

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: TYPHOONS

Emergency Appeal no.
MDRPH002
TC-2006-000175-PHL
4 December 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 185 countries.

In Brief

THIS REVISED EMERGENCY APPEAL SEEKS CHF 8,833,789 (USD 7,318,798 OR EUR 5,552,350) IN CASH, KIND, OR SERVICES TO SUPPORT THE PHILIPPINE NATIONAL RED CROSS IN ASSISTING 200,000 BENEFICIARIES FOR NINE MONTHS.

Appeal history:

- Disaster Relief Emergency Funds (DREF) allocated in September: CHF 100,000 (USD 80,000 or EUR 63,291). This DREF will be reimbursed through this Appeal.
- Launched on 2 October 2006 for CHF 5,704,261 (USD 4,563,408 or EUR 3,610,292) for three months to assist 126,000 beneficiaries.
- Revised 19 October 2006 for CHF 5,704,261 (USD 4,563,408 or EUR 3,610,292) for nine months to assist 126,000 beneficiaries.
- 1 December 2006, Disaster Relief Emergency Funds (DREF) allocated: CHF 100,000 (USD 80,000 or EUR 63,291).



An aerial view of the devastation wrought by typhoon Durian.

This appeal re-launch is to take into account the fourth successive typhoon to hit the Philippines within the past two months. The extent of the impact of the latest typhoon, Durian (Reming) is yet to be fully determined. However, initial reports indicate widespread damage caused by the effects of strong wind, rain, floods, mudflow and landslides. A further revision and expansion of the appeal will be undertaken in the coming days based on the assessments of the Philippine National Red Cross (PNRC), the field assessment and coordination team (FACT), the regional disaster response team (RDRT) and the Federation's country delegation assessment teams currently in the field.

[<click her to link directly to operations update no. 1 that focuses on typhoon Durian>](#)

[<click here to link directly to the attached revised appeal budget>](#)

[<click here to link directly to the attached map>](#)

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The Situation

The Philippines has been severely affected by a series of typhoons over the past two months. These typhoons caused extensive damage over a widespread geographical area including at least 20 provinces, of which five have been affected by more than one typhoon. The latest information on the impact of all four typhoons is detailed below. Information regarding typhoon Durian will be revised based on ongoing assessments by PNRC, FACT and regional disaster response teams (RDRT) that have been mobilized.

The latest super typhoon Durian (local name Reming) made landfall in Catanduanes at midnight on 30 November. With sustained winds of 190 kph near the centre and gusts of up to 225 kph, the typhoon wreaked havoc in Catanduanes, Sorsogon, Albay, Mindoro Oriental and Occidental, parts of Camarines Norte and Sur, Marinduque, Batangas, Quezon and Laguna. It luckily diverted from its path and missed Metro Manila by some 80 km.



Villages were swept away along with the mud and laver slides.

Estimates of damages in the provinces have rapidly increased since the last information bulletin as PNRC chapters are getting access to the affected areas. Figures are still tentative as some communities are too shocked by the events to produce reliable figures. Telecommunication systems are still down in large parts of the affected provinces. At present, at least 8,905 families in the provinces of Laguna, Luzon, Mindoro Occidental, Mindoro Oriental, Marinduque, Albay/Legazpi City, Camarines Norte, Camarines Sur, Catanduanes and Sorsogon are still in 305 evacuation centres while many thousands more are given shelter by relatives and friends. All 96 municipalities and cities (including their 847 barangays-village communities) in the affected provinces have reported significant damage to homes, livelihoods and public facilities. A total of 656,211 people are reported to be affected. There are 406 confirmed deaths so far but this figure is expected to rise dramatically as many are still hidden in the remaining thick layers of mud and laver (volcanic ashes mixed with soil and water). Another 398 people are recorded as missing.

An aerial survey of the most affected areas of Albay and Catanduanes was conducted on 1 December which identified extensive damage to at least 65 percent of all light construction such as houses made from *nipa* (palm). Many of these houses have been destroyed and as water passed through, personal belongings were covered by layers of mud. Many concrete houses, warehouses and public buildings have at least lost a roof while several roads have been damaged. In Catanduanes, two ferry boats sank along with its crew. About 50 percent of the emergency food stocks in Catanduanes were spoiled by the floods.

