

EMERGENCY APPEAL



International Federation of Red Cross and Red Crescent Societies
Fédération Internationale des Sociétés de la Croix-Rouge et du Croissant-Rouge
Federación Internacional de Sociedades de la Cruz Roja y de la Media Luna Roja
الاتحاد الدولي لجمعيات الصليب الأحمر والهلال الأحمر

THE PHILIPPINES: TYPHOONS

*Preliminary Appeal no.
26/2004¹
2 December 2004*

The Federation's mission is to improve the lives of vulnerable people by mobilizing the power of humanity. It is the world's largest humanitarian organization and its millions of volunteers are active in over 181 countries.

In Brief

THIS PRELIMINARY EMERGENCY APPEAL SEEKS CHF 2,011,000 (USD 1,749,036 OR EUR 1,316,738) IN CASH, KIND, OR SERVICES TO ASSIST 250,000 PEOPLE FOR 3 MONTHS [CLICK HERE TO GO DIRECTLY TO THE BUDGET](#)

This Emergency Appeal no. 26/2004 is being launched on a preliminary basis to address the immediate needs of the affected population, and to support the Philippine National Red Cross (PNRC) to deliver the required assistance. The Federation expects further needs, and will adjust the operation accordingly via a full or revised Emergency Appeal to be launched shortly, reflecting a further assessment and updated plan of action.

All International Federation assistance seeks to adhere to the [Code of Conduct](#) and is committed to the [Humanitarian Charter and Minimum Standards in Disaster Response](#) in delivering assistance to the most vulnerable. For support to or for further information concerning Federation programmes or operations in this or other countries, or for a full description of the national society profile, please access the Federation's website at <http://www.ifrc.org>

For further information specifically related to this operation please contact:

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For longer-term programmes, please refer to the Federation's Annual Appeal.

The situation

¹ **GL**lobal **ID**entifier Number (GLIDE) for Typhoon Nanmadol: TC-2004-000137-PHL; for Typhoon Muifa: TC-2004-000122-phl, for Typhoon Merbok TC-2004-000128-PHL.

Note: GLIDE is an initiative of the Asian Disaster Reduction Centre, intended to create a more logical and systematic method of classifying disaster events and information. For more on GLIDE go to: <http://www.glidenumbers.net>

The Philippines: Typhoons; Preliminary Appeal No. 26/2004

For the past two weeks, the Philippines, among the most disaster prone countries in the world, has been battered by a series of typhoons, tropical storms and/or tropical depressions, causing floods and landslides which, according to latest estimates, have left more than 1,000 people dead, injured, or missing, and hundreds of thousands homeless. Authorities expect worse to come, with Typhoon Nanmadol² (locally referred to as Yoyong) making landfall today (Thursday, 2 December) over a 1,000 km front, and almost certainly further extensive death and destruction on the main Philippines island of Luzon. Some media are already referring to Typhoon Nanmadol (Yoyong) as a “super typhoon”, with winds of over 220 kph expected, accompanied by torrential rainfall.

It is important to understand the potential deadly consequences of this latest catastrophe to strike the Philippines, and the fact that the following events since mid-November have, cumulatively, dealt a devastating impact to the area:

- Typhoon Muifa entered the Philippines area on 14 November with its strongest sustained winds of 110 kph and gusts of up to 140 kph. As it moved from east to west, typhoon Muifa wreaked havoc due to its continuous torrential rains which caused massive flooding in the provinces of Mindoro Oriental, Palawan and Camarines Sur, affecting 41,413 families, or some 838,434 persons. 57 people died, 240 were injured, and 47 were reported missing.
- Just as typhoon Muifa unleashed its fury, tropical depression Merbok (also locally referred to as Violeta) reached the Philippines on 22 November. The heavy and continuous rainfall caused flooding and landslides leaving 25,140 families (more than 100,000 people) severely affected in the provinces of Aurora and Nueva Ecija.
- On 20 November 2004, typhoon Winnie, which had a relatively weak sustained wind speed of 55 kph, shocked the country when it delivered continuous rains that turned several towns in the Aurora, Quezon and



² There is a need to clarify the common nomenclature of these events; both a local and international name are often used; for the purposes of this emergency operation, the internationally attributed name is being identified (with the exception of typhoon Winnie for which there is none).

The Philippines: Typhoons; Preliminary Appeal No. 26/2004

Nueva Ecija provinces into a virtual river, washing away houses and property and affecting 19,441 families, with 87 people reportedly dead, 100 injured, and 170 missing.

