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Emergency appeal final report

Philippines: Typhoon Bopha

 International Federation
of Red Cross and Red Crescent Societies

Final report

Emergency appeal n° MDRPH011
GLIDE n° [TC-2012-000197-PHL](#)
2 April 2015

Period covered by this Final Report: 5 December 2012 to 31 October 2014

Appeal target (current):
CHF 16,267,217

Appeal coverage: 50 percent

Appeal history:

- 21 December 2012:
An [emergency appeal](#) launched for CHF 16,267,217 to assist 40,000 families (some 200,000 people) for 18 months
- 5 December 2012:
A [preliminary emergency appeal](#) issued for CHF 4,523,369 to cover 10,000 families (some 50,000 people) over 11 months
- Disaster Relief Emergency Fund (DREF): CHF 393,198 was allocated to support the National Society in its initial response



Affected families have now re-established their community with their typhoon-resilient shelters in a relocation site in Mainit, Cateel, Davao Oriental (**Photo: IFRC**)

Summary: Typhoon Bopha (locally known as Pablo) affected more than 6.3 million families across 34 provinces in southern Philippines in December 2012, killing more than 1,100 people and destroying or damaging more than 230,000 houses along its path. On 5 December 2012, the International Federation of Red Cross and Red Crescent Societies (IFRC) launched an emergency appeal operation to support the Philippine Red Cross (PRC) in delivering assistance to people affected by Bopha. The operation came to a close in October 2014, with targets that could be supported using the funding realized achieved.

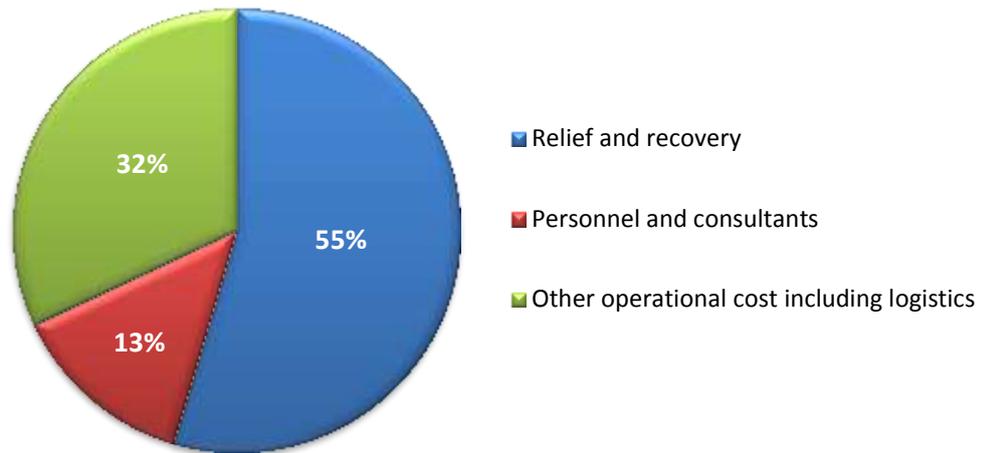
In summary, the following assistance was provided through this emergency appeal operation:

- 17,000 families received food packages
- 17,000 families received non-food items, including blankets, sleeping mats, jerry cans and hygiene kits
- 40,000 families reached with hygiene promotion sessions
- 8,105 families received shelter repair assistance
- 1,200 families received typhoon-resilient shelters
- 2,848 families received livelihoods assistance
- Four schools were supported with new water and sanitation facilities
- Three PRC chapters received water search and rescue (WASAR) and information technology (IT) equipment
- The Compostela Valley chapter of PRC was supported to construct an office building
- One vehicle was provided for PRC

Financial summary:

The emergency appeal sought CHF 16,267,217 but the contributions received amounted to only CHF 8,199,577 (50 percent of the amount appealed). Almost the full amount received was utilized within the timeframe of the operation, with a small balance of CHF 4,056 remaining.

Of the total expenditure, CHF 4,473,173 went to direct costs (including procurement of relief materials, shelter construction materials, provision of conditional cash grants, construction of facilities in schools and payment of skilled and unskilled workers who supported beneficiaries in undertaking actual construction works) while CHF 2,622,720 covered costs that enabled the delivery of assistance to beneficiaries, such as logistics, distribution and monitoring. Finally, CHF 1,099,628 was utilized for personnel costs (including allowances for volunteers who played a key role in monitoring of relief distribution, hygiene promotion, livelihoods and shelter activities).



Meantime, the balance of CHF 4,056 will be transferred to Disaster Management under the Philippines LTPF for 2015 to cover partial costs of the final evaluation of this operation. The evaluation was conducted during March 2015 and final payment to the lead consultant is still pending.

Partners and donors who have any queries or require further clarification regarding this reallocation of the balance of funds are kindly requested to contact IFRC within the next 30 days prior to reallocation of this balance. [<see attached the final financial report>](#)

Achievements and Impact

This final report consolidates the overall achievements of this operation.

As the humanitarian crisis unfolded in the wake of Typhoon Bopha, PRC deployed response teams with rescue equipment, ambulances, rubber boats and trucks, among others, to evacuate and transport people to safety, rescuing 155 individuals. PRC also set up welfare desks inside evacuation centres which provided hot meals to 21,107 people and psychosocial support to 12,734 people. Furthermore, emergency health stations set up by PRC provided emergency medical services to 5,695 people.

As the situation developed, PRC continued its humanitarian activities by providing, through this appeal, a total of 17,000 families (85,000 people) with food packages. Furthermore, a total of 17,000 families (85,000 people) received non-food items, and for 1,000 families in Palawan, mosquito nets were additionally provided. Kitchen sets were also provided to 1,000 families in Compostela Valley. Relief operations were completed in the first quarter of 2013.

Typhoon Bopha also increased risks to the health of the population as exposure to diseases such as dengue, chikungunya, leptospirosis, respiratory and waterborne diseases resulting from the devastation to infrastructure and environment, as well as relocation of population to evacuation centres and tent cities. PRC undertook health and hygiene promotion sessions for families on ways to mitigate these risks alongside the distribution of hygiene kits. Furthermore, through 667 community health volunteers, some 40,000 families (200,000 people) were

reached with health and hygiene promotion activities that utilized participatory hygiene and sanitation transformation (PHAST) and child hygiene and sanitation transformation (CHAST) approaches.

