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Disaster relief emergency fund (DREF) Philippines: Typhoon Utor

 International Federation
of Red Cross and Red Crescent Societies

DREF operation n° MDRPH012
GLIDE n° TC-2013-00092-PHL
16 August 2013

The International Federation of Red Cross and Red Crescent (IFRC) Disaster Relief Emergency Fund (DREF) is a source of un-earmarked money created in 1985 to ensure that immediate financial support is available for Red Cross and Red Crescent emergency response. The DREF is a vital part of the IFRC's disaster response system and increases the ability of National Societies to respond to disasters.

Summary: CHF 319,766 has been allocated from the IFRC's Disaster Relief Emergency Fund (DREF) to support the Philippine Red Cross (PRC) in delivering immediate assistance to 7,500 persons (1,500 families). Unearmarked funds to replenish DREF are encouraged.

Typhoon Utor (local name Labuyo) made landfall in the coast of Aurora province, Luzon Island, on Monday, 12 August 2013, as a Category 4 Storm. Even though the number of casualties resulting from the typhoon is relatively low to date (latest figures indicate that at least eight people have lost their lives, seven injured and four missing), Utor has caused significant damage to houses, infrastructure and extensive loss of crops and livelihoods, especially the province of Aurora.

In response, emergency responders and assessment teams – including those from the Red Cross – are putting all efforts to ensure that immediate relief reaches those in need. The National Society has mobilized 300 staff and volunteers, who have so far served ready-to-eat meals to some 6,000 individuals in evacuation centres and are delivering other relief items in the most-affected areas. PRC has also deployed two assessment teams – one to Aurora and the other to Quirino and Nueva Vizcaya – to determine the kind of further assistance that may be required by the affected communities.

In the meantime, PRC is mounting an intervention to deliver immediate assistance to affected populations in line with its mandate as outlined in its charter as well as the Philippine Red Cross Act of 2009. The plan is based on past and recent experience in the area, assessment of secondary data, an analysis of the assistance provided by the authorities thus far, and the possible interventions foreseen in PRC's contingency plan for severe weather events. Although not foreseen at this stage, adjustments to this plan will be made if assessment findings indicate the need to do so.



A Red Cross assessment team has been deployed to Casiguran, Aurora, but access is constrained by damaged roads.
Photo: Koazu Tsuda/Philippine Red Cross

Under this intervention, PRC will deliver sleeping materials (blankets and sleeping mats), jerry cans and hygiene kits to 1,500 families, provide unconditional cash grants to 1,500 families to enable them obtain their own choice of food items and meet other subsistence needs, and deliver shelter repair assistance to 500 most vulnerable families. The National Society will also undertake disease prevention, health and hygiene education to the benefit of the families that will receive relief and shelter repair assistance.

This operation is expected to be implemented over four and a half months, and will therefore be completed by 31 December 2013; a final report will be made available three months after the end of the operation, i.e. by 31 March 2014.

[<click here for the budget; here for contact details; or here to view the map of the affected areas>](#)

The situation

Typhoon Utor (local name Labuyo) made landfall in the coastal municipality of Casiguran, Aurora province on Luzon Island during the dawn of Monday, 12 August 2013. Classified as a Category 4 Storm, Typhoon Utor – which is the strongest typhoon to hit the Philippines this year – lashed with strong winds and heavy rains that were felt in other parts of Luzon as it traversed the mountain ranges before heading out to the sea.

According to the update released by the National Disaster Risk Reduction and Management Council (NDRRMC) at 5:00am on 16 August 2013, the typhoon claimed the lives of at least eight people, left seven injured and four people missing. Even though it resulted in relatively low casualties, given its strength, Typhoon Utor has caused widespread damage to infrastructure in Casiguran municipality of Aurora province and extensive loss of crops and livelihoods. A total of 20,136 houses have been damaged – 2,556 totally and 17,580 partially – most of them in the hardest-hit province of Aurora. In all, some 84,571 families (some 383,540 persons) have been affected, with some 50 families (some 200 persons) still accommodated in six evacuation centres.

The overall numbers are not likely to increase significantly because the affected areas are not heavily populated. Even so, information available from the municipality of Casiguran, which was directly hit by the typhoon's eye, is limited as access is constrained by damaged roads and cut-off telecommunications. On Tuesday, 13 August 2013, national disaster authorities undertook a rapid aerial assessment in Aurora, during which they observed that the powerful typhoon had ravaged more than 50 per cent of Casiguran municipality. As well as fallen trees, hundreds of houses have their roofs torn off and electricity transmission lines downed.

