

# EMERGENCY APPEAL



International Federation of Red Cross and Red Crescent Societies  
Fédération Internationale des Sociétés de la Croix-Rouge et du Croissant-Rouge  
Federación Internacional de Sociedades de la Cruz Roja y de la Media Luna Roja  
الاتحاد الدولي لجمعيات الصليب الأحمر والهلال الأحمر

## PHILIPPINES: LANDSLIDES AND FLOODS

Appeal no. 03/04  
7 January 2004

*The Federation's mission is to improve the lives of vulnerable people by mobilizing the power of humanity. It is the world's largest humanitarian organization and its millions of volunteers are active in over 180 countries.*

For more information: [www.ifrc.org](http://www.ifrc.org)

### **In Brief**

***THIS EMERGENCY REHABILITATION APPEAL SEEKS CHF 853,000 (USD 692,989 OR EUR 544,144) IN CASH, KIND OR SERVICES TO ASSIST 565 HOMELESS FAMILIES FOR SIX MONTHS***

### **The situation**

The monsoon rains that afflicted the Philippines – one of the world's most disaster prone countries - for much of last month severely affected five municipalities in the province of Southern Leyte and four provinces in the Caraga region of Mindanao island. Validated reports received by the Philippine National Red Cross (PNRC) indicate that almost 150,000 people (28,000 families) were hit by the disaster – floods and landslides – leaving 174 people dead and 60 others injured. Damage to infrastructure, agriculture and property across the disaster zone is estimated at CHF 16.3 million.

Of the affected provinces, Southern Leyte, with a population of 350,000 occupying 17 municipalities and one city, was worst hit, suffering the highest number of casualties – including 154 people killed – and houses destroyed. On 19 December 2003, the heavy rainfall caused three major landslides in the province, affecting twelve 12 barangays (villages) in three municipalities of Liloan, San Francisco and San Ricardo. Flooding also occurred in the municipalities of Pintuyan and Malitbog and the capital city of Maasin. Detailed assessments indicate that there are 1,029 families worst affected (5,290 persons) in these stricken areas.

In particular, in the municipalities of Liloan, San Francisco and San Ricardo – on which the activities described in [this appeal centre](#) – 227 houses are totally destroyed, with another 338 houses (565 in total) virtually uninhabitable without major repair. Many of the homeless have found temporary accommodation of varying quality, with 180 families sheltered in six evacuation camps (mainly schools) in four municipalities, though with the beginning of the school activities early this month, this group are having to be reallocated to other provisional shelters.

This area of the Philippines is among the country's most remote and inaccessible, with poor roads and limited transport and communications links. This lack of infrastructure – and the severe damage to facilities already in place – slowed the disaster response from outside the immediate vicinity and severely hampered assessments missions charged with examining the longer-term needs.

The extent of damage has meant another burden not only for the victims, but also to the municipal government, which is currently facing economic difficulty since the damage to infrastructure entails an extensive budget appropriation for repair and rehabilitation. For the homeless families themselves, the outlook going into 2004 is indeed bleak, following this latest catastrophe, coupled with an economic recession in the region, without timely and adequate assistance to help them back on their feet.

## **Red Cross and Red Crescent action**

The PNRC, the country's leading humanitarian organization, immediately responded to the situation by conducting search and rescue operations, emergency feeding, relief distribution and assessment. At the outset, a national headquarter-based response team – tasked to examine the immediate needs of the population – was dispatched to Southern Leyte, to conduct an initial assessment of the affected barangays (villages) and municipalities.

Through its chapters, the PNRC also mobilised rescue and response teams which assisted in evacuation and transfer activities and distributed emergency food to those affected by both flooding and landslides. These teams were able to provide more than 1,000 families (some 5,570 individuals) with food, medicines and non-food commodities, including mosquito nets, blankets, mats and kitchen utensils. Within days of the disaster, a United States C130 Hercules transport reached Southern Leyte with stocks of food/non-food items from the PNRC's central warehouse.