Through the appeal, PRC was also able to provide 8,105 families (40,525 people) with shelter repair assistance and 1,200 families with typhoon-resilient shelters. Furthermore, 2,848 families (14,240 people) were provided with livelihoods assistance.

Water and sanitation facilities in four schools – two each in the provinces of Compostela Valley and Davao Oriental – were also rehabilitated. Each facility comprised four latrines (two for girls and two for boys), an urinal facility for boys, two hand washing facilities and a water supply.

Furthermore, PRC capacity in Agusan del Sur, Compostela Valley, and Davao Oriental chapters was augmented through provision of IT equipment such as projectors, printers and cameras. One vehicle was also provided for use during the operation. The chapters in Compostela Valley, Davao City and Davao Oriental were also provided with water search and rescue equipment and training.

Challenges

It is important to note that the donations received through this appeal were insufficient to deliver the envisioned level of assistance. Based on the income recorded towards the appeal, only 8,105 of the 15,000 families targeted with shelter repair assistance were assisted. Livelihood assistance could not be provided beyond the 2,848 families reached, i.e. against a target of 5,000 families while only 1,200 families received core shelter assistance out of the 4,000 targeted.

Lessons learned

A final external evaluation of programmes implemented under this operation was undertaken during March 2015. Key lessons and recommendations from the evaluation will guide the IFRC and PRC in ongoing and future operations and contribute to broader Red Cross Red Crescent learning, particularly to better address needs in emergency, relief and recovery, taking into account long-term impact and sustainability.

Generally, the findings of the evaluation indicated that the response provided to the typhoon-affected population complemented the response of the authorities. Key informants indicated that the assistance provided was timely, relevant and appropriate. In relation to shelter assistance provided, key informants revealed that they felt safer in their new homes. They further added that the assistance was need-based and provided in an accountable manner, giving due consideration to the local culture and practices of the affected populations. In general, PRC and IFRC were seen as agencies with experience and capacity to provide shelter assistance.

Livelihoods assistance was found to be relevant and covering the most vulnerable. The criteria of selecting the types of intervention were culturally respectful as beneficiaries made the decision on which income-earning activities to venture in based on their specific skills. The amount of the conditional cash grant was adequate but success of the ventures were influenced by the presence of linkages with other stakeholders who provide support services.

Rehabilitation of water and sanitation facilities for schools was a well-informed and relevant intervention. The facilities provides water, sanitation and hygiene-related needs to not only students and staff of the schools but also to the people who evacuate to schools in an event of a disaster.

The evaluation also determined that the level of preparedness for typhoons among the PRC chapters. Chapters in that part of Mindanao were not used to responding to typhoons. It is recommended to build on the responses to Washi and Bopha and support strengthening the disaster risk reduction and preparedness for response capacity of PRC chapters in Mindanao.

Acknowledgement of contributions

Cash and in-kind contributions to this intervention have been received from American Red Cross, Australian government, Belgian Red Cross (Flanders), British Red Cross, Danish Red Cross/Danish government, European Commission – Directorate General for Humanitarian Aid (DG ECHO), Finnish Red Cross/Finnish government, Hewlett Packard Co. Foundation, Italian Government Bilateral Emergency Fund, Japanese Red Cross Society/Japanese government, Mondelez International, New Zealand Red Cross/New Zealand government, Red Cross of Monaco, Swedish Red Cross, Taiwan Red Cross Organization, Canadian Red Cross Society/Canadian government, and the VERF/WHO Voluntary Emergency Relief.

On behalf of the PRC, the IFRC Secretariat would like to thank all these partners for their generous response to this appeal.

The situation

On 4 December 2012, Typhoon Bopha (locally known as Pablo) made landfall over the south eastern part of Mindanao Island in the Philippines, devastating communities in its path and affecting more than 6.3 million families across 34 provinces. In addition, tidal waves pounded coastal areas, affecting coastal communities while heavy rains caused landslides and flash floods in interior areas, especially in Compostela Valley. The storm made multiple landfalls which delayed efforts to establish the extent of damage in its wake.

In its aftermath, the typhoon left behind devastated provinces, particularly ravaging the provinces of Compostela Valley and Davao Oriental, where fatal flash floods and mudslides were reported. Lifelines, livelihoods and infrastructure were also severely affected, with 1,100 deaths and some 230,000 houses damaged or completely destroyed.

Red Cross and Red Crescent action

Achievements against outcomes

Overview

Through this appeal, food and non-food items were provided to more than 17,000 families while reaching 40,020 families with health and hygiene promotion activities through the mobilization of 667 community health volunteers. PRC was also able to distribute tarpaulins to 1,400 families and provide safe drinking water to more than 18,000 families living in 'tent cities' while ensuring that families had access to proper water and sanitation facilities. The relief phase was completed in the first quarter of 2013, evolving into the recovery phase which was completed by 31 October 2014. Details of implementation per sector are as seen below.

Relief distributions (food items)
Outcome: Immediate food needs of 17,000 families (85,000 people) are met through provision of appropriate food items within three months
Output: The immediate food needs of 17,000 families are met through food distributions

Food distributions

The funding received under this appeal helped to provide 17,000 families with food packages containing 12 kilogrammes of rice, 10 packs of instant noodles, eight cans of corned beef, six cans of sardines, two kilogrammes of green gram, a 250-gramme packet of iodized salt, a kilogramme of sugar, a litre of cooking oil and one bottle of liquid seasoning.

Table 1. Families provided with food packages under this appeal

Province	Families assisted with food packages
Agusan del Sur	5,000
Bukidnon	5,000
Compostela Valley	5,000
Palawan	1,500
Siquijor	500
Total	17,000

The food assistance provided contributed to meeting the immediate food needs families that were reached, pending a resumption of markets and restoration of livelihoods.