A state of emergency was declared in the provinces of Aurora, Camarines Sur, Catanduanes, and in the town of Roxas in Mindoro Oriental, Nueva Ecija and Quezon. To date, the number of families affected totals 180,595 (some 828,000 persons) from the nine provinces in the eastern part of Luzon, Southern Tagalog, as well as the Bicol Region, with almost 100,000 houses either totally or partially damaged. Close to 600 persons are already confirmed killed, 312 injured, and 117 still unaccounted for.

- Typhoon Nanmadol has now arrived, with winds of 220-240 kph, delivering heavy sustained downpours throughout Luzon, mainly in areas already suffering extensive destruction caused by the previous weather disturbances. As a result, the outlook over the coming days - and longer - for all inhabitants of Luzon, especially those north of the capital Manila, is indeed grim.

Red Cross and Red Crescent actions

The PNRC has a deservedly sound reputation for speed and professionalism in disaster response. As soon as typhoon Muifa struck, PNRC chapters in the affected provinces immediately deployed their disaster response teams to conduct initial assessments and to distribute emergency relief items. Throughout these testing weeks the PNRC national headquarters and the local chapters, as members of the relevant disaster coordinating councils, have been working to ensure well-coordinated disaster response activities.

As the overall situation worsened there were some delays in the response operations in the island of Mindoro due to limited access and logistics constraints. In the immediate aftermath of the disaster, however, BP5 compact food was distributed to the worst affected population. The PNRC national assessment team reached the disaster zone five days after the first typhoon struck to conduct detailed needs assessment and initiate some relief distribution. The assessment team was able to identify post-emergency needs in the following sectors: food and non-food items, water and sanitation, health services, and shelter.

Work is now underway to undertake and complete assessments in each of the affected areas, coupled with the provision of essential relief to affected families. The local PNRC chapters have linked with the respective local government units (LGUs) to try to ensure a well co-ordinated disaster relief effort. The action taken by both the PNRC national headquarters and the local chapters includes the following:

- Deployment of disaster response teams to the affected areas to provide assistance including rescue and evacuation of affected families, first aid, immediate relief assistance, and psychosocial support to affected families.
- Provision of relief assistance - rice, noodles, sardines, biscuits, and compact food - to some 3,000 families (more than 15,600 persons).
- Release of funds from national headquarters to the chapters to cover operational expenses.
- Deployment of relief supplies and temporary transport to Mindoro Oriental.
- A national headquarters assessment team deployed to the worst affected areas to conduct a detailed assessment of the disaster situation to identify other needs as well as possible long-term interventions to assist the affected population.

A total of CHF 150,000 has been released from the Federation's Disaster Relief Emergency Fund (DREF). Euro 12,000 has been provided by the Spanish Red Cross - which has two delegates assigned to the Philippines - direct to the PNRC, for the provision of relief supplies to be distributed to the severely affected areas -- also enabling some pre-positioning of stocks ahead of Typhoon Nanmadol. Chapters in the disaster zone have been in a heightened state of alert since the notification of Nanmadol's approach earlier this week informing national headquarters - which is on 24-hour watch - of actions taken and current stockpiles of relief goods.

The Philippines: Typhoons; Preliminary Appeal No. 26/2004

The PNRC Secretary General, together with the Director for Communication and three national society headquarters staff, visited Mindoro Oriental in the wake of the disaster and participated in the distribution of various food assistance to nearly 900 families.

Two disaster specialists deployed by the Federation's Southeast Asia regional delegation have been deployed to the Philippines to work with and assist the PNRC at the national and, as required, chapter level. Throughout the week, PNRC partners have indicated growing interest and concern as events have unfolded in the Philippines – and there is a clear willingness and enthusiasm among the Federation membership to support and assist.

The needs

The PNRC (through chapters in the affected areas) have identified and are addressing the following challenges in the affected areas:

- Insufficient provision of food items to the affected families: although more than a week has passed since the start of this disaster sequence, the provision of food assistance is still limited, and so far inadequate numbers of affected families have received assistance. The LGU's, in co-ordination with the PNRC and other non-government agencies, are doing their best but are hampered by financial and other constraints.
- Limited psychological intervention to the affected families, particularly to those families that experienced loss of their relatives and/or loved ones: psychological support to the affected families is still one of the priorities needed in the affected areas. There is presently no continuous programme of support being undertaken. The Department of Social Welfare and Development (DSWD) and the PNRC had initially provided "Critical Incident Stress Debriefing" (CISD) to such families during the emergency period or for the first four days following the disaster. The need for continuous psychological intervention is clear as affected families are in a state of shock.
- Limited health services (personnel and facilities) and interventions: the lack of experienced and trained personnel to provide medical treatment and care to the affected populace is another concern. There is a scarcity of medicines, medical equipment and supplies for common emergencies. In Mindoro Oriental most health centres were damaged. There is a lack of water and sanitation facilities and/or good hygienic practice and limited presence of organized Barangay Health Workers in most of the affected areas.
- No organized Barangay Disaster Action Teams to assist and/or lead the affected population in managing their situation in the aftermath of the disaster: the PNRC relief services are now being extended to all the worst affected areas by the local chapters, in close co-ordination with the LGUs.
- To date, limited or no provision of "Family Starter Sets" - basic household items/housing reconstruction materials for affected families, particularly those whose houses were totally destroyed and/or affected families can no longer salvage their housing materials or appliances: the following items are recommended for relief distribution: food items (rice, sardines and noodles); non-food items (kitchen utensils, plastic plates, spoons and forks, plastic bowls, blankets, mosquito nets, plastic mats, soap, pales, water containers, cooking pots, frying pans and ladles); various medicines; housing reconstruction (roofing materials).

