

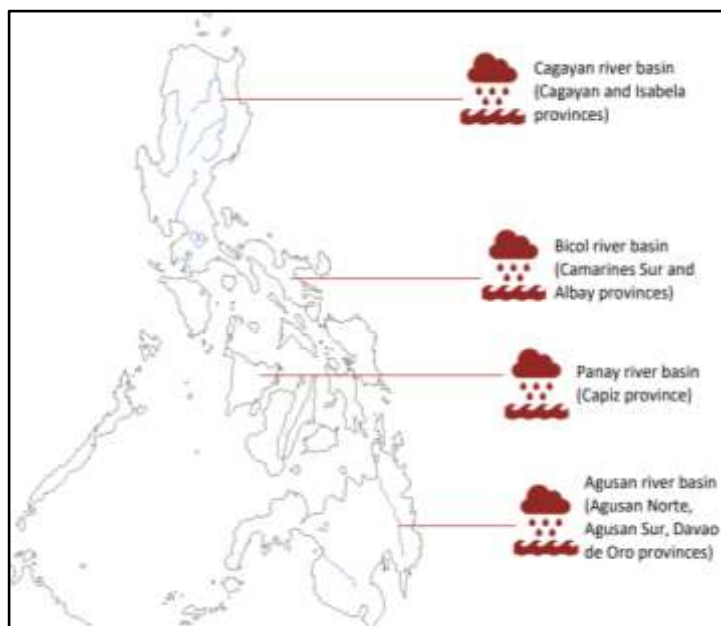


Philippine Red Cross conducted a simulation exercise for small and medium enterprises evacuation in Butuan City, Agusan del Norte to strengthen community preparedness against flooding, 30 June – 2 July 2021. (Photo: PRC)

EAP No: <b>EAP2021PH02</b>	Operation No: <b>MAAPH001</b>	EAP approved: <b>01/02/2021</b>
EAP timeframe: <b>01/04/2021- 31/03/2026</b>	EAP triggered: <b>N/A</b>	Period covered by this report: <b>01/04/2021 to 31/03/2026</b>

**Number of people reached: 1,520**  
**EAP Budget: 234,809 CHF**

# SUMMARY OF THE EARLY ACTION PROTOCOL




The IFRC Disaster Response Emergency Fund (DREF) allocated CHF 234,809 to implement anticipatory actions to reduce and mitigate the impact of floods in the Philippines. This Early Action Protocol (EAP) included an allocation of CHF 79,215 for readiness and prepositioning while the remaining CHF 157,751 is allocated to implement early actions, if and when the trigger is reached. The early actions conducted were based on the pre-agreement with the National Society and are detailed in the [Early Action Protocol Summary](#).

This report summarizes the readiness and prepositioning activities conducted during the 5-year implementation period from April 2021 - March 2026, including an overview of the national strengthening activities and expenditures incurred.

The Philippine Red Cross (PRC) chapters in the areas which the Flood EAP covers have implemented readiness activities such as beneficiary data updating, core group formation, beneficiary validation, supplier mapping, and orientation of communities and government partners. The eight chapters under the Flood EAP—Cagayan, Isabela, Camarines Sur, Albay, Capiz, Agusan del Norte, Agusan del Sur, and Davao de Oro—were able to request a cash advance with the support of the Advancing Disaster Risk Reduction and Anticipation in the Most Vulnerable Communities (AdRRA) project of the German Red Cross (GRC). Six of the eight chapters under the Flood EAP conducted readiness activities in their respective areas of responsibility. These chapters are Cagayan, Isabela, Capiz, Agusan del Norte, Agusan del Sur, and Davao de Oro. The two chapters that were unable to conduct readiness activities—Camarines Sur and Albay—were affected by multiple cyclones that hit the Bicol region last year. These disasters disrupted readiness activities and shifted the focus to response operations.

## SUMMARY OF PROGRESS BY AREAS OF FOCUS

While no activations were conducted under the Flood EAP funding, PRC conducted pre-positioning and readiness activities to strengthen the national society’s operational readiness in anticipatory action, through simulation exercises, pre-positioning of Flood EAP activation tool kit, coordination with local stakeholders, trainings/workshops for volunteers and staff, and formation of core groups for when the EAP is activated.