Relief distributions (basic non-food items)
Outcome: Essential household needs of 17,000 affected families (85,000 people) are met through the provision of appropriate non-food items within four months.
Output: The immediate needs of 17,000 families that have incurred losses or damage to household items are met through distribution of non-food items

Non-food distributions

The target of distributing non-food items to 17,000 families was reached. Non-food items comprised two blankets, two sleeping mats, one 20-litre jerry can, and for families in Palawan, mosquito nets were also provided. Hygiene kits were also distributed to 17,000 families. A standard PRC hygiene kit contains five toothbrushes, one tube of toothpaste, a bottle of shampoo, five pieces of bathing soap, five plastic combs, a pack of cotton buds (200 pieces), a pack of sanitary napkins (10 pieces), a nail cutter/clipper, a bar of washing soap, two packs of disposable razors, two rolls of toilet paper and five face towels.

Table 2. Families provided with non-food items under this appeal

Province	Families who received non-food items	Families who received hygiene kits
Agusan del Sur	5,000	5,000
Bukidnon	5,000	5,000
Compostela Valley	5,000	5,000
Palawan	1,500	1,500
Siquijor	500	500
Total	17,000	17,000

A beneficiary satisfaction survey, undertaken in April 2013, showed that the people assisted (75 percent) were satisfied with the selection criteria put in place by the PRC and the pre-distribution orientation or information sessions organized by PRC staff and volunteers. Around 89 percent of beneficiaries indicated that the items provided were relevant and in line with their needs. Finally, 91 percent observed that distributions were orderly, respectful and sensitive to their dignity.

Health
Outcome: The immediate health risks of 40,000 typhoon-affected families (200,000 people) are met through community-based activities within six months.
Output: Some 40,000 families have improved knowledge in the prevention and home care of waterborne, water related and other infectious diseases

During the first days of the intervention, IFRC deployed its emergency health coordinator for Asia Pacific zone office to support PRC in undertaking a rapid assessment in the two worst-affected provinces of Compostela Valley and Davao Oriental. The assessment recommended the deployment of mobile health teams in the two provinces and the immediate scaling-up of community health services, particularly on disease prevention, health promotion and psychosocial support. PRC was able to meet these needs with the support of other partners, including the International Committee of the Red Cross and Spanish Red Cross. This operation, therefore, focused on disease prevention, health and hygiene education.

Dissemination of disease prevention, health and hygiene messages started in the immediate aftermath of Bopha and utilized two approaches: in the first, hygiene promotion was done as a focused, standalone activity while in the second approach, it was linked with distribution of non-food items, specifically hygiene kits. For the latter, all the 17,000 families provided with hygiene kits were reached.

For disease prevention and health promotion using the participatory hygiene and sanitation transformation in emergency response (PHASTER) approach, community health volunteers (CHVs) – who were previously trained and mobilized for Tropical Storm Washi operation in December 2011, as well as from other chapters in Mindanao – were engaged and mobilized to support their counterparts in Agusan del Sur, Compostela Valley, Davao Oriental and Surigao del Sur. Furthermore, respective PRC chapter volunteers as well as community members were identified and trained as health volunteers. Taking note of the emergency phase and workload in response activities, the trainings were done jointly for both community and chapter volunteers. In all, a total of 667 CHVs were mobilized and trained. They reached 40,020 families in Agusan del Sur, Bukidnon, Compostela Valley, Davao Oriental, Palawan, Siquijor and Surigao del Sur with disease prevention and health messages.

Table 3. CHVs mobilized and families reached with hygiene promotion under this appeal

Province	CHVs mobilized and trained	Number of families reached
Agusan del Sur	99	8,092
Bukidnon	83	5,197
Compostela Valley	129	10,270
Davao Oriental	197	6,582
Palawan	65	4,390
Siquijor	n/a	2,347
Surigao del Sur	94	3,142
Total	667	40,020

In undertaking health and hygiene promotion, the CHVs used flipcharts, flash cards and distributed leaflets containing detailed information on general hygiene and common diseases, including diarrhoea and dengue, in different barangays and schools as dissemination tools during the sessions. Posters, banners and tarpaulins bearing key messages on hand-washing, and prevention and management of diarrhoea and dengue were posted at strategic locations in evacuation centres, tent cities and affected communities.

Prior to initiating health and hygiene promotion, the CHVs undertook a baseline survey to determine the existing knowledge and practices of the community pertaining to hygiene behaviour. A minimum of 10 percent of the target population was interviewed during the baseline survey, with the trained CHVs doing house-to-house assessment. An end-line survey was undertaken at the end of the project to determine the improvement of knowledge and practices in the community pertaining to hygiene behaviour.

An analysis of baseline and end-line surveys showed improved knowledge and practice in relation to hand-washing, dengue and diarrhoea prevention, proper water storage and basic environmental sanitation. For example, while at the baseline, only 71 percent of respondents said they washed their hands before handling food, at the end-line, 96 percent said they washed their hands before handling food. The respondents displayed an increased awareness on how washing hands helps to reduce bacteria and consequently preventing acquisition of diseases. An increased proportion of respondents showed excellent understanding of the linkage between ingestion of contaminated food or water in the acquisition of diarrhoeal diseases. The comparison of baseline and end-line data demonstrated that this programme component contributed, in part, to improved knowledge in the prevention and home care of waterborne, water related and other infectious diseases among the people reached.

Water and Sanitation
Outcome: 5,000 families (25,000 people) as well as students and staff in five schools have improved access to water or sanitation facilities as well as improved environmental sanitation in 22 months.
Outputs: <ul style="list-style-type: none"> • Affected families in communities have access to safe water and improved environmental sanitation • A total of 4,000 families that receive typhoon-resilient shelter assistance also have improved access to sanitation facilities • Students and staff in five schools have improved access to water and sanitation facilities

The water and sanitation sector comprised six components: distribution of safe drinking water; small-scale rehabilitation of community water sources; specific support in 'tent cities' to ensure that displaced families had access to essential services and facilities such as cooking areas, lighting, garbage bins, latrines and bathrooms; debris clearing in communities; construction of pour-flush latrines and septic tanks as integral components of the core shelters; and rehabilitation of water and sanitation facilities.

Access to safe water and improved environmental sanitation

Within six months of Typhoon Bopha, PRC was able to distribute more than 1 million litres of safe drinking water to 18,000 families in Compostela Valley using trucks that refilled the nine tanks it helped install, as well as 21 other tanks installed by local government units and other organizations on a daily schedule. This operation has also supported small-scale rehabilitation works on three water sources (springs) – one in Barangay Andap in New Bataan, one in Barangay Cabinuangan in New Bataan and one in Barangay Upper Ulip in Monkayo – used as sources of water for some 600 families. The target of 5,000 families was exceeded.

