

OPERATIONS UPDATE



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

THE PHILIPPINES: TYPHOONS

7 January 2005

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 181 countries.

In Brief

Appeal No. 26/04; Operations Update no. 3; Period covered: 22 December 2004 – 7 January 2005; Appeal coverage (received/pledged/indicated): 70.1%; (some of the pledges are yet to be consolidated) ([click here to go directly to the attached Contributions List, also available on the website](#)).

Appeal history:

- Preliminary appeal launched on 2 December 2004 for CHF 2,011,000 (USD 1,749,036 or EUR 1,316,738) for three months for 250,000 beneficiaries.
- Appeal revised on 15 December 2004 for CHF 4,193,878 (USD 3,634,146 or EUR 2,731,487) for six months for 60,000 families (some 300,000 beneficiaries).
- Final report is due in September 2005.
- Disaster Relief Emergency Funds (DREF) allocated: CHF 150,000.

Outstanding needs: CHF 2,179,346 (USD 1,856,429 or EUR 1,408,400) Some pledges, amounting to approximately CHF 1,000,000 are yet to be formalized to reflect the actual appeal coverage and outstanding needs.

Related Emergency or Annual Appeals: Southeast Asia Annual Appeal 01.66/2004 and 05AA057

Operational Summary: The Philippines National Red Cross (PNRC) and the Federation, in coordination and collaboration with the ECHO/Spanish Red Cross project, have been working closely on an implementation plan. A memorandum of understanding between the Federation and the PNRC is being drafted. Meanwhile, the various departments in the PNRC are developing a plan of action which will be finalized with the chapters involved in the relief operation towards the end of January. Beneficiary identification for food, non food and shelter material has been completed. Given massive quantities of these items, procurement is awaiting additional warehousing capacity to be secured from private or government sources to proceed further. The PNRC is in the meantime mobilizing staff and volunteers to be ready to distribute aid. Preparation work for a comprehensive health assessment, mobile medical services, water testing and community hygiene awareness activities are well underway.

As the appeal is only part of the PNRC overall relief and recovery operations, from its local resources the PNRC is considering some recovery and rehabilitation initiatives including a housing construction project and rehabilitation of livelihood activities for the affected families.

For further information specifically related to this operation please contact:

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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](#) in delivering assistance to the most vulnerable. For support to or for further information concerning Federation programmes or operations in this or other countries, or for a full description of the national society profile, please access the Federation's website at <http://www.ifrc.org>

Background

Since mid-November 2004, floods and landslides provoked by a series of storms, including Typhoons Muifa and Namadol and two tropical depressions, have killed 1,062¹ people, injured 1,161 and affected more than three million, mostly on the northern island of Luzon. Some 550 people are still reported missing. Over 188,000 houses were totally or partially damaged. The combined impact has caused significant loss of life and damage to the agricultural economy, and severe disruption to livelihood and infrastructure in the country.

The PNRC has been in the forefront of response activities including distributions of food and household items, temporary shelter and health interventions. The Federation immediately released CHF 150,000 from DREF to support the relief operations of the PNRC and launched a preliminary appeal on 2 December 2004. Building on identified priority needs and the capacity of PNRC, a revised appeal was launched on 15 December 2004, jointly with the UN Flash Appeal, to support PNRC relief activities in the worst hit areas where humanitarian aid to date has been inadequate and affected households face an extended recovery period.

Operational developments

The staggering devastation brought by the tsunami that ravaged a number of countries across the Indian Ocean on 26 December has rightly drawn tremendous attention of the international community and the media. It is however important to remember that hundreds of thousands in the Philippines are still suffering from the aftermath of the typhoons and tropical depressions that devastated an extensive part of the Philippines. Many have difficult access to proper shelter, safe water, sufficient sanitation and health services. Without timely humanitarian assistance, their living conditions will deteriorate as incessant rains hamper the clearing up of large amounts of mud, debris and flood water that continue to disrupt people's daily lives and slow down recovery and rehabilitation efforts.



A lot of debris, mud and flood water continue to disrupt daily life and increase health risks in Infanta and General Nakar.

The PNRC, through its chairman, calls for a six-month ceasefire in the country between the government and the National Democratic Front for humanitarian reasons to enable the people affected by successive storms that recently devastated areas in Quezon and Aurora to rebuild their lives. The chairman also reiterated that the rehabilitation work should be safeguarded, uninterrupted, and facilitated to allow safe, secure and unimpeded flow of resources and efforts. The PNRC expressed optimism that the immediate call for truce will also establish rapport not only for the two parties in the armed conflict but also for the local government, churches, non-government organizations (NGO), various organizations, and communities in the affected places to work together.

