

Final Report



International Federation
of Red Cross and Red Crescent Societies

PHILIPPINES: Landslides and Floods

Emergency appeal n° MDRPH001
Interim Final Report
5 August 2008

Period covered by this Interim Final Report : February 2006 – April 2008

This interim final report will be finalized with the completion of the operation's financial report and notification sent to partners when this is available. As a left-over balance of approximately CHF 200,000 from the operation is anticipated, the International Federation would greatly appreciate agreement by partners to roll over these remaining funds in support of the 2008-2009 Philippines appeal.

[<click here for the Philippines 2008-2009 appeal>](#)

Appeal target (current): CHF 2.80 million¹ (USD 2.67 million or EUR 1.70 million)

[<click here for contact details >](#)

Appeal history:

- A preliminary appeal was launched on 17 February 2006 for CHF 2.13 million (USD 1.73 million or EUR 1.29 million) for six months.
- On 8 March 2006, appeal was revised to CHF 2.59 million to assist 8,000 beneficiaries for 18 months, to 31 August 2007, focusing on recovery and rehabilitation.
- On 22 June 2006, the appeal budget was increased to CHF 2.66 million (USD 2.17 million or EUR 1.62 million) as recorded in Operations Update no. 5
- In June 2007, the budget was revised to CHF 2.83 million, taking into consideration support from the Geneva secretariat in programming and fundraising, and documented in [Operations Update No. 6](#).
- Disaster Relief Emergency Funds (DREF) allocated: CHF 200,000 (USD 162,602 or EUR 121,212).
- Several extensions were necessary due to bankruptcy of the designated construction company and the lead time to allow PNRC to administer the final construction themselves. A dispute related to the ownership of the land on which the Red Cross chapter premises are built further hampered the implementation of part of the programme.
- The operation came to a close at the end of May 2008.



The PNRC village in Catmon with 192 houses (International Federation)

¹ Budget revised from CHF 2.83 million to CHF 2.80 million – see [Operations Update no. 8](#)

Summary:

This report seeks to faithfully provide information on the successes and lessons learnt of a programme that faced major challenges in its implementation. In its course of supporting families affected by the Guinsaigon landslides with food and non-food relief items, camp management and new homes, the Philippines National Red Cross (PNRC) society was also caught in a situation where provision of these new homes took far more time than originally planned.

This situation led to several activities being cancelled due to financial constraints or avoidance of duplication. These financial constraints were tied to the increasing cost of labour and supplies as a result of inflation, while planned activities were subject to re-thinking in order to not duplicate similar activities already implemented in the field. One major factor that exacerbated the situation is probably the poor performance and subsequent bankruptcy of the company contracted for the construction of the homes. This was also compounded by the contractor's preference of avoiding what was considered a transparent and reasonable solution to the problem. This created a legal deadlock that needed a very careful and time-consuming response to avoid an even longer legal dispute that could have adversely affected the programme and subsequently, the beneficiaries, indefinitely.

There were also several other causes of delay. These included (1) less-than-adequate initial assessments of the needs and working conditions in the field; (2) subsequent challenges due to the incompatibility of existing PNRC systems and procedures with the operation; and/or (3) insufficient management experience in recovery programmes at chapter and headquarters levels. Following its identification of these factors and in a bid to improve its service delivery, the PNRC has realized the need to review the structure of its logistics and finance systems. This forms the basis for the national society's renewed commitment to capacity building and systems development. Once fully developed, these structures could help the national society become as proficient at managing community-based risk reduction and recovery programmes as it is in emergency response.

Despite these challenges and the need to address its identified limitations, the PNRC achieved considerable progress between September 2006 and July 2007 in constructing 12,300 homes in ten provinces using lessons learnt from the landslide operation. This effort should be taken into account in evaluating this programme.

The key objectives of this operation were:

I. Emergency relief	The PNRC will provide necessary relief for the affected persons of the mudslide.
II. Health and care	The PNRC has the capacity to provide psychological support and training.
III. Emergency response and risk reduction capacity building	The PNRC will upgrade and enhance the capacity of the chapters to respond to disasters.
IV. Organizational development	The PNRC will strengthen the organizational capacity of chapters.
V. Reconstruction and recovery	The PNRC will provide shelter to the evacuees and train health volunteers to be mobilized.
VI. Management and coordination	The PNRC with the International Federation will create effective administration and management for the appeal

The situation

On 17 February 2006, following heavy continuous rain for more than a week, a devastating landslide occurred killing 1,126 persons and affecting approximately 8,000 persons in Guinsaugon village of the St. Bernard municipality, wiping out an entire village including a school packed with school children and teachers. The consequences of the landslide have left an indelible mark on the lives of those affected who lost homes, property and loved ones buried under tonnes of mud and soil up to ten feet high.

