

Operations update



International Federation
of Red Cross and Red Crescent Societies

Philippines: Typhoon Ketsana

Emergency appeal n° MDRPH005
GLIDE n° [TC-2009-000205-PHL](#)
Operations update n° 1
2 October 2009

Period covered by this Operations Update: 48 hours since launch of DREF
Appeal target (current): CHF 3,086,571 (USD 2.98 million or EUR 2.45 million);
Appeal coverage: 6%;

[<link updated donor response report or to contact details>](#)

Appeal history:

- This preliminary [emergency appeal](#) was launched 1 October 2009 for CHF 3,086,571 (USD 2.98 million or EUR 2.45 million) for nine months to assist 20,000 families (100,000 people).
- **Disaster Relief Emergency Fund (DREF):** CHF 250,000 was allocated from the Federation's DREF to support the national society in initial response.

Summary:

The aftermath of Ketsana leaves an estimated 2.5 million people affected across the Philippines displaced. While flood waters have receded in many areas, there has been much loss sustained in terms of life, property, agriculture and infrastructure. One area of concern is the overcrowding of evacuation centres and temporary shelter facilities that have inadequate water and sanitation facilities, and subsequently may result in the outbreak of communicable diseases.

Rapid needs assessments are ongoing, with the need for safe water, hygiene kits, non-food items and improved sanitation facilities as priorities. Other areas requiring action include better coordination, and availability of warehousing space prior to the arrival of relief supplies. Activities under the relief distributions, water and sanitation, and health components of this appeal have been initiated and are slowly gaining momentum. Activities for the early recovery and shelter components are still undergoing assessments and analysis of needs

The processing of contributions is currently in the pipeline. On behalf of the Philippine National Red Cross, the International Federation would like to thank all donors for their quick and generous response to this appeal.

The situation

Ketsana (locally known as Ondoy) hit the Philippines on 26 September, causing mass destruction across Central Luzon, including the capital city Metro Manila. To date, the national disaster coordinating council (NDCC) reports fatalities at 277 people with 45 others missing. Government statistics also place figures at 2,569 houses being completely destroyed, 4,644 severely damaged, and 2,075 partially damaged. More than 2.5 million people (about 512,092 families) are affected across the country.

The government has assessed that the total damage from Typhoon Ketsana presently stands at PHP 4.81 billion (CHF 104.9 million or USD 101 million), with agriculture suffering the most damage at PHP 3.22 billion (CHF 70.24 million or USD 67.87 million) and infrastructure at PHP 1.59 billion (CHF 34.67 million or USD 33.48 million).

Flood waters have receded in most areas, although there are others still in knee-deep water. Families continue to clean up their houses and while some have been able to move back to their homes, many remain housed at evacuation centres. Others have sought refuge at homes of relatives, but there are also those who prefer to remain in their own places of residence despite less than adequate living conditions.

NDCC statistics on the current shelter and evacuation situation as of 1 October is as follow:

