

# 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

## TAIPEI: EARTHQUAKE

15 June 2006

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 183 countries.

### In Brief

**Appeal No. 25/99; Final Report; Period covered: September 1999 to December 2005; Final appeal coverage: 100.4%. ([click here to go directly to the attached Final Financial Report](#)).**

#### Appeal history:

- Launched on 24 September 1999 for CHF 3.3 million for four months to assist 100,000 beneficiaries.
- Appeal budget increased to CHF 55.4 million to accommodate a generous funding situation and surpluses from favourable exchange rates, while the rehabilitation programme extended to December 2005.

#### Operational Summary:

It has been six years since the 1999 Taipei earthquake, and the Federation-supported Taiwan Red Cross Organization (TRCO) programme has finally drawn to a close, spanning three major phases covering emergency relief, rehabilitation and disaster preparedness/organizational development. Although the unique operating environment has made programme implementation a challenging task for both the TRCO and Federation Secretariat, the achievements can be valued positively. Ultimately, not only have earthquake-affected communities received concrete benefits from many of the projects, but the TRCO itself has gained directly or indirectly from the operation. The organization now enjoys a doubling of volunteer numbers and an expanded role in civil society. Within Taiwan itself, there is increased visibility of TRCO and greater recognition of the organization by local authorities.

The final part of the post-emergency disaster preparedness and organizational development programme was successfully completed at the end of December 2005, ending the three-year programme that began in 2002. Regular expenditure reviews and external financial audits of the final programme continued to be used for consistency in its accountability management. All planned activities were implemented as agreed with the operating partner TRCO, in accordance to the memoranda of understanding. Foreign currency exchange fluctuation resulted in a balance of CHF 30,000 at the end of the operation. The balance will be used to support the ongoing development of the Asia and Pacific disaster management support mechanism based in Kuala Lumpur (please refer to the programme updates of the Federation's [Asia Pacific Service Centre Appeal 2006-2007 \(MAA50001\)](#)).

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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 \(NGO's\) in Disaster Relief](#) and is committed to the [Humanitarian Charter and Minimum Standards in Disaster Response \(Sphere\)](#) in delivering assistance to the most vulnerable.

For longer-term programmes in this or other countries or regions, please refer to the Federation's Annual Appeal. For support to or for further information concerning Federation programmes or operations in this or other countries, or for national society profiles, please also access the Federation's website at <http://www.ifrc.org>

## Background and Summary

On 21 September 1999, an earthquake measuring 7.6 on the Richter scale struck the northern and western regions of Taiwan. The scale of its destruction was massive for the island of Taiwan, with the final human toll of 2,368 dead, over 10,000 injured, and more than 300,000 rendered homeless. The 1999 earthquake occurred at a time when the international community was sensitized to humanitarian crises and the need for immediate response through other emergencies ongoing at the time, such as the Kosovo war and Timor-Leste (formerly East Timor) crisis. Furthermore, this was the year the Federation launched its *Strategy 2010*, which highlighted the Federation's core focus on disaster preparedness and response.

As a result, the Request for Assistance launched by the Federation Secretariat and Taiwan Red Cross Organization (TRCO) for CHF 3.3 million was covered ten times over within a month, principally by the Japanese Red Cross Society (JRCS) and American Red Cross. Combined with the TRCO's own local response, the Federation's response was effective in meeting the immediate needs of the earthquake survivors. Initial sensitivities resulting from limited contact between the Movement and TRCO were overcome with flexibility from all parties involved. As funds for the Request for Assistance, combined with TRCO's own substantial domestic fundraising efforts and surpluses generated by an appreciating exchange rate, far outstripped the immediate needs of the emergency, the operation evolved from emergency relief into a long-term programme. This programme extended to cover reconstruction, rehabilitation and disaster preparedness/organizational development (DP/OD), with a total budget of CHF 57 million spanning the period of 1999-2005.

Three major reviews were conducted throughout the six-year operation: an internal audit in 2000, as well as a programme review and management/financial audit both conducted in 2005. The audit conducted in 2000 was to review the operational strategy and set up after the operation received an overwhelming response from donors and considering the unique operational circumstances in the affected area. The reviews conducted in 2005 can be identified as two significant sections of final review of the programme. Both were tackled by external resources such as external consultant and an audit firm. The programme review explored the impact and the added value of the Federation's intervention including the effect on the operating partner (TRCO). This review put focus on the policy and decision-making history under both unique and delicate operational circumstances. On the other side, the management/financial audit tackled the issue of overall relevance of the operational and financial management in light of the Federation's service delivery standards.

The disaster preparedness and organizational development programme (DP/OD programme), as the final part of the post-earthquake rehabilitation programme, was completed at the end of December 2005. The period from September to December 2005 was an extension to the original operation timeframe, used to complete the spending of a surplus generated by favourable currency exchange rates since 2002. Taking the subsequent closure of the programme into account, TRCO and the Federation arranged a set of activities to be carried out over this four-month period as a natural continuation of the previous collaboration without adding new components.



