

**The Philippine National
Red Cross**



Australian Government
AusAID

PROJECT DOCUMENT

Programme Title : **Red Cross 143: Strengthening the Capacities of Communities in the Philippines**

Programme Type : Community Based Disaster Preparedness

Programme Areas : Bohol (1 city / 47 municipalities)
Cavite (3 cities / 20 municipalities)
Pampanga (2 cities / 10 municipalities)
Zamboanga del Sur (2 cities / 26 municipalities)
Laguna (3 cities / 26 municipalities)
Iloilo (2 cities / 42 municipalities)

Programme Duration : July 2008 to December 2010

Programme Cost : Australian Dollar 800,000.00

Funding Agency : Australian Agency for International Development

Implementing Organization : The Philippine National Red Cross

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A. BACKGROUND

1. The Philippines is one of the most disaster-prone countries in the world. It is situated in a path that is frequented by turbulent and destructive typhoons. Having a long coastline of 17,461 kilometers makes it particularly vulnerable to tsunamis, storm surges, and flooding. The country also lies between two tectonic plates, the Pacific and Eurasian, making earthquakes a common occurrence in many parts of the Philippines. There are more than 200 volcanoes distributed across five major volcanic belts and at least 21 of them are considered active.
2. These hazards, when unchecked, can result not only to tremendous loss of human lives and property but also has a negative impact to the Philippine economy. There is a general consensus in the Philippine Disaster Risk Management community that adverse impacts of these hazards can be reduced or minimized through programs that are in line with strengthening the capacities of the communities to prepare, prevent, predict, plan, cope, mitigate, relieve, reconstruct and rehabilitate.
3. Red Cross believes that communities without disaster planning or adequate knowledge of the existing hazards in their local areas are the most vulnerable to the hazards in their natural environment. Although government agencies and other organizations may have planned or prepared for impending calamities this is insufficient when the communities themselves lack the technical knowledge and skills to respond immediately at the onset of a disaster.
4. Red Cross 143 was formulated to strengthen disaster risk management capacity at the community level. It aims to assist communities to prepare, plan, predict and perform in the event of a disaster. The main concept of this program is to train qualified community members and organize them into an operational and functional disaster response team that is capable to address and provide immediate actions in during an emergency.
5. The Philippine National Red Cross has been continuously providing quality life-saving services that protect the life and dignity of Filipinos in vulnerable to natural hazards and complex emergencies. Red Cross 143 aims to empower every barangays with basic life-saving skills and training.

B. STRATEGY

6. Given the scale of needs in the world, the International Red Cross and Red Crescent Movement (The Federation), adopted a global agenda for all its members. The Federation's Global Agenda translates Red Cross actions and advocacy to interventions that contribute to achieving the Millennium Development Goals and other major global efforts to reduce poverty and inequity and promote sustainable human development.
7. Over the next years, the collective focus of the Federation will be on achieving the following goals and priorities:

Goals

Goal 1: Reduce the number of deaths, injuries and impact from disasters

Goal 2: Reduce the number of deaths, illness and impact from diseases and public health emergencies

Goal 3: Increase local community, civil society and Red Cross Red Crescent capacity to address the most urgent situations of vulnerability

Goal 4: Promote respect for diversity and human dignity, and reduce intolerance, discrimination and social exclusion

Priorities

- Improving Red Cross local, regional and international capacity to respond to disasters and public health emergencies
- Scaling up our actions with vulnerable communities in health promotion, disease prevention and disaster risk reduction
- Increasing significantly our HIV/AIDS programming and advocacy
- Renewing our advocacy on priority humanitarian issues, especially fighting intolerance, stigma and discrimination, and promoting disaster risk reduction

Link to National Priorities

8. The proposed programme is in line with the priorities of the Government of the Philippines (GoP) for preparedness, mitigation and response as contained in Presidential Decree No. 1566 promulgated on 11 June 1978, which calls for the “Strengthening of the Philippine Disaster Control Capability and Establishing the National Program on Community Disaster Preparedness.” The programme also addresses three (3) of the current Four-Point Action Plan¹ on disaster preparedness, namely: (1) capacity building for local government units particularly in identified vulnerable areas; (2) public information campaign on disaster preparedness; and (3) mechanisms for government and private sector as partners in relief and rehabilitation.

