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Emergency Appeal Philippines: Typhoons and Floods

 International Federation
of Red Cross and Red Crescent Societies

Emergency Appeal n° MDRPH020	Glide n° TC-2015-000168-PHL & TC-2015-000170-PHL
Date of issue: 22 December 2015	Date of initial disaster: 14 December 2015
Operation start date: 21 December 2015	Expected completion date: 30 November 2016 (12 months)
Appeal budget: CHF 3,740,793	Amount (loan) advanced from DREF: CHF 450,000
Number of people affected: Approximately 1 million (200,000 families) with damaged homes	Number of people to be assisted: 45,000 (9,000 families)

This Emergency Appeal is being issued based on preliminary information. It seeks CHF 3.7 million to enable the International Federation of Red Cross and Red Crescent Societies (IFRC) to support the Philippine Red Cross (PRC) in delivering humanitarian assistance to 45,000 people (9,000 families) affected by the recent tropical systems and floods. The plan will be revised in the coming weeks to align interventions with assessment findings. CHF 450,000 has been allocated from IFRC's Disaster Relief Emergency Fund (DREF) to kick-start the response. Click [here](#) for Emergency Plan of Action.

The situation

The Philippines are recouping from the combined effects of Typhoon Melor (local name Nona), Tropical Depression Twenty Three (local name Onyok) and monsoon rains enhanced by the two tropical systems. As a result of the weather disturbances, which followed back-to-back within a week, there are significant humanitarian needs spanning the three main islands – Luzon, Visayas and Mindanao.

14 December: Typhoon Melor made an initial landfall in Batag Island, Northern Samar and then tracked across southern Luzon, making five other landfalls before exiting to the sea west of the Philippines on 16 December. At its peak, Melor packed maximum sustained winds of 150 kilometres per hour (kph) and gusts of up to 185 kph, and brought heavy to intense rainfall within its 300 km diameter.

16 December: [Information bulletin no.1](#) issued.

17 December: The President of the Philippines declared a state of national calamity following the devastation caused by Melor.

18 December: As Melor dissipated, a new tropical system – **Tropical Depression Twenty Three** – entered the Philippine area of responsibility (PAR) and made landfall over the municipality of Manay in Davao Oriental province, eastern Mindanao. It weakened into a low pressure area (LPA) after landfall but continued to bring rains, including in areas that were recovering from the effects of Melor. [Information bulletin no.2](#) issued.

19 December: Reports indicate that almost the entire of Philippines was experiencing rains, with flooding and landslides – some of them deadly – reported in some provinces.

22 December: Emergency Appeal launched for CHF 3.7 million to provide assistance to 45,000 people.



The effects of Typhoon Melor in Baco and Najuan towns, Oriental Mindoro. Photo: PRC

Impact of Typhoon Melor

- In anticipation of Melor, 165,554 families (742,991 people) were pre-emptively evacuated across five regions. As of 21 December, only 17,100 families (around 79,000 people) remain in 283 evacuation centres.
- 41 confirmed deaths and over 199,850 houses damaged – 55,400 of them totally. Most damage to houses have been in the provinces of Oriental Mindoro Northern Samar and Sorsogon.
- 99 classrooms either partially or completely damaged and 35 health facilities damaged.
- Estimated cost of damage to agriculture and infrastructure amounts PHP 4.9 billion (USD 105 million), with losses in agriculture estimated at PHP 2.8 billion (USD 59 million) - livelihoods heavily impacted.

Impact of Tropical Depression Twenty Three

- In anticipation of Twenty Three, 1,080 families (4,792 people) in four provinces were evacuated.
- As of Monday 21 December, all evacuation centres were closed as evacuees had returned to their homes. There has been no casualty reported.

The monsoon rains enhanced by the two tropical systems came at a time when a large number of farming communities have been submerged by floods wrought by Melor, with some of the areas also having barely recovered from floods brought by [Typhoon Koppu](#) in October. Several reservoirs in Bulacan and Isabela were forced to release water after the incessant rains breached maximum water levels. Bulacan, Cagayan, Isabela, Nueva Ecija and Quezon are among the provinces that most impacted by the rains. Four people were killed in a landslide which buried four houses in Quezon.