Figure 1: Map of the island of Taiwan

## Coordination

Throughout the operation the Federation Secretariat and TRCO worked hard to coordinate with all the major stakeholders in the operation including other Red Cross partners, working with the political sensitivities and operating environment of Taiwan. The Federation Secretariat had to deploy creative and atypical coordinating mechanisms to work with the TRCO, authorities, Movement partners and other agencies, as they were unable to place a permanent presence on the island especially at the early years of the operation. These coordinating mechanisms involved initial contact and visits from the Kuala Lumpur regional finance unit and a contractual agreement with a public accounting firm in Taipei. The Federation also dispatched an information delegate (based in Beijing at the time) at the disaster's onset to gather information for the Request for Assistance, who liaised with TRCO, UNOCHA and teams from the Japanese Red Cross and Red Cross Society of China (RCSC) - Hong Kong branch on the ground. An information/reporting delegate was also deployed for several monitoring visits throughout 2000-2001. The TRCO, with Federation assistance, worked closely with local authorities; indeed, some of the funds available went towards supporting projects planned and carried out by the local authorities.

The Japanese Red Cross Society, a major donor to the earthquake operation as a whole, especially in its DP/OD components, visited Taipei in the beginning of March 2005. The positive reaction from the Japanese Red Cross indicates that achievements through this earthquake rehabilitation were satisfactory, especially through the DP/OD programme.

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

The entire Federation operation within Taiwan can be understood as three overlapping phases: the initial emergency relief phase immediately after the 1999 disaster, the rehabilitation and reconstruction phase that began in 2000, which continue for several years until it overlapped with the disaster preparedness and organizational development phase that ran from 2002-2005. Please refer to [Operations Updates \(Situation Reports\) 1-14](#) for details throughout the operation.

### The Emergency Relief Phase/Programme

Under this phase of the Federation-supported programme, affected residents received a total of 2,900 tents, 5,000 sleeping bags, 4,000 flashlights, and 30 generators, all of which were distributed by TRCO volunteers in Nantou and Taichung counties during the months following the earthquake. Several partner national societies fielded medical teams and contributed other non-food relief goods. TRCO itself provided USD 1.6 million to support 11,000 people living in shelters with food for two months, and a further USD 6.5 million to construct 1,000 temporary housing units. Volunteers and staff from the TRCO worked tirelessly in the days following the quake, and were highly visible as auxiliaries to civil power, thereby strengthening its reputation among the public. Certainly, when the TRCO's operational management was overwhelmed in its initial response, these dedicated volunteers were mobilised quickly and made up for the operation in quality.

### The Rehabilitation and Reconstruction Phase/Programme

In light of the large amount of funds available, as well as intense media and donor scrutiny, the Federation sent a senior liaison delegate in October 1999 to work with TRCO in developing a longer-term rehabilitation programme. Through a series of memoranda of understanding (MOU) signed between November 1999 and May 2001, the Federation ultimately committed USD 29.2 million to the programme. A series of objectives were developed, which can be categorized into three categories: community support, health and education, as well as disaster preparedness. The disaster preparedness component was eventually expanded and absorbed into the third phase of the operation that covered disaster preparedness and organizational development. Some challenges were faced in terms of project conformity to Federation standards for project design and initial questions of impact, sustainability and efficiency. Nevertheless, beneficiaries did receive concrete benefits as elaborated in the sections below.

As the Federation Secretariat was unable to field delegates until 2002, monitoring was carried out through visits from the Kuala Lumpur regional finance unit staff and a contractual arrangement with a public accounting firm in Taipei. A permanent Danish Red Cross consultant endorsed by the Federation Secretariat was eventually dispatched to Taiwan in 2002 to oversee all operations.

## Community Support

**Objective 1: To provide 1,886 temporary housing units in Nantou and Taichung counties for those whose houses were destroyed or damaged by the "921 earthquake" (construction of temporary housing project).**

The Federation Secretariat and TRCO combined to provide funds to build and furnish 1,886 temporary housing units in Nantou and Taichung (Federation-specific funds covered 1,341 of these units), which were completed in February 2000. These units were part of a government scheme to construct 5,000 temporary housing units for families whose homes were damaged or destroyed by the quake.

**Objective 2: To provide a total of 2,285 sets of household items comprising a quilt, a blanket, a water boiler and radio/clock to families living in the temporary housing units (provision of basic household items project).**

A total of 5,000 sets of household items, of which 2,285 were funded by the Federation, were procured and distributed by the TRCO to families in temporary housing units prior to February 2000. The items were reportedly "very well received" by families who had lost everything in the disaster.

**Objective 3: To provide families living in the temporary housing units with financial support in the form of a cash donation worth approximately USD 1,350, the equivalent of about 10 weeks income (financial support to families project).**

Completed in May 2000, the Request for Assistance funds supported 2,341 families with cash donations worth USD 1,350 (another 2,414 families received similar assistance from the TRCO itself). Feedback received during monitoring visits showed that beneficiaries were appreciative of this form of financial support which they used to cover daily living costs.

**Objective 4: To provide newly formed communities in the temporary housing units with funds to maintain or repair public facilities, improve public security, provide nursing or study facilities and to support cultural activities (community welfare activities project).**

A total of 81 communities, representing 4,684 households living in temporary accommodation, received an allocation of funds to cover social activities as well as community utility and maintenance costs over a 12 month period. Out of the communities supported by this project, 80 provided feedback regarding the use of funds. In the meantime, the public accounting firm contracted by the Federation visited 12 communities to follow up on the project.

**Objective 5: To provide psychosocial support to families in eight earthquake-affected cities and counties (psychosocial support project).**

This component of under "Community Support" was added after the Federation Secretariat approved an amendment to the original 1999 MOU drafted with the TRCO in May 2001, incorporating a "mental health rehabilitation" project. According to the following operation updates, it can be concluded the programme aimed to provide psychosocial support for 6,000 families in eight earthquake-affected cities and counties for a period of one year. Extremely vulnerable groups like senior citizens, low-income families and the chronically ill were to receive the most attention. Unlike the other projects however, this component was implemented entirely by TRCO. Ultimately, 16,477 beneficiaries were served.

