



# Philippines: Typhoon Haiyan

## Two-year progress report

November 2015

# The Fundamental Principles of the International Red Cross and Red Crescent Movement

**Humanity** The International Red Cross and Red Crescent Movement, born of a desire to bring assistance without discrimination to the wounded on the battlefield, endeavours, in its international and national capacity, to prevent and alleviate human suffering wherever it may be found. Its purpose is to protect life and health and to ensure respect for the human being. It promotes mutual understanding, friendship, cooperation and lasting peace amongst all peoples.

**Impartiality** It makes no discrimination as to nationality, race, religious beliefs, class or political opinions. It endeavours to relieve the suffering of individuals, being guided solely by their needs, and to give priority to the most urgent cases of distress.

**Neutrality** In order to enjoy the confidence of all, the Movement may not take sides in hostilities or engage at any time in controversies of a political, racial, religious or ideological nature.

**Independence** The Movement is independent. The National Societies, while auxiliaries in the humanitarian services of their governments and subject to the laws of their respective countries, must always maintain their autonomy so that they may be able at all times to act in accordance with the principles of the Movement.

**Voluntary service** It is a voluntary relief movement not prompted in any manner by desire for gain.

**Unity** There can be only one Red Cross or Red Crescent Society in any one country. It must be open to all. It must carry on its humanitarian work throughout its territory.

**Universality** The International Red Cross and Red Crescent Movement, in which all societies have equal status and share equal responsibilities and duties in helping each other, is worldwide.

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**Haiyan two-year progress report**

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Number of Municipalities



Number of Movement partners



Income vs expenditure



Shelter assistance  
63,478



Livelihood grants  
62,296



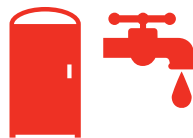
Health facilities  
38



Classrooms  
365



Water and sanitation facilities  
16,393



Logistics centres established  
6



People and students reached through hygiene promotion (PHAST/CHAST)



## Welcome note

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Two years after Typhoon Haiyan (locally known as Yolanda), the most devastating typhoon in the country's history, the Philippine Red Cross together with the Red Cross Red Crescent Movement partners continues to be in the forefront of supporting families in central Philippines on their path to recovery. From providing relief to hundreds of thousands of people to supporting tens of thousands of families through the recovery process, the Movement is partnering with the affected communities to increase their overall safety and resilience.

Over the last two years, the Movement has supported Haiyan affected families in rebuilding safer homes and has provided them with opportunities for sustainable livelihoods. The Red Cross has applied build back safer techniques in the construction of its easily recognizable red roofed houses. These houses have become a symbol of safer homes for the vulnerable communities.

Homes and schools have increased access to safe water and improved sanitation facilities. Awareness continues to be raised among children and families on better hygiene and sanitation practices. Health and school facilities are being rebuilt or rehabilitated to provide quality services to the population. All these activities collectively have contributed to making communities more cognizant of risks and has increased their safety and resilience.

The Philippine Red Cross staff is also better equipped and has improved capacities to respond to emergencies and implement recovery programmes with lasting impact. Its network of dedicated volunteers, the backbone of the entire operation and the foundation of Philippine Red Cross' ability to be *always first, always ready, always there*, has grown both in number and skills.

This two-year report highlights the progress made by the communities in recovering from Typhoon Haiyan. It showcases the impact the programmes have had on the lives of the people reached.

On behalf of the Philippine Red Cross, I would like to extend my heartfelt gratitude to the Movement partners for their invaluable support. Together with the International Committee of the Red Cross, the International Federation of Red Cross and Red Crescent Societies and 137 Participating National Societies, the Philippine Red Cross continues to work with families affected by Typhoon Haiyan and fulfil its mandate of serving the Filipino people.

I would also like to thank my countrymen, people and governments of all countries and others who have supported us with cash, in-kind donations and prayers. It is with your generous support and contributions that Typhoon Haiyan affected families are now well on their way to rebuilding their lives and being a part of better prepared, safer and more resilient communities.

Thank you.



A handwritten signature in black ink, appearing to read 'R. J. Gordon'.

