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# DREF preliminary final report

## Philippines: Typhoon Sarika



<b>DREF n°</b> MDRPH021	<b>GLIDE n°</b> <a href="#">TC-2016-000108-PHL</a>
<b>Date of issue of this final report:</b> 30 April 2017	<b>Timeframe covered by this report:</b> 16 Oct 2016 – 31 Jan 2017
<b>Operation start date:</b> 16 October 2016	<b>Operation end date:</b> 31 January 2017
<b>Overall operation budget:</b> CHF 169,011	<b>N° of people assisted:</b> 8,010 people (1,602 households)
<b>Red Cross Red Crescent Movement partners involved in the operation:</b> The Philippine Red Cross worked with International Federation of Red Cross and Red Crescent Societies (IFRC) in this operation.	
<b>Other partner organizations actively involved in the operation:</b> The National Disaster Risk Reduction and Management Council (NDRRMC) is the Government body overall responsible for the response. Other government agencies directly involved in the operation were: Atmospheric, Geophysical and Astronomical Services Administration (PAGASA), Department of Social Welfare and Development (DSWD), and Department of Health (DOH). The humanitarian sector coordination was led by the Humanitarian Country Team.	

This preliminary final report provides an overview of the progress made throughout the operation. The final report will be published at a later date to incorporate the final financial report which is currently being consolidated. On behalf of the Philippine Red Cross, the International Federation of Red Cross and Red Crescent Societies would like to thank all partners for their generous contribution to the replenishment of this disaster relief emergency fund (DREF).

## A. Situation analysis

### Description of the disaster

On 16 October 2016, at 2:30 AM, Typhoon Sarika (locally known as Karen) made landfall over Baler, Aurora with maximum sustained winds of 150 km per hour and gustiness of up to 210 km per hour, and moved west across the Luzon mainland before heading out to the sea west of the Philippines. By morning of 17 October, Typhoon Sarika had exited the PAR, according to PAGASA. At Sarika's peak, Tropical Cyclone Warning Signal (TCWS) number 3 was raised in 11 provinces, TCWS number 2 in 10 provinces and Metro Manila, and TCWS number 1 raised in 12 provinces.

According to the Department of Social Welfare and Development (DSWD) [report](#) a total of 73,617 families (329,468 person) were affected in 1,491 barangays in Regions I, II, III, CALABARZON, V and CAR. According to government data, 12,777 houses were damaged, of which, 11,356 are partially damaged and 1,421 are destroyed. Furthermore, damage to agriculture sector amounted to PHP 3.6 billion (approximately CHF 74 million) while damage to infrastructure stands at around PHP 226 million (approximately CHF 4.6 million).








### Summary of current response

#### Overview of Host National Society

Since Typhoon Sarika entered PAR, PRC's operation centre (OpCen), which functions 24/7, was monitoring the weather disturbance and was disseminating advisories from PAGASA and NDRRMC to chapters in areas that were likely to be affected. Trained and well-equipped staff and volunteers were deployed in areas affected by Sarika prior and after its landfall.

PRC immediately conducted rapid assessments in the three hardest hit chapters of Aurora, Catanduanes, and Nueva Vizcaya. They identified that the immediate needs were food, non-food and hygiene items. IFRC requested a DREF for CHF 169,011, in support of the PRC response, which was approved on 19 October 2016. The DREF supported

PRC to deliver humanitarian assistance in the provinces of Aurora, Batangas, Camarines Norte, Catanduanes, Nueva Ecija and Nueva Vizcaya with the following items/support:

	Item	No. of provinces	Overall no. of people reached by PRC	No. of households reached using DREF
	Cooking pot	1	209 households	-
	Food items	3	1,383 households	1,364 households
	Hot meals and biscuits	4	2,607 individuals	-
	Hygiene kits (one per family)	3	1,599 households	1,598 households
	Jerry cans (two 10-litre per family)	3	1,602 households	1,602 households
	Pail (bucket)	1	209 households	-
	Sleeping kits (two blankets, two sleeping mats and two mosquito nets)	3	1,602 households	1,602 households
	Tarpaulins (2 per family)	4	1,619 households	1,601 households

### Overview of Red Cross Red Crescent Movement in country

PRC led the overall response plan to which Movement partners contributed. The in-country Red Cross Red Crescent Movement partners (PRC, IFRC, ICRC and PNSs) have an existing coordination mechanism in the form of a monthly Movements Coordination Meeting. These meetings cover regular updates from different Movement Partners, immediate issues to be handled and the plan of action.