**Objective 6: To give general cash support of NTD 50'000 per family to lessen the financial burden of household spending to 4,000 aboriginal low income families (cash disbursement project).**

This was the last project to be completed under the rehabilitation phase, carried out between November 2002 and March 2003. It was formulated and governed by an MOU signed between the Federation and TRCO in September 2002 to expend the funds effectively. Carried out in 23 sites in five phases, a total of 3,989 beneficiaries were served. The project was implemented by eight branches and their TRCO staff/volunteers in an efficient manner, who adopted a sensitive and respectful approach to the recipient communities.

## Health and Education

**Objective 1: To renovate or reconstruct ten schools which suffered severe structural damage during the earthquake (construction/renovation of schools project).**

Out of the 100 elementary schools destroyed/damaged in the quake, the operation planned to support the renovation or reconstruction of ten. In the end however, the Federation Secretariat and TRCO funded only six schools, as three were allocated to another organization through a decision by the ministry of education, while the remaining one was cancelled as the authorities could not identify an appropriate site.

Careful monitoring by the Danish Red Cross consultant and a later visit during the programme review concluded that the project was highly efficient and effective. Most importantly, its impact was deemed significant as the schools prevented post-disaster migration out of the affected area and functioned as a focal point for social life in the community. The schools were creatively designed, constructed according to newly-promulgated earthquake resistant standards, and capable of absorbing additional students, thereby laying a foundation for the community's development. Feedback from questionnaires given out to school management, the architects, the principal, teachers and students strengthened this conclusion as a great degree of satisfaction was demonstrated through them. Visibility for TRCO and the Movement was achieved.

**Objective: To renovate or reconstruct three health care stations in Ren Ai district and to provide basic medical equipment for the three clinics. In addition, the Ren Ai central hospital will be provided with one medical car and one mobile dental car (construction/renovation of health facilities project).**

It was estimated that 15,000 people would benefit from this project, which aimed to rebuild or upgrade key health infrastructures damaged or destroyed in the quake. Construction of the targeted units finished in November 2003 and all units were officially servicing local communities by June 2004. This was two and a half years behind schedule, as the original planned did not take into account legal complications and a complex bidding process.

Nevertheless, a detailed post-completion evaluation by the Danish Red Cross consultant and visits to one health centre in Ren Ai during the programme drew positive conclusions. The centre was architecturally impressive and offered essential services to a dispersed community prone to chronic ailments partially linked to low economic status. In addition to regular medical services, some health centres provided treatment that could otherwise only be obtained in other towns great distances away.

## Disaster Preparedness

**Objective: To renovate four disaster preparedness (DP) centres and to equip them with basic DP supplies, communication equipment and rescue equipment as well as carry out general DP training for 500 Red Cross volunteers.**

The last of the DP centres was completed in June 2002. All four DP centres were spread out across in Kaohsiung city, Keelung, Hualien and Taipei city, and were equipped with basic DP supplies. Training originally envisaged for this project was incorporated into the next developmental phase.

### **The Disaster Preparedness and Organizational Development (DP/OD) Phase/Programme**

Although the TRCO was strong in its traditional activity areas, such as first aid and water safety, disaster preparedness and response was not yet in its training curriculum. With the purpose of supporting the TRCO in formulating a systematic programme to build its volunteer base as well as its organizational and disaster preparedness capacity, the Federation Secretariat assisted TRCO in developing a three-year development-oriented programme.

The MoU for the first phase of this programme was signed in June 2002, spanning up to five phases until the end of the operating timeframe in December 2005. The Federation's total commitment for the programme during this period was TWD 187,089,112 (around CHF 7 million). A Danish Red Cross consultant commissioned by the

Federation Secretariat was assigned to assist its implementation in Taiwan, and ended his mission at the end of phase 4.

The goals of the programme were:

- to provide TRCO with staff and volunteers trained in disaster preparedness and management on all levels;
- to improve the overall capacity of TRCO in all departments, by infusing Federation standards into the staff and material in the project period;
- to repair and upgrade existing training facilities; and
- to equip the remaining 11 branches with relief supplies, equipment, transportation and communication material.

The programme was implemented successfully within the allotted timeframe and to the satisfaction of the principal donor, the Federation Secretariat and the TRCO. It sought to transform the TRCO, which had previously lacked contact with the Federation and the Movement as a whole for decades and faced certain challenges. These challenges included a structure where branches functioned virtually autonomously, as well as capacities that were strained by the massive earthquake programme, while having to continuously respond to domestic and international disasters. Although the Federation could only commission programme manager to assist programme implementation, he managed to inject dynamism into the programmes, introduce a set of Federation standard norms and practices to TRCO procedures, and emphasize sustainability beyond 2005, stressing regular evaluation and introduced a self-evaluation process within the TRCO. All this was made possible with considerable inputs from TRCO itself.

**Objective 1: To repair and upgrade existing training facilities and provide training equipment to headquarters, chapters and branches.**

Training at all levels was the highest priority of this programme. Accordingly, TRCO established a physical framework for this training at headquarters level and in chapters and branches. Training facilities were repaired and the headquarters, chapters and branches were provided with training equipment, computers, printers, projectors, cameras, and mannequins for first aid training. These upgrades were significant in light of the five-fold increase of volunteers experienced by some TRCO branches since the earthquake in 1999.

