

Operations update



International Federation
of Red Cross and Red Crescent Societies

Philippines: Typhoons

Emergency appeal n° MDRPH005
GLIDE n° [TC-2009-000205-PHL](#)
Operations update n° 5
29 October 2009

Period covered by this Operations Update:
15 October to 28 October 2009;

Appeal target (current): CHF 16,286,096
(USD 16.1 million or EUR 10.8 million);

Appeal coverage: With contributions to date, the emergency appeal is 24 per cent covered in cash and kind; and 36 per cent covered, including pledges in the pipeline. Funds are urgently needed to enable Philippine National Red Cross (PNRC) to continue providing immediate humanitarian assistance to those affected by this disaster. [<go to the updated donor response report, or here to link to contact details>](#)

Appeal history:

- This emergency appeal was issued 23 October 2009 for CHF 16,286,096 (USD 16.1 million or EUR 10.8 million) for 18 months to assist approximately 110,000 families (550,000 people).
- A revised preliminary emergency appeal was issued 12 October 2009 for CHF 6,854,640 (USD 6.65 million or EUR 4.51 million) for nine months to assist 200,000 beneficiaries.
- The emergency appeal was initially launched on a preliminary basis 1 October 2009 for CHF 3,086,571 (USD 2.98 million or EUR 2.45 million) for nine months to assist 200,000 beneficiaries.
- **Disaster Relief Emergency Fund (DREF):** CHF 200,000 was allocated from the Federation's DREF to support the national society in initial response.



After water recedes all the paths turn into muddy trails.
FACT team at Quezon City (Photo: FACT)

Summary: Typhoons Ketsana (Ondoy) and Parma (Pepeng) struck the Philippines in quick succession on 26 September and 3 October respectively, wreaking havoc across Central Luzon, including the capital city Metro Manila. As of 28 October, the national disaster coordinating council (NDCC) reports 929 people killed and 89 others, still missing. To date, government figures report 33,771 houses have been completely destroyed, and 178,792 significantly damaged, while almost 9.4 million people (about 1.9 million families) across the country have been affected. The country is now preparing for the approaching tropical storm Mirinae, which has the potential to exacerbate already difficult conditions in Metro Manila and surrounding areas.

To date, cash and in-kind contributions have been received from American Red Cross, Australian Red Cross, British Red Cross, Canadian Red Cross/Canadian government, Danish Red Cross, Finnish Red Cross, German Red Cross, Hong Kong branch of the Red Cross Society of China, Irish Red Cross, Iranian Red

Crescent, Japanese Red Cross, Republic of Korea Red Cross, Luxembourg Red Cross, Monaco Red Cross, Netherlands Red Cross, New Zealand Red Cross/New Zealand government and Swedish Red Cross/Swedish government. Contributions have also been received from the European Commission's Humanitarian Aid Office (ECHO), the OPEC Fund for International Development and the Italian government.

On behalf of the Philippine National Red Cross, the International Federation would like to thank all partners for their quick and generous response to this appeal.

The situation

Typhoons Ketsana (locally known as Ondoy) and Parma (locally known as Pepeng) struck the Philippines in quick succession on 26 September and 3 October respectively, wreaking havoc across Central Luzon, including the capital city Metro Manila. The country is now preparing for the approaching tropical storm Mirinae. The latest storm has the potential to exacerbate already difficult conditions in Metro Manila and surrounding areas in southern and central Luzon, including the threat of more landslides and damage from storm surges. The Philippine National Red Cross (PNRC) is already stretched to its limits, and will face further pressure to respond. The situation is aggravated by the fact that the flooding caused by the two previous typhoons has not receded in many areas, and current projections indicate that the soil simply cannot absorb more water with very limited possibilities for run-off. This situation is expected to last for three more months, and the adverse conditions faced by a considerable portion of the affected population will therefore remain for the foreseeable future.

Approaching Typhoon Mirinae (locally named Santi) is approaching western Luzon with speed of 26 km/h. This typhoon is forecasted to make landfall on Saturday, 31 October.

