

# FINAL REPORT



International Federation of Red Cross and Red Crescent Societies  
Fédération Internationale des Sociétés de la Croix-Rouge et du Croissant-Rouge  
Federación Internacional de Sociedades de la Cruz Roja y de la Media Luna Roja  
الاتحاد الدولي لجمعيات الصليب الأحمر والهلال الأحمر

## PHILIPPINES: LANDSLIDES AND FLOODS

20 July 2005

The Federation's mission is to improve the lives of vulnerable people by mobilizing the power of humanity. It is the world's largest humanitarian organization and its millions of volunteers are active in over 181 countries.

### In Brief

Appeal No. 03/04; Final Report; Period covered: 7 January 2004 to 26 May 2005; Final appeal coverage: 99.5%. ([click here to go directly to the attached Final Financial Report](#)).

#### Appeal history:

- Launched on 07 January 2004 for CHF 853,000 (USD 692,989 or EUR 544,144) for 06 months for 565 beneficiary families;
- Operations Update No. 1 of 7 April 2004 revised the appeal budget to CHF 378,148 and 300 beneficiary families (including 140 houses for the shelter component);
- Operations Update No. 2 dated 13 May 2004 extended the appeal timeframe to August 2004;
- Operations Update No. 3 dated 31 August 2004 extended the appeal timeframe to February 2005;
- Operations Update No. 6 dated 9 February 2005 extended the appeal timeframe to end of March 2005;
- Disaster Relief Emergency Funds (DREF) allocated: CHF 50,000 (reimbursed).

Related Emergency or Annual Appeals: [Philippines Typhoon Emergency Appeal 28/04](#), [Southeast Asia Regional Appeal 05AA057](#)

All International Federation assistance seeks to adhere to the [Code of Conduct](#) and is committed to the [Humanitarian Charter and Minimum Standards in Disaster Response](#) in delivering assistance to the most vulnerable. For support to or for further information concerning Federation programmes or operations in this or other countries, or for a full description of the national society profile, please access the Federation's website at <http://www.ifrc.org>

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For longer-term programmes, please refer to the Federation's Annual Appeal.

## Background and summary

The monsoon rains that afflicted the Philippines - one of the world's most disaster-prone countries – for much of December 2003 severely affected five municipalities in the province of Southern Leyte and four provinces in the Caraga region of Mindanao island, leaving 174 dead. Of the affected provinces, Southern Leyte, with a population of 350,000 occupying 17 municipalities and one city, was worst hit, suffering the highest number of casualties and houses destroyed. This area of the Philippines is among the most remote and inaccessible in the country, with poor roads and limited transport and communications links. On 19 December 2003, the heavy rainfall triggered three major landslides in the province, affecting twelve *barangays* (villages) in three municipalities of Liloan, San Francisco and San Ricardo. Flooding also occurred in the municipalities of Pintuyan and Malitbog and the capital city of Maasin, with more than 1,000 families (over 5,000 people) worst affected in these stricken areas.

The Philippine National Red Cross (PNRC) immediately responded to the situation by conducting search and rescue operations, emergency feeding, relief distribution and needs assessment. Rescue and response teams were also mobilized to assist in evacuation and transfer activities and distribute emergency food to those affected by both flooding and landslides. The speed and professionalism of PNRC's disaster management machine – together with the government and other local agencies – were highlighted through the very short relief phase when the national society's rapid response teams were able to provide more than 1,000 families (some 5,570 individuals) with food, medicines and non-food commodities, including mosquito nets, blankets, mats and kitchen utensils, from existing stocks. Counselling was also provided to the affected families.

The Federation allocated CHF 50,000 from DREF (this has been reimbursed) that enabled PNRC to take further expeditious action in the disaster zone.

With the immediate food and non-food needs sufficiently covered, the humanitarian focus centred on longer-term imperatives in the three worst-hit municipalities of Liloan, San Francisco and San Ricardo. Complementing government and non-government efforts in addressing the post-disaster requirements of the affected population, the Federation launched an emergency appeal on 7 January 2004 to support PNRC on rehabilitation – shelter, water and sanitation, livelihood projects and community-based disaster management training.

Within the extended appeal timeframe, PNRC completed 140 houses and provided agricultural tools to the affected families in the San Ricardo municipality, Southern Leyte province. Selected community members also benefited from disaster management training to become better prepared for future disaster. The German Society for Technical Cooperation (GTZ) assumed the water supply objective in the appeal and provided safe water access to the beneficiary families.