### Overview of non-RCRC actors in country

The Philippine Atmospheric, Geophysical and Astronomical Services Administration (PAGASA) and the National Disaster Risk Reduction and Management Council (NDRRMC) have been monitoring the Typhoon as soon as it developed as a low pressure area within the Philippine Area of Responsibility (PAR). The NDRRMC began issuing storm advisories since 13 October 2016, and directed Regional counterparts through the Office of Civil Defense Regional Offices to undertake precautionary measures in their areas of responsibility and subsequently advised local counterparts to initiate pre-emptive evacuation of families in low-lying and mountainous areas if the situation warrants. NDRRMC have also conducted pre-disaster risk assessment meetings on 12 and 13 October. Results of the meetings were disseminated to Regions I, II, III V and the Cordillera Administrative Region (CAR).

### Coordinating with the authorities

As an auxiliary to the public authorities, PRC maintains a strong relationship with government bodies through participation and collaboration with the NDRRMC, its provincial, municipal and barangay counterparts; and local government units defined in the Disaster Risk Reduction and Management Act of 2010.

### Inter-agency coordination

Further to coordinating with public authorities, PRC and IFRC participate in Humanitarian Country Team forums held during disaster and non-emergency times. PRC and IFRC were involved in relevant cluster information sharing, planning and analysis at all levels while IFRC supported PRC coordination efforts through representation in other relevant clusters as required, ensuring that PRC activities were reflected in the UN OCHA 3W. IFRC is also the co-convenor of the shelter cluster in the Philippines. However, clusters were not activated for this response.

## Needs analysis and scenario planning

### Needs assessment

PRC identified emergency needs based on rapid assessments, chapter reports, Government's and other agencies' reports. Shelter and livelihoods, through agriculture, were the most affected sectors. 11,356 houses were partially damaged and 1,421 are destroyed. Damage to agriculture sector amounted to PHP 3.6 billion (approximately CHF 74 million). The three hardest hit areas were Aurora, Catanduanes, and Nueva Vizcaya. Based on rapid assessments, PRC identified the immediate needs were food, household non-food items, emergency shelter and hygiene items. PRC determined to distribute mosquito nets, sleeping mats, blankets, hygiene kits, jerry cans and tarpaulins. In addition to the non-food relief, PRC also provided hot meals to families that stayed in evacuation centres for more than 72 hours.

### Beneficiary selection

The vulnerabilities of the affected population are usually layered and multi-faceted. In its response, PRC ensures that programmes are aligned with its own as well as IFRC's commitment to take into account gender and diversity, for example by targeting women-headed households, pregnant or lactating women, and men and boys made vulnerable by the disaster, families that have not received any or sufficient assistance from the government or other organizations, those belonging to the socially vulnerable households, and those who lack relevant resources to cope with basic humanitarian needs on their own. These groups were considered according to level of impact and more priority will be given to those who stay in evacuation centres for more than 72 hours.

After beneficiaries were identified, each were given a PRC beneficiary card with their and household members' names. The card was the basis for the recognition of bearers as beneficiaries of the PRC and during implementation PRC volunteers counterchecked if the names on the card are listed in distribution sheets. Upon receipt of any items or assistance, beneficiaries signed the award sheets. With these records, cases of double-counting will be eliminated.

### Feasibility and delivery capacity

The PRC chapters in Aurora, Catanduanes and Nueva Vizcaya have technical capacity and experience to deliver the interventions planned in this DREF-supported response. Two Regional Disaster Response Team (RDRT) members were also deployed to support in this operation. All distributions of relief items and needs assessments were led and carried out by PRC staff and volunteers at the chapter level.