Emergency responders and assessment teams – including those from the Red Cross – are putting all effort to ensure immediate relief reaches those in need as they determine whether there is the need to extend further assistance to the affected communities. Specifically, the Philippine Red Cross (PRC) has deployed two assessment teams: one to Aurora and the other to Quirino and Nueva Vizcaya. The team deployed to Aurora will augment the efforts of an existing team that was stationed in the municipality of Dilasag prior to Utor's landfall.

Coordination and partnerships

Red Cross Red Crescent partners with in-country presence have held two meetings to share information and possible action plans. On-going efforts of PRC are being supported by IFRC and German Red Cross, whose staff are part of the assessment teams deployed. The IFRC disaster management unit based in the Asia-Pacific zone office has been sending informal updates to partner national societies since the storm was sighted.

PRC and IFRC are participating in inter-agency coordination platforms. A humanitarian country team (HCT) meeting was held on 12 August 2013, during which the possibility to undertake a joint government/HCT rapid assessment was discussed. However, based on the feedback from the aerial assessment undertaken by national disaster authorities on Tuesday, 13 August 2013, it has been determined that there is no need for such an assessment. The preliminary analysis is that the local authorities have the capacity to respond to the impact of the typhoon, with support of nationally-mandated agencies, including PRC.

Red Cross and Red Crescent Action

PRC began preparations for responding to the humanitarian impact of the typhoon well in advance. As well as monitoring the situation around the clock, volunteers and rescue teams were on standby, with support vehicles and equipment such as water rescue boats and ambulances readied for immediate action in case of any eventuality. Personnel in PRC's operations centre in Manila have been relaying information, advisories and

response plans to teams on the ground. At the same time, PRC chapters in areas that were placed under [Public Warning Signal \(PWS\) No.3](#) supported pre-emptive evacuation efforts by relaying information and advisories to community members and encouraging them to take responsibility to ensure that they were well-prepared.

In the immediate aftermath, and after safety conditions permitted, Red Cross staff and volunteers ventured out in their respective communities to undertake a quick assessment of the situation via direct observation to determine the immediate course of action. So far, PRC has served ready-to-eat meals and assorted relief items to 5,937 individuals and provided first aid to 26 individuals. A total of 300 staff and volunteers have been mobilized.

Based on the request from Aurora and Quirino chapters of PRC, relief supplies from preparedness stocks that are strategically stored in Manila are being released for affected areas. The items will be distributed to affected community members that have not received assistance from the authorities or other agencies on the ground. At the same time, PRC has deployed two assessment teams – one to Aurora and the other to Quirino and Nueva Vizcaya – to determine what sort of further assistance may be required by the affected communities.

Planned action

Although the national authorities have not requested international assistance at this stage, PRC is mounting an intervention to deliver urgent assistance to affected populations in line with its mandate as outlined in its charter as well as the Philippine Red Cross Act of 2009. The plan is based on past and recent experience in the area, assessment of secondary data, an analysis of the assistance provided by the authorities thus far, and the possible interventions foreseen in PRC's contingency plan for severe weather events. Until February this year, PRC had been implementing early recovery interventions in Aurora, Isabela and Quirino in response to typhoons Nesat and Nalgae that affected the areas in late 2011. The national society also has ongoing community health programmes in Aurora and Quirino, with some staff usually stationed in the municipality of Dilasag, Aurora. Although not foreseen at this stage, adjustments to this plan will be done if assessment findings indicate the need to do so.

The needs

Assessments

There is the need to carry out an assessment of the situation to determine whether further assistance may be required by the affected communities. PRC has already deployed two assessment teams: one to Aurora and the other to Quirino and Nueva Vizcaya. The team deployed to Aurora will augment the efforts of an existing team that was stationed in the municipality of Dilasag prior to Utor's landfall. The costs relating to these assessments will be covered by this DREF allocation.

Unconditional cash

Considering that the areas worst affected by Typhoon Utor have had much experience being hit by such disasters, they are better prepared for such events compared to other regions that are often spared by typhoons. It is expected that the markets for food and essential household items will adjust quickly and get back to their normal level within weeks. It is necessary to undertake cash-based interventions to enable the affected people obtain their own choice of food items and to meet other subsistence needs.

Non-food relief

Although non-food item needs of affected families are being met or will be met by a number of actors, including the authorities, local organizations and individuals, there are likely to be pockets of vulnerable persons that are not reached. PRC will distribute blankets, jerry cans, sleeping mats and hygiene kits to 1,500 families that will not be covered by the cash-based intervention. There are pre-positioned relief items available in country and as such, a proportion of this DREF allocation will be used to replenish the stocks to ensure that the PRC's capacity to respond swiftly in future potential disasters is not weakened. Procurement of blankets, jerry cans and sleeping mats will be done locally in accordance with PRC procedures. Hygiene kits will be procured ex-Kuala Lumpur with the support of IFRC's zone logistics unit (ZLU) within the context of existing IFRC framework agreements.