| Reg/province/ mun./city | Affected | | | No. evac. centres | Inside evac. centres | | Outside evac. centres | |
|-------------------------|-------------|---------------|----------------|-------------------|----------------------|---------------|-----------------------|---------------|
| | Brgys | Families | Persons | | Families | Persons | Families | Persons |
| TOTAL | 1276 | 506092 | 2506845 | 726 | 135471 | 686699 | 63257 | 350075 |
| Region 1 | 7 | 85 | 254 | 0 | 0 | 0 | 0 | 0 |
| Pangasinan | 7 | 85 | 254 | | | | | |
| Region II | 2 | 140 | 700 | 0 | 0 | 0 | 140 | 700 |
| Quirino | 2 | 140 | 700 | 0 | 0 | 0 | 140 | 700 |
| NCR | 198 | 60,386 | 303,104 | 363 | 88,329 | 455,151 | 368 | 1840 |
| Marikina City | 11 | 13,072 | 65360 | 14 | 11595 | 57965 | | |
| Region III | 437 | 131,773 | 655,091 | 48 | 6419 | 27684 | 26452 | 125812 |
| Bataan | 13 | 2742 | 12447 | 6 | 398 | 1838 | 2 | 10 |
| Zambales | 12 | 1771 | 6175 | 7 | 1834 | 6311 | 0 | 0 |
| Bulacan | 180 | 64345 | 300683 | 24 | 3938 | 18285 | 8430 | 41150 |
| Pampanga | 225 | 68465 | 334076 | 11 | 249 | 1250 | 18020 | 84652 |
| Nueva Ecija | 7 | 450 | 1710 | 0 | 0 | 0 | 0 | 0 |
| Region IV-A | 545 | 306957 | 1511552 | 313 | 40318 | 201839 | 35775 | 214763 |
| Batangas | 64 | 2924 | 14755 | 12 | 809 | 4168 | 565 | 2755 |
| Laguna | 152 | 77601 | 336895 | 171 | 19096 | 86500 | 0 | 0 |
| Rizal | 64 | 133997 | 707637 | 98 | 19375 | 105996 | 35210 | 212008 |
| Cavite | 259 | 92381 | 452115 | 32 | 1038 | 5175 | 0 | 0 |
| Quezon | 6 | 54 | 150 | 0 | 0 | 0 | 0 | 0 |
| Region IV-B | 10 | 2970 | 14850 | 0 | 0 | 0 | 92 | 4610 |
| OCC Mindoro | 10 | 2970 | 14850 | 0 | 0 | 0 | 92 | 4610 |
| Region V | 33 | 2564 | 15802 | 0 | 0 | 0 | 45 | 454 |
| Camarines Sur | 32 | 2519 | 15318 | 0 | 0 | 0 | 0 | 227 |
| Masbate | 1 | 45 | 227 | 0 | 0 | 0 | 45 | 227 |
| Albay | 0 | 0 | 20 | 0 | 0 | 0 | 0 | 0 |
| Sorsogon | 0 | 0 | 237 | 0 | 0 | 0 | 0 | 0 |
| Region VI | 17 | 193 | 882 | | | | | |
| Negros Occidental | 17 | 193 | 882 | 0 | 0 | 0 | 0 | 0 |
| Region IX | 15 | 541 | 2186 | 1 | 350 | 1750 | 10 | 21 |
| Zamboanga Del Sur | 8 | 191 | 436 | 0 | 0 | 0 | 10 | 21 |
| Magundanao | 7 | 350 | 1750 | 1 | 350 | 1750 | 0 | 0 |
| Region XII | 10 | 479 | 2395 | 1 | 55 | 275 | 375 | 1875 |
| CAR | 2 | 4 | 29 | 0 | 0 | 0 | 0 | 0 |

At the evacuation centres themselves, the focus of concern is congestion due to too many evacuees being housed in too few available centres. Conditions are congested and cramped, and often unsanitary. Coordination

by the local government units (LGUs) is seen as needing improvement, particularly in Marikina in the national capital region (NCR), Cainta in Taytay, and San Mateo and Antipolo in the Rizal province.

In schools used as evacuation centres, some classrooms hold between 15 to 30 families per classroom. Given the prior battering by the typhoon and the present cramped and uncertain conditions, there are obvious signs of trauma among survivors at these evacuation centres.

The PNRC itself is shifting its focus from evacuation centres that currently receive aid from other non-governmental organizations, to those which require more assistance. Some PNRC project people will stay at the evacuation centres for two to six weeks as their homes are still uninhabitable and in some cases, still under water. At this time, the PNRC is also paying particular attention to communities in the Zambales province which is the second largest of Luzon's seven provinces and is regularly buffeted by typhoons.