A PRC staff assists an elderly on how to properly fill-in the beneficiary card. Here, identified beneficiary will provide his/her information and list down its family members. **Photo: IFRC**

## B. Operational strategy and plan

### Overall Objective

The DREF allocation was to support the immediate relief needs of the most vulnerable 1,600 affected households in the provinces of Aurora, Catanduanes and Nueva Vizcaya.

### Proposed strategy

This DREF sought to provide immediate relief in the form of food, non-food items, emergency shelter, sanitation and hygiene, fully in line with current PRC and IFRC policies, procedures and commitments. Relief items were released from the pre-positioned stocks in warehouse while the food items were bought locally. All needs assessments and distributions were carried out by PRC staff and volunteers at chapter level. PRC national headquarters and IFRC supported the chapters in monitoring to ensure that the operation was in line with procedures, quality and standards.

### Operational support services

#### Human resources

Teams of volunteers were mobilized for search and rescue, welfare services and rapid assessments. In terms of staff, a surge support coordinator and two RDRT members were deployed to support the operation – the other RDRT member and surge support coordinator also extended support for Typhoon Haima operation. The IFRC country office in the Philippines is led by the head of country office and consists 10 delegates and 25 national staff from various parts of the country where the IFRC supports PRC in ongoing recovery operations and longer-term development programming.

#### Logistics and supply chain

Logistics activities aim to support the operation effectively to manage the supply chain, procurement, customs clearance, fleet, storage and transport to distribution sites in accordance with the operation's requirements and aligned to IFRC's logistics standards, processes and procedures. Food items were locally purchased by the PRC chapters to support local economy, while non-food items were dispatched from PRC central warehouses in Subic and Manila, and delivered by NS trucks mobilized for the operation.

The IFRC in-country logistics team – composed of one international staff and the national staff – supported the PRC in the delivery and distribution of non-food items to 1,600 families in the provinces of Aurora, Catanduanes and Nueva

Vizcaya. Materials sent include 3,200 blankets, 3,200 sleeping mats, 1,600 jerry cans (20 litres), 1,600 hygiene kits, 3,200 treated mosquito nets and 3,200 tarpaulins. PRC trucks were largely used for transporting the goods i.e. one 10-wheeler truck in Aurora, two 10-wheeler truck in Catanduanes and one 6-wheeler truck in Nueva Vizcaya. Vehicle rental programme (VRP) vehicles that are available in the country were deployed for rapid assessment and to monitor the distribution.

Procurement for the replenishment of the standard items of jerry cans, mosquito nets and tarpaulins was sourced internationally through the Asia Pacific Regional Logistics Unit (RLU) in Kuala Lumpur (KL). All local procurement was conducted by PRC with the support of IFRC in-

country team. The KL RLU provided technical support as needed and assisted in the replenishment of stock.



PRC, with support from IFRC, offloaded the non-food items in Catanduanes. There are 893 households who received essential non-food items. **Photo: IFRC**

### **Information technologies (IT)**

Staff and volunteers were provided with mobile phone credit and Internet cards to ensure seamless internal communication. Surge support staff were also provided with local mobile phones. Satellite phones were also provided as backup.

### **Communications**

The PRC communications team ensured that Red Cross preparedness and response efforts for Typhoon Sarika were effectively communicated amongst its key public audiences. In addition to issuing a press release, the communications team utilized social media platforms to disseminate key messages. PRC was able to publish online news stories on the [preparedness efforts](#), [emergency response](#) and an [appeal](#) on their website. With support of the IFRC Asia Pacific Regional Office and Geneva communications unit, several communications materials such as Movement [talking points and photos](#) were issued on the response, released and distributed via the IFRC Newswire.

### **Beneficiary communications and accountability**

Communities were involved in all stages of the programme, i.e. from design, to implementation, monitoring and evaluation. In the design stage, members of target communities were consulted on their needs and the type of appropriate assistance they wanted. During the relief phase, PRC established welfare desks in hospitals, evacuation centres and points of distribution. Staff and volunteers at the welfare desks provide services and information for: restoring family links, tracing, psychosocial support, referrals, and support for communicating with family members.

