

# EARLY ACTION PROTOCOL ACTIVATION FINAL REPORT

Philippines| Typhoon Paeng

30 June 2023



PRC volunteers supported the installation of Shelter Strengthening Kits (SSK) in Dipaculao, Aurora Quezon (Photo: PRC)

EAP No: <b>EAP2019PH01</b>	Operation No: <b>MDRPH049</b>	EAP approved: <b>27/10/2022</b>	EAP timeframe: <b>27/10/2022 to 31/3/2023</b> <b>(Extended for 2 months)</b>
Trigger date: <b>27/10/2023</b>	Early action lead time: <b>Less than 72 hours</b> <b>(54 hrs)</b>	Operational timeframe: <b>5 Months</b>	Period covered by this activation report: <b>27/10/ 2022 - 31/3 2023</b>

**Budget: 117,555 CHF**  
**Assisted: 78 households (390 people)**



# SUMMARY OF THE EARLY ACTION PROTOCOL



PRC Albay Chapter supported the distribution and installation of Shelter Strengthening Kit (SSK) in the province of Aurora. (Photo: PRC)

Back in October 2023, the IFRC Disaster Response Emergency Fund (DREF) allocated CHF 16,981 for the Philippine Red Cross to implement early actions to reduce and mitigate the impact of Typhoon Paeng (Nalgae) in Philippines. The early actions to be conducted were pre-agreed with the National Society and are described in the Early Action Protocol for the Typhoon Paeng.

The Philippines is prone to natural hazards due to its geographical location and geo-tectonic setting. The country is situated on the “Pacific Ring of Fire” and along the “Pacific Typhoon Belt” which exposes the country to a wide range of forms of disasters such as typhoons, earthquakes, floods, volcanic eruptions, landslides, and fires. Approximately 20-22 tropical cyclones enter the (PAR) Philippines Area of Responsibility each year. Out of this, TS is about 35 percent to cause significant damage.

Among the Philippine islands, northern Luzon and eastern Visayas are the most affected by tropical cyclones.

**1 December 2019:** Early Action Protocol (EAP) for Typhoon approved for four geographical areas in the eastern coastal regions of the Philippines.

**26 October 2022:** Forecast monitoring started on Tropical Depression “Paeng”.

**27 October 2022:** Trigger reached: Shelter damages projected up to 10 percent in different municipalities in the priority areas under the EAP for typhoons. Local chapters confirmed the capacity to implement the early action within the lead time. PRC requested (Early Action Activation) despite the lead time being shorter than stated in the EAP (**56 hours lead time**). Exceptionally, the shorter lead time was granted, and the necessary documents were prepared to release funds.

**29 October 2022:** Philippine Red Cross (PRC) mobilized 49 staff and volunteers in the community and started the distribution and installation of Shelter Strengthening Kits (SSKs) in barangays.

**31 January 2023:** Original end date for the EAP Early Action period

**8 March 2023:** EAP Early Action update issued to inform a 2-month extension.

**31 March 2023:** Revised end date for the EAP Early action period.

According to the Philippine Atmospheric, Geophysical, and Astronomical Services Administration (PAGASA) on 26 October 2022, a previously identified Low Pressure Area developed into Tropical Depression (TD) "PAENG". The centre of Tropical Depression "PAENG" was estimated at 965 km East of Eastern Visayas with a maximum sustained winds of 45 km/h near the centre, gustiness of up to 55 km/h.

On 27 October 2022, Tropical Depression PAENG further intensified into Tropical Storm (TS) with a maximum sustained winds of 65 km/h near the center, gustiness of up to 80 km/h, while moving West south-westward at 10 km/h. Tropical Cyclone Wind Signal (TCWS) No. 1 was raised in Catanduanes, Albay, Sorsogon, Masbate including Ticao and Burias Islands, Camarines Sur, the eastern portion of Romblon, Marinduque, Camarines Norte, Polillo Islands, and the southern portion of mainland Quezon, and Eastern Samar, Northern Samar, Samar, Biliran, and the northern portion of Leyte.

The following day, TD Paeng intensified and kept its track west-north-westward, while moving closer to Eastern Samar-Northern Samar, Sorsogon-Albay area with maximum sustained winds of 85 km/h near the centre and gustiness of up to 105 km/h. TCWS No 2. Signal was raised to most areas of Eastern Visayas and Southern Luzon. In the evening, Paeng reached the category of Severe Tropical Storm (STS).