Updates from the Philippine Atmospheric, Geophysical and Astronomical Services Administration (PAGASA) indicate Typhoon Parma (locally known as Pepeng) approaching from 270 km east of Catanduanes. Typhoon Parma is estimated moving at 175 km/hour with maximum sustained winds of 195 km/hour with gusts of up to 230 km/hour. It is expected to make landfall near the northeastern Aurora and Isabela provinces or clip the northern tip of Luzon on Saturday, 3 October. As of 1 October, the areas of Camarines Sur, Camarines Norte and Catanduanes raised warning alerts to Level 1.

Coordination and partnerships

The PNRC works closely all partners within the Red Cross Red Crescent Movement such as the International Federation, ICRC and partner national societies, as well as external partners such as the government, and other aid organizations. PNRC has long worked with the government, and has established strong participation in the national disaster coordination council (NDCC) and partnership with local government units (LGUs).

Coordination meetings for Typhoon Ketsana operations continue on a daily basis. The International Federation coordinates international support to PNRC with other partner national societies active in the Philippines. Discussions are ongoing with German and Spanish Red Cross representatives in Manila. The Spanish Red Cross has indicated its support for water, sanitation and hygiene promotion activities.

A proposal for European Commission's Humanitarian Aid Office (ECHO) aid is being developed by the International Federation in conjunction with both German and Spanish national societies. This proposal seeks to supply 6,000 families with non-food items, and water and sanitation facilities.

Current response to the call for regional disaster response team (RDRT) assistance includes two RDRT team members from within the region. The Asia Pacific zone office has also dispatched one disaster response delegate to the Philippines to assist with operational support.

ICRC is presently supporting PNRC with water and sanitation technical personnel in these initial stages of response. A map indicating some of the evacuation centres has also been developed. ICRC also provided cleaning items such as brooms and shovels, and is anticipating the arrival of 10,000 hygiene kits and 10,000 jerry cans today (2 October) for distribution. A three-phase water and sanitation plan has been developed whereby ICRC has set up four water bladders on school grounds in Marakina while today (2 October) the set-up of water supply in Nangka is expected. ICRC has also received a request to empty the septic tanks at three elementary schools in the same area.

Inter-agency coordination

The interagency standing committee (IASC) clusters have been activated and are presently coordinating the activities of organizations, donors and government agencies to ensure an efficient and accountable partnership for the Typhoon Ketsana response.

In accordance with the Federation's global commitment to the IASC cluster approach, the International Federation has deployed a coordination team to lead the emergency shelter cluster. The emergency shelter cluster has moved ahead with the arrival of one information manager and a shelter cluster coordinator in Manila in order help streamline a joint shelter assessment approach. This team will coordinate the activities, record distribution and process assessment data from national and international agencies active in the shelter sector with donors and the Philippine government.

Tasked by the national disaster coordination council (NDCC), the department of social welfare and development is the counterpart for the emergency shelter cluster on behalf of the Philippine government.

Red Cross and Red Crescent action

Overview

The PNRC is presently in discussion with the national disaster coordination council regarding the evacuation centres. Discussion issues include specifications on each centre served and the provisions and services given at each of these to ensure that duplication does not take place.

PNRC volunteers have also started cleaning activities with items provided by ICRC.

Rapid needs assessments have also been taking place, and to date, the following needs have been identified:

- Safe water provision and distribution, although at present, no purification capacity is required.
- Hygiene kits
- Improvement of sanitation facilities such as elevated flood-proof latrines
- Non-food items

Other areas that would require further consideration and action include:

- Better coordination among agencies providing relief supplies
- The availability of warehouse space prior to the arrival of goods, and the procurement of additional space if required
- The need for more temporary shelter solutions due to overcrowding at the existing centres, and better management of those in existence
- Cleanliness issues of evacuation centres
- The re-allocation of volunteers/PNRC staff for planning and training rather than e.g. packing goods

