

Operations update



International Federation
of Red Cross and Red Crescent Societies

Philippines: Typhoon Fengshen

Emergency appeal n° MDRPH004
GLIDE n° [TC-2008-00093-PHL](#)
Operations update n° 2
30 July 2008

Period covered by this Operations Update: 5-27 July 2008

Appeal target (current): CHF 8,310,213 (USD 8 million or EUR 5.1 million)

Appeal coverage: To date, the appeal is only 17 per cent¹ covered. Funds are urgently needed to enable the Philippines National Red Cross to provide assistance to those affected by the typhoon.

[<click here to go directly to the updated donor response report, or here to link to contact details >](#)

Appeal history:

- A preliminary emergency appeal was launched on 24 June 2008 for CHF 8,310,213 (USD 8 million or EUR 5.1 million) for twelve months to assist 6,000 families.
- Disaster Relief Emergency Fund (DREF): CHF 200,000 was allocated from the International Federation's DREF.



Safe potable water remains a major need among the communities affected by Typhoon Fengshen. The badly affected provinces of Aklan and Iloilo currently depend greatly on water treatment units for access to safe water. (PNRC Disaster Management Services)

¹ Including soft pledges

Summary:

The PNRC estimates at least 2.5 million people have been affected by typhoon Fengshen which hit the Philippines on 18 June 2008. The national disaster coordinating council (NDCC) estimates this figure to be four million people. More than 75,000 houses are totally destroyed and a further 200,000 seriously damaged.

To date, assessment teams composed of 12 Southeast Asia regional disaster response team (RDRT) members and eight Philippine National Red Cross (PNRC) RDRT-trained members have conducted assessments in typhoon-affected areas and identified needs of those affected. In support of these four teams, two water and sanitation engineers from American Red Cross and German Red Cross accompanied by PNRC water and sanitation-trained staff have also been deployed. Detailed assessments of emergency water provision in the two worst affected provinces of Aklan and Iloilo were conducted. As of now, four water treatment units are providing safe water in these two provinces while the emergency response unit (ERU) water treatment unit (with a production capacity of 600,000 litres per day) is in place in Iloilo municipality and provides potable water to those barangays affected by the typhoon.

Partner national societies which have made contributions to the appeal include: Danish Red Cross, Finnish Red Cross, Japanese Red Cross, Monaco Red Cross, Netherlands Red Cross, New Zealand Red Cross and Swedish Red Cross. A contribution has also been received from the Australian government.

The International Federation, on behalf of the Philippines National Red Cross society, would like to thank all partners who have so far contributed to this appeal.

The situation

Typhoon Fengshen (locally named Frank) initially affected Eastern Samar in the Philippines on 18 June 2008. It then moved west northwest and affected 37 more provinces, with winds of 140 kph and gusts of up to 170 kph. Considered the worst typhoon this year, Fengshen left the Philippines and continued to move northwards, bringing heavy rain and triggering fears of further flooding.

Latest figures from the National Disaster Coordinating Council say the typhoon affected 838,623 families - almost four million people - from nearly 5,893 *barangays* (local districts) in 53 cities and 419 municipalities, in 15 out of 16 regions of the country. Up to 557 people have been reported dead (excluding those from a ferry that capsized), 26 missing, and 826 injured.

Fengshen is the sixth typhoon to hit this disaster-prone country in 2008. It has caused the collapse of 92,129 houses and severely damaged another 322,010. Almost 90 per cent of the damaged houses are on Panay Island (Iloilo, Antique, Capiz, and Negros Occidental) and in Eastern and Western Samar. As many as 1,131 evacuation centres have been established to house approximately 150,000 people (some 28,000 families). However, it is believed that a considerable number of affected families have sought refuge with friends and families.

The ferry *Princess of the Stars*, capsized and sank off the coast of the San Fernando municipality in Romblon on 21 June when it was caught in the path of Fengshen. High seas deterred the Philippine Coast Guard from rescue attempts after the ferry capsized. Of the 866 people on board, 51 survived while another 318 bodies were recovered from the wreckage. Others were recovered from surrounding coastal areas, together with those of fishermen who went missing at the height of the storm.