### **Planning, monitoring, evaluation, & reporting (PMER)**

Reporting on the operation is in accordance with the IFRC minimum reporting standards. One update was issued on 16 December 2016 and this final report is being issued within three months of the end of the operation. Monitoring of distributions is carried out using beneficiary distribution lists, and feedback from beneficiary households themselves. A post distribution survey was carried out in the second week of January 2017. The survey was undertaken to determine the level of satisfaction among the people who received the relief assistance. Details are shown in section C.

### **Administration and Finance**

The IFRC provides the necessary operational support for review, validation of budgets, bank transfers, and technical assistance to National Societies on procedures for justification of expenditures, including the review and validation of invoices. PRC – which is on working advance system – has been supported for many years by the IFRC and is accustomed to these financial procedures.



### **Cross cutting issues**

#### **Gender and diversity**

PRC ensured that that interventions were aligned with its own as well as the IFRC Minimum Standard Commitments to Gender and Diversity in Emergency Programming, for example by targeting women-headed households, pregnant or lactating women, men and boys made vulnerable by the disaster, families that had not received any or sufficient assistance from the government or other organizations; those belonging to the socially vulnerable households, and those who lacked relevant resources to cope with basic humanitarian needs on their own. The number of households assisted via the different areas of focus has been provided under respective sectors, including disaggregation by age and sex. Details are shown in section C.

## C. Detailed Operational Plan

### Shelter (including household non-food items)

Shelter (including household non-food items)						
Outcome 1. The immediate shelter and settlement needs of the population affected by Typhoon Sarika are met.	Outputs		% of achievement			
	Output 1.1 Essential household items are provided to the target population.					
Activities	Is implementation on time?		% progress (estimate)			
	Yes (x)	No (x)				
1.1.1 Identify, register, verify and mobilize beneficiaries for distributions.	X		100%			
1.1.2 Mobilize and transport non-food items to affected areas.	X		100%			
1.1.3 Distribute non-food items to 1,600 affected households.	X		100%			
1.1.4 Replenish items distributed to 1,600 affected households.	X		100%			
Achievement against Outcome						
Through the DREF, the following was provided:						
<b>Table 1. Breakdown of families provided with non-food items and emergency shelter.</b>						
Province	Municipality	Barangay	Sleeping kits	Hygiene kits	Jerry cans	Tarpaulins
Aurora	4	20	500	500	500	500
Catanduanes	5	8	893	889	893	892
Nueva Vizcaya	3	29	209	209	209	209
<b>Total</b>	<b>12</b>	<b>57</b>	<b>1,602</b>	<b>1,598</b>	<b>1,602</b>	<b>1,601</b>
The following is the analysis of the beneficiary data recorded for distribution of non-food items.						
Description	No. of households	Percent				
 Households listed as male headed	1,143 males (33 are senior citizens)	71% male, of which 3% are senior citizens				
 Households listed as female headed	458 females (38 are senior citizens)	29% female, of which 8% are senior citizens				
Outcome 1. The immediate shelter and settlement needs of the population affected by Typhoon Sarika are met.	Outputs		% of achievement			
	Output 1.2. Emergency shelter assistance is provided to the target population.					
Activities	Is implementation on time?		% progress (estimate)			
	Yes (x)	No (x)				
1.2.1 Identify, register, verify and mobilize beneficiaries for distributions.	X		100%			
1.2.2 Mobilize and transport emergency shelter items (tarpaulins) to the affected area.	X		100%			
1.2.3 Distribute emergency shelter items to 1,600 affected households with appropriate software support (including information, education and communication materials on the best use of tarpaulins).	X		100%			

### Achievement against Outcome

A total of 1,601 households in the provinces of Aurora, Catanduanes, and Nueva Vizcaya were provided with emergency shelter materials, 2 per households (*refer to table 1 for more details*). During distribution, households were provided with short orientation on what type items they will receive and an on its proper usage.