Cleaning up in Infanta and General Nakar is still ongoing. Incessant rains are putting the already vulnerable in a more precarious situation. Many homeless are staying with their friends and relatives while many others continue seeking refuge at evacuation centres converted from schools or other public buildings. Exact figures on the number of people at the evacuation centres are not available. Classes for schools that are still operating as evacuation centres, such as in Dinggalan, are interrupted. The PNRC is working with the authorities on some temporary measures to relocate people to other areas.

The food assistance is well covered according to the PNRC Disaster Management Service officer-in-charge who has been attending regular coordination meetings at the national disaster coordinating council (NDCC). The PNRC food assistance will supplement the efforts of the government and other agencies to allow the affected families to focus on restoring their livelihoods. In some cases, rain continues and there is further flooding, causing people to

¹ These figures are based on the government report of 19 December on recovery and rehabilitation operations. Casualty figures from different sources remain incoherent. No further update has been released.

leave their *barangays* (village) for town centres. Concerns are growing over contaminated waters in some municipalities and *barangays*.

During the reporting period, the PNRC and the Federation have made a lot of efforts in preparing for the implementation of the appeal objectives including procurements of food and non-food items, identifying beneficiaries, mobilizing staff and volunteers and securing logistics facilities for the delivery of relief supplies. Meanwhile, in close consultation with the Federation delegation, the PNRC is also reviewing its current financial resources to complement the government in addressing post-emergency and longer-term rehabilitation needs of the storm-affected households, including initiatives to build housing units as well as to identify a sustainable livelihood project with local partners.

Red Cross and Red Crescent action - objectives, progress, impact

Emergency relief (food and non-food)

Objective: 60,000 affected families (approximately 300,000 people) receive basic food and non-food items to help recover their losses arising from the damage caused by the recent severe weather disturbances.

Progress/Achievements

The PNRC relief operations for the typhoon-affected people continued during Christmas and New Year. On 24 December, Christmas Cheers was held for 10,000 families and children in the three worst hit municipalities of Real, Infanta and General Nakar of Quezon province. In Aurora province, a gift giving activity was conducted for a total of 2,500 families on New Year's Eve in the municipalities of Dinggalan, Baler and San Luis. A hundred pieces of plastic sheeting and other relief goods for Aurora will be transported to Nueva Ecija chapter for distribution in Dinggalan.

Given the current available funding, the target families for food and non-food assistance have been scaled down from 60,000 to 50,000, and for shelter material from 5,000 to 2,500. See the revised allocation plan below.

Revised allocation plan for the Federation emergency relief and rehabilitation operation

Chapter	Food Items	Non-food items	Shelter material
Aurora	5,000 families	6,000 families	250 families
Quezon-Lucena	4,000 families		
Camarines Sur	6,000 families	4,000 families	500 families
Catanduanes	2,000 families	3,000 families	150 families
Mindoro Oriental	4,000 families		500 families
Nueva Ecija	6,000 families	4,000 families	250 families
Nueva Vizcaya	5,000 families	2,500 families	500 families
Quirino	5,000 families	1,500 families	100 families
Kalinga Apayao	2,000 families		
Isabela	3,000 families	2,000 families	
Cagayan	1,000 families		
Bulacan	3,000 families	2,000 families	
Camarines Norte	4,000 families		250 families
Total	50,000 families	25,000 families	2,500 families

Several coordination meetings were held among chapter administrators, heads of regional offices, managers and a representative from the Federation to work on identification of beneficiaries for food, non-food and shelter materials, warehousing capacity and distribution arrangements. The beneficiary selection process is being undertaken in close collaboration with the local government units (LGU). Families with their houses completely destroyed are given first priority for food, non food and shelter assistance. It is expected that all chapters would complete the selection process by 7 January. The chapters have also identified some volunteers to assist in transporting and distributing goods, and resourced various transport means (boats, minivans and others) in collaboration with the local authorities. Village halls will be used as distributions centres. Some working advances have already been sent to the chapters. All chapters have been briefed to follow the reporting formats in the PNRC operations manual for distribution registrations.