Mass evacuation of residents from surrounding villages also at risk also took place as heavy rains continued after the landslide.

The Philippine National Red Cross (PNRC) immediately responded to the situation by conducting search and rescue operations, emergency food supplies, relief distribution and needs assessment. Rescue and response teams from Southern Leyte, nearby chapters and national headquarters were also mobilized to assist in the evacuation and transfer, and food distribution to those affected. The speed and professionalism of the PNRC's disaster management machinery in conjunction with government and other local agencies were highlighted in this operation. The PNRC disaster response teams were able to provide blankets, plastic mats, mosquito nets, towels and cot beds to 1,000 families in the quick brief relief phase of the operation. The national society continued its support by supplying food items to 221 families housed in the evacuation centre in Catmon over six months. Psychosocial support was also provided to the affected families.

The International Federation released CHF200,000 from the Disaster Relief Emergency Fund (DREF) enabling the PNRC to take further action in the disaster area. The International Federation also augmented the human resources of the National Society by sending technical staff, field assessment and coordination team (FACT) members and emergency response unit (ERU) teams as well as a senior delegate to the operation.

With the immediate food and non-food needs sufficiently addressed by the national society with International Federation support, the humanitarian focus then centred on medium and longer term imperatives to complement the efforts of government and non-government organizations in addressing the post-disaster needs of the affected population. The International Federation launched an emergency appeal to support PNRC on the early recovery and rehabilitation - shelter, relocation, water and sanitation, health and care, livelihood training and risk reduction capacity building. The PNRC chairman also launched an appeal to both local and international donors with an in-country presence which gathered an overwhelming support of cash and in-kind donations.

Within the extended appeal timeframe, PNRC completed 191 housing units complete with electricity and water supply. Selected community leaders as well as municipal leaders also benefited from disaster management training and basic safety training to be better prepared for future disasters.

To ensure adequate response capacity of the chapter in case of future disasters, an ambitious staff and volunteer training plan was implemented. Some basic renovation of its chapter premises and response equipment completed the chapter's upgrading.

During implementation, the project encountered many major challenges. These included:

- 1) Severe difficulties in securing a suitable plot of land on which the housing units were to be constructed. After a long process of negotiation with the local authorities, a decision was made to use part of the funds obtained through local fundraising for the purchase of actual land.



A closer look of the houses funded by the Appeal (International Federation)

After a long process of negotiation with the local authorities, a decision was made to use part of the funds obtained through local fundraising for the purchase of actual land.

- 2) Inability of the contractor to honour commitments as in the contract and unwillingness on their side to find a solution agreeable to all parties.
- 3) Correction of some initial understanding and subsequent planning of the programme as certain needs were either irrelevant or turned out to be covered through the efforts of other agencies.
- 4) The remoteness of the area triggered severe difficulties in securing and transporting large quantities of supplies especially for the construction of the homes.
- 5) Tight financial and auditing requirements from PNRC were difficult and at times, could not be met by some smaller suppliers who did not have access to bank accounts and documents required by existing procedures.
- 6) Unexpectedly, the original donor of the land on which the chapter's premises are built was challenged as to the real ownership of the said land. By questioning that ownership, the Red Cross building itself was at stake. That problem is currently ongoing, awaiting continued legal action and this has hampered the implementation of plans to further renovate the chapter building, especially its blood bank which is a vital element in the disaster preparedness in this remote province.
- 7) Some activities such as the building of a health centre and livelihood centre, and the provision of equipment for the health centre were not carried out either from insufficient funds or as a result of the overall delays in the programme. Fortunately, partner national societies present in the country helped fill the gaps.

Field operations were managed by the PNRC while the International Federation provided the national society assistance in reporting and monitoring and deployed technical delegates during the relief phase of the operation. Coordination between the International Federation and PNRC is well grounded and established.