On Friday 29 October 2022, Paeng made the first landfall in Catanduanes and a little later the second landfall in Camarines Sur. Later during the day, Paeng made another four landfalls in Buenavista (Quezon), Santa Cruz, (Marinduque) and Sariaya, (Quezon) and Baliuag, Bulacan, totaling to six landfalls across the country. TCWS No 2 and 3 signals were raised in several areas, including Metro Manila. On Saturday 30 October, Paeng weakened into tropical storm category and exited the landmass of Luzon, curving south-westwards in the Philippines Sea. Aside from the development of STS Paeng in the eastern border of the country, another weather system, the shearline, affected the country at the same time.

The shearline, also known as the tail end of the frontal system, occurs when two fronts or air masses that differ in properties (temperature and humidity) meet caused an increase in the number of thunderstorms and heavy rain in the affected areas. This phenomenon was evident through the formation of massive cluster clouds along the region of Visayas, and the Northern and Western Portion of Mindanao. The shearline brought heavy rains over the country, triggering flooding and rain- induced landslides especially in those areas that were identified prone to the hazards and in localities with significant antecedent rainfall. Most damages were caused by flash floods and rain-induced landslides especially in Mindanao.

Together with the trough of STS Paeng, the shearline brought heavy rains over the country, triggering flooding and rain- induced landslides especially in those areas that were identified prone to the hazards and in localities with significant antecedent rainfall. Most damages were caused by flash floods and rain-induced landslides especially in Mindanao.

More details summarized:

Province	Municipalities	% of Shelter Damages (Met/Not Met)	72 hrs lead time for implementation (Met/Not Met)	Other details	Recommendation
Aurora	Dingalan, Dilasag, Dipaculao, Baler, San Luis, Maria Aurora, Casiguran, and Dinalungan	Met more than 10 percent	Not met but can implement the activities within 48 hours	With available manpower and assets/equipment  Beneficiaries were already identified.  Farmers already harvested the crops in the Area of Responsibility (AOR)	Activate EAP for Shelter Strengthening Kits (SSK) distribution and installation

Considering the forecast, percentage of shelter damage, and lead time, the Philippine Red Cross (PRC) activated the EAP for typhoon in the Municipalities of Casiguran, Dinangulan, Dilasag, and Dipaculao in Aurora Province. A total of 100 families were the pre-identified recipient of assistance in the area, where the readiness activities were conducted.

The PRC activated its **Early Action Protocol (EAP)** for Typhoon in October 2022, as TS Nalgae (Paeng) approached the Philippines. Using funds released from the **anticipatory action pillar** of the IFRC's DREF, staff and volunteers were able to distribute and install the SSKs as predetermined early actions in Municipality of Dipaculao, Aurora Province.

A brief report on this EAP activation demonstrates the success of this operation. Among the many successful outcomes, it notes that:

- A total of 78 household served in targeted barangays in Dipaculao, Aurora Province which preidentified as high-risk from typhoon.
- People avoided damage to their homes and property due to increased awareness and early evacuations.

## OPERATIONAL STRATEGY

### SUMMARY OF EAP IMPLEMENTATION

#### Host National Society

The PRC activated its EAP for Typhoon in October 2022, as TS Nalgae (Paeng) approached the Philippines. Using funds released from the anticipatory action pillar of the IFRC's DREF, staff and volunteers were able to distribute and install the SSKs as predetermined early actions in Municipality of Dipaculao, Aurora Province.

There were three phases for the implementation of FbF conducted: Preparatory, Activation of Early Action and Evaluation. PRC in the preparatory phase formed a core group consisting of RC 143, barangay officials, volunteers and staff to coordinate with the Provincial Government of Aurora in order to guarantee smooth implementation. PRC and chapter prepared risk analysis, prepositioning of items, formation of core group, collection of impact data, shortlisting of municipalities, prioritizing barangays, formation, and orientation of Barangay Committee.

The selection process of beneficiaries was done in two stages:

1. Vulnerable households within pre-selected vulnerable barangays are identified: and
2. The typhoon was forecasted, and trigger level is reached. The beneficiary list was validated and updated with the Core group (barangay committee, barangay captain, councilors and health units, and RC 143)

To be eligible for Shelter Strengthening Kits (SSK), all the following criteria had to be meet:

1. Household occupying within 6 months – This is to prevent those who claim that they are a resident in the areas, wherein they are residing in other areas already.
2. Household Type 3 as per the assessment form (wall and roofing are made of lightweight materials)
3. Household living in safe zones – Those residing in no built zone will not be targeted unless local government formally authorizes actions.

The second phase of the implementation was the activation of early action where PRC Aurora Chapter initiated early action from validation and finalization of beneficiaries, and then implemented the early actions and lastly evaluation phase where PRC did ocular check or survey in the communities to check their conditions and the early actions.