Compounded by pre-existing bad weather resulting from the monsoon season, Fengshen swept across areas not usually affected by typhoons, catching many communities and the authorities by surprise. Many people sought refuge on roofs and trees until the water level subsided, revealing severe damage to roads and other public infrastructure including clean water supply.

In the aftermath of the typhoon, however, most of the affected municipalities in the Aklan province show increasing signs of returning to "normal life." Business have resumed with power lines restored in several areas. At present, a relative few such as Poblacion Kalibo (which has regained 60 per cent or so), and Madalag still remain without a full electrical supply.

Detailed assessments list the most affected areas as Kalibo and Numancia, which need immediate assistance. Major roads are deemed accessible by the department of public highways (DPWH) following clearing operations in Kalibo, Aklan province, completed on 5 July. Further cleaning of houses will begin once all mud and silt has been cleared.

Despite great resilience in rebuilding their lives and livelihoods, many people are desperately in need of major support. Damaged roofs are repaired or covered using existing debris. In most of the areas assessed, local authorities and community members have said that their capacity to provide construction materials to those who need them is overwhelmed.

In Iloilo, emergency repairs by the local government unit (LGU) has restored limited water supply to some municipalities. The collapse of the Imelda Marcos bridge in the Metro Iloilo Water District cut off 70 per cent of the water supply. The service provider has been carrying out repairs and rehabilitation of the main water supply line in the province of Iloilo and Iloilo City. This effort is estimated to take four to six months.

The residents of Iloilo town and Pavia depend on potable water provided by mobile water units from the LGU, PNRC and other agencies. Water sources have been damaged and contaminated in several barangays in the Sta Barbara municipality. Up to 23,400 houses have completely collapsed and about 22,000 partially damaged, affecting an estimated 1.2 million people, leaving 311 families as evacuees.

Red Cross and Red Crescent action

Overview

The national society has confirmed its willingness to accept assistance in managing and planning this operation. The PNRC operation centre is on 24/7 standby to update information and support its headquarters and chapters in scaling up the operation. About 293 Red Cross volunteers were mobilized at headquarters for relief distribution and assessment efforts in the most affected areas. More were mobilized by chapters in the affected areas since day one, and others volunteers remain on standby for needs that may arise.

To date, the PNRC has supported some 69,000 people housed at evacuation centres acting as temporary mass shelters. These beneficiaries require shelter though most prefer to stay with relatives or neighbours. This support was continued along with efforts to assist people at temporary camps in other provinces. The four SETA (mobile potable water plant) units from the PNRC headquarters are now in Iloilo and Aklan to produce up to 10,000 litres of water per day for distribution. Two 10,000 litre and 5,000 litre bladder tanks have also been sent to these areas for water storage.

Proposed operation

The full extent of the damage caused by typhoon Fengshen has yet to be determined. Based on the number of damaged houses, [the most affected areas](#) are the island of Panay (including the provinces of Iloilo, Antique, Capiz, and Aklan), Negros Occidental, Eastern Samar, and Western Samar. Safe water and the need to prevent waterborne disease are among the priorities of the overall response. Typhoon-resistant shelters (with latrines) will serve as transitional houses for 5,000 families in the most affected provinces. Risk reduction strategies are to be built into the community system. Combined with the above proposed interventions, the provision of non-food items, though on a limited scale, will help the very poorest families to return as soon as possible to a life in dignity.

I. More detailed assessment in the field: The wide coverage of the typhoon, affecting 1,894 barangays of the country, requires more experts and more human resources for assessment.

Phase 1: 0-three months

Objective 1: Detailed assessment and identification of beneficiaries in the most affected provinces: Panay, Eastern Samar, Western Samar, and Negros Occidental.

Planned activities:

1. Deploy four regional disaster response teams (RDRT) to conduct parallel, in-depth assessments in Panay, Eastern Samar, Western Samar, and Negros Occidental
2. Final definition of target areas and target beneficiaries.