Red Cross and Red Crescent action

The following are the accomplishments based on the six (6) project components:

I. Emergency Relief

Goal: To provide necessary emergency relief items to evacuees and handle the management of the two evacuation centres situated in the village of Catmon for six months

Objective 1a: Provide non-food items to 1,000 displaced families until 1 June 2006

The PNRC served a total of 1,000 families within the timeline indicated in the appeal. Beneficiary selection was carried out through interviews by Red Cross volunteers with the assistance of village and camp leaders. The following items were distributed: 3,000 plastic mats, 3,000 blankets, 3,000 mosquito nets, 5,000 towels, 2,000 folding beds in which each family received three plastic mats, blankets and mosquito nets each; five towels and two folding beds.

Beneficiaries were grateful for the non-food items, which helped ease their temporary stay at the evacuation centres.

Objective 1b: To provide assistance to 221 families in two Catmon evacuation centres for six months from 1 July 2006 to December 31, 2006

From 1 July to 31 December 2006, 221 families from the villages of Atuyan, Hinabin, Kauswagan and Magatas were provided with food items. As they still had access to their original farming plots, it was deemed unnecessary to provide them with full dietary rations. As a result, each family received one sack of rice, ten packets of noodles, 14 tins of assorted canned goods, one kilogramme of sugar, two cans of milk, one litre of cooking oil and one pack of coffee on a monthly basis.

With the resumption of regular classes in June 2006, the schools that were initially used to provide temporary shelter were evacuated. Makeshift tents were constructed inside the school premises with the PNRC providing tarpaulins for roofing and walling. Eventually the makeshift tents were



Nipa shelters that housed the evacuees when school started in June 2006.
(International Federation)

converted to nipa shelters, which are better adapted to the prevailing hot and humid climate. With the large number of evacuees now having been added to the existing school population, water and sanitation rapidly became a major concern. To address the shortage of latrines, four more latrines were provided, and water and laundry stations established. The provision of water and sanitation facilities as well as the construction of the nipa shelters became a shared responsibility of the PNRC and other NGOs.

PNRC gradually took charge of the management of one evacuation centre and a satellite office was established in the camp. To further improve security in the camp, perimeter lights were installed in sensitive areas and the basic drainage system was established. A small pharmacy was also established in the camp to cater to the needs of the evacuees. This effort was closely coordinated with the municipal health office.



Washing and laundry stations established in the camp. (International Federation)

II. Health and Care

Goal: Provide psychosocial support to relatives and survivors of the Guinsaugon mudslide, and to persons relocated from neighbouring villages, and to launch psychosocial training for staff and volunteers

Objective 2: Relatives and survivors receive the needed psychosocial support

A total of 915 individuals benefited from the psychosocial support programme (PSP). These targeted individuals were survivors and relatives of those who were killed by the Guinsaugon mudslide, as well as villagers who had been relocated from nearby affected *barangays*. This figure includes 18 youth leaders from various villages and 12 orphans from the Guinsaugon *barangay*. Up to 114 staff and volunteers were also provided training on PSP.

All the 915 individuals who benefited from PSP have recovered from the stress which started two years ago and accumulated over time. The social workers of the PNRC were happy that the survivors are now enjoying relatively healthy lives.



Drainage system that was developed inside the camp (International Federation)

III. Emergency Response and Risk Reduction Capacity Building

Goals:

1. Replenishment of stocks and equipment of the national society for disaster preparedness (Objective 3)
2. Enhance the telecommunications capacity of Southern Leyte chapter to respond and to relay information (Objective 4)
3. PNRC Leyte, Cebu and Southern Leyte chapters' logistics capacity to respond to disasters are improved (Objective 5)
4. Strengthen the Southern Leyte chapter disaster preparedness through capacity building with the recruitment of volunteers and launching of training sessions (Objective 6)



One of the latrines that were constructed in the evacuation camp to cater to the needs of the evacuees (International Federation)

Objective 3: Replenishment of emergency stocks and equipment

With support and assistance from the International Federation, the PNRC procured 300 lightweight tents (tunnel shaped double layer), 200 cartons of BP5 biscuits and three rubbhalls. These items were procured 31 December 2006.

These items were stored at the PNRC central warehouse in Manila and subsequently used in response to other disasters. The tents were used during the typhoon Milenyo operations to provide shelter to families who needed to be urgently evacuated as their original homes were at constant risk of being flooded.