¹ The 4-Point Action Plan in Disaster Preparedness was drawn up last 2004 by the National Coordinating Council. It consists of realistic and achievable components: (1) upgrading of PAGASA and PHILVOCS’ forecasting of natural hazards, principally typhoons, earthquakes, volcanic eruptions, and tsunami. Linkages and networking with foreign forecasting institutions covering the Pacific Rim and the South China Sea will be established and strengthened to be able to source different forecasts from different places tracking the same natural hazards; (2) a national public information plan will be developed, focusing on preparedness against natural hazards, especially the seasonal ones. The public information plan is meant to foster a disaster-aware culture among the identified vulnerable communities. Manual of Operations on disaster management will be cascaded to other LGU’s in less vulnerable areas in nationwide seminars; (3) Capacity Building for LGU’s particularly in identified vulnerable areas. Create a disaster-aware culture of preparedness among the identified vulnerable communities by providing technical assistance in education and information programs with emphasis on mitigation and preparedness for typhoon, earthquake, volcano and tsunami related hazards through seminars and workshops for LGU’s to conclude with a dry run of established operation procedures; and (4) Mechanisms for government and private sectors partnership in relief and rehabilitation will be encouraged. The Manual of Operations for Search and Rescue and Relief and Rehabilitation will put emphasis on: (a) synergy of government, private sector and community participation; (b) logistics management; (c) effective communications; (d) information management; and (e) effective interface of local and national level efforts.

Link to Red Cross Policy

9. The project is linked to the Red Cross Integrated Community Disaster Planning Programme (ICDPP) which seeks to reduce the vulnerability of individual families and communities to natural hazards. The ICDP believes that this can be done by providing the communities with adequate knowledge on disaster management. The basic strategy of the ICDPP is organizing and training the local communities through the Barangay Disaster Action Teams. In the same vein, the Red Cross 143 is also a community based intervention of the PNRC.

Red Cross 143 is also guided by the Strategic Objectives that was crafted by the PNRC Board of Governors, to wit: (a) Objective 1: Increase the capability of every PNRC Chapters in Volunteers Development, Disaster Response and Management, Blood Services, Health and Welfare to cover every barangay in the Philippines; (b) Objective 2: Increase the capability of the PNRC Blood Services to provide up to 100% of the blood requirements of the Philippines; (c) Objective 3: Build a fund generation capability to provide financial resources to fund the PNRC's operating and capital expense requirements; (d) Objective 4: Improve the efficiency and effectiveness of PNRC operations and delivery of services through well trained, highly motivated career and volunteer staff aided by state of the art technology and well crafted policies and operating procedures.

Goal and Purpose

10. The project is part of the Red Cross 143 that aims to develop a network of trained Red Cross volunteers nationwide for rapid response and mobilization in emergencies and disasters including health and welfare programs in all levels of the community – city, municipality and barangay. The end goal of the Red Cross 143 is to have a corps of trained volunteers in the cities, municipalities and barangays of the country.
11. The AusAID funded Red Cross 143 project aims specifically to improve the disaster management capacity of local communities in the six provinces [namely Bohol, Cavite, Pampanga, Zamboanga del Sur, Laguna and Iloilo] identified among the most vulnerable to geological and hydro-meteorological hazards. It also aims to strengthen the link between Red Cross' community based disaster risk reduction intervention and the national government initiatives.
12. The objective is to cover the Basic Training Course of Red Cross 143 in the municipal and city level of the selected / target areas; after which, these volunteers will be the responsible to recruit 143 volunteers in the barangay level of their respective areas.
13. *Target Beneficiaries:* The project will target the provinces of Bohol (1 city / 47 municipalities), Cavite (3 cities / 20 municipalities), Pampanga (2 cities / 10 municipalities), Zamboanga del Sur (2 cities / 26 municipalities), Laguna (3 cities / 27 municipalities) and Iloilo (2 cities / 42 municipalities).
14. The total target population for this project is approximately 6 Million people. Breakdown as follows: Bohol (1.1 M), Cavite (2.0 M), Pampanga (1.6 M) and Zamboanga del Sur (1.3 M).

