

Emergency appeal



International Federation
of Red Cross and Red Crescent Societies

Philippines: Typhoons

Emergency appeal n° MDRPH005
GLIDE n° TC-2009-000205-PHL
3 June 2011

This emergency appeal revision adjusts the budget from CHF 16,286,096 to CHF 12,724,570 and extends the operation's timeframe by five months until 30 November 2011.

The extension is to allow for effective completion of shelter and livelihoods interventions, whose implementation rate has been slow due to limitations relating to the legal processes of obtaining land for shelter construction and a ban on harvesting of wood materials. The budget has been adjusted to reflect realistic targets for shelter and livelihoods [in view of the extended timeframe and existing limitations] while at the same time taking into account activities that were covered by Philippine Red Cross (PRC) using their own resources. The targets for shelter and livelihoods have been reduced from 16,500 to 10,100 families (approximately 50,500 persons) and 6,500 to 5,000 (25,000 persons) respectively.

At the end of the operation, some 317,100 persons will have benefitted from different [or a combination of] activities under this emergency appeal. A final report will be made available by 29 February 2012 (three months after the end of the operation).

Appeal coverage against revised budget: With contributions received to date, the appeal is 87 per cent covered in cash and kind. In line with this funding, PRC can deliver shelter assistance to approximately 9,200 of the 10,100 families targeted. Donors are encouraged to make further cash contributions to support PRC in delivering recovery support to vulnerable families that are yet to be resettled.

[<click here to go to the revised emergency appeal budget and here for contact details>](#)

Appeal history:

- [Operations update 17](#) extended the appeal timeframe until 30 June 2011
- An [emergency appeal](#) was issued 23 October 2009 for CHF 16,286,096 for 18 months to assist approximately 110,000 families (550,000 people)
- A [revised preliminary emergency appeal](#) was issued 12 October 2009 for CHF 6,854,640 for nine months to assist 200,000 beneficiaries
- A [preliminary emergency appeal](#) was launched on 1 October 2009 for CHF 3,086,571 for nine months to assist 200,000 beneficiaries
- Disaster Relief Emergency Fund (DREF): [CHF 200,000 was allocated](#) to support PRC's initial response

Summary: In September and October 2009, the Philippines was severely hit by two major typhoons that caused widespread damage and destruction: Ketsana (locally known as Ondoy) on 26 September and Parma (Pepeng) on 3 October 2009. The typhoons resulted in widespread flooding, leaving a trail of destruction and



While some 2,000 families now have a roof over their head and have rebuilt their livelihoods, the needs of 900 others will not be met if more donations are not forthcoming
(Photo: Rommel Sotto/PRC)

causing hundreds of casualties. As the Philippine Red Cross (PRC) rolled out its response to Ketsana and Parma, two more typhoons – Melor (Quedan) and Lupit (Ramil) – approached but dissipated without causing much damage. Then, on 30 October 2009, another significant typhoon, Mirinae (Santi), made landfall.

In the aftermath of Typhoon Ketsana, PRC launched a first response, initially by deploying experienced and well-trained search and rescue teams that took 3,900 persons from high-risk areas to safety. DREF support covered immediate needs before this operation was launched on 1 October 2009, on a preliminary basis. The national society would soon bear additional caseload as Typhoon Parma followed shortly on 3 October 2009, and was stretched to its limits.

The International Federation of Red Cross and Red Crescent Societies (IFRC) and other Movement partners, including ICRC, American Red Cross, German Red Cross, Spanish Red Cross and Swiss Red Cross, stepped in to boost the response by PRC. IFRC deployed a regional disaster response team (RDRT) and a field assessment and coordination team (FACT) to assist the national society in conducting assessments. Red Cross assessment findings identified shelter as top priority. The assessments formed the basis for the launch of the [emergency appeal](#) on 23 October 2009.

After rescue operations, PRC provided direct emergency assistance to typhoon-displaced families in 59 evacuation centres. The support entailed food parcels for 145,000 families, distribution of water to 36,000 persons, installation of 50 portable toilets and 20 permanent latrines in evacuation centres, and desludging septic tanks in five evacuation centres. The national society also provided health services to 700 persons through a 50-bed medical station at Philippines Sports Area (ULTRA), Manila and one 35m² medical tent in Botolon, Zambales. In addition, skilled Red Cross staff and volunteers delivered psychosocial support to 4,000 persons, tracing services to 200 persons, guidance and counselling to 400 persons, and referral services to 1,600 persons. These activities enabled the national society to achieve the outputs of meeting immediate needs of families in evacuation centres, establishing access to safe water and adequate sanitation facilities at target evacuation centres as well as ensuring that affected people received appropriate medical services, the most vulnerable patients received appropriate referral services, and affected persons developed social resilience.

Relief distributions followed soon after, during which PRC provided complete non-food item kits (blankets, mosquito nets, jerry cans and plastic/sleeping mats) to 35,100 families and assorted non-food items to 46,400 families. IFRC supplied complete non-food item kits for 20,000 families. In addition, the national society provided kitchen sets to 6,200 families, cleaning kits to 20,000 families, hygiene kits to 45,200 families and assorted hygiene items to 7,200 families. Relief activities were completed and closed by April 2010, with the outputs of meeting immediate essential household item needs of 20,000 families and essential household utensils and cleaning item requirements of 6,500 families fully achieved.

Health and hygiene promotion activities progressed alongside relief distributions. Activities included assisting the department of health in distributing doxycycline to 4,000 persons in locations affected by leptospirosis. Trained PRC volunteers also distributed 12,500 units of liquid chlorine (hyposol) for household water treatment to those in need. Furthermore, through IFRC support, the national society recruited and trained 590 community health volunteers who delivered health and hygiene messages to 46,700 families. Collectively, these activities enabled PRC to ensure that the people reached received appropriate health messages, contributing, in part, to improving knowledge and hygiene practices.