## **Red Cross Red Crescent Movement**

The PRC in partnership with IFRC, and German Red Cross supported the development and implementation of EAP with the aim to address the gap between forecast and response.

### **Overview of Non-Red Cross Red Crescent actors in country**

The PRC (National Headquarter), Chapter, Provincial Government of Aurora and other relevant government agencies collaborated and coordinated in developing and implementing the EAP.

## **OPERATIONAL SUPPORT SERVICES**

### **Human Resources**

The PRC had 48 volunteers and staff involved in the operation. Volunteers were deployed at the chapter level to implement early actions to the community. The identified carpenters are well-skilled and experienced in installation of Shelter Strengthening Kits (SSK).

### **Logistics and supply chain**

As part of the preparatory actions for shelter strengthening, the PRC pre-positioned SSK items and delivered in the Provincial Disaster Risk Reduction Management Office (PDRRMO) of Aurora such as nylon, ropes, nails, tie wire as well as the iron rebar cleats etc. Other SSK items such, the PRC undertaken the procurement from local supplier.

### **Information Technology**

The use of information technology was extremely beneficial and essential particularly in the phase of data analysis. The 510-dashboard proved to be valuable tool in identifying vulnerable locations. From shortlisting municipalities, barangays, and until household, the Meta database was used by the PRC Chapter. It is an excel file document which requires many relevant details on the exposure, capacity and vulnerability that supported identification of high-risks areas and households.

During the evaluation phase, post distribution monitoring (PDM) was conducted using KOBO tool in data collection to evaluate the effectiveness of assistance given to beneficiaries.

### **Communications and Information**

The PRC and IFRC supported PRC communications capacity through the communications teams in the country delegation in Manil. More precisely, IFRC provided assistance in media relations and content gathering, producing, and distributing communication material and resources, as well as using social media (e.g., Facebook, Twitter) to promote advocacy messages through the global and regional platforms. Furthermore, IFRC supported in managing reputational risk at the country level and ensured that the Movement actors at the country level speak and act with a unified voice to build trust towards partners, donors and other stakeholders.

### **Security**

The volunteers and staff involved in the operation were briefed on the COVID-19 safety. They were provided with appropriate personal protective equipment (PPE). Advisory information was circulated in terms of precautionary measures to protect their health and safety.

## Planning, Monitoring, Evaluation and Reporting (PMER)

Reporting on the operation was carried out as per the IFRC reporting standards, with a final report issued after the end of the operation. The operation team has a technical PMER capacity, and additional technical support was provided through the IFRC APRO PMER team. The operation monitoring teams conducted field visits as needed, and this helped identifying and resolving any issues. Necessary tools and templates for regular data collection and reporting were adopted from existing PMER resources. A lesson learned workshop was conducted at the end of the DREF operation to capture recommendations for PRC to consider and/or incorporate in future emergency operations.

## Administration and Finance


Finance and logistic arrangements were settled with an initial budget of PHP 439,500.00, including the expenses for the deployment of NHQ technical staff to assist the Chapter to install approximately 100 SSKs for targeted beneficiaries in Municipality of Dipaculao, Aurora Province. The technical staff coming from NHQ picked up one project officer in Cagayan as well as additional 100 SSKs. Deployed personnel arrived with the additional SSKs and the cash on hand to the chapter at around 2:00 AM of 29 October 2022.

## CHALLENGES AND LESSONS LEARNED

The PRC was proactive in monitoring of Typhoon forecasts using 510-dashboard and other resources by the PRC Operation Center. PRC practiced timely and efficiently coordination between the PRC and the Provincial Government of Aurora. Despite the great effort, there was a bit delay in the installation due distribution. The distribution was halted due to inclement weather conditions including strong winds and rains. As a result, there was a bit delay in the installation and due to sudden change in the direction of typhoon, this led to reducing the target households in communities.

It could have improved more through development of a weather contingency plan that outline step to be taken in the event of weather-related delays and stronger adherence to the EAP activation timeline. In addition, the trigger was considered high according to the solicited lessons from Paeng Lesson learned Workshop conducted by PRC with the support IFRC. Thus, one of the recommendations gathered is to review and revisit the Typhoon EAP. Then PRC will conduct a review of EAP for the revision (if any) with great involvement of the chapters associated in the operation.

