

Plan 2009-2010

 International Federation
of Red Cross and Red Crescent Societies

Philippines

Executive summary

Disasters in the Philippines in 2006 affected 8.61 million families (approximately 10.4 per cent of the country's population) and caused the deaths of approximately 3,000 people (3.59 per 100,000 inhabitants). Poverty among 27.6 million Filipinos (more than 32 per cent of the population) increases impact of disasters. Communicable diseases such as tuberculosis, malaria, dengue, and HIV continue to pose significant challenges.

In line with the International Federation's Global Agenda, the Philippine National Red Cross (PNRC) is committed to scaling up the overall impact of its work in the core areas of health and care in the community; disaster preparedness, disaster response, and promotion of the Fundamental Principles and humanitarian values, in order to reduce vulnerabilities. It will do this by ensuring the right choice of activity, implementing this at a sufficient scale and of appropriate quality to make a difference. Within the Red Cross Red Crescent family, sister societies such as Japanese Red Cross, German Red Cross, and Spanish Red Cross; the International Federation of Red Cross and Red Crescent Societies, and International Committee of the Red Cross (ICRC) provide support to PNRC. Other partners include the World Health Organization (WHO) and other UN agencies, International Social Services, and Agencies for International Development. Local partners are led by the National Department of Health, the Department of Social Welfare and Development, the National Disaster Coordinating Council, the armed forces of the Philippines, and Overseas Workers Welfare Administration.

This 2009-2010 Plan focuses on organizational development with the primary purpose of increasing the PNRC and local community ("barangay") capacity to address the most urgent situations of vulnerability by maximizing the highly potential resources that PNRC has – the volunteers. The plan consists of three components: organizational management of volunteers; training of volunteers; and enhanced supervision capacity including monitoring and evaluation. It seeks support in managing the 1.8 million or so volunteers who will be recruited, in training and retaining trained volunteers so that they remain committed to the PNRC and to the community. A new training approach utilizing toolkits will be adopted for improved efficiency.

Beneficiaries are the 1.8 million-plus Red Cross 143 trained and motivated volunteers from the 42,000 barangays of the country, and the members of the barangays whom the volunteers will serve.

The total budget for 2009 is CHF 619,917 (USD 566,652 or EUR 394,851) and for 2010 is CHF 619,917 (USD 566,652 or EUR 394,851). This budget is grouped within one organizational development/capacity building



With the help of PNRC volunteers, relief supplies arrive at an evacuation centre in the wake of typhoon Fengshen. Volunteers are the driving force behind the national society's efforts in service delivery to those who need it most. (Photo: PNRC)

programme budget (in support of the Global Agenda Goal 3) and is an integrated approach that cuts across the four Global Agenda core areas of the work of the International Federation in support of PNRC.

[<Click here for the budget summary.>](#)

This budget breakdown within the organizational development/capacity building programme is as follows:

	CHF	
	2009	2010
Disaster management	271,172	271,172
Health and care	91,675	91,675
Specific organizational development component	257,070	257,070
TOTAL	619,917	619,917

Country context

The Philippines often ranks among the half-dozen countries in the world most impacted by natural disaster. Data on Human Impact of Disasters from the Center for Research on the Epidemiology of Disasters (CRED) shows that, in 2006, the Philippines suffered the second highest number of people affected (8.61 million) in 2006, the equivalent to 10.4 per cent of the country's population. In 2006, almost 3,000 people died from disasters (3.59 per 100,000 inhabitants).

Located along the typhoon belt in the Pacific, the Philippines has an average of 20 typhoons yearly (roughly a third of which are destructive), and of all disasters in the Philippines, typhoons claim the most lives.

In 2006, the last four months of the year saw four typhoons, two of which were super typhoons. These events triggered landslides, flashfloods, mudslides, widespread flooding and together with high winds, caused destruction and damage to homes, community buildings, communications facilities, roads, bridges, agricultural crops and fishing farms. The cumulative effects of the typhoons in 2006 caused more than three million persons to be displaced, more than a thousand dead, three thousand more injured, and more than 800 missing. Close to a million houses were damaged. Assessment of damage to agriculture and infrastructure was placed at almost PHP20 billion (CHF 455.7 million).

