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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°2 9 October 2013

Period covered:

19 September to 6 October 2013

Appeal target (current):

CHF 1,856,354

Appeal coverage: The appeal is 30 per cent covered in hard and soft pledges, with more pledges in the pipeline. Additional donations are needed to deliver timely assistance to affected families.

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

Appeal history:

- This operations update focuses on the relief phase.
- An emergency appeal was issued on 19 September 2013 for CHF 1,856,354 to deliver assistance to 15,000 families (75,000 people) in eight months.
- Initially, a preliminary emergency appeal was launched on 26 August 2013 for CHF 1,681,554 to deliver assistance to 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.



Philippine Red Cross has been responding at scale since August when severe tropical weather systems caused flooding across Luzon Island. Its staff and volunteers continue to work tirelessly to ensure that assistance reaches the people in need.

Photo: Philippine Red Cross

Summary: The Philippine Red Cross (PRC) continues its response to humanitarian needs wrought by a series of severe tropical weather systems that have caused severe flooding across Luzon Island since August. The response started when Typhoon Utor impacted the north eastern part of Luzon Island on 12 August 2013, followed two weeks later by monsoon rains enhanced by Tropical Storm Trami, which passed by the Philippines out at sea. Almost a month after Tropical Storm Trami, a powerful storm – Typhoon Usagi – entered the Philippine area of responsibility (PAR), making landfall in the Batanes group of islands on 21 September 2013. Even though it moved away and dissipated on 22 September, Usagi exacerbated the southwest monsoon that brought continuous rain until 24 September. As Typhoon Usagi dissipated, a new system – Tropical Storm Wutip – further enhanced the southwest monsoon, bringing rains and thunderstorms over the western sections of Central and Southern Luzon from 26 to 27 September.

The last two severe weather events caused flash floods and landslides, with the greatest impact felt in the province of Zambales. In all, the combined effects of the severe weather events that have affected the Philippines since mid-August 2013 has left at least 73 people dead, damaged some 23,500 homes, and affected a total of 4.1 million people.

PRC has been responding at scale since August, and its staff and volunteers continue to work tirelessly in ensuring that assistance reaches the people in need. After delivering on emergency interventions, including search and rescue, first aid and providing specific services in evacuation centres, the National Society embarked on distributing food, water and relief items and unconditional cash to affected families. To support PRC intervention, the International Federation of Red Cross and Red Crescent Societies (IFRC) launched an emergency appeal seeking CHF 1,856,354 for the delivery of assistance to 75,000 people. Specifically relating to the plan outlined in the IFRC emergency appeal operation, PRC has provided hot meals to the targeted 25,000 people, two-day food rations to the targeted 10,000 families, non-food packages to 3,000 of the targeted 5,000 families, hygiene kits to 4,000 of the targeted 6,500 families, distributed un-conditional cash grants to 1,500 of the targeted 5,000 families and organized hygiene promotion sessions for 5,400 of the targeted 15,000 families.

Distribution of remaining non-food items (NFI) and hygiene kits as well as provision of health and hygiene education in affected communities is underway. As the IFRC emergency appeal covers the entire 2013 typhoon season, some of the resources mobilized thus far have been shifted towards delivering immediate relief assistance in the province of Zambales. The shift has neither had impact on the overall number of beneficiaries targeted under the appeal nor the budget, as PRC has directed nationally-mobilized resources to balance the operations.

Partners who have so far contributed to this appeal are the American Red Cross, British Red Cross, Canadian Red Cross/Canadian government, Danish Red Cross/Danish government, Japanese Red Cross Society, Swedish Red Cross, Swiss Red Cross/Swiss government and World Health Organization Voluntary Emergency Relief Fund (WHO/VERF). On behalf of the Philippine Red Cross, IFRC would like to thank all partners who have so far contributed their generous donations to this appeal.

The allocation of resources mobilized under the IFRC appeal has been made in line with the funding received to date, with priority on relief interventions. Based on the income, the operation is only able cover hot meals for 25,000 people, two-day food rations for 10,000 families, non-food packages for 5,000 families, hygiene kits for 6,500 families, un-conditional cash grants for 3,500 families, hygiene promotion sessions for 15,000 families and shelter repair assistance for 500 families. Additional and timely support from partners is of essence to enable timely implementation of activities relating to rehabilitation of water and sanitation facilities in schools, provision of livelihoods assistance, preparedness for response, national society service delivery capacity development, and community risk reduction.

