



EMERGENCY RESPONSE TO TYPHOON KETSANA IN THE PHILIPPINES

Final Report

OFDA Grant No. DFD-G-00-10-00024-00

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I. PROGRAM OVERVIEW AND PERFORMANCE

Country/Region: The Philippines
 Proposal Submission Date: October 5, 2009
 Program Title: Emergency Response to Typhoon Ketsana¹ in Philippines
 Program Duration: 7 months²
 Start Date: October 8, 2009
 End Date: April 30, 2010

Program Goal

Total Number of Individuals Affected in the Targeted Area: Approximately 2.5 million³
 Total Number of Beneficiaries Targeted: 3,000 households⁴ (approximately 15,000 people)
 Total Number of Internally Displaced Person (IDP) Beneficiaries Targeted: 0

Table 1: Sector Objectives

Sector:		Logistics/Relief Commodities
Objective:		Targeted hurricane-affected families receive adequate and appropriate non-food items
Dollar Amount of Grant:		\$500,000
Number of Beneficiaries Targeted		15,000 individuals ⁵ (3,000 households)
Number of IDP Beneficiaries Targeted		0
Geographic Area(s)		Typhoon-affected areas of the Philippines in the Provinces of Benguet, Bulacan, Kalinga, Laguna, Pampanga, Pangasinan, Tarlac and Zambales ⁶
Sub-Sector:		Non-Food Items (NFIs)
	Indicator (A)	• Total Number of Non-Food Items (NFIs) distributed, by type
	Indicator (B)	• Total USD cost of Non-Food Items (NFIs), by type
	Indicator (C)	• Total Number of beneficiaries receiving Non-Food Items (NFIs) by type, in compliance with Sphere standards

Program Results

Total Number of Beneficiaries Assisted: 12,950 families (approximately 63,492 individuals)
 Total Cost of NFIs distributed: \$381,690 (not including shipping)
 Total Cost per Family Assisted: Approximately \$29.50 per family (about \$6 per individual)

¹ The original program proposal was in response to typhoon Ketsana. The quick succession of three typhoons impacted overlapping geographic areas and, therefore affected populations. Assistance was provided to those typhoon-affected families meeting the criteria for assistance without regard to which typhoon or how many typhoons affected the families.

² Grant period according to grant agreement was October 8, 2009 to January 30, 2010. On January 28, 2010, OFDA acknowledged ARC's request for a no-cost extension for an additional 3 months.

³ See Table 3 for information about how many people were affected by all three typhoons. Initial assessments following typhoon Ketsana estimated that 2.5 million were affected. This number was referenced in the ARC proposal.

⁴ Original estimate per ARC proposal.

⁵ Individuals – a subset of the number of Families/Households targeted

⁶ Program originally targeted assistance to Metro Manila and immediate surrounding areas (Quezon City, Rizal Province, Markina, Laguna, Taguig and Zambales). Needs were re-assessed after two more typhoons hit the Philippines shortly after Typhoon Ketsana struck. In coordination with other Red Cross partners, it was determined that the provinces named above should be targeted for this assistance.

Total Number of NFIs by type:

59,300 Units as:

Blankets:	13,000
Sleeping Mats:	13,000
Mosquito Nets:	13,000
Jerry Cans (20L):	6,500
Hygiene Kits:	11,500
Kitchen Sets:	2,300

Table 2: Beneficiary Statistics

Province	Municipalities	Family Kit		Hygiene Kit		Kitchen Set		Total		
		Families	\$ 39.35	Families	\$ 14.35	Families	\$ 23.55	Families	Persons	Cost
Benguet	8	850*	\$ 33,447.50			850*	\$ 20,017.50	850	4250	\$ 53,465.00
Kalinga	8	150	\$ 5,902.50			500	\$ 11,775.00	650	3361	\$ 17,677.50
Laguna	8	3309	\$ 130,209.15					3309	15176	\$ 130,209.15
Pangasinan	8	1000	\$ 39,350.00	2700	\$ 38,745.00			3700	18500	\$ 78,095.00
Tarlac	5	1191	\$ 46,865.85					1191	5955	\$ 46,865.85
Bulacan	4			606	\$ 8,696.10	950	\$ 22,372.50	1556	7780	\$ 31,068.60
Zambales	3			694	\$ 9,958.90			694	3470	\$ 9,958.90
Pampanga	3			1000	\$ 14,350.00			1000	5000	\$ 14,350.00
8	47	6500	\$ 255,775.00	5000	\$ 71,750.00	2300	\$ 54,165.00	12950	63492	\$ 381,690.00

* In Benguet, the same beneficiary families received Family Kits and Kitchen Sets

II. PROGRAM BACKGROUND

In September and October 2009, the Philippines was severely hit by three successive typhoons that caused widespread damage and destruction: Ketsana (locally known as Ondoy) on 26 September, Parma (Pepeng) on 3 October and Mirinae (Santi) on 30 October. The typhoons resulted in widespread flooding, leaving a trail of destruction and causing hundreds of casualties (Figure 1 shows the path and affects of Typhoons Ketsana and Parma). The Philippine national disaster coordinating council (NDCC) estimates that the combined effects of the typhoons left close to a thousand people dead, over 700 injured and some 89 missing (Table 3). In total, over 10 million people (about two million families), were affected with some 46,000 houses completely destroyed and over 260,000 others partially or significantly damaged. Up to 23,160 families were sheltered in the more than 350 evacuation centers that were established.

Table 3: Casualties and Damage caused by Philippine Typhoons⁷, Fall 2009

Details	Ketsana (Ondoy)	Parma (Pepeng)	Mirinae (Santi)	Total
Deaths	464	465	34	963
Injured	529	207	20	756
Missing	37	47	5	89
No. of people affected	985,732 families (4,869,326 people)	995,245 families (or 4,641,692 people)	184,578 families (or 795,074 people)	2,145,555 families (10,308,092 people)
Houses damaged	154,922	48,120	57,43	260,885
Houses destroyed	30,082	6,253	9,868	46,203