15. The total target of volunteers to be trained is 4,884 in the four provinces. Bohol – 2,112 volunteers, Cavite – 1,012 volunteers, Pampanga - 968 volunteers, Zamboanga del Sur - 1,232 volunteers, Laguna – 1320 volunteers and Iloilo – 1936 volunteers.

Conceptual Framework

Red Cross 143

16. Over the past five years, lives, properties and economic assets have been destroyed by the numerous disasters in the Philippines. The Philippine National Red Cross, as mandated by the government with Republic Act 95 as amended by Presidential Decree 1643, states in its Congressional Charter: *“To establish and maintain a system of national and international relief in times of peace and in time of war and apply the same in meeting the emergency needs caused by typhoons, floods, fires, earthquake and other natural disasters and to devise and carry on measures for minimizing the suffering caused by such disasters”*.
17. In accordance with the above mandate, the Red Cross carries out a two pronged approach to disaster management: relief (response) and preparedness.
18. RED CROSS 143 is a major thrust program to initiate, uphold and encourage the spirit of volunteerism at the smallest political unit in the country (*the barangay*) thereby delivering timely, effective and compassionate humanitarian assistance. Under this program, the PNRC will identify, recruit, organize, train and mobilize volunteers at the community level for immediate response during disasters and emergencies; and it will assist the barangay to strengthen the capacity of people in the community to handle and cope with disasters and emergencies through proper education and skills-training.
19. RED CROSS 143 is anchored in the vision statement² of the PNRC which are in turn translated into the following specific strategies: (a) To develop a network of Red Cross volunteers nationwide for rapid response and mobilization in emergencies and disasters including health and welfare programs;(b) To educate people in the community for readiness in times of disasters in order to lessen casualties and injuries and to mitigate damage to private and public properties; and (c) To acquire real-time reports of current disasters through an efficient monitoring system at the community level this is inclusive of population statistics, geographical location and recent developments in order to optimize resource allocation.
20. At the end of the project, the barangay should have approximately 44 Red Cross volunteers composed of one team lead and 43 members that will be trained in disaster

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- a. To maintain a country of people who are aware of, equipped and prepared for, any imminent disasters and emergencies through massive participation of volunteers.
- b. To maintain a state that is able to address the vulnerability of its people to threats of natural disasters primarily caused by the nation’s geographical location and archipelagic nature.
- c. To maintain a nation that is capable of assessing and attending to people’s health and welfare stressing, its importance in disaster preparedness and response
- d. To maintain a society that can identify and map not only hazard-prone areas but also the available resources for use whether manpower or physical provisions
- e. To maintain a community that has the availability to predict, prepare for, and respond to disasters both during and after the initial danger or emergency at the barangay level.

preparedness and response, in health and welfare and will be blood donors, advocates and supporters of community-based voluntary blood donations.

21. The 143 volunteers will serve as the “eyes, ears, hands and feet” of the community for any disaster or emergencies that may occur in their barangays. The 143 volunteers will report to Red Cross, through available and convenient means of communication³, their initial assessment and report of a disaster or any eventuality that may lead to a disaster. We aim to have 44 volunteers in all the barangays of the country, which means around 1.8 million Red Cross 143 volunteers nationwide.
22. As one of the programs that are indicated in the drafted Strategic Direction of the PNRC, Red Cross 143 is currently being implemented by all Red Cross Chapters. To date, there are at least 288,583 143 volunteers recruited coming from 29 cities, 644 municipalities, and 7,603 barangays. While, the Basic Training Course of the above mentioned volunteers are currently being conducted based on the available funding. Funding support is sometimes being supported by private companies, local governments and other funding agencies. For example, the Southern Leyte 143 trainings were supported by the Japanese Red Cross and International Federation of Red Cross and Red Crescent Societies as part of the capacity building program of the Southern Leyte Rehabilitation program. We are continuously seeking for funding support as it is the goal of the PNRC to cover the whole country with the Red Cross 143 program.

