

Emergency appeal



International Federation
of Red Cross and Red Crescent Societies

Philippines: Typhoon Fengshen

Emergency appeal n° MDRPH004
GLIDE n° TC-2008-000093-PHL
24 June 2008

This Preliminary Emergency Appeal seeks CHF 8,310,213 (USD 8 million or EUR 5.1 million) in cash, kind, or services in response to a request for support from Philippines National Red Cross (PNRC) to assist 6,000 families for 12 months.

CHF 200,000 (USD 190,000 or EUR 123,000) from the International Federation's Disaster Relief Emergency Fund (DREF) enabled PNRC to conduct immediate assessments of some of the affected areas and distribute a few relief items. However, the scale of the needs is more, hence this preliminary emergency appeal.

[<click here to view the map, or here to go to the attached Emergency Appeal budget>](#)

The situation

Typhoon Fengshen (locally named Frank) initially affected Eastern Samar in the Philippines on 18 June 2008. It then moved west northwest and affected 37 more provinces, with winds of 140 kph and gusts of up to 170 kph. Considered as the worst typhoon this year, Fengshen has now left the Philippines but continues to move northwards bringing rains which may trigger additional floods.

The National Disaster Coordinating Council said the typhoon affected 209,337 families - almost one million people - from nearly 2,000 barangays (local districts) in 38 cities and 207 municipalities, in 14 out of 16 regions of the country. 177 people are reported dead, 435 missing, and 70 injured.

Fengshen is the 6th typhoon to hit this disaster-prone country in 2008. It has caused the collapse of 35,768 houses and severely damaged another 69,606. Almost 90% of the damaged houses are in Panay island (Iloilo, Antique, Capiz, and Negros Occidental) and in Eastern and Western Samar. 426 evacuation centres have been established to house approx. 28,000 families (almost 150,000 persons). However, it is believed that a considerable number of affected families have sought refuge with friends and families.

An additional 861 people (724 passengers, 111 crew members, and 26 contractors) were reported missing Saturday after the M/V Princess of the Stars Ferry capsized and sank at Claveria, north of Sibuyan Island in Romblon. Thirty two people are reported as having survived. Search and rescue is continuing.

Fengshen defied all prediction models and weather forecast organizations as it changed paths and crossed areas, which are usually not affected by typhoons. As such, many communities and the authorities were caught by surprise. Moreover its effect was compounded by pre-existing bad weather as a result of the monsoon season. Many people were forced to stay on roofs and trees until water subsided only to discover severe damage to roads and other public infrastructure including the water system.

While the typhoon has left the Philippines and water levels are subsiding fast, severe health risks persist, given the major damage to public water drinking systems; thousands of highly vulnerable families are left without a home and the barest of personal belongings.

Red Cross and Red Crescent action

It was only two years ago when the Philippines experienced the ill-effects of four typhoons within a three-month period; the strongest of which was Xangsane (locally named 'Milenyo'). The episode has sharpened the expertise of the Philippine National Red Cross in responding to the needs triggered by such disasters: provision of food and non-food items to more than 25,000 families, repair of partially damaged houses and provision of transitional, typhoon-resistant shelter (12,300 units in all), prevention of diarrhoeal disease and promotion of overall hygiene, and provision of stress debriefing and psychosocial support.

For the most recent disaster, the Philippine National Red Cross (PNRC) chapters, supported by the disaster management service (DMS) of the PNRC national headquarters, have maximized tie-ups with local and national government units to ensure a well-coordinated disaster response effort.

Immediate response activities have included:

- Local Red Cross volunteers were deployed to assist in the evacuation of families affected by Typhoon Fengshen.
- 3,400 families from eight provinces were provided with an emergency food package (good for three days for five people) consisting of 5 kilos rice, 4 tins sardines, and 6 packs of noodles. A five-man response unit from the national headquarters was dispatched to Iloilo to assist the chapter in its response efforts.
- Coordination with the local national food authority offices enabled the immediate distribution of rice.
- Canteen services were provided in evacuation centres in Cotabato (823 families) and Negros Occidental (65 families).