Several *barangays* around Mount Mayon were wiped out as a result of massive laver slides that were caused by the heavy rain. At this time, the waters have receded leaving a trail of mud mixed with volcanic ash. While it is certain that the mud and laver slide has trapped many families in their houses, the numbers involved are

still unknown. Initial reports from Catanduanes and Mindoro highlight severe damage to houses and livelihood. A PNRC assessment team is now validating that information.

Large surfaces of agricultural land were destroyed and water systems are badly damaged all affected cities and municipalities. The degree of contamination of drinking water sources in more rural areas is yet unknown.

The situation analysis of the three typhoons commenced on the 27th of September when typhoon *Xangsane* (locally named *Milenyo*) made landfall over East of Catarman, Northern Samar. As Xangsane crossed over the Philippines approaching Sorsogon it intensifying further battered the province and Albay provinces with gusts of up to 185 kmph. The fury of the typhoon was felt in Metro Manila, seriously disrupting power and communication grids and uprooting hundreds of trees.

Within one month Super Typhoon Cimaron (local name Paeng) struck on 28 October over the southern Isabel province causing the death of 27 people and severely damaged homes, schools and local infrastructure in the provinces of Isabela and Aurora. This was quickly followed on the 12th of November by typhoon Chebi (local name Queenie) which affected the same areas as those hit by typhoon Xangsane and Cimaron.

Understanding the scope of the three successive disasters was initially delayed however the final pictures from typhoon Xangsane in particular indicate the ferocity of a singly typhoon event where the department for social welfare (DSWS) indicated the total number of damaged houses was well over 400,000 with at least 106,254 totally destroyed. The DSWS further reported that 753,066 families (mostly living in coastal areas) were affected (3,993,399 persons). At present there are 112 evacuation centres are still operational, sheltering some 22,930 persons, while approximately 920,818 people are still living with friends and relatives (source: DSWD).

While the Red Cross does not in any form want to dispute the figures provided by the NDCC and DWSD, it can only confirm the data related to the areas it has physically visited who did not have the resources to visit all of the affected territory. The Red Cross has confirmed that at least 70,000 houses were fully destroyed country-wide and at least another 189,000 severely damaged, i.e. either roofs fully lost or two main walls destroyed (in case of *nipa* houses- made of palm) or the fully collapsed of at least 50 percent of a main external wall. Moreover, the assessment teams reported severe damage to livelihood as many fishermen incurred damages to fishing boats or lost nets, in addition to large areas of farm land being damaged and significant stocks of seeds destroyed leaving many families in real food insecurity until the next harvest.

The impact of typhoons Xangsane, Cimaron and Chebi resulted in pockets of major concentrated damage the worst affected provinces are Albay, Sorsogon and Quezon where the damage is at a much more general level than in the other areas where provincial authorities have had some resources to cope with the aftermath of the three typhoons. This is particularly concerning as typhoon Durian has again struck the province of Albay and Sorsogon where the local authorities had already exhausted their capacity responding to the impact of typhoon Xangsane and no the evacuation of at risk communities in view of increased volcanic activity of Mt. Mayon and Bulusan.



While some schools and community halls now provide temporary shelter to families who've lost their homes, thousands more continue to live in make-shift shelters like this.

Red Cross and Red Crescent action

In line with its reputation for speed and professionalism in disaster response, PNRC chapters continue to work closely with the provinces that have been affected by all four typhoons, ensuring a well coordinated disaster relief effort. This is particularly the case with regard to the ongoing assessments in the areas affected by typhoon Durian. As with the response to the previous typhoon events PNRC have immediately deployed their volunteers to support the evacuation of families and assist some of the most vulnerable in the evacuation centres through emergency food items. In addition to the 16,212 families (66,097 persons) who received assistance in the previous response, PNRC has sent relief aid through two C130 planes to Albay on 1 December and Catanduanes on 3 December. The relief aid consists of family food rations for one week containing 25 kgs of rice, 15 tins of sardines, 15 packs of noodles, and non-food items such as, 300 bags of clothes and 10,000 relief bags. About 250 body bags were sent to Albay in

view of the large number of fatal casualties. PNRC is preparing to send out another 332 family food packs.