Link with the GOP-UNDP-AusAID READY Project

23. The AusAID-PNRC Red Cross 143 for the 6 targeted provinces is different from all the other Red Cross 143 sites because it is the first time that the Red Cross 143 implementation is linked to the national government hazard mapping initiative.
24. The GOP-UNDP-AusAID READY Project aims to strengthen the disaster preparedness capacities of communities in the Philippines’ eastern seaboard. It targets 27 provinces and seeks to provide immediate, reliable information on geological, hydro-meteorological hazards to the communities at risk. The project is expected to undertake the following;
 - i. Conduct multi-hazard identification, specifically through mapping of hydro-meteorological hazards (floods, storm surges, rain induced landslides) and geologic hazards (ground rupture, ground shaking, liquefaction, earthquake-induced landslides and tsunamis) and assessment of risks arising from these hazards.
 - ii. Develop early warning systems and intensify information, education and communication activities and
 - iii. Initiate mainstreaming of disaster risk management into local development planning
25. Site selection for this project is based on the 2008 priority areas of the national government (those identified as high risk). PNRC 143 will make use of the hazard maps produced by the READY Project at the national level and use them to train volunteers at

³ PNRC has an established SMS system with its volunteers. However, this may not be available during a disaster so alternative forms of communication will be explored by each community

the community level and to assist the local government units in developing community based early warning systems and community based response mechanisms.