The Philippines has 22 active volcanoes located along the Pacific Ring of Fire, between two tectonic plates (Eurasian and Pacific) which are volcanic and earthquake generators. Eruptions from the Mayon and Bulusan volcanoes in 2006 affected 37 barangays from three cities and eight municipalities, and displaced about 10,000 families.

In 2005, the national government identified 27 high-risk provinces that are the foci of disaster management-related projects designed to empower people at the community level.

It is important to realize that disasters are not the sole cause of vulnerability. Poverty statistics in 2006 showed that 11 out of 100 Filipino families could not meet the basic food needs. The same statistics showed that 27 out of 100 (from 24 out of 100 in 2003) could not meet the basic food and non-food requirements. This is equivalent to 27.6 million Filipinos, whose limited access to stable income will lead to increasing domestic and international migration, lack of access to health services and lack of access to safe land, hence contributing significantly to the impact of disasters. The proportion of poor people rose to 32.9 per cent in 2006 from 30 per cent in 2003. As the population increases at an annual rate of 2.04 per cent, the effects of poverty are not likely to be reduced.

Communicable diseases continue to pose significant challenges to the Philippines. This country has the ninth highest burden of tuberculosis in the world, according to the World Health Organization (WHO) Global Tuberculosis Report 2006. Tuberculosis is the sixth greatest cause of morbidity and mortality in the country. Approximately 78 Filipinos die from the disease every day. "While the national performance levels are already

high, many locales are still below target levels, given the difficulty of breaking down the stigma of tuberculosis that keeps many of those infected from seeking care"¹

The effects of climate change are felt not only in the magnitude and frequency of disasters but also in the spread of malaria and dengue fever in the country.

The Philippines is a low prevalence HIV country with cumulative registered cases of 3,061 from 1984 to the end of December 2007. Of this cumulative number, 2,754 are still living.

HIV affects Filipino adults during their peak economically productive years (58 per cent of the registered cases were aged 25-39 years old). Current data indicate that young adults, men who have sex with men, people in prostitution, injecting drug users, overseas Filipino workers, and the partners of all these groups are particularly vulnerable to HIV infection.

Compared to the monthly average of 20 in the last five years (2003-2007), the AIDS Registry showed an average of 29 new HIV cases per month for 2007. National adult HIV prevalence remains under 0.1 per cent.

HIV prevalence among the most-at-risk populations remains at 0.08 per cent. But the low prevalence is no reason to be complacent; behaviour change among the most-at-risk-populations and vulnerable populations, continues to be a challenge. All modes of transmission have already been reported but sexual means remain the most common (88 per cent). Condom use among the most-at-risk-populations (for example female sex workers: 65 per cent; men who have sex with men: 45 per cent) is below universal access target and lower among the general population.²

PNRC has developed a plan in an effort to scale up their HIV programmes to reduce vulnerability to HIV and their impact through three programmatic outputs: preventing further infection; expanding care, treatment, and support; and reducing stigma and discrimination; bolstered by a fourth enabling output: strengthening the PNRC capacities to deliver and sustain scaled-up programmes. This will be done through the Red Cross Red Crescent Global Alliance on HIV (of which PNRC is a member), and will target returned overseas Filipino workers, youth and people living with HIV.

National Society priorities and current work with partners

The International Federation has developed a Global Agenda that sets out clear goals to scale up the reach, quality and impact of its work in the following core areas: health and care in the community; disaster management; and promotion of the Fundamental Principles and humanitarian values.

The Philippine National Red Cross aligns its work towards the Global Agenda's goals and is committed to scaling up the overall impact of its work. To obtain impact, all efforts should reflect a three-fold concern: (1) ensure the right choice of activity, (2) implement it to an optimal quality, and (3) implement at a sufficient scale to reach critical mass.

(1) **Right choice:** The national society desires to make a real difference. In 2008, efforts were initiated to review previous work in the core areas and preparations are ongoing for the development of a Strategic Plan covering the next five years.