With the relief phase concluded, focus turned to providing **shelter assistance** linked with water and sanitation services and livelihood grants. Since assessment findings identified shelter as top priority, shelter and related inputs form the bulk of the emergency appeal budget. The target for shelter repair kits as set in this revised appeal is fully met, with some 5,100 families having been assisted with shelter repair materials. Some 2,100 transitional shelters – with latrines – have been completed, while delivery of similar assistance to 2,000 families is ongoing or at advanced planning stage. Linked to shelter interventions, PRC has provided the 2,000 families that have moved into their new homes with livelihood grants and household sanitation items. On one hand, provision of shelter assistance has improved residential conditions for families whose houses were severely damaged or destroyed by the typhoons. On the other, livelihood grants have enabled families assisted to re-establish basic means of household income and to increase livelihood opportunities.

To complement shelter interventions, IFRC has supported PRC to install **water supply systems** in Bulacan, Kalinga, Pangasinan and Rizal as well as 17 washing areas and a drainage system in Rizal. In addition, through IFRC support, PRC has constructed or rehabilitated water and sanitation facilities for 30 schools (with a total of 32,800 pupils, and 800 teaching and non-teaching staff) that were used as evacuation centres during [or

in the immediate aftermath of] the typhoons or were severely affected by the typhoons. These complementary water and sanitation interventions have contributed to restoring and improving access to safe water and adequate sanitation facilities in typhoon-affected communities.

Activities have extended to **strengthening the disaster preparedness and response capacity** of PRC. In this regard, further to providing technical support to the operation, IFRC delegates are training and mentoring PRC staff and volunteers, thereby imparting skills and sharing tacit knowledge. To enable the Red Cross to respond swiftly to needs on the ground in case of future potential disasters, IFRC-supplied items comprising 700 buckets, 10,000 jerry cans, 37,400 blankets, 12,200 hygiene kits, 10,000 mosquito nets and 23,000 sleeping mats have been pre-positioned. Through IFRC support and directly under this operation, the national society has formed, trained and equipped six land and water search-and-rescue teams. The teams have increased the capacity of respective chapters to respond to future potential disasters and consequently contribute to saving lives. In addition, IFRC has acquired two land cruisers and provided them to two chapters, thereby enhancing the capacity of the chapters to monitor programmes. In all, these initiatives are in line with the attainment of the output of improved disaster response capacities in PRC national headquarters and concerned chapters.

While a bulk of activities under this operation – particularly relief distributions, health and care, water, sanitation, and hygiene promotion programmes – have been completed and closed, there is a clear need to continue shelter, livelihoods and capacity building activities. In particular, progress of shelter interventions has been slow. Red Cross assessment teams had observed that the main cause of destruction to shelter was the location of the dwellings, rather than the building materials. Relocation of some families to safer ground was, therefore, necessary to reduce their vulnerabilities. However, several limitations hindered PRC from competing delivery of shelter assistance within the initial appeal timeframe. They included legal processes of obtaining safer land, delayed site development and the ban imposed on harvesting wood products.

It is mainly due to these limitations that the emergency appeal is being revised and the timeframe extended to 30 November 2011. The extension acknowledges that while there are obvious challenges, their very existence does not eliminate the need for shelter assistance among typhoon-displaced families. It also takes into consideration the time required to obtain necessary materials, the absorptive capacity of PRC chapters in operational areas, and the onset of this year's typhoon and monsoon seasons. In view of these factors, PRC and IFRC are targeting to deliver **transitional shelter assistance and linked livelihood grants** to a total of 5,000 families although the actual need is bigger. This target is deemed to be the most feasible to reach within the revised appeal timeframe.

The following Red Cross Red Crescent partners have provided donations for this operation: American Red Cross; Australian Red Cross/Australian government; Austrian Red Cross; British Red Cross/British Government; Canadian Red Cross Society/Canadian government; Danish Red Cross; Finnish Red Cross, Hong Kong branch of the Red Cross Society of China; Icelandic Red Cross; Irish Red Cross Society; Japanese Red Cross Society; Luxembourg Red Cross; New Zealand Red Cross/New Zealand government; Norwegian Red Cross/Norwegian government; Red Crescent Society of the Islamic Republic of Iran; Red Cross of Monaco; Swedish Red Cross/Swedish government; Netherlands Red Cross, and; Republic of Korea National Red Cross. Credit Suisse Foundation, European Commission - Humanitarian Aid and Civil Protection (ECHO), Italian government, Motorola Foundation, Mellon Bank, OPEC Fund for International Development, voluntary emergency relief fund (VERF)/WHO and other private or corporate donors have also contributed.

On behalf of Philippine Red Cross, IFRC would like to thank all partners and donors for their generous and invaluable contributions to this appeal. However, as noted earlier, it is shelter repair kits and transitional shelters for approximately 9,200 of the 10,100 families targeted by the shelter programme that have been resourced, based on the current appeal coverage. Donors are encouraged to make further cash contributions to meet the shelter needs of the remaining 900 families.

The situation

In September and October 2009, Philippines was severely hit by two major typhoons that caused widespread damage and destruction: Ketsana (locally known as Ondoy) on 26 September and Parma (Pepeng) on 3 October. The typhoons resulted in widespread flooding, leaving a trail of destruction and causing hundreds of casualties. As the response to Ketsana and Parma was being mounted, two more typhoons – Melor (Quedan) and Lupit (Ramil) – approached but dissipated without causing much damage. Then, on 30 October 2009, another significant typhoon, Mirinae (Santi), made landfall. According to the Philippine national disaster risk

reduction and management council (NDRRMC) – the combined effects of the typhoons left close to a thousand people dead, over 700 injured and 89 missing. In total, over 10 million people (about two million families) were affected, with some 46,000 houses destroyed and over 260,000 others partially or significantly damaged.

Philippine Red Cross (PRC) played a crucial role in disaster response. Within hours of Ketsana making landfall, the National Society had deployed experienced and well-trained volunteers to conduct search-and-rescue and evacuate people in high-risk areas to safer ground. PRC volunteers and staff also delivered assistance in evacuation centres, including providing food and other relief items as well as meeting immediate health-related and welfare needs. Subsequently, the International Federation of Red Cross and Red Crescent Societies (IFRC) launched this emergency operation on behalf of PRC.

