

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. MDRPH001
Revised
8 March 2006

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 183 countries.

In Brief

A PRELIMINARY EMERGENCY APPEAL WAS LAUNCHED ON 17 FEBRUARY 2006 FOR CHF 2,126,000 (USD 1.6 MILLION OR EUR 1.3 MILLION) FOR SIX MONTHS

THIS REVISED EMERGENCY APPEAL – WHICH FOCUSES ON RECOVERY AND REHABILITATION - SEEKS CHF 2,592,678 (USD 2 MILLION OR EUR 1.67 MILLION) IN CASH, KIND, OR SERVICES TO SUPPORT THE PHILIPPINE NATIONAL RED CROSS IN ASSISTING 8,000 BENEFICIARIES FOR 18 MONTHS.

CHF200,000 HAS BEEN ALLOCATED FROM THE SECRETARIAT'S DISASTER RELIEF EMERGENCY FUNDS (DREF)

(click here for attached revised appeal budget)

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>

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For longer-term programmes, please refer to the Federation's Annual Appeal.

The situation

Following weeks of heavy monsoon rain, a massive landslide hit the *barangay* (village) of Guinsaigon in the Province of Southern Leyte in eastern Philippines on 17 February 2006, burying 281 houses and a school packed with elementary students under four metres of mud. The official number of confirmed dead stands at 154, while 972 people are reported missing, including 240 staff members and students from the local school. Rescue operations have ceased and the actual death toll may never be known. There are only 410 recorded survivors from Guinsaigon's original population of approximately 1,500 people. Final figures are still being compiled but about 8,000 persons were estimated to have been affected. This figure includes people from six *barangays* spread over the three municipalities of Liloan, St. Bernard and San Francisco, who have been evacuated due to imminent and permanent threats from unstable hillside foundations.



The Philippine National Red Cross is shifting focusing from rescue and relief, to recovery, livelihood and maintenance of support to the landslide survivors and evacuees.

The *barangays* currently evacuated are: Catmon, Karnada, Ayahag, Nueva Esperanza, Magatar and Sug-Angon. Of these, the government has identified Magatar (66 families) and Sug-Angon (96 families) with needs for permanent relocation.

The attention has shifted from the immediate need to rescue survivors, and is currently focused on caring for the needs of 5,907 persons currently housed in 10 evacuation centres located in schools in three municipalities. This is beginning to pose a problem as children are unable to attend their usual lessons in the occupied classrooms. Detailed occupation of these centres is as follows.

Centre	Individuals	Families
1. St. Bernard Elementary School	1,310	425
2. St. Isidro Parish Convent	81	21
3. Cristo Rey High School	823	284
4. Catmon Elementary School	539	110
5. UCCP ¹	347	95
6. Carnaga Evacuation Centre	513	166
7. Iglesia ni Kristo	390	108
8. Liloan Central School	933	247
9. San Francisco Parish Convent	443	150
10. Pamigsian Evacuation Centre	528	85
Total	5,907	1,691

The local government is currently working on a longer-term plan of action for the resettlement of the Guinsaigon survivors as well as the permanent relocation of communities under future threat of landslides in this particularly landslide-prone part of the Philippines.

Red Cross and Red Crescent action

Within hours of the disaster, CHF 200,000 was allocated from the Federation's Disaster Relief Emergency Fund (DREF) to support the Philippine National Red Cross's (PNRC) immediate response to this disaster. PNRC is the

¹ UCCP - United Church of Christ in the Philippines

country's leading humanitarian organization, and immediately deployed experienced teams to conduct search and rescue operations, emergency food and relief distributions, and assessments. A national headquarter-based response team – tasked to examine the immediate needs of the population – travelled to the affected area to conduct an initial assessment of the affected *barangays* and municipalities. A Hercules C-130 aircraft delivered two search and rescue dog teams, 1,000 body bags, relief supplies in the form of 300 blankets, 400 cartons of biscuits, and five cartons of water purification powder, as well as support equipment in the form of rubber boots for rescuers, volunteers, and survivors. The society obtained helicopter support for search, rescue, evacuation and relief activities from the US military.

PNRC chapter administrators and a response team were on site within two hours of the disaster and engaged in search and rescue, provision of initial relief to those affected and initial assessments. The national society headquarters mobilized disaster response teams from other provincial chapters for deployment to the stricken area to help in search and rescue as well as relief. PNRC's Southern Leyte chapter members, together with staff from the province's social welfare and development department, provided stress counselling to those affected by the disaster.