Shelter repair assistance

The typhoon has resulted in considerable damage to houses, with current figures indicating that a total of 20,136 houses have been damaged. This intervention will deliver shelter repair assistance to 500 most vulnerable families. The assistance will be provided either purely in cash (for beneficiaries to obtain their choice of shelter repair items) or through a combination of cash grants and essential shelter repair materials.

The proposed operation

As well as past and recent experience in the area, assessment of secondary data, and an analysis of the assistance provided by the authorities thus far, the proposed response is based on one of the scenarios that PRC's contingency plan for severe weather events considered: The situation in affected areas is beyond the capacity of chapters to cope using own or locally-mobilized resources. It is worth noting the Philippines is one of the four countries in which IFRC is piloting cash-based interventions at scale, if the context permits. It is in this context that some 60 per cent of the proposed intervention will be delivered using cash transfer as a methodology.

Relief distributions (non-food items and hygiene kits)

Outcome: The humanitarian conditions of 1,500 affected families (7,500 persons) improved through the provision of appropriate non-food items within one month.

Output (expected result)	Activities planned
The immediate needs of 1,500 families are met through distribution of non-food items	<ul style="list-style-type: none"> • Mobilize volunteers and provide them with orientation. • Identify, register, verify and mobilize beneficiaries for distributions. • Distribute blankets (two per family), sleeping mats (two per family), one 20-litre jerry can per family (for household level water storage), and one hygiene kit each to 1,500 families (7,500 persons). • Conduct a post-distribution survey.

Unconditional cash assistance

Outcome: The ability of 1,500 affected families (7,500 persons) to meet short-term subsistence needs improved through the provision of unconditional cash within two months.

Output (expected result)	Activities planned
1,500 families receive cash with which they can obtain their choice of essential household or personal items	<ul style="list-style-type: none"> • Mobilize volunteers and provide them with orientation. • Identify, register, verify and mobilize beneficiaries for cash distributions. • Identify and engage a suitable cash remittance service provider with a network in affected areas and capacity to disburse cash to the selected 1,500 families. • Disburse PHP 2,000 (about CHF 43) unconditional grants to 1,500 families through the cash remittance service provider engaged. • Conduct a post-distribution survey.

Health and hygiene promotion in emergency response (HHPER)

Outcome: The immediate health risks of 1,500 typhoon-affected families (7,500 persons) are met through disease prevention and health promotion activities in communities within four months.

Outputs (expected results)	Activities planned
1,500 families have improved knowledge in the prevention and home care of waterborne, water related and other infectious diseases	<ul style="list-style-type: none"> • Undertake rapid surveys to determine baseline and end-line levels of awareness on priority water-borne, water-related and other infectious diseases in communities impacted by the typhoon. • Produce and distribute information, education and communication (IEC) materials relevant for disease prevention and health promotion, and distribute to targeted families. • Hygiene promotion teams will collaborate with relief teams to ensure beneficiaries receiving hygiene kits also receive health/hygiene material and sessions. (<i>see also non-food relief</i>). • Mobilize families for the dissemination of relevant disease prevention, health and hygiene messages and conduct activities to promote health.

Shelter repair assistance

Outcome: 500 affected families have improved shelter conditions by obtaining appropriate materials and tools, and undertaking repairs applying guidance on better building techniques within four months.

Outputs (expected results)	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 safe shelter instructions received.

Contact information

For further information specifically related to this operation please contact:

- **Philippine Red Cross (phone +63 2 525 5654; fax +63 2 527 0857):**
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Click [here](#)

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 2. Click **[here](#)** to return to the title page
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How we work

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.

The IFRC's vision is to inspire, encourage, facilitate and promote at all times all forms of humanitarian activities by National Societies, with a view to preventing and alleviating human suffering, and thereby contributing to the maintenance and promotion of human dignity and peace in the world.



The IFRC's work is guided by [Strategy 2020](#), which puts forward three strategic aims:

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.