Since the early onset, the Southern Leyte operation encountered a number of implementation challenges. These challenges centred on the safety, availability, suitability and accessibility of the original site, weather hazards and a complex task force structure involving a significant number of local government partners and the PNRC. It has also proven to be very ambitious, aiming to complete the construction of 140 houses in eight months, given no available land at the time and limited enthusiasm from the beneficiaries themselves about relocation.

At the onset of 2005, more than a year after the disaster happened, the Federation's regional delegation sent a representative to meet with the PNRC leadership to resolve the outstanding issues. The board of governors of the PNRC signed an agreement to ensure the completion of the shelter project by the end of March 2005. The agreement stipulated that the national society would return the full costs of the project if the timeframe could not be met. This expedited the completion of the operation within the next two months.

The PNRC has extensive disaster response capacities and successful experience in shelter projects in the country. The operation, however, highlighted gaps in its capacities and knowledge of Federation's systems and procedures. The national society was going through a transition period during the course of the operation. The management of the operation was not properly structured in the beginning, while the demise of the experienced disaster management focal point and the dynamics of partnership with the local authorities contributed to the delays of the operation. The operation also reflected the shortfall of Federation's technical support structure since the departure

of the designated relief/reporting delegate. The appropriateness of launching this emergency appeal was also put to question as there were no expressed needs from the national society.

## Coordination

From the onset of the project, the Federation has been coordinating with different agencies responding to the landslides and flooding situation in Southern Leyte. The levels of coordination vary according to the needs of the affected communities. Substantial results were achieved through these coordination efforts such as the inclusion of the Federation alongside with PNRC in the government task force for the rehabilitation project. The task force comprised of the municipal government of San Ricardo, the provincial government of Southern Leyte, the provincial engineering office, the department of public works and highways, the department of social welfare and development, the department of environment and natural resources, the national food authority, the Philippine national police, the Philippine army, and the PNRC. The task force met every week to monitor and discuss developments of the project. However, the structure proved to be complicated and slow in decision making.

The Federation maintained close collaboration with international aid agencies which resulted in the funding and implementation of the water component by GTZ. PNRC efforts in coordinating with other donor agencies are likewise commendable. Through the efforts of PNRC's chairperson, the Philippines' national disaster coordinating council (NDCC) was able to mobilize human and material resources to augment the national society's operational capacity. PNRC was also able to provide shelter and relief services to a larger number of beneficiaries in other municipalities through coordination with USAID, foreign embassies/consulates, civil society groups and corporate sponsors.

The operation in the field was managed by the PNRC. The Federation provided assistance to the national society for reporting and monitoring through the deployment of a relief delegate, who completed her mission at the end of August 2004. The Federation's regional disaster risk management unit officer, permanently stationed in the Philippines, also rendered continuous support to the national society on a day-to-day implementation, monitoring and reporting on imperatives. As part of an expanded regional disaster risk management capability in Southeast Asia, considerable management and technical expertise was also requested from the Federation's regional delegation. Coordination between the Federation and PNRC was going well in 2004 but the frequent change of focal persons from both sides evidently impacted on coordination and management of the operation.

## Analysis of the operation - objectives, achievements, impact

### **Objective 1: Provide new/rehabilitated housing for 140 families (scaled down from 565 families) living in evacuation centres or other temporary accommodation.**

The original appeal targeted to provide and rehabilitate 565 partly/fully destroyed houses in three municipalities of Liloan, San Francisco and San Ricardo in Southern Leyte province, along with water and sanitation facilities and community-based disaster management training. In coordination and conjunction with the provincial and local authorities, the PNRC shelter activities changed to focus on the Pinut-an *barangay* of San Ricardo as the other two municipalities were included in the government operations. This *barangay* was selected because it was felt that PNRC had the capacity to handle difficulties in accessing a community which had received little humanitarian assistance. Of the 300 affected families in Pinut-an, the PNRC would assist 140 families with rehousing. A further 140 would be provided by a local church group while 20 of the original houses would be repaired by the local government. All 300 families and their communities would be assisted through other appeal objectives.



**Photo 1: Despite delays due to various operational complexities, the 140 landslide-affected families in Pinut-an village have found a good start with their new homes built by the PNRC.**

Of the 140 families to be rehoused through the operation, 112 were homeless and were staying with relatives, while 28 families had existing houses but were living in high-risk areas.