There is a distinct need to improve the field assessment and reporting system of the local chapters. There is also the need to integrate the experience into a more comprehensive training curriculum of the chapter disaster response teams.

Coordination

Close coordination is being maintained between the PNRC and its government counterparts in the disaster coordinating council. PNRC national headquarters and the local chapters are members of the disaster co-ordinating councils that aim to ensure a well-coordinated disaster response effort. The operation described in this preliminary appeal has been prepared in full cooperation with the PNRC also working with Spanish Red Cross representatives based in the Philippines. The Danish Red Cross regional representative is also fully updated on the situation and has been in regular contact with the PNRC and the Federation delegation in Bangkok.

The Philippines: Typhoons; Preliminary Appeal No. 26/2004

Approaches to ECHO in Brussels are underway, with a view to applying for emergency funds. Across the region there is good coordination with the ICRC, and in the current disaster tracing activity could be one potential sector for collaboration.

The proposed operation

Based on the available information from the PNRC and local chapter assessments in the disaster affected areas, the PNRC, supported by the Federation, will focus on the provision of food and non-food items, selective construction materials, health and hygiene kits, water and sanitation needs, and health education. This will be delivered together with institutional capacity building activities, including training on field assessment and reporting, disaster response, community training on health and disaster management.

Food and Nutrition

Objective: Provision of emergency food items consisting of rice, beans, instant noodles, biscuits, dried fish, sardines, iodized salt, cooking oil, sugar, tea for 50,000 affected families for three months.

Planned activities:

- Identification of beneficiaries through criteria agreed upon between the national society and the local communities.
- Procurement of food items based on International Federation logistic standards.
- Organization of transport and distribution system for the emergency food items by each of the local chapters concerned.
- Distribution of emergency food items with proper recording.
- Monitoring and evaluation.

Non-food items

Objective: Provision of basic household kits composed of: cooking utensils, plastic eating utensils, mosquito nets, blankets, plastic mats, plastic pail, and towels for 50,000 families.

Planned activities:

- Identification of beneficiaries through criteria agreed upon between the national society and the local communities.
- Procurement of items for the basic household kits based on International Federation logistics standards.
- Organization of transport and distribution system for the basic household kits by each of the local chapters concerned.
- Distribution of basic household kits with proper recording.
- Monitoring and evaluation.

Shelter

Objective: Provision of selective construction materials to rebuild totally damaged houses.

Planned activities:

- Identification of beneficiaries with totally damaged houses.
- Identification of selective construction materials.
- Procurement and distribution.

Hygiene promotion

Objective: Provision of basic health and hygiene kit which will include bath soap, laundry soap, toothpaste, toothbrush, water container for drinking water, oral re-hydration salts

Planned activities:

- Organize health volunteers in the affected community.

The Philippines: Typhoons; Preliminary Appeal No. 26/2004

- Orientation on health education activities.
- Procurement of basic health and hygiene kits.
- Selection of beneficiaries together with the community.
- Distribution of basic health and hygiene kits with proper recording.
- Monitoring and evaluation.

Water and sanitation

Objective: Provision water containers, purification tablets and water testing kits.

Planned activities:

- Purchase of water containers, purification tablets and water testing kits
- Orientation of health team on the use of water-testing kits.
- Conduct water testing for existing water sources.
- Community awareness on the checking potable water sources.
- Distribution of water containers and purification tablets.
- Monitoring and evaluation.

Health services

Objective: Mobile health services to provide primary health care.

Planned activities:

- Organize mobile health teams to provide primary health care service in affected community.
- Coordination with the local health system for the mobile health team support.
- Purchase emergency health kit for health teams.
- Identification of community health volunteers.
- Conduct primary health care orientation to community health volunteers.
- Monitoring and evaluation.

Institutional capacity building

Objective: Mobilization of health volunteers in the community.

Planned activities:

- Conduct community health education and disease surveillance.
- Reproduction and distribution of health information and education materials.
- Purchase of health service kits for community kits.
- Provide First Aid and home nursing care.
- Referral and reporting of emergency cases.