⁷ Source: National Disaster Coordinating Council

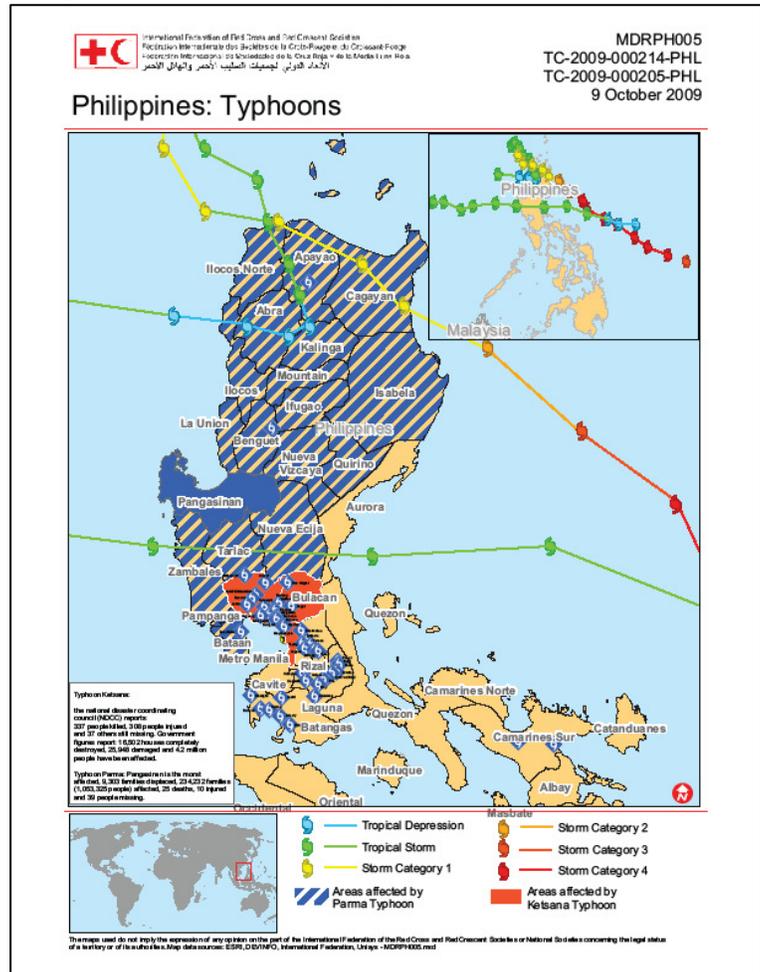
RED CROSS RESPONSE

The Philippine National Red Cross (PNRC) was supported by the International Federation of Red Cross (IFRC), partner national societies (PNS)⁸ and the International Committee of the Red Cross (ICRC). Support from these partners in the typhoon relief operation includes operational capacity and the coordination of relief efforts. The IFRC launched a 16.1 million USD appeal for 18-month assistance to 110,000 families. In response to the appeal, the American Red Cross provided a \$550,000 monetary contribution and in-kind relief items valued at more than \$100,000. ARC also received a \$500,000 grant from USAID's Office of Foreign Disaster Assistance (OFDA) to support PNRC's emergency relief efforts.

The goal of the OFDA program was to support the PNRC's relief efforts to assist the typhoon-affected population in the Philippines. The ARC-OFDA program was initially expected to support the provision of emergency relief to 3,000 households (15,000 people). Needs were derived from community and field-based assessments. Three types of assistance packages were ultimately provided to 12,950 families⁹ under this program:

1. NFI package (2 blankets, 2 sleeping mats, 2 mosquito nets, 1 20L jerry can, and 1 hygiene kit) to 6,500 families (approximately 32,500 individuals);
2. Hygiene kits to 5,000 families (approximately 25,000 individuals) affected by long-term displacement;
3. Kitchen sets to 2,300 families (approximately 11,500 individuals), especially to those who in landslide-affected mountainous regions.

Figure 1: Path and Affects of Typhoons Ketsana and Parma



III. PROGRAM ACTIVITIES

RELIEF

Sector: Logistics/Relief Commodities
Objectives: Targeted typhoon-affected families receive adequate and appropriate non-food items:

⁸ Partner national society is a term used within the Red Cross/Red Crescent Movement to refer to national Red Cross/Red Crescent societies that are donors and/or contribute to programs and/or responses implemented by or in coordination with Red Cross/Red Crescent societies receiving the assistance.

⁹ The program provided 6,500 NFI packages, 5,000 hygiene kits and 2,300 kitchen sets for a total of 13,800 sets of NFIs. In one area, the same 850 families were targeted for two types of assistance, so 12,950 families benefited from the NFI assistance provided under this grant, instead of 13,800.

1. 6,500 family kits
2. 5,000 hygiene kits
3. 2,300 kitchen sets

Beneficiaries: The project will reach a minimum of 3,000 households (15,000 people)

Geographic Areas: Typhoon-affected areas of the Philippines

The American Red Cross (ARC) supported the relief response of the multi-donor International Federation Emergency Appeal that was issued in response to the typhoons. The IFRC’s 16.1 million USD appeal is for 18-month assistance to 110,000 families. ARC supported objectives reflect overall program objectives for the International Federation in specific sectors. The OFDA grant allowed ARC to contribute further to the overall Red Cross Red Crescent response, through coordinated support to the PNRC for specific activities.

ARC’s OFDA-funded program focused on procuring International Federation-standard relief items, guided by the mobilization table issued by the International Federation, consigning them to the PNRC, and supporting the PNRC distributions of these items to beneficiaries. To assist with the latter, ARC also provided a sub-grant to PNRC to cover costs associated with management and distribution of these commodities. From October 2009 through February 2010, under the OFDA grant, ARC deployed one disaster management delegate to the Philippines to provide technical assistance, along with monitoring and evaluation support, to PNRC as the local implementing partner.

Philippine National Red Cross Sub-award

Under the OFDA grant, the American Red Cross provided a \$34,144 sub-award to PNRC to support the relief program. The sub-award covered program management and NFI distribution costs such as dedicated personnel, program staff travel, warehousing, handling and transport of goods, volunteer visibility and support, and such equipment, supplies and materials as needed to complete the program. The PNRC-ARC team worked together on program management issues such as developing reporting formats, tracking assistance, and writing of narratives. A key component of the grant which helped PNRC to meet the challenges was the ability to cover human resources and logistics. Also key was the deployment of an international delegate by ARC’s National Headquarters to facilitate, monitor, and ensure adequate reporting for PNRC’s work on the grant.