In addition safe water distribution, PRC provided specific support in 'tent cities' to ensure that displaced families had access to essential services and facilities. The national society built communal cooking areas, installed lighting, provided garbage bins, and constructed latrines/bathing areas in three tent cities that it had established to

accommodate displaced families. Furthermore, drainage outlets were dug or reinforced, pathways cleared or marked, and gravel poured to minimize mud in the tent cities.

In relation to sanitation, the following specific activities were undertaken:

- Small-scale rehabilitation works on three water sources (springs) –one in Barangay Andap in New Bataan, one in Barangay Cabinuangan in New Bataan and one in Barangay Upper Ulip in Monkayo – used as sources of water for some 600 families.
- Setting up three communal cooking areas – in Barangay Bantacan (one kitchen area) and one in Barangay Cabinuangan (two kitchen areas) – installing lighting and providing 12 garbage bins for two tent cities in New Bataan Municipality, Compostela Valley (one in Barangay Bantacan and one in Barangay Cabinuangan, catering for 143 displaced families).
- Constructing six pit latrines, 10 semi-permanent latrines and 12 bathing areas in two tent cities in New Bataan Municipality, Compostela Valley catering for displaced families as well as a student population of 1,720.
- Digging up and reinforced drainages, clearing and marking pathways, and pouring gravel to minimize mud around three tent cities in Compostela Valley to the benefit of displaced families as well undertaking canal improvement and drainage rehabilitation (re-routing or sand-bagging) at community level – four barangays – in Agusan del Sur, Compostela Valley and Surigao del Sur to the benefit of 1,344 families.
- Rehabilitating six latrines, one water collection point, two hand-washing areas and a one-kilometre pipeline for two schools that were used as evacuation centres in Compostela Valley to the benefit of 100 displaced families and 860 students.
- Undertaking debris clearing and cutting/slicing of fallen trees – mobilizing community members equipped with shovels, mattocks, wheel barrows, machetes and chainsaws – at barangay level in Agusan del Sur, Compostela Valley and Surigao del Sur to the benefit of 1,354 families.

The above water and sanitation activities were implemented jointly with Spanish Red Cross and German Red Cross using the cash-for-work modality, with a total of 2,068 persons engaged receiving income in the form of daily wages, thereby putting them at a better position to meet their day-to-day needs.

Restoring/improving access to sanitation in schools

The operation also included a component to rehabilitate water and sanitation facilities in schools that were damaged by the typhoon. The affected schools experienced damage not only to the classrooms, but also to water and sanitation facilities, such as latrines. Rehabilitation of these facilities was urgently needed not only for the school population but also in view of the role that the schools play in accommodating evacuees.

Rehabilitation of water and sanitation facilities covered a total of four schools – two each in Compostela Valley and Davao Oriental (see Table 4 for details). The facilities in each school comprised four latrines (two for females and two for males), an urinal facility (for males) and a hand washing facility, with water supply. Furthermore, in three schools, namely Compostela Central Elementary School, Boston Central Elementary School and Boston National High School, an electric water pump and 21-gallon tank were installed to ensure availability of water for flushing, cleaning and hand-washing in the facilities rehabilitated as there was no pre-existing water supply.

Table 4. Schools supported with rehabilitation of water and sanitation facilities

Province	Compostela Valley		Davao Oriental	
	Monte Vista	Compostela	Boston	Boston
Municipality	New Visayas Elementary School	Compostela Central Elementary School	Boston Central Elementary School	Boston National High School
School				
Number of pupils	538	4,184	820	901
Number of girls (pupils)	261	2,039	405	447
Number of boys (pupils)	277	2,145	415	454
Latrines provided	4	4	4	4
Urinals provided	1	1	1	1

In selecting the schools to be provided with assistance, close coordination was maintained with the Department of Education, local authorities, as well as water, sanitation and hygiene (WASH) and Education clusters prior to and during project implementation to ensure no duplication of assistance.



Completed water and sanitation facilities with four latrines and one urinal. *Left:* Boston National High School, Davao Oriental. *Right:* Central Visayas Elementary School, Compostela Valley (**Photo: IFRC**)

Sanitation facilities linked to shelter

This operation also supported construction of pour-flush latrines and septic tanks as integral components of the typhoon-resilient core shelter, specifically the model that combined the use of wooden and concrete materials. All the 800 core shelters constructed using a combination of wooden and concrete materials have pour-flush latrines and septic tank as integral components. As such, the 800 families that moved into their new homes with access to essential household sanitation facilities.

Shelter
Outcome: 19,000 affected families have safer shelter solutions through the provision of locally appropriate materials, tools and guidance on improved building techniques within 22 months.
Outputs:
<ul style="list-style-type: none"> • 15,000 families whose houses were damaged by the typhoon have received shelter repair materials • 4,000 families whose houses were destroyed as a result of the Typhoon Bopha have rebuilt transitional shelters applying typhoon-resilient techniques



Beneficiaries queue to receive their conditional cash grant for shelter repair (**Photo: IFRC**)

The shelter component of this operation had three components. The first was emergency shelter assistance, which entailed distribution of tarpaulins and tents. A total of 1,400 families from Bukidnon and Compostela Valley provinces received tarpaulins.

The other two components were related to shelter recovery: shelter repair assistance (shelter repair materials for families whose homes were partially damaged) and typhoon-resilient shelter reconstruction (materials and guidance for construction of new typhoon-resilient shelters for families whose homes were totally destroyed).

Shelter repair assistance

As Typhoon Bopha left extensive damage to houses especially in the provinces of Compostela Valley and Davao Oriental, an assessment was done which revealed that families were in dire need to repair their damaged shelters. PRC, together with IFRC, provided shelter repair assistance in the form of conditional cash grants together with orientation sessions on proper construction techniques to ensure that the assistance was efficiently utilized and the houses were refurbished applying typhoon-resilient measures. The cash grant was worth PHP 10,000 (CHF 220), which was split in two instalments (PHP 6,000 and then PHP 4,000). In total, 8,105 families in Agusan del Sur, Bukidnon, Compostela Valley, Davao Oriental and Palawan received the cash grant (see table 5).