DREF OPERATION

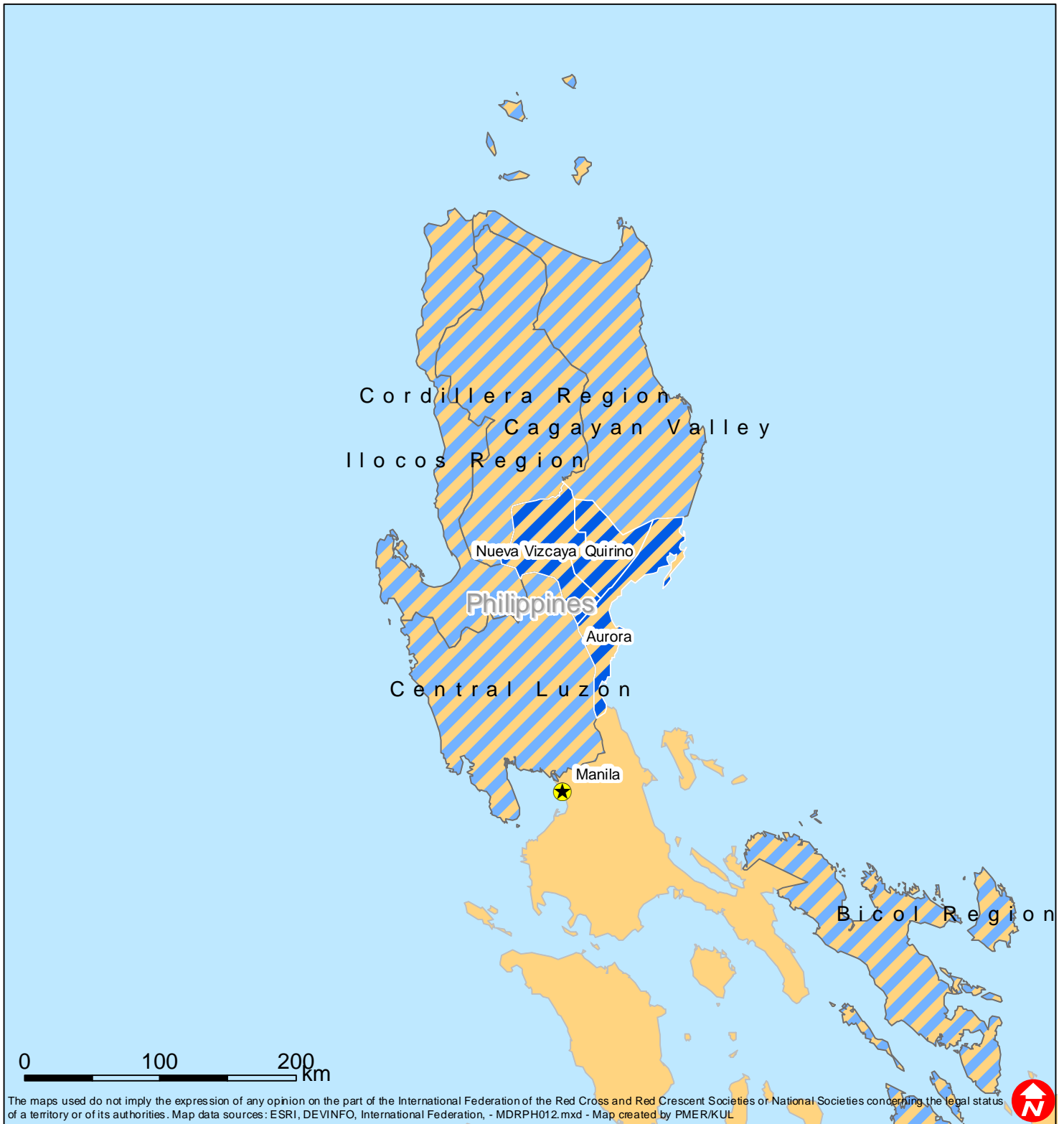
13/08/2013



MDRPH012 : PHILIPPINES TYPHOON UTOR

Budget Group	DREF Grant Budget CHF
Shelter - Relief	117,500
Clothing & Textiles	19,950
Water, Sanitation & Hygiene	33,000
Utensils & Tools	9,000
Cash Disbursements	75,000
Total RELIEF ITEMS, CONSTRUCTION AND SUPPLIES	254,450
Distribution & Monitoring	12,000
Transport & Vehicle Costs	9,600
Total LOGISTICS, TRANSPORT AND STORAGE	21,600
National Society Staff	4,200
Volunteers	8,000
Total PERSONNEL	12,200
Travel	4,000
Information & Public Relations	2,400
Office Costs	2,000
Communications	2,000
Financial Charges	800
Other General Expenses	800
Total GENERAL EXPENDITURES	12,000
Programme and Supplementary Services Recovery	19,516
Total INDIRECT COSTS	19,516
TOTAL BUDGET	319,766



Philippines: Typhoon Utor



-  Provinces under this DREF
-  Affected regions