(2) **Optimal quality:** Increasing concerns on quality have been the basis of review of standard operating procedures and guidelines, introduction of new approaches to training through the development of toolkits and other training materials.

(3) **Relevant scale of implementation:** Scaling up to a degree that will make a difference will require recruitment of more volunteers, especially at the periphery, having well-trained staff and volunteers; and adopting new training approaches.

¹ (http://www.usaid.gov/our_work/global_health/id/tuberculosis/countries/ane/philippines_profile.html)

² Follow-up to the Declaration of Commitment on HIV and AIDS, United Nations General Assembly Special Session (UNGASS) Country Report of the Philippines - January 2006 to December 2007

Through a nationwide barangay-based volunteer programme called **Red Cross 143**, PNRC seeks not only to recruit volunteers from all 42,000 barangays³. Initially, these volunteers will be the “eyes and ears” of the organization even in the most remote areas of the country but the ultimate goal is that through training, they become first responders, e.g. providers of immediate relief and support to evacuation in the community, thus serving as the organization’s extension at the distant community level, considering most PNRC chapters are located in cities. As the Philippines is composed of 7,100 islands, the usefulness of this strategy becomes more crucial. This strategy builds on the Filipino ethos called 'bayanihan' - a communal spirit which binds Filipinos together. This is without prejudice to the fact that these volunteers become empowered to help themselves and their families. Training, therefore, is a crucial component of this programme and support to the organization is vital.

PNRC has been in partnership with various components of the International Red Cross Red Crescent Movement for many years. Continuing partnerships exist with sister Red Cross societies

(1) **Japanese Red Cross:** Since 2003, the International Friendship Programme of the Japanese Red Cross Society has benefited underprivileged school children so they can avail themselves of school supplies. The Water for Health for Life project has led to the installation of artesian wells in schools as a source of potable water in selected schools in three provinces of the country.

JRCS also supports a primary health care project in Quirino province. Partnership in this regard has enabled the PNRC to host two junior JRCS delegate trainees who are based at the project site in Quirino province.

(2) **German Red Cross:** PNRC and German Red Cross still maintain a project based in Palawan which involves health (training of barangay health workers) and disaster preparedness.

(3) **Spanish Red Cross:** Following an uninterrupted partnership since 1999, the year 2008 marks the second year of a three-year cooperation with the Spanish national society for a community health and disaster reduction management programme in Camarines Sur.

Following the 2006 landslide disaster in Guinsaugon, the International Federation returned to the Philippines after several years of absence. Its arrival turned out to be timely since shortly afterwards the country was hit by a series of typhoons that created large-scale destruction in ten provinces throughout the country. The International Federation launched a successful international appeal, rapidly scaled up its number of delegates and was thus able to support the PNRC in the construction and repair of 12,300 typhoon resistant shelters. By the end of 2007, the emergency phase of both the Guinsaugon landslide and 2006 typhoon operations was over, and a shift was made to support the national society in its capacity building efforts. Today, the International Federation mainly supports the development of a revised strategic plan, the preparation of new training approaches and the revision of disaster management and logistics standard operating procedures.

PNRC also works closely with the ICRC particularly in the dissemination of international humanitarian law (IHL). In restoring family links as a result of displacement, ICRC’s presence is very much felt in the southern portion of the country where most armed conflicts occur.

A recent agreement with the World Health Organization makes the PNRC a close partner of the department of health in implementing an intensive campaign in 2008 for the Expanded Programme of Immunization (EPI) which seeks to immunize 95 per cent of all children under five years of age in pre-selected urban areas for measles and 90 per cent for all other vaccine-preventable diseases.

International Social Services and the PNRC have an existing agreement for tracing activities and other inter-country case work. There are also ongoing projects with other agencies for international development and other UN agencies.

³ 'Barangay', also known by its former Spanish adopted name, the barrio, is the smallest administrative division in the Philippines and is the native Filipino term for a village, district or ward. Municipalities and cities are composed of barangays."