As implementation of the emergency appeal activities progressed, towards mid-July 2010, Typhoon Conson hit the Philippines, sweeping across the National Capital Region as well as parts of Luzon. It left a trail of destruction, displaced hundreds of families and caused tens of casualties. According to NDRRMC, the effects of Typhoon Conson affected some 82,000 families across 13 provinces, including Laguna and Rizal. Then on 18 October 2010, super Typhoon Megi battered with winds of more than 220km/h and heavy rains. Megi made landfall as a Category V storm near Divilacan Island on the eastern coast of Isabela province. It affected 23 provinces; among them, Kalinga, La Union and Pangasinan which were hard-hit by the typhoons of late 2009 and are covered by this operation.

The current humanitarian situation

While the bulk of activities under this operation – particularly relief distributions, health and care, water, sanitation, and hygiene promotion programmes – have been completed and closed, there is a clear need to continue shelter, livelihoods and capacity building activities. Although some 7,200 families of the 10,100 targeted by the shelter programme now have a roof over their head and 2,000 others will soon be sheltered from harsh weather elements, the Red Cross will not be able to meet the needs of the remaining 900 families if no further donations are received. Considering the 2011 rainy and typhoon season is set to commence this week, the situation for these families is dire. Depending on how the situation evolves, there is the potential for increased needs on the ground. Already, the Philippine weather bureau is projecting the threat of floods, landslides and storm surges.

Coordination and partnerships

Movement coordination: Coordination is crucial for the success of this operation. From the outset, PRC has implemented typhoon interventions with the support of IFRC, ICRC and partner national societies with in-country presence, i.e. American Red Cross, German Red Cross, Japanese Red Cross Society, Spanish Red Cross, and Swiss Red Cross. American Red Cross and Swiss Red Cross have since closed their offices in the Philippines and are providing support from their regional offices. Red Cross Red Crescent partners continued to hold coordination and ad hoc meetings to discuss the latest developments regarding the operational context, among others. IFRC encourages funding for this operation to be channelled through the appeal framework to minimize overlap or duplication of efforts, and to reinforce accountability.

Coordinating with authorities: PRC maintains a long-standing and strong relationship with government bodies through participation and/or working relationship in/with the following: (i) the national disaster risk reduction and management council; (ii) local disaster coordinating councils; and (iii) local government units. PRC continues to coordinate with the department of social welfare and development (DSWD), department of education (DepEd), and provincial disaster risk reduction and management councils. IFRC supports the humanitarian diplomacy efforts of PRC, especially with regard to obtaining ‘safer’ land to resettle families displaced because of the typhoons. For the school water and sanitation facilities construction and rehabilitation project, coordination was maintained with DepEd and school principals. The exact location of such facilities, the designs, numbers and nature of facilities were discussed with these partners. Discussions also touched on the various aspects of the project to ensure that they were technically and financially feasible, and addressed evident needs. Project components were validated by DepEd and local government units (LGUs) before implementation kicked off.

Inter-agency coordination: IFRC participates at the meetings of the shelter cluster – now led by UN Habitat – as well as various inter-agency meetings to coordinate overall relief and recovery efforts; the interagency standing committee (IASC) clusters were activated during the emergency phase, and IFRC initially deployed a coordination team to convene the [emergency shelter cluster](#). IFRC also participates in humanitarian country team (HCT) meetings, led by the UN resident coordinator. For water and sanitation, at the national level, IFRC’s water and sanitation staff participates in water, sanitation and hygiene (WASH) cluster meetings led by UNICEF.

Red Cross and Red Crescent action

During the emergency phase, PRC assisted typhoon-displaced families in 59 evacuation centres. The national society was supported in its first response by IFRC and other Movement partners, including ICRC, American Red Cross, German Red Cross, Japanese Red Cross Society, Spanish Red Cross and Swiss Red Cross. IFRC deployed a regional disaster response team (RDRT) and a field assessment and coordination team (FACT) to assist in conducting assessments. The assessments identified shelter as top priority. Relief distributions were initiated alongside rescue operations and support to evacuees. The relief phase was completed in April 2010. Focus turned to the shelter programme, related household supplies – kitchen sets and sanitation kits – and livelihood interventions. Other linked components have continued throughout the operation. These include health and hygiene promotion, water supply projects, rehabilitation and construction of water and sanitation facilities in schools.

Table 1: Appeal targets vs. actual served (as of 30 May 2011)

Sector	Main activities	No. targeted	No. reached
Relief distributions (non-food items)	Blankets, mosquito nets and sleeping mats	20,000 families	20,000 families
	Hygiene kits	20,000 families	20,000 families
	Jerry cans	20,000 families	20,000 families
Health and care	Psychosocial support	n/a	4,000 persons
	Referral services	n/a	1,600 persons
	Health promotion	46,700 families	46,700 families
	Provision of doxycycline	n/a	4,000 persons
Water, sanitation, and hygiene promotion	Jerry cans (part of NFIs)	20,000 families	20,000 families
	Hygiene kits (part of NFIs)	20,000 families	20,000 families
	Sanitation kits (linked to shelter)	5,000 families	2,000 families
	Water supply systems	21	21
	Communal washing areas	20	20
	Hygiene promotion	46,700 families	46,700 families
	Water and sanitation facilities for schools	30 schools	30 schools (32,800 pupils and 800 staff)
Shelter	Transitional shelters with latrines	5,000 families	2,000 families
	Shelter repair kits	5,100 families	5,100 families
	Sanitation kits (linked to transitional shelter)	5,000 families	2,000 families
	Kitchen sets (linked to transitional shelter)	5,000 families	2,000 families
Livelihoods	Provide PHP 7,000 grant per family	5,000 families	2,000 families
Preparedness and capacity building	Form, train and equip search & rescue teams	6 teams	6 teams
	Provide vehicles	2 land cruisers	2 land cruisers
	Replenish preparedness stocks	10,000 families	10,000 families

Note: The average size of a family is five (5) persons

The needs

The bulk of needs identified during assessments – particularly for relief items, health and care, water, sanitation, and hygiene promotion interventions – have been met and respective activities closed. Remaining needs relate to shelter and linked livelihoods, and national society disaster preparedness and response capacity. Relief distributions, health and hygiene promotion covered Benguet, Bulacan, Camarines Norte, Ilocos Sur, Kalinga, La Union, Laguna, Nueva Ecija, Pampanga, Pangasinan, Quezon City, Rizal, Tarlac and Zambales.