From the initial typhoon Xangsane the PNRC disaster operations centre in the PNRC headquarters has maintained a 24 hrs/ 7 days a week watch on the all four typhoons and supported ongoing operations. Close communication was ensured with the competent Philippine authorities through a full membership in the country's NDCC. Volunteers from all concerned chapters, have quickly managed to overcome the many communication problems as many land lines and parts of the mobile phone network were blacked out after each typhoon event. The Volunteers have efficiently provided the operations centre at the PNRC national headquarters with a good overview of the extent of the damage and have allowed the PNRC Disaster Management Service to well target a more in-depth assessment by four specialized multi-sectoral teams (see above).

On 19 October, the International Federation finalised the emergency appeal to support the first three typhoons seeking an amount of CHF 5.7 million (USD 4.5 million or EUR 3.6 million) in cash, kind or services to support PNRC in assisting of the most affected 126,000 beneficiaries. Following a lower than expected response to the appeal and the depletion of resources in the Philippines,, the Federation has released an additional CHF 100,000 on 1 December to support PNRC in facilitating the initial emergency response operations required after typhoon Durian.

The extent of a possible revision to this appeal will be based on the FACT assessment to be conducted in the coming days. However dependent on sufficient funding, the PNRC and the Federation stand by their initial intention to support at least 200,000 of the most affected beneficiaries, chosen amongst those who completely lost their house and belongings amongst the poorest of the poor. The revision will also try to address early recovery aspects as appropriate.

The president of the Philippines declared a state of national calamity and has welcomed international funding in the wake of the great loss of lives following the fourth successive typhoon to hit the country. In response to this call for assistance, the PNRC and the International Federation has embarked on an extensive awareness raising campaign mobilizing the in an effort to raise support nationally and internationally for a concerted action involving government and non-government actors in support to the most affected communities. In response to these intensive efforts, the Canadian government has announced its support to the PNRC/Federation operations to the amount of CHF 1,047,183 (CAD 1,000,000). The Netherlands Red Cross has offered CHF 63,738 (EUR 40,000) and the Irish Red Cross chf 47,730 (EUR 30,000).

The initial needs related to the typhoon Durian

The PNRC (through the assessment teams) has identified the following challenges in response to typhoons Xangsane, Cirmaron and Chebi. While the following needs will continue to be addressed, the will be modified and expanded to incorporate the findings of ongoing assessments in the areas affected by typhoon Durian. Initial

assessments indicated needs in the areas of safe water supply; emergency medical support; emergency food rations; non-food items and support to the reconstruction of shelter.

1. Provision of food to the affected families: families that lost their house also lost whatever food reserves they had in the process, many have also incurred major losses to their livelihood as fishermen lost fishing nets and other equipment while their boats were damaged. Farmers have not only lost crops but have also lost seeds or seedlings for the next harvest. Most families who suffered damage are explicitly asking for food support in order to enable them to give full priority to the repair or reconstruction of their house and given the damage to seeds or seedlings their food security will remain fragile until the next harvest.
2. A short-term, highly focused health campaign is needed to promote hygiene and the treatment of water for drinking and cooking and to ensure that mothers will react effectively in individual cases of diarrhoea.
3. There are a number of families who have been affected by one or two typhoon events within less than two months who require psychosocial support that reaches well beyond the initial low-level interventions by some of the Red Cross chapters. A larger scale, well managed psychosocial campaign will help to time limit the effects of the disasters on the mental health of the affected.
4. Clean-up kits, wheelbarrows, shovels and similar tools will be needed to help people rapidly to return to normalcy. Support to minimal repairs and reconstruction through the provision of reconstruction materials and basic tools will be needed.
5. The distribution of non-food items to support the replenishment of the household equipment and assist families rebound as quick as possible. These items will include plastic plates, spoons and forks, plastic bowls, blankets, mosquito nets, plastic mats, water containers, and cooking pots.
6. The vital need to upgrade the emergency power supply at the PNRC headquarters in view of the strategic role of its blood bank remains as PNRC strive to maintain efficient communication and response capacities when disaster strikes. The same issue needs attention at the chapter level.
7. Resources are needed to capture and document the lessons that can be learned from the response to this disaster and to facilitate continuous learning by PNRC volunteers and disaster managers.