Table 5. Number of families reached with shelter repair assistance

Province	Number of families reached
Agusan del Sur	1,944
Bukidnon	1,006
Compostela Valley	3,050
Davao Oriental	1,605
Palawan	500
Total	8,105

In general, shelter assistance targeted families that lacked the capacity to repair or rebuild their damaged or destroyed houses. In addition to this denominator, the selection criteria of PRC prioritized families headed by women (widows, divorced or separated), families without income, families headed by children, families with persons with disabilities, families with young children or elderly family members and families from socially excluded groups.

Core (typhoon-resilient) shelter assistance

The transitional typhoon-resilient shelters provided were of two types: full wooden shelter and wooden and concrete shelter. The wooden shelter model was targeted for families whose houses were destroyed in inner barangays, where transport of heavy (concrete) materials would be restrictive. In all, 400 units of this model were built through this appeal (200 each in Compostela Valley and Davao Oriental). Implementation of this model was done jointly with the German Red Cross and Spanish Red Cross within the context of a consortium funded by DG ECHO. For the second model, 800 wooden and concrete shelters were constructed for the affected families.

Table 6. Number of families provided with typhoon-resilient shelters

Province	Number of families who received full wooden shelters	Number of families who received wooden and concrete shelters
Agusan del Sur	n/a	100
Compostela Valley	200	350
Davao Oriental	200	350
Total	400	800

To ensure swift implementation of shelter repair activities, shelter project teams, composed of Red Cross staff, engineers, delegates, volunteers, carpenters and masons, were formed. The teams were responsible for organizing sessions for selected beneficiaries to ensure that the people targeted with assistance are aware of the nature of the assistance they will receive and for organizing technical sessions to encourage beneficiaries to not only repair safer shelters but also to incorporate typhoon-resilient construction techniques.

Linked to the core shelter component, the appeal was able to support individuals in accessing shelter-related income generating opportunities. The individuals comprised carpenters and masons, as well as unskilled labourers - who were selected from the local communities to support selected house owners in the rebuilding process. After the orientation on safer shelter construction techniques, the individuals formed the construction team and received payment on a cash-for-work basis.

Livelihoods
Outcome: Coping mechanisms of 5,000 affected families are improved in 18 months through voucher or cash-based solutions for restoring livelihoods.
Output: 5,000 affected families have restored their livelihoods, strengthening their self-reliance through the provision of vouchers or cash grants

The early recovery livelihood assistance under this operation aimed at supporting affected families to re-establish income capacity by starting up self-designed livelihood solutions. Through the appeal, 2,848 families (approximately 14,240 people) received the conditional livelihood grant.

Livelihood activities started by those assisted mostly included farming, fishing, livestock and poultry rearing, and small-scale retail stores. Post-assistance monitoring revealed that 65 percent of beneficiaries preferred to engage in livestock-related ventures.

Table 7. Number of families reached with livelihoods assistance

Province	Number of families reached
Agusan del Sur	300
Bukidnon	200
Compostela Valley	990
Davao Oriental	1,349
Palawan	9
Total	2,848

Based on assessments, a project was initiated to provide selected families with livelihoods assistance to assist in the recovery of their income generating capacity. In implementing this component, eight steps were involved. The

first step was targeting of areas (localities) to be assisted in the provinces. Priority was given to barangays that were severely impacted by the typhoon but have not been effectively reached with livelihood assistance from the authorities or other actors. This first step was led by the chapter livelihood teams in consultation with administrators of concerned chapters, as well as the livelihoods working group. The process involved a review of secondary data, clustering of barangays and mapping of key players in the sector.

With areas to be covered determined, the second step was a coordination meeting that brought together the Red Cross teams and key players identified during the first step. In addition to the local government units, other players with whom close coordination has been maintained included the local department of agriculture, local department of social welfare and development and non-governmental organizations operational in the localities.

The third step (orientation of chapter level Red Cross teams that will play a role in the project) was done with support of the livelihoods working groups. Orientation covered the entire scope of the project, including its objectives, activities, beneficiary selection criteria, registration of beneficiaries, proposal generation, reviewing proposals and preparing chapter-level plans of action and budgets. Chapter administrators, staff and volunteers (who formed the chapter livelihood teams) participated in this process.

Subsequently, these groups organized orientation of barangay officials and guided the process of forming barangay level committees. This fourth step was to ensure a trickle-down of understanding of the project to the grassroots level. Barangay level committees were formed through community-wide consultations via meetings called by barangay officials. During the meetings, community members were informed about the role of the committees and the need to ensure that their compositions reflected different facets of society. The criterion for exclusion was also clarified and social mapping of all households in the barangay was initiated.

Barangay level committees undertook the fifth step, which was the selection of beneficiaries. The selection process entailed prioritizing the most vulnerable households, using the social mapping initiated at the fourth step and taking into account the PRC beneficiary selection criteria. Once the beneficiaries were selected, they were provided with PRC beneficiary identity cards prior to proceeding to the next step, i.e. generation of proposals. Upon the generation of a proposal and its approval, the selected beneficiaries then received assistance through a combination of vouchers and grants.



Left: A Red Cross volunteer visits a fisherman supported by Red Cross livelihood assistance. Right: A fish vendor was supported to regain her income-generating activities after Typhoon Bopha. (Photos: IFRC)

National Society preparedness for response

Outcome: The disaster preparedness and response capacity of PRC national headquarters and selected chapters in affected areas strengthened within 18 months.

Output: PRC national headquarters and chapters in operational areas have improved their disaster response capacities.

To augment the National Society's and its chapters' capacity to respond to disasters, two Rubb halls for use as emergency storage and other purposes, 110 family tents and two dispensary tents, were provided. One vehicle geared for flooding and off-road conditions was also provided to PRC. Desktop computers, with projectors, printers and cameras were also given to Agusan del Sur, Compostela Valley and Davao Oriental chapters.

Procurement of equipment for water search and rescue (WASAR) teams for three chapters was done by the Finnish Red Cross in support of this operation with training of the WASAR teams also undertaken (See [annex 1](#) for details of the equipment provided). The Compostela Valley chapter of PRC was supported in the construction of its new office complex.