Twelve Southeast Asian regional disaster response team (RDRT) members from the Cambodian, Indonesian and Malaysian national societies were deployed within 48 hours to support the in-country team. Together, these team members conducted detailed assessments to pinpoint gaps and subsequently, developed a plan of action. In support of the RDRT, PNRC has mobilized an additional eight RDRT-trained members who joined the team.

Preliminary assessments and subsequent reports by PNRC chapters in Eastern Samar and Negros Occidental revealed that although affected by typhoon, the mitigation of damage was within the coping capacity of local communities. Therefore, it was decided that focus should be on more badly affected areas in Panay and Western Samar, and teams should be deployed there.

Three teams conducted assessments in three municipalities of Panay Island in Iloilo, Antique and Aklan, while a fourth team was assigned to Western Samar.

Results of the assessments conducted in four municipalities of Western Samar by the fourth team disclosed that number of totally damaged houses has been less than five per cent in each barangay and can be reconstructed with available local resources. The water and sanitation situation was reported as relatively normal and public health was under control. Overall, the team concluded that there was no immediate need for relief operations in Western Samar.



One of the two SETA water units providing clean and safe water services in the Aklan province that suffered badly from the wrath of typhoon Fengshen. (PNRC Disaster Management Services)

Following assessments, Panay Island, however, has been identified as one of the badly affected areas. Two provinces such as Iloilo and Aklan face the most severe consequences of the typhoon. Priority needs identified include: emergency water supply, provision of shelter to families selected from among the most vulnerable, prevention of the onset and spread of water-borne diseases, and risk reduction.

Two water and sanitation engineers from the American Red Cross in Sri Lanka and German Red Cross in Vietnam were also deployed to Iloilo and Aklan to conduct assessments and support the PNRC field teams

there. Assessment revealed that the provision of potable water was high priority in both provinces. It was also decided that Aklan would be serviced with two SETA water units donated to PNRC in 2006 by Spanish Red Cross. In Iloilo province, the issue was addressed through deployment of a mass water supply emergency response unit (ERU) by the Swedish Red Cross through the intervention of the International Federation. Accompanying the ERU were four specialists and other related equipment.

Objective 2: Emergency support for the provision of drinking water in Panay

Planned activities

1. Deployment of 2x10 m³ water bladder and 4x5 m³ bladder with tap stands
2. Rental and deployment of three water tankers to continuously fill up the bladders.
3. Distribution of 10,000 jerry cans to affected areas in Panay.
4. Provision of focused health messages on the prevention of diarrhoea.
5. Monitoring and evaluation.

In light of the badly damaged public water system, sufficient water supply needs to be rapidly dispensed to avoid an outbreak of diarrhoeal disease. This is most critical on Panay Island.

The water supply in Iloilo province has also been severely affected by the typhoon. Assessment results show damage to the 600mm transmission line, operated by the Metro Iloilo water department (MIWD), delivering raw water to the treatment plant, supplying 70 per cent of the potable water to Iloilo. The typhoon damaged 90 metres of the pipe, including pier and steel stusses in Amerang barangay. This has left 180,000 people served by this line without water and the municipalities of Maasin, Cabatuan and Pavia severely affected.



A mobile water treatment unit managed by the Philippine National Red Cross in the Iloilo province. The destruction of a major water pipeline by the typhoon has left up to 180,000 people with limited access to clean safe water sources. (PNRC Disaster Management Services)

To address this situation, the Swedish Red Cross ERU water unit has been deployed on the ground to provide the community with mass water supply. The ERU also consists of four members assisted with 15 PNRC volunteers who helped determine the location and set up the water treatment plant. This unit consists of three 70 m³ tanks and one 95 m³. After a plant opening ceremony attended by the PNRCS chairman and the local authorities, potable water has been dispensed to affected communities in the Iloilo province. There is a plan whereby PNRC volunteers will be trained to manage the plant independently at a later stage, and that the equipment will remain with PNRC after the operation is concluded.