The Philippines national disaster coordinating council (NDCC) reports the following details as at 0600 hours, Wednesday, 28 October 2009:

	Deaths	Injured	Missing	No. of people currently in ECs*	ECs	Homes destroyed	Homes damaged	Estimated no. of people affected by typhoons
Ketsana (Ondoy)	464	529	37	22,495 families (106,658 people)	312	27,731	127,928	986,456 families (4,843,819 people)
Parma (Pepeng)	465	207	47	3,258 families (14,892 people)	54	6,040	50,864	954,087 families (4,478,284 people)
Total	929	736	84	27,745 families (121,550 people)	366	33,771	178,792	1,940,543 families (9,322,103 people)

* Evacuation centres

The environmental health situation continues to be of serious concern with leptospirosis spreading in flood affected areas. The department of health's (DOH) regional office in La Union province announced on 27 October an outbreak of the waterborne disease in three towns, Bauang, Naguilian and Aringay, with a combined total of 100 cases, including nine deaths. DOH health personnel are distributing doxycycline to residents in affected areas. As of 26 October, the department of health has recorded a total of 2,158 leptospirosis cases nationwide, including 167 deaths. Leptospirosis specialists from the World Health Organization's global outbreak alert response network are now in-country and working with the department of health's national epidemiology centre to study the surge in leptospirosis cases in areas submerged in floodwaters caused by the typhoons. The study will focus on determining why many infected individuals have died and the complications that have accompanied this disease.

Coordination and partnerships

Within the Red Cross Red Crescent Movement, the PNRC is supported by the International Federation including the field assessment and coordination team (FACT), regional disaster response team (RDRT) members and partner national societies. Movement support in the Typhoon Ketsana relief operation includes operational capacity and the coordination of relief efforts. PNRC also coordinates and cooperates with national and local authorities. Regular coordination meetings are held with all Movement partners at operational level. On a weekly

basis, the International Federation meets with PNRC and partner national societies to coordinate all Movement activities.

Interagency Coordination

The cluster approach has been formalized whereby an International Federation cluster coordination team coordinates the interagency shelter cluster in support of the government of the Philippines. This team includes a coordinator (from American Red Cross), a shelter information manager (from Netherlands Red Cross), and a technical coordinator. For more information, click [here](#).

The International Federation is seeking contributions to support the activities of the coordination team through this emergency appeal. Federation representatives regularly attend interagency meetings and participate in cluster coordination mechanisms.

Red Cross and Red Crescent action

Overview

The emergency appeal was revised to accommodate additional needs arising following the impact of typhoon Parma, and to reflect assessments by PNRC with the International Federation’s field assessment and coordination team (FACT) and the regional disaster response team (RDRT).

In the period 23-25 October 2009, PNRC’s Laguna Chapter distributed non-food items (NFIs) to 1,426 families. Food items were distributed to 414 house-bound families in Lumban, Laguna, whose homes remain partially submerged in floodwaters.

To date, PNRC has provided food items to a total of 96,000 families in nine cities and six provinces. A total of 60,000 families have received non-food items, including hygiene kits to 15,340 families and cleaning kits to 5,000 families.

The International Federation’s field assessment and coordination team (FACT) has concluded its assessments and is finalizing the mission report and plan of action. Findings and recommendations from PNRC and FACT and regional disaster response team (RDRT) assessments formed the basis of the International Federation’s revised emergency appeal.

PNRC operation centre is monitoring the storm track while chapters in the forecasted track are prepared to support local government units in possible pre-emptive evacuations.

Progress towards objectives

Since the launch of the preliminary emergency appeal on 1 October, the planned objectives have progressed as follows:

Relief distributions (basic non-food items)

Objective: The quantities and quality of relief items distributed to the 30,000 affected families are appropriate, with distributions of basic household items (blankets, jerry cans, mosquito nets, buckets, kitchen sets, hygiene items, and sleeping mats) carried out according to assessment and selection criteria based on the identification of needs and vulnerable groups.

Expected results	Activities planned
<p>The immediate needs of typhoon-affected families living in evacuation shelters and damaged houses are met.</p>	<p>Working with logistics colleagues and PNRC counterparts:</p> <ul style="list-style-type: none"> • Continue with rapid emergency needs and capacity assessments. • Develop beneficiary targeting strategy and registration system to deliver intended assistance. • Manage a scale up of spontaneous volunteers to reach affected families and communities to meet temporary needs. • Distribute relief supplies and control supply movements from point of dispatch to end user. • Monitor and evaluate the relief activities and provide reporting on relief distributions. • Develop an exit strategy.