A nationwide appeal was launched by the chairperson of PNRC and the response both in cash and kind has been generous. There are ongoing efforts to distribute the received in-kind supplies, including food items, to the evacuees.

PNRC requested international assistance through the Federation and the Preliminary Appeal was launched on the same day the disaster struck. Initial response has been encouraging though a shortfall remains.

The Federation's regional structure was quick to provide human resource support to the operations. The Federation's regional delegation dispatched a senior disaster manager from Bangkok to assist PNRC in the assessment process and development of this full appeal. The Asia Pacific regional logistics coordinator was deployed from the Kuala Lumpur-based Asia Pacific service centre to assist the society in assessing logistical needs. The regional delegation's programme coordinator also travelled to Manila in support of the appeal development process.

A senior Federation delegate has been engaged for an initial period of three months to work closely with PNRC to formulate and implement a detailed plan of action to realize the objectives of this operation. He was briefed in the regional delegation earlier this week and is due in Manila shortly.

The PNRC focus has now shifted from rescue and relief, to recovery, livelihood and maintenance of support to the evacuees. To date, the society has supported a total of 1,855 families (7,240 individuals).

The extent of PNRC activities can be seen in the following table.

Activity	Beneficiaries
Mass feeding	1,200
Relief distributions	5,736
Blood units (26)	n/a
Tracing	316
Critical Incident Stress Debriefing (CISD)	795
Total:	8,047

PNRC volunteers and staff members were involved with this operation in the field from the first day. In total, 25 PNRC staff members have been deployed to the affected area along with 151 volunteers. At present, 25 staff members and 43 volunteers remain in the field. A three-member PNRC assessment team of disaster management, social welfare and health professionals left Manila on 2 March to conduct a detailed survey of beneficiary needs.

All affected families will be interviewed to determine their needs in rehabilitation and resettlement. The information received will influence the future design of PNRC resettlement plans. 20 volunteers are also working in the national headquarters, packing and dispatching in-kind relief items including food.

The national society has also been active in health areas. Though physical health needs have largely been met by the government authorities, the PNRC psycho-social team has been active in the evacuation centres and is compiling a report identifying future needs. A PNRC health team of two volunteer doctors and six nurses conducted a health assessment of the Iglesia ni Kristo Centre in St. Bernard municipality and provided services including health education to 181 people. Eight headquarters staff members have been dedicated to the operation, supported by 13 volunteers.

ICRC dispatched two international delegates to Southern Leyte where they were involved in relief and tracing activities in the early stages of the response. They also engaged a forensic doctor to advise on human remains management and tracing. An ICRC seminar on “*Management of Human Remains and Forensic-related Issues in Disaster Situations for Non-specialists*” was conducted in Manila on 3 March and was attended by PNRC personnel as well as government officers.

Government, NGOs and others action

The Philippine government departments have been active in this operation at all levels since the onset. Philippine military personnel were engaged in search and rescue, as were US military personnel. Various foreign governments also provided support. Air transport for relief supplies was provided to PNRC by the US and Philippine military. The US military’s “*31st MEU Transition Team*” is involved in temporary housing for evacuees.

Activities carried out by various parties include (but are not necessarily limited to) the following:

Philippine Government and Military	<ul style="list-style-type: none"> • Search and rescue and body retrieval • Coordination • Air transport and logistics • Medical and health monitoring of evacuation centres • Health education • Emergency sanitation in evacuation centres • Emergency water supplies • Environmental health • Identification of human remains • Case management of orphaned children • CISD (with PNRC) • Evacuation centre management and relief supply • Identification of resettlement sites
US Military	<ul style="list-style-type: none"> • Search and rescue and body retrieval • Air transport • Temporary shelter for evacuees
Oxfam	<ul style="list-style-type: none"> • Environmental health assessment • Water supply • Hygiene kits
World Vision	<ul style="list-style-type: none"> • Hygiene kits
Plan International	<ul style="list-style-type: none"> • Water tanks and supplies to evacuation centres
UNDAC	<ul style="list-style-type: none"> • Assessment • Portable toilets
Gawad Kalinga (local NGO)	<ul style="list-style-type: none"> • Coordination with government on rehabilitation

Save the Children Fund • Education and child health

In addition to the above there are approximately 18 other NGOs playing a smaller role in the operation.

Coordination

PNRC, as one of the Philippines's most respected disaster management organizations, closely coordinates with government counterparts in the disaster coordinating council. Its national headquarters and the local chapters are members of the disaster coordinating councils that aim to ensure a well-coordinated disaster response effort.