The operational strategy

While there has not been a formal request for international assistance from the Government of Philippines, members of the Humanitarian Country Team (HCT), along with local humanitarian partners, are responding to bilateral requests from national and local levels, mainly using in-country resources. As a leading humanitarian actor, and in pursuit of its mandate outlined in Republic Act No. 10072 [Philippine Red Cross Act of 2009], the Philippine Red Cross is mounting an operation to deliver humanitarian assistance to people affected by the three weather-related events. This Emergency Appeal is being launched to enable the IFRC and member National Societies to support PRC in its response.

This operational plan is fully in line with current PRC and IFRC policies, procedures, and commitments, and seeks to provide immediate and early recovery support to vulnerable households in the most affected provinces across Luzon, Visayas and Mindanao. This plan of action has been developed jointly by PRC and IFRC, with ICRC and PNS with in-country presence fully updated about the interventions and their rationale. The plan may be adjusted in the coming weeks if assessments recommend such and to clearly articulate the recovery interventions to be undertaken.

In addition to interventions outlined in this IFRC-PRC plan, in Northern Samar ICRC will provide support PRC in implementation of interventions which are not detailed in this plan. The joint PRC-ICRC in Northern Samar is using ICRC's 2015 annual plan and budget. Where, required IFRC-PRC will provide complementary support in Northern Samar.

Geographically, this IFRC-supported operation will cover affected areas across the islands of Luzon, Visayas and Mindanao. The joint ICRC-PRC response will cover Northern Samar while interventions supported by PNS working with PRC bilaterally will cover locations where the supporting PNS have ongoing programmes. PRC will also undertake interventions using resources it has mobilized locally and/or from non-Movement sources, including the governments of Australia and New Zealand. IFRC will provide technical support to PRC in all operational areas within the context of existing technical working groups.

There are four key aspects that are factored in the strategy for this operation:

- **A Movement-wide approach:** PRC is responsible for the overall coordination and implementation of the disaster response operation, supported by all components of the Movement. ICRC is the primary operational partner of PRC in Northern Samar while IFRC is supporting PRC operations in all other affected areas as well as providing complementary support in Northern Samar.
- **Cash transfers:** It is deemed that cash transfers will contribute to empowering the affected populations, giving them the flexibility to prioritize their own recovery and to cater for diverse needs. As well as unconditional cash grants, cash-for-work interventions will be supported.
- **Integrated programming and resilience-building:** Early recovery interventions will aim to address a broad range of sectors, spanning from shelter to livelihoods thereby addressing multiple needs of communities and contributing to their resilience.
- **Factoring lessons from previous operations:** PRC has recently gained experience in a large scale operation in response to Typhoon Haiyan, from which this response will draw.

The **relief phase** will focus on providing essential household items, emergency shelter assistance, and multi-purpose cash grants to affected communities as well as psychosocial support and the prevention of water and vector-borne diseases. Cash-for-work activities will enable communities to undertake clean-up campaigns while earning basic income.

The early **recovery phase** will include support to vulnerable households in terms of shelter repairing and cash grants for livelihoods development as well as support for the rehabilitation of schools' water and sanitation facilities.

When relief needs are covered, and the conditions are established, there will be the need to undertake an analysis to identify specific needs for integrated community preparedness and risk reduction. Taking into account existing capacities and needs for improvement, the analysis will be translated into an action plan for engagement over the longer period in integrated programming aimed at enhancing community resilience.

The response to the floods will put pressure on the capacity of PRC and demand scaling up of staffing and other organizational components. There is, therefore, the need to allocate resources in mitigating a potential negative impact on the long-term development of the National Society by putting deliberate efforts to strengthen the institutional preparedness capacity of the National Society's branches involved in the response.