Objective 3: Provision of basic household kits to 6,000 families, i.e. a selection representing approximately 10 per cent of the affected families on Panay Island.

Planned activities:

1. Identification of beneficiaries through criteria agreed upon between the national society and the local communities.
2. Procurement of non-food items for basic household kits (mosquito nets, blankets, cooking utensils) in accordance with International Federation procurement procedures.
3. Organization of transport and distribution of the basic household kits to the beneficiaries.
4. Monitoring and evaluation.

Identification of beneficiaries has already been completed. Based on a combination of assessments, the current availability of funding and in coordination with other stakeholders working in the affected areas, logistics are working on the procurement of needed items

Phase 1 and 2: One to 12 months

Objective 4: Large-scale prevention of diarrhoeal diseases in Iloilo and Cotabato.

Planned activities:

1. Deployment of health volunteers in the affected community.
2. Provision of jerry cans and water purification tablets to support access to potable water supplies.
3. Education on selected messages focusing on the prevention and home level treatment of diarrhoea and the importance of hygiene.
4. Training of the preparation and use of oral rehydration solution (ORS).
5. Monitoring and evaluation.

Large-scale flooding on Panay Island requires an appropriate response that may be short-term but highly focused. It has been decided to develop and implement a health campaign promoting the use of safe water and application of hygiene practices with the view that diarrhoeal disease does not occur. Should cases occur, immediate appropriate management should be provided, including the preparation and use of oral rehydration solutions. To prevent an outbreak of infectious diseases possibly triggered by poor sanitation conditions, the PNRC is launching a community-based hygiene education and health awareness campaign in typhoon-affected Iloilo and Aklan provinces of Panay Island. The national society has already identified a team from its headquarters to assist the Red Cross chapters in the said provinces in mobilizing its volunteers to disseminate basic but essential messages on diarrhoea and cholera prevention. The process of volunteer mobilization is ongoing and in advance to the dissemination of health messages, volunteers will receive special training and will be equipped with information, education and communication (IEC) materials.

Phase 2: Six to 12 months

Objective 5: Provision of 5,000 typhoon-resistant transitional shelters, with latrines, to 5,000 families representing 10 per cent of the families with destroyed homes in Panay area.

The PNRC and International Federation have developed expertise in the construction of typhoon-resistant transitional shelters adapted to the local weather conditions and cultural sensitivities during the 2006 typhoons operations. Beneficiaries will be supported with building materials and technical know-how on better construction techniques in reconstructing Sphere-compliant homes. Construction of the shelters is to be undertaken by the beneficiaries themselves on a self-help basis. Increased awareness of safe building and better construction techniques will be provided by PNRC in the form of a 'construction theatre' in the affected neighbourhoods. This will be carried out through the construction of a model house for a vulnerable household as a demonstration.

Through technical animation and the provision of a model house in each neighbourhood, households who have access to the required building skills will be able to construct their own shelter. To complement any community assistance, the local construction specialists (carpenters) who will construct the model houses will be retained by the PNRC project team on a short-term basis to support vulnerable households and to provide additional assistance and technical advice as required.

Using the methods and designs that were developed then, the **planned activities** under this objective include:

1. Selection of 5,000 beneficiary families in the most affected provinces.
2. Training of carpenters in the construction of typhoon-resistant transitional shelters (TRTS).
3. Organization of construction theatres to demonstrate construction of TRTS to the beneficiaries.
4. Provision of a simple technical manual, graphical design and all necessary construction materials to the beneficiaries.
5. Technical support to the beneficiaries during the construction by trained carpenters and volunteers.

PNRC chapters in provinces selected through assessment have been engaged with the local communities and their authorities to identify most vulnerable households who do not have the capacity to return to adequate shelter, including single-parent families, the disabled and those unemployed.

To date, funding received from Red Cross Red Crescent partners in response to the emergency appeal will be used to procure materials for full shelter kits for 1,000 households. Based on a combination of assessments, and discussions with other stakeholders, the first round of transitional shelter will be distributed in Iloilo (750 households) and Aklan (250 households). The number of households receiving assistance in each of the provinces was determined based on a combination of factors, namely coverage of the needs by other stakeholders, extent of damage in the area and branch capacity. As soon as additional funds are secured, the Red Cross will move forward to help an additional 4,000 targeted households.

