some of its preparedness stocks and shelter materials are stored. To facilitate movement of staff and volunteers involved in implementation, the Agusan del Sur, Compostela Valley and Davao Oriental chapters have been supported to rent vehicles.

The National Society's focal persons were supported to attend relevant training sessions or forums that can help in translating knowledge in ongoing interventions. In this regard, in May 2013 the PRC coordinator for Typhoon Bopha operation attended a PASSA training of trainers in Nepal. IFRC also supported the training of PRC staff and volunteers, with training of trainers for hygiene promotion.

Challenges

The challenges that were encountered during the first six months of this operation were outlined in [operations update 5](#). A year on from the disaster, the donations received to date are not sufficient to deliver the level of assistance that was envisioned in the appeal. Activities such as rehabilitation of water and sanitation facilities in schools are not likely to be implemented owing to funding limitations as priority was put on addressing shelter and livelihood needs of survivors. Still, based on the income recorded, only 8,300 of the 15,000 families targeted with shelter repair assistance can be assisted. Livelihood assistance cannot be provided beyond the 2,848 families reached, i.e. against a target of 5,000 families.

Although at the moment only a maximum of 1,000 out of the 4,000 targeted typhoon-resilient shelters can be supported, a new contribution has been committed by the Finnish Red Cross/Finnish government. The contribution, which is being processed, will mostly cover provision of safer shelter assistance and the total numbers will certainly increase.

Logistics

Throughout the operation, the IFRC in-country logistics team – in coordination with the zone logistics unit (ZLU) in Kuala Lumpur – has been supporting PRC in the local procurement of items, international mobilization of items, identifying, negotiating and liaising with suppliers, and tracking the movement of goods from suppliers or Red Cross warehouses to individual distribution points. Relief distributions drew largely from pre-positioned stocks, and the procurement process relating to replenishing those items is completed. Blankets, sleeping mats and jerry cans were procured locally while hygiene kits, CGI sheets, Rubb halls, family tents and dispensary tents were procured via the ZLU in Kuala Lumpur, Malaysia.

Communications – Advocacy and Public Information

The IFRC in-country communication team continues to work closely with its communication counterparts in the Bangkok and Kuala Lumpur offices to highlight the needs of the affected communities and the Red Cross Red Crescent response, ensuring a steady flow of timely and accurate information targeted at key stakeholders including the media, National Societies, and prospective donors. During the first few weeks of the disaster, the regional communications and advocacy manager from the Southeast Asia office, the communications manager of the Asia Pacific zone office and the beneficiary communications delegate from Bangkok conducted visits in affected areas to help highlight the immediate needs on the ground.

During the period 1 to 4 December 2013, the IFRC communications officer for Philippines undertook a field visit in Compostela Valley and Davao Oriental – together with a professional photographer and videographer – to gather materials for the one-year commemoration. Some of the photographs gathered during the visit are available [here](#). An opinion piece titled '[Learning lessons one year on from Typhoon Bopha](#)' was also issued on 5 December 2013.

All previous articles and photos issued can be found on the Philippine field operations page of [IFRC public website](#) and [IFRC Flickr stream](#). Regular updates and stories were also posted on [PRC's website](#). Visibility and publicity materials like stickers, planners and calendars were produced and provided. Tarpaulins and banners with general project visibility were posted in strategic community places and used during distributions and community activities.

Contact information

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

- **Philippine Red Cross:**
 - Gwendolyn Pang, secretary-general; email: gwendolyn.pang@redcross.org.ph
- **IFRC Philippines country office:**
 - Bernd Schell, country representative; email: bernd.schell@ifrc.org
 - Necephor Mghendi, operations manager; email: necephor.mghendi@ifrc.org
- **IFRC Southeast Asia regional office, Bangkok:**
 - Anne Leclerc, head of regional office, email: anne.leclerc@ifrc.org
- **IFRC Asia Pacific zone office, Kuala Lumpur:**
 - Al Panico, head of operations, email: al.panico@ifrc.org
 - Andreas Weissenberg, operations coordinator, email: andreas.weissenberg@ifrc.org
 - Florent Chané, zone logistics coordinator; email: florent.chane@ifrc.org
 - Patrick Fuller, Communications Manager, email: patrick.fuller@ifrc.org
 - Nate Rabe, relationship management and resource mobilization coordinator; email: nathan.rabe@ifrc.org
 - Peter Ophoff, head of planning, monitoring, evaluation and reporting (PMER); email: peter.ophoff@ifrc.org

Please send all pledges for funding to zonerm.asiapacific@ifrc.org



Click here

1. **Adjusted appeal budget below**
2. **Return to the title page**

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 Organisations \(NGOs\) in Disaster Relief](#) and the [Humanitarian Charter and Minimum Standards in Disaster Response \(Sphere\)](#) in delivering assistance to the most vulnerable.