 <p><b>Livelihoods and basic needs</b></p>	<b>Budget</b>	<b>CHF 20,937</b>
	<b>Actual</b>	<b>CHF 4,802</b>

### Narrative description of plan vs achievements

The PRC conducted a series of simulation exercises, including the relocation of small and medium enterprises (SMEs) in flood-prone communities across the Flood EAP target areas. These activities were done to test the feasibility of the planned early actions, strengthen the operational readiness of the national society and the core groups, and familiarize communities on the early actions to be conducted for future EAP activations.

On 1 July 2021, a simulation exercise in Barangay Baan Riverside and Barangay Buhangin, Butuan City in Agusan del Norte, where community members, local stakeholders, and PRC personnel conducted the temporary relocation of small businesses selling basic necessities to safer locations ahead of the forecasted flooding. This exercise also demonstrated the evacuation of livelihood assets and the establishment of temporary marketplaces to enable microenterprises to continue operation while minimizing economic losses during flood events.



*Flood EAP simulation exercise in Butuan City (Photo: PRC)*


A second simulation exercise was conducted by PRC on 10 April 2025 under the Risk to Resilience project in Brgy. Centro 10, Tuguegarao, Cagayan. During the simulation exercise, participants demonstrated the end-to-end implementation of the planned early action, including beneficiary activation, evacuation of goods and equipment, establishment of temporary market spaces, and coordination among partners to protect livelihoods before the impact of forecasted typhoons and floods.



*Flood EAP SMEs relocation during the simulation exercise in Cagayan (Photo: PRC)*

In addition to the simulation exercises, PRC also developed and distributed IEC materials to increase community awareness of anticipatory actions under the Flood EAP. These included materials on the pocket sized [Flood EAP briefer](#) and guidance materials on [livestock evacuation](#) to support community preparedness. PRC handed over 1,000 copies of the Livestock Evacuation IEC across eight chapters, alongside the Flood EAP toolkits. LGUs and Chapters have shown a great interest in this specific Early Action as they recognize the big impact that losing livestock could have in the livelihoods of the vulnerable communities to be possible affected by floods.

## STRATEGIES FOR IMPLEMENTATION

 <b>Strengthen National Society</b>	<b>Budget</b>	<b>CHF 17,969</b>
	<b>Actual</b>	<b>CHF 40,406</b>

### Narrative description of plan vs achievements

IFRC and the GRC supported the PRC to strengthen its disaster preparedness efforts by implementing the Flood EAP across its chapters. Readiness activities included updating beneficiary data through coordination between PRC chapters and local government units—specifically the Local Disaster Risk Reduction and Management Office, and community evaluation visits to re-assess whether vulnerable households are eligible for the programme, forming core groups, validating beneficiaries, mapping suppliers, and conducting orientations for communities and government partners. The core groups are being formed in the communities, led by barangay committees, with RC143 members serving as support teams for implementation and manpower mobilization. In addition, linkages with partners such as the Local Disaster Risk Reduction and Management Office provide advisory support to communities and coordinate the implementation and activation of early actions.



*Municipal Core Group meeting with Municipal Disaster Risk Reduction and Management Office of Monkayo, Davao de Oro (Photo: PRC)*

With support from the AdRRA project of the GRC, all eight chapters under the Flood EAP—Cagayan, Isabela, Camarines Sur, Albay, Capiz, Agusan del Norte, Agusan del Sur, and Davao de Oro—successfully secured cash advances to support their activities. Among them, six chapters—Cagayan, Isabela, Capiz, Agusan del Norte, Agusan del Sur, and Davao de Oro—effectively carried out readiness initiatives in their respective areas. Although Camarines Sur and Albay were unable to conduct readiness activities due to multiple cyclones that impacted the Bicol region, the chapters demonstrated resilience by shifting their focus to immediate response operations.