Aside from the Department of Health, other government agencies such as the Department of Social Welfare and Development, the National Disaster Coordinating Council, the armed forces of the Philippines, and Overseas Workers Welfare Administration are constant partners in major areas of work together with other non-government organizations engaged in humanitarian services.

Secretariat-supported programmes in 2009-2010

Logical frameworks are available on FedNet⁴ or [upon request](#).

Organizational Development/Capacity Building

The purpose and components of the programme

Programme Purpose
Increase the national society's and local community capacity to address the most urgent situations of vulnerability.

Programme Components:
<ul style="list-style-type: none">• Organizational management of volunteers• Training of volunteers• Enhanced supervision with monitoring and evaluation capacity

1. Organizational management of volunteers

Using its own resources, PNRC through the Red Cross 143 project is expected to recruit more than 1.8 million volunteers for the PNRC. This project reinforces the presence of PNRC in all 42,000 barangays in the country. Up to 44 volunteers from each barangay (one team leader and 43 members) will be recruited and trained, and mobilized to augment the capability of every PNRC chapter in disaster preparedness, response and management, blood services, health and welfare.

With support obtained through this appeal, PNRC would like to assure that whatever number that is recruited will be properly managed. To ensure adequate management of all volunteers, implementation of the updated volunteering policy and the code of conduct developed in 2008, shall be monitored.

The new guidelines on volunteer management will spell out how the organization will handle recruitment, orientation, training, placement/mobilization, and motivation of volunteers at the national and chapter level. These guidelines will be distributed.

The PNRC volunteer database will be regularly updated to contain not only names of volunteers but also their skills, number of hours served, and scope and quality of service to the organization. The link with Red Cross Youth, and with other services, will continue to be strengthened.

2. Training of volunteers

In 2008, PNRC is embarking on a new "cookbook" approach to train volunteers in the chapters. This approach is a substitute for the conventional training methodology that relies on a network of trainers of trainers, and instructors who all have limited availability of time, rendering the traditional approach low in efficiency and high in overhead costs. The PNRC alternative utilizes toolkits which are volunteer-friendly, containing easy-to-understand instructions and information mostly, but not exclusively, on health and welfare, disaster preparedness and response, and blood donation. The toolkits are designed in such a way that they can be used as a basis for training in action by groups of volunteers without the need for the presence of an external trainer. Each toolkit focuses on a single activity. Nine toolkits are being launched in 2008. In 2009-10, at least one full set of toolkits will be given to every 143 team, hence the need to produce 43,000 sets.

Every three months, new toolkits will be added in order to improve the knowledge and skill base of the volunteers. Some information may be more useful if contained in pocket-sized toolkits. Some participants may later on opt to

⁴ FedNet is an intranet and available to Movement members only

participate in more specialized training for enhanced skills and developing potential. The project thus supports retention of trained volunteers by ensuring that they perceive their commitment to the Red Cross as valuable to their community and promotes the image of the PNRC as the premiere organization for volunteers in the country.

Trained volunteers, especially youth, are seen as having great potential in the implementation of an HIV/AIDS prevention programme by focusing on one of the major vectors in the transmission of HIV – young commercial sex workers. Many of these young commercial sex workers are young mothers without family support and belong to the same social and age group of Red Cross volunteers. Because of that, these volunteers have relatively easy access to the beneficiaries. On top of supporting a change in behaviour of one of the important vectors of the HIV epidemic, such a programme is also perceived as having a positive impact on the behaviour of volunteers themselves. This Red Cross Youth programme, with support from the Community Health and Nursing Service and from the Social Services, capitalizes on peer education as a main strategy.

3. Enhanced supervision with monitoring and evaluation capacity

Monitoring and evaluation in every programme is essential. Both numbers and quality need to be monitored and evaluated regularly and such capacity should be enhanced even at the chapter level. Resources should be made available to allow an in-depth analysis to guarantee optimal management. Seed money should be made available to ensure that at least some additional officers in key positions related to monitoring and management are hired while the national society is scaling up its resource mobilization capacity to sustain these positions in the future.