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

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Saving lives, changing minds.



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

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

EMERGENCY APPEAL

09/12/2013

MDRPH011 Philippines Typhoon Bopha

| Budget Group | Multilateral Response | Inter-Agency Shelter Coord. | Appeal Budget CHF |
|--|-----------------------|-----------------------------|-------------------|
| Shelter - Relief | 3,555,000 | | 3,555,000 |
| Shelter - Transitional | 7,139,530 | | 7,139,530 |
| Clothing & Textiles | 241,700 | | 241,700 |
| Food | 391,000 | | 391,000 |
| Water, Sanitation & Hygiene | 429,000 | | 429,000 |
| Utensils & Tools | 90,952 | | 90,952 |
| Other Supplies & Services | 100,000 | | 100,000 |
| Cash Disbursements | 1,175,000 | | 1,175,000 |
| Total RELIEF ITEMS, CONSTRUCTION AND SUPPLIES | 13,122,182 | 0 | 13,122,182 |
| Vehicles | 30,000 | | 30,000 |
| Computer & Telecom Equipment | 15,000 | | 15,000 |
| Total LAND, VEHICLES AND EQUIPMENT | 45,000 | 0 | 45,000 |
| Storage, Warehousing | 229,100 | | 229,100 |
| Distribution & Monitoring | 48,000 | | 48,000 |
| Transport & Vehicle Costs | 75,300 | | 75,300 |
| Logistics Services | 30,000 | | 30,000 |
| Total LOGISTICS, TRANSPORT AND STORAGE | 382,400 | 0 | 382,400 |
| International Staff | 610,405 | 37,600 | 648,005 |
| National Staff | 281,446 | 3,443 | 284,889 |
| National Society Staff | 21,600 | | 21,600 |
| Volunteers | 168,000 | | 168,000 |
| Total PERSONNEL | 1,081,450 | 41,043 | 1,122,493 |
| Consultants | 20,000 | 64,196 | 84,196 |
| Professional Fees | 10,000 | 2,667 | 12,667 |
| Total CONSULTANTS & PROFESSIONAL FEES | 30,000 | 66,863 | 96,863 |
| Workshops & Training | 60,000 | 3,012 | 63,012 |
| Total WORKSHOP & TRAINING | 60,000 | 3,012 | 63,012 |
| Travel | 119,003 | 18,472 | 137,475 |
| Information & Public Relations | 30,000 | 640 | 30,640 |
| Office Costs | 50,000 | 6,256 | 56,256 |
| Communications | 20,000 | 1,939 | 21,939 |
| Financial Charges | 88,750 | | 88,750 |
| Other General Expenses | 9,000 | | 9,000 |
| Shared Office and Services Costs | 74,468 | 2,485 | 76,953 |
| Total GENERAL EXPENDITURES | 391,221 | 29,792 | 421,013 |
| Other Partners (NGOs, UN, other) | | 20,000 | 20,000 |
| Total TRANSFER TO PARTNERS | 0 | 20,000 | 20,000 |
| Programme and Services Support Recovery | 982,296 | 10,446 | 992,743 |
| Total INDIRECT COSTS | 982,296 | 10,446 | 992,743 |
| Pledge Earmarking & Reporting Fees | | 1,511 | 1,511 |
| Total PLEDGE SPECIFIC COSTS | 0 | 1,511 | 1,511 |
| TOTAL BUDGET | 16,094,550 | 172,667 | 16,267,217 |
| Available Resources | | | |
| Multilateral Contributions | 7,173,491 | 170,169 | 7,343,660 |
| TOTAL AVAILABLE RESOURCES | 7,173,491 | 170,169 | 7,343,660 |
| NET EMERGENCY APPEAL NEEDS | 8,921,059 | 2,498 | 8,923,557 |