In the period 23-25 October 2009, the PNRC Laguna Chapter distributed non food item sets to 600 families living in three evacuation centres in Santa Rosa City, to 413 families at the San Pedro evacuation centre and to 344 families in Santa Maria. Food items were distributed to 414 house-bound families in Lumban, Laguna, whose homes remain partially submerged in floodwaters.

The second round of non-food item distributions is planned for the week commencing 1 November 2009, pending finalization of the distribution plan (see below).

Chapter	Target	1st Round	2nd Round	3rd Round	4th Round
Quezon City	2,842	2,842			
Pangasinan Chapter	3,000		1,300	1,000	700
Bulacan Chapter	2,000		1,657	343	
Laguna Chapter	6,000	5,200	800		
Rizal Chapter	6,000	1,815	1,606	1,000	1,579
Pampanga Chapter	1,000			1,000	
La Union Chapter	2,000			1,000	1,000
Nueva Ecija Chapter	2,000			1,100	900
	24,842	9,857	5,363	5,443	4,179

A total of 5,000 locally purchased washing buckets were supplied by German Red Cross to the PNRC warehouse on 25 October.

Health and care

Objective: The health risks of the affected population are reduced through the provision of preventive, community-level and curative services to some 13,000 families (65,000 beneficiaries).

Note: For figures on hygiene promotion, please refer to the activities outlined under the water and sanitation sector.

Expected results	Activities planned
<ul style="list-style-type: none"> Health risks of the affected population are further assessed. Affected people in communities hit by the typhoon have received appropriate medical services. Communities have received appropriate referral services for the most vulnerable patients. Affected communities are supported to develop social resilience. 	<ul style="list-style-type: none"> Working with the appropriate health authorities, assist in assessing the basic mortality and morbidity in the population as a result of the emergency and utilizing the obtained information in analysing assessment findings. Working with the appropriate health authorities, assist in assessing the health risks of the affected population in terms of health services, prevention, health needs and risk of communicable diseases. Carry out health promotion activities (linked with hygiene) to affected communities, in coordination with water and sanitation support, through 25 health promotion teams, supported by information, education and communication materials. Provide medicines through 50 essential drug kits (procured locally through the WHO procurement standards), 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. Establish a 60-bed medical post to support local hospital. Support medical referral systems for malnourished patients, including children, pregnant women and other vulnerable groups. Support to PNRC to provide psychosocial support to vulnerable communities, volunteers, and staff.

In Pangasinan which was affected by Typhoon Parma, the local PNRC chapter conducted a critical incident stress management process with 55 participants.

Water, sanitation, and hygiene promotion

Objective: The risk of waterborne and water-related diseases has been reduced through the provision of safe water, adequate sanitation as well as hygiene promotion to 45,000 families (or 225,000 beneficiaries).

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"> • Assess the basic water, sanitation and hygiene promotion and likelihood of water and sanitation-related diseases in the affected population. • Address water, sanitation and hygiene priorities among people living in selected evacuation centres, with special emphasis on the needs of women and children. • Survey the availability of safe drinking water for people living in evacuation centres. • Provide water containers and purification tablets to 125,000 people (15,000 families) in particular need, for one month (these will be included in the non-food item packages). • Provide 45,000 people (9,000 families) with potable water with the provision of water bladders at targeted evacuation centres. • Provide emergency latrines for a beneficiary group of 45,000 people (9,000 families) (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 volunteers in selected shelters and respective communities supporting safe return. This will be carried out in three rounds (15,000 people per round) over the duration of the operation. • Coordinate with the water, sanitation and hygiene (WASH) cluster and maintain regular reporting/feedback. • In collaboration with appropriate government authorities, assist in conducting water quality testing. • Participate in the treatment of water for vector control. • Distribute water purification tablets to complement hygiene promotion activities. • Conduct vector control and prevention measures. • Conduct waste disposal and drainage clearing measures.

PNRC continues to service and supply water for 11 water bladders still operational at evacuation centres. Water bladders are taken out of operation as evacuation centres close. PNRC installed one T11 modular water tank in Marakina to serve those affected.

The 45 portable toilets (portalets) installed in evacuation centres in areas affected by Typhoon Ketsana are still in operation. PNRC has constructed eight permanent latrines with four water points at Nangka Elementary School which is being used as an evacuation centre.

With support from the International Federation, German Red Cross and Spanish Red Cross, PNRC has commenced hygiene promotion activities in Rizal and Laguna with training in health and hygiene promotion for PNRC health volunteers and community health workers. In total, 150 volunteers will be trained to promote health and hygiene messages to 15,000 families. Hygiene promotion activities have commenced in Santa Cruz and Pila, Laguna.