Profile of target beneficiaries

Target beneficiaries are the 1.8 million-plus Red Cross 143 volunteers from the 42,000 barangays of the country, who will be given training and motivation. This represents 2.5 per cent of the national population. Indirectly the communities served by the trained barangay volunteers will benefit from the latter's application of what they have learned from the training.

Role of the secretariat

Technical programme support

The International Federation representative in the Philippines will be the guide to resources and will also be an important link between PNRC and international organizations. Support is also needed in the analysis of programme results, training in finance management, development of a performance monitoring system, and strengthening governance.

In addition, support will be provided by the International Federation's Southeast Asia regional office in Bangkok and Asia Pacific zone office in Kuala Lumpur.

Representation and advocacy

The International Federation representative participates monthly in the meetings of the Inter-Agency Standing Committee, together with the various heads of UN agencies and keeps in regular contact with the National Disaster Coordinating Council and various government departments. Recently and on the initiative of the International Federation office, several of the UN agencies and government departments teamed up with PNRC to support the national society in identifying priorities and gaps in service delivery in the fields of disaster management, health and social welfare. This effort is in preparation of the development of the PNRC 2010-2014 Strategic Plan. It is expected that this initiative will help to add substantively to good working relationships that already exist between the agencies involved and the PNRC.

Promoting gender equity and diversity

Gender inequity is not perceived as a major issue in the Philippines where many women occupy key positions in the government and in civil society. Women also play key leadership roles in the Philippine National Red Cross – the secretary general, the deputy and more than 60 per cent of the executive staff are women.

PNRC volunteers are recruited and trained irrespective of their gender. The community will be served, bearing in mind the needs of the most vulnerable, whatever their gender or age. During assessments related to disasters as well as to the development of programmes, PNRC ensures that assessment and planning teams include sufficient

numbers of women volunteers and staff members to ensure that the particular needs of women are well taken into account.

The HIV/AIDS programme addresses the needs of young sex workers, the majority of whom are women.

Quality, accountability and learning

While the volunteer services department is the main office responsible for the Red Cross 143 project, selected members of the executive staff at national headquarters have been assigned to join the 143 project monitoring team. The secretary general and the deputy secretary general are committed to making this programme a success and have included the monitoring and evaluation of this project high on their list of priorities.

Support to the enhanced monitoring and evaluation capacity (Programme Component 3) will be important.

[<Click here for a map of the Philippines>](#)

How we work	
<p>The International Federation's activities are aligned with its Global Agenda, which sets out four broad goals to meet the Federation's mission to "improve the lives of vulnerable people by mobilizing the power of humanity".</p>	<p>Global Agenda Goals:</p> <ul style="list-style-type: none">• Reduce the numbers of deaths, injuries and impact from disasters.• Reduce the number of deaths, illnesses and impact from diseases and public health emergencies.• Increase local community, civil society and Red Cross Red Crescent capacity to address the most urgent situations of vulnerability.• Reduce intolerance, discrimination and social exclusion and promote respect for diversity and human dignity.
Contact information	
<p>For further information specifically related to this plan, please contact:</p> <ul style="list-style-type: none">• Philippine National Red Cross: Corazon Alma De Leon, secretary-general; email: corazonalma.deleon@redcross.org.ph; phone: +63 2 527 0854;• Federation country office, Philippines: Roger Bracke, head of country office, email: roger.bracke@ifrc.org; phone: +63 917 8806844 (office) or +63 2 5276227 (mobile)• Federation regional office, Bangkok: Alan Bradbury, head of regional office; email: alan.bradbury@ifrc.org; phone: + 66 2 661 8201; fax: +66 2 661 9322• Federation Asia-Pacific zone office, Kuala Lumpur; phone: + 603 9207 5700; fax: + 603 2161 0670<ul style="list-style-type: none">○ Jagan Chapagain, deputy head of zone; email: jagan.chapagain@ifrc.org;○ Penny Elghady, resource mobilization and PMER coordinator; email: penny.elghady@ifrc.org <p>Please send all pledges of funding to zonerm.asiapacific@ifrc.org</p>	

[<Click here to return to title page>](#)