Needs Assessment

The Philippine National Red Cross dispatched thousands of volunteers starting on Saturday, September 26th to provide immediate relief, to conduct search and rescue operations and to begin assessing the impact of the storm. The IFRC provided on-the-ground assessment support by deploying an Operations Coordinator from its Disaster Management Unit in Kuala Lumpur and fielding a Field Assessment and Coordination Team (FACT). Based on their preliminary assessment, PNRC and IFRC identified the following as the major needs of the affected population: non-food items, such as jerry cans, kitchen sets, hygiene kits and blankets; assistance with the management of evacuation centers; shelter materials, tools and technical assistance; the provision of safe water and sanitation; and health services and psycho-social support. The IFRC appeal’s objective for NFI assistance stated: “The quantities and quality of relief items distributed to the 30,000 affected families are appropriate, with distributions of basic household items (blankets, jerry cans, mosquito nets, buckets, kitchen sets, hygiene items, and sleeping mats) carried out according to assessment and selection criteria based on the identification of needs and vulnerable groups.”

Table 4: ARC-OFDA Assistance

Region	Families
Kalinga	650
Benguet	850
Pangasinan	3,700
Tarlac	1,191
Zambales	694
Pampanga	1,000
Bulacan	1,556
Laguna	3,309
	12,950

A preliminary target for NFI assistance under the OFDA program being implemented by the American Red Cross was estimated at 3,000 families or approximately 15,000 beneficiaries. The typhoon-affected areas of the Philippines originally targeted were all in or near the capital region: Metro Manila, Quezon City, Rizal Province, Markina, Laguna, Taguig and Zambales. Once operations were underway, the targets were adjusted to increase the number of families across a broader affected area. Under this program, 12,950 actual families received NFI assistance. Table 4 lists the eight (8) regions (listed in order from North to South; also see map Figure 1) that were the selected for ARC-OFDA assistance. As with assessments, the allocation of target areas for assistance, final definitions of assistance packages and procurement and distribution logistics were coordinated by the PNRC, the IFRC response team and the various partner national societies such as the American Red Cross, German Red Cross, and Spanish Red Cross.

Early in the operation, there were considerable delays in capturing the full scope of damage, understanding the affected households and specific needs, and, therefore, prioritizing and allocating available resources. These delays were largely due to the complexity of the multiple, over-lapping disasters affecting a wide-spread geographic area and large population. The capacity of the PNRC's Disaster Management Services (DMS) department was particularly stressed by this complex response. Working together with their excellent network of Chapters at the community level and having assistance from the other Red Cross partners, the PNRC was able to meet the challenges of linking assessment to assistance.

Beneficiary selection

PNRC continuously assessed the impact of the typhoons in order to identify the most vulnerable beneficiaries according to need. The PNRC General Criteria Selection for Non-Food Items (NFIs) are:

1. NFIs are exclusively for the families affected by a certain disaster [recent typhoons]
2. NFIs are distributed per family not per individual
3. NFIs shall be given to beneficiaries belonging to economically disadvantaged families or those families in which livelihood is being halted due to the effect of the disaster
4. NFIs shall be given to families who incurred damages to properties (housing) and/or lost of essential household items
5. Priority shall be given to beneficiaries staying in evacuation centers
6. NFIs shall be considered if identified as one of the gaps
7. Intensive needs assessment, analysis and re-validation shall be done before deciding on a NFI distribution

The various assistance packages were defined by PNRC's standard relief items, and allocation decisions were made by the PNRC's DMS department. Table 5 lists the packages and contents for the assistance provided under the ARC-OFDA program. The PNRC worked with their Chapters in affected areas to confirm beneficiary lists and distribution schedules for those to be assisted under this project. Changes were made in response to both changing needs (closing of evacuation centers, assistance received from other NGOs, etc.) and the arrival schedule of goods from multiple sources (IFRC, Partner National Societies).

Table 5: ARC-OFDA Philippines Non-Food Item Assistance

Hygiene Kit	Family Kit	Kitchen Set
		
5 pcs Comb, big, plastic 1 pck Cotton Buds, 200 tips 1 pc Nail Cutter, big, stainless 1 bottle Shampoo, 250 ml 5 pcs Bath soap, 135 g, germicidal 1 pck Sanitary Napkin, 10 pcs/pck 5 pcs Toothbrush, adult, medium 1 pc Toothpaste, 225g 5 pcs Face towel, 14"x27", cotton 2 rolls Toilet paper, 2 ply 2 pcs Disposable razor 1 pc Detergent bar soap, 424 g 1 pc Pouch bag: canvas, with drawstring & lock, printed logos	2 Lightweight blankets, 90x100", 100% cotton or acrylic yarn 2 Sleeping Mats, 72x80", woven plastic 1 Jerry can, 20L, food-grade high density polyethylene 2 Mosquito Nets, insecticide treated 1 Hygiene kit	1 pc Cooking pot, 7L, with lid/pan 1 pc Frying pan, 2.5L, lid for the 7L cooking pot 1 pc Cooking pot, 5L, with lid 5 pcs Bowl, 1L 5 pcs Plate, 0.75L 5 pcs Cup, 0.3L 5 pcs Spoon, table, 15ml 5 pcs Fork, table, 20cm 5 pcs Knife, 17cm, stainless steel 1 pc Knife, for kitchen, blade 15cm 1 pc Stirring Spoon, wooden, 30cm

Procurement

Under the terms of the OFDA grant, the American Red Cross was responsible for the direct procurement of the relief items. Usually, this would result in ARC procurements from international sources with shipments to the affected country. In this case, PNRC specifically requested local procurement for as many of the items as possible. Local markets were functioning and had most of the goods available. The ARC and PNRC worked out procedures for ARC to directly purchase and pay for goods in the Philippines with PNRC facilitating contacts, reviewing bids and samples, and receiving and inspecting goods. PNRC greatly appreciated not only the involvement of ARC in procurement but also the allowance under their sub-grant for human resources (HR) and infrastructure assistance in procurement and logistics. Several other donors did not have funding sources that allowed for HR or warehousing, etc. and there were additional burdens for assistance placed on PNRC staff as a result.

Table 6 ARC – OFDA Philippines Response Procurement: Source and Timing

Source	Delivery Date	Blanket	Sleeping Mat	Jerry Can 20L	Hygiene Kit	Mosquito Net	Kitchen Set
Local	27-Nov-09	8,000	4,000	3,499			
Local	2-Dec-09	5,000	6,000	3,001			
Local	4-Dec-09		3,000		2,000		
Local	7-Dec-09				1,500		
Local	10-Dec-09				5,500		
International	12-Dec-09					13,000	
Local	17-Dec-09				2,500		
International	25-Jan-10						2,300
	TOTAL	13,000	13,000	6,500	11,500	13,000	2,300

All items except the kitchen sets were ordered and received within a four week time period from mid-November through mid-December 2009. The final procurement, of kitchen sets, occurred in January 2010 after ARC calculated savings on the earlier procurements and worked with PNRC to identify additional beneficiary needs. Table 6 represents the timing and source of non-food items procured, and Table 7 represents the cost of the relief items by item type, package, and per family as assisted.