Richard J. Gordon  
Chairman and Chief Executive Officer  
**Philippine Red Cross**  
**Manila**



*On the path to recovery, the Red Cross Red Crescent Movement is empowering communities, families and individuals to build back their lives, and their livelihoods in a sustainable manner, thus contributing towards increasing their overall safety and resilience.*

# Foreword

.....

Typhoon Haiyan swept through central Philippines in November 2013 with 300kph wind speed. Heavy rainfall and strong winds triggered floods, mudslides and storm surges that wiped out coastal villages and towns. More than 16 million people were affected and at least 6,300 killed. The human suffering, damage and destruction left in Haiyan's wake remains unprecedented in the Philippines.

The strong commitment of the Red Cross Red Crescent Movement to alleviate human suffering, uphold dignity and protect life and health has strongly been exercised by its continued support to families and communities affected by the typhoon.

The Movement-wide operational framework continues to guide the overall recovery operation. The structured and organized coordination between the Philippine Red Cross, International Committee of Red Cross, International Federation of Red Cross and Red Crescent Societies and Movement partners guided by this framework has been vital in delivering assistance and services as well as in the success of its programmes.

As the recovery operation continues to advance, the Red Cross Red Crescent Movement has accomplished supporting people in need and touching many lives. The Philippine Red Cross, through the collective effort and support from the Movement has provided 44,064 households with shelter repair assistance, 19,414 households with core shelters and 3,568 carpenters and craftspeople with training in shelter construction based on *build back safer* techniques. Furthermore, 62,296 households have been assisted with livelihood support and 1,510 youth have enrolled in vocational schools for skills and enterprise development. Repairs or construction of 38 health facilities have been completed of which 18 have been handed over to the authorities. Water and sanitation facilities in 98 schools have been rehabilitated and 365 classrooms have been constructed or rehabilitated. Thus far, 9,903 students and 49,893 households have been reached with hygiene promotion messages.

Volunteers have received training across different sectors: community-based health and first aid (1,120 volunteers), psychosocial support (25 volunteers), and disaster risk reduction (12,110 volunteers and community members). The Red Cross Red Crescent Movement continues to support the capacity development of the National Society and its chapters across sectors through trainings, operational and technical support, provision of essential equipment and rehabilitation or construction of chapter facilities.

Accountability to stakeholders continues to be a vital part of the recovery phase. To ensure that voices from the community are heard, feedback mechanisms have been established to facilitate a two-way communication process. Community engagement and participation has been instrumental in achieving what we have, so far.



Dr Gwendolyn T. Pang  
Secretary General  
**Philippine Red Cross**  
**Manila**



Xavier Castellanos  
Director, Asia Pacific  
**IFRC Asia Pacific regional office**  
**Kuala Lumpur**



Boris Michel  
Regional Director of Asia Pacific  
**ICRC**  
**Geneva**

Chairman Richard J. Gordon with school children during the handover of a school building.



Rumolo Godines/Philippine Red Cross



### 8 November 2013

Strong winds and heavy rainfall trigger floods, mudslides and storm surges, wiping out coastal villages and towns. More than 16 million people are affected, 6,300 lives lost and 1.1 million homes damaged or destroyed.

Mark Munkel/Danish Red Cross

### November 2013

Red Cross Red Crescent deploy 12 emergency response units to provide non-food relief supplies, mass sanitation, water treatment, basic health services, logistics services, and emergency telecommunications infrastructure.

Gwen Eamer/Canadian Red Cross





## A note on reading this report

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The Philippine Red Cross plays a major role in responding to various emergencies and disasters in-country. Over the past two years, first responders and search and rescue teams have been on standby and deployed as necessary to serve people affected by several tropical storms like Mekkhala, Bavi, and Linfa and typhoons including Rammasun (Glenda), Hagupit (Ruby), Maysak (Chedeng) and Noul (Dodong). In addition to these, the Philippine Red Cross has also responded to major fire incidences, urban and rural floods, and the threat of volcanic eruption. The National Society participated in the Manila city-wide earthquake drill organized by the Metro Manila Development Authority.