All activities for this objective were completed by June 2005 under Phase 4.

**Objective 2: To renovate and provide the remaining 11 DP centres with adequate standardized relief supplies, relief equipment, transportation and communication equipment.**

The TRCO's policy was to equip all chapters and branches (26 locations) with a DP centre. Fifteen centres had been finished before the programme began and the remaining 11 centres were equipped according to plan. To store relief supplies and equipment safely, operational buildings were repaired and renovated. The local government usually provides the buildings free of charge.

To provide TRCO with a well-functioning communication system, five satellite telephones were procured and pre-positioned, two at headquarters, one in the north, one in central and one in the south of Taiwan. This communication system is regularly tested. Each centre was further provided with ten radio sets operating on the same legal band as the government, while the information intranet system was installed to reinforce the communication between branches. The TRCO also procured 16 trucks and 10 vans for transportation of personnel and goods in times of disaster, while DP centres were provided with non-food items, relief equipment and personal equipment for volunteers.

The DP centres are generally well-maintained, using bin cards and ledger for stocktaking. Most centres have reasonable access for efficient loading of the goods. The government has offered to assist with replenishment once the stock is released in disasters. Monitoring visits proved stock-control and maintenance to be adequate. These centres had a direct impact on TRCO's potential to respond effectively to ongoing and future disasters.

All activities for this objective were completed by June 2005 under Phase 4.

**Objective 3: Assist TRCO to provide DP training, thereby integrating DP as a key development component in all activities of TRCO.**

Training was a major component of the DP/OD programme, covering disaster management, search and rescue, shelter management and training-of-trainers in community-based disaster preparedness (CBDP). Evaluation by participants had been universally positive, with TRCO personnel playing larger roles as trainers. Disaster response (DR) activities also increased in professionalism. Indeed, focus on training was justified with volunteer numbers nearly doubling over 2002 to 2005. Concerns about sustainability persist however, with no long-term written plan on the generation of resources to continue the programme not available at the time of the programme review. The TRCO management nevertheless pledged commitment to continue with initiatives established in the DP/OD programme.

**DP management training**

Altogether, four sessions were organized under this heading, with the first three in 2002 and the final one in 2004. It was a one-week course for professional staff, and the ones conducted in 2002 were led by TRCO and the programme manager in cooperation with the Hong Kong branch of the Red Cross Society of China, Taiwan government and the fire department. There were around 30 participants per session. The course began with general dissemination, then moved on to the types and impact of disasters in Taiwan, the role of TRCO in disasters, and other topics related to disaster mitigation and preparedness, which included components on the local disaster response plan. It also included various OD topics. These extensive topics, though difficult to grasp for newcomers, proved to be the foundation on which the future work in DP, DR and OD would be built on. Participating branches were requested to set up response plans after this course.

The second training was organized in September 2004 using the same schedule. The programme manager took the lead and prepared the reference material of “*Guidebook in DP, DR and OD*” and “*Trainers Toolbox*” printed in Chinese. All participants received the Chinese version of the *Sphere* handbook as well. The only constraint for these training sessions was the varying levels of support among branches and headquarters, although the training was designed as mandatory for all professional staff of TRCO.

**Volunteer training**

The TRCO organized 18 introductory training courses for 968 participants during the autumn of 2003 and spring of 2004. These covered a variety of topics such as dissemination, volunteers in disaster, vulnerability and capacity assessment (VCA) with mapping exercise, needs assessment and logistics, response plan of local TRCO branches and the fire department, and psychological first aid.

Advanced training was carried out during the spring 2005 in eight TRCO branches for all volunteers who participated in the introductory training. The course focused on community-based DP and awareness, and shelter management. Part of the objective was to train volunteers as trainers of community-based disaster action teams.

**Search and rescue training**

Basic search and rescue has been a traditional area for TRCO and therefore is one of its strengths. The training curriculum is based on that of the Taipei fire department urban search and rescue team but includes a session to disseminate Red Cross work in DP/DR.

Since 2002, total eight courses, each consisting of eight weekends with professional instructors from the Taipei fire department, were organized for 271 participants. Among the participants, 67 of the best participants joined a three-week training at the US fire department training facilities in Texas and San Francisco. The Taipei fire department considers TRCO’s search and rescue teams as the best trained among semi-professional teams. Several joint drills were carried out to link the professionals in the department with the TRCO volunteers for collaboration in case of emergency. This activity was completed in phase 5, but the same training activities will be sustained by TRCO until 2006.

***Refresher training in basic search and rescue for DR volunteers***

This activity was particularly added in phase 5, aiming to refresh the skills of graduates in the above-mentioned training. The training benefited 63 volunteers, using a module that emphasises participant initiative and self-review of the performance.

**First aid and water safety training**

The support was in the form of equipment, instructor training and development/updating of materials. Although a traditional area for TRCO, this support enhanced its physical capacity. The following two activities were the examples in phase 5.

***Regional on-job training seminar for first aid instructors***

This activity was planned not only to promote new knowledge and skills but also to better headquarters-branch and inter-branch relationships as team building for disaster response. The headquarters prepared a standard curriculum and reviewed teaching files of instructors recruited in each branch. From September to December 2005, five seminars were organized in five different regions and 471 first aid instructors were trained.