PNRC volunteers were quick to provide badly needed assistance.

Coordination

As with the previous typhoon events PNRC continues to closely coordinate with government counterparts through its presence in the National Disaster Coordinating Council (NDCC) and its good working relations with the LGUs. All PNRC response planning is done transparently in close collaboration with the Federation's head of Philippines delegation based in Manila and the South East Asia regional disaster response team (RDRT), regional delegates from Bangkok, and most recently, the deployed FACT. Several RDRT members, technical delegates from other regional delegations and FACT members are being fully integrated in the above mentioned assessment teams.

Maintaining a steady flow of timely and accurate information between the field and other major stakeholders is vital for fundraising, advocacy and maintaining the profile of emergency operations.. Thus the communications activities outlined in this appeal are aimed at supporting the national society to improve their communications capacities and develop appropriate

communications tools and products to support effective operations. These activities are closely coordinated with the communications department of the Federation's secretariat in Geneva.

The proposed operation in connection with the former typhoons

The operation outlined below is ongoing to meet the needs of the communities affected by typhoons Xangsane, Cimaron and Chebi and reflects the commitment from PNRC and the Federation to support 25,000 of the most affected families from typhoons Xangsane, Cimaron and Chebi. This does not take into consideration the needs of the communities affected by typhoon Durian (which are covered earlier in this Appeal). It is important to note that many of the provinces identified in the operational plan, namely Albay, Sorsogon and Laguna have been affected again by typhoon Durian, and as such, the activities planned in these areas will be revised based on the ongoing assessment being conducted.

The operational plan is presented here to indicate the ongoing obligations of PNRC and the Federation. This plan has focused on the provision of food and non-food items, the provision of hygiene kits, focused health education, psychosocial support to the affected and the provision of equipment and materials to assist in the cleaning and repair of families' houses. A basic upgrade of the PNRC emergency power provision and the urgent replacement of some equipment in the PNRC blood bank are needed to avoid a break-down of the vital supply of blood to hospitals in Metro Manila.

These specific objectives will be modified to incorporate the additional needs required to support the communities affected by typhoon Durian in the areas of potable water supply, shelter and non-food items. The final details of the objectives will be reflected in a revise appeal on the conclusion of the current FACT assessment.

The need for a wide-scale evaluation is vital at the end of the operation to ensure institutional learning from the exceptional circumstances of series of disasters major typhoon events that have hit the Philippines in the past two months. Furthermore the transfer of acquired knowledge to a future response to disasters will be guaranteed through a skills upgrade training of the disaster management (DM) training of trainers and key staff.

Objectives and activities planned

Food and nutrition

Objective: At least one week emergency food ration consisting of rice, instant noodles, canned food and iodized salt for approximately 25,000 families (125,000 affected persons), representing one third of the families that completely lost house and belongings,.

In some already identified locations, including Quezon, the initial support will need to be extended to up to four weeks to address real issues of food insecurity of farmers who lost crops and their source of the income that is needed to compensate for the loss of crops for private consumption.

Planned activities:

- Beneficiaries have already been identified in consultation with the local communities.
- Procurement of food items based on Federation logistics standards.
- Organization of transport to the distribution point.
- Organization of the various distributions by the concerned local chapters.
- Distribution of emergency food items with proper recording.
- Monitoring and evaluation.

Non-food items

Objective: Basic household kits composed of cooking and kitchen utensils, mosquito nets, blankets, plastic mats and towels for 12,500 families, representing one sixth of the families that lost house and belongings, is provided.

Planned activities:

- Finalize the identification of beneficiaries through criteria agreed upon between PNRC and the local communities.
- Procurement of items for the basic household kits based on International Federation logistics standards.

- Organization of transport and distribution system for the basic household kits by each of the local chapters concerned.
- Distribution of basic household kits with proper recording.
- Monitoring and evaluation.

Shelter

Objective: Selective construction materials and tools to repair 5,000 severely damaged houses are provided.

Planned activities:

- Identification of selective construction materials and tools.
- Procurement and distribution.
- Monitoring and evaluation.