Table 7: ARC – OFDA Philippines Response Procurement: Cost

Item	Units/ Family	Total Units	Cost / Unit	Cost / Assistance Package			Total Cost
				Family Kit	Hygiene Kit	Kitchen Set	
Blanket	2	13,000	\$ 2.90	\$ 5.80			\$ 37,700.00
Sleeping Mat	2	13,000	\$ 4.50	\$ 9.00			\$ 58,500.00
Mosquito Net	2	13,000	\$ 4.00	\$ 8.00			\$ 52,000.00
Jerry Can, 20L	1	6,500	\$ 2.20	\$ 2.20			\$ 14,300.00
Hygiene Kit	1	11,500	\$ 14.35	\$ 14.35	\$ 14.35		\$165,025.00
Kitchen Set	1	2,300	\$ 23.55			\$ 23.55	\$ 54,165.00
Cost /Family				\$ 39.35	\$ 14.35	\$ 23.55	
# Families				6500	5000	2300	
TOTAL		59,300		\$255,775.00	\$ 71,750.00	\$ 54,165.00	\$381,690.00

Relief Distribution

Family Kits

Target: 6,500 most vulnerable typhoon-affected families in the Benguet, Kalinga, Laguna, Pangasinan and Tarlac provinces have the basic emergency non-food items as provided through provision of a “Family Kit”.

The PNRC has an internally defined standard Family Kit for relief responses. This consists of 2 blankets, 2 sleeping mats, 2 mosquito nets, 1 jerry can (20L), and 1 hygiene kit. Similar family kits were standardized through the CCCM and Shelter NFI Clusters with the inclusion of tarps as the major difference between the two kits. Though the NFI objectives initially targeted 3,000 families for family kit support, the plan was later increased up to 6,500 due to needs and availability at lower cost, in-country procurement of most of the NFIs provided as part of the family kit. Only treated mosquito nets had to be purchased internationally and shipped in. Family Kits were defined by PNRC as per their usual family assistance package (Table 5). The ARC used OFDA funding to purchase all items for the 6,500 Family Kits and to deliver them to the PNRC in Manila. Subsequently all family kits were dispatched to PNRC chapters in 5 provinces and distributed to 6,500 families in 37 municipalities.

Hygiene Kits

Target: 5,000 most vulnerable typhoon-affected families in the Pangasinan, Bulacan, Pampanga and Zambales provinces have the ability to attend to their basic hygiene needs through provision of a “Hygiene Kit”.

In addition to the family kits needed by so many of the affected families, kits were needed to replenish hygiene consumables of families with longer-term needs due to prolonged flooding and displacement from their homes. As with the Family kits, PNRC had a standard contents list for their hygiene kits (Table

5). The OFDA grant was used to purchase 5,000 hygiene kits. The ARC-PNRC team distributed these in 18 municipalities of 4 provinces.

Kitchen Sets

Target: 2,300 most vulnerable typhoon-affected families in the Benguet, Bulacan and Kalinga provinces have the ability to attend to their basic cooking needs through provision of a standardized “Kitchen Set”.

Some families had a need for basic cooking supplies. These were often those who had lost their homes in landslides or washed out flash-flooding. The IFRC standardized kitchen set (Table 5) was preferred by the PNRC due to its quality, cost, and availability. Therefore, the ARC purchased 2,300 kitchen sets from an international source and shipped these to the PNRC in Manila. Distributions followed in 20 municipalities of 3 provinces.

Distribution results

In spite of numerous delays, all assistance was delivered within the 4 month time-frame that included a no cost extension given to the PNRC to complete the operation. The process of ARC-based in-country procurement helped streamline the process and resulted in goods being received (and therefore getting to beneficiaries) earlier than those procured through the usual channels. The ARC NFIs were received by PNRC and distributed on average a full month before other PNSs distributed similar items.

Coordination

The coordination with Red Cross Red Crescent partners went very well. An open flow of information and high levels of cooperation between partners benefited all. Examples of cooperation include shared warehouse space and human resources, and standardization of NFIs procured in country.

On a broad level, the lack of participation and information sharing with the UN clusters responsible for (or reporting) NFIs was an issue. As a systemic problem, the PNRC lacks adequate buy-in to the cluster system, despite the fact that as the auxiliary to the Government, the National Society holds responsibility to represent itself and the Red Cross Red Crescent Movement. During the term of the grant, ARC pushed for heightened involvement by PNRC; as a capacity building issue we will continue to advocate for this for future disaster responses. With other donor funding, ARC deployed a delegate to serve as an IFRC Shelter Cluster Coordinator to help facilitate this process.

Monitoring and Evaluation

The ARC-PNRC team developed a Monitoring and Evaluation plan (Annex 1) to cover program activities. Regular meetings with PNRC staff, coordination meetings with IFRC and partner national societies; and participation in cluster coordination meetings as appropriate were attended by the ARC-PNRC team and provided general program guidance. NFI procurements and logistics were monitored using purchase order and goods received notes. The project team worked with the ARC logistics team and the PNRC procurement department to record costs and worth of goods, reported by source (in-country or international purchase). For the NFI distribution operations, written records were completed of all transport, warehousing, handling and volunteer support provided. PNRC headquarters (NHQ) staff and the ARC delegate were present to observe distributions at a minimum of one distribution completed by each chapter receiving assistance under this program.



PNRC workers conducting Beneficiary Exit Interviews in Laguna

Distribution Site Monitoring

A Distribution Monitoring Form (Annex 2) was developed for use at each distribution. The form is based on IFRC and ARC standard tools for relief monitoring and targets key indicators of appropriate Red Cross relief distributions. PNRC chapters were instructed on the use of the monitoring form. Every Chapter was visited and had at least one distribution monitored by the ARC-PNRC team.

Overall, the relief distributions went very well and Chapters were found to have the capacity and capability to understand and respond to their communities needs. Most Chapters had many volunteers although they had few staff. Chapter staff and volunteers were very knowledgeable about their communities and the Red Cross. They are all well trained in basic Red Cross relief protocols.