Components and Activities

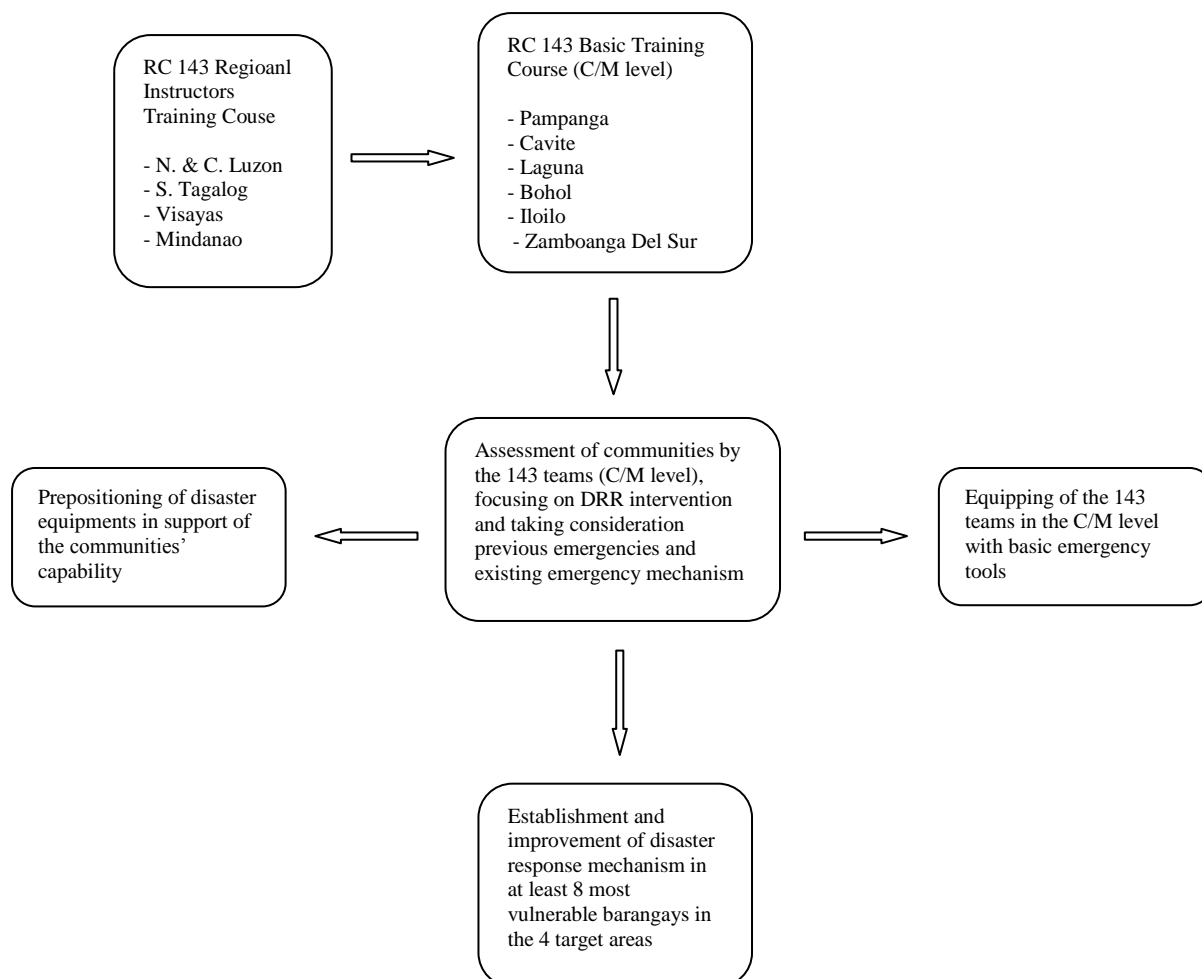
26. *Outcome 1: Improved capacity of communities in areas vulnerable to disasters and to prepare for and appropriately respond to disasters*
27. It has been the experience of the Philippine National Red Cross that communities with appropriate skills and knowledge are able to cope best with natural disasters and are able to recover quickly from such events. The project focuses on providing people of basic training to recognize their vulnerabilities to which can translate for better understanding on the importance of community readiness for any eventualities and if ever community response.
28. PNRC will train selected volunteers from Luzon Visayas and Mindanao who will in turn train volunteers at the provincial level. The locally trained volunteers will survey the capacity of their individual communities and give feedback to PNRC. PNRC will select at least 10 most vulnerable barangays in 6 target provinces as pilot sites for a capacity building communities.
29. Improving community capacity includes training of instructors, training of community volunteers, and establishment of basic disaster management mechanisms. The idea is to survey, improve, or develop early warning systems in the barangay using resources that are already available on the ground. Such as equipping with basic life saving tools a multipurpose cab “multicab” to augment the community capacity. This also could for example mean investing in life saving tools equipment for a boat in an island municipality instead of a “multicab”.
30. *Outcome 2: Philippine National Red Cross’ community based activities are linked to national government disaster risk reduction initiatives*
31. The PNRC, as member of the NDCC and as auxiliary of Philippine Government, maintains a line of communication with various local and national government agencies. However, PNRC activities and programs are not dependent of the government’s activities and programs.
32. With the onset of climate change and other factors aggravating disaster situations; the PNRC consciously seeks to strengthen its linkages by coordinating and complimenting programs of the PNRC with the Government.
33. Through this project, Red Cross aims to strengthen its relationship with the Government by using the output (i.e hazard maps, IEC materials) of the GOP READY Project. These outputs can be utilized in planning future 143 activities in all Red Cross Chapters.
34. *Outcome 3: Sustainability mechanisms for Red Cross 143 activities established*
35. At the end of the project, PNRC will gather emergency stakeholders to assess the progress of Red Cross 143. The inputs of the stakeholders will assist PNRC in developing a sustainability plan that will be shared to interested parties.

36. PNRC will also use part of the AusAID funds to produce a training manuals and toolkits describing the 143 methodology to support the replication of 143 activities.