In parallel to responding to new disasters, recovery initiatives under the Typhoon Haiyan operation have made significant progress. The Movement-wide operational framework that was agreed upon by all Red Cross Red Crescent partners in November 2013 continues to guide the recovery process. The strong collaboration, information sharing and harmonization of activities between Movement partners ensures the delivery of quality services and accountability to all stakeholders.

This report comprises programme and financial information provided by the Philippine Red Cross, International Federation of Red Cross and Red Crescent Societies (IFRC), International Committee of the Red Cross (ICRC) and the respective Participating National Societies, reflecting a consolidated portrait of the data obtained from all parties. Programme indicators have been set to report against progress and achievements of the Red Cross Red Crescent Movement during the relief and recovery phases until mid-September 2015. The financial data in this report presents an overview of the Movement's contribution in response to Typhoon Haiyan from 8 November 2013 to 31 August 2015.

Programme data for this report was provided by 13 Participating National Societies, the Philippine Red Cross, IFRC and ICRC. The programme indicators illustrate key activities carried out across different sectors during the emergency relief and recovery phases. These do not, however, reflect the complete portfolio of each Red Cross Red Crescent Movement member, given the magnitude of this operation and the broad spectrum of support being provided.

### 10 November 2013

Red Cross Red Crescent Movement Response to Humanitarian Needs after Typhoon Haiyan, a joint statement between the Philippine Red Cross, IFRC and ICRC is signed.

### 11 November 2013

The Philippine government declares a state of national calamity and calls for international humanitarian assistance. The Inter-Agency Standing Committee categorizes Haiyan a level-3 disaster, requiring global mobilization and response.



### November 2013

Shelter Cluster is activated with the Government of Philippines as the lead and IFRC as the co-lead. The cluster coordinates the shelter response of more than 100 partners to work effectively and provide families with adequate and safe shelter.

Shelter Cluster Philippines

The programme indicators in this report encompass two phases of the operation: (i) the emergency phase (8 November 2013 through 28 February 2014), and (ii) the recovery phase (1 March 2014 onwards). In reality, however, the line between the two phases is blurred as many activities before and after contain elements of both relief and recovery.

Given the National Society's continuous presence throughout the operation, figures reported during the relief phase are largely based on Philippine Red Cross data. This data has been used to cross-reference figures provided by other partners.

Data collection for the recovery phase of the operation is more clearly defined and accurately recorded. Again, the Philippine Red Cross' data has been used to cross-reference figures from other partners. However, the use of more systematic and focused data collection methods during this phase is helping to provide a clearer picture of reach and impact from the recovery activities in comparison to the relief phase. Data methodology continues to be refined to accommodate the evolving operational context, and may lead to the alteration of several indicators in this report, and subsequently, to changes in future figures reported.

The financial data reported as of 31 August 2015 shows an analysis of funds received and spent for the operation. The financial information presented is reflective of the number of Red Cross Red Crescent Movement members reporting on it. Unaudited financial data has been provided by the IFRC, ICRC and 29 Participating National Societies, including the Philippine Red Cross. Hence, these figures may change, and as such, respective annual reports should provide reference for an overview of the final financial information.

This report begins with an overview of the operation followed by progress made in service delivery across sectors. Indicators on programme achievements follow with a financial overview, supplemented with annexes that provide more detail on both programme and financial indicators. A list of Red Cross Red Crescent members who have contributed to the overall Typhoon Haiyan relief and recovery effort is included in Annex 3.



### 12–13 February 2014

A Movement-wide operational framework is agreed upon to ensure a single concerted approach among all partners to enable information-sharing, effective harmonization of activities and maintain overall quality and accountability.

Patrick Fuller/IFRC

### 15–17 July 2014

Starting from the island of Samar and northern Leyte and progressing to Metro Manila, Typhoon Rammasun (Glenda) cuts a wide swath of destruction from eastern to southern Luzon.

Knud Falk/Danish Red Cross



Dr Gwendolyn T. Pang, Secretary General of the Philippine Red Cross with a child.