Tents that were utilized during the Typhoon Milenyo operations in Santa Rosa, Laguna. (International Federation)

Likewise, one of the rubbhalls (large warehouse tent) was utilized last March 2008, during the typhoid outbreak in the province of Laguna in Southern Luzon as an extension of the Jose P. Rizal Memorial Hospital, housing at least 100 patients at a time. Functioning as an additional ward, it was managed by the medical personnel of the hospital. The remaining relief items are currently stored in the PNRC warehouse and are waiting to be used during future operations.

The utilization of the items in recent emergencies has shown that the objective was relevant and that such materials needed to be pre-positioned to allow for

quick deployment at the onset of a disaster.

Problems encountered and measures taken to resolve the problems:

While the above items were provided to boost the overall response capacity of the national society, the need to add a training component on how to erect the rubbhalls was overlooked. However, this oversight did not prevent the national society from utilizing the resources made available by the International Federation as demonstrated during the typhoid outbreak operations in Laguna, when the PNRC utilized the military and the police to help erect the rubbhall.

Objective 4: Enhance Southern Leyte chapter communications

Expected Result: Procurement of telecommunication equipment to improve the Southern Leyte chapter's communications in the operation.

Two base radio units and 20 handheld radios were procured before the end of 2007. These radios and the 110-foot tower mast were installed and later moved from St Bernard to the Southern Leyte chapter office in Maasin City where they were reinstalled. The relocation of the communication equipment from St Bernard to Maasin City enhanced the Southern Leyte chapter's communications capacity and allowed for a wider use of this vital equipment beyond the boundaries of the St. Bernard municipality. The chapter is now able to gather and exchange information easily with the national headquarters and is better equipped to coordinate the work of its volunteers in the field during emergency situations.



The base radios which were utilized in the satellite office (International Federation)

Objective 5: Upgrade the logistics capacity in Tacloban City, Cebu and Southern Leyte

Expected Result: Repair of warehouses and procurement of equipment to enhance the disaster response capacity.

The PNRC chapter warehouses in the Cebu and Leyte provinces were deemed in good enough condition and following a thorough assessment, repairs were not carried out. While it was agreed to repair the Southern Leyte chapter warehouse, this did not ultimately materialize because the ownership of the land on which the chapter premises are built was challenged by the previous owner.

Problems encountered and measures taken to resolve the problems:

There were several delays in the procurement of equipment. This issue was raised and addressed at management level. The land issue involving the land on which the chapter is situated prevented the implementation of a more thorough renovation of the chapter warehouse. As resolution of the problem could have required a lengthy legal process, it was decided to keep renovation to the bare minimum for the same reason planned renovation of the chapter blood centre facilities was not done.

Objective 6: Hazard mapping is completed in Southern Leyte and the data compiled into a geographical information system (GIS).

Expected Result: Completion of hazard mapping in Southern Leyte and compilation of the data into a geographical information system (GIS).

As the provincial government took over this project in the second quarter of 2007, this activity was not implemented.

Objective 7: There is an integrated community-based disaster preparedness programme in Southern Leyte leading to livelihood interventions and including recruitment and training of *barangay* disaster action teams.

Expected Result: Completion of province-wide and municipality-wide disaster response training for Southern Leyte; completion of the municipality-wide disaster response training for the 19 municipalities and barangays of Southern Leyte; and the provision of personal gear for the disaster response teams.

The chapter had completed the technical training of staff and volunteers of the chapter together with participants from the local government units (LGU). Likewise, training of personnel and volunteers at the provincial, municipal and barangay levels was also successfully carried out.

A total of 2,525 participants comprising volunteers and members from 18 municipalities underwent basic disaster response training and were divided as follows:

- Integrated Area of Development I – Maasin City, Macrohon, Malitbog, Padre Burgos and Limasawa
- Integrated Area of Development II – Tomas Oppus, Sogod, Bontoc, Libagon
- Integrated Area of Development III – Liloan, San Ricardo, Pintuyan, San Francisco
- Integrated Area of Development IV – St Bernard, San Juan, Anahawan, Hinunangan, Hinindayan, Silago

The training module includes the definition of disaster management, the role of the PNRC in disaster management as the only non-government humanitarian organization with a seat in the national disaster coordinating council (NDCC), a disaster profile of the Philippines, common disasters that are experienced in the Philippines, identification of hazards, hazard mapping, vulnerability and capacity assessment and the basic information on what to do in a given disaster situation such as earthquakes, floods and the likes.