C. OPERATIONAL PLAN

37. The Volunteer Service office shall be the main proponent of the 143 Program in coordination with the other PNRC main services, such as the Disaster Management Services, Community Health Nursing Services, Social Services, National Blood Services and Safety Services.
38. A Regional Instructors Training Course (RITC) shall be organized in Luzon, Visayas, and Mindanao. This is in order to produce the required number of trainers that will train the 143 volunteers in the target areas. As a requirement, all participants are oriented volunteer, BLS-CPR instructor, enrolled in the PNRC membership, and is committed to instruct the target areas until completion of the project. The Chapters shall be responsible in identifying the participants in the Regional Instructors Training Course. A 5-man team, pooled from the major services, shall be assigned to train in the RITC.
39. The Chapters that have jurisdiction over the target areas shall be responsible in recruiting and organizing the 143 volunteers. Once organized, the Chapter will schedule the 143 Basic Training Course in the municipality and city that they represent. The Basic Training Course shall be conducted for three (3) days.
40. The organized 143 team in every municipality and city shall be responsible in assisting the Chapters in identifying and recruiting the 143 volunteers in the barangays under their municipalities and cities.
41. A program officer and assistant shall be hired and will act as a national coordinator to monitor the activities under the funding. While a finance and admin assistant will also be hired to be the back end support of the project. A monthly progress report shall be submitted to the office of the Volunteer Service which will then be transmitted to the office of the Secretary General.

Summary of Red Cross Activities



D. MANAGEMENT ARRANGEMENT

42. All activities related to programme implementation will be executed within the approved standards, established policies and guidelines of the implementing organization. Outlined below is the programme management arrangement.
43. Establishment of Programme Management Unit. A Programme Management Unit will be established under the PNRC National Headquarters.
44. The concerned PNRC Chapters in the target area will be responsible for the programme implementation. Graduates of the 143 RITC shall be responsible for conducting the 143 Basic Training Course.
45. The PNRC management will direct overall policy and direction setting. Activities and decisions that will adversely affect programme direction, implementation, budget and outcomes and will deviate from the project document will be discussed with and approved by AusAID.

46. **Involvement of IFRC Bangkok Regional Delegation.** The IFRC Bangkok Regional Delegation for Southeast Asia representative will be consulted and be present during the mid and final review of the programme and will also provide, finalize and coordinate the monitoring and evaluation framework/system of the programme.
47. **Orientation of Staff and Chapters involved in the Programme.** A standard orientation will be conducted for PNRC staff (both in Headquarters and Chapters) assigned to the programme on the programme goals and objectives, components and activities.
48. **Independent audit by AusAID.** If required, AusAID will conduct an independent audit of programme implementation and fund disbursement at any period of the programme cycle.
49. The overall management and coordination of the programme will reside in PNRC National Headquarters, while the administration and implementation of some programme component will be handled by the different PNRC Chapters. PNRC will make sure that all financial matters are well kept and audited for documentation and transparency purposes.
50. The following will form part of PNRC counterpart for the project:
- a. Some support personnel and coordination from PNRC offices for the administrative processes that will be undergone the programme;
 - b. Cost of office equipments, other than the equipments requested for this project, land and immovable properties to include office space for the project staff both in the National Headquarters and in the Chapters; and
 - c. Water and light consumption from the chapters as well as from the National Headquarters.

F. MONITORING, EVALUATION AND REPORTING SYSTEMS

51. Below are the essential components of the M&E and reporting systems.
52. Establishment of Monitoring and Evaluation (M&E) system. An M&E framework/system will be established for the programme and IFRC will lead this process. The framework/system will be aligned to the Country Programme Assessment Framework of AusAID and will capture indicators that would report to programme outcomes.
53. Continuous Coordination and Monitoring Activities. A good working relationship should be established by the programme staff with the target beneficiaries to facilitate programme implementation and timely resolution of any programme issues. Continuous and periodic monitoring will be conducted to ensure that activities are being implemented on schedule using appropriate resources and generating the expected outputs and outcomes. AusAID may also participate in the monitoring.
54. Quarterly Review Meetings and Reports. Quarterly review meetings will be organized to track down the progress of the programme against the target for a specific period.

Responsible staff members will be asked to make presentations on their accomplishments for the period and a plan of implementation will be developed for the following quarter based on the status of the project. Appropriate recording and reporting system will be put in place to capture these developments. Highlights of the meetings will be submitted to AusAID for information and review. Update Reports shall also be provided to the donor anytime as required.