Health including water and sanitation

Objective: An outbreak of waterborne diseases is prevented and contribution to better overall hygiene of 25,000 families is made.

Planned activities:

- Organize health volunteers in the affected community.
- Orientation on highly focused health education activities addressing the prevention and home level treatment of diarrhoea and the importance of hygiene.
- Procurement of basic health and hygiene kits including bath and laundry soap, toothbrush and toothpaste, a towel and a water container.
- Procurement, distribution and training of the use of oral re-hydration salts (ORS).
- Selection of beneficiaries together with the community.
- Distribution of basic health and hygiene kits with proper recording.
- Monitoring and evaluation.

Objective: Stress debriefing and immediate psycho-social support to the affected families and individuals is provided.

Planned activities:

- Conduct general stress debriefing sessions.
- Identification of individuals that are “at high risk” of developing stress related disorders
- Therapeutic activities for at-risk individuals.

Institutional learning and capacity building

Objective 1: Community-based disaster management (CBDM) training and organization of *barangay* disaster action teams (BDAT) is provided.

Planned activities:

- Formulation of training design based on local situation and RCRC experience.
- Selection of participants through the recommendations of local officials.
- Identification of training venue and purchase of training materials.
- Organization of CBDM training.
- Organization of volunteers/BDAT.
- Submission of post training evaluation.

Objective 2: Institutional learning and skills upgrade is ensured.

Planned activities:

- Workshop to review, improve and ensure a nationwide use of standard PNRC needs assessment templates.
- Upgrade the assessment skills, monitoring, evaluation and planning templates.

- Workshop on programme and response planning, monitoring, evaluation and reporting skills.
- Development of training curriculum.
- Organization of training.
- Monitoring and evaluation.

Capacity of the National Society

The PNRC is established under Philippines Law and mandated to act as the leading humanitarian organization providing relief, health and welfare assistance to the most vulnerable sector of the society. In its role as an independent and highly professional humanitarian organization, the 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 regularly in the Philippines. It is represented in almost all provinces and major cities with a total of 94 chapters and 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 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 work on preparedness. The Spanish Red Cross has a permanent delegate based in Manila with the PNRC on an integrated primary health care and disaster management programme to strengthen the local capacities of people and communities situated in high risk areas. They also enjoy the support of The Spanish International Cooperation (AECI), Australian Agency for International Development (AUSAID), US Agency for International Development (USAID), Japanese Red Cross and their local population.

Capacity of the Federation

The International Federation is represented by a head of delegation with a team of committed local staff supporting the PNRC in the monitoring of ongoing relief programmes and in further organizational development of the institution. The country team has been strengthened through the deployment of short term human resources in the form of regional disaster response team (RDRT) members as well as a field assessment and coordination team (FACT) and a regional water and sanitation engineer has been made available by the South East Asia regional delegation office. The Federation's Philippine country delegation will be further strengthened in the coming period with longer term delegation placements relieving the short-term RDRT and FACT human resource support. This will provide sustained support to PNRC during the implementation of this appeal. The Philippines country delegation will continue to be assisted by the Federation's Southeast Asia regional delegation in Bangkok. The regional delegation comprises a head, a programme coordinator and specialist delegates in disaster management, health and care, water and sanitation, organizational development, planning, monitoring and evaluation and information, backed by a committed team of regional and local staff as well as the Asia Pacific service centre and relevant technical departments at the headquarters in Geneva.

Monitoring and evaluation

As mentioned above the Federation's country delegation will be strengthened so as to provide technical monitoring support and advice to the PNRC throughout the proposed operation. In case of any additional needs, support will be provided by the South East Asia regional delegation, backed up by the Federation's disaster management units in Kuala Lumpur and/or Geneva. The PNRC will deploy field-based staff to oversee the day-to-day activities. Support will also be provided locally. The preparation and provision of regular operational updates and a final report will be completed according to Federation reporting standards. The Federation's country and South East Asia regional delegation will also assist PNRC in its monitoring and evaluation role as necessary.

Budget summary

See Annex 1 for details.

Susan Johnson
Director
National Society and Field Support Division

Markku Niskala
Secretary General

Budget below; click here to return to the title page and contact information.