These groups of volunteers will comprise the response team of the chapter in the municipalities can be mobilized during disasters. These volunteers will further enhance the disaster response capability of the chapter as they are located in the different municipalities in the Southern Leyte province. The purchase of 221 helmets, 221 raincoats, 221 vests, 211 pairs of rubber boots, 1,371 Red Cross t-shirts and 211 pairs of leather gloves was completed last October 2007. These were made available to the trained disaster response teams of Southern Leyte while the rest were stocked at the chapter ready to be utilized in the event of a disaster.

The provision of the personal response gear is part of the Southern Leyte chapter's capacity building programme for its volunteers. This capacity building programme will allow the municipal disaster response teams to improve their capacity in efficiently responding to disasters in the future.

IV. Organizational Development

Goal: To develop and strengthen the Southern Leyte chapter organizationally

Objective 8: Organizational development to strengthen the Southern Leyte chapter

Expected Result: Evaluation of the organization of the Southern Leyte chapter and the launching of training and workshops to staff and selected volunteers.

The technical training courses started last March 10, 2008 and ended April 12, 2008. It covered instructor courses on first aid and basic life support, water safety, rappelling and rope rescue and rubber boat handling and operation and basic fire fighting. A total of 34 participants underwent the specialized training on rescue and out of the total participants 20 are qualified instructors. This pool of highly specialized trained individuals strengthened



Participants from the different municipalities intently listened to the lecturer during the Disaster Response Training (International Federation)

the chapters ability to immediately respond to any disaster situation. It also provides them with their own pool of trainers to conduct similar training of many more volunteers in the future.

As part of the capacity building initiatives, equipment were purchased and provided to the chapter as follows: one 10 KVA generator set, one ISN battery, one photocopier, two units computer and one unit laser printer. In addition upgrading of the chapter training and rescue equipment was also carried out as part of capacity building. The chapter acquired the following items: one set Laerdal stiff neck, one set Laerdal spider strap, three Laerdal pocket masks wit oxygen inlet, two Little Anne, one Little Junior, one Baby Anne, two Laerdal baxstrap spine boards, five kick boards, five mares diving fins, five mask and snorkel sets, five goggles, and 15 life vests

Part of the proposal was to improve the chapter blood services facilities. However, this plan was deferred due to said dispute over the ownership of the chapter premises which jeopardizes the sustainability of the existing blood centre.

V. Reconstruction and Recovery

Goal: Provision of 191 housing units, and a livelihood training and community multi-purpose centre to serve households from the relocated areas of the Hinabin, Kauswagan and Magatas villages.

Objective 9: Construction of resettlement village

Expected Result: Completion of the construction of 192 houses including the provision of all public services, i.e. on-site drainage system, water, sanitation and electricity and the reconstruction of multi-purpose livelihood training and village health centre.

All 192 homes have been fully constructed, with electrical and water utilities fully installed and functional.

Problems encountered and measures taken to resolve the problems:

A considerable delay in the completion of the project was attributed to the failure of the designated contractor to comply with and deliver on the stipulations of the signed agreement.

- Performance monitoring quickly showed feeble progress in the construction as a result of constant gaps in the delivery of equipment and materials and of insufficient staff provided by the company.
- Several protests were made against these weaknesses and while corrective measures were proposed, these yielded only weak and often no results.
- The abandonment of the works by the contractor without formal notice to PNRC created a legal

deadlock. Without formal notice, the PNRC could not legally take over the construction or hire another company without running the risk of a long legal battle, accompanied by a temporary restraining order, which would have left the beneficiaries without housing indefinitely.

- The company's owner repeatedly refused to appear during meetings that were proposed to resolve the stalemate. He even went so far as to challenge the signatures of his duly mandated representatives on documents that were meant to facilitate compromise between parties. The owner then disappeared and was no longer available for any contact as he was officially staying in the United States.
- Significant time was needed to fully document the lack of progress, to assess in detail the status of work done on each of the units and to have that documentation validated by the local public engineer and the notary public for use in the event of a court case.
- Time was also spent in the finding of a suitable legal strategy to immediately counter any attempt by the contractor to file for a temporary restraining order at the time PNRC would take over the remaining construction.
- All budgets needed to be updated to take into account the effects of inflation and the choice of new suppliers. Logistics and construction work plans needed to be redrafted while direct administration of the project needed the hiring of additional PNRC field staff.
- All of the above resulted in very significant delays in the construction of the homes.