The situation

In the second week of August, Typhoon Utor (locally known as Labuyo) pounded the province of Aurora with heavy rains and strong winds, leaving 11 people dead and injuring seven others. Utor wrought significant damage to shelter with 21,000 houses damaged or destroyed and to agriculture and infrastructure where damages amounted to PHP 1.5 billion (approximately CHF 31.8 million). In addition to Aurora, Quirino and Zambales felt the brunt of Utor and were put under state of calamity.

Barely a week after Utor left the Philippine area of responsibility, Tropical Storm Trami (locally known as Maring) came and exacerbated the southwest monsoon which resulted to continuous rains and floods. The effects of Trami were felt in Luzon and Visayas Islands – including the National Capital Region – for a week where 27 people were killed and 30 others were injured. Due to massive flooding brought by the torrential rains, 40 areas were declared under state of calamity.

Since Trami, several weather systems ranging from tropical depressions to typhoons – Tropical Storm Kong-Rey (locally known as Nando), Typhoon Usagi (locally known as Odette), Tropical Storm Wutip (locally known as Paolo) and Tropical Storm Fitow (local name: Quedan) – have formed within or entered the Philippine area of responsibility (PAR). Of these, Typhoon Usagi, which followed the same track as that of Trami, and Tropical Storm Wutip wrought the most significant damage as they fuelled southwest monsoon rains that caused flash floods and landslides in Zambales province, killing 32 people. In all, the combined effects of the severe weather events that have affected Philippines since mid-August 2013 has left at least 73 people dead, damaged some 23,500 homes, and affected a total of 4.1 million people.

According to the Philippine national disaster agency, the National Disaster Risk Reduction and Management Council (NDRRMC), as of 2 October, at least 18 areas in low-lying parts of Southern Luzon are still flooded as a result of continuous rains during the previous month. Knee-level floodwaters are still affecting people in the areas surrounding Laguna de Bay. Meanwhile, the Department of Health (DOH) is on full alert due to reported cases of chikungunya, leptospirosis, respiratory and waterborne diseases in some of the flood-affected areas. In late September, an outbreak of chikungunya – which is transmitted by *egis aegypti* - the same mosquito that transmits dengue - was declared in the town of Mariveles, in Bataan province. In Olongapo City, in the province of Zambales, local health authorities have reported increased cases of leptospirosis, with five confirmed fatalities, a week after massive flooding hit the city.

PRC has been on the ground since August responding to these consecutive weather events. The National Society has distributed relief supplies in the most affected areas. As the IFRC emergency appeal covers the entire 2013 typhoon season, some of the resources mobilized thus far have been shifted towards delivering immediate relief assistance in the province of Zambales. The shift has neither had impact on the overall number of beneficiaries targeted under the appeal nor the budget, as PRC has directed nationally-mobilized resources to balance the operations.

Coordination and partnerships

Movement coordination: During the reporting period, 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 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

Since the onset of Utor in August up to the consecutive weather events that occurred during the month of September, PRC has been tirelessly responding by providing emergency assistance in evacuation centres and has now expanded to the communities.

To date, PRC has served ready-to-eat meals to more than 60,000 persons, delivered two-day food packages to more than 24,000 families and provided more than 10,000 families with non-food items. Specifically under the IFRC emergency appeal operation, the targeted 25,000 people have been served with hot meals and up to 4,000 families have received non-food relief. Distribution of unconditional cash grants in the provinces of Aurora and Pampanga – where some 2,600 families will receive cash to obtain their own choice of items and/or to meet other subsistence needs – is underway.



With the risk of respiratory and waterborne diseases remaining high in areas that are still submerged in floodwater, PRC has intensified stand-alone health and hygiene promotion activities, with focus on dengue and leptospirosis. A total of 70 community health volunteers (CHV) have been mobilized reaching out to some 5,424 families in six affected provinces. Photo: Philippine Red Cross

To complement relief distributions, rapid health and hygiene promotion sessions were organized in evacuation centres while detailed health and hygiene promotion has so far reached 5,400 families.