PNRC also enjoys good relations with NGOs and government agencies, at the same time maintaining its independence while working within the existing coordinating system at national and local levels. For the current operation in Southern Leyte, PNRC and the Federation will continue to coordinate activities with other NGOs present in the disaster zone.

Technical support will also be provided by relevant local government specialists, including municipal engineers, planning and development officers, and health personnel.

The needs

Immediate needs

Ongoing support to the evacuation centres is the current priority. However, other emergency needs have now been largely met. Non-food relief items for evacuees are still required. There is pressure for the schools, which are currently being used as evacuation centres, to be vacated to permit lessons to resume. Temporary shelter options are being investigated by the local government and a proposed plan of action on resettlement is in development. The government continues to liaise with PNRC over the plan.

Ongoing psycho-social support to affected families will be required for some time.

Replenishment of PNRC stocks already utilized is needed urgently to prepare for inevitable future disasters.

Longer-term needs

The intensity of this disaster left few survivors from the village of Guinsaunon. All homes have been lost and the 410 survivors will need to be resettled. In addition there are approximately 160 families from Magatar and Sug-Angon whose *barangays* have been declared unsafe and are recommended for relocation. A further four *barangays* are currently unsafe for occupation and their long-term viability is under consideration. Safe, appropriate relocation sites need to be identified quickly and reconstruction commenced. Livelihoods for those who will be living in new environments will need special consideration.

There is a need for the PNRC to strengthen its response and preparedness capacity in Southern Leyte. This is one of the most disaster-prone areas in one of the most disaster-prone countries in the world. Landslides and floods occur in varying magnitudes every year. This area is also among the country's most remote and inaccessible, with poor roads and limited transport and communications links. This lack of infrastructure hampers disaster response from outside the immediate vicinity and makes enhancement of local response capacities imperative.

The proposed operation

Objectives and activities planned

Given the limited unmet needs of the evacuees and survivors, the clear focus of this appeal is to provide those families affected by this traumatic event with the opportunity to rebuild their lives with dignity and hope. Rehabilitation and recovery is therefore the key focus of PNRC. The exact nature and extent of the support that will be required by the beneficiaries is yet to be determined, pending detailed surveys currently underway. However, the broad direction of the needs is becoming clear and has shaped the planned activities below. The construction of 320 houses for the Guinsaunon survivors and relocation of three *barangays* is pending the finalization of detailed

government geological assessments and subsequent relocation plans. Final numbers may need to be revised as this information becomes available.

PNRC has prior experience in recovery housing and has learned from its experiences. Construction will be carried out by an experienced contractor and supervised by a consultant engineer to be engaged by the society for the purpose.

Emergency relief

Objective 1: 1,000 families living in evacuation centres receive non-food relief items.

Activities:

- Procurement, transport and distribution of non-food relief items.

Health and Care

Objective 2: Relatives and survivors receive the needed psycho-social support.

Activities:

- CISD and other psycho-social support to survivors and relatives of the affected.
- Training of staff and volunteers in psycho-social support.

Emergency Response and Risk Reduction capacity building

Objective 3: PNRC's emergency stocks and equipment are replenished.

Activities:

- Local procurement of emergency stocks and equipment.
- Out-of-country in-kind procurement (for items such as BP5, Rubb Halls and body bags)
- Transportation and storage facilities.

Objective 4: The telecommunication capacity of PNRC's Southern Leyte Chapter is enhanced.

Activities:

- Procurement and installation of radio and telecommunication equipment.
- Training of staff in telecommunication.

Objective 5: The logistics capacity in Tacloban City, Cebu and Southern Leyte is enhanced, to enable faster response to disaster-prone areas.

Activities:

- Upgrade of existing warehouse and review of systems and stocks.
- Provision of laptops and communications equipment for use by deployed response teams.
- Procurement of portable water treatment equipment.
- Procurement of 3 Hilux four-wheel drive (4WD) vehicles, 4 trucks and 1 minivan.

Objective 6: Hazard mapping is completed in Southern Leyte and the data compiled into a geographical information system (GIS).

Activities:

- Provision of necessary computer equipment for survey team.
- Participatory mapping in disaster-prone villages.
- Recording and sharing of information.

Objective 7: There is an integrated community-based disaster preparedness programme in Southern Leyte leading to livelihood interventions and including recruitment and training of *Barangay* Disaster Action Teams (BDAT)

Activities:

- Identification of project areas, project design and development, community training
- Equipping of the BDAT.