Likewise, the delay and additional cost caused by the failure of the contractor to meet the stipulations of the contract also contributed to the scrapping of the construction of a multi-purpose centre and a health centre under the International Federation budget. To address the situation and make good of the commitment, the activity was taken over by the Japanese Red Cross Society, who also had a reconstruction project in Southern Leyte, while Spanish Red Cross Society provided the equipment needed to run the health centre.

The livelihood assistance component of the project was scrapped because other organizations already provided the support to the same beneficiaries that the Red Cross had identified.

Objective 10: Reduced rate of common communicable diseases from the effects of the disaster through the community's improved health awareness and preparedness

This objective has not been met as it was taken out of the operational activity. The health activities are now focused on training national society health volunteers.

VI. Management and Coordination

Goal: The management of the operation of the project will be effectively managed

Objective 11: Provide effective administrative and management support to the operation

Expected Result: *Efficient administration and management of the project.*

Once a legal response was found to counter the risk of a temporary restraining order, the national society carefully took the time to weigh its options: either to contract a new construction company or to administer the construction themselves. There were difficulties in identifying a trustworthy company to take over the construction work, given the history of the project and its challenges, and overcoming the PNRC leadership's original hesitation to administer the construction work themselves. The decision to do so turned out to be the right one. The takeover of the project by PNRC quickened the pace, thanks to the hands-on management by a qualified and highly committed local engineer. While this could not compensate for the time lost, it resulted in high quality construction of all houses, more or less within the original budget.

Outstanding invoices by the original construction company made negotiations with existing suppliers very tricky at the time of the takeover of the construction programme by PNRC. New suppliers capable of timely delivery needed to be identified. This turned out to be a lengthy process, complicated by the financial and auditing rules of the organization which were difficult for many of the small suppliers predominant in the area. As systems could only be improved up to a certain level, the International Federation later helped by coordinating the transfer to the field and to local suppliers.

Coordination

Internal coordination within the Movement was very strong right from the start of the operation. The International Committee of the Red Cross (ICRC) in the initial phase provided water and sanitation support while sister societies who have existing partnership with the PNRC in the country also stepped in to support the national

society in its relief and rehabilitation efforts. Partner national societies augmented the capacity building support provided by the International Federation i.e. Japanese Red Cross providing the village centre, health centre, school building and basketball court while Spanish Red Cross provided the equipment for the health centre. The strong coordination established prevented duplication of efforts within the Movement and provided a supportive environment to come up with a holistic approach towards rehabilitation.

Coordination with the local government unit as well as other government units was well established. The development of roads up to the site was the counterpart of the local government unit of Catmon. The mines geosciences bureau (MGB) conducted an assessment of the suitability of the relocation site which helped the PNRC in determining the proper relocation site for the beneficiaries. The municipal health office provided a volunteer midwife in the camp to dispense non-prescription medicines. Progress of the operation was discussed with the International Federation on a regular basis.

National society capacity building

The implementation of the project provided an opportunity for the PNRC to reassess its current capacities in terms of available resources for project management and implementation.

With the assistance of the International Federation's logistics delegate, the PNRC logistics department and operation staff were trained in the logistics procedures used by the International Federation in the areas of requisition and procurement. This greatly reduced the time between the issuing of a requisition and the actual purchase of the supplies.

New logistics procedures have been standardized and will be implemented in all future PNRC activities with reference to the new logistics manual.

Governance support

The ultimate PNRC goal is to alleviate human suffering and to uphold the dignity of the families affected by disasters and in this case, by the Southern Leyte landslides. This was achieved with the implementation of various activities of the operation. To date, the International Federation has provided the national society with the guidance and technical support to facilitate the implementation of the rehabilitation project. The improvement of the Southern Leyte chapter's response capacity is a major additional achievement of the International Federation's support to the operation.

Lessons learned:

The PNRC learned much from the events that transpired during the implementation of the relief and reconstruction project in Southern Leyte in the last two years.

The relief phase was conducted by the PNRC within the allotted timeframe, showing relief as a strength of the national society on which it can further capitalize. Likewise, the management of the evacuation camp was well accomplished and reflected a holistic approach, from the actual camp establishment, to security to water and sanitation facilities. As a result of these accomplishments, PNRC can develop a standard checklist to be disseminated to all its chapters and branches.