Challenges

While needs on the ground were massive, the resources obtained under this operation were insufficient to meet the targets set out in the emergency appeal. Based on the income obtained, the IFRC could only deliver assistance as outlined in this report. The funds obtained have, by large, been fully spent.

In designing the operational strategy, it was acknowledged that some conditions had to hold for objectives to be achieved and for the operation to be completed within the set timeframe. While relief distributions were completed within three months, they could have been completed much earlier were it not for several factors. The factors slowed down the pace to some extent, resulting in a situation where some families only received the items in late February or early March. In particular, distributions in Palawan were constrained by logistical and weather challenges. Transport of items to distribution points in the province entailed overcoming significant logistics challenges as the areas most affected by Typhoon Bopha are far-flung islands – Araceli, Cagayancillo, Culion and Linapacan – reachable only by small motorized boats. Items could not be transported in bulk and each trip from the main island of Puerto Princesa took a full work day. At times rough seas and strong currents prompted delays owing to safety reasons, with items transported only during periods of calmer seas. A series of severe weather conditions did not only bring safety concerns but also disrupted ongoing activities as PRC chapters responded to needs wrought by those systems. These challenges notwithstanding, PRC eventually managed to deliver the assistance to all targeted families, reaching areas that were not covered by other humanitarian actors.

While some survivors of Bopha quickly repaired their damaged homes, those who used to live in areas that were subsequently categorized as ‘no build zones’ needed to be relocated. Relocation of affected families from hazard zones was constrained by challenges relating to obtaining suitable land outside the ‘no build zones’. This situation resulted in cases where hundreds of families remained in tent cities more than a year after the disaster. The leadership of PRC engaged with local authorities with a view of obtaining suitable, ‘safer’ land to resettle such families. Suitable sites were obtained in Compostela Valley and Davao Oriental. While provision of shelter assistance within available funding was completed by October 2014, following heavy rains in the last quarter of the year, one site in Compostela Valley was affected by a landslide, which damaged nine houses. The landslide was prompted by site development limitations, which weakened the soil. Coordination with local authorities is ongoing to ensure that the affected families obtain alternative land and can be resettled.

Parts of Mindanao have for many years been affected by protracted situations of violence, as such prior to targeting specific localities, a careful analysis of the situation was necessary, taking into account the mandates of different actors, so as not to jeopardize access to families in need – which could hamper delivery of humanitarian assistance. The security considerations also meant a careful balance in terms of targeting or selecting beneficiaries in a situation where there were only limited resources compared to massive needs on the ground. Within the Movement, there was mutual understanding on targeting and ensuring (as much as possible) a standardized approach in specific areas.

Monitoring and evaluation

A final external evaluation of programmes implemented under this operation was undertaken in March 2015. Key lessons and recommendations from the evaluation will guide the IFRC and PRC in ongoing and future operations and contribute to broader Red Cross Red Crescent learning, particularly to better address needs in emergency, relief and recovery, taking into account long-term impact and sustainability.

The evaluation determined that in general, the response contributed to reducing the suffering of the affected population and positively complemented the response of the authorities, particularly in the programming sectors and geographical areas it covered. Key informants indicated that the assistance provided was timely, relevant and appropriate. The informants expressed their deep appreciation and gratitude for the assistance.

The shelter assistance provided was found to be established on evidence-based relevance, with shelters deemed to be resilient. Key informants said they felt safer in their new homes and appreciated that assistance was need-based and provided in an accountable manner that respected culture and local practices of affected populations. Across all geographical areas, PRC and IFRC were recognized as agencies that have the experience and capacity to provide shelter assistance – something that can be built upon to maximize impact in future similar interventions and possibly establish a niche.

The evaluation noted that PRC and IFRC genuine efforts to meet the needs of most vulnerable people by providing shelter assistance both to families that had own land or land tenure security outside the 'no build zones' and permission from the authorities to rebuild on the land as well as families that needed to be relocated because the areas they used to live in prior to Bopha were declared 'no build zones'. However, it was noted that more could have been done to organize communities in new sites to better manage their new neighbourhood sustainably. The community in one particular site – in Purok 14, New Bataan, Compostela Valley – was found to be most organized and therefore best practice to be replicated elsewhere. Furthermore, the relocation site in Barangay Mainit, Cateel, Davao Oriental, was found to have been developed holistically, with the local authorities providing a full-range of services including a barangay hall and a health facility, with schools under construction. This best practice should be pursued to ensure maximum benefit for affected people.

Livelihoods assistance was found to be relevant and covering the most vulnerable, although it could have been expanded to wider geographical areas if considerations such as security had permitted. The criteria of selecting the types of intervention were culturally respectful as beneficiaries made the decision on which income-earning activities to venture in based on their specific skills. The amount of the conditional cash grant was relatively adequate. Nevertheless, there was a mixture of success and failures as there were ventures that were flourishing two years on while some did not break even. Furthermore, linkages with other stakeholders who provide support services clearly needed. For instance, households that opted for livestock-related livelihood activities such as piggery, poultry and goat-raising could have benefited from veterinary services provided by the authorities if prior linkages had been established.

Rehabilitation of water and sanitation facilities for schools was a well-informed and relevant intervention. The facilities are now not only serving the water, sanitation and hygiene-related needs of students and staff of the schools but also needs of people who evacuate to the schools due to disasters. It was recommended that future similar interventions should consider support for other facilities that are also used as evacuation centres, including covered courts and playgrounds.

The evaluation also determined that the level of preparedness for typhoons among the PRC chapters involved differed and needs more focus. This was mainly because the chapters in that part of Mindanao were not used to responding to typhoons: prior to Typhoon Bopha, the only other tropical cyclone to affect the region in recent decades was Tropical Storm Washi (Sendong) of 2011. It is recommended to build on the responses to Washi and Bopha and support strengthening the disaster risk reduction and preparedness for response capacity of PRC chapters in Mindanao. IFRC should support these longer-term efforts of PRC within the context of linking relief, recovery and development.

In conclusion, the key lessons and recommendations from the evaluation will guide ongoing and future operations. Once finalized, and management feedback obtained, the evaluation report will be shared with interested donors and partners.