The PNRC released around CHF 25,000 for the immediate provision of relief goods and other operational expenses. The Federation Secretariat allocated CHF 50,000 from its Disaster Relief Emergency Fund (reimbursable) to enable the PNRC to take further expeditious action in the disaster zone. USAID donated USD 50,000 locally for the purchase of food items, and the ICRC have contributed CHF 15,000 to replenish stocks for non-food items.

An agreement was activated with the national food authority (NFA), a government agency, to release rice to PNRC local chapters on a credit basis to be settled by the society's headquarters upon receipt of invoice. This agreement was set up to ensure that even in the absence of rice stocks, local chapters could be assured of continuous relief supplies from the NFA. The chapters are likewise encouraged to purchase other relief goods from local commercial stores and suppliers. Payments are effected following receipt of the working advances issued by PNRC headquarters to the chapter administrators.

PNRC Southern Leyte chapter members, together with staff from the province's social welfare and development department are continuing to provide stress counselling to those affected by the disaster.

## **Government action**

The Philippine government declared a state of emergency, released funds and, on 22 December 2003 requested international assistance, according to a report from the UN office for the coordination of humanitarian affairs. The country's national disaster coordinating council (NDCC) directed its member agencies, including PNRC, immediately to undertake activities in line with their respective mandates. With its nationwide network of chapters and highly trained response teams, the PNRC moved swiftly and smoothly into action, as described above.

Once the emergency response was underway, it quickly became clear that an extensive rehabilitation programme would be necessary. The provincial government has recommended that, ideally, families whose houses were totally or partially destroyed should be relocated to new sites, though it is doubtful whether the resources exist to carry out this recommendation in full. The present focus therefore is to rehouse those families whose dwellings were totally destroyed and renovate partially damaged houses where possible. Accordingly, new housing sites in the municipalities of Liloan, San Francisco and San Ricardo have been already identified by the local authorities, which will make the land freely available for disaster victims who lost their homes. On going food supplies for the needy will continue to be maintained by government organisations and through private donations.

Working in cooperation with the authorities, various local/international NGOs (including Oxfam and Plan International) and foundations provided the affected families with food and medicines, also helping local government units in the emergency period, as well as raising funds to sustain operations.

## **Needs assessment**

As indicated above, identification of immediate needs was carried out – and appropriate action taken – by local authorities and PNRC chapters within hours of the disaster. In the days before Christmas, despite severe access and terrain difficulties, a specialist team from PNRC headquarters, working with Red Cross and government personnel in the vicinity, was able to carry out a detailed assessment of the overall situation, including rehabilitation needs and then presented a report, with recommendations, over the festive period, on which the planned PNRC programme, as reflected in this appeal is based.

In summary, with the emergency response operation covering immediate food and non-food needs – and a stress counselling framework already in place – the humanitarian focus now centres on longer-term imperatives in the

## **Philippines: Landslides and Floods; Appeal no. 03/04**

three worst hit municipalities of Liloan, San Francisco and San Ricardo. Given the effects and the magnitude of the flooding and landslides in this area, housing reconstruction and the provision/repair of water and sanitation facilities head the priority list. Unpredictable weather patterns at this time of year threaten more rains and the landslides in Liloan, San Francisco and San Ricardo damaged major sources of potable water, thus, the likelihood of outbreaks of water-borne diseases is high. More medicines and purification tablets may be required, in addition to the renovation and construction of water systems.

Small-scale income generation is a vital part of the community-based economy in Southern Leyte and the identification and implementation of viable livelihood programmes, including the provision of fishing boats, fishing nets, agricultural tools and seedlings, should also be regarded as a necessity to the restoration of normalcy in the three municipalities. It will take time for farmlands, flooded or eroded due to the landslides, to become viable again and a sharp increase in unemployment can be expected as a result.