The revised appeal target for shelter repair kits is fully met, with some 5,100 families having been assisted with shelter repair materials. However, progress of the transitional shelter component has been slow, with 2,000 units [out of the 5,000 planned] completed to date. It is worth noting that the shelter programme under this emergency appeal operation aims not only to provide structures (homes to live in) but also a durable solution linked to disaster risk reduction – by rebuilding in safer areas that are at a less risk to water-related hazards. This is within the context of linking relief, rehabilitation and development. Recovery activities have targeted Bulacan, Kalinga, La Union, Pangasinan, Rizal and Zambales.

Shelter

During assessments, Red Cross teams had observed that while it was the poor who were hardest-hit by the typhoons, the main cause of destruction to shelter was the location of the dwellings rather than the building material. Most of those severely affected were the poor who often live on marginal land close to riverbanks or coastlines. While such communities have developed coping mechanisms to withstand and endure the numerous typhoons and anticipate the need to either rebuild or repair their homes [makeshift structures put up using salvaged, weak materials without application of proper building techniques], the cumulative impact of typhoons Ketsana, Parma and Mirinae surpassed their ability to cope. Relocation of such families to safer ground as well as equipping them with proper building techniques was necessary. However, two main limitations hindered PRC from competing delivery of shelter assistance within the initial appeal timeframe:

- Firstly, there were legal processes of obtaining safer land, and even when land was available, some local governments units took time to undertake preparatory works, such as site development. This resulted in delays to start construction work.
- Secondly, a ban was imposed in February 2011 on harvesting wood products, resulting in a major challenge as regards availability of lumber in the local market. Consequently, PRC and IFRC had to consider alternatives to coco lumber and wooden materials in general. In some operational areas, coco lumber was replaced with good lumber while in others, concrete posts are being used as an alternative to wooden posts.

It is for the above reasons that the emergency appeal is being revised and the timeframe extended to 30 November 2011. While there are obvious challenges, their very existence does not eliminate the need for shelter assistance. The extension takes into consideration existing needs of typhoon-displaced families, the time required to obtain necessary materials and the absorptive capacity of concerned PRC chapters. It also factors the onset of this year's typhoon and monsoon seasons. Many of the families yet to receive assistance are living in makeshift or temporary shelters, some in areas at risk of flooding, while waiting for assistance. Others are staying with relatives or friends. In view of these factors, PRC and IFRC seek to deliver transitional shelter assistance and linked livelihood grants to a total of 5,000 families although the actual need is bigger. This target is deemed to be the most feasible to reach within the revised appeal timeframe. Even so, available resources are adequate to cover the needs of 4,100 families. Consequently, the needs of the remaining 900 families may not be met if no further donations are received. Considering that the 2011 rainy and typhoon season is set to kick in this week, the situation for these families is dire. In the face of all challenges, it remains that provision of shelter will help the most vulnerable of affected populations to restore dignity and enable them to live in decent conditions.

Initially, the approach implemented throughout operational areas was the transitional shelter model, which uses mostly wood materials. However, in the course of the operation, monitoring and lesson learning has enabled PRC and IFRC to adapt the mode of providing transitional shelter assistance to the context on the ground. This makes it possible to deal with challenges in the most cost-effective and efficient manner. For instance, findings of an inspection at a site in Rizal revealed the presence of termites in parts of the site. While it was eventually established that the presence of termites is minimal and could be contained, after consultations with the LGU and beneficiary community, PRC decided to use a customized approach for Rizal in that prefabricated concrete posts and walling panels are being used in place of wood materials. In Pangasinan, concrete posts are being used in place of wooden posts. This adjustment was made in view of difficulties faced in obtaining wooden posts owing to the current ban on harvesting of wood products. Where the circumstances demand, remedial

measures such as adjusting the design or materials, will be applied. However, such measures do not compromise on quality, sturdiness to typhoons and cost-effectiveness.

Livelihoods

The type of assistance and the methodology for implementation was not defined in the initial emergency appeal. This was because PRC and IFRC wanted to ensure a participatory approach where beneficiaries would be involved in the process of determining their desired types of livelihood activities. As planning for shelter activities progressed, national society chapters collected household livelihoods data. The data was analyzed during the course of May 2010. Subsequently, consultations were held with targeted families – in the form of orientation workshops and focus group discussions – and involved heads of targeted families, local authorities, PRC staff and IFRC delegates. During the consultations, targeted households were given flexibility and choice to present several project proposals that they deemed appropriate. The proposals were discussed in detail to determine their feasibility, including the time required for businesses to generate profit, the level of skills required, legal aspects of proposed businesses and the context in which beneficiaries would implement proposed livelihood activities.

After the consultation forums, the targeted families were granted some time to agree upon the desired type of livelihood activities. With livelihood needs and types of activities determined, persons to be assisted were then consulted on the methodology they would prefer to access the livelihoods grants. Based on these consultations, the methodology selected was distribution of intended livelihoods grants in the form of cash voucher.

The proposed operation

The approach adopted in this operation is based on discussions with the host national society and [significant inputs from] partners. It is fully in line with IFRC policies and procedures, and seeks to provide the most effective and efficient support to the most affected population. As shelter emerged as a top priority, IFRC will continue to support PRC in providing households with construction materials and tools for them to construct adequate typhoon-resilient shelters (transitional housing model) on a self-help basis, i.e. owner-driven. For Rizal, a contractor will undertake construction of the remaining units of the modified, pre-fabricated model, with families to be assisted participating by providing sweat equity, working alongside skilled workers.

In general, this operation has targeted typhoon-affected families as whole rather than individual members of family units. Lists of beneficiaries were provided by the department of social welfare and development (DSWD) and local government units. Respective PRC chapters then revalidate the lists, with volunteers undertaking door-to-door surveys in affected areas. The overarching selection criteria set by PRC prioritizes families headed by women [widows, divorced or separated] without income, families headed by children, families with persons with disabilities, families with young children or elderly family members, families from ethnic minorities and other socially excluded groups. Women, men, girls and boys attend orientation sessions before receiving assistance.