Progress towards outcomes

Relief	
Outcome 1: Immediate food needs of 10,000 affected families are met within one month.	
Output (result) 1.1	Activities planned
Affected families receive appropriate food rations	<ul style="list-style-type: none"> • Mobilize volunteers and provide them with orientation on distribution protocols. • Identify, register, verify and mobilize beneficiaries for distributions. • Serve ready-to-eat meals to 25,000 people. • Distribute two-day food rations to 10,000 families (50,000 persons). • Conduct a post-distribution survey.
Outcome 2: Essential household needs of 6,500 affected families met within two months.	
Output (result) 2.1	Activities planned
Affected families have access to non-food items, hygiene-related goods and cash to meet essential household needs	<ul style="list-style-type: none"> • Mobilize volunteers and provide them with orientation on distribution protocols. • Identify, register, verify and mobilize beneficiaries for distributions. • 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 up to 5,000 families (25,000 persons). • Distribute hygiene kits (one per family) to up to 6,500 families (32,500 persons). • Engage a suitable cash remittance service provider with a network in affected areas and capacity to disburse cash to up to 5,000 families (25,000 persons). • Disburse unconditional grants worth up to PHP 2,000 (about CHF 43) to up to 5,000 families (25,000 persons) through the cash remittance service provider engaged. • Conduct a post-distribution survey.
Outcome 3: Immediate risks to the health of 15,000 affected families reduced within two months.	
Output (result) 3.1	Activities planned
Community-based disease prevention and health promotion is provided to the affected population	<ul style="list-style-type: none"> • Mobilize PRC and community health volunteers in targeted provinces • 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 • 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 • Provide hygiene kits to 6,500 families (32,500 persons) to reinforce safe hygiene practices (<i>see also Outcome 2 above</i>). • Mobilize 15,000 families for the dissemination of relevant disease prevention, health and hygiene messages and conduct activities to promote health.

Progress

Food distributions

To meet immediate food needs of families who sought temporary shelter in evacuation centres in the immediate aftermath of the events, PRC served ready-to-eat hot meals. As of this reporting period, provision of hot meals under this appeal operation was completed, with a total of 25,000 people served in the provinces of Bataan, Bulacan, Cavite, Nueva Ecija, Pangasinan, Quirino, Rizal and Zambales.

After meeting emergency food needs of families who sought temporary shelter in evacuation centres, PRC provided some selected families with two-day food packages. In this regard, the National Society has delivered food packages comprising five kilograms of rice, four packets of noodles and four cans of sardines to more than 24,000 families, of which 10,000 families are covered by the IFRC emergency appeal operation.

Table 1. Families provided with food rations under this appeal operation

Province	Number of families reached
Bataan	2,480
Cavite	3,175
Laguna	612
Pampanga	500
Quirino	1,283
Rizal	778
Zambales	1,172
Total	10,000

Non-food relief

Provision of non-food relief was initiated alongside rapid assessments, with selection of beneficiaries based on PRC's criteria for emergency operations as well as on standard distribution processes. While to date the National Society has distributed non-food relief (blankets, jerry cans and sleeping mats) to more 10,000 families, only items for 3,003 families have been allocated to this emergency appeal operation. Distribution of the remaining items in the province of Zambales – which was most recently affected by deadly flash floods and landslides – is ongoing. Also being distributed alongside the relief items are hygiene kits and mosquito nets, with 4,000 of the targeted 6,500 families already having received the kits, i.e. 1,000 in Aurora, 2,000 in Laguna, 500 in Quirino and 500 in Zambales. Distributions will be completed within October.

Unconditional cash

In order for the affected families to obtain their own choice of items and/or to meet other subsistence needs, up to 5,000 most vulnerable families are targeted to receive unconditional cash grants. To date, 1,500 families in Aurora have received the grants, worth PHP 2,000 each, which have been distributed via a remittance service provider. Provision of such grants to 1,159 families in the province of Pampanga is scheduled for the second week of October while selection of families to receive similar assistance in Zambales is underway.

Health and hygiene promotion

Dissemination of disease prevention, health and hygiene messages started in the immediate aftermath of Typhoon Utor and continued in the subsequent severe weather events. Health and hygiene promotion is being done using two approaches: in the first, hygiene promotion is done as a focused, stand-alone activity while in the second approach it is linked with distribution of non-food items, specifically hygiene kits and mosquito nets.

With the risk of respiratory and waterborne diseases remaining high in areas that are still submerged in floodwater, PRC has intensified stand-alone health and hygiene promotion activities, with focus on dengue and leptospirosis. A total of 70 community health volunteers (CHV) have been mobilized reaching out to some 5,424 families in six affected provinces, i.e. Aurora, Bulacan, Laguna, Pampanga, Pangasinan and Quirino. The health and hygiene promotion in emergencies (HHPER) approach is being used. In undertaking health and hygiene promotion, the CHVs are using flipcharts, flash cards and distributing leaflets containing detailed information on general hygiene and common diseases, especially dengue and leptospirosis. Posters, banners and tarpaulins bearing key messages on hand-washing, and prevention and management of diarrhoea and dengue are posted at strategic locations in evacuation centres and affected communities.