Progress towards objectives

With the launch of the preliminary emergency appeal on 1 October, the following objectives are expected to be met in nine months. Despite the short time lapse between this update and the launch, some progress has been made as follows:

| Relief distributions (non-food items) | |
|--|---|
| Objective: Up to 75,000 people (15,000 families) have their immediate needs provided for through the distribution of non-food items (NFI), such as hygiene kits, kitchen sets, clothing, bedding, jerry cans and household items, by the Red Cross Red Crescent relief operation. | |
| Expected results | Activities planned |
| The immediate needs of 15,000 affected families living in evacuation shelters and damaged houses are met through relief distributions. | <ul style="list-style-type: none"> • Continue ongoing needs assessments in affected areas. • Coordinate with local authorities in registration and mapping the selected families. • Deploy trained PNRC volunteers and staff to carry out beneficiary selection and social mobilization. • Engage community participation in planning and distribution of relief items. • Distribute relief supplies and control supply movements from point of dispatch to end-user. • Monitor and evaluate relief activities and provide reporting on relief distributions. |

As of yesterday, foodstuff and cooked meals have been distributed to 2,851 families (or 14,225 people) by PNRC volunteers and staff at different chapters.

Water and sanitation

Objective: Up to 75,000 people (15,000 families) have received water and sanitation support, enabling them to ward off the risks of waterborne and related diseases as well as ensure community survival.

| Expected results | Activities planned |
|---|---|
| <p>Access to safe water and adequate sanitation facilities at target evacuation centres has been established along with increased awareness of hygiene practices.</p> | <ul style="list-style-type: none"> • Address water, sanitation and hygiene priorities among people living in selected evacuation centres, with special emphasis on the needs of women and children. • Survey availability of safe drinking water for people living in selected evacuation centres. • Provide water containers and purification tablets to 75,000 people (15,000 families) for one month. These will be included in the non-food item (NFI) packages. • Serve a projected 20,000 people through the trucking of potable water and provision of water bladders at targeted evacuation centres. • Serve a projected 20,000 people by providing emergency latrines for men and women at evacuation centres. • Conduct emergency participatory hygiene and sanitation transformation (PHAST) sessions on the safe use of water and sanitation facilities in the target area through locally identified and trained community health and first aid volunteers and other community volunteers in selected shelters and respective communities supporting safe return. • Coordinate with the water, sanitation and hygiene (WASH) cluster and maintain regular reporting/feedback. |

Two water bladders have been set up at two evacuation centres as well as 20 portable toilets. The PNRC water and sanitation team is also supported by Spanish Red Cross and ICRC.

Health

Objective: A projected 75,000 affected people (15,000 families) have benefited from a variety of curative and referral health services, thus reducing community health risks for a quicker rehabilitation and recovery process.

| Expected results | Activities planned |
|---|---|
| <p>Affected people in communities hit by the typhoon have received appropriate medical services.</p> <p>Communities have received appropriate referral services for the most vulnerable patients.</p> | <ul style="list-style-type: none"> • Provide health promotion to affected communities, in coordination with water and sanitation support, through 25 health promotion teams and information, education and communication (IEC) materials. • Provide medicines through 50 essential drug kits, which have the capacity to supply up to 50,000 people. • Service affected communities through the deployment of seven mobile medical teams for one month. • Support medical referral systems for malnourished patients, including children, pregnant women and other vulnerable groups. |

Safe health and disease prevention is presently under control, despite several incidences of scabies, athlete's foot and skin problems. There have been some complaints of diarrhoea but are not widespread; however, there still remains a need for behavioural change to promote safer sanitary habits and the proper use of toilet facilities to avoid the spread of communicable disease.

It is apparent that there is a need for psychosocial support as many of those affected have expressed a fear of returning to their homes in the aftermath of the typhoon.