The International Federation undertakes activities that are aligned with its Global Agenda, which sets out four broad goals to meet the Federation's mission to "improve the lives of vulnerable people by mobilizing the power of humanity".

Global Agenda Goals:

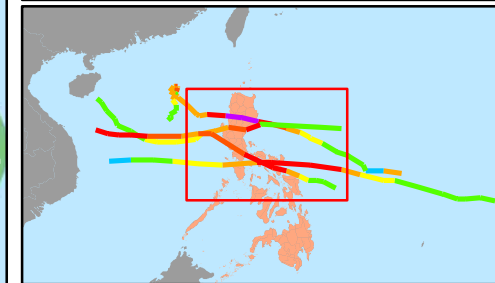
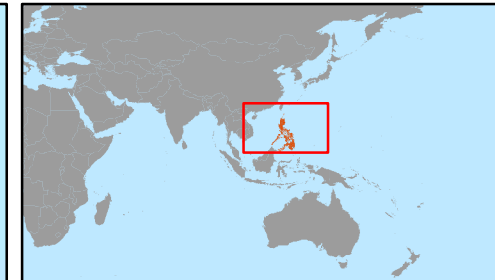
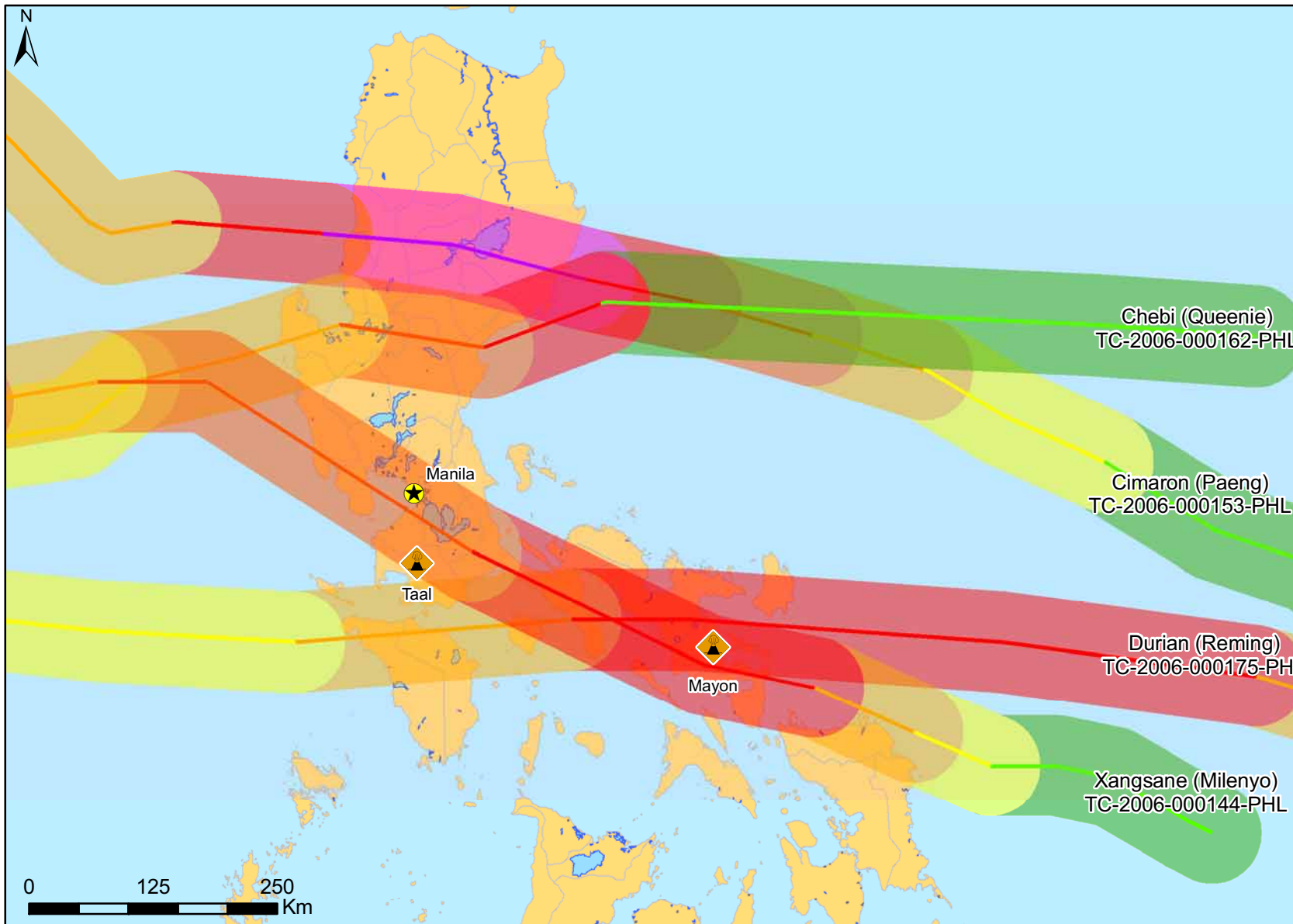
- *Reduce the numbers of deaths, injuries and impact from disasters.*
- *Reduce the number of deaths, illnesses and impact from diseases and public health emergencies.*
- *Increase local community, civil society and Red Cross Red Crescent capacity to address the most urgent situations of vulnerability.*
- *Reduce intolerance, discrimination and social exclusion and promote respect for diversity and human dignity.*