Needs assessments

PRC has deployed multi-sectoral teams, comprising technical persons from chapters and branches, to undertake rapid assessments in Mindoro, Northern Samar, Romblon and Sorsogon. Once the teams complete the necessary groundwork, this plan of action will be revised to align the overall response to assessment recommendations.

Secondary data and initial assessments

The impact of the triple events is emerging but according to initial reports – including NDRRMC updates and PRC chapter reports – Typhoon Melor caused significant damage to Northern Samar and other provinces where it tracked, leaving affected people in need of assistance, including food and non-food relief, hygienic supplies, emergency shelter items and cash for meeting immediate needs. Early recovery will follow quickly, with priority on restoring shelter and livelihoods, along with integrated health and WatSan programmes.

Relief: As floodwater recedes, the affected populations can return to their homes. However, due to mud, debris and damage to houses, some families are expected to return to the evacuation centres or to their hosts at night for sleeping. As such, there is an urgent need for support that will enable the families to meet immediate food and non-food needs, including when they are in evacuation centres or with host families. Since the floods have washed away many of the personnel items, essential non-food items are needed. With the expectation that the markets will reopen soon, provision of unconditional cash grants will cover the immediate needs of the most vulnerable families. This will be based on the minimum daily wage in the area and the market costs to feed an average family size for up to 15 days.

Shelter: The impact on housing is still evolving as information comes in. NDRRMC latest report notes that some 200,000 houses have been damaged – 55,400 of them completely destroyed. To meet the emergency shelter needs, tarpaulins will be provided. In addition, the hardest hit vulnerable populations will be provided with a combination of conditional cash grants and roofing material for them to undertake shelter repairs.

Livelihoods: The typhoon and floods have washed away livelihoods, leaving many families with no means to meet basic needs. Food reserves have been depleted and small businesses disrupted or destroyed. Small markets/shops are still closed due to the continued floods in some areas and then time it takes to clean up after the floods. Some of the same areas are still not recovered from the previous Typhoon Koppu. This flooding will have had a negative impact on the rice harvest. As such, there will be a considerable shock to the local economy. Many tenant farmers, sharecroppers and casual labourers who depend on agriculture and fishing will have lost a good percentage of their future income. There is the need to support the most affected. PRC will provide livelihoods support to the most vulnerable household to get back on their feet. Given that markets should reopen quickly, such support will be provided through cash transfers. Beneficiaries can then use their cash grants to replace livestock, replant or restart small business enterprises.

Health and hygiene promotion: Floods can potentially increase the transmission of water and vector borne diseases. Other concerns will be leptospirosis and psychosocial support. Disease prevention and health promotion activities at community level need to be scaled up immediately in order to prevent acute respiratory infections (ARI), diarrhoea and other diseases with outbreak potential. While local health units have adequate capacity and continue the delivery of health services, PRC will reinforce health education efforts, focusing on disease prevention. Psychosocial support interventions will also be undertaken, targeting people who have been displaced.

Water and sanitation: Water sources that were inundated have been contaminated, causing issues related to access to safe water in affected communities. Contamination of water sources and damage to latrines bring with concerns relating to waterborne diseases. There is also considerable debris and mud left behind by floodwater, which will require removal. Environmental sanitation activities, particularly cleaning campaigns, are necessary as are efforts to improve access to sanitation facilities in schools that are often used as evacuation centres. Hygiene promotion activities aimed at improving hygiene behaviour and bridging knowledge and practice of safe water, food handling and hand-washing will be required.

Beneficiary selection

In its responses, PRC will ensure that programmes are aligned with its own as well as IFRC's commitment to take into account gender and diversity, for example by targeting women-headed households, pregnant or lactating women, and men and boys made vulnerable by the disaster, who have been forced to migrate. These groups will be considered according to the level of impact and more priority will be given to those who have lost their houses.