Chapters displayed an excellent work ethic and were open to learning and improving. Their networks of volunteers and example of service are to be commended. Improvements in communication and cooperation with national headquarters and with information management systems will benefit all. A detailed report from Chapter visits was shared with PNRC and other Red Cross counterparts. Accompanying distributions in the field allowed for opportunities to build knowledge and skills of Chapter level volunteers and staff. The importance of these “teachable moments” was reiterated by many of the chapter administrative directors. Areas and topics most often focused on distributing with dignity, security, identification of the most vulnerable, and information management.

Beneficiary Exit Interviews

A Beneficiary Exit Interview form was similarly developed. Interviews of convenience samples of approximately 5-20 beneficiaries per distribution were completed at each distribution. Chapter volunteers were responsible for carrying out the interviews. Instruction was given in advance and both oral and written feedback was provided after completion of the surveys. Copies of completed surveys were sent to the PNRC program team for review, collation and analysis. All tools and findings were shared with the PNRC, IFRC and PNSs for continued use as warranted and wanted.

Beneficiary exit interviews were completed at 40 distributions (some of each of the three types of assistance packages) in 8 regions resulting in a total of 557 interviews (Table 8).

Table 8: Beneficiary Exit Interviews – By Chapter and NFI Package Distributed

Chapter	# Sites	NFI package distributed			Total
		Family Kit	Hygiene Kit	Kitchen Set	
Benguet	8	18		67	85
Bulacan	3		34	20	54
Kalinga	11	28		53	81
Laguna	5	96			96
Pampanga	3		52		52
Pangasinan	8	36	107		143
Tarlac	1	20			20
Zambales	1		26		26
Total	40	198	219	140	557

Overall, 70% of the interviewees were female and 30% were male, and 87% were the beneficiary while 13% were the friend or relative of the beneficiary. Interviews ranged in length from 4-10 minutes, at an average 6 minutes per interview. The current housing situation and the length of time from disaster to receipt of assistance varied according to location. On average, 50% of respondents were still not back in their own homes.

Interviewees were asked if they had received assistance distributed from any other organization (other than the Red Cross distribution they were participating in on the day of the interview). 525 of the 557 interviewees (94%) reported having received other relief assistance. Of those who had received other aid, most was food (about 2/3) and water (about 1/3). Table 9 displays the percentage of those who received a specific relief item by chapter and by type of aid received on the day of the interview.

Table 9: Other Distributions and Items Received by Type of Distribution on day of Interview and Chapter

NFI package	Chapter	Other Distribution	Food	Water	Tent	Tarp	Shelter Kit	Hygiene Kit	Jerry Can	Blanket	Mosquito Net	Kitchen Set	Cleaning Kit
Family Kit	Benguet	18	100%	83%	22%	6%	6%	56%	0%	72%	78%	44%	72%
	Kalinga	22	73%	0%	0%	0%	0%	27%	0%	0%	36%	0%	0%
	Laguna	75	56%	40%	5%	1%	1%	16%	0%	5%	28%	3%	4%
	Pangasinan	35	86%	14%	9%	0%	0%	34%	23%	34%	31%	11%	6%
	Tarlac	19	42%	21%	16%	5%	5%	11%	0%	0%	11%	5%	21%
<i>Family Kit Total</i>		<i>169</i>	<i>67%</i>	<i>32%</i>	<i>8%</i>	<i>2%</i>	<i>2%</i>	<i>25%</i>	<i>5%</i>	<i>17%</i>	<i>33%</i>	<i>9%</i>	<i>13%</i>
Hygiene Kit	Bulacan	34	56%	24%	3%	3%	0%	21%	0%	18%	21%	9%	6%
	Pampanga	52	62%	27%	0%	0%	0%	8%	0%	8%	2%	44%	0%
	Pangasinan	106	69%	31%	16%	18%	4%	23%	0%	24%	20%	47%	1%
	Zambales	25	56%	0%	0%	0%	0%	0%	0%	0%	0%	0%	4%
<i>Hygiene Kit Total</i>		<i>217</i>	<i>64%</i>	<i>25%</i>	<i>8%</i>	<i>9%</i>	<i>2%</i>	<i>16%</i>	<i>0%</i>	<i>16%</i>	<i>13%</i>	<i>35%</i>	<i>2%</i>
Kitchen Set	Benguet	67	67%	48%	12%	4%	18%	61%	43%	46%	37%	39%	12%
	Bulacan	19	37%	21%	0%	0%	0%	21%	0%	21%	5%	0%	0%
	Kalinga	53	94%	11%	4%	4%	4%	4%	4%	4%	6%	2%	4%
<i>Kitchen Set Total</i>		<i>139</i>	<i>73%</i>	<i>30%</i>	<i>7%</i>	<i>4%</i>	<i>10%</i>	<i>34%</i>	<i>22%</i>	<i>27%</i>	<i>21%</i>	<i>19%</i>	<i>7%</i>
Grand Total		525	67%	29%	8%	5%	4%	24%	7%	19%	22%	22%	7%