The initial problem of this component was the mistake in the selection of the relocation site, despite the result of the geological survey conducted. The selection was made by the local government but the site on top of a barren hill turned out to be unsafe because of unstable soil composition. In coordination with the mine and geosciences bureau of the national government, a new site in the adjacent *barangay* Esperanza (less than three kilometres away from the Pinut-an) was selected which was later procured with local government funds. The affected families and their representatives agreed to relocate to the new site. The procurement process and site development further delayed the project by two months before actual construction began. Incomplete delivery of materials from prepaid suppliers, insufficient skilled workers and weather hazards likewise contributed to the delay. Housing construction finally started in late September 2004.

To delineate the management responsibilities within the PNRC structure, a project manager was designated at the national headquarters with work at the site managed jointly by the Southern Leyte chapter administrator and a project coordinator. This structure was supported with a team of field staff comprising an engineer, a logistician and a driver. A temporary warehouse for storage of the construction materials was built. Over 60 volunteers were recruited by PNRC for the construction works. Heavy equipment from the provincial engineer's office was used to transport volunteers and construction materials. The PNRC also deployed a four-wheel-drive vehicle and a cargo truck to transport field staff and volunteers.



**Photo 2: Safe drinking water is made accessible by GTZ to the residents in the relocation site.**

The agreed design of the duplex housing unit was revised to that of single detached units with larger floor and land areas at no extra costs to the appeal. This was made possible with funds provided by PNRC and the local government. Despite bad weather and constant power outages in the project site, the construction of houses was fully completed before the last extended timeframe of 31 March 2005 with the hire of skilled labourers working overtime. The Philippines Army Engineering Corp was also mobilized to expedite the construction work. PNRC purchased additional construction materials for the reinforcement beams for the 27 houses which were erected in soft soil. The houses were awarded to the beneficiaries through a raffle system to ensure fair distribution of houses. The site development plan has provided for an

open-space centre reserved for community gatherings and future community centres.

Although the finished houses are basic dwellings, they are of stronger structure compared to the beneficiaries' previous houses. For most beneficiaries, it is a welcome beginning after living with kin and relatives for more than a year since the disaster. Although community participation was not maximized in housing construction due to lack of technical skills, a sense of ownership was instilled through their participation in site clearing and area development.

The food for work system, however, was not successfully implemented. Food supplies, including rice, mung beans, dried fish, sardines, instant noodles, oil and sugar, were purchased in mid-2004 and stored at the warehouse of the local PNRC chapter in Maasin. The quality of rice, noodle and dried fish was not up to standards. This highlighted the need to improve PNRC's procurement process and logistics system. PNRC replaced the rice and dried fish using its own funds. Distribution started at the onset of the construction. However, the supply ran out before the completion of the houses.

After eight months of delay, the expected results were achieved: standard housing was provided to 140 beneficiary families, food for work was distributed during the construction period and beneficiaries were involved either directly or indirectly in the implementation of the shelter component.

The completed houses will be formally handed over to the beneficiary families with a certificate of occupancy in July. The beneficiaries are entitled to occupy the house for a minimum of ten years, during which change of occupants is not allowed. Some families have already occupied their new houses and started backyard gardening.

**Objective 2: Re-establish and improve access to safe water and provide sanitation facilities for the affected population.**

Owing to difficult access to the site and funding constraints in the course of the operation, this appeal component was handed over to GTZ. The organization had ongoing commitments and expertise in water and sanitation in the area. Local-level agreements were made to provide for water-sanitation facilities to the affected households. The agency used a natural water spring at the relocation site as the primary source for safe drinking water. The installation of a water system in the relocation site was completed in the first week of March 2005.

The implementation of an external agency for this objective is a good example of coordination to optimize the use of resources and technical know-how towards improving the living conditions of the beneficiaries.

**Objective 3: Assist the 300 worst affected families regain financial stability through the provision of livelihood facilities for income generation.**

The number of families to be assisted with livelihood support was reduced from 565 to 300 in Pinut-an village (see Objective 1). Most of these families are farmers, thus the planned fishing nets in the appeal have been excluded in agreement with the beneficiaries. Together with this vulnerable group, the PNRC field team identified a proper set of agricultural tools and local suppliers. The tools, including garden tools, hoes, spades and sprayers, were purchased locally and stocked at the local PNRC chapter's warehouse. The tools will be distributed to the beneficiaries during the formal turnover of the houses. This is to ensure that they will be put to good use for gardening activities within the allocated lot of each housing unit. Most of the beneficiaries rely on fishing as a livelihood. An important aspect of this component is the training in vegetable gardening in order to provide an alternative source of income and food supply for the fishing and gold mining community. Given the change of leadership in the chapter and lack of experience in handling livelihood project, this initiative did not take place in March as originally planned. However, the PNRC chairperson is committed to taking this initiative forward with the new chapter leadership.