***Swift water safety instructor training***

From September to December 2005, two training sessions were organized. A total of 200 swift water safety volunteers were trained and they joined the Red Cross water safety disaster service team. Although TRCO has been engaged in water safety for 40 years, this component was incorporated only three years ago and it intends to continue its development throughout Taiwan through the annual budget.

**Mudslide drill in Song He**

This was added to the programme towards the end of June 2005 to test the value of DP work in past years. The 24-hour drill in the village of Song He took place from 12 June to 13 June 2005. Participants included 241 staff and volunteers from ten branches and the headquarters. It was a large-scale simulation exercise, where participants undertook various steps of 22 different disaster situations, from notification, assessment, info sharing and response to media management. The drill was followed by an evaluation to record the lesson as basis for further discussion.

**Establishment of TRCO youth service corps**

This was added to the programme to establish a youth service corps and training for youth volunteers and their leaders. The programme supported the development of a manual on youth policy and strategy, leadership training and management of youth. Support to a youth summer camp was also a part of this programme.

**Life safety promotion in communities**

The programme assisted the youth department to lead this activity in the final phase (phase 5 conducted September to December 2005). It was an opportunity to encourage youth volunteers of chapters/branches to learn to manage volunteer and youth activities. It was envisaged that participants would be inspired by volunteers and junior Red Cross members to become potential supporters for TRCO.

The headquarters prepared a set of guidelines for the activity and an operating procedure that could offer fixed financial support to the chapters/branches. Following the guidelines, branches designed their plans of action and applied to the headquarters for support. Junior Red Cross team members from the headquarters assisted inexperienced chapters/branches in organizing the activities. The headquarters' training department also supported the first aid components of the course by designing first aid kits.

In the period covering phase 5, one-day sessions were organized in 34 places for 2,995 participants. A total of 849 first aid instructors and junior Red Cross service volunteers were mobilized to organize the activities. The curriculum covered dissemination of Red Cross work, prevention and preparation for disaster and basic first aid, using methods suitable to junior and youth culture.

The activity influenced some schools, such as the Tsao Gong primary school in Kaoshung county, to organize their own junior Red Cross activities. Parents of the participants also joined in some parts of activity, and were encouraged to know more about TRCO. Although some branches could receive potential support from the local government and the board of education, the youth department is still seeking financial sustainability for the activity and will conduct local fundraising.

**Objective 4: Training manuals/handbooks for DP, OD and other dissemination materials in Chinese language will be created and distributed.**

At the start of the programme, the TRCO lacked formal training material on disaster preparedness, disaster management or organizational development. Progress to date has demonstrated the programme's success in meeting the objective defined above, with a variety of materials produced within the operation timeframe. Materials created include a set of standard operating procedures (SOPs) for the TRCO, while manuals in traditional areas such as first aid and water safety were updated. A comprehensive disaster preparedness, disaster response and organizational development guidebook was also produced in Chinese, together with an accompanying trainers toolbox. Other products developed under this objective are software that digitalizes names for tracing purposes, video materials, a website and the TRCO bi-monthly magazine. Although the materials will not require updating for at least a few years, the TRCO's challenge will be to ensure programme sustainability by consistently using the material in their trainings, a concern that relates to objective 3.

### **Standard operating procedures for TRCO**

This was the first ever developed in TRCO and 1,000 copies were printed. It was distributed to chapters and branches and is a main reference material during the above-mentioned training for professional staff and volunteers.

### **Guidebook in DP, DR and OD, and trainers toolbox**

This comprehensive manual, prepared by the programme manager, consists of 343 pages covering various topics in Chinese. It was printed in August 2004 and 500 copies were distributed to chapters and branches. The toolbox is a 691-page training manual targeting all the subjects presented in the guidebook. A compact disc, which includes all MS PowerPoint presentations in English and Chinese, is also attached to the toolbox. These tools have a huge potential for success due to its compatibility in Chinese-speaking regions.

### **Internal and external dissemination**

Although the dissemination itself was an integral part of overall training in the programme, the development of this material was crucial. After the dissemination course in 2003, almost all internal dissemination was undertaken by TRCO staff based on the material and two training courses were carried out to train TRCO staff and volunteers to this aim.

The bi-monthly Red Cross magazine could have been an important tool for dissemination both internally and externally, but it had a limited circulation of 10,000. Proper marketing of content and use of this magazine can enhance further dissemination.

### ***Publication of a special volume of the Red Cross magazine***

This was planned to summarize TRCO's work in the country, with assistance of various international donors since 1999. This special volume also covered the mudslide simulation drill in 2005 and TRCO's contribution to tsunami-affected countries. Some 110,000 copies were printed and circulated, mostly to the donors in Taiwan and partly to the participants of various its activities. Cash donation slips were attached to the magazines, enabling follow up on this circulation. This activity was implemented in phase 5.

### **Tracing service**

Through the programme, a software was developed for the digitalization of personal data. To date, 108,490 names filed for tracing in TRCO have been registered in the database.

### **Community dissemination of cardiopulmonary resuscitation (CPR)**

This activity started in March 2005 utilizing TRCO funds. The Federation supported the last phase (September to December 2005). TRCO intends to continue the activity throughout 2006. As a Federation programme, this activity was an exercise of trans-departmental activity between the Department of International and Public Affairs and the Department of Training in TRCO. The former took the lead in operational arrangement and assisted the Taipei chapter, while the latter provided technical support to the contents, and assisted the rest of Taiwan.

Each chapter/branch encouraged local communities or organizations to join the course. The headquarters provided programme guidelines, financial support and coordination/liaison among branches. Participants were registered and followed-up by TRCO as potential donors/supporters, then received information material about TRCO.