Inter-chapter coordination and coordination between PNRC NHQ and chapters have been maximized to give assistance to survivors of the ferry sinking and to provide psychological support to the families who needed comfort while waiting for updates on the whereabouts of the passengers of the sunken vessel. At least five chapters (Cebu, Romblon, Masbate, Capiz and Negros Occidental) are on 24/7 watch for any development in this case. Two contact persons were especially assigned at NHQ to coordinate the psychosocial support.

Cellular networks suffered severe damage and power outages were reported in Capiz, Romblon, Leyte, Eastern Samar, Mindoro Oriental, Cavite, Aurora and Pangasinan chapters. Despite these problems, volunteers from affected chapters and members of disaster response teams have managed to convey vital information to the PNRC national headquarters, providing a first overview of the extent of the damage caused by Typhoon Fengshen. Because of these, the national headquarters has developed an initial response by coordinating with various relevant local and national disaster coordination councils.

Assessment teams were deployed to the most heavily affected areas (four provinces in Panay, Eastern Samar, and Western Samar) where over 100,000 families suffered the consequences of severe flooding and damage to houses and properties. PNRC Chairman and Deputy Secretary General went to Iloilo early 23 June 2008, to witness the extent of the damage caused by the typhoon; they confirmed the wide scale damage to homes, livelihood and public infrastructure.

The chapters from the following provinces and cities: Iloilo, Antique, Leyte, Southern Leyte, Mindoro Oriental, Zambales, Quezon, Batangas, Aurora, General Santos City, Quirino, San Pablo City have alerted volunteers to be on standby to monitor further developments in the aftermath of the typhoon situation.

Coordination and partnerships

Close coordination between the PNRC and its government counterparts is guaranteed through the national society's presence in the National Disaster Coordinating Council (NDCC) and its good working relations with the local government units (LGUs). All PNRC response planning is done transparently in close collaboration with the Federation's head of delegation, based in Manila, and the South East Asia regional disaster response team (RDRT) and regional delegates based in Bangkok.

Needs and gaps

The following gaps need to be filled:

1. More detailed assessment in the field: The wide coverage of the typhoon, affecting 1,894 barangays of the country, requires more experts and more human resources for assessment.

2. Emergency water supply: With a badly damaged public water system, sufficient water supply must rapidly be assured to avoid an outbreak of diarrhoeal disease. This is most critical in Panay and Cotabato. This appeal seeks resources to support the island of Panay (while Cotabato is covered by the ICRC).

3. Prevention of the onset and spread of water-borne diseases: Large-scale flooding in Iloilo and Cotabato requires an appropriate response that may be short-term but highly focused. A massive health campaign should be developed and implemented promoting the use of safe water and application of hygiene practices, with the end in view that diarrhoeal disease does not occur and that, should cases occur, immediate appropriate management, including the preparation and use of oral rehydration solutions, is provided.

4. Typhoon-resistant transitional shelters for 5,000 families selected from amongst the most vulnerable: These shelters may be the abode of very poor families for at least the next five years.

5. Household kits: Iloilo, with the highest number of destroyed homes, has the greatest need for these kits. Each family will receive two blankets, two mats, and one set of cooking pots/utensils and dining utensils. While this situation does not require a large amount of non-food distributions, a limited supply of blankets, mats, utensils for cooking and eating, and cooking pots is needed for the very poorest 5,000 families who lost all belongings due to the floods.

6. Risk reduction: Building of a minimal early warning system and first response capacity is necessary in those provinces that did not benefit from such support during the 2006 typhoon operation. Most provinces impacted by this typhoon have not been previously affected by large scale cyclones, and so community based risk reduction activities are now seen as highly relevant, especially taking into account the potential effects of climate change.

Proposed operation

Though typhoon Fengshen left the country on 23 June 2008, the full extent of its damage and remaining effects has yet to be determined. Based on the number of damaged houses, the most affected areas are the island of Panay (including the provinces of Iloilo, Antique, Capiz, and Aklan), Negros Occidental, Eastern Samar, and Western Samar. Safe water and the need to prevent water-borne disease are among the priorities of the overall response. Typhoon-resistant shelters (with latrines) will serve as transitional houses for 5,000 families in the most affected provinces. Risk reduction strategies should be built into the community system. Combined with the above proposed interventions, the provision of non-food items, though on a limited scale, should help the very poorest families to return as soon as possible to a life in dignity.