All International Federation assistance seeks to adhere to the Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations (NGO's) in Disaster Relief and is committed to the Humanitarian Charter and Minimum Standards in Disaster Response (Sphere) in delivering assistance to the most vulnerable.

For longer-term programmes in this or other countries or regions, please refer to the Federation's Annual Appeal. For support to or for further information concerning Federation programmes or operations in this or other countries, or for national society profiles, please also access the Federation's website at <http://www.ifrc.org>



Philippines: 2006 Typhoons



-  Volcanoes
-  Capital
-  Tropical depression
-  Tropical storm
-  Category 1 typhoon
-  Category 2 typhoon
-  Category 3 typhoon
-  Category 4 typhoon
-  Category 5 typhoon

A 50 km buffer has been added

REVISED BUDGET SUMMARY

Annex 1

Philippines - Typhoons

MDRPH002

	ORIGINAL VALUE IN CHF	REVISED VALUE IN CHF	VARIANCE VALUE IN CHF
<u>RELIEF NEEDS</u>			
Shelter & Construction Materials	581,875	1,581,875	-1,000,000
Clothing & Textiles	1,012,188	1,012,188	0
Food	712,882	712,882	0
Water & Sanitation	0	500,000	-500,000
Utensils & Tools	437,619	600,000	-162,381
Other Supplies & Services	156,830	156,830	0
Total Relief Needs	2,901,393	4,563,774	-1,662,381
<u>CAPITAL EQUIPMENT</u>			
Vehicles Purchase	60,000	95,000	-35,000
Computers & Telecom Equipment	35,750	47,000	-11,250
Medical Equipment	75,000	75,000	0
Other Machinery & Equipment	90,000	90,000	0
<u>TRANSPORT, STORAGE & VEHICLES</u>			
Storage - Warehouse	21,250	21,250	0
Distribution & Monitoring	1,197,825	1,700,000	-502,175
Transport & Vehicles Costs	125,350	160,000	-34,650
<u>PERSONNEL</u>			
International Staff	274,890	660,000	-385,110
Regionally Deployed Staff	30,000	139,000	-109,000
National Staff	44,125	90,250	-46,125
National Society Staff	125,000	175,000	-50,000
<u>WORKSHOPS & TRAINING</u>			
Workshops & Training	168,328	190,000	-21,672
<u>GENERAL EXPENSES</u>			
Travel	50,000	86,000	-36,000
Information & Public Relations	28,750	28,750	0
Office running costs	32,500	50,000	-17,500
Communication Costs	20,000	30,000	-10,000
Other General Expenses	53,323	60,000	-6,677
<u>PROGRAMME SUPPORT</u>			
Programme Support - PSR	370,777	574,296	-203,519
Total Operational Needs	2,802,868	4,271,546	-1,468,678
Total Appeal Budget (Cash & Kind)	5,704,261	8,835,320	-3,131,059
Less Available Resources		1,267,600	
Net Request	5,704,261	7,567,720	-3,131,059