## AREAS OF FOCUS

 <b>Shelter</b>	<b>CHF budget: 117,555</b>	<b>CHF actual: 7,002</b>
	<b>People targeted: 500</b>	<b>People reached: 390</b>
	Female: <b>250</b>	Female: <b>197</b>
	Male: <b>250</b>	Male: <b>193</b>
<b>Indicator:</b>	<ol style="list-style-type: none"> <li>1. Number of households provided with Shelter Strengthening Kits</li> <li>2. Number of houses reinforced prior to the impact of a typhoon reaching the trigger.</li> </ol>	
<b>Early actions:</b>	<ol style="list-style-type: none"> <li>1. Purchase of the remaining SKK items through pre-identified supplier</li> <li>2. Distribution and installation of Shelter Strengthening Kit (SSK) to 100 identified families in the province of Aurora</li> </ol>	

## Narrative description of achievements



*PRC volunteers and staff distributing the SSK in Barangays Dianed and Borolonga, Municipality of Dipaculao, Aurora Province.  
(Photo:PRC)*

The implementation of EAP activation took place from 27-29 October 2022 in the Municipality of Dipaculao, Aurora, Quezon, Philippines. This programme was led by the PRC Cross with the objective of bridging the gap between forecast and response in disaster management.

The EAP with FbF programme is designed to release humanitarian funding based on the scientific forecast information and risk analysis. By providing funding before disaster strikes, the programme aims to enable the implementation of preparedness and risk reduction measures that can minimize the impact of disasters on local communities.

The EAP implementation in Dipaculao is a significant milestone for Philippines, as it marks the first time that EAP was triggered and FbF was utilized in the country. The pilot programme is seen as a crucial step in improving disaster reliance and reducing the vulnerability of communities to catastrophic events.

One of the early actions identified to mitigate the impact of strong winds brought by typhoons is strengthening shelters. Before the landfall of Typhoon Paeng, PRC distributed SSK and supported their installation in most at-risk areas. The PRC Chapter in Aurora coordinated well with the Disaster Risk Reduction Management Office (DRRMO) for the activation and implementation of the early actions and was able to mobilize 49 staff and volunteers in the community to reach the targeted municipalities.

The selection of households to benefit from the assistance was community-led via barangay recovery committee (BaReCom). The selection process of beneficiaries was done in two stages:

1. Vulnerable households within pre-selected vulnerable barangays are identified
2. Once the typhoon is forecasted, and trigger level is reached; the beneficiary list needs to be validated and updated with the Core group (barangay committee, barangay health unit, kagawad, punong barangay, RC 143)

In order to be eligible for SSK, all of the following criteria had to be met:

1. Household the occupying within 6 months – This is to prevent those who claim that they are a resident in the areas, wherein they are residing in other areas already.

2. Household Type 3 as per the assessment form
3. Household living in safe zones – Those residing in no built zone will not be targeted unless local government formally authorizes actions.

The activation was less than 72 hours (56 hours to be exact) lead time. PRC activated the SSK, coordinated with local government units and partners, and conducted orientation with carpenters and beneficiaries on the ground. However, the distribution was impacted by challenging weather conditions such as unpredictable wind direction and heavy rains.



One of the houses in Aurora Quezon successfully implemented shelter strengthening measures for the roof and walls of their shelter after typhoon warning has been issued. The measures are intended to reduce potential damage from typhoons. **(Photo: PRC)**

As a result, it was planned to distribute shelter strengthening kits (SSK) to 100 households across the three barangays but only 78 households were reached due to the strong winds and the onset of rain in two barangays. It was deemed inadvisable to proceed further to some barangays due to weather conditions to protect the cash workers who were carpenters. Despite of the challenges, 100 percent of 78 households who received the kits were successfully installed/reinforced. In other cases, if beneficiaries were not able to install it, the SSK will remain with the household and can be used for future typhoons.



Installation of the Shelter Sthrengthening Kits (SSK) in, Municipality of Dipaculao, Aurora Province **(Photo:PRC)**



SSK Materials such as ropes, rebar cleats, and tools **(Photo:PRC)**

The identified carpenters are well-skilled and experienced in installation of the kits. However, there were some limitations during the implementation due to several factors such as limited time and weather conditions prohibiting the carpenters to install SSK to some beneficiaries because of the strong wind and heavy rains.

The successful installation of Shelter Strengthening Kit (SSK) in the aftermath of Typhoon Paeng was critical in mitigating the impact of strong winds that battered the communities in Aurora, Quezon. With the help of 40 dedicated workers, a total of 78 houses in two barangays were successfully reinforced with the SSK,

Immediately after the impact, as part of the process of Philippine Red Cross conducted ocular survey in the communities to check their condition and as well as the early action. All the beneficiaries who installed SSK were successful, and they were able to mitigate the impact of strong winds brought by Typhoon Paeng.