Phase 1: 0-3 months

Objective 1: Detailed assessment and identification of beneficiaries in the most affected provinces: Panay, Eastern Samar, Western Samar, and Negros Occidental.

Planned activities:

1. Deploy experts (4 RDRT teams) to conduct parallel, in-depth assessments in Panay, Eastern Samar, Western Samar, and Negros Occidental.

2. Final definition of target areas and target beneficiaries.

Objective 2: Emergency support to the provision of drinking water in Panay

Planned activities

1. Deployment of 2 x 10 m³ water bladder and 4 x 5 m³ bladder with tapstands.
2. Rental and deployment of three water tankers to continuously fill up the bladders.
3. Distribution of 10,000 Jerry cans to affected areas in Panay.
4. Provision of focused health messages in the prevention of diarrhoea.
5. Monitoring and evaluation.

Objective 3: Provision of basic household kits to 6,000 families, i.e. a selection representing less than 10% of the affected families on Panay island.

Planned activities:

1. Identification of beneficiaries through criteria agreed upon between the national society and the local communities.
2. Procurement of non-food items for basic household kits (mosquito nets, blankets, cooking utensils) in accordance with International Federation procurement procedures.
3. Organization of transport and distribution of the basic household kits to the beneficiaries.
4. Monitoring and evaluation.

Phase 1 & 2: one to 12 months

Objective 4: Large-scale prevention of diarrhoeal diseases in Iloilo and Cotabato.

Planned activities:

1. Deploy health volunteers in the affected community.
2. Provision of jerry cans and water purification tablets to support access to potable water supplies.
3. Training on selected messages focusing on the prevention and home level treatment of diarrhoea and the importance of hygiene.
4. Training of the preparation and use of oral rehydration solution (ORS).
5. Monitoring and evaluation.

Phase 2: six to 12 months

Objective 5: Provision of 5,000 typhoon-resistant transitional shelters, with latrines, to 5,000 families representing 10% of the families with destroyed homes in Panay area.

The PNRG/Federation has developed expertise in the construction of typhoon-resistant transitional shelters adapted to the local weather conditions and cultural sensitivities during the 2006 typhoons operations. Using the methods and designs that were developed then, the **planned activities** under this objective include:

1. Selection of 5,000 beneficiary families in the most affected provinces.
2. Training of carpenters in the construction of typhoon-resistant transitional shelters (TRTS).
3. Organize construction theatres to demonstrate construction of TRTS to the beneficiaries.
4. Provision of a simple technical manual, graphical design and all necessary construction materials to the beneficiaries.
5. Technical support to the beneficiaries during the construction by trained carpenters and volunteers.
6. Monitoring and evaluation.

Objective 6: Risk reduction through the development of a simple early warning system (EWS) and community-based disaster management (CBDM) training.

Planned activities:

1. Selection of participants.
2. Identification of training venue and purchase of training materials.
3. Conduct CBDM training.

4. Organization of Barangay disaster action teams.
5. Monitoring and evaluation.

Capacity of the National Society

The PNRC is established under Philippines Law and mandated to act as the leading humanitarian organization 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 94 chapters and 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 work on preparedness. The Spanish Red Cross has a permanent delegate based in Manila with the PNRC on an ECHO integrated primary health care and disaster management programme to strengthen the local capacities of people and communities situated in high risk areas. They also enjoy the support of the Japanese and German Red Cross Societies.

Capacity of the Federation

The International Federation is represented by a head of delegation with a small team of committed local staff supporting the PNRC in the development and monitoring of ongoing and new relief programmes and in further organizational development of the institution. To better support the implementation of the activities in this appeal, the country team will be supplemented by one head of operations, one finance and administration delegate, one logistics coordinator and field delegate, one field relief delegate, one water and sanitation engineer, and one information/reporting delegate.

The Federation's Philippines country delegation is monitored and assisted by the Federation's Southeast Asia regional office, based in Bangkok, as well as the Asia-Pacific zonal office with its logistics and disaster management support units.