Kate Marshall/IFRC

**International Federation of Red Cross and Red Crescent Societies (IFRC)** refers to the IFRC secretariat and all members National Societies collectively.

**International Committee of the Red Cross (ICRC)** refers to ICRC's headquarters in Geneva and delegations around the world.

**Red Cross Red Crescent Movement** refers to ICRC in addition to the IFRC secretariat and members National Societies.

**IFRC secretariat** refers to the coordinating entity which represents the IFRC members. In the Typhoon Haiyan operation in the Philippines, the secretariat also performs an operational role in the implementation of programmes. For the purpose of Movement-wide reporting, the secretariat reports the income, expenditure and programme results of its operations in support of the Philippine Red Cross.



### 8 November 2014

One year on, more than 145,000 households have received emergency shelter materials and 6,081 households core shelters. 91,200 households have received unconditional cash grants and 17,421 people provided with cash-for-work opportunities.

Patrick Fuller/IFRC

### 6 December 2014

Typhoon Hagupit (locally known as Ruby), the second most intense typhoon to hit the Philippines in 2014 sweeps over the same part of the country devastated by Typhoon Haiyan the year before.

IFRC





Recovery is an ongoing process. Over the past two years, 19,414 households have received core shelters, 91,282 households have been reached with unconditional cash grants, 51,025 school-going children now have access to a rehabilitated/constructed classroom.

Valérie Batschaere

## May 2015

The Red Cross Red Crescent Movement has raised a total of 430 million Swiss francs in support of its relief and recovery efforts. The majority of the funds received are from the general public and corporates.

Noel Celis/IFRC



# Operational overview

In order to meet the needs of those affected by Typhoon Haiyan more than 8,000 Red Cross volunteers were deployed during the response phase. Many of these volunteers continue to support the work of the Red Cross Red Crescent Movement at community level through the recovery phase. Volunteers have been and continue to be one of the main driving forces behind the achievements and impact of all initiatives benefitting the people affected by the disaster.

Today, two years since Haiyan first struck the Philippines, much has been achieved with Red Cross Red Crescent Movement support in the areas of shelter repair and construction, livelihood recovery, rehabilitation and upgrading of basic health facilities and rehabilitation of water and sanitation infrastructure in homes and schools. Communities are more aware and have increased knowledge on preparing for, coping with and responding to disasters.

Due to heightened levels of vulnerability to natural hazards, the government has identified certain areas as *no-build zones*. The Red Cross Red Crescent Movement advocates for improved construction techniques in safe locations, outside these areas. Construction is based on *build back safer* techniques to ensure a lasting, positive effect on the safety and adequacy of houses. Households participate and engage fully in building their own homes, thereby creating a sense of ownership.

Many of the households that received livelihood grant assistance have been successful in ensuring a regular income to cover their families' basic needs. With Movement support, at least 1,510 youth have been awarded scholarships to attend vocational and enterprise development training followed by on-the-job training. Many of the trained youth have gone on to secure permanent employment.

Selected *barangays* (villages) have also had the opportunity to formulate proposals for livelihood projects designed to collectively benefit their respective communities. Project proposals include plant nurseries, high-value crops, soil and water conservation and fishery initiatives, among others. These community projects not only seek to strengthen societal cohesion but also the community as a whole.

## May 2015

18 months on, 40,296 households have received shelter repair assistance and 13,157 families, core shelters. 21 medical facilities have been repaired and re-equipped. 7,728 volunteers and community members received training in disaster risk reduction.

Jenelle Eli/American Red Cross



## 8 November 2015

Red Cross Red Crescent has assisted 62,296 households with livelihood support and 1,510 youth with an opportunity to enroll in vocational schools for skills and enterprise development.

Healthcare facilities damaged or destroyed by Typhoon Haiyan have been rebuilt or rehabilitated and re-equipped with basic medical equipment. This includes facilities for maternal care and delivery. The Red Cross Red Crescent is using the community-based health and first aid (CBHFA) approach to train and position community health volunteers in *barangays*. Together with CBHFA trained volunteers community members are able to prioritize their health needs, prevent disease, promote health and give first aid. Through these activities the Red Cross Red Crescent is increasing the communities access to basic health facilities and enabling them to take charge of their own health.