Relief distributions (basic non-food items)	
<p>Outcome: The status of 20,000 affected families improved through timely distribution of appropriate relief items within six months while quantities for 10,000 families are mobilized to replenish used up stocks.</p>	
Outputs	Activities planned
<ul style="list-style-type: none"> The immediate essential household item needs of 20,000 affected families are met through relief distributions Capacity of PRC to undertake timely distribution of appropriate relief items strengthened by replenishing stocks for up to 10,000 families 	<ul style="list-style-type: none"> Develop a beneficiary targeting strategy and registration system Mobilize volunteers and provide them with orientation on distribution protocols Register and verify beneficiaries Mobilize validated beneficiaries for relief distributions Arrange pre- and post-relief distribution volunteer meetings Distribute blankets (two per family), sleeping mats (two per family) and mosquito nets (two per family) to 20,000 families Provide jerry cans (1 per family for 20-litre and 2 per family for 10-litre) for household level water storage, to 20,000 families Provide hygiene kits (1 per targeted family) to 20,000 families Track movement of items from point of dispatch to end-user Undertake real-time needs/capacity assessments to identify gaps Monitor and report on distributions

<ul style="list-style-type: none"> 6,500 families assisted with shelter receive essential household utensils and cleaning 	<ul style="list-style-type: none"> Coordinate with other sectors – such as water and sanitation (for distribution of mosquito nets, jerry cans and hygiene kits) and shelter (for distribution of kitchen sets and sanitation kits) Stock up quantities (of blankets, sleeping mats, mosquito nets, jerry cans and hygiene kits) for 10,000 families to replenish used up supplies (<i>as part of disaster preparedness</i>) Provide kitchen sets (1 per targeted family) to families assisted with transitional shelters Provide sanitation kits (1 per targeted family) to families assisted with transitional shelters
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Achievements: Relief distributions followed emergency operations, during which PRC provided complete non-food item kits (blankets, mosquito nets, jerry cans and plastic/sleeping mats) to 35,100 families and assorted non-food items to 46,400 families. IFRC supplied complete non-food item kits for 20,000 families. In addition, the national society provided kitchen sets to 6,200 families, cleaning kits to 20,000 families, hygiene kits to 45,200 families and assorted hygiene items to 7,200 families. Relief distributions covered Benguet, Bulacan, Camarines Norte, Ilocos Sur, Kalinga, La Union, Laguna, Nueva Ecija, Pampanga, Pangasinan, Quezon City, Rizal, Tarlac and Zambales, and were completed in April 2010.

Emergency health

Outcome: The immediate health risks of 46,700 typhoon-affected families (233,500 persons) are reduced through provision of community-level preventive messages.

Outputs	Activities planned
<ul style="list-style-type: none"> People in typhoon-affected communities have received basic health messages The most vulnerable patients have received appropriate referral services Affected persons are supported to develop social resilience 	<ul style="list-style-type: none"> Working with appropriate health authorities, assist in assessing the health risks and health needs of typhoon-affected people Carry out health promotion activities (linked with hygiene promotion) in affected communities to minimize the risk of communicable diseases Distribute information, education and communication materials bearing health messages Provide medical referral services for malnourished patients, children, pregnant women and other vulnerable typhoon-affected groups Deploy mobile medical teams/posts in affected communities to support local health facilities Provide psychosocial support to vulnerable typhoon-affected persons, volunteers, and staff

Achievements: During the emergency phase, PRC provided health services to 700 persons through a 50-bed medical station at Philippines Sports Area (ULTRA), Manila and one 35m² medical tent in Botolon, Zambales. In addition, skilled Red Cross staff and volunteers delivered psychosocial support to 4,000 persons, tracing services to 200 persons, guidance and counseling to 400 persons and referral services to 1,600 persons. The national society also supported the department of health in distributing doxycycline to 4,000 persons in areas where cases of leptospirosis were reported. These activities enabled PRC to contribute towards meeting emergency health needs of families in evacuation centres, ensuring that affected people received appropriate medical services, the most vulnerable patients received appropriate referral services, and affected persons developed social resilience.

During the emergency phase, health promotion activities progressed alongside relief distributions, and jointly with hygiene promotion. Through IFRC support, the national society recruited and trained 590 community health volunteers who reached 46,700 families through health education activities. The community health volunteers also provided the families with information, education and communication (IEC) materials covering common diseases during emergencies, including leptospirosis, diarrhoea, athlete's foot, malaria and dengue fever. Health promotion by the community health volunteers enabled PRC to attain the expected result of ensuring that affected people in typhoon-hit communities received appropriate health messages.

Water, sanitation, and hygiene promotion

Outcome: The risk of waterborne and water-related diseases has been reduced through the provision of safe water supply, adequate sanitation facilities and hygiene promotion to 46,700 families (233,500 persons) as well as 32,800 pupils and 800 staff in 30 schools.