**Objective 4: Train and organize 120 community volunteers in the 12 worst affected *barangays* of the five municipalities in community-based disaster management training (CBDMT).**

A community-based first aid (CBFA) course was conducted in October 2004 as a prerequisite to the formation of the *barangay* disaster action teams (BDATS). The training was attended by a total of 56 participants from San Ricardo, most of whom were families assisted by the project. Training and organizing of the BDATs were undertaken in November 2004. BDATs are composed of members of affected households and community leaders from adjacent villages who have attended the CBFA training. They will function as the first responders for future hazard events.

The scheduled training-of-trainers' course on CBDM was conducted in November 2004 as part of the process of disseminating further a culture of safety within the community. There were a total of 50 participants coming from different villages in the province. The training included a training-of-trainers course to provide basic skills for volunteers to disseminate knowledge on disaster preparedness among their peers in their respective communities.

Due to a change of focal points at the chapter level, the hazard mapping only started on 26 May 2005 in the affected *barangays*. The remaining CBDM activities in the appeal will be incorporated with PNRC's current disaster management programme. In line with the 2005-2009 PNRC strategic directions, the national society is not simply providing houses but a community to the beneficiaries. Over the next two months, PNRC will provide life skills training to the selected beneficiaries in the relocation site on community health, first aid and rescue with the aim of increasing the communities' capacity to respond to emergencies and disasters.

**Communications – advocacy and public information**

The PNRC activities were advertised on community notice boards, local newspapers and radio/television. In addition, the PNRC distributed its integrated community disaster planning programme (ICDPP) material to all participants at training events and to the local authorities. The Southern Leyte governor, who is also the chairperson

of the PNRC chapter, held regular press meetings, advocating for the Red Cross and highlighting the current rehabilitation operation.

### **National society capacity building**

The implementation of the project provided an opportunity for the PNRC to reassess its current capacity in terms of available resources for project management and implementation. The experience from the intricacies of implementing the project and engaging in complex partnerships with the local government units provided valuable lessons to both PNRC and the Federation. The operation provided valuable insight for PNRC governance and management to assess and revise its policies specifically on procurement, staff development, skills mapping and coordination. PNRC undertook an investigation of the procurement process and management of the operation and subsequently suspended a number of project staff. The investigation report is yet to be made available to the Federation.

### **Lessons learned**

The Federation and the PNRC have much to learn on the events that transpired during the past 14 months of the operation in Southern Leyte.

The project management structure stretches from the PNRC national headquarters to the chapter level. Owing to the fact that the project was implemented at the time when the national society was in transition, a proper reporting line could not be put in place in the beginning of the operation. The PNRC reinforced the management structure at the latter part of the operation and placed the timely completion of the operation as a top priority. These measures included an internal investigation which resulted in the suspension of several operational staff. There are still areas where improvement can be made in future to enhance the response capacity and management accountability of PNRC. The practice of local purchase instead of centralized purchase should be considered to improve efficiency and effectiveness of use of resources.

The PNRC leadership, through the chairperson, expressed a strong commitment to the successful outcome of the operation and put in order the management structure to expedite the shelter component.

Significant efforts and energy were spent on a new design – the duplex housing unit. This was, however, revised back to a single detached unit design with some modifications. It is advisable in future to focus on a housing design which the national society has experience in and is more familiar with.

Based on the national society's vast experience in the past, a food-for-work scheme was proposed for the construction of houses in the appeal despite its apparent difficult implementation, including unstable supply of workforce and food storage. Food supply in this case ran out before completion of the houses. A structured distribution plan, coupled with technical skills training, would however have enhanced this aspect. Similar experience in other PNRC operations points out that a cash-for-work scheme is more feasible as it requires less logistical support and provides more emphasis on financial accountability.

The essence of community participation in project implementation was not fully realized due to lack of coordination with technical institutions which could have provided the much-needed training, such as, on carpentry for men who head families and backyard food gardening for housewives. The lack of experience in livelihood assessment and implementation was also underlined from this operation.

The role of the Federation would be to continue providing technical support to strengthen the response capacity of PNRC especially on assessment and action planning. This will also be supported by building staff capacity in managing accountability in humanitarian interventions. The line of communication and modalities of cooperation between the Federation and the PNRC should be better established or agreed upon to avoid misunderstanding and high expectations. The terms of reference for the relief delegate should be better formulated to clearly state a facilitating role instead of a management role. Moreover, since the departure of the relief delegate, there were five other focal points from the Federation's regional delegation. This affected continuity and created gaps of follow-up on outstanding issues.