At the national headquarters of PNRC, two staff have been employed for the Federation supported relief operation. A national field representative from the DMS will work as the national coordinator. The Federation logistics delegate is working closely with the DMS and the logistics department to determine the national standards for procurements and draw up detailed specifications according to international standards with also reference to the standards from the department of trade and industry, the bureau of food and drugs, and the national food authority. Two inspection companies for food items have been identified and a third one is being contacted. All necessary documents for non-food items including comparative bid analysis (CBA) have been prepared. However, the main constraints in the procurement process of both food and non-food items have been:



A loud cheer arose from 2,000 children when the famous Captain Red Cross appeared at PNRC Christmas Cheers in Infanta – one of the coastal town worst hit by the typhoons.

- Inadequate PNRC warehousing capacity to accommodate the massive quantities of relief items. PNRC chapters are approaching local government authorities for free use of their warehousing facilities.
- Few local suppliers can provide these large quantities of purchase order. Dealers with this supply capacity are being sought.

Once these two issues are solved, requests for quotations will be sent to the suppliers. All procurements made in the country will be undertaken through the PNRC given the fact that the Federation has no legal status in the country. The Federation delegation will oversee with the PNRC logistics department that all Federation procedures and standards are followed. Two out of the 12 multi-purpose tents that arrived in mid-December are already on standby in Infanta and General Nakar of Quezon province. These tents can be used for storage, accommodation or mobile health services.

The six-month ECHO/Spanish Red Cross funded project will focus on General Nakar and Infanta. A national coordinator has been assigned to oversee the implementation of the project. A Spanish Red Cross project delegate also arrived on 23 December. Two project drivers and financial staff at the headquarters, additional staff, mostly from the previous ECHO disaster preparedness project, will be identified for the field operations. Whilst beneficiary identification was underway in the targeted areas, 8,000 pairs of boots were procured. On 30 December, a total of 2,424 families in Infanta and General Naka received 2 pairs of boots each.

Since the first week of December, the PNRC has assisted from local resources a total of 53,395 families (approximately 236,524 people) in Quezon and Aurora with standard family rations, each consisting of 3 kg of rice, 3 tins of sardines and 5 packs of noodles. These items were mostly re-packed in the headquarters with the support of volunteers and sent immediately by trucks to the affected areas. In addition to the support from the Federation, the PNRC has raised close to CHF 2.4 million in direct foreign and local contributions including those from other sister Red Cross Red Crescent societies. An updated list of relief distributions is being compiled and will be available in the next operations update.

Shelter

Objective: 5,000 affected families (approximately 25,000 people) are able to return home through the provision of semi-permanent shelter kits.

Progress/Achievements

Along with the beneficiary lists for food and non-food items, PNRC chapters were to submit on 7 January to the headquarters, a list of families who will receive semi-permanent shelter material. The donations from the Belgian government have enabled 2,500 families initially to benefit from this project. Together with the ECHO/Spanish Red Cross funds, the PNRC is expected to achieve the provision of the total planned shelter material for 5,000

families by the end of the operation. Procurement of the shelter material also awaits availability of more warehousing capacity at chapter level.

The PNRC chairman was concerned about the distribution of the supplementary shelter materials which did not enable the beneficiaries to fully rebuild their houses. To solve the problem, he proposed a collaboration of PNRC with highly reputed agencies in the Philippines with proven record so that the joint effort will ensure that they can rebuild their houses. The selected partner organization not only constructs the houses but also is involved in social preparation of the communities and links up with appropriate government departments on health issues. On 26 December, the PNRC chairman together with the Disaster Management Service staff and volunteers from Caloocan and Manila chapter, as well as the Federation, participated in the launching of “Gawad Luzon”, a housing project for disaster affected households in Manila.

Under the proposed partnership which is yet to be refined, the PNRC will distribute shelter materials to the targeted families. The PNRC partner organization will then supply the families with additional material, technical support and supervision and monitoring, and report to PNRC on completion of the project. This will enable the PNRC to meet its commitment to the donors who have contributed to the appeal and at the same time take it further with the local NGO in ensuring that the materials are used by the beneficiaries for constructing their homes.

The beneficiary identification process has shown that there are more families in dire need of shelter material than targeted. PNRC will see to the possibility of assisting more families from its local contributions. At the same time, PNRC is considering to build 100 housing units (PHP 50,000 each) for families who will be relocated to safer areas.

Health and water and sanitation

Objective: 25,000 families (approximately 125,000 people) have improved access to primary health care services, water and sanitation facilities.