Contact information

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 - Martin Faller, Head of operations, martin.faller@ifrc.org
 - Necephor Mghendi, Operations coordinator; necephor.mghendi@ifrc.org

- Peter Ophoff, Head of planning, monitoring, evaluation and reporting (PMER); peter.ophoff@ifrc.org

Please send all pledges for funding to zonerm.asiapacific@ifrc.org

Click here

1. Final financial report [below](#)
 2. Annex 1 [below](#) on the list of equipment provided
 3. [Return](#) to the title page
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How we work

All IFRC 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 the [Humanitarian Charter and Minimum Standards in Disaster Response \(Sphere\)](#) in delivering assistance to the most vulnerable.

The 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.

www.ifrc.org
Saving lives, changing minds.



The 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.

Disaster Response Financial Report

MDRPH011 - Typhoon Bopha

Timeframe: 05 Dec 12 to 31 Oct 14

Appeal Launch Date: 05 Dec 12

Final Report

Selected Parameters

Reporting Timeframe	2012/12-2014/12	Programme	MDRPH011
Budget Timeframe	2012/12-2014/10	Budget	APPROVED
Split by funding source	Y	Project	*
Subsector:	*		

All figures are in Swiss Francs (CHF)

I. Funding

	Raise humanitarian standards	Grow RC/RC services for vulnerable people	Strengthen RC/RC contribution to development	Heighten influence and support for RC/RC work	Joint working and accountability	TOTAL	Deferred Income
A. Budget		16,267,218				16,267,218	
B. Opening Balance							
Income							
Cash contributions							
American Red Cross		244,525				244,525	
Australian Government		88,100				88,100	
Belgian Red Cross (Flanders)		3,033				3,033	
British Red Cross		354,931				354,931	
Canadian Red Cross		164,822				164,822	
Canadian Red Cross (from Canadian Government*)		241,164				241,164	
Danish Red Cross (from Danish Government*)		356,938				356,938	
European Commission - DG ECHO		3,159,682				3,159,682	
Finnish Red Cross (from Finnish Government*)		650,612				650,612	
Hewlett Packard Co. Foundation		44,100				44,100	
Italian Government Bilateral Emergency Fund		241,692				241,692	
Japanese Government		1,117,318				1,117,318	
Japanese Red Cross Society		216,956				216,956	
Mondelez International		44,100				44,100	
New Zealand Red Cross		86,340				86,340	
New Zealand Red Cross (from New Zealand Government*)		385,750				385,750	
Red Cross of Monaco		12,335				12,335	
Swedish Red Cross		708,891				708,891	
Taiwan Red Cross Organisation		56,429				56,429	
VERF/WHO Voluntary Emergency Relief		2,000				2,000	
C1. Cash contributions		8,179,719				8,179,719	
Inkind Personnel							
Finnish Red Cross		19,858				19,858	
C3. Inkind Personnel		19,858				19,858	
C. Total Income = SUM(C1..C4)		8,199,577				8,199,577	
D. Total Funding = B + C		8,199,577				8,199,577	

* Funding source data based on information provided by the donor

II. Movement of Funds

	Raise humanitarian standards	Grow RC/RC services for vulnerable people	Strengthen RC/RC contribution to development	Heighten influence and support for RC/RC work	Joint working and accountability	TOTAL	Deferred Income
B. Opening Balance							
C. Income		8,199,577				8,199,577	
E. Expenditure		-8,195,521				-8,195,521	
F. Closing Balance = (B + C + E)		4,056				4,056	

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Split by funding source	Y	Project	*
Subsector:	*		

All figures are in Swiss Francs (CHF)

III. Expenditure

Account Groups	Budget	Expenditure					TOTAL	Variance
		Raise humanitarian standards	Grow RC/RC services for vulnerable people	Strengthen RC/RC contribution to development	Heighten influence and support for RC/RC work	Joint working and accountability		
	A					B	A - B	
BUDGET (C)			16,267,218			16,267,218		
Relief items, Construction, Supplies								
Shelter - Relief	3,555,000		1,733,253			1,733,253	1,821,747	
Shelter - Transitional	7,139,530		1,317,315			1,317,315	5,822,215	
Construction Materials			3,282			3,282	-3,282	
Clothing & Textiles	241,700		214,821			214,821	26,879	
Food	391,000		273,150			273,150	117,850	
Water, Sanitation & Hygiene	429,000		381,828			381,828	47,172	
Medical & First Aid			-264			-264	264	
Utensils & Tools	90,952		55,427			55,427	35,525	
Other Supplies & Services	100,000		190			190	99,810	
Cash Disbursement	1,175,000		494,171			494,171	680,829	
Total Relief items, Construction, Sup	13,122,182		4,473,173			4,473,173	8,649,009	
Land, vehicles & equipment								
Vehicles	30,000		21,696			21,696	8,304	
Computers & Telecom	15,000		3,467			3,467	11,533	
Total Land, vehicles & equipment	45,000		25,163			25,163	19,837	
Logistics, Transport & Storage								
Storage	229,100		70,534			70,534	158,566	
Distribution & Monitoring	48,000		12,207			12,207	35,793	
Transport & Vehicles Costs	75,300		136,963			136,963	-61,663	
Logistics Services	30,000		23,654			23,654	6,346	
Total Logistics, Transport & Storage	382,400		243,359			243,359	139,041	
Personnel								
International Staff	648,005		652,522			652,522	-4,518	
National Staff	284,889		162,403			162,403	122,486	
National Society Staff	21,600		17,329			17,329	4,271	
Volunteers	168,000		134,628			134,628	33,372	
Total Personnel	1,122,494		966,882			966,882	155,612	
Consultants & Professional Fees								
Consultants	84,196		81,300			81,300	2,895	
Professional Fees	12,667		51,446			51,446	-38,779	
Total Consultants & Professional Fees	96,862		132,746			132,746	-35,884	
Workshops & Training								
Workshops & Training	63,012		43,783			43,783	19,229	
Total Workshops & Training	63,012		43,783			43,783	19,229	
General Expenditure								
Travel	137,475		99,240			99,240	38,236	
Information & Public Relations	30,640		28,434			28,434	2,207	
Office Costs	56,256		46,982			46,982	9,274	
Communications	21,939		19,061			19,061	2,878	
Financial Charges	88,750		87,119			87,119	1,631	
Other General Expenses	9,000		4,322			4,322	4,678	
Shared Office and Services Costs	76,953		122,231			122,231	-45,278	
Total General Expenditure	421,014		407,388			407,388	13,626	
Contributions & Transfers								
Cash Transfers National Societies			1,363,276			1,363,276	-1,363,276	
Cash Transfers to 3rd Parties	20,000		10,000			10,000	10,000	