To strengthen operational readiness for future Flood EAP activations, the GRC, through funding provided under the Flood EAP, procured activation toolkits and supported the production of livestock evacuation IEC materials. These resources were subsequently prepositioned across eight PRC chapters in the province of Cagayan, Isabela, Camarines Sur, Albay, Capiz, Agusan del Sur, Agusan del Norte, and Davao de Oro, where these kits are readily available to support timely activation and implementation of flood EAP. Each kit consisted of five big light stand, 30 flashlights, 30 gloves, 30 raincoats, 5 first aid kits (belt pouch), five waterproof bags, and 30 water boots. The procured number of the items are as shown above.

No.	Materials	Units procured
1	Raincoat	240
2	Flashlight	240
3	First Aid Kit (Belt pouch)	40
4	Rubber Gloves	240
5	Rubber Boots	240
6	Big lights with stand	40
7	Waterproof bag	40
8	Plastic Container box	8

Recognizing that the existing activation triggers for floods have proven difficult to reach in practice, the PRC convened a comprehensive three-day workshop from 15–17 October 2025, dedicated to the strategic revision of the Flood EAP. This technical session focused on refining anticipatory action mechanisms across eight high-risk targeted chapters, specifically covering Cagayan, Isabela, Camarines Sur, Albay, Capiz, Agusan del Norte, Agusan del Sur, and Davao de Oro. The workshop served as a critical platform to reassess and adjust these operational triggers, readiness actions, and early response strategies, ensuring they are more responsive to recent localized flood contexts and operational realities.

A total of 20 dedicated staff and volunteers participated in the event, drawing together diverse expertise from PRC Headquarters and the targeted chapters. To ensure alignment with global standards and foster strong Movement coordination, the workshop was supported by and jointly facilitated with key Red Cross Red Crescent Movement partners, including the German Red Cross and the IFRC. Through collaborative planning, the participants successfully recalibrated the protocol's frameworks, creating more attainable, data-driven triggers that strengthen institutional capacity to deploy timely, proactive measures to safeguard lives and livelihoods ahead of major flood events.



Workshop on EAP Flood revision (Photo: PRC)

In addition PRC also conducted Training from 2-5 June 2025 participated by a total of 56 participants (national headquarters, chapter staff and volunteers) from different provinces under the EAP, such as Quirino, Kalinga, Nueva Vizcaya, Apayao, Aurora, Albay, Agusan Del Sur, Cotabato, Northern Samar, Western Samar, Iligan, Lanao del Sur, Cagayan, Isabela, Agusan del Norte, Davao de Oro and Capiz. The training aimed to strengthen capacities on anticipatory action, forecast-based decision-making, and operational readiness for future EAP activations. Furthermore, volunteers who were recruited and mobilised were provided with skills-based training, equipping them to effectively support humanitarian activities during the simulation exercises.



*Participants of the anticipatory action training (Photo: PRC)*

## **CHALLENGES, LESSONS LEARNED**

While no formal Lessons Learned Workshop was conducted during the implementation period, several key challenges were observed at both the National Headquarters (NHQ) and chapter levels, including the following:

- **Lack of Manpower:** One of the primary challenges in implementing the EAP is the shortage of human resources. While NHQ faces manpower limitations, the chapters are more significantly affected, as chapter staff are already burdened with multiple responsibilities, including various projects. Additionally, EAP activities are not included in their Key Performance Indicators (KPIs), making them a lower priority. To address this in the short term, NHQ and the chapters proposed appointing a focal person or volunteer team leader to focus on implementation.
- **High Volunteer Turnover:** Frequent turnover among staff and volunteers without proper handovers of essential documents and data contributed to delays and obstacles in implementing readiness activities.
- **Occurrence of Multiple Cyclones:** Due to the multiple cyclones that the country experiences annually, the implementation of readiness activities was disrupted as chapter staff had to shift their focus to response operations. Continuous weather disturbances over several months further affected the chapters' capacity to collect data, as their primary focus remained on the response operations.
- **Financial Liquidation Issues:** Another major factor delaying fund disbursement to chapters is the presence of ongoing and unliquidated cash advances. This resulted in delays, as multiple processes are required to justify new cash advances. The issue lies at both the chapter and NHQ levels—some chapters have already

liquidated their cash advances, but these transactions are not always reflected in the NHQ system. To address this, data such as liquidation forms and reports have been gathered from the chapters to crosscheck with NHQ records.