Table 2. Families reached with hygiene promotion under this operation

Province	Municipalities	CHVs mobilized	Number of families reached
Aurora	Casiguran	7	1,000
Bulacan	Calumpit and Malolos	10	300
Laguna	Bay, Binan, Calamba, Los Banos, San Pedro and Sta Rosa	20	2,000
Pampanga	Macabebe, Masantol and San Fernando	8	1,125
Pangasinan	Calasiao	10	500
Quirino	Aglipan, Diffun, Nagtipunan, Dingasam and Saguday	15	500
Total		70	5,425

Challenges

Delivery of relief items in the affected municipalities of Aurora took time as it was several days before the roads got cleared due to damage wrought by Utor. As soon as the roads became passable, PRC delivered relief items and has started distributing cash for relief in aid of families to recoup their lost items during the typhoon. Distribution of relief and unconditional cash in Aurora has since been completed.

Owing to the low appeal coverage – 30 per cent at the moment – only 3,500 families out of the targeted 5,000 can be provided with to unconditional cash grants to obtain their own choice of items and/or to meet other subsistence needs. Although allocations have been made for full relief distributions (food and non-food), which are the immediate priority, such allocations translate to lesser resources for interventions in other sectors. As such, while relief distributions have utilized or are utilizing items released from PRC's disaster preparedness stocks in Manila, replenishment will be initiated in the coming weeks, based on the response of donors to the appeal. As such, additional and timely support from partners is of essence to enable timely replenishment in view of the very active typhoon season, which may bring more needs.

Meanwhile, the ongoing response to flooding events in Luzon was affected by the crisis in Zamboanga, which started during the first week of September. Since PRC launched a significant, demanding and equally important response in Mindanao, some of their key staff involved in this operation was re-assigned to augment the capacity of the Zamboanga chapter in responding to the massive needs resulting from conflict-displacement. After supporting the chapter to set up operations, the staff members have since returned to Manila, resumed activities related to this operation, and pending distributions are expected to be completed in the course of October.

Early recovery

Outcome 1: Targeted 500 families have received shelter repair assistance that meets agreed standards.

Output (result) 1.1	Activities planned
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	<ul style="list-style-type: none"> 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. Identify and register families that will receive shelter assistance and provide them with orientation on the project, distribution process, and typhoon-resilient construction techniques. Provide cash grants and/or shelter materials and tools worth PHP 10,000 (about CHF 213). 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. Undertake regular monitoring to ensure that the targeted families have completed repairing their houses and have observed safer shelter instructions received.

Outcome 2: Income capacity of 1,200 affected families restored.	
Output (result) 2.1	Activities planned
Up to 1,200 affected families have received working capital and obtained inputs sufficient to resume income earning activities	<ul style="list-style-type: none"> Organize participatory community sessions to select up to 1,200 families (6,000 persons) that will receive livelihoods assistance. Organize participatory orientation sessions on conditions that targeted families need to fulfil to receive the grants. Engage a suitable cash remittance service provider with a network in affected areas and capacity to disburse cash to up to 1,200 families (6,000 persons). Provide up to 1,200 families (6,000 persons) with PHP 10,000 grants in two installments through cash remittance provider for them to start income-earning ventures outlined in their proposals. Undertake regular monitoring to ensure that families that receive PHP 10,000 grants have started the income-earning ventures that were outlined in their proposals or adopted new ventures where needed.
Outcome 3: Improved access to and use of adequate water and sanitation in targeted schools.	
Output (result) 3.1	Activities planned
Adequate water and sanitation which meets standards in terms of quantity and quality is provided to targeted schools and hygiene promotion conducted to complement hardware	<ul style="list-style-type: none"> Undertake detailed assessments to identify four schools that will be supported in rehabilitating/constructing water and sanitation facilities. Coordinate with the Department of Education, local authorities and principals in identifying four schools that will be supported in rehabilitating/constructing water and sanitation facilities. Coordinate with local authority engineers and principals of identified schools on the design of appropriate water and sanitation facilities. Rehabilitate or construct water and sanitation facilities in four schools that were used as evacuation centres. Support the four schools in forming water and sanitation committees to spearhead proper maintenance of the facilities. Undertake hygiene promotion in the four schools to complement provision of facilities.

Progress

To be reported in the subsequent operation update.

Preparedness for response	
Outcome 1: The level of preparedness for future disasters within PRC improved.	
Output (result) 1.1	Activities planned
PRC's capacity to undertake relevant first response, relief and early recovery interventions is increased	<ul style="list-style-type: none"> Provide three chapters with equipment and training for water search and rescue (WASAR) teams. Conduct relevant training or coaching events to improve the assessment capacity of PRC. Support PRC in updating cash transfer programming (CTP) and shelter programming guidelines. Enhance coordination with other actors involved CTP in the Philippines to encourage cross-institutional learning. Streamline beneficiary communications to support programmes in communicating better with and being accountable to their beneficiaries.