Progress/Achievements

Based on the PNRC initial assessments and reports from the chapters and local government units, an estimated 22 *barangay* (village) health stations were damaged:

- Quezon:
 - Real: 5 health stations damaged
 - General Nakar (10 percent of the population are indigenous): 7 health stations damaged including one main health station)
 - Infanta: 9 health stations including one main health station
- Aurora: at least one *barangay* health station is totally damaged in Dinggalan where most of the affected are indigenous and access to the area is difficult.

Details of the extent of the damage have not been available. In early January, the government has reactivated the main health stations in some affected municipalities. Medical doctors are providing regular consultation visits to the affected *barangays*. The authorities have also mobilized the calamity fund to plan for rehabilitating and equipping the damaged health facilities. Wounds, diarrhea, hypertension, upper respiratory tract infection continue to be main health complaints. With incessant rains in the areas where standing water has not receded, health risks are already on the rise. In Infanta and General Nakar, there are reports that some wells – the main water source – are already contaminated. There are, however, no reports of outbreaks of water- or vector-borne diseases. The department of health with the support of WHO is monitoring the situation.

The PNRC national headquarters is in the process of recruiting an engineer to conduct a technical assessment of damage to the health facilities in Quezon and Aurora. The PNRC health teams at Dinggalan, Aurora and Infanta, Quezon have ended their missions. A volunteer medical team rendered medical consultation activities in one *barangay* of Dinggalan. A total of 1,729 patients were treated. The PNRC Social Services has also reported that their social welfare team has so far undertaken 107 tracing cases, 1,298 stress debriefings, 125 referrals, and 623 crisis intervention/counseling consultations, serving a total of 2,232 people in General Nakar, Real, Infanta and at the headquarters.

A team of Red Cross staff and volunteers will shortly be sent to assist in identifying health facilities as well as to conduct a comprehensive health, water and sanitation assessment of the affected areas. Questionnaires are being developed for the assessment mission. The assessment will be conducted in close collaboration with the local authorities and agencies operating in the area. The PNRC, with support of the Federation and other local resources, will rehabilitate and equip the selected health stations. Priority will be given to those without structural damage, those in remote areas and those which were operational before the disaster.

Twelve new emergency health kits and two water testing kits have arrived and will be cleared from the customs by the second week of January. The deployment of these kits and some local medicines from the PNRC stock awaits the results of the planned health, and water and sanitation assessment in the affected areas. Mobile health teams have been mobilized from the headquarters and chapters in other provinces and are on standby to be deployed. The PNRC local chapters are also instructed to mobilize health volunteers in the affected *barangays* to conduct community hygiene awareness activities. In Quirino and Camarines Sur, barangay medical consultations and dispensing of medicines were organized by the local chapters in coordination with the local health units. The PNRC Community Health and Nursing Service is in constant contact and shares information with Oxfam who has an ongoing health, and water and sanitation project in General Nakar and Infanta, as well as with the department of health and the local health authorities to evaluate the situation and needs. The Philippine Environmental and Sanitary Engineers Foundation, Inc. has also expressed interest to volunteer service for the PNRC in conducting water testing using the testing kits already procured. Close coordination is also maintained with the ECHO/Spanish Red Cross project.

The PNRC headquarters has recruited an additional project officer to help implement the planned health, and water and sanitation interventions.

Institutional capacity building

Objective: The capacity of the PNRC and the affected communities to respond to emergency situations is increased.

Despite good donor response to the appeal, the financial resources have not yet been sufficient to enhance the assessment capacity of the PNRC as well as to initiate disaster response training at community level. The empowerment of the affected communities is crucial to alleviate suffering in the event of future disasters. The proposed activities include:

- Conduct a workshop for PNRC national headquarters staff from the Disaster Management Services, Community Health and Nursing, Safety and Social Services to standardize emergency humanitarian needs assessment and reporting templates.
- Conduct a workshop to develop standard curriculum for disaster response team (DRT) training.
- Organize disaster response training courses participated by three representatives from each of the 88 local chapters of PNRC.
- Organize a workshop to develop standard operating procedures for DRT deployment.
- Procure individual and team equipment for the chapter DRTs.

Communications – Advocacy and Public Information

With a new laptop already in place and a digital camera underway, the PNRC communications department is now sufficiently equipped to address the information needs of the operation. A short-term freelance writer is expected to be identified shortly. Although the Indian Ocean tsunami has shifted much of the international media and donors' attention, national stories of vulnerable people are still featured in the media as the situation in the typhoon-affected areas in the Philippines remains precarious. The PNRC Christmas Cheers activity was widely covered in the local media. The PNRC communications department continues regular press releases to the media and receives requests for interviews. A publication initiative with details of relief distributions and donations received is being planned to reinforce the transparency and accountability of the PNRC in response to the disaster. Photos of PNRC relief activities are now available in the photo gallery of its website www.redcross.org.ph. In response to the tsunami disaster in the region, the PNRC has also launched a public appeal in solidarity of sister societies in tsunami affected countries.