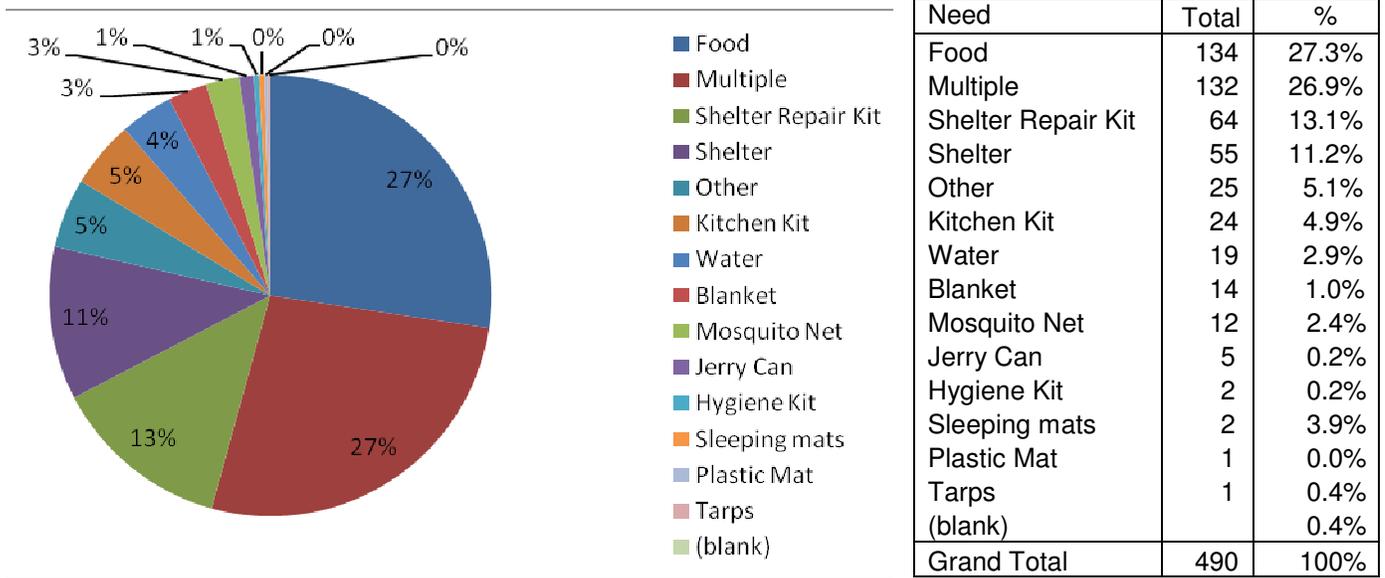
Many of the questions on the interview asked beneficiaries about their experience with the distribution. These questions addressed satisfaction with information, treatment, and logistics. Most of these are standard questions used by the Federation and the ARC to monitor distribution experience. Table 10 displays the results showing a high level of satisfaction.

Table 10: Results Beneficiary Exit Interviews: 557 Interviews after ARC-OFDA NFI Distributions

Beneficiary Exit Interview Question	Waiting time was acceptable	%	Waiting time was too long	%	Total
How was the waiting time today to register and receive your items?	531	95%	26	5%	557
	Yes	%	No	%	Total
Are you satisfied with the information provided by the Red Cross about the date and times of today's distribution?	548	99%	6	1%	554
Are you satisfied with the information provided about the criteria for eligibility and selection for the Red Cross distribution?	544	98%	12	2%	556
Were you EVER ASKED to pay money to somebody to be on a distribution list or to receive relief items?	33	6%	522	94%	555
Were you told in advance about the items you could expect to receive at today's Red Cross relief distribution?	375	68%	180	32%	555
Do you feel that the distribution TODAY was safe and respectful of you?	555	99%	4	1%	559
Are you satisfied with the service you received TODAY from Red Cross Staff and Volunteers (were they friendly, courteous, etc.)?	557	100%	0	0%	557
OVERALL, are you satisfied with the Red Cross relief distribution?	528	100%	0	0%	528

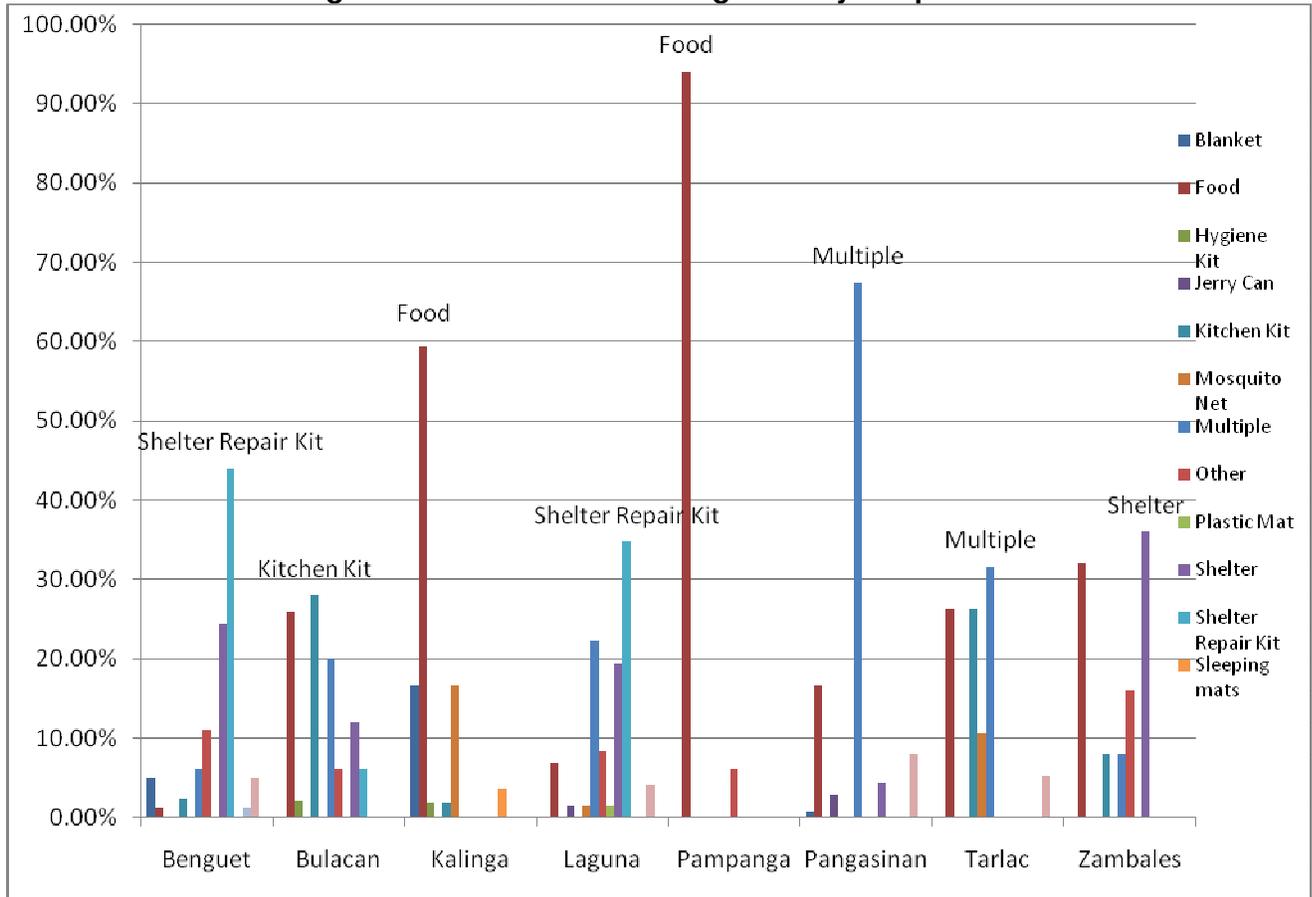
Overall, beneficiaries were satisfied with the services and goods provided. They were also asked about what their outstanding needs were. Although they were asked to state their “single greatest need”, many reported several outstanding needs. The data was shared with the Federation and other PNSs to inform their targeting for continuing assistance. The Table and Figure below show the reported needs overall. The greatest needs were food, Shelter/Shelter kits, and multiple needs (many of these also listed food and shelter as priorities).