Shelter

Objective: Some 16,500 affected households have safe and adequate shelter and settlement solutions through the provision of locally appropriate materials and guidance on improved building techniques.

Expected results	Activities planned
<p>Improved shelter conditions at evacuation centres and informal settlements for families with severely damaged, inundated and destroyed houses.</p>	<ul style="list-style-type: none"> • Assess the extent of the shelter needs and preferred shelter solutions. • Provide acceptable shelter conditions for persons unable to return to their dwellings in the short term. • Construct 6,500 transitional (typhoon and cyclone-resistant) shelters with latrines for entirely damaged/destroyed houses and repairs to some 10,000 partially damaged homes. • Enable the provision of safe and adequate locally appropriate shelter solutions through appropriate programming methods. • Promote safe and durable shelter where possible through the provision of technical assistance and guidance to all involved in the shelter activities. • Ensure shelter and settlement programming includes access to required water and sanitation services. • Incorporate linked livelihoods initiatives where possible, to maximize the potential economic benefits of the shelter programming. • Promote increased awareness and understanding of typhoon resistant construction and safe and adequate shelter response programming with the national society and affected communities, including advocacy with the government for access to appropriate land sites. • Carry out ongoing monitoring and provide assistance to the families involved.

Assessments and negotiations with local government authorities (local government units - LGUs) are underway to identify suitable land sites for shelter construction. Red Cross shelter activities will only support shelter activities where beneficiaries have voluntarily opted for relocation, and will provide advocacy in support of voluntary relocations. Assessments of locations of greatest need will draw upon needs analyses also undertaken by the shelter cluster (see below).

PNRC is experienced in delivering shelter activities and developed a typhoon-resistant housing concept together with the International Federation, which will be applied in this operation. Further, an integrated approach will be adopted so that new houses will be equipped with sanitation facilities, and livelihood inputs will be applied according to need. This integrated approach links with the appeal's early recovery and livelihoods objective.

Shelter Cluster: needs and response analysis (22 October 2009) Total expected houses damaged by Ketsana (Ondoy) and Parma (Pepeng)

- Data is based on national disaster coordinating council (NDCC) data dated 20 October 2009, and national bureau of statistics census 2007, and DSWD DROMIC update of 21 October 2009, Typhoon Pepeng.
- Population data is not 100 per cent complete
- As damage data is not comprehensive, the shelter cluster has calculated the additional damage based on the average damage per capita per province. In the national capital region (NCR) the calculated number has been reduced by 50 per cent with re-checking and confirmation of most of the data following Typhoon Ketsana/Ondoy.
- It is expected that projected damage will be 20 per cent total damage, 80 per cent partial damage.
- Region IX has been removed from the list, since it has suffered little impact.

Region	Provinces	(1) Total damage	(!) Partial damage	Projection damage Shelter Cluster	Total shelter need	(1) + (3) HH in EC's	(1) + (3) FAM out EC	Total IDP fam	(2) Population
CAR	Abra, Apayao, Benguet, Kalinga, Mt. Province	962	6.309	567	7.838	0	0	0	1.064.956
I	Ilocos Norte, Ilocos Sur, La Union, Pangasinan	3.347	22.000	55.318	80.665	484	0	484	3.802.301
II	Cagayan, Isabela, Nueva Vzcaya	1.480	16.300	3.592	21.372	0	6.599	6.599	2.665.476
III	Aurora, Bataan, Bulacan, Nueva Ecija, Pampanga, Zambales, Tarlac	627	702	1.346	2.675	11.403	91.103	102.506	4.693.701
IV-A	Batangas, Cavite, Laguna, Quezon, Rizal	12.367	22.430	26.678	61.475	26.602	22.922	49.524	10.384.021
IX	Zamboanga del Sur	10	45	0	55	0	10	10	0
NCR	* See below	12.480	52.888	12.991	78.359	7.028	90.838	97.866	10.116.772
V	Catanduanes, Sorsogon, Camarines Sur, Masbate	23	1.926	0	1.949	0	45	45	467.264
VI	Negros Occidental	193	882	0	1.075	0	0	0	617.851
XII	South Cotabato, Sultan Kudarat	37	75	0	112	0	499	499	253.804
Total		31.609	123.627	100.492	255.728	45.517	212.016	257.533	24.047.240

* City of Manila, Kabayan, Kabugao, Kalamansig, Las Pidas City, Makati City, Malabon City, Mandaluyong City, Marikina City, Muntinlupa City, Navotas City, Palimbang, Paradaque City, Pasay City, Pasig City, Pateros, Polomolok, Quezon City, San Juan City, Taguig City, Valenzuela City

Early recovery and livelihoods

Objective: To protect the food security and livelihoods of up to 6,500 families (35,000 of the most vulnerable affected people).