### **The proposed operation**

Based on the available information from the disaster area, the Federation's support to PNRC will focus on the provision and rehabilitation of 565 partly/fully destroyed houses and safe water supplies, the building of community latrines and the distribution of livelihood items for affected families in Southern Leyte (Liloan, San Francisco and San Ricardo), coupled with the training of a community-based volunteer force, including the establishment of 12 barangay disaster action teams. This six-month programme is designed to complement government and non-government efforts in addressing the post disaster requirements of the hardest hit population. The PNRC will closely cooperate with the municipalities and the provincial authorities and other NGO's acting in the region. The schedule for the three-phase operation comprises:

- 15 January-15 April: Housing reconstruction/water-sanitation preparation, procurement, and implementation.
- 16 April-31 May: Livelihood component and community volunteer training.
- 01-30 June: Final evaluation and reporting.

All the required materials, building skills and labour can be accessed locally or from within the Philippines.

### **Objective 1: Provide new/rehabilitated housing for 565 families living in evacuation centres or other temporary accommodation.**

#### **Activities planned:**

- Confirm with the provincial government on the construction of the standard shelter model for disaster victims as specified by the national disaster coordinating council. (*Each dwelling, occupying an area of 15 square metres and built with semi concrete materials, comprises two bedrooms and a toilet/washing area; galvanised iron sheets with metal reinforcing beams form the roof, while the construction as a whole, which is widely accepted by government agencies involved in emergency rehabilitation, is designed to withstand winds of over 100 kph.*)
- Establish a PNRC team for the rehabilitation programme comprising a project coordinator and technical staff.
- Confirm validation and screening of the target beneficiaries, based on the established PNRC criteria to cover families whose houses are either totally or partially damaged.
- Conclude the division of labour between the technical staff of the municipalities, the beneficiaries and the PNRC staff for the erection/renovation activities.
- Link with the relevant municipality departments on the provision of construction sites for the new dwellings.
- Assess the exact damage of all 338 partly destroyed houses and calculate for the precise quantities of construction material needed, undertaking local procurement of materials for 565 partly/fully destroyed houses.
- Construct 227 new dwellings and rehabilitate a further 338 houses under the supervision of the PNRC team.
- Implement a food-for-work regime to involve the beneficiaries in the building/rehabilitation of their homes for six weeks through the provision of commodities as follows: rice (family ration/week, 7.5 kg), beans (500 gm), dried fish (500 gm), salt (375 gm), sugar (375 gm) and cooking oil (.375 ltr).
- Sensitisation of the local population to natural hazards.

#### **Expected results:**

- Standard emergency accommodation for 227 families in Liloan, San Francisco and San Ricardo constructed.
- Damaged houses of 338 families in three municipalities renovated/rehabilitated.
- Food-for-work distributed to 565 families during the construction and rehabilitation phase of the houses.
- Beneficiaries are directly involved in the building or reconstruction of their houses.

**Objective 2: Re-establish and improve access to safe water and provide sanitation facilities for the affected population.**

**Activities planned:**

- Construct two spring wells, including piping and drill four deep wells with hand pumps, in the areas where construction and renovation/rehabilitation of accommodation is taking place.
- Distribute water barrels for water storage at the newly build and rehabilitated dwellings.
- Construct 75 communal latrines at the sites where houses are to be rehabilitated.
- Train 30 health workers in sanitation education.
- Print and distribute education material on sanitation.

**Expected results:**

- Access to safe drinking water for the affected population has been re-established.
- Storage of drinking water at household level has been improved.
- Access and use of sanitation facilities has been improved.
- The knowledge of the affected population regarding sanitation and water-borne diseases has been intensified.

**Objective 3: Assist the 565 worst affected families regain financial stability through the provision of livelihood facilities for income generation.**

**Activities planned and expected results:** Provision of fishing nets and agricultural tools set to 565 affected families.