## **FINANCIAL REPORT**

There are two components of the EAP funding for this operation. The total amount based on the EAP operation planning is CHF 249,540. The amount for prepositioned stock is CHF 131,985 while total of CHF 117,555 was allocated for Early Action. A total of CHF 117,555 was requested based on the budget line that was approved and agreed in the EAP for this operation.

The total expenditure recorded by the end of the operation was CHF 7,002 (5.9 percent of the budget), leaving a balance of CHF 110,553. The unspent balance will be returned.

The Project Funding Agreement is between the Partner National Society, Host National Society, and IFRC and includes bilateral contributions between German Red Cross and PRC. The variance recorded in the financial report is the amount of the bilateral contribution. Therefore, no detailed expenditure is captured in the financial report.

Full financial report is attached at the end of this report.

## Contact information

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

### In the Philippine Red Cross

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### In the IFRC

#### IFRC Country Delegation:

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### Reference



Click here for:

- [Early Action Protocol Summary](#)
- [EAP Activation Notification](#)

# FBAF Early Actions

## FINAL FINANCIAL REPORT

Selected Parameters			
Reporting Timeframe	2022/10-2023/1	Operation	PPH081
Budget Timeframe	2022/10-2023/3	Budget	APPROVED

Prepared on 27/Dec/2023

All figures are in Swiss Francs (CHF)

### MDRPH049 - Philippines - Typhoons (EAP2019PH01) / EAP2019PH01

Early Actions Timeframe: 28 Oct 2022 to 31 Mar 2023

## I. Summary

<b>Opening Balance</b>	<b>0</b>
<b>Funds &amp; Other Income</b>	<b>117,555</b>
DREF Anticipatory Pillar	117,555
<b>Expenditure</b>	<b>-7,002</b>
<b>Closing Balance</b>	<b>110,553</b>

## II. Expenditure by area of focus / strategies for implementation

Description	Budget	Expenditure	Variance
AOF1 - Disaster risk reduction			0
AOF2 - Shelter	70,599		70,599
AOF3 - Livelihoods and basic needs	19,586		19,586
AOF4 - Health			0
AOF5 - Water, sanitation and hygiene			0
AOF6 - Protection, Gender & Inclusion			0
AOF7 - Migration			0
<b>Area of focus Total</b>	<b>90,185</b>		<b>90,185</b>
SFI1 - Strengthen National Societies	18,261	7,002	11,259
SFI2 - Effective international disaster management	4,969		4,969
SFI3 - Influence others as leading strategic partners	4,141		4,141
SFI4 - Ensure a strong IFRC			0
<b>Strategy for implementation Total</b>	<b>27,370</b>	<b>7,002</b>	<b>20,368</b>
<b>Grand Total</b>	<b>117,555</b>	<b>7,002</b>	<b>110,553</b>

# FBAF Early Actions

## FINAL FINANCIAL REPORT

Selected Parameters			
Reporting Timeframe	2022/10-2023/1	Operation	PPH081
Budget Timeframe	2022/10-2023/3	Budget	APPROVED

Prepared on 27/Dec/2023

All figures are in Swiss Francs (CHF)

### MDRPH049 - Philippines - Typhoons (EAP2019PH01) / EAP2019PH01

Early Actions Timeframe: 28 Oct 2022 to 31 Mar 2023

### III. Expenditure by budget category & group

Description	Budget	Expenditure	Variance
<b>Relief items, Construction, Supplies</b>	<b>93,429</b>		<b>93,429</b>
Shelter - Relief	65,124		65,124
Medical & First Aid	8,748		8,748
Teaching Materials	389		389
Other Supplies & Services	1,166		1,166
Cash Disbursement	18,001		18,001
<b>Logistics, Transport &amp; Storage</b>	<b>14,152</b>		<b>14,152</b>
Distribution & Monitoring	3,888		3,888
Transport & Vehicles Costs	10,264		10,264
<b>Personnel</b>	<b>2,799</b>		<b>2,799</b>
Volunteers	2,799		2,799
<b>General Expenditure</b>		<b>-2,337</b>	<b>2,337</b>
Financial Charges		-2,337	2,337
<b>Contributions &amp; Transfers</b>		<b>8,912</b>	<b>-8,912</b>
Cash Transfers National Societies		8,912	-8,912
<b>Indirect Costs</b>	<b>7,175</b>	<b>427</b>	<b>6,747</b>
Programme & Services Support Recover	7,175	427	6,747
<b>Grand Total</b>	<b>117,555</b>	<b>7,002</b>	<b>110,553</b>