The Federation will endeavour to seek better PNRC's understanding and integration of the Federation's operation standards with the national society's policies and procedures. An internal review will be conducted to evaluate the

Federation's *modus operandi* in relation to its role in pursuing emergency appeals prior to the expressed operational needs of the national societies in the region. Discussions on a final evaluation of the operation are ongoing. The exercise will be conducted by the Federation together with representatives of major donors for the operation and will aim to document lessons learned from the operation.

**[Final financial report below ; click here to return to the title page.](#)**

# INTERNATIONAL FEDERATION OF RED CROSS AND RED CRESCENT SOCIETIES

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**Appeal No. & Title:** 03/04 PHILIPPINES : LANDSLIDES & FLOODS  
**Operation Time Frame :** JAN 2004 TO JUNE 2005  
**Project(s):** PPH504  
**Currency:** CHF

## CONSOLIDATED RESPONSE TO APPEAL

FUNDING	CASH		KIND & SERVICES		TOTAL INCOME
	Contributions	Comments	Goods/Services	Personnel	
Appeal budget	378,148				
less					
Cash brought forward	0				
<b>TOTAL ASSISTANCE SOUGHT</b>	<b>378,148</b>				
<u>Contributions from Donors:</u>					
Belgian Red Cross	46,785				46,785
Austrian Red Cross	47,265				47,265
New Zealand Red Cross	16,790				16,790
British Red Cross	34,298				34,298
Monaco Red Cross	15,625				15,625
Swedish Govt	102,000				102,000
Japanese Red Cross	43,544				43,544
Danish Red Cross	48,736				48,736
Australian Red Cross - PSR	1,263				1,263
In Kind Delegate - Australian Red Cross				22,293	22,293
<b>TOTAL</b>	<b>356,306</b>		<b>0</b>	<b>22,293</b>	<b>378,599</b>

OPENING	0
CASH INCOME Rcv'd	356,306
CASH EXPENDITURE	356,304
<b>CASH BALANCE</b>	<b>2</b>

Appeal No. & Title:

03/04 PHILIPPINES : LANDSLIDES & FLOODS

Operation Time Frame :

JAN 2004 TO JUNE 2005

Project(s):

PPH504

Currency:

CHF

Description	APPEAL Budget	CASH	KIND & SERVICES		TOTAL Expenditures	Variance
		Expenditures	Goods/Services	Personnel		
<u>SUPPLIES</u>						
Shelter and construction	232,162	261,951			261,951	-29,789
Clothing and textiles					0	0
Food/Seeds	0	25,948			25,948	-25,948
Water and sanitation	18,182	0			0	18,182
Medical and first aid					0	0
Teaching materials					0	0
Utensils and tools	20,796	18,440			18,440	2,356
Other relief supplies	0	0			0	0
Sub-total	271,140	306,339			306,339	-35,199
<u>CAPITAL EXPENSES</u>						
Land and buildings					0	0
Vehicles	0				0	0
Computer and telecom equipment	4,091	0			0	4,091
Medical equipment					0	0
Other capital expenditures		0			0	0
Sub-total	4,091	0			0	4,091
<u>TRANSPORT AND STORAGE</u>						
Warehousing/Inspection		433			433	-433
Transport and vehicles	17,045	3,627			3,627	13,419
Sub-total	17,045	4,060			4,060	12,985
<u>PERSONNEL</u>						
Personnel (delegates)	25,300	8,580		22,293	30,873	-5,573
Personnel (NS/local staff)	12,919	2,261			2,261	10,658
Sub-total	38,219	10,841			33,134	5,085
<u>WORKSHOPS AND SEMINARS</u>						
External workshops and seminars	4,545	169			169	4,377
Sub-total	4,545	169			169	4,377
<u>GENERAL AND ADMINISTRATION</u>						
Travel and related expenses	12,278	8,285			8,285	3,993
Information	3,977	0			0	3,977
Office cost		1,015			1,015	-1,015
Communication	1,136	872			872	264
Consultants						
Financial Charges	1,136	209			209	927
Security						
Sub-total	18,528	10,381			10,381	8,147
<u>PROGRAMME SUPPORT</u>	24,580	24,515			24,515	65
<b>TOTAL</b>	<b>378,149</b>	<b>356,304</b>		<b>0</b>	<b>378,597</b>	<b>-448</b>