PNRC volunteers have already received training from joint teams of International Federation and PNRC on beneficiary selection. To ensure a proper selection process, special questionnaires were developed and distributed to each volunteer team. The Red Cross selects the most vulnerable households who do not have the capacity to rebuild their homes. This includes families whose houses have been completely destroyed by the recent typhoons. The following general selection criteria are applied for beneficiary identification:

- Beneficiary must have been a permanent resident for a year in the *barangay*;
- Beneficiary must be either the owner of the lot or the legitimate tenant;
- The house was totally damaged;
- Beneficiary is not a recipient of any other shelter assistance from other organizations or the government;
- Must be a family (parents and children);
- Beneficiary is willing to sign a contract stating that they will complete construction not more than 30 days after receiving the materials;
- Priority will be given to disadvantaged individuals and families, such as those unemployed, single-parent families, those with disabilities, etc;
- The new shelter must be built in a safe area, not at risk to heavy floods, landslides or other natural dangers.

Construction of the shelters will be undertaken by the beneficiaries themselves on a self-help basis. The Red Cross will support them with basic kits of materials. Families whose houses were completely destroyed will be provided with a full set of construction materials. This will include: 20m² roofing and nails, tie-down materials, coco timber and walling. Each household, additionally, will be supplied with a basic tool kit – saw, chisel, builder's square, shovel, hammer, tape measure and string line. In addition to shelter materials it is planned to provide beneficiaries with supplies which will enable them to construct latrines. Each shelter beneficiary will receive adequate materials sufficient for the construction of latrines with the predefined design to be developed by a water and sanitation engineer, based on the local context.

Technical specifications of shelter materials and tools have been prepared and arrangements are already underway to identify potential suppliers for the procurement of materials for some 750 households in Iloilo and 250 in Aklan. Based on previous experience when unavailability of the good quality corrugated galvanized iron (CGI) sheets in the Philippines caused some delays in the 2007 typhoon Milenyo operation, it has been decided that such sheets will be purchased internationally whereas procurement of other remaining construction materials will be arranged locally as much as possible to contribute to the local recovery process.

Objective 6: Risk reduction through the development of a simple early warning system (EWS) and community-based disaster management (CBDM) training.

Planned activities:

1. Selection of participants.
2. Identification of training venue and purchase of training materials.
3. Conducting of CBDM training.
4. Organization of barangay disaster action teams.
5. Monitoring and evaluation.

PNRC chapters in typhoon affected areas are in the process of identifying the most disaster-prone zones and barangays and these will be included in disaster reduction activities such as the establishment of early warning systems and community-based disaster management (CBDM) training.

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 sectors of society. In its role as an

independent and highly professional humanitarian organization, the PNRC enjoys nationwide recognition and respect, coupled with a 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 other national societies, including work on preparedness. The Spanish Red Cross has a delegate permanently based in Manila with the PNRC on an ECHO-funded integrated primary health care and disaster management programme to strengthen the local capacities of people and communities situated in high risk areas. The national society also receives support of the Japanese and German Red Cross Societies.

Capacity of the International Federation

The International Federation is represented by a head of country office with a small team of committed local staff supporting the PNRC in the development and monitoring of ongoing and new relief programmes and in further organizational development of the institution. To better support the implementation of the activities in this appeal, the country team will be supplemented by delegates as needed.

The International Federation's Philippines country office is monitored and assisted by the Federation's Southeast Asia regional office, based in Bangkok, as well as the Asia-Pacific zone office based in Kuala Lumpur. The International Federation regional logistics unit in Kuala Lumpur also deployed one procurement officer to support the PNRC and the International Federation in running the procurement process.