The main criteria for validation will prioritize most vulnerable households among the populations directly affected by the disaster and who have not received any or sufficient assistance from the government or other organizations. Other considerations will be people staying in evacuation centres or with host families; those who lack relevant resources to cope with basic humanitarian needs on their own; those belonging to the socially vulnerable households, including women-headed households and those with many dependent children; persons with disabilities and of low economic resources, and; the sick and elderly with low economic base.

Risk assessment

The risk of new floods or another disaster impacting the same areas affected by Typhoon Melor, and/or different areas, remains and is high. A new disaster – if of a larger scale – has the potential of distracting resources and implementation schedules of this response. Bad weather conditions have the potential of hampering access and logistics for delivery of materials, especially to remote locations. To mitigate the impact of these risks on this operation, disaster preparedness and logistics planning will take into account measures to ensure that planned activities are implemented as per schedule.

Proposed intervention

This operation will address the livelihoods, health, relief, shelter, water, sanitation and preparedness and risk reduction needs of affected communities, as well as addressing institutional preparedness/capacity development needs of PRC to strengthen its level of preparedness for future disaster response. Cash will be used as a modality for delivering various components of the response, including immediate household needs, shelter and livelihoods assistance. Particular focus will be put on engaging with, and being accountable to, affected people. Furthermore, relevant measures will be put in place to identify and address aspects that increase vulnerabilities among specific groups such as women, girls, minorities and people with a disability.

1. Immediate household needs and emergency shelter assistance

Outcome: The immediate household, shelter and settlement needs of the target population are met.

As part of relief, 6,000 families will receive non-food items (NFIs)¹ and tarpaulins. In addition, unconditional cash grants worth PHP 3,500 (CHF 74) will be provided to 3,000 families to meet multi-purpose needs.

2. Remaining household needs and recovery shelter assistance

Outcome 1: Remaining urgent needs of targeted populations are met

Outcome 2: Affected households have recovered safer shelter and gained awareness and skills on safer shelter

To support early recovery, the hardest hit vulnerable populations (3,000 families) will be provided with shelter repair assistance in the form of conditional cash grants worth PHP 10,000 (CHF 209) and roofing material². Families receiving shelter repair assistance will be supported with awareness on 'building back safer' principles.

3. Livelihoods

Outcome: Economic security of the target worst-affected households is restored.

In order to support affected people to restore their livelihoods, at least 3,000 families will be provided with conditional cash grants worth PHP 10,000 (CHF 209) and guidance to restart livelihood and income earning activities. These will be complemented by training in small business skills, agriculture and livestock as appropriate.

¹ NFIs include blankets, hygiene kits, jerry cans, mosquito nets and sleeping mats

² Roofing material comprises 10 pieces of corrugated galvanized iron (CGI) sheets per family

4. Health and care

Outcome: The immediate and medium-term risks to the health of floods affected population are reduced.

Health promotion activities will be carried out in an integrated manner with hygiene promotion in the affected areas, complemented with provision of enabling items such as mosquito nets. Psychosocial support activities will be conducted in target communities, including specific activities for children, and 'caring for carers' interventions for staff and volunteers involved in the response. Community health volunteers will be mobilized for health promotion activities.

5. Water, sanitation and hygiene promotion

Outcome 1: The immediate reduction in risk of waterborne and water related diseases in targeted.

Outcome 2: Sustainable reduction in risk of waterborne and water related diseases in targeted communities.

WASH interventions will closely link with the relief distribution and will target 9,000 families, including the 6,000 to be provided with jerry cans and hygiene kits as part of relief distributions. Hygiene promotion activities will be undertaken with the aim of contributing to improving hygiene behavior, so as to mitigate the threat of preventable hygiene-related diseases in schools and homes. Clean-up campaigns will be organized in communities through the cash-for-work approach, complemented with hygiene promotion. Support will also be provided for rehabilitation of water and sanitation facilities in five schools, complemented with promotion of safe hygiene practices and tips for proper maintenance of the facilities.

6. National Society institutional preparedness and capacity development

Outcome: National Society capacity to deliver on programmes and services in future disasters strengthened.