These other components are part of the longer-term plans of the operation and will be refined and adjusted according to ongoing assessments and the evolution of the situation in the affected areas.

| Shelter | |
|--|---|
| Objective: 4,000 affected people (800 families) are assisted with adequate temporary shelter. | |
| Expected results | Activities planned |
| Improve shelter conditions at evacuation centres for families with severely damaged and destroyed houses | <ul style="list-style-type: none"> • Deploy trained local PNRC staff and volunteers to carry out beneficiary selection, including dissemination of a self help programme. • Procure and distribute locally appropriate shelter materials, tools and guidance to improve the privacy, repair damages and collectively maintain the premises. |

While there are statistics on houses and property damaged, these will be re-confirmed by joint assessment teams who are in the field. Further updates on these will be given when available.

| Early recovery | |
|--|--|
| Objective: 4,000 people (800 families) in the areas most affected have safe and adequate shelter and settlement solutions through the provision of locally appropriate tools, resources and guidance to repair and refurbish their homes. | |
| Expected results | Activities planned |
| Families are able to refurbish and repair their homes through locally appropriate tools and materials/clean-up kits. | <ul style="list-style-type: none"> • Assess and identify beneficiary communities and families, prioritizing families who have lost homes or who have had their homes severely damaged. • Mobilize and procure appropriate shelter materials following Federation procurement standards, and distribute them to identified families. • Ensure that families are able to organize/mobilize refurbishment of their own homes. • Provide guidance on refurbishing homes to be safer, more storm- and flood-resilient where appropriate. • Carry out ongoing monitoring and assistance to the families involved. |

Activities related to early recovery are still to be planned based on ongoing analysis of needs.

| Disaster preparedness | |
|--|---|
| Objective: Communities affected and those at risk to future disasters are supported through increased ability to deal with future calamities via enhanced disaster preparedness capacity. | |
| Expected results | Activities planned |
| Local PNRC chapters have improved equipment and training for staff and volunteers in disaster and preparedness. | <ul style="list-style-type: none"> • Train and equip 10 rubber-boat teams in search-and-rescue work. • Equip local chapters with 500 rubber boats and 150 life-vests for future search and rescue operations. • Equip PNRC headquarters with two land cruisers that will be specially geared for flood situations. |

Disaster preparedness efforts have been re-focused on needs in depth rather than on a wider but more superficial basis. Positive impact from this approach is anticipated to be more beneficial for those affected. As such, more study into the identification of priorities and areas of concentration is being done.

Chapters affected by Typhoon Ketsana are also bracing themselves for the approaching Typhoon Parma which is expected to make landfall on Saturday, 3 October. Members from national disaster response teams are already on-site and at the ready.

Logistics

The regional logistics unit in Kuala Lumpur has moved forward with the call for initial relief items, particularly 10,000 family kits. Each kit comprises two jerry cans, two mosquito nets, two fleece blankets, one hygiene parcel, and kitchen utensils. Further specifications on relief items needed are available on the mobilization table posted on [DMIS](#).

The charter of a 747-200 aircraft has been confirmed, and will depart for Manila with the complete 10,000 family kits within the next 72 hours.

There is also a request for an additional 5,000 family kits (for a total of 15,000 family kits) and be procured locally according to PNRC specifications, through contributions to this appeal.

A logistics delegate from the regional logistics unit will be deployed to Philippines on 3 October to provide support on a short-term basis. Longer-term support will follow in the coming weeks.

Donors are requested to [coordinate with the regional logistics unit](#) in Kuala Lumpur regarding outstanding needs. Shipping instructions will be provided to donors from the regional logistics unit in Kuala Lumpur, with a consignment tracking number to be issued before shipping any goods to the operation. Procurement of goods and transport can also be arranged through the regional logistics unit.

Communications – Advocacy and Public Information

Numerous interviews of the PNRC leadership with international and local media have taken place. The national society leadership has been advocating for multilateral contributions under this emergency appeal instead of in-kind donations. Response to this appeal will help facilitate operational costs and services when activities are being carried out.

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:

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