**Objective 4: Train and organize 120 community volunteers in the 12 worst affected barangays of the five municipalities in community-based disaster management training (CBDMT).**

**Activities planned and expected results:**

- Identify and recruit of training participants (10 per barangay).
- Conduct a 10-day CBDMT course.
- Establish and organise of 12 barangay disaster action teams (BDATs)
- Conduct extensive hazard mapping to produce digitized maps prioritising the affected areas San Francisco, Liloan and San Ricardo.

**Logistics and communication**

The required goods, services and materials will be tendered and purchased locally in Southern Leyte province and transported to the construction sites by road and by boat. Transport to the sites accessible by roads will be included in the tendering. The municipality San Ricardo is not accessible by road and it is estimated that approximately 60 boat journeys will be needed to transport the construction material to the site.

Vehicles for the supervision of the programme will be provided by the PNRC with appropriate costs covered by the operation's budget. The vehicles tasked will include one 10-wheeler truck, a six-wheeler truck, three mini-vans, and two 'hi-lux' transports. Communication between the chapter office and the field staff will be through radio and cellular phones.

**Coordination and management**

The NDCC, the country's highest disaster management policy making and coordinating body, is headed by the national defence minister and includes PNRC among its member agencies. Disaster preparedness and response programmes are coordinated by the civil defence office, which also serves as the implementing arm of the NDCC.

The PNRC as one of the Philippines most respected disaster management organisations enjoys good relations with NGOs and government agencies, at the same time maintaining its independence while working within the existing coordinating system at both national and local level. For the current operation in Southern Leyte, the PNRC and Federation will also coordinate their activities with two NGOs present in the disaster zone: Oxfam and Plan International which are focusing on additional water-sanitation support for the affected population.

At PNRC chapter level, the operation will benefit from the input of Red Cross volunteers to supplement labour requirements. Technical support will also be provided by relevant local government specialists, including municipal

## **Philippines: Landslides and Floods; Appeal no. 03/04**

engineers, planning and development officers, health personnel, etc. PNRC will itself contract an engineer charged with ensuring construction of the housing units proceeds within the set specifications and building regulations.

At national headquarters, specialist staff from the disaster management services (DMS) unit will be assigned to ensure that the various project components are implemented within PNRC guidelines and policies. Resources allowing, a Federation delegate will be recruited for up to four months to assist the national society in managing the operation and for reporting requirements. It is possible that a water-sanitation trainee delegate may be deployed for three months, though this is not, as yet, reflected in the appeal budget.

### **Monitoring and evaluation**

The PNRC through its DMS unit and the putative Federation delegate will undertake the monitoring the operation, including the field placement of a national-based staff to oversee the day-to-day activities. Support will also be provided from local disaster response teams when need arises. The preparation and provision of operational updates and a final report will be completed according to Federation reporting standards. The Federation's Bangkok regional delegation will also assist PNRC in its monitoring and evaluation role, as necessary.

### **Project timeline**

On the basis of the current situation and funding needs, the operation is scheduled to run from 15 January to 30 June 2004, including preparation, procurement, distribution and reporting – the proposed phasing is shown earlier in this appeal document. Following the conclusion of the operation, a final report will be issued as per Federation reporting standards.

### **Funding**

PNRC has already received a direct contribution of USD 140,000 (CHF 173,400) from USAID to support the programme as described in this emergency rehabilitation appeal. The Spanish Red Cross, which has recently assigned a bilateral delegate to the Philippines, has been working closely with the PNRC and the Federation's Bangkok regional delegation in planning the operation and will make an application to the European Community Humanitarian Office (ECHO) for funding to further to the PNRC programme as described in this appeal document.

### **Capacity of the National Society**

The Philippine National Red Cross is established under Philippines Law and mandated to act as auxiliary to the government in providing relief, health and welfare assistance to the most vulnerable sector of the society. In its role as an independent and highly professional humanitarian organisation, PNRC enjoys nationwide recognition and respect, coupled with long and strong experience of disaster management.