55. Mid-Term Report and Final Report. PNRC will submit to AusAID a Mid-Term report. The report will contain updates on programme implementation, accomplishments, issues and concerns, status of fund disbursement, and revised workplan reflecting any changes in programme implementation. A Final Report will be submitted one month after programme completion. The report will contain information on programme outcomes, issues and concerns, lessons learned best practice, if any, and fund utilization.
56. Work Plan. Upon finalization of the programme document, a detailed work plan will be prepared by PNRC and submitted to AusAID.
57. The IFRC will provide advice and support to the PNRC throughout the operation ensuring activities are undertaken professionally, and incorporate documented best practice and the wider knowledge and understanding of the Red Cross and Red Crescent Movement.
58. The responsibility for day-to-day monitoring of the operation will be with the PNRC, primarily at the chapter level but supervised closely by the National Headquarters through the project management unit.
59. IFRC representatives will work directly with the project management unit in the establishment of an M&E system for the programme and overall monitoring, and support the implementation of activities through attendance at the quarterly review meetings, and joining PNRC staff and volunteers on regular field visits.
60. Regular telephone and electronic communication with the project management team and ad hoc reports will provide necessary information in relation to the progress of the programme and any challenges in meeting the planed objectives during the reporting period.
61. Programme outcomes will be monitored based on the logical framework below. Project indicators will be updated every quarter and reviewed regularly.

Programme Outcomes and Impacts	Components and Activities	Performance targets and indicators	Means of verification	Assumptions and risks	Risk Management Strategy
Outcome 1: Improved capacity of local communities in areas vulnerable to disasters to prepare for and appropriately respond to disasters		Disaster management capacity of 103 municipalities and 8 cities strengthened	End of project report	Assuming that no disaster will occur and will not hamper the project implementation	Hiring of new personnel dedicated to the implementation of project
	Training of 143 Instructors	At least 200 Red Cross Volunteers will be trained to instruct the 143 modules	List of participants Reports	All participants will pass the instructors training course Graduates of the Instructors Course will not leave Red Cross	Chapters will pre-screen the best participant to attend the RITC Instructors will be required to sign a commitment form for at least a year
	Training of 143 Volunteers	More than 4,000 Red Cross 143 volunteers trained in Disaster Preparedness and Response, Health and Welfare, and Voluntary Blood Donation Advocacy	List of volunteers (Data base) Reports	On the time of the training, the Chapter must still have the required number of volunteers to be trained Availability of resource person and trainers	Chapter must ensure that they have more than the minimum volunteers to be trained Chapter has a list of instructor that can be tapped, within the Chapter or with nearby Chapters
	Establishment of basic disaster management mechanisms (survey, improve or develop early warning systems)	At least 8 most vulnerable barangays in the 4 target provinces to establish emergency response mechanisms	Field Visit Reports Site Demonstrations	Full cooperation from the community and LGUs	Get LGU commitment prior to program implementation through MOU/ endorsement Develop criteria in choosing the most vulnerable barangay with information coming from

Programme Outcomes and Impacts	Components and Activities	Performance targets and indicators	Means of verification	Assumptions and risks	Risk Management Strategy
					the Red Cross Chapters and Disaster Coordinating Council
Outcome 2: Philippine National Red Cross' community based activities are linked to national government DRR initiatives		Red Cross will be using READY outputs in succeeding 143 activities (i.e. incorporating READY IEC in the 143 activities) Replication of 143 activities will be supported by the national government	reports	READY IEC are already done	Coordinate with NDCC for the timeline for the completion of the READY IEC of the target areas.
Outcome 3: Sustainability of the Red Cross 143					
	Stakeholders meeting	participation of the majority of the invited guests challenges and best practices presented and clarified	Attendance, active participation in all discussions Best practices manual and other related reports	less than half of the invited guests attended. lack of interest as regards to the presentation (manual, activities, etc.) among stakeholders	Follow-ups and confirmation of attendance from the invited guests Invite partners/stakeholders who share the same interests or advocacy
	Documentation of Red Cross 143 activities	A manual is published to document the successful community based early warning systems and emergency response mechanisms	End of project report Best practice manual	Project completed on time Success stories and challenges are well documented commitment of volunteers support the project	Documentation will be required as part of the commitment of the implementing Chapter to ensure that all activities will be documented. Further discussions by the PNRC NHQ Programme unit will be scheduled to capture the activities in the field