Figure 2 and Table 11: Greatest Outstanding Need at this Time – 490/557 (88%) Interviewees



Reported greatest needs did vary by region/chapter. Figure 3 displays the needs by chapter with the most often reported need highlighted for each chapter.

Figure 3: Greatest Outstanding Need by Chapter



All forms and procedures developed for the operation were shared with PNSs and the PNRC Chapters. The PNRC-ARC team went to each Chapter and did a volunteer and staff training on basic interview techniques and use of the forms. These were well received. Beneficiaries reported satisfaction with the overall assistance and appreciation for the process as well. In some places, beneficiaries were so eager to give input that they asked to be interviewed.

The site monitoring and beneficiary surveys led to a better understanding of the needs of the affected. After sharing this with Red Cross partners, some PNSs and the IFRC redirected efforts and/or goods to meet these needs. For example, shelter funds were available but the initial sites, including in Metro Manila, had numerous title, political and financial issues. Once the ARC-PNRC monitoring team reported back that there were other areas outside of the Metro Manila and surrounding municipalities needing shelter, the IFRC and PNS programs were adjusted to the northern, rural, mountainous regions. Temporary and transitional shelters are well underway now in these areas. The use of the monitoring form was found to be a useful tool in preparation for and debriefing from distributions. It served as a way for staff and volunteers to focus discussions and improve operations. This process led to improved data collection, adherence to SOPs, and, most importantly, improved attention to distributions with dignity.

IV. PROGRAM CHALLENGES

The process of obtaining PNRC chapter needs assessments, deciding on NFIs to be provided, and selecting and finalizing beneficiary lists took longer than planned for a number of reasons including multiple typhoons, coordination complexities, access to remote areas, and a lack of coordination between the chapters and centralized decision making for verification activities in the field.

ARC recognized that most chapters would benefit from brief trainings on information management and use of reporting forms. Under the grant, ARC's delegate worked to build knowledge and skills of the PNRC in information management. Small training sessions were held on the use of Excel and mentoring was done using the distribution monitoring and beneficiary interviews as a teaching example. ARC will consider providing additional information management capacity building support for the PNRC for future emergency operations of significant size and scope.

The Philippine National Red Cross is a strong Red Cross society with an excellent community-based network of chapters and volunteers. It has a reputation in the field of being active, strong and capable. The national headquarters of the PNRC needed additional support during the typhoon operation – especially in logistics procurement, and information management. While the size and scope of the response to the multiple typhoons of 2009 season placed enormous strain on this organization, it rose to the challenge and will be stronger as a result.

Although there were issues that caused delays for the relief program, all activities covered under the OFDA grant were completed within 6 weeks of the original grant end date. The relief operation in the field was well coordinated and provided the needed assistance to more beneficiaries than originally targeted. The Philippine National Red Cross headquarters and chapters received needed and effective operational support and capacity building under this program.

V. SUCCESS STORIES

The American Red Cross, OFDA-supported Philippines Typhoons operation brought some hope to affected people living in remote areas often under-served or overlooked in large disaster responses.

In late September and October of 2009, multiple typhoons struck the island of Luzon in the Philippines, causing the worst flooding in 50 years to many highly populated areas such as metro Manila. The international community responded with an outpouring of aid for the estimated 2 million families affected. Much of this aid was targeted for the populated areas and those areas still experiencing flooding. However, there were many families in the more remote mountainous areas whose lives were affected through flooding or landslides. The OFDA-funded ARC program helped the Philippine National Red Cross reach out to these areas, identify those in most need and provide them with basic relief items aimed to help them recover from the devastating typhoons. Once basic relief was provided, additional needs such as housing and health were uncovered. Other Red Cross programs in the Philippines were consequently able to alter their approaches to meet some of these needs.



Reaching remote, highly vulnerable people affected by typhoons

VI. SUMMARY

By the end of February 2010, the PNRC had distributed 144,143 food relief parcels to typhoon-affected families in 21 PNRC Chapters. Many families were assisted with non-food items: 81,532 families received some basic non-food item (NFI) (exact items per family may have varied during early response), 40,998 received hygiene kits, 6,227 received kitchen sets, and 10,231 received cleaning kits. Most NFI distributions were completed as the efforts increasingly shifted to recovery programs focusing on hygiene promotion, shelter and livelihoods. The ARC/OFDA typhoon response in the Philippines successfully provided relief commodities to 12,950 families (about 63,492 persons) living in 47 municipalities/towns in 8 provinces. Total cost of the relief assistance provided to families was about \$382,000 (76% of the grant funds) at an average of about \$29.50 per family (about \$6 per person).

This was an effective operation. While there were some delays in assistance, these were mostly due to subsequent disasters putting additional strain the PNRC resources. The ARC-OFDA program objectives were met, and the program assisted many more beneficiaries than originally planned. Beneficiaries were satisfied, relationships were built or strengthened, and capacity to complete this type of operation was enhanced. The PNRC NHQ and Chapters as well as the Federation and PNSs stated they were satisfied with the ARC-OFDA program and appreciated our contributions to the overall operations.

American Red Cross Monitoring Plan Emergency Response to Typhoons in the Philippines

The American Red Cross OFDA-funded program provides for short-term interventions in the Relief and Logistics Sector. Specifically, the program aims to provide packages of Sphere-standard, non-food items (blankets, sleeping mats, mosquito nets, jerry cans, hygiene kits) to 6,500 households (32,500 beneficiaries), and aims to provide replenishment of hygiene kits to 5,000 families (25,000 beneficiaries) who have protracted needs while in long-term evacuation centers. ARC's approach to monitoring will be to work closely with its partner, the Philippines National Red Cross (PNRC), throughout the three-month life of the grant, to ensure these targets are met.