Progress

During the reporting period, IFRC had deployed a resource person to support PRC in updating its guidelines for cash transfer programming and to finalize a preparedness plan for undertaking scaled-up cash response, i.e. cash at scale. The resource person worked alongside PRC and IFRC operations teams in analyzing secondary data to prioritize geographical areas to be covered by the unconditional cash intervention. Subsequently, they undertook field visits to Aurora, where they guided the chapter in undertaking selection of beneficiaries using the community-based approach. These practical steps led to the development of guidelines to roll-out the unconditional cash component of this operation.

As a result of the support provided early during the relief phase of this operation, PRC has put in place a cash focal person who will from now on facilitate PRC's overall cash response. PRC has developed a manual for cash-based programming that is now being used to guide subsequent activities. There has been remarkable improvement in processes, as proven by the fact that 1,500 families of the 3,500 that can be assisted based on current funding have received their grants. The remaining 2,000 families have been identified and will receive the grants by mid-October.

National society service delivery capacity development	
Outcome 1: National society capacity to deliver sustainable services is strengthened.	
Output (result) 1.1	Activities planned
PRC volunteer, staff and institutional capacity to deliver sustainable services is increased	<ul style="list-style-type: none"> • Provide one PRC chapter with essential IT equipment. • Support PRC in undertaking essential office improvements. • Using delegates and technical staff of IFRC as resource persons, provide coaching and mentoring to PRC staff and volunteers participating in implementation of activities under this operation. • Using relevant IFRC technical personnel, support efforts aimed at developing the finance management and logistics capacity of PRC. • At the end of intervention, organize a learning forum that will bring together chapters and departments involved in this operation.

Progress

To be reported in the subsequent operation update.

Community risk reduction	
Outcome 1: The medium-term risks to the health of 10,300 affected families are reduced.	
Output (result) 1.1	Activities planned
Community-based disease prevention and health promotion measures provided	<ul style="list-style-type: none"> • Mobilize PRC and community health volunteers in targeted communities • Undertake surveys to determine baseline and end-line levels of awareness on dengue, malaria and leptospirosis in targeted communities • Produce and distribute information, education and communication (IEC) materials relevant for dengue, malaria and leptospirosis prevention, and distribute to families in target communities alongside prevention and health promotion campaigns • Mobilize 10,300 families (51,500 persons) for the dissemination of dengue, malaria and leptospirosis prevention messages and conduct activities to promote health • Provide long-lasting insecticide-treated mosquito nets to 2,800 families (14,000 persons) to reinforce malaria and dengue prevention practices

Outcome 2: PRC's capacity to deliver disaster risk reduction programming is strengthened.	
Output (result) 1.1	Activities planned
Flooding risk reduction measures are incorporated in future long-term community resilience programmes	<ul style="list-style-type: none"> • Coordinate with local people, local authorities and other stakeholders in selecting the geographical area for undertaking a study on enhancing community resilience to perennial flooding. • Pursue and engage a partnership with an interested academic institution in undertaking a study on enhancing community resilience to perennial flooding. • Select and engage an expert to facilitate a study on enhancing community resilience to perennial flooding. • Based on study recommendations, identify areas of focus in long-term community resilience programming.

Progress

In view of reported cases of chikungunya, leptospirosis, respiratory and waterborne diseases in some of the flood-affected areas, PRC has advanced preparations to roll out community-based disease prevention and health promotion measures. Already, based on a request from the Olongapo City authorities, PRC has provided specific support to accommodate an increased caseload of leptospirosis patients. The National Society has dispatched beds, volunteers and an ambulance, and plans to deploy a Rubb hall, with beds, to augment one health facility that is handling leptospirosis patients. PRC is also reproducing information, education and communication (IEC) materials that will be distributed in affected areas alongside prevention and health promotion campaigns.

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 has also initiated contact with suppliers of shelter materials in Aurora in preparation for the delivery of shelter repair assistance.

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

A press release was sent out to international media the same day the emergency appeal was launched. Several local and international news sources mentioned the launch. A story titled '[Emergency appeal for typhoon season floods response](#)' was issued on www.ifrc.org with images uploaded on the IFRC photo library (Cumulus). Another story relating to the damage of Typhoon Usagi in China and Philippines titled '[China bears the brunt after Typhoon Usagi leaves the Philippines](#)' was also published on the IFRC website.

Contact information

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Please send all pledges for funding to zonerm.asiapacific@ifrc.org

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