In addition to the provision of newly-built household latrines and rehabilitated school water and sanitation facilities, community members, school-going children and teachers are also participating in hygiene promotion activities. Rehabilitated school sanitation facilities are built to cater to the day-to-day needs of staff members and school-going children as well as evacuees during times of an emergency. The use of participatory hygiene and sanitation transformation (PHAST) together with its complementary children's component (CHAST) is being used to raise awareness among communities and school-going children to exercise good hygiene practices to prevent and mitigate the spread of communicable diseases.

Educational facilities have been rebuilt to provide a conducive learning environment for school-going children as well as a safe place to carry out psychosocial support through, for example, play therapy. Schools also serve as evacuation centres in times of a disaster.

Communities that are susceptible to disasters need to be prepared for these events. As such, the Red Cross Red Crescent Movement engages communities in disaster risk reduction initiatives and helps establish mechanisms to cope with and recover from the impact of a disaster. In line with the Philippine Red Cross' disaster risk reduction and management framework, and with the vital support of trained Red Cross volunteers, disaster risk reduction activities have been integrated across all recovery sectors, including the school curricula and at work places.

The Red Cross Red Crescent emphasizes accountability to its stakeholders through monitoring, reviewing and reporting on its recovery initiatives. Operational reviews and sectorial evaluations are ongoing. Accountability to the target population through community engagement and communication is highlighted as a priority. While this task has been effectively carried out during this operation, it is being continuously refined in order to improve service delivery.

Guided by the Movement-wide Operational Framework, the Philippine Red Cross continues to lead the Haiyan recovery programme with the support of the overall Red Cross Red Crescent Movement. Through its operations centre, the Philippine Red Cross constantly monitors meteorological and geological events at country level and in the region to be able to better prepare for and respond to the threat of potential disasters.

## Thinking long-term: Acquiring new skills for a better future

On a hot August afternoon, Red Cross volunteer Charo Langreo is bent over a half-finished wall panel, working away with a hammer and nails.

Taking a break, she pulls down her face mask and wipes the sweat from her cheeks. She smiles at the suggestion she's out of the ordinary, then nods in agreement. "There aren't many women working in construction in the Philippines. People are surprised at the work I do", says the 31-year-old Charo, a volunteer at a warehouse and workshop run by the Philippine Red Cross with support from the British Red Cross.

The panels she and others make are for the thousands of new homes the Red Cross is building for those affected by Typhoon Haiyan. These houses are for people who are currently living with relatives or in temporary shelters.

The panels Charo makes are wooden frames filled with a tight lattice of *sawali*, thinly sliced bamboo strips.

She's using carpentry skills she learned recently at a local college – training paid for by the Red Cross.

These skills mean that in addition to helping give people new houses, she is helping herself. "It's for my future", she explains. "So I have skills and a job".

The cluster of nearby volunteers sawing, measuring and hammering have all been helped in this way.

Charo's son Charlie was only seven when the storm came. She says, "My house was totally destroyed during Yolanda [Haiyan]. I was very scared – everyone here was". She remembers taking refuge under a streetlight during the storm, as the roofs of nearby homes and a school were blown away. Her own house was left in ruins.

Charo had never done any carpentry work before this. Shouting to be heard over the noise, her team leader Romelo Lira reveals how much Charo and the other volunteers have changed in the six weeks since he started at the warehouse.

"At first it was hard for some of them, because they didn't have much experience. But they learned quickly. People here like the quality of the houses we are making. They are really strong compared to the houses destroyed in the typhoon", shares Romelo.

Nearby, a queue is forming. People in the line will be given cash grants to repair or strengthen their homes – another way the Red Cross is supporting people.

## Shelter – building life anew

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The Red Cross Red Crescent Movement continues to assist affected communities, especially families whose homes were destroyed or damaged by Typhoon Haiyan. Forty-eight per cent of the core shelters have already been built, based on the overall target set by the Movement.