- Livelihood interventions according to identified needs and preferences.

Organizational Development

Objective 8: The capacity of PNRC's Southern Leyte Chapter is strengthened.

Activities:

- Review and analyse current structure and needs for change.
- Provision of targeted training.

Reconstruction and Recovery

Objective 9: Housing is provided to 320 families in Southern Leyte displaced by landslides.

Activities:

- Identification of suitable sub-contractor.
- Construction of houses to standards agreed with beneficiaries and government counterparts.
- Construction of community facilities: livelihood training centre and village health centre.
- Community water and sanitation system.

Objective 10: Health volunteers are trained, equipped and mobilized for village health centres.

Activities:

- Identification and training of volunteers.
- Provision of basic health equipment.

Management and Coordination

Objective 11: Effective administration and management support is provided to the operation.

Activities:

- Recruitment and support to 7 PNRC staff to implement the operation.
- Provision of necessary computer and communications equipment for deployed PNRC staff and Federation delegate.
- Recruitment of a Federation delegate to be integrated within the PNRC to support implementation of the programme

Communications – Advocacy and Public information

During the early stage of the emergency the Federation's regional information delegate was deployed to the disaster site and provided interesting insight into the plight of the survivors. The disaster has attracted widespread public interest throughout the world and the progress of the implementation of this operation will be followed up at regular intervals to feed back to the public and to profile the work of the PNRC. This will be carried out by the society with support as requested from the Federation.

Capacity of the National Society

PNRC 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. It is represented in almost all provinces and major cities with a total of 85 chapters and nine sub-chapters. Each chapter has a professional administrator who acts as manager in charge of operations and administrative functions. PNRC works in partnership with the 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. The Spanish Red Cross has two delegates in Manila working with PNRC on an ECHO-funded community-based disaster management programme, also designed to strengthen the local capacities of people and communities situated in high risk areas.

The capacity of the PNRC to successfully implement this operation will be augmented by the recruitment of seven additional staff for the duration of the programme.

Capacity of the Federation

The Federation's regional delegation in Bangkok comprises a head, programme coordinator and specialist delegates in disaster management, health and care, organizational development and information, backed by a committed team of regional and local staff and the Asia Pacific and relevant technical departments at the Geneva Secretariat.

The Federation focal point for this operation will be a delegate based within the PNRC office, whose key function will be to provide support as necessary to PNRC in successfully implementing the operation and to be the interface with the Federation Secretariat and donors. The delegate will also have a representational role with donors and other organisations in country.

Monitoring and evaluation

Monitoring and evaluation on an ongoing basis will be through PNRC and Federation's normal accountability and reporting systems. Due to the substantial construction component of the operation it will be necessary to engage an engineering consultant to oversee the technical aspects of the building construction.

Budget summary

See Annex 1 for details.

Susan Johnson
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Secretary General

[Budget below; click here to return to the title page and contact information.](#)

REVISED BUDGET SUMMARY
PHILIPPINES : Landslides & Floods - PPH542

Appeal No.

MDRPH001

	REVISED
TYPE	VALUE IN <u>CHF</u>
RELIEF NEEDS	
Shelter & constructions	967,308
Clothing & textiles	
Food & seeds	
Water & sanitation	12,821
Medical & first aid	10,256
Teaching Materials	
Utensils & tools	286,487
Other Relief Supplies	125,641
TOTAL RELIEF NEEDS	1,402,513
<u>CAPITAL EQUIPMENT</u>	
Vehicles	307,692
Computers & telecom equipments	64,615
Other Equipment	12,821
<u>PROGRAMME SUPPORT</u>	
Programme support (6.5% of total)	168,524
<u>TRANSPORT STORAGE & VEHICLE COSTS</u>	
Distribution & Storage	256
Transport & vehicle costs	25,642
<u>PERSONNEL</u>	
Expatriate staff	216,000
National staff	14,000
National Society Staff	87,179
<u>WORKSHOPS & SEMINARS</u>	
External Workshops & Seminars	118,462
<u>ADMINISTRATIVE & GENERAL SERVICES</u>	
Travel & related expenses	92,180
Information Expenses	13,462
Office Running Costs	17,948
Other General expenses	51,384
TOTAL OPERATIONAL NEEDS	1,190,165
TOTAL APPEAL CASH, KIND, SERVICES	2,592,678
LESS AVAILABLE RESOURCES (-)	0
NETT REQUEST	2,592,678