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. The Federation's country delegation will provide technical monitoring support and advice to the PNRC throughout the proposed operation. In case of any additional needs, support will be provided by the Bangkok delegation, backed up by the Federation's disaster management units in Kuala Lumpur and/or Geneva. The PNRC will deploy field-based staff to oversee the day-to-day activities. The preparation and provision of regular operational updates and a final report will be completed according to Federation reporting standards. The Federation's country and Bangkok regional delegation will assist PNRC in its monitoring and evaluation role as necessary.

Budget summary

See attached budget (Annex 1) for details.

Thomas Gurtner
 Director
 Coordination and Programmes Division

Markku Niskala
 Secretary General

How we work

All International Federation assistance seeks to adhere to the [Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations \(NGO's\) in Disaster Relief](#) and is committed to the [Humanitarian Charter and Minimum Standards in Disaster Response \(Sphere\)](#) in delivering assistance to the most vulnerable.

The International Federation's activities are aligned with its Global Agenda, which sets out four broad goals to meet the Federation's mission to 'improve the lives of vulnerable people by mobilizing the power of humanity'.

Global Agenda Goals:

- Reduce the numbers of deaths, injuries and impact from disasters.
- Reduce the number of deaths, illnesses and impact from diseases and public health emergencies.
- Increase local community, civil society and Red Cross Red Crescent capacity to address the most urgent situations of vulnerability.
- Reduce intolerance, discrimination and social exclusion and promote respect for diversity and human dignity.

Contact information

- Philippine National Red Cross: Corazon Alma De Leon (secretary-general); email: corazonalma.deleon@redcross.org.ph, pnrchq@redcross.org.ph ; Phone: +63.2.527.0854; or Benjamin Delfin II (officer-in-charge of the disaster management services); email: benjedelfin@yahoo.com.ph; Phone: +63.2.527.0864
- Federation country delegation in the Philippines: Roger Bracke (head of delegation); email: roger.bracke@ifrc.org; Mobile: +63.917.880.6844; Phone: +63.2.524.3151
- Federation in Bangkok: Michael Annear (zonal disaster management coordinator); email: michael.annear@ifrc.org; Phone: +66.2.661.8201; or Alan Bradbury (regional head of delegation); email: alan.bradbury@ifrc.org; Phone: +66.2.661.8201

[<Map and Emergency Appeal budget below; click here to return to the title page>](#)

APPEAL BUDGET SUMMARY

Philippines:Typhoon Fengshen

MDRPH004

ORIGINAL

RELIEF NEEDS

Shelter	3,810,000
Clothing & Textiles	132,000
Water & Sanitation	1,298,000
Utensils & Tools	97,500
Other Supplies & Services	

Total Relief Needs **5,337,500**

CAPITAL EQUIPMENT

Vehicles Purchase	102,500
Computers & Telecom Equipment	51,700
Office/Household Furniture & Equip.	10,000

TRANSPORT, STORAGE & VEHICLES

Storage - Warehouse	95,625
Transport & Vehicles Costs	358,563

PERSONNEL

International Staff	951,600
Regionally Deployed Staff	75,000
National Staff	78,975
National Society Staff	397,166

WORKSHOPS & TRAINING

Workshops & Training	301,750
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GENERAL EXPENSES

Travel	4,470
Information & Public Relations	5,000
Communication Costs	200

PROGRAMME SUPPORT

Programme Support - PSR (6.5% of total)	540,164
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Total Operational Needs **2,972,713**