The society and its provincial branches have extensive knowledge in conducting relief and rehabilitation programmes in the wake of natural disasters, which occur almost daily in the Philippines. It is represented in almost all provinces and key cities with a total of 76 chapters and 9 sub-chapters. Each chapter has a professional administrator who acts as manager in charge of operations and administrative functions.

The PNRC works in partnership with government and non-government agencies as well as private groups in achieving effective networking and implementation of its services. It is also in partnership with a number of sister national societies, including the Danish Red Cross which supports the integrated community disaster planning programme targeted at building the capacities of disaster-prone communities in disaster prevention, mitigation and preparedness. As indicated above, the Spanish Red Cross has based a delegate in Manila to work with the PNRC on an ECHO-funded community-based disaster management programme, also designed to strengthen the local capacities of people and communities situated in vulnerable areas.

### **Capacity of the International Federation Secretariat**

The International Federation's Bangkok-based Southeast Asia regional delegation, comprises a head, programme coordinator (deployed to Manila over the festive season to work with the PNRC on planning the operation in Southern Leyte and appeal preparation) and specialist delegates in disaster management, health and care, organisational development and information, backed by a committed team of local staff and the Asia Pacific and relevant technical departments at the Geneva Secretariat.

**Philippines: Landslides and Floods; Appeal no. 03/04**

**Budget summary**

See Annex 1 for details.

***For further information please contact:***

- *In Manila: James Sian, DMS Manager, PNRD; phone +632 527 8386; fax 632. 527 0857; email: [jsian@redcross.org.ph](mailto:jsian@redcross.org.ph)*
- *In Bangkok: Bernd Schell, Programme Coordinator, International Federation; phone +662 640 8211; fax +662640 8220; email: [ifrc28@ifrc.org](mailto:ifrc28@ifrc.org)*
- *In Geneva: Charles Evans, Southeast Asia desk; phone + 41 22 730 4320, fax: +41 22 733 0395; email: [charles.evans@ifrc.org](mailto:charles.evans@ifrc.org) or Penny Elghady, Grants Officer, Asia Pacific phone +41 22 730 4864; email: [penny.elghady@ifrc.org](mailto:penny.elghady@ifrc.org)*

*All International Federation assistance seeks to adhere to the Code of Conduct and is committed to the Humanitarian Charter and Minimum Standards in Disaster Response (SPHERE Project) in delivering assistance to the most vulnerable. For support to or for further information concerning Federation programmes or operations in this or other countries, please access the Federation website at <http://www.ifrc.org>*

Abbas Gullet  
Director  
National Society and Field Support Division

Markku Niskala  
Secretary General

**BUDGET SUMMARY**

APPEAL No. 03/2004

**Philippines - landslides and floods**

TYPE	VALUE
<b>RELIEF NEEDS</b>	<b>IN CHF</b>
Shelter & constructions	521,000
Water and sanitation	105,000
Utensils & tools	35,000
<b>TOTAL RELIEF NEEDS</b>	<b>661,000</b>
<hr/>	
<b><u>CAPITAL EQUIPMENT</u></b>	
Computers & telecom. equipment	3,000
<b><u>PROGRAMME SUPPORT</u></b>	
Programme support (6.5% of total)	55,000
<b><u>TRANSPORT STORAGE &amp; VEHICLE COSTS</u></b>	
Vehicle costs	23,000
<b><u>PERSONNEL</u></b>	
Expatriate staff	48,000
National staff	16,000
Training / workshops	15,000
<b><u>ADMINISTRATIVE &amp; GENERAL SERVICES</u></b>	
Travel & related expenses	19,000
Information expenses	5,000
Administrative & general expenses	8,000
<b>TOTAL OPERATIONAL NEEDS</b>	<b>192,000</b>
<hr/>	
<b>TOTAL APPEAL CASH, KIND, SERVICES</b>	<b>853,000</b>
<hr/>	
<b>LESS AVAILABLE RESOURCES (-)</b>	<b>0</b>
<b>NET REQUEST</b>	<b>853,000</b>
<hr/>	