Monitoring and evaluation

More detailed evaluation and monitoring activities will be elaborated in the full Appeal to be issued shortly, and in further operations updates. The Federation's country office will 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 Southeast Asia regional office in Bangkok, backed up by the Federation's zone office in Kuala Lumpur. The PNRC will deploy field-based staff to oversee the day-to-day activities. The preparation and provision of regular operational updates and a final report will be completed according to International Federation reporting standards. The Federation's in-country office and regional office in Bangkok will assist PNRC in its monitoring and evaluation role as necessary.

How we work

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 (NGOs) in Disaster Relief and is committed to the Humanitarian Charter and Minimum Standards in Disaster Response (Sphere) in delivering assistance to the most vulnerable.

The International Federation's activities 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.

Contact information

For further information specifically related to this operation please contact:

- Philippine National Red Cross: Corazon Alma De Leon, secretary-general; email: corazonalma.deleon@redcross.org.ph, pnrchq@redcross.org.ph ; phone: +63.2.527.0854; or Benjamin Delfin II, officer-in-charge of disaster management services; email: benjedelfin@yahoo.com.ph; phone: +63.2.527.0864
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Philippines: Typhoon Fengshen - affected areas, affected communities and response services (as of 21 July 2008)

No.	Chapter/s reported	No. of Affected			Damaged Houses		Casualties			Evacuation	Served		
		City / Mun.	Brgy.	Families	Persons	Partially	Totally	Injured	Missing	Dead	Centers	Families	Persons
1	Aklan	17	327	73,479	300,332	29,995	12,620	420	9	56		7,014	36,502
2	Antique	18	371	25,421	119,334	8,778	3,418	13	38	41	0	1,408	7,040
3	Bataan	3	22		15,200	68	0						
4	Batangas	5	5	196	981	1,906	51	1		1			
5	Bulacan	12	36	30,245	151,225	2	11			2	0	554	3,084
6	Capiz	17	473	60,120	333,355	28,354	7,318	136	5	24	0	2,790	14,618
7	Cavite	3	9	336	1,845	714	183				0	336	1,845
8	Cebu	5		2,353	8,589	24,114	5,177						
9	Cotabato	31	283	61,555	214,836	28	21	20	9	19	5	2,024	10,120
10	Eastern Samar	18	342	31,762	166,817	18,387	798	7	5	1		266	1,345
11	General Santos	5		1,868	7,396	155	43	16		2	0	1,868	7,396
12	Iloilo	32	1,212	226,214	1,121,136	44,251	29,074	583	162	205	15	15,940	79,700
13	Laguna	17		560	2,800	4,078	455	6	0	0	0	261	1,177
14	Leyte	19	430	3,210	16,065	25,990	3,112	4	1	19		2,513	12,054
15	Manila	1	26	659								57	285
16	Marinduque	5	66	540		2,164	167	8					
17	Masbate	16	136	9,153	45,965	7,383	1,428			1		1,284	6,280
18	Mindoro												
	Oriental	15	426	3,598	19,479	10	106					278	1,430
19	Negros Occidental	23	173	13,965	69,902	3,139	540		123	18		468	616
20	Olongapo	1	1	2	8	2						2	8
21	Ormoc	1	21	4,961		4,790	171	1		1		126	630
22	Pampanga		26			52	0	0	0	0			
23	Palawan	2	2			3			2				
24	Rizal	6	12	525	2,020	129	52	4	8	4	0	182	648
25	Romblon	17	211	27,088	151,967	7,557	1,777	177	3	10		5,784	28,920
26	San Pablo City		7	20	111	5	0					20	100
27	Southern Leyte	1	2	112							0	112	560
28	Surigao Del Sur								7				
29	Valenzuela City	1	6	372	1,606							50	250
30	Western Samar	4	48	880	4,838	35,829	14,275						
31	Zambales	6	16	481	718	6	3			3			
32	Zamboanga del Norte	3	8	235	1,119	138	93	10				183	806
	Grand Total	304	4,697	579,910	2,757,644	248,027	80,893	1,406	372	407	20	43,520	215,414
		City / Mun.	Brgy.	Families	Persons	Partially	Totally	Injured	Missing	Dead	Centers	Families	Persons