Attention for coordination with local authorities, NGOs and partnering national societies was ably demonstrated for the duration of the project, but more must be done in the early phase. Special emphasis must be laid on the assessment and planning stage especially in coordinating with local authorities and NGOs in order to avoid an overlap of activities with other organizations. Due to the lack of coordination on this occasion, several planned activities had to be dropped. Hence, early coordination, particularly on what the other NGOs and local authorities will contribute needs to be carried out to ensure a more relevant and valid planning from the start.

Needs assessment should be linked to coordination with other local humanitarian actors. It should not focus on needs but on gaps. PNRC needs to further strengthen its capacity to undertake emergency assessments and needs to ensure that coordination with other actors is carried out to maximize the utilization of all available resources.

Through the PNRC chairperson, the national society's leadership showed its commitment by actively engaging in fundraising at the national level and by making the funds available for the purchase of the necessary land.

In contrast to the management and results of the relief phase, the results of the reconstruction and capacity building phase are far more mixed. There is a need to review the actual process of awarding bids to contractors. The actual process focuses too much on permits and documents and not enough on the reputation of the

individual company and its proven capacity to deliver on its contract. While the contractor was able to produce full documentation, clear signs of weaknesses in other construction endeavours were apparent prior to commencing work on this project. This is yet another lesson which can prove useful in considering candidates for such activities.

Critical assumptions, for example with regard to the availability of manpower and suppliers and of other logistics constraints need to be better spelled out and thoroughly verified.

Capacity building of the national headquarters and the chapter materialized, but more can still be done to ensure that the capacity building measures are in place with result and have an effect on the lives of the most vulnerable.

There is an obvious need to strengthen PNRC's programme monitoring and management capacities. This includes needs to improve on:

- Taking responsibility for achieving results in addition to the existing responsibility for delivering the effort.
- Skills to assess the performance of project managers and staff and to correct identified weaknesses or even failure.
- Communication between all concerned including project staff in the field, managers at chapter level or key staff at the headquarters.
- Distribution and clarification of roles and responsibilities of the field, chapter and headquarters level
- Timely follow up by headquarters of issues raised at field level including requests for financial and other resources
- Procedures to ensure timely forwarding and processing of financial documents and of subsequent financial transfers
- Skills to produce adequately and timely narrative and financial reports
- A stronger attention towards donor requirements and general respect for time/deadlines.

As a whole, the Southern Leyte operation showed the Philippine National Red Cross its capacity and strength in relief and camp management and the experience afforded them a window of opportunity to review the national society's challenges, learn from these experiences and take corrective action for future events.

How we work

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

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

Global Agenda Goals:

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

Contact information

For further information specifically related to this operation please contact:

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- Federation regional office in Bangkok:
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[<Interim financial report below; click to return to the title page>](#)

International Federation of Red Cross and Red Crescent Societies

MDRPH001 - Philippines - Landslides & Floods

Interim Financial Report

Selected Parameters	
Reporting Timeframe	2006/2-2008/5
Budget Timeframe	2006/2-2008/5
Appeal	MDRPH001
Budget	APPEAL

All figures are in Swiss Francs (CHF)

I. Consolidated Response to Appeal

	Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation	TOTAL
A. Budget		2,800,437				2,800,437
B. Opening Balance		0				0
Income						
<u>Cash contributions</u>						
American Red Cross		66,050				66,050
Andorra Government		15,590				15,590
British Red Cross		57,375				57,375
Canadian Red Cross		56,078				56,078
China Red Cross		38,565				38,565
Cyprus Red Cross		8,078				8,078
Danish Red Cross		5,051				5,051
Finnish Red Cross		77,723				77,723
German Red Cross		126,201				126,201
Irish Government		156,500				156,500
Irish Red Cross		16,001				16,001
Japanese Red Cross		890,778				890,778
Korea Republic Red Cross		159,900				159,900
Macau RC (branch of China RCS)		20,000				20,000
Monaco Red Cross		26,825				26,825
New Zealand Government		161,220				161,220
New Zealand Red Cross		21,283				21,283
Norwegian Red Cross		31,553				31,553
Norwegian Red Cross (from Norwegian Government)		283,981				283,981
On Line donations		11,052				11,052
OPEC Fund For International Developm		194,850				194,850
Qatar Red Crescent		12,969				12,969
Singapore Red Cross		40,311				40,311
Singapore Red Cross (from Singapore Government)		40,311				40,311
Swedish Red Cross (from Swedish Government)		168,250				168,250
Swiss Red Cross		6,200				6,200
Switzerland - Private Donors		16,200				16,200
Taiwan Red Cross Organisation		58,199				58,199
Turkish Red Crescent		13,210				13,210
United Arab Emirates Red Crescent		6,476				6,476
C1. Cash contributions		2,786,779				2,786,779
<u>Inkind Goods & Transport</u>						
Danish Red Cross		60,149				60,149
C3. Inkind Goods & Transport		60,149				60,149
<u>Inkind Personnel</u>						
Danish Red Cross		17,567				17,567
C4. Inkind Personnel		17,567				17,567
C. Total Income = SUM(C1..C5)		2,864,495				2,864,495
D. Total Funding = B + C		2,864,495				2,864,495
Appeal Coverage		102%				102%