Output	Activities planned
<p>Access to safe water and adequate sanitation facilities restored, improved or established and awareness of hygiene practices increased among typhoon-affected communities</p>	<ul style="list-style-type: none"> • Assess the basic water, sanitation and hygiene promotion needs and likelihood of water and sanitation-related diseases • Survey the availability of safe drinking water for people sheltered in evacuation centres • Provide potable water [using bladders] at targeted evacuation centres as per needs • Provide emergency latrines [based on need] for males and females at evacuation centres • Provide water storage containers [jerry cans] to 20,000 families (<i>as part of non-food item packages</i>) • Provide hygiene kits (1 per targeted family) to 20,000 families (<i>as part of non-food item packages</i>) • Mobilize existing trained community health volunteers, and recruit and train new/additional ones • Undertake baseline surveys to determine the level of awareness and hygiene practices in project communities • Mobilize community health volunteers and members for hygiene and health promotions sessions • Produce information, education and communication materials and disseminate relevant hygiene and health messages to 46,700 families (233,500 people) in the target communities • Undertake final surveys to determine level of improvement in awareness and practices • Coordinate with other sectors – such relief distributions (for water storage containers and hygiene kits) and shelter (for sanitation kits, latrine construction) • Coordinate with the WASH cluster • Monitor and report on activities • Support construction of pour-flush latrines and septic tanks as integral components of all shelters constructed • Provide sanitation kits (1 per targeted family) to families assisted with shelters (<i>as part of non-food packages, linked to shelter</i>) • Provide 21 water supply systems, linked to the shelter programme • Advocate for appropriate authorities to conduct water quality testing • Mobilize communities to form water committees (for maintenance of the systems provided) • Train the water committee's technician and hygiene promoter • Provide 20 communal washing areas, linked to the shelter programme • Install gutters to capture rainwater and support construction of a drainage system at the Antipolo relocation site in Rizal • Construct or rehabilitate water and sanitation facilities for 30 schools used as evacuation centres or affected by the typhoons (sanitation blocks, such as latrines and urinals, and provision of hand washing facilities, including taps and installation of water pumps) serving 32,800 pupils and 800 staff • Promote proper hygiene practices among 32,800 pupils and 800 staff in 30 schools to enable them maintain the water and sanitation facilities provided • Organize participatory hygiene and sanitation transformation

	(PHAST ¹) training for PRC staff and volunteers to develop a pool of trained persons
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Achievements: Hygiene promotion activities progressed alongside relief distributions and jointly with health promotion. Activities included distributing 12,500 units of liquid chlorine (hyposol) for household water treatment (provided by the department of health) to families in need. Furthermore, through IFRC support, the national society recruited and trained 590 community health volunteers who delivered hygiene messages to 46,700 families. In February 2011, IFRC organized a participatory hygiene and sanitation transformation (PHAST) training workshop for 30 PRC staff and volunteers. The workshop aimed at developing a pool of trained persons that will support implementation of hygiene promotion activities at the community level. Collectively, these activities have contributed, in part, to improving knowledge and hygiene practices among the people reached.

Linked to the shelter programme, each unit constructed has a pour-flush latrine with septic tank. In addition, IFRC has supported PRC in the installation of water supply systems in Bulacan (one hand pump), Kalinga (one supply system), Pangasinan (two boreholes with hand pumps) and Rizal (17 boreholes with hand pumps) as well as 17 washing areas and a drainage system in Rizal. Also with IFRC support, PRC has constructed or rehabilitated water and sanitation facilities for 30 schools (with a total of 32,800 pupils and 800 staff) that were used as evacuation centres during [or in the immediate aftermath of] the typhoons or were severely affected by the typhoons. These complementary water and sanitation interventions have contributed to restoring and improving access to safe water and adequate sanitation facilities in typhoon-affected communities.

Shelter

Outcome: Some 10,100 typhoon-affected households have safer shelter solutions through the provision of locally appropriate materials and guidance on improved building techniques.

Output	Activities planned
Improved shelter conditions for families whose houses were severely damaged or totally destroyed as a result of the typhoons	<ul style="list-style-type: none"> • Assess the extent of the shelter needs and shelter solutions preferred by typhoon-affected communities • Conduct advocacy with the government for access to appropriate land sites • Conduct orientation of volunteers to be involved in shelter project • Select beneficiaries from lists provided by DSWD and undertaking door-to-door surveys to validate beneficiaries • Provide training, for carpenters and volunteers, that promotes awareness and understanding of typhoon resistant construction • Conduct orientation of beneficiaries (by chapter volunteers) • Provide house repair materials and tools (through commodity voucher) to 5,100 families whose houses were partially damaged by the typhoons • Construct model houses in select localities within operational areas • Provide appropriate transitional shelter materials and guidance on better building techniques to 5,000 families whose houses were destroyed, out of which homes for 1,100 families will be constructed by a contractor using pre-fabricated materials • Engage a contractor to undertake construction of pre-fabricated transitional shelters (in line with IFRC procurement procedures) • Ensure shelter programming includes access to required water and sanitation services and linked livelihoods grants • Carry out monitoring and provide assistance to the families involved and adapt approach to the context on the ground

¹ The PHAST methodology supports the success and sustainability by increasing hygiene awareness within communities. Communities supported through this process are able to examine existing hygiene behaviour and understand how transmission of disease takes place and how they can be prevented at a household level

Achievements: The target for shelter repair kits as set in this revised appeal is fully met, with some 5,100 families assisted with shelter repair materials. Some 2,100 transitional shelters – with latrines – have been completed, while delivery of similar assistance to 2,000 families is ongoing or at an advanced planning stage. Linked to shelter interventions, PRC has provided the 2,000 families that have moved into their new homes with livelihood grants and household sanitation items. Provision of shelter assistance has improved shelter conditions for families whose houses were severely damaged or destroyed by the typhoons.

Livelihoods

Outcome: Coping mechanisms of 5,000 typhoon-affected families recovered through improved livelihoods capacities.

Output	Activities planned
<ul style="list-style-type: none"> Families assisted with transitional shelter are able to re-establish basic means of household income and to increase livelihoods opportunities 	<ul style="list-style-type: none"> Collect household livelihoods data [including through focus group discussions] on targeted families Analyze household livelihoods data to determine related needs of the targeted 5,000 families Design beneficiary livelihoods proposal templates Organize beneficiary orientation workshops and distribute proposal templates Review and approve proposals submitted by beneficiaries Provide livelihoods cash voucher grants on pilot basis Provide PHP 7,000 (CHF 163) livelihoods cash voucher grants for business start-up costs, including products, equipment and running expenses Monitor and report on activities

Achievements: Linked to shelter interventions, PRC has provided the 2,000 families that have moved into their new homes with livelihood grants and household sanitation items. Livelihood grants have enabled families assisted to re-establish basic means of household income and to increase livelihood opportunities.

National society capacity building

Outcome: The disaster preparedness and response capacity of PRC national headquarters and chapters in affected provinces strengthened.