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All figures are in Swiss Francs (CHF)

III. Expenditure

Account Groups	Budget	Expenditure					TOTAL	Variance
		Raise humanitarian standards	Grow RC/RC services for vulnerable people	Strengthen RC/RC contribution to development	Heighten influence and support for RC/RC work	Joint working and accountability		
	A					B	A - B	
BUDGET (C)			16,267,218			16,267,218		
Total Contributions & Transfers	20,000		1,373,276			1,373,276	-1,353,276	
Indirect Costs								
Programme & Services Support Recovr	992,743		496,984			496,984	495,758	
Total Indirect Costs	992,743		496,984			496,984	495,758	
Pledge Specific Costs								
Pledge Earmarking Fee			24,469			24,469	-24,469	
Pledge Reporting Fees	1,511		8,300			8,300	-6,789	
Total Pledge Specific Costs	1,511		32,769			32,769	-31,258	
TOTAL EXPENDITURE (D)	16,267,218		8,195,521			8,195,521	8,071,697	
VARIANCE (C - D)			8,071,697			8,071,697		

Annex 1: Equipment provided

Description	Quantity	Unit	Location
Fireman's axe (medium size)	2	pcs	Compostela Valley
Face mask	10	pcs	Davao Oriental
Anchor strap	2	pcs	Davao Oriental
Concrete chainsaw (circular saw)	1	pc	Davao City
Folding spade/shovel	6	pcs	Davao City
Breaching tool (demolition hammer)	2	pcs	Davao City
Heavy duty hacksaw	2	pcs	Davao City
Carbide hacksaw blade	4	pcs	Davao City
Sledge hammer	2	pcs	Davao City
Come along or cable winch puller	2	pcs	Davao City
Mobile light tower	1	pc	Davao City
Water rescue or canyoneering rope	2	pcs	Davao City
NRS tow tether	4	pcs	Davao City
Rescue boat (plastic) with trailer	2	sets	Compostela Valley (1) & Davao Oriental (1)
Outboard motor (30HP)	2	units	Compostela Valley (1) & Davao Oriental (1)
Kayak orca	3	pcs	Compostela Valley (1) & Davao Oriental (1)
Life vest	20	pcs	Compostela Valley (10) & Davao Oriental (10)
Bolt cutter	4	pcs	Compostela Valley (2) & Davao Oriental (2)
Spineboard with strap	4	pcs	Compostela Valley (3) & Davao Oriental (1)
Head immobilizer	7	pcs	Compostela Valley (3) & Davao Oriental (4)
Kendrick's extrication device	3	pcs	Compostela Valley
Bag valve mask	6	pcs	Compostela Valley (3) & Davao Oriental (3)
Trauma kit with content	10	sets	Compostela Valley (5) & Davao Oriental (5)
Automated external defibrillator (AED) Live Life Point PRO AED (with AED Trainer Freebies)	2	units	Compostela Valley (1) & Davao Oriental (1)
Aluminum foldable stretcher	4	pcs	Compostela Valley (2) & Davao Oriental (2)
Heavy duty rechargeable water proof search light	8	pcs	Compostela Valley (3) & Davao Oriental (5)
Tendon Kermantle rescue (12mm x 100 m)	4	rolls	Compostela Valley (2) & Davao Oriental (2)
Tendon Kermantle rescue (12mm x 200 m)	2	rolls	Davao Oriental
Seat harness	10	pcs	Compostela Valley (5) & Davao Oriental (5)
Steel carabiner	17	pcs	Compostela Valley (9) & Davao Oriental (8)
Pulley	11	pcs	Compostela Valley (3) & Davao Oriental (8)
8 Ring	11	pcs	Compostela Valley (3) & Davao Oriental (8)
Leather working gloves	17	pairs	Compostela Valley (12) & Davao Oriental (5)
Helmet (for high angle rescue)	24	pcs	Compostela Valley (12) & Davao Oriental (12)
Portable oxygen tank with humidified gauge	4	units	Compostela Valley (2) & Davao Oriental (2)
Throw bag	8	pcs	Compostela Valley (6) & Davao Oriental (2)
Heavy duty headlamps	17	pcs	Compostela Valley (12) & Davao Oriental (5)
Vehicle mounted search light	3	pcs	Compostela Valley
Rescue buoy/can	6	pcs	Compostela Valley
CPR board	3	pcs	Compostela Valley
Scoop stretcher	1	pc	Compostela Valley
Rope bag	3	pcs	Compostela Valley
Oropharyngeal airway	5	sets	Davao Oriental
Nasopharyngeal airway	5	sets	Davao Oriental
Cervical collar	3	sets	Davao Oriental
Splint	5	sets	Davao Oriental
Basket stretcher	1	pc	Davao Oriental
Utility rope big (200m)	3	meters	Davao Oriental
Anchor plate	2	pcs	Davao Oriental
Type 5 Vest	5	pcs	Davao Oriental

Description	Quantity	Unit	Location
Throw line (100m)	2	rolls	Davao Oriental
Life ring	2	pcs	Davao Oriental
Rescue tube	2	pcs	Davao Oriental
Chargeable solar lights	6	units	Davao Oriental
Regular chainsaw	2	pcs	Davao City
Rope rescue equipment (300ft)	2	pcs	Davao City
Rope rescue equipment (200ft)	2	pcs	Davao City
Rope rescue tripod	1	set	Davao City
Rope rescue seat harness	6	pcs	Davao City
Rope rescue helmet	6	pcs	Davao City
Rope rescue swivel	2	pcs	Davao City
Pry bar	2	pcs	Davao City
Heavy duty bolt cutter	1	pc	Davao City