PRC holds the distribution of essential non-food items in one of the open courts in Aurora province. In this province, a total of 500 households were able to receive hygiene kits, jerry cans, sleeping kits and tarpaulins. **Photo: IFRC**



### Water, sanitation and hygiene promotion

#### Water, sanitation, and hygiene promotion

Outcome 2: Risk of waterborne, water-related and vector-borne diseases in communities affected by Typhoon Sarika reduced.	Outputs		% of achievement
	Output 2.1: Knowledge, attitude and practice on safe water, sanitation and hygiene by target population increased.		
Activities	Is implementation on time?		% progress (estimate)
	Yes (x)	No (x)	
2.1.1. Collaborate with the relief sector in providing hygiene kits and hygiene promotion for the usage of safe water storage containers.	X		100%
2.1.2. Recruit and train new or mobilize existing community health volunteers to participate in hygiene promotion activities, in coordination with the health team.	X		100%
2.1.3. Conduct hygiene promotion activities in target communities, in collaboration with the health team and other sectors.	x		100%

### Achievement against Outcome



As reflected above under shelter (including non-food items), households in Aurora, Catanduanes, and Nueva Vizcaya were provided with the following: 1,598 with hygiene kits, 1,602 with jerry cans, and 1,602 with mosquito nets. *Refer to table 1 for more details.*

With the collaboration of health and WASH team, PRC conducted hygiene promotion session in the affected communities. This was to improve hygiene behaviour and to bridge knowledge and practice of safe water and food handling, as well as hygiene practices such as hand-washing to mitigate the risk of preventable diseases, reaching 562 individuals. This activity was conducted alongside the distribution of non-food items.

PRC staff educate children on how to take after personal hygiene during hygiene promotion session in Aurora. **Photo: IFRC**



## Food security, Nutrition and Livelihoods

Food security, Nutrition, and Livelihoods				
<b>Outcome 3:</b> The immediate food needs of households affected by Typhoon Sarika are met.	<b>Outputs</b>		<b>% of achievement</b>	
	<b>Output 3.1:</b> Appropriate food packs are distributed to 1,000 households			
<b>Activities</b>	<b>Is implementation on time?</b>		<b>% progress (estimate)</b>	
	<b>Yes (x)</b>	<b>No (x)</b>		
3.1.1 Identify, register, verify and mobilize beneficiaries for distributions.	X		100%	
3.1.2 Mobilize and transport food items to affected areas.	X		100%	
3.1.3 Distribute food packs to 1,000 affected households.	X		100%	
<b>Achievement against Outcome</b>				
To support the immediate food needs of affected households, a 2-3-day food pack, consisting of four kilos of rice, four pieces of canned goods and four packets of noodles, was distributed by PRC to families in Aurora and Catanduanes. A total of 1,364 households were reached with food items, exceeding the overall target of 1,000 in the Plan of Action.				
<b>Table 2. Breakdown of families provided with food packs</b>				
	<b>Province</b>	<b>Municipality</b>	<b>Barangay</b>	<b>Food pack</b>
	Aurora	3	5	722
	Catanduanes	4	6	642
	<b>Total</b>	<b>7</b>	<b>11</b>	<b>1,364</b>
Based on its beneficiary selection criteria, PRC, with support from IFRC, was able to reach the following beneficiaries with food packs with consideration on their vulnerabilities.				
	<b>Description</b>	<b>No. of households</b>	<b>Percent</b>	
	Households listed as headed by a male	912 males (71 are senior citizens)	67% male, of which 8% are senior citizens	
	Households listed as headed by a female	451 females (89 are senior citizens)	33% female, of which 20% are senior citizens	

## Quality programming

Quality programming			
<b>Outcome 4:</b> Continuous and detailed assessment and analysis is used to inform the design and implementation of the operation.	<b>Outputs</b>		<b>% of achievement</b>
	<b>Output 4.1:</b> Needs assessments are conducted and response plans updated according to findings.		
<b>Activities</b>	<b>Is implementation on time?</b>		<b>% progress (estimate)</b>
	<b>Yes (x)</b>	<b>No (x)</b>	
4.1.1 Undertake assessments to determine specific needs of beneficiaries.	X		100%
4.1.2 Develop a response plan with activities that will meet identified beneficiary needs.	X		100%
<b>Achievement against Outcome</b>			

Following landfall, PRC assessment teams were sent to the field to assess the impact of the disaster. Planning for emergency response was carried out in coordination with local government and other humanitarian actors in order to determine the roles and responsibilities of each party involved, to prioritize gaps and to ensure that duplication of interventions was avoided. In the midst of the relief distribution, National Disaster Response Team and Regional Disaster Response Team personnel were deployed to support the operation at the chapter level.