Coordination

The PNRC maintains close and regular consultation with the national and local government agencies and other humanitarian organizations on various sectors of relief activities. The PNRC sits in the national disaster coordinating council (NDCC) and participates in national coordination efforts and planning.

Based on the reduced operational budget, the Federation and the PNRC are working closely on an implementation plan, in coordination with the ECHO/Spanish Red Cross project. A memorandum of understanding between the Federation and the PNRC is being drafted. Meanwhile, the various departments in the PNRC will develop a plan of action. A meeting with the chapters involved in the operation will be held at the end of January to consolidate this action plan and to discuss the way forward.

The Federation delegation has moved to another area in the PNRC headquarters and has been reinforced with local administrative support. Since 2 January, a finance analyst from the Federation regional finance unit (RFU) has come from Kuala Lumpur to support the delegation in managing the financial resources of the operation. A finance delegate has been identified and was to arrive in Manila in the second week of January.

[Contributions list below; click here to return to the title page.](#)

Philippines - Floods and typhoons

ANNEX 1

APPEAL No. 26/2004

PLEDGES RECEIVED

17/01/2005

DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
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CASH

REQUESTED IN APPEAL CHF ----->				4,193,878	TOTAL COVERAGE 70.1%	
BELGIUM - GOVT		28,755	EUR	43,607	03.12.04	FOOD, NON-FOOD, BASIC HOUSEHOLD KITS
BELGIUM - GOVT		348,663	EUR	537,987	24.12.04	PROCUREMENT OF SHELTERS, TRANSPORT, STORAGE, DISTRIBUTION
BRITISH - RC		25,000	GBP	57,150	03.12.04	75% RELIEF NEEDS, 25% OPERATIONAL COSTS
BRITISH - GOVT/DFID		98,040	GBP	224,119	07.12.04	75% RELIEF NEEDS, 25% OPERATIONAL COSTS
CANADIAN - GOVT/CIDA/IHA		100,000	CAD	93,800	02.12.04	
CANADIAN - GOVT/CIDA		100,000	CAD	96,300	17.12.04	
DANISH - RC				28,520	07.12.04	
ICELANDIC - RC		1,000,000	ISK	17,600	15.12.04	
IRISH - GOVT		200,000	EUR	303,300	09.12.04	
JAPANESE RC		181,700	USD	208,047	27.12.04	
KOREA REPUBLIC - RC				30,000	13.12.04	
LIECHTENSTEIN - RC				5,000	23.12.04	
MONACO - RC		10,000	EUR	15,165	15.12.04	
NETHERLANDS - GOVT/RC		247,525	EUR	381,931	21.12.04	
NEW ZEALAND - RC		25,000	NZD	19,863	02.12.04	
NEW ZEALAND - GOVT				81,700	17.12.04	
NORWEGIAN - GOVT/RC		1,078,749	NOK	201,726	14.12.04	
SINGAPORE - GOVT/RC		50,000	SGD	35,640	07.12.04	
SWEDISH - GOVT		1,000,000	SEK	167,500	03.12.04	
SWEDISH - GOVT		1,000,000	SEK	170,000	20.12.04	
SWEDISH - PRIVATE DONOR				490	30.12.04	
SWISS - RC				106,952	09.12.04	
SWISS - GOVT				100,000	07.12.04	
THE TAIWAN RC ORGANIZATION		11,400	USD	13,053	21.12.04	
SUB/TOTAL RECEIVED IN CASH				2,939,450	CHF	70.1%

KIND AND SERVICES (INCLUDING PERSONNEL)

DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
FEDERAL EXPRESS	TRANSPORT			N/A	15/12/2004	FREE TRANSPORT OF TENTS

Philippines - Floods and typhoons

ANNEX 1

APPEAL No. 26/2004

PLEDGES RECEIVED

17/01/2005

DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
SUB/TOTAL RECEIVED IN KIND/SERVICES				0	CHF	0.0%

ADDITIONAL TO APPEAL BUDGET

DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
SUB/TOTAL RECEIVED				0	CHF	