International Federation of Red Cross and Red Crescent Societies

MDRPH001 - Philippines - Landslides & Floods

Interim Financial Report

Selected Parameters	
Reporting Timeframe	2006/2-2008/5
Budget Timeframe	2006/2-2008/5
Appeal	MDRPH001
Budget	APPEAL

All figures are in Swiss Francs (CHF)

II. Balance of Funds

	Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation	TOTAL
B. Opening Balance		0				0
C. Income		2,864,495				2,864,495
E. Expenditure		-2,656,570				-2,656,570
F. Closing Balance = (B + C + E)		207,924				207,924

International Federation of Red Cross and Red Crescent Societies

MDRPH001 - Philippines - Landslides & Floods

Interim Financial Report

Selected Parameters	
Reporting Timeframe	2006/2-2008/5
Budget Timeframe	2006/2-2008/5
Appeal	MDRPH001
Budget	APPEAL

All figures are in Swiss Francs (CHF)

III. Budget Analysis / Breakdown of Expenditure

Account Groups	Budget	Expenditure					TOTAL	Variance
		Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation		
A							B	A - B
BUDGET (C)		2,800,437					2,800,437	
Supplies								
Shelter - Relief	233,405		136,620				136,620	96,785
Construction - Housing			126,507				126,507	-126,507
Construction Materials	818,605		659,265				659,265	159,340
Clothing & textiles	75,120		75,120				75,120	0
Food	69,971		69,790				69,790	181
Water & Sanitation	2,691		2,972				2,972	-281
Medical & First Aid	-78							-78
Teaching Materials	22,688		26,218				26,218	-3,530
Utensils & Tools	23,766		23,840				23,840	-74
Other Supplies & Services			7,067				7,067	-7,067
Total Supplies	1,246,166		1,127,398				1,127,398	118,768
Land, vehicles & equipment								
Vehicles	246,505		246,505				246,505	0
Computers & Telecom	50,446		40,779				40,779	9,668
Office/Household Furniture & Equipm.			8,881				8,881	-8,881
Others Machinery & Equipment	6,779		6,779				6,779	0
Total Land, vehicles & equipment	303,730		302,944				302,944	787
Transport & Storage								
Storage	11,837		11,837				11,837	0
Distribution & Monitoring	3,451		3,949				3,949	-498
Transport & Vehicle Costs	81,993		86,790				86,790	-4,797
Total Transport & Storage	97,281		102,576				102,576	-5,295
Personnel								
International Staff Payroll Benefits	473,734		468,560				468,560	5,174
Regionally Deployed Staff	31,862		31,862				31,862	0
National Staff	52,447		7,677				7,677	44,771
National Society Staff	174,126		287,225				287,225	-113,100
Consultants	13,886		13,886				13,886	0
Total Personnel	746,055		809,210				809,210	-63,155
Workshops & Training								
Workshops & Training	92,947		56,906				56,906	36,041
Total Workshops & Training	92,947		56,906				56,906	36,041
General Expenditure								
Travel	58,278		50,078				50,078	8,200
Information & Public Relation	12,804		12,804				12,804	0
Office Costs	52,806		24,926				24,926	27,880
Communications	9,181		8,465				8,465	716
Professional Fees	11,361		1,116				1,116	10,245
Financial Charges	-13,061		-13,061				-13,061	0
Other General Expenses	860		860				860	0
Total General Expenditure	132,229		85,188				85,188	47,041
Programme Support								
Program Support	182,028		172,349				172,349	9,680
Total Programme Support	182,028		172,349				172,349	9,680
TOTAL EXPENDITURE (D)	2,800,437		2,656,570				2,656,570	143,867
VARIANCE (C - D)			143,867				143,867	