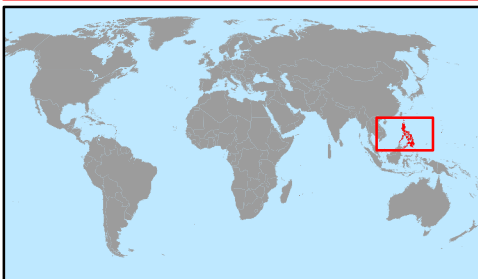
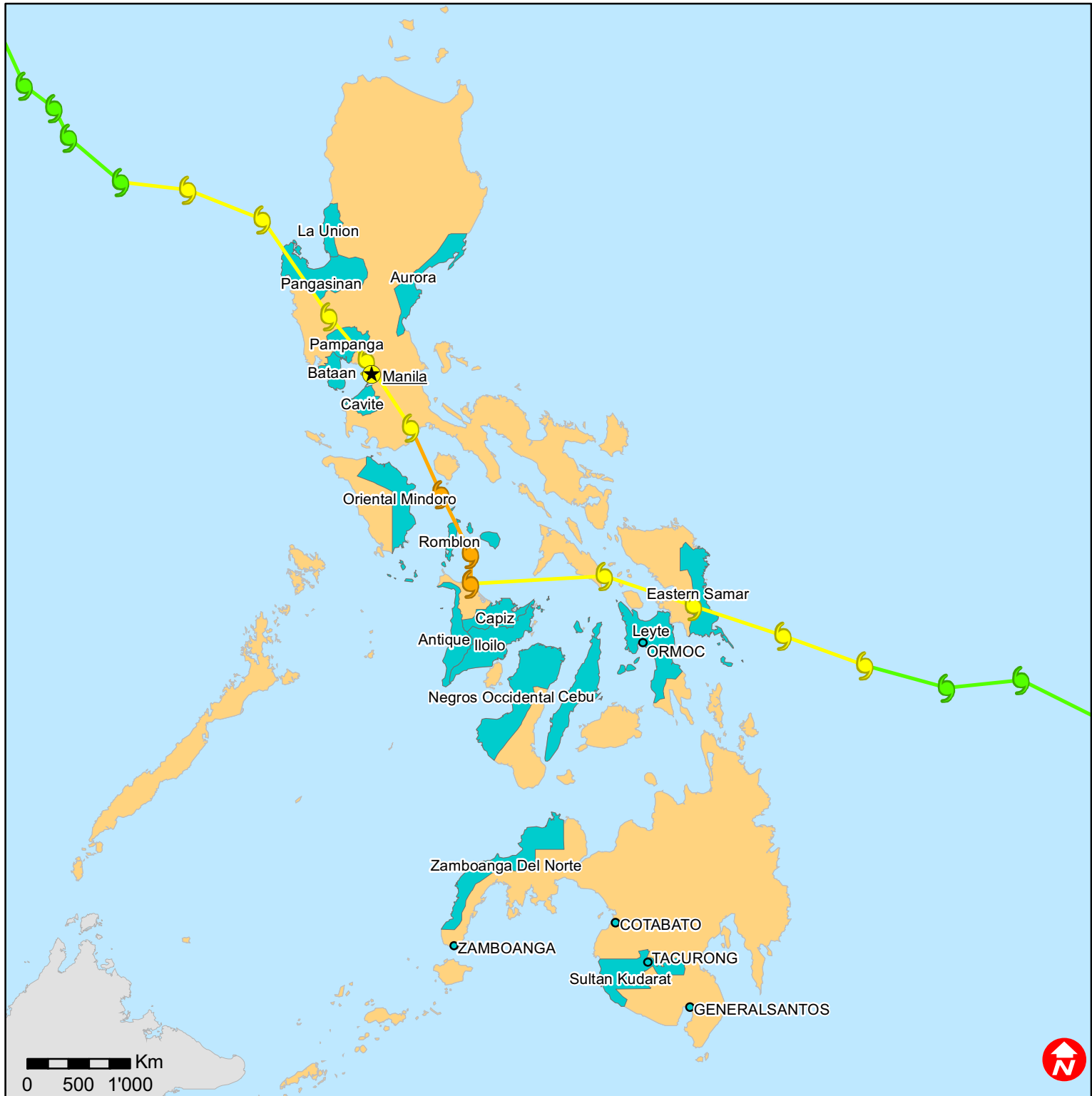
Total Appeal Budget (Cash & Kind) **8,310,213**







Less Available Resources

Net Request **8,310,213**



The Philippines: Typhoon Fengshen



-  TROPICAL DEPRESSION
-  TROPICAL STORM
-  TYPHOON-1
-  TYPHOON-2
-  Affected cities
-  Affected provinces

The maps used do not imply the expression of any opinion on the part of the International Federation of the Red Cross and Red Crescent Societies or National Societies concerning the legal status of a territory or of its authorities.

Map data sources: ESRI, DEVINFO, GRUMP, International Federation, UNISYS - MDRPH003.mxd