A total of 276 one-day courses were organized for 9,000 participants, which was far more than the anticipated number of 5,000 participants. Later it was proven that the activities actually resulted in the fundraising of NTD 800,000 (approximately CHF 32,000) over the nine-month implementation period in 2005. This included funds from organizational/corporate donors interested in the course.

**Objective 5: Up to 12 temporary staff at headquarters level will be employed to assist in the implementation of this major DP programme and work for the overall OD of TRCO.**

This activity aimed to extend the human resource capacity of TRCO's headquarters by up to 50 per cent, especially in the area of branch development. However, the staff for this had to be contracted by TRCO, even though they were expected to engage in the programme. This constraint affected their job description, qualification and the line management over these staff members.

The other constraint was a rather high turn over in human resource, which threatens the purpose of this objective of getting the temporary staff to remain as longer-term staff. Of the 18 staff recruited over the programme period, ten left, with the remaining eight staying on TRCO's payroll at the end of 2005. Out of these eight staff, TRCO has sought to retain six on one-year contracts.

All activities for this objective were completed by June 2005 under Phase 4.

**Objective 6: Provide training for governance and management for the staff at headquarters, chapters and branches.**

The intention of this objective was to ensure TRCO governance and senior management understood the 2002-2005 DP/OD programme, as well as its implications on changes to the functioning and priorities of the organization. A seminar under this objective, which included lectures, was held in September 2002 at the very beginning of the programme. A management training session was also conducted by a private consultancy firm. However, follow-up training was not organized systematically but only when needed. Any gap between governance and staff/volunteers on understanding the Red Cross, its principles and strategies may weaken the impact of the programme and efforts for sustainability.

Activities under this objective were completed by June 2005 under Phase 4.

**Objective 7: Set up intranet system connecting all TRCO headquarters, chapters and branches.**

Thanks to the high level of technical capacity in Taiwan, there is no real need for setting up a radio network system in the country. Instead, five mobile satellite phones and powerful handset radios were provided. All chapters/branches were provided with computers for information networks. These establishments enhanced the level of information sharing between headquarters and branches and chapters in the areas of branch development, disaster response etc.

TRCO also launched its worldwide web (WWW) project in March 2003, which was completed and activated by December 2003. Its website raised the visibility of TRCO among the public and its own volunteers. An integrated information management system for the headquarters, chapters and branches was installed at the end of 2004. The system covers membership database, volunteers database, home care database and donation management. This introduction saved considerable time and cost in data management.

TRCO provided 16 chapters/branches with hardware for internet and intranet installation. Computer training was also provided to the staff at a private school. Over the duration of implementation, 21 participants in 2002, 107 in 2003 and 53 in 2004 benefited from the training. Of these, 11 participants acquired MS Office masters' certificates.

All activities for this objective were completed by June 2005 under Phase 4.

## Overall impact

Despite the challenges faced, the overall achievement of the earthquake operation can be valued positively, especially in terms of better volunteer numbers, increased visibility, an expanded role in civil society, and greater recognition of Red Cross capacities by local authorities, all within Taiwan. Earthquake-affected communities received concrete benefits as a result of many of the projects, especially with regard to the high quality schools and health centres. Although the enduring impact of some of the other projects were harder to assess, the programme review 2005 clearly stated that the operations had a positive impact on those it sought to assist, despite issues faced related to strategic coherence, the availability of funds and the insistence on its prompt use.

It is further recorded in the programme review that TRCO volunteer numbers increased dramatically from 6,700 in 2002 to 11,000 in 2005. In the meantime, feedback from TRCO chapters and branches had been positive and satisfactory. The earthquake operations enabled regular contact between TRCO headquarters and remote branches that continues to be sustained, which is a crucial development when understood within the context of TRCO's structure of autonomous and independently functioning branches. The TRCO furthermore physically achieved much progress in DR, explicitly through the real disaster relief operations during the 2004 typhoon and the mudslide drill in 2005. During the programme period, TRCO was accepted as the sole NGO member of the government's disaster task force. It also raised its profile among the public in Taiwan by raising funds for the tsunami-affected countries in 2004 and for the Pakistan earthquake in 2005. This was in addition to the good response received during the fundraising for the Taipei Earthquake in 1999.

At headquarters level, a set of new management tools were introduced and used in planning, such as cost-benefit analysis, use of indicators and means of verification, logical frameworks, strengths, weaknesses, opportunities and threats (SWOT) analysis and reporting against objectives. Leadership training, management training, volunteer management are also being rooted in the organization.

The volunteer training, which benefited almost 1,000 participants, was entirely organized by the TRCO staff, thereby giving them full responsibility and ownership of the programme. More and more training activities are being conducted in this manner, clearly demonstrating the strengthening capacity of the organisation in this area.

Most of the activities during final phase 5 were already planned to continue with TRCOs own initiatives beyond the Federation's intervention. The organization's physical resources have been well developed through the programme in terms of equipment, training materials and so on. Besides increasing physical resources, the programme has also paved the road for TRCO by introducing software for DM and training of human resources. The long-term impact of the programme is now dependent on the institutional will of TRCO to develop these achievements further. The organization's high potential of local fundraising is often only realized during emergencies or disasters. Nevertheless, sustainability has been emphasised throughout the Federation's operation, and has been reiterated since 2002. This instilled concept needs to be taken further by the TRCO itself.