Objective: Community-based disaster management (CBDM) training and organization of *barangay* disaster action teams (BDAT)

Planned activities:

- Formulation of training design based on local situation.
- Selection of participants through the recommendations of local officials.
- Identification of training venue and purchase of training materials.
- Conduct CBDM training.
- Organization of volunteers/BDAT.
- Submission of post training evaluation.

Objective: National training on humanitarian needs assessment, reporting and disaster response.

Planned activities:

- Workshop to design standard PNR humanitarian needs assessment templates.

The Philippines: Typhoons; Preliminary Appeal No. 26/2004

- Development of training curriculum.
- Conduct training.

Capacity of the National Society

The PNRC is established under Philippines Law and mandated to act as auxiliary to the government in providing relief, health and welfare assistance to the most vulnerable sector of the society. In its role as an independent and highly professional humanitarian organisation, the PNRC enjoys nationwide recognition and respect, coupled with long and strong experience of disaster management.

The Society and its provincial branches have extensive knowledge in conducting relief and rehabilitation programmes in the wake of natural disasters, which occur regularly in the Philippines. It is represented in almost all provinces and major cities with a total of 76 chapters and nine sub-chapters. Each chapter has a professional administrator who acts as manager in charge of operations and administrative functions.

The PNRC works in partnership with the government and non-government agencies as well as private groups in achieving effective networking and implementation of its services. It is also in partnership with a number of sister national societies, including the Danish Red Cross - which supports the integrated community disaster planning programme targeted at building the capacities of disaster-prone communities in disaster prevention, mitigation and preparedness. As indicated earlier, the Spanish Red Cross has two delegates in Manila working with the PNRC on an ECHO-funded community-based disaster management programme, also designed to strengthen the local capacities of people and communities situated in high risk areas.

Capacity of the Federation

The International Federation's Southeast Asia regional delegation, in Bangkok, comprises a head, programme coordinator and specialist delegates in disaster management, health and care, organisational development and information, backed by a committed team of regional and local staff and the Asia Pacific and relevant technical departments at the Geneva Secretariat.

The International Federation regional disaster management unit has a disaster risk management programme officer out-posted to the Philippines, providing technical support to the PNRC Disaster Management Services (DMS) Unit. Direct support is provided by the senior disaster emergency and preparedness programme officer (based in Bangkok) who is FACT and UNDAC trained. This officer has been in Manila since 1 December to support the PNRC operations. The expatriate head of unit is supported by other regionally recruited disaster management staff in Bangkok. There are 10 FACT-trained personnel in the region and also 35 regional disaster response team (RDRT) members (trained staff and volunteers) from five national societies in Southeast Asia.

Monitoring and evaluation

More detailed evaluation and monitoring activities will be elaborated in the full Appeal to be issued shortly, and in further operations updates. Initially however, the PNRC through its DMS unit and the out-posted disaster risk management programme officer will be working together with the proposed International Federation relief coordinator to provide technical monitoring support and advice to the PNRC throughout the proposed operation. The PNRC will deploy field-based staff to oversee the day-to-day activities. Support will also be provided from local disaster response teams when need arises. The preparation and provision of regular Operational Updates and a Final Report will be completed according to Federation reporting standards. The Federation's Bangkok regional delegation will also assist PNRC in its monitoring and evaluation role, as necessary.

Susan Johnson
Director
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Markku Niskala
Secretary General

[Budget below; click here to return to the title page and contact information.](#)

PRELIMINARY BUDGET SUMMARY

APPEAL No. 26/2004

Philippines - Floods and typhoons

TYPE	VALUE
RELIEF NEEDS	IN CHF
Shelter & constructions	100,000
Clothing & textiles	215,000
Food parcels	850,000
Medical & first aid	80,000
Utensils & tools	230,000
Other relief supplies	250,000
TOTAL RELIEF NEEDS	1,725,000
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<u>CAPITAL EQUIPMENT</u>	
Computers & telecom. equipment	5,000
<u>PROGRAMME SUPPORT</u>	
Programme support (6.5% of total)	131,000
<u>TRANSPORT STORAGE & VEHICLE COSTS</u>	
Transport and storage	50,000
Vehicle costs	20,000
<u>PERSONNEL</u>	
Expatriate staff	30,000
National staff	20,000
<u>ADMINISTRATIVE & GENERAL SERVICES</u>	
Travel & related expenses	10,000
Information expenses	5,000
Administrative & general expenses	15,000
TOTAL OPERATIONAL NEEDS	286,000
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TOTAL APPEAL CASH, KIND, SERVICES	2,011,000
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LESS AVAILABLE RESOURCES (-)	0
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NET REQUEST	2,011,000
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