Outputs	Activities planned
<p>PRC national headquarters and chapters in operational areas have improved their disaster response capacities</p>	<ul style="list-style-type: none"> Replenish relief items (blankets, sleeping mats, mosquito nets, jerry cans and hygiene kits) for 10,000 families [see also relief distributions] Train and equip six land and water search-and-rescue teams Equip PRC national headquarters with two land cruisers, specially geared for flood situations Provide technical materials and technical support to PRC Organize participatory, health and sanitation transformation (PHAST) training for PRC staff and volunteers Conduct on-the-job training in logistics core areas (procurement, warehousing, and transport and fleet management) for PRC staff and volunteers Assist PRC in their training activities by providing delegates as facilitators based on their expertise Map existing resources and capacities of the national society, IFRC and other Movement partners Identify and map the overall and essential preparedness gaps in

	<p>capacities and resources</p> <ul style="list-style-type: none"> • Develop a preparedness plan enabling effective and efficient response by PRC and Movement partners
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Achievements: Further to providing technical support to the operation, IFRC delegates are training and mentoring PRC staff and volunteers, thereby imparting skills and sharing tacit knowledge. In February 2011, IFRC organized a PHAST training workshop for 30 PRC staff and volunteers. To enable the Red Cross to respond swiftly to needs on the ground in case of future potential disasters, IFRC-supplied items comprising 700 buckets, 10,000 jerry cans, 37,400 blankets, 12,200 hygiene kits, 10,000 mosquito nets and 23,000 sleeping mats have been pre-positioned. Through IFRC support and directly under this operation, the national society has formed, trained and equipped six land and water search-and-rescue teams. The teams have increased the capacity of respective chapters to respond to future potential disasters and consequently contribute to saving lives. In addition, IFRC has acquired two land cruisers and provided them to two chapters, thereby enhancing the capacity of the chapters to monitor programmes. In all, these initiatives are in line with the attainment of the output of improved disaster response capacities in PRC national headquarters and chapters in operational areas.

Logistics

Professional logistics support to the operation will be provided in accordance with IFRC standards, procedures and processes. Activities will include, but are not limited to, the following:

- Mobilizing relief items pre-positioned in IFRC's regional logistics unit in Kuala Lumpur for emergencies and ongoing operations.
- Coordinating within IFRC and PRC, programme managers and the regional logistics unit in Kuala Lumpur for timely and cost-efficient sourcing option for items required in the operation
- Coordinating mobilization of goods and reception of incoming shipments
- Utilizing existing warehousing facilities and vehicles for storage and efficient dispatch of goods to the final distribution points
- Supporting PRC in securing adequate storage solutions
- Ensuring that local procurement of goods, services and transport is in line with IFRC procurement standards and procedures
- Liaising and coordinating actions with other key actors so that that the IFRC logistics operation processes use all information to be as efficient and effective as possible
- Providing and maintaining an up-to-date mobilization table on the IFRC's disaster management information system (DMIS).

Progress: All items listed on the original mobilization table have been covered and remaining quantities are being procured locally, on a needs basis. The IFRC's in-country logistics team – which comprises two logistics delegate and two logistics officers – continues to support the operation with regard to fleet management, procurement, warehousing, preparing contracts, checking/validating invoices, arranging payments and following up with contractors. Support also extends to fleet management, with some vehicles leased from IFRC's fleet base in Dubai to facilitate movement and monitoring in the field. In view of the Typhoon Megi operation ([MDRPH006](#)) in 2010, one logistics delegate was assigned to the IFRC field office in Isabela. The delegate is supporting both operations, specifically PRC chapters in north Luzon, among them, Kalinga.

Communications – advocacy and public information

Communications support to this operation will ensure that needs, achievements and challenges are profiled to enhance funding, other support, accountability and to provide a platform for advocating in the interests of typhoon-affected populations. Relevant information and publicity materials, including audio-visual products, will be channelled through IFRC's public website – www.ifrc.org.

Activities will include, but are not limited to, the following:

- Producing press releases, news stories and beneficiary case studies for posting on the IFRC public website
- Developing media packages, including facts and figures, questions and answers, issue briefs and

audiovisual products for distribution to partner national societies

- Developing and producing communications brochures that highlight achievements of the operation – one a year after the Typhoon Ketsana and another two years on
- Supporting field visits by communications colleagues from partner national societies and donor agencies
- Supporting programme teams in designing and producing project-specific materials, including forms, banners, pamphlets, brochures, posters and signage
- Coordinating with PRC, programme managers and the Asia Pacific zone office disaster management, communications and PMER/RM units for timely issuance of stories, case studies and updates

Progress: Since the start of this operation, IFRC has maintained a steady flow of information from the field to headquarters and to Movement partners and other major stakeholders. This has enabled all stakeholders to be up-to-date with regard to operational developments. Furthermore, IFRC is supporting PRC to ensure that targeted beneficiaries are informed about – and engaged in – the design and implementation of activities. Various communications materials have been shared with partners to highlight achievements. Stories, beneficiary profiles and progress reports on the operation are available at the [Philippine operations page](#) of IFRC's public website.

Capacity of the National Society and IFRC

Philippine Red Cross

PRC is the nation's largest humanitarian organization and is recognized by 'Republic Act No. 10072' – also known as 'Philippine Red Cross Act of 2009' – as an independent, autonomous organization auxiliary to the authorities in the humanitarian field. The national society works through 98 chapters covering all administrative districts and major metropolitan cities of the nation.

In delivering services, PRC relies on a team of skilled, trained and experienced staff and volunteers with different specializations. Currently, it has approximately 1,000 staff at the national headquarters and chapter levels and approximately one million volunteers and supporters, some 500,000 of them active volunteers. Below the national headquarters level, a professional administrator, who doubles as the manager in charge of operations and administrative functions, represents each chapter of PRC.

The national society is in partnership with a number of partner national societies, some maintaining offices at both the national headquarters and chapter levels. Australian Red Cross, German Red Cross, Japanese Red Cross Society and Spanish Red Cross maintain offices within PRC. PRC also enjoys a close working relationship with many other partner national societies and works closely with the ICRC.