At the same time, this Taiwan operation can be recognized as an unprecedented case, whereby the Federation placed financial investment into a limited organization with a relatively modest number of beneficiaries. The Federation, together with the donors for this 1999 earthquake operation, should be encouraged to remain observant for impact of this intervention. This is especially relevant when taking into account that this part of the region remains disaster prone and will surely have its resilience tested again in future.

## Red Cross and Red Crescent Movement -- principles and initiatives

Dissemination about the Movement has been well incorporated in the programme under the Objective 3 (training) and 4 (development in training material). The placement of a programme manager in Taiwan since 2002 guaranteed its proper implementation and quality control. Through the daily collaboration in programme management, TRCO exposed itself to the work of the Movement and appreciated this impact on the organization as well as on the programme management itself.

In terms of external relations within Taiwan, TRCO established contacts with government institutions, with the aim to host a partnership conference between government institutions and all non-governmental organizations in Taiwan working with DP and DR in spring. This first partnership conference was held in August 2005.

### Lessons Learnt

The Taipei earthquake operations was unique – the funds raised were unprecedented for the disaster’s scale, the status of TRCO within the Movement was unusual and fraught with political sensitivities, while the Federation was unable to deploy the normal tools and mechanisms used in this kind of operation. Various lessons learnt and recommendations could therefore be gleaned from the programmes, valuable not just for sustainability purposes, but for similar future Federation operations as well. This section is based on the conclusions made in the comprehensive programme review conducted in 2005.

Follow up on the 1999 earthquake programme:

- With such a huge investment in the programme, the Federation Secretariat and main donors must make clear its obligation to continue monitoring the operation beyond the formal operation timeframe. The TRCO, for its part, should follow up the effects of the operation and ensure initiatives begun here would continue to influence its policies and activities.
- The wide range of training activities should be sustained, though a necessary scaling down from the 1999-2005 operation’s intensity is acknowledged.
- The TRCO leadership should be given the opportunity to demonstrate its ability to maintain momentum of DP/OD programme, with the Federation Secretariat staying in contact with TRCO to this end.

Contingency arrangements for future disasters:

- Taiwan is very disaster prone. Considering this, the Federation Secretariat, TRCO and the Movement as a whole should have a contingency plan in case of disasters.
- Pragmatic discussions involving all parties are needed to determine roles of each in coordination, assessment and implementation, in the event that Taiwan will require assistance from the Federation in future.
- The Federation Secretariat should take the lead in the interchange in accordance to its mandate, without causing implications to the status of the TRCO.
- A possible outcome of these discussions is that the Federation should be allowed to deploy its normal range of tools and mechanisms in case of a large-scale disaster in Taiwan, in exercise of its humanitarian mandate and to assist the TRCO in delivering the maximum benefit to communities.
- It is recommended the TRCO and RCSC further discuss mutual relationship and cooperation in case of future major disasters occurring in and around Taiwan.

General implications for Federation disaster response programmes:

- All parameters should be considered in future disaster operations when engaging Federation resource and personnel. If the Federation Secretariat is unable to deploy adequate resources and monitor the operations supported, it should adjust the programme size accordingly without detriment to beneficiaries.
- Some of the more unusual measures undertaken during the operation should be considered anomalous, such as the hiring of public accounting firms to conduct monitoring/reporting tasks.
- The Federation should stress that sustainability issues are core to any long-term disaster management or organizational development programme. It should be accepted that a key measure of the programme’s success is the extent of its continuation after Federation funding ceases. Support mechanisms should then be put in place to monitor sustainability after the operation is complete, which are reflected in related MoUs.
- Mechanism should be developed to prevent massive over response to appeals, for example:
  - Strict appeal target and a refusal to accept funds beyond the limit.
  - A legal provision in public fundraising mechanisms to use surplus funds for other disasters.
  - An explicit statement in all appeals that funds are not only for emergency relief but also rehabilitation and disaster preparedness measures,
  - A global information campaign to ensure the public is aware of constraints the Federation faces in using excess funds in a responsible manner.

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

**International Federation of Red Cross and Red Crescent Societies**

TAIWAN: TAIPEI EARTHQUAKE

Selected Parameters	
Year/Period	1999/1-2006/5
Appeal	M99EA025
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		55'400'000				55'400'000
B. Opening Balance		0				0
<b>Income</b>						
Cash contributions						
American Red Cross		6'538'200				6'538'200
Australian Red Cross		218'008				218'008
Belgian Red Cross (French)		1'398				1'398
British Red Cross		71'394				71'394
Canada - Private Donors		50				50
Canadian Red Cross Society		394'925				394'925
Cyprus Red Cross		832				832
Danish Red Cross		21'394				21'394
German Red Cross		155'550				155'550
Germany - Private Donors		156'750				156'750
Icelandic Red Cross		4'156				4'156
Japanese Red Cross Society		45'681'873				45'681'873
Macao Red Cross		1'707'766				1'707'766
Monaco Red Cross		9'780				9'780
Netherlands Red Cross		191'286				191'286
New Zealand Red Cross		127'109				127'109
On Line donations		335				335
Other		0				0
Polish Red Cross		4'064				4'064
Singapore - Private Donors		45'450				45'450
Singapore Red Cross Society		364'759				364'759
Spanish Red Cross		19'228				19'228
Switzerland - Private Donors		15'000				15'000
Thai Red Cross Society		73'828				73'828
United Arab Emirates Red Cross		7'595				7'595
United States - Private Donors		6'398				6'398
UN Office Geneva		52'816				52'816
WHO		72'925				72'925
<b>C1. Cash contributions</b>		<b>55'942'868</b>				<b>55'942'868</b>
Reallocations (within appeal or from/to another appeal)						
Unspend balance will be utilized for Asia&Pacific		-33'723				-33'723
Regional DM activities		0				0
<b>C3. Reallocations (within appeal)</b>		<b>-33'723</b>				<b>-33'723</b>
Other Income						
Bank Interest-Current Acc-Fed		290'933				290'933
Miscellaneous Income		2'832				2'832
Transfers of Income		-555'759				-555'759
<b>C6. Other Income</b>		<b>-261'994</b>				<b>-261'994</b>
<b>C. Total Income = SUM(C1..C6)</b>		<b>55'647'151</b>				<b>55'647'151</b>
<b>D. Total Funding = B + C</b>		<b>55'647'151</b>				<b>55'647'151</b>