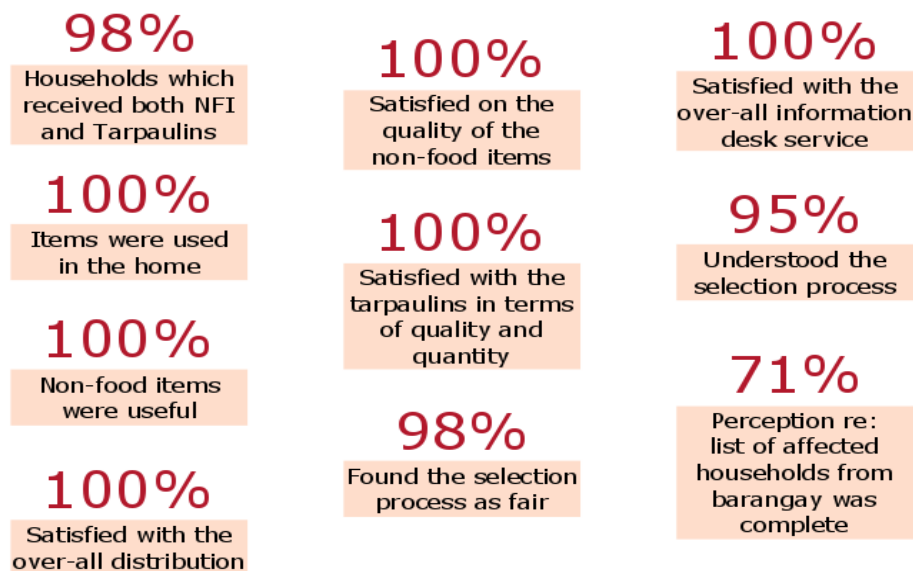
However, simultaneous response operations for Typhoons Meranti, Sarika and Haima were currently on-going, limiting the National Society's capacity in terms of capital (like vehicles) and human resources. Some of the provinces affected by Sarika were also affected by Typhoon Haima (locally known as Lawin). This inclement weather resulted to difficulties in penetrating the affected areas, making the implementation challenging.

<b>Outcome 4:</b> Continuous and detailed assessment and analysis is used to inform the design and implementation of the operation.	<b>Outputs</b>		<b>% of achievement</b>
	<b>Output 4.2:</b> Additional assistance is considered where appropriate and incorporated into the plan		
<b>Activities</b>	<b>Is implementation on time?</b>		<b>% progress (estimate)</b>
	<b>Yes (x)</b>	<b>No (x)</b>	
4.2.1 Ensure that any adjustments to initial plans are informed by continuous assessment of needs and through established feedback mechanisms.	X		100%
4.2.2 Conduct post-action surveys to determine the level of satisfaction among beneficiaries.	X		100%

**Achievement against Outcome**

Distribution was already completed in all the operational areas. At this point, no further support is needed.

During the last week of January 2017, a pilot post distribution monitoring survey was conducted in barangay Diarabasin, Dipaculao, Aurora. Mobile data collection was used in data gathering using the [Open Data Kit](#) tool. The survey, which was participated by 58 respondents, aims to assess the level of over-all satisfaction from beneficiaries in terms of quality and quantity of items, and service delivery. Below are the snapshots of results.



Overall, the people assisted indicated a high level of satisfaction with the food and non-food items provided. Nevertheless, 71% felt that not all deserving households received assistance. PRC has noted this feedback and will ensure that in future operations details on the scarcity of resources, and therefore ability to reach only a portion of the affected community, will be provided alongside orientation on what selected households will receive.

## Reference documents

Click here for:

- [DREF Operation](#)
- [DREF Operation Update #1](#)
- [Map](#)

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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 (NGO's) in Disaster Relief and the **Humanitarian Charter and Minimum Standards in Humanitarian 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.