The national society works in partnership with the government and non-government agencies as well as private groups in achieving effective networking and delivery of services. It is the only organization outside the government structure that has a wide network, presence and mandate, ranging from the capital, Manila, to the grassroots level. PRC maintains a long-standing and strong relationship with the national disaster risk reduction and management council (NDRRMC) and is the only humanitarian organization with a seat in NDRRMC. It also coordinates with relevant government departments – such as department of social welfare and development (DSWD) and department of health (DOH) during natural disasters and public health emergencies.

The IFRC Philippine country office

In non-emergency times, IFRC is represented in the Philippines by a head of country office with a small team of committed national staff supporting PRC in the development and monitoring of long-term programmes, including organizational development. To provide better support in implementing activities in this appeal, a modest team of professional delegates specializing in operations coordination, shelter, relief, finance/administration, logistics, and information/reporting, was engaged to supplement the country team.

The disaster management and resource mobilization units at the Asia Pacific zone office in Kuala Lumpur have coordinated the international support for this operation. The country office is also assisted by IFRC's Southeast Asia regional office, based in Bangkok, as well as the communications, finance, logistics and planning, monitoring, evaluation and reporting (PMER) units of the Asia Pacific zone office.

Monitoring and evaluation

PRC and IFRC are committed to improving the quality of their humanitarian programmes. As a contribution to meeting this commitment, PRC, supported by its partners, will capture lessons for this operation. It is in this context that IFRC facilitated a real-time review of the operation in December 2009. The evaluation aimed at determining the quality of the initial response, identifying areas that needed improvement and capturing early lessons learnt. Throughout the operation, PRC and the IFRC country office facilitate monitoring visits by interested partners. An external evaluation within three months of completing the operation is planned to feed into future disaster response preparedness and risk reduction programming.

Budget

See attached budget for details

Matthias Schmale
Under Secretary General
Programme Services Division

Bekele Geleta
Secretary General

How we work

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

IFRC's vision is to inspire, encourage, facilitate and promote at all times all forms of humanitarian activities by National Societies, with a view to preventing and alleviating human suffering, and thereby contributing to the maintenance and promotion of human dignity and peace in the world.

IFRC's work is guided by [Strategy 2020](#) which puts forward three strategic aims:

1. Save lives, protect livelihoods, and strengthen recovery from disaster and crises.
2. Enable healthy and safe living.
3. Promote social inclusion and a culture of non-violence and peace.

Contact information

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

In the Philippines

- Philippine Red Cross (phone: +63.2.525.5654, fax: +63.2.527.0857):
 - Gwendolyn T. Pang, secretary-general; email: gwendolyn.pang@redcross.org.ph
- IFRC country office (phone: +63.2.309.8622, fax +63.2.524.3151):
 - Sandro Kushashvili, head of operations, email: alexander.kushashvili@ifrc.org;
 - Selvaratnam Sinnadurai, head of country office, email: selvaratnam.sinnadurai@ifrc.org;

IFRC Asia Pacific zone office, Kuala Lumpur (phone: +60.3.9207.5700, fax +60.3.2161.0670):

- Al Panico, acting head of operations; email: al.panico@ifrc.org
 - Heikki Väättämoinen, operations coordinator, email: heikki.vaatamoinen@ifrc.org
 - Jeremy Francis, regional logistics coordinator, email: jeremy.francis@ifrc.org
 - Patrick Fuller, communications manager, email: patrick.fuller@ifrc.org
 - Alan Bradbury, head of resource mobilization and PMER; email: alan.bradbury@ifrc.org
- Please send all pledges of funding to zonerm.asiapacific@ifrc.org

[<revised appeal budget below; click here to return to the title page>](#)

International Federation of Red Cross and Red Crescent Societies

MDRPH005 - PHILIPPINES TYPHOON KETSANA

30 May 2011

Multilateral	12,671,645
Inter-Agency Shelter Coordination	52,925
EMERGENCY APPEAL BUDGET TOTAL	12,724,570

BUDGET SUMMARY

Budget Group	Multilateral Response	Inter-Agency Shelter Coordination	Coordinated Support (ERUs)	TOTAL BUDGET CHF
Shelter - Relief	850,000			850,000
Shelter - Transitional	4,291,977			4,291,977
Construction - Materials	1,028,543			1,028,543
Clothing & Textiles	639,662			639,662
Seeds & Plants	740,862			740,862
Water & Sanitation	823,272			823,272
Medical & First Aid	7,930			7,930
Ustensils & Tools	276,195			276,195
Other Supplies & Services & Cash Disbursements	156,973			156,973
Total Supplies	8,815,414			8,815,414
Vehicles	59,045			59,045
Computer & Telecom	13,000			13,000
Office/Household Furniture & Equipment	5,820			5,820
Total Land, vehicles & equipment	77,865			77,865
Storage	67,194			67,194
Distribution & Monitoring	215,012			215,012
Transport & Vehicle Costs	200,272	100		200,372
Total Transport & Storage	482,478	100		482,578
International Staff	1,518,000	9,745		1,527,745
Regionally Deployed Staff	60,016			60,016
National Staff	183,300	330		183,630
National Society Staff	100,709	50		100,759
Consultants	33,957	22,420		56,377
Total Personnel	1,895,982	32,545		1,928,527
Workshops & Training	48,055	220		48,275
Total Workshops & Training	48,055	220		48,275
Travel	59,034	25		59,059
Information & Public Relation	54,486	25		54,511
Office Costs	56,842	6,500		63,342
Communications	51,484	280		51,764
Professional Fees	500			500
Financial Charges	250,000			250,000
Other General Expenses	5,000			5,000
Total General Expenditure	477,346	6,830		484,176
Cash Transfers to 3rd parties		10,000		10,000
Total Contributions & Transfers		10,000		10,000
Program Support	773,387	3,230		776,617
Total Programme Support	773,387	3,230		776,617
Services & Recoveries	30,467			30,467
Earmarking & Reporting fees	70,651			70,651
Total Services	101,118			101,118
TOTAL BUDGET	12,671,645	52,925		12,724,570
Available Resources				
Multilateral Contributions	10,881,082	52,917		10,933,999
TOTAL AVAILABLE RESOURCES	10,881,082	52,917		10,933,999
NET EMERGENCY APPEAL NEEDS	1,790,563	8		1,790,571