- **Transition in local government officials:** Frequent changes in local government unit (LGU) administrations posed challenges to EAP implementation, which required renewed coordination and orientation with newly elected officials.

## FINANCIAL REPORT

The total 5-Year approved budget for the EAP was CHF 234,809. However, as the EAP was not triggered during its lifetime, only the budget of CHF 79,215 for readiness and prepositioning could be utilized. By the end of the EAP timeframe – 31 March 2026, total expenditure of CHF 36,388 was recorded, amounting to 15 per cent of the total approved budget and 46 per cent of the budget allocated for readiness and prepositioning. The low level of budget utilization is primarily due non-activation of the EAP during the reporting period, with implementation focusing mainly on pre-positioning activities, such as the procurement of Flood EAP toolkits, simulation exercises, and training. The unspent balance of **CHF 42,827** will be returned to the DREF pot in accordance with IFRC financial procedures. Further details on expenditure are provided in the Final Financial Report, included at the end of this report.

## Contact information

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

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### At IFRC Geneva

- **DREF (Anticipatory Pillar) Senior Officer:** Malika Noisette; email: [malika.noisette@ifrc.org](mailto:malika.noisette@ifrc.org)

#### Reference

Click here for:

- [EAP summary](#)
- Annual reports from [2023](#), [2024](#)

# FBAF Early Actions

## FINAL FINANCIAL REPORT

Selected Parameters			
Reporting Timeframe	2021-2026	Operation	PPH073
Budget Timeframe	2021/5-2026/3	Budget	APPROVED
Prepared on 29/Jun/2026			
All figures are in Swiss Francs (CHF)			

### MAAPH001 - Philippines / EAP2021PH02

Early Actions Timeframe: 01 Apr 2021 to 31 Mar 2026

## I. Summary

<b>Opening Balance</b>	<b>0</b>
<b>Funds &amp; Other Income</b>	<b>79,215</b>
DREF Anticipatory Pillar	79,215
<b>Expenditure</b>	<b>-36,388</b>
<b>Closing Balance</b>	<b>42,827</b>

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

Description	Budget	Expenditure	Variance
AOF1 - Disaster risk reduction	37,538	783	36,755
AOF2 - Shelter			0
AOF3 - Livelihoods and basic needs	20,937	-4,802	25,739
AOF4 - Health			0
AOF5 - Water, sanitation and hygiene			0
AOF6 - Protection, Gender & Inclusion			0
AOF7 - Migration			0
<b>Area of focus Total</b>	<b>58,475</b>	<b>-4,019</b>	<b>62,494</b>
SFI1 - Strengthen National Societies	17,969	40,406	-22,437
SFI2 - Effective international disaster management			0
SFI3 - Influence others as leading strategic partners			0
SFI4 - Ensure a strong IFRC		1	-1
<b>Strategy for implementation Total</b>	<b>17,969</b>	<b>40,406</b>	<b>-22,438</b>
<b>Grand Total</b>	<b>76,444</b>	<b>36,388</b>	<b>40,056</b>

## III. Expenditure by budget category & group

Description	Budget	Expenditure	Variance
<b>Relief items, Construction, Supplies</b>	<b>2,280</b>	<b>10,918</b>	<b>-8,638</b>
Shelter - Relief	0	10,918	-10,918
Teaching Materials	2,280		2,280
<b>Personnel</b>	<b>3,952</b>		<b>3,952</b>
Volunteers	3,952		3,952
<b>Workshops &amp; Training</b>	<b>23,231</b>		<b>23,231</b>
Workshops & Training	23,231		23,231
<b>General Expenditure</b>		<b>974</b>	<b>-974</b>
Financial Charges		974	-974
<b>Contributions &amp; Transfers</b>	<b>39,204</b>	<b>22,276</b>	<b>16,928</b>
National Society Expenditure	39,204	22,276	16,928
<b>Indirect Costs</b>	<b>7,777</b>	<b>2,221</b>	<b>5,556</b>
Programme & Services Support Recover	7,777	2,221	5,556
<b>Grand Total</b>	<b>76,444</b>	<b>36,388</b>	<b>40,056</b>