Specific actions will be taken to strengthen the institutional disaster preparedness and overall capacity development of PRC. These include the provision of essential office equipment as well as training and equipping of Red Cross Action Teams (RCAT).

7. Community preparedness and risk reduction

Outcome: Communities' resilience to disasters is protected and restored.

When immediate relief needs are covered and the conditions are established, an analysis will be undertaken to identify specific needs for integrated community preparedness and risk reduction. Taking into account existing capacities and needs for improvement, the analysis will be translated into an action plan for engagement over the medium to longer term period in integrated programming aimed at enhancing community resilience. This will expand upon the work of PRC in their ongoing school and community-based risk reduction programming.

Movement coordination

As some of the areas affected by the latest weather-related events are security sensitive, close coordination is being maintained between PRC, IFRC and ICRC. On 16 December, PRC organized a coordination meeting which brought together all Movement partners with in-country presence; this response was among the topics discussed. Furthermore, PRC, IFRC and ICRC have drafted a Joint Statement which details they will work in a joined up approach. PRC is responsible for the overall coordination and implementation of the response with the support of ICRC, IFRC and PNS.

On Saturday 19 December, PRC, IFRC and ICRC (represented by the Chairman, Acting Head of Delegation and Cooperation Coordinator respectively) visited Northern Samar, which is the province hardest hit by Typhoon Melor. They witnessed the devastation that has been caused in the province.

Operational support services

The relief phase of the response will rely mainly on the current capacity of PRC, which has many volunteers and teams specialized in emergency response. However, the early recovery programmes will require the National Society to engage additional technical and support staff, who will receive technical support from Movement Partners. Based on an increased demand for technical and coordination support required to deliver on this response plan, the IFRC in-country structure will be strengthened to guarantee an effective and efficient technical support to PRC. As such, a portion of the budget is factoring the need for recruitment of staff and/or deployment of regional capacity to provide time-bound support. The staffing needs may be adjusted based on consultations with PRC. Where required, additional support by IFRC will be provided via short technical support by personnel engaged for ongoing Haiyan recovery interventions.

Budget

See the attached [IFRC Secretariat budget](#) for details.

Reference documents

Click [here](#) for the Emergency Plan of Action (EPOA)

Contact Information

For further information, please contact:

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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 Humanitarian 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:



Save lives.
protect livelihoods,
and strengthen recovery
from disaster and crises.



Enable **healthy**
and **safe** living.



Promote **social inclusion**
and a culture of
non-violence and **peace**.

EMERGENCY APPEAL

21/12/2015

MDRPH020 Typhoons and Floods

Budget Group	Appeal Budget CHF
Shelter - Relief	78,000
Shelter - Transitional	924,123
Clothing & Textiles	130,867
Water, Sanitation & Hygiene	156,031
Ustensils & Tools	36,000
Other Supplies & Services	392,080
Cash Disbursements	918,501
Total RELIEF ITEMS, CONSTRUCTION AND SUPPLIES	2,635,602
Storage, Warehousing	33,703
Dsitribution & Monitoring	41,703
Transport & Vehicle Costs	105,884
Logistics Services	16,000
Total LOGISTICS, TRANSPORT AND STORAGE	197,290
International Staff	209,000
National Staff	35,461
National Society Staff	38,523
Volunteers	50,928
Total PERSONNEL	333,912
Consultants	15,000
Total CONSULTANTS & PROFESSIONAL FEES	15,000
Workshops & Training	110,922
Total WORKSHOP & TRAINING	110,922
Travel	45,769
Information & Public Relations	20,000
Office Costs	10,298
Communications	8,010
Financial Charges	4,500
Other General Expenses	26,716
Shared Support Services	104,463
Total GENERAL EXPENDITURES	219,756
Programme and Supplementary Services Recovery	228,311
Total INDIRECT COSTS	228,311
TOTAL BUDGET	3,740,793



Philippines: Typhoons and Floods