SECTOR: Logistics/Relief Commodities

SUB-SECTOR: NFIs (Non-Food Items)

OBJECTIVE: Targeted typhoon-affected families receive adequate and appropriate non-food items

TARGET: 6,500-11,500 families (32,500-57,500 individuals)

MONITORING: NFI procurements and logistics will be monitored using purchase order and goods received notes. The project team will work with the ARC logistics team and the PNRC procurement department to record costs and worth of goods, reported by source (in-country or international purchase). For the NFI distribution operations, written records will be completed of all transport, warehousing, handling and volunteer support provided. As available, PNRC headquarters (NHQ) staff and the ARC delegate will be present to observe distributions at a minimum of one distribution completed by each chapter receiving assistance under this program

Data gathering activities:

- Regular meetings with PNRC staff, coordination meetings with IFRC and partner national societies; and participation in cluster coordination meetings as appropriate
- Close follow-through with PNRC on delivery of relief commodities with joint monitoring by PNRC-ARC team of distributions in the field.
- Regular spot site visits including:
 - Visits to PNRC Chapters to observe NFI distribution operations
 - With PNRC, regular follow-up with beneficiaries to identify any concerns - methods to include conducting exit interviews

Distribution and Impact Monitoring Tools: A **Distribution Monitoring Form** (annex 1) will be developed for use at each distribution. The form will be based on IFRC and ARC standard tools for relief monitoring and will target key indicators of appropriate Red Cross relief distributions. Chapters will be instructed on the use of the monitoring form.

A **Beneficiary Exit Interview** form (annex 2) will be similarly developed. Interviews of convenience samples of approximately 5-20 beneficiaries per distribution will be completed at each distribution. Chapter volunteers will be responsible for carrying out the interviews. Instruction will be given in advance and both oral and written feedback will be provided after completion of the surveys. Copies of completed surveys will be sent to the PNRC program team for review, collation and analysis. The Beneficiary Exit Interview and the Distribution Monitoring Form will be piloted to inform improvements of these assessment tools. All tools and findings will be shared with the PNRC for continued use as warranted and wanted.

Follow-up monitoring may be conducted by or with oversight from PNRC NHQ staff along with input from ARC's delegate or NHQ program officer.

REPORTING: Monitoring and evaluation reporting will be included in reports by PNRC and the American Red Cross. Reports will contain both narrative explanations of monitoring activities and findings as well as data tables that summarize the indicators including:

- Total number of NFIs distributed, by type
- Total USD cost of NFIs by type
- Total number of beneficiaries receiving NFIs, by type, in compliance with Sphere standards

AMERICAN RED CROSS MONITORING PLAN: EMERGENCY RESPONSE TO TYPHOONS IN THE PHILIPPINES

OBJECTIVE																	
Targeted typhoon-affected families receive adequate and appropriate non-food items																	
SPECIFIC OBJECTIVES																	
1. Meet immediate needs of disaster-affected families for essential, non-food items. 2. Contribute to the improvement of the quality of life for the affected families. 3. Support local markets through local purchase of relief items 4. Strengthen the Philippines National Red Cross capacity (PNRC) emergency relief and program management activities through leadership and participation in the design, implementation, and monitoring of the project.																	
RESULTS		TARGETS						VERIFICATION SOURCES									
Targeted typhoon-affected families receive adequate and appropriate non-food items		Approximately 6,500 families will receive family parcels of NFIs (2 blankets, 2 sleeping mats, 2 mosquito nets, 1 jerry can) and 1 Hygiene Kit.						- PNRC distribution records coupled with ARC spot visits for distribution site monitoring - Beneficiary interviews									
		Approximately 5,000 families residing in long-term (2-6 months) in evacuation centers will receive 1 replenishment Hygiene Kit.						- PNRC distribution records coupled with ARC spot visits for distribution site monitoring - Beneficiary interviews									
		Approximately 1000 families will receive assistance (kitchen set or hygiene kit, e.g.) to meet identified gap						- PNRC mid-response assessments, relief distribution reports - Beneficiary interviews									
		Total USD cost of NFIs by type and procurement source						- ARC finance will determine cost for NFIs									
ACTIVITIES		Responsible	October	November			December			January			February				
1	Organize and orient a PNRC program team	ARC			PNRC Hire												
2	Review DA, relief criteria	ARC/PNRC team															
3	Select beneficiaries	PNRC DMS															
4	Identify appropriate relief items	DMS, AP team*							Gap items								
5	Procure NFIs	ARC															
6	Distribute NFI family parcel & Hygiene Kit	AP team with PNRC chapter															
7	Distribute replenishment Hygiene Kits	AP team with PNRC chapter															
8	Distribute gap NFI	AP team with PNRC chapter															
9	Reporting	PNRC															
10	Monitoring and follow up	AP team							Develop plan								

*AP team = ARC—PNRC project team, DMS= Disaster Management Service

DISTRIBUTION SITE MONITORING

Date: _____



Chapter: _____

Distribution Site: _____

Observation team: _____

INDICATORS	Yes/No/ Don't Know	Comment
a) The distribution site is identified with RC/RC signage		
b) The distribution site is calm and orderly		
c) The distribution site is secure and separate from locals		
d) Only RC/RC staff and transiting beneficiaries are in site		
e) There is marked sign-in station at the distribution site		
f) There is a separate station to receive the commodity		
g) There are separate entrances/exits		
h) Attention paid to physical comfort as needed/possible (shade, water, amenities, etc.)		
i) Were beneficiary lists clearly visible or beneficiaries clearly informed/knowledgeable of eligibility?		
j) Beneficiaries were informed of the commodity (food, NFI, etc.) they could expect to receive? (Lists posted, explanations announced, etc.)		
k) Did ALL staff/volunteers wear appropriate Red Cross/Red Crescent ?		
l) The Distribution started on time		
m) Beneficiaries have their valid ID checked before receiving their commodity		
n) Beneficiaries are signing the list for receiving their commodity		
o) RC/RC staff/volunteers completing paperwork appropriately		
p) Were the most vulnerable prioritized in distributions? (elderly, disabled, women with children, etc.)		
q) Was assistance available to most vulnerable if needed for collection, transport of commodities?		

Summary of Distribution (calculate at close of Distribution)

	Number
a) # of Target Beneficiaries for Distribution	
b) # of Actual Beneficiaries at Close of Distribution	
c) Difference (subtract b from a)	

	Time
d) start	
e) end	
f) length (e – d)	

Additional comments/observations/recommendations/need for follow-up: