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# Emergency appeal operation update

## Philippines: Typhoons and floods 2013

 International Federation  
of Red Cross and Red Crescent Societies

### Emergency appeal n° MDRPH012 GLIDE n° [FL-2013-000092](#) and [FL-2013-000095-PHL](#) Operation update n°1 9 September 2013

**Period covered:**  
26 August to 4 September 2013

**Appeal target (current):**  
CHF 1,681,554

**Appeal coverage:** The appeal is 20 per cent covered in hard and soft pledges. Donations are encouraged to enable Philippine Red Cross to meet the needs of affected families.

[<Click to go to donor response list or link to contact details >](#)

#### Appeal history:

- This emergency appeal was launched on a preliminary basis on 26 August 2013 for CHF 1,681,554 to assist 15,000 families (75,000 people) in eight months
- CHF 319,766 was advanced from the IFRC Disaster Relief Emergency Fund (DREF) to initiate distributions and to support detailed assessments.
- This operation update provides an overview of the situation, general progress made in relief and the progress towards preparing a detailed emergency appeal.



Two weeks since the massive flooding in Luzon, the Philippine Red Cross response continues, with some 3,500 staff and volunteers so far mobilized for action.

Photo: Philippine Red Cross

**Summary:** Starting 18 August 2013, continuous monsoon rains fuelled by Tropical Storm Trami (local name: Maring) brought flooding in Metro Manila and surrounding provinces. The extensive flooding came a week after Typhoon Utor (local name: Labuyo) slammed into Luzon with a severe impact. The combined effects of the two events have left at least 38 people dead, damaged some 23,000 homes, and destroyed livelihoods worth more than 1.5 billion pesos across five regions. Two weeks on, floodwaters have receded in most of the affected areas – especially in Metro Manila – and many families that were displaced have returned or are returning to their homes. However, portions of Bataan, Bulacan, Pampanga, Pangasinan and Rizal provinces remain flooded to date, although the water levels are not life-threatening. Some of these areas remain flooded owing to more rains caused by a new system, Tropical Storm Kong-Rey (local name: Nando), which hovered over the eastern seaboard of Luzon Island from 26 to 28 August 2013.

The Philippine Red Cross (PRC) has been responding to the needs of the most affected people from the onset of the severe weather events and has so far served ready-to-eat meals to some 56,000 persons, distributed food packages to 24,000 families, provided non-food items to 9,600 families, distributed more than 4,600 bottles of safe drinking water to families in need and conducted health and hygiene promotion for the benefit of some 2,300 families. The PRC response continues, with some 3,500 staff and volunteers so far mobilized for action. The National Society is being supported in its response by the International Federation of Red Cross and Red Crescent Societies (IFRC), which launched a preliminary emergency appeal aimed at mobilizing resources to deliver humanitarian assistance to 15,000 affected families.

Meanwhile, assessment teams that were deployed to determine the nature and extent of needs in the affected provinces of Bataan, Bulacan, Cavite, Pampanga, Pangasinan and Rizal have completed their groundwork. An initial analysis of their findings highlights immediate needs in the sectors of relief, health, water and sanitation, shelter and livelihoods. They also make a strong case for continuing investing in preparedness measures as well as strengthening the capacity of PRC chapters to enable them to respond better to future potential disasters. Discussions with PRC are ongoing, and the assessment findings are informing the process of designing the emergency appeal which will be issued early in the third week of September.

Some partners have already made pledges to support this operation. The pledges currently being processed are from the American Red Cross, Canadian Red Cross/Canadian government, Danish Red Cross, Japanese Red Cross Society and Swiss Red Cross. Once processed, the pledges will place the appeal coverage at approximately 20 per cent. Additional and timely support from partners is of essence to enable PRC to deliver timely assistance to the affected people. On behalf of the Philippine Red Cross, IFRC would like to thank all partners who have so far contributed (pledges being processed) for their generous donations to this appeal.

## The situation

Continuous monsoon rains that started on 18 August 2013 brought extensive flooding in Metro Manila and surrounding provinces, causing scores of fatalities and casualties, damaging homes, roads and infrastructure, and destroying livelihoods. The extensive flooding – which was brought by rains fuelled by Tropical Storm Trami (local name: Maring) – came a week after Typhoon Utor (local name: Labuyo) slammed into Luzon with a severe impact and has affected more than 3 million people

According to the updates released by the National Disaster Risk Reduction and Management Committee (NDRRMC), the combined effects of the two events have left at least 38 people dead, damaged some 23,000 homes, and destroyed livelihoods worth more than 1.5 billion pesos across five regions. Specifically, the new wave of floods left 27 people dead and 30 injured while Typhoon Utor left 11 people dead and 11 injured.

To determine the nature and extent of impact the two severe weather events left in affected areas, PRC deployed assessment teams in the provinces of Bataan, Bulacan, Cavite, Pampanga, Pangasinan and Rizal. The assessments observed that while floodwaters have receded in Metro Manila, portions of Bataan, Bulacan, Pampanga, Pangasinan and Rizal provinces remain flooded to date, although the water levels are not life-threatening. The flooding in some of these areas is attributed to more rains caused by a new system – Tropical Storm Kong-Rey (local name: Nando) – which hovered over the eastern seaboard of Luzon Island from 26 to 28 August 2013 before exiting the Philippines. The continued presence of floodwaters is raising health concerns as they provide perfect conditions for a potential spike in cases of dengue and leptospirosis.

## Coordination and partnerships

**Movement coordination:** During the past two weeks, PRC has issued regular updates to Movement partners with in-country presence on the latest developments and response initiatives. The IFRC country office, Japanese Red Cross Society and German Red Cross seconded staff to support assessments conducted by PRC.

**Coordinating with authorities:** PRC continues to maintain strong relations with government bodies involved in disaster response, including participating or collaborating with the National Disaster Risk Reduction and Management Council (NDRRMC) and local disaster risk reduction and management councils.

**Inter-agency coordination:** PRC and the IFRC country office continue to participate in humanitarian country team (HCT) meetings. Although inter-agency standing committee (IASC) clusters have not been activated for this intervention, PRC is participating in the 'permanent' water, sanitation, and hygiene (WASH) cluster meetings.

## Red Cross and Red Crescent action

PRC has been active on the ground since the disaster unfolded, initially supporting pre-evacuation and later conducting rescue operations. In the wake of the heavy rains, PRC deployed emergency response teams equipped with ambulances, an amphibious vehicle, rubber boats and trucks among others. The teams helped to evacuate 200 persons and rescued 3,600 to safety.

In support of those displaced, PRC has served ready-to-eat meals to some 56,000 persons in evacuation centres. Red Cross social workers set up welfare desks in evacuation centres and have also provided psychosocial support and referral services to some 6,500 persons.

Provision of food and non-food relief progressed concurrently and thus far PRC has reached 24,000 families with food packages and 10,000 families with non-food packages. Preparations have advanced to start providing unconditional cash grants to the most vulnerable affected families for them to obtain their own choice of food items and to meet other subsistence need. In all, more than 3,400 staff and volunteers have been mobilized for the response.



Red Cross social workers set up first aid and welfare desks in evacuation centres and have also provided psychosocial support and referral services to some 6,500 persons. Photo: Philippine Red Cross

### Progress towards outcomes

#### Relief (food, non-food and unconditional cash)

**Outcome 1:** The humanitarian situation of 11,500 affected families is improved through provision of ready-to-eat meals, food and non-food items, and cash-based solutions to meet short-term subsistence needs.

#### Output (result) 1.1

R1.1. Affected families have access to essential food, non-food items and cash to meet immediate needs

#### Indicators for Output 1.1:

- I1.1.1 25,000 people are served with ready-to-eat meals
- I1.1.2 10,000 families are provided with food items
- I1.1.3 9,500 families are provided with sleeping materials and water storage containers
- I1.1.4 11,500 families receive unconditional cash grants

#### Activities planned

- A.1.1 Mobilize volunteers and provide them with orientation on distribution protocols.
- A.1.2 Identify, register, verify and mobilize beneficiaries for distributions.
- A.1.3 Serve ready-to-eat meals to 25,000 people in evacuation centres.
- A.1.4 Distribute food packages to 10,000 families (50,000 persons).
- A.1.4 Distribute blankets (two per family) and sleeping mats (two per family) and one 20-litre jerry can per family (for household level water storage), to 9,500 families (47,500 persons).
- A.1.6 Undertake real-time needs assessments to identify families in need of additional relief assistance.
- A.1.7 Engage a suitable cash remittance service provider with a network in affected areas and capacity to disburse cash to 11,500 families (57,500 persons).
- A.1.8 Disburse PHP 2,000 (about CHF 43) unconditional grants to 11,500 families (57,500 persons) through the cash remittance service provider engaged.
- A.1.9 Conduct a post-distribution survey.

## Food relief

PRC initiated provision of ready-to-eat meals, food items, and food packages alongside rescue and emergency operations. Initially, priority was on families in evacuation centres but the support has now been extended to affected families in the community. So far, PRC has served ready-to-eat meals to 55,950 persons and delivered two-day food packages to some 23,957 families. Each two-day food package comprises five kilograms of rice, four packets of noodles and four cans of sardines. The breakdown of distributions by geographical area will be provided in the next operations update.

## Non-food relief

Provision of assorted non-food items, non-food relief packs and hygiene kits also started alongside the first response. Initially, priority was on families in evacuation centres but the support has now been extended to affected families in the community and to date, 9,595 families have been provided with non-food items, with 2,023 of them also receiving hygiene kits. The items distributed thus far have been drawn from pre-positioned stocks.



Besides undertaking rescue operations, the Red Cross is providing immediate relief to families that have sought safer shelter in evacuation centres. So far, some 56,000 affected individuals have been provided with ready-to-eat, hot meals. Photo: Philippine Red Cross

Prior to undertaking distributions, Red Cross volunteers and staff select beneficiaries using PRC's set criteria. Geographically, the operation has targeted localities that were most affected on the basis of request for additional support from respective PRC chapters. The distributions target the most vulnerable families, i.e. those that lack the capacity to recoup their household items, especially those staying in evacuation centres. Priority is being given to families without income, families that have not received any substantial assistance from the government or other organizations, low-income families headed by persons with disabilities, low-income families headed by women (especially widows or separated), low-income families with young children or elderly family members, and low-income families of other socially vulnerable groups.

## Health, water and sanitation

**Outcome 2:** The immediate reduction of risks of water-borne and water-related diseases for 15,000 affected families (75,000 persons).

### Output (results) 2.1

**R2.1.** Hygiene promotion activities which meet Sphere standards are provided to 15,000 families

### Indicator for Output 2.1:

- I2.1.1 15,000 families reached with hygiene promotion activities
- I2.1.2 Number of volunteers involved in hygiene promotion activities
- I2.1.2 Percentage increase in 3-5 aspects of personal hygiene knowledge
- I2.1.2 Number of households

### Activities planned

- A.2.1.1** Mobilize PRC and community health volunteers in targeted provinces
- A.2.1.2** Undertake rapid surveys to determine baseline and end-line levels of awareness on priority water-borne, water-related and other infectious diseases in affected communities
- A.2.1.3** Produce and distribute information, education and communication (IEC) materials relevant for disease prevention and health promotion, and distribute to families in target communities alongside awareness/education campaigns
- A.2.1.4** Provide hygiene kits to 9,500 families (47,500 persons) to reinforce safe hygiene practices (*see also relief section*).
- A.2.1.4** Mobilize 15,000 families for the dissemination of relevant disease prevention, health and hygiene messages and conduct activities to promote health.

provided with essential hygiene items (eg. hygiene kits, water storage, cleaning kits)	
<b>Output (results) 2.2</b>	
<u>R2.2.</u> The most urgent water and sanitation needs of 2,000 affected families fulfilled	<u>A.2.2.1</u> Setup of temporary water storage points in communities.
<b>Indicators for Output 2.2:</b>	<u>A.2.2.2</u> Distribute safe water, including bottled, through trucking, bladders and tanks, in affected communities
<u>I2.2.1</u> 2,000 families receive alternative water supply until their access to regular water sources has been restored	<u>A.2.2.3</u> Support clearing of debris, drainage de-clogging, and small-scale improvement of water and sanitation facilities in affected communities
<u>I2.2.2</u> Major debris and dispersed garbage in affected communities cleared through community mobilization	<u>A.2.2.4</u> Transport collected debris to proper deposit sites in coordination with local authorities

### Health and hygiene

The continued presence of floodwaters is raising health concerns as they provide perfect conditions for a potential spike in cases of dengue and leptospirosis. To address immediate health concerns, PRC is undertaking basic hygiene promotion – which is being done by hygiene promoters alongside distribution of non-food items, specifically hygiene kits. So far, respective Red Cross chapters have reached some 2,340 families (11,720 persons) with disease prevention, health and hygiene messages. The breakdown of families reached by geographical area will be provided in the next operations update.

### Water and sanitation

Based on assessments, it was determined that there has been minimal damage to water supply systems, with the main impact being that some hand pumps in flooded portions are still submerged in floodwater. By and large, most of the affected areas are connected to potable water by local water authorities. Rather than providing water with trucks, PRC has focused on distributing bottled water to families in evacuation centres. Thus far, PRC has delivered 4,688 bottles of safe drinking water to families in need, in accordance with Sphere and WHO standards.

### Shelter repair assistance

**Outcome 3:** 500 affected families have repaired houses by obtaining appropriate materials and tools, and undertaking repairs applying guidance on better building techniques within four months.

<b>Output (result) 3.1</b>	<b>Activities planned</b>
<u>R3.1.</u> 500 affected families have received shelter assistance as material and tools and/or cash grants to obtain their choice of shelter repair materials and tools, and have undertaken repairs satisfactorily	<u>A.3.1</u> Form a shelter project team that will lead identification and orientation of beneficiaries, including mapping construction skills and creating awareness on typhoon-resilient construction techniques. <u>A.3.2</u> Identify and register families that will receive shelter assistance and provide them with orientation on the project, distribution process, and typhoon-resilient construction techniques. <u>A.3.3</u> Provide cash grants and/or shelter materials and tools worth PHP 10,000 (about CHF 213). <u>A.3.4</u> Conduct basic market research to establish prices of essential shelter materials, identify and map suppliers of shelter materials, and recommend potential suppliers/shops to beneficiaries.
<b>Indicator for 3.1</b>	<u>A.3.5</u> Undertake regular monitoring to ensure that the targeted families have completed repairing their houses and have observed safer shelter instructions received.
<u>I3.1.1</u> 500 families have completed undertaking repairs to their damaged after obtaining appropriate locally-available materials and guidance	

## Progress

As the Aurora chapter of PRC makes preparations to start providing unconditional cash grants to the most vulnerable affected families – for them to obtain their own choice of food items and to meet other subsistence needs – its staff and volunteers are also undertaking geographical targeting for shelter repair assistance. Other preparatory work that is being initiated in parallel is surveying the local markets to identify suppliers with the capacity to provide shelter materials and tools.

## Logistics

The IFRC's in-country logistics team – which comprises one logistics delegate and three logistics officers – has facilitated the immediate release of pre-positioned stocks and assisted in organizing transportation of items to affected areas. The team is initiating the process of surveying the local markets in the province of Aurora so as to identify suppliers with the capacity to provide shelter materials and tools.

Meantime, donors who wish to cover relief items that will be procured locally are requested to give earmarked cash donations. Those who wish to cover hygiene kits should note that the items may be procured ex stock from the IFRC zone logistics unit (ZLU) warehouse in Kuala Lumpur, Malaysia. All donors should coordinate with [ZLU](#) regarding outstanding needs relating to non-food items and hygiene kits.

## Communications – Advocacy and Public Information

An emergency communications delegate from the Asia Pacific zone office was deployed to Manila in the last week of August to provide in-country support for the appeal launch. A press release was sent out to international and local media the day the preliminary emergency appeal was launched. Five web stories have been posted on the IFRC website and can be found [here](#). Video showing the damage, PRC search and rescue operations and interviews with beneficiaries can be found on the IFRC Video Newsroom [here](#) and several photos have been uploaded to the IFRC photo library (Cumulus). A [blog entry](#) was also posted at 'Our World Your Move' website on 2 September. More content is being developed to support the appeal launch.

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## Contact information

**For further information specifically related to this operation please contact:**

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

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1. Save lives, protect livelihoods, and strengthen recovery from disaster and crises.
  2. Enable healthy and safe living.
  3. Promote social inclusion and a culture of non-violence and peace.
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