Expected results	Activities planned
<ul style="list-style-type: none"> Improved food security for the most vulnerable of the affected population. Increased livelihood opportunities to supplement coping mechanisms for those households and communities that are reliant on paddy agriculture, fishing, or livestock (until the resumption of their main productive activity). 	<ul style="list-style-type: none"> Assess the extent of the shelter needs and preferred shelter solutions. Provide acceptable shelter conditions for persons unable to return to their dwellings in the short term. Construct 6,500 transitional (typhoon and cyclone-resistant) shelters with latrines for entirely damaged/destroyed houses and repairs to some 10,000 partially damaged homes. Enable the provision of safe and adequate locally appropriate shelter solutions through appropriate programming methods. Promote safe and durable shelter where possible through the provision of technical assistance and guidance to all involved in the shelter activities. Ensure shelter and settlement programming includes access to required water and sanitation services. Incorporate linked livelihoods initiatives where possible to maximize the potential economic benefits of the shelter

	<p>programming.</p> <ul style="list-style-type: none"> • Promote increased awareness and understanding of typhoon resistant construction and safe and adequate shelter response programming with the national society and affected communities, including advocacy with the government for access to appropriate land sites. • Carry out ongoing monitoring and provide assistance to the families involved.
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Disaster preparedness

Objective: Communities affected and those at risk of future disasters are supported through increased ability and resilience to deal with future calamities via enhanced disaster preparedness capacity.

Expected results	Activities planned
Local PNRC chapters have improved stock of essential items and training for staff and volunteers in disaster response.	<ul style="list-style-type: none"> • Reinforce PNRC emergency response procedures and contingency planning. • Procure 15 rubber boats and train PNRC teams for search-and-rescue work. • Equip local chapters with 850 rubber boots and 500 life-vests for future search and rescue operations. • Equip PNRC headquarters with two land cruisers that will be specially geared for flood situations. • Review the existing disaster assessment procedures with a focus on strengthening chapter participation in disaster management and support. • Enhance the preparedness for future disasters through the provision of technical materials and support the PNRC. • Conduct on-the-job training for PNRC recruits in logistics-relief, fleet management and procurement. • Implementation of integrated community-based disaster preparedness activities (early warning; hazard mapping, identification of safe havens and exploring adapting existing structures, etc.) through a scaled-up community based volunteer mobilization and training strategy linked to sustainable approaches to branch development. • DP stock replenishment (quantities and items to be confirmed with the PNRC).

Logistics

An updated mobilization table is available on DMIS. For now all items on the mobilization table are covered, with some remaining quantities indicated to be procured locally. The operation continues to seek cash to cover these items to be procured locally.

Local procurement activities are ongoing and have been strengthened by an expanded logistics team which now includes an International Federation logistics delegate, an RDRT logistics officer and an RDRT warehouse management officer, all of whom arrived the week commencing 19 October 2009. The logistics delegate from the International Federation's regional logistics unit in Kuala Lumpur concluded the mission to this operation on 27 October 2009.

Donors are requested to coordinate with the regional logistics unit in Kuala Lumpur regarding outstanding needs. Shipping instructions will be provided to donors 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

In the early stages of this emergency and as each new storm has approached the Philippines, media interest has been high. Interviews regarding both response and preparedness have been led by PNRC representatives on almost every occasion, with nearly 200,000 media impressions having been achieved for Typhoons Ketsana and Parma alone.

A professional photographer has just returned from the Philippines with images and extended captions that will be available shortly for use around the world. Moving forward, the steady flow of information between the field and other major stakeholders will support the programme objectives of this emergency appeal, increase the profile, funding and other support for the national society and the International Federation, and provide a platform on which to advocate in the interests of vulnerable populations. In close collaboration with PNRC and the International Federation operation, those affected by this emergency will be provided with information to support their relief and recovery.

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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