**International Federation of Red Cross and Red Crescent Societies**

TAIWAN: TAIPEI EARTHQUAKE

Selected Parameters	
Year/Period	1999/1-2006/5
Appeal	M99EA025
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		55'647'151				55'647'151
E. Expenditure		-55'647'151				-55'647'151
F. Closing Balance = (B + C + E)		0				0

Selected Parameters	
Year/Period	1999/1-2006/5
Appeal	M99EA025
Budget	APPEAL

All figures are in Swiss Francs (CHF)

## III. Budget Analysis / Breakdown of Expenditure

Account Groups	Budget	Expenditure					TOTAL	Variance A - B
		Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation		
A							B	A - B
<b>BUDGET (C)</b>		55'400'000					55'400'000	
<b>Supplies</b>								
Shelter	17'000'000		16'842'437			16'842'437	157'563	
Clothing & textiles	1'200'000		1'197'566			1'197'566	2'434	
Food	175'000		73'867			73'867	101'133	
Seeds, Plants	50'000		29'865			29'865	20'135	
Medical & First Aid	100'000		12'732			12'732	87'268	
Teaching Materials	520'000		525'978			525'978	-5'978	
Utensils & Tools	500'000		415'854			415'854	84'146	
Other Supplies & Services	9'700'000		15'104'787			15'104'787	-5'404'787	
<b>Total Supplies</b>	<b>29'245'000</b>		<b>34'203'085</b>			<b>34'203'085</b>	<b>-4'958'085</b>	
<b>Land, vehicles &amp; equipment</b>								
Land & Buildings	11'000'000		10'469'647			10'469'647	530'353	
Vehicles	400'000		421'030			421'030	-21'030	
Computers & Telecom	600'000		601'607			601'607	-1'607	
Office/Household Furniture & Equipment	80'000		73'044			73'044	6'956	
Medical Equipment	800'000		50'519			50'519	749'481	
Others Machinery & Equipment	600'000		614'271			614'271	-14'271	
<b>Total Land, vehicles &amp; equipment</b>	<b>13'480'000</b>		<b>12'230'119</b>			<b>12'230'119</b>	<b>1'249'881</b>	
<b>Transport &amp; Storage</b>								
Distribution & Monitoring			196'291			196'291	-196'291	
Transport & Vehicle Costs	250'000		452			452	249'548	
<b>Total Transport &amp; Storage</b>	<b>250'000</b>		<b>196'743</b>			<b>196'743</b>	<b>53'257</b>	
<b>Personnel Expenditures</b>								
Delegates Payroll	864'000		11'920			11'920	852'080	
Delegate Benefits			733'111			733'111	-733'111	
Regionally Deployed Staff			41'645			41'645	-41'645	
National Staff	800'000		760'728			760'728	39'272	
National Society Staff			8'781			8'781	-8'781	
Consultants			65'365			65'365	-65'365	
<b>Total Personnel Expenditures</b>	<b>1'664'000</b>		<b>1'621'549</b>			<b>1'621'549</b>	<b>42'451</b>	
<b>Workshops &amp; Training</b>								
Workshops & Training	2'500'000		2'226'054			2'226'054	273'946	
<b>Total Workshops &amp; Training</b>	<b>2'500'000</b>		<b>2'226'054</b>			<b>2'226'054</b>	<b>273'946</b>	
<b>General Expenditure</b>								
Travel	500'000		120'606			120'606	379'394	
Information & Public Relation	2'465'000		2'003'565			2'003'565	461'435	
Office Costs	50'000		71'822			71'822	-21'822	
Communications	50'000		7'526			7'526	42'475	
Professional Fees	500'000		311'166			311'166	188'834	
Financial Charges	1'000'000		931'962			931'962	68'038	
Other General Expenses	95'000		91'086			91'086	3'915	
<b>Total General Expenditure</b>	<b>4'660'000</b>		<b>3'537'732</b>			<b>3'537'732</b>	<b>1'122'268</b>	
<b>Program Support</b>								
Program Support	3'601'000		1'631'868			1'631'868	1'969'132	
<b>Total Program Support</b>	<b>3'601'000</b>		<b>1'631'868</b>			<b>1'631'868</b>	<b>1'969'132</b>	
<b>Total</b>							<b>0</b>	
<b>TOTAL EXPENDITURE (D)</b>	<b>55'400'000</b>		<b>55'647'151</b>			<b>55'647'151</b>	<b>-247'151</b>	
<b>VARIANCE (C - D)</b>			<b>-247'151</b>			<b>-247'151</b>		