Houses are being built using *build back safer* techniques to ensure a lasting, positive effect on the safety and adequacy of houses. The Movement is building shelters that can withstand strong winds and other disasters outside the *no-build zones* identified by the government.

Community engagement and participation has been integral to shelter construction. Community members benefitting from the programme have received and stored materials and have directly and indirectly contributed to the construction process. Community engagement in the decision-making and implementation process has instated a sense of ownership and responsibility for the maintenance of their new home. Community members have been good collaborators and have given valuable input and feedback on their individual needs as well as provided solutions to problems encountered. This level of transparency and accountability has helped establish mutual trust and respect.

With the view of generating income for families, a cash-for-work scheme was applied in certain instances. Workers who were engaged in the construction of shelter were paid for their labour. For long-term livelihood sustainability, individuals were trained in construction techniques. These skilled workers were mobilized to monitor shelter construction works in order to ensure the quality of shelters. Given the high demand for skilled labour in the construction industry, some of the trained individuals continue to use their skills in this field. Community members have been trained to construct houses using *build back safer* techniques.

*Shelter is more than just the provision of materials or the construction of a physical structure. It is a process whereby people can begin rebuilding their lives with dignity.*





Most shelters built have been fitted with latrines and septic tanks. Thus, providing families with access to improved sanitation, curbing the incidence of diseases and health risks.

In building life anew, the Red Cross Red Crescent Movement is not only providing families with safe shelter but is also ensuring the family's comfort, health and safety.



**Carpenters and  
craftspeople trained**

**3,568**



**Communities reached with  
build back safer orientation**

**788**

## Making a house a comfortable home

A 73-year-old Mr Tabom from San Isidro, Leyte walks very slowly, with assistance. Following his stroke in 2008 he can move independently if he needs to, but feels unsafe. He has not fallen, but worries he might. His right hand is clenched into a fist. He has a fantastic sense of humour, and thinks the Red Cross team are funny for being so interested in him and his house. He has met them all before – they have visited several times to go over the plan of the house, including an attached latrine, and a ramp.

Ensuring the house is best suited to Mr Tabom's needs goes beyond providing a roof over his head. It is important to gain an understanding of the way he interacts and connects with the outside world and factor in his needs into the design.

In order to support people with special needs, like Mr Tabom, it is important that staff and volunteers actively work with and engage them in the decision-making process and ask the right questions.

It is for this reason that the Philippine Red Cross with support from the Australian Red Cross has not only been providing training in shelter and construction but also promoting inclusion of people with disabilities in designing and implementing programmes. This helps the team not only to gain confidence but also to build a relationship with people with special needs and their families.

Before the typhoon, Mr Tabom was living in a small house made of tin and wood. The family – Mr and Mrs Tabom and their middle-aged daughter knew it was not safe. Previous floods had caused problems but it had not been possible to reconstruct with a raised floor. They simply didn't have enough money.

Fearing the worst from Typhoon Haiyan they took refuge with a nearby family. They were right to be fearful – when they returned after the storm had passed, their house was badly damaged. It was rendered inhabitable and they feared that parts would fall on them if they went inside. They lived in a temporary arrangement for more than a year.

The Philippine Red Cross worked with them to plan a replacement home. A new home could be built but there was an issue with the design – the house was on stilts and getting up the steps would be impossible for Mr Tabom. A design with the house lower to the ground would put them at risk of a flood.

This is when the team decided to build a ramp. Mr Tabom uses the ramp to get to the landing, which is a comfortable place, with a breeze and a small chair.

“Now I sit on the landing some days when it is hot. I get some air and see what my neighbours are doing”, says Mr Tabom.

Mrs Tabom adds, “I am happy because he takes better care of himself now that he goes outside and sees our neighbours”. Everybody laughs. He wasn’t taking baths before all this – he would simply stay in bed all day, behind a curtain.

Justine, the Red Cross technical project assistant says, “When we first came here to talk with the family, we spent a few hours here before we realized he was here. He was resting behind the curtain”. Even now, he takes a rest behind the curtain but is able to use his system of ropes to use the toilet that is attached to the house. With the help of his wife and daughter, he can go outside.