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The IFRC's work is guided by Strategy 2020 which puts forward three strategic aims:



**Save lives,**  
protect livelihoods,  
and strengthen recovery  
from disaster and crises.



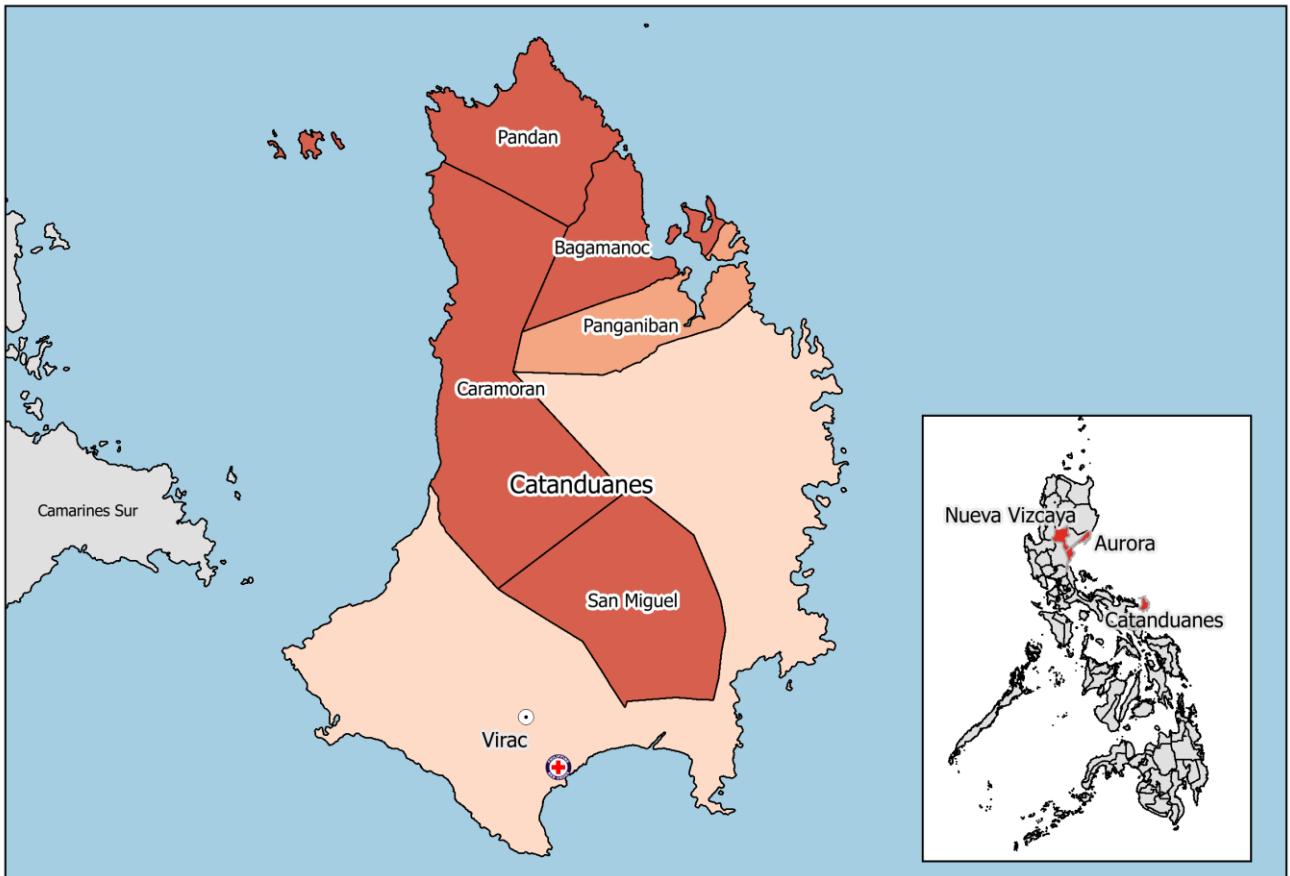
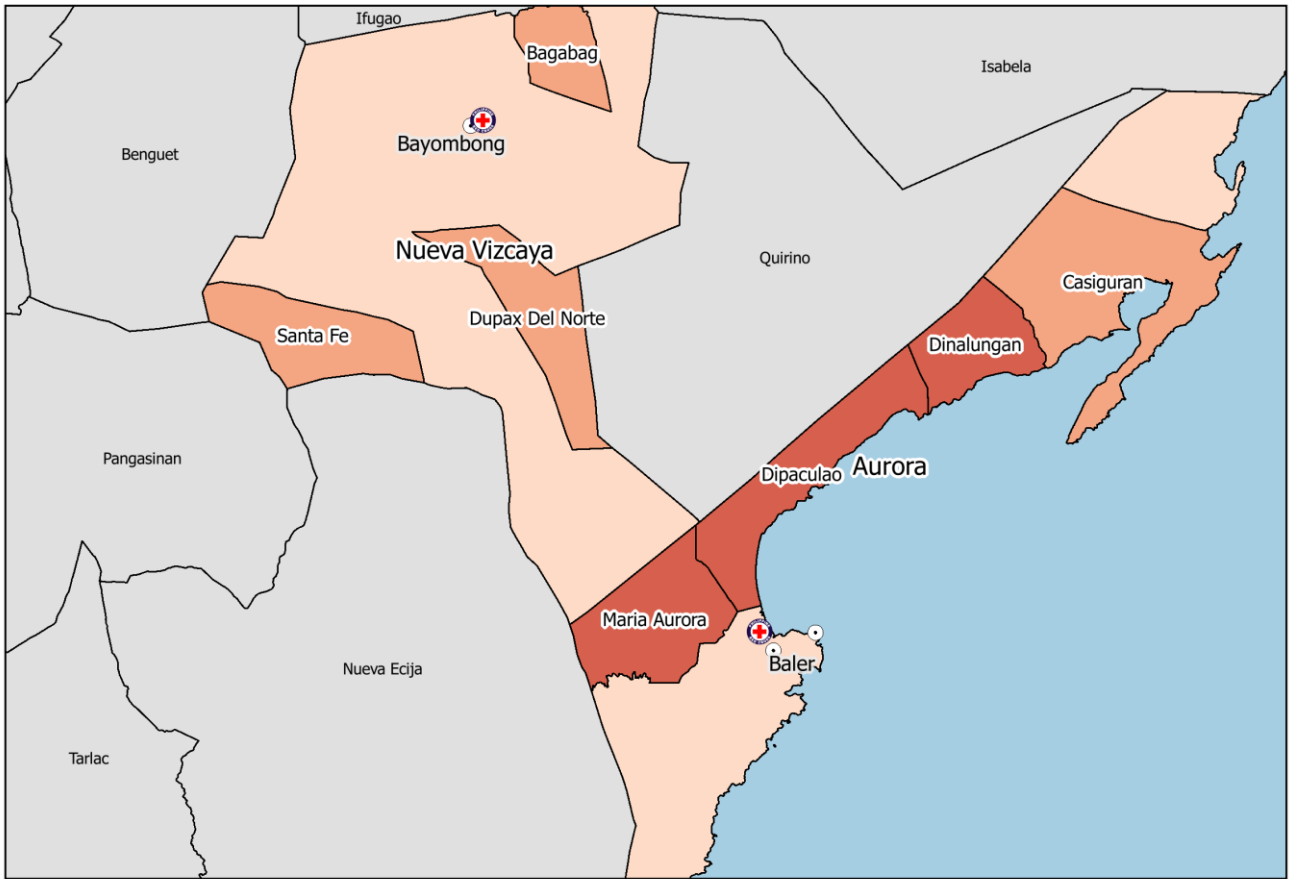
Enable **healthy**  
and **safe** living.



Promote **social inclusion**  
and a culture of  
**non-violence** and **peace**.

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### Areas reached by PRC through the DREF



- Municipalities reached with Food and NFI
- Supported province
- Municipalities reached with NFI
- Provincial capital

International Federation of Red Cross and Red Crescent Societies