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Emergency appeal operation update Philippines: Typhoon Haiyan

 International Federation
of Red Cross and Red Crescent Societies

Emergency appeal n° MDRPH014 GLIDE n° TC-2013-000139-PHL Operation update n°2 26 November 2013

Period covered

16 November to 23 November 2013

Appeal target (current):
CHF 72,323,259

Appeal coverage: To date, the appeal is 19 per cent covered with hard pledges, in cash and kind. Additional donations are urgently needed to enable Philippine Red Cross to meet the needs of affected families.

[<click to go to donor response list or link to contact details>](#)

Appeal history:

- This emergency appeal was launched on a preliminary basis on 12 November 2013 for CHF 72,323,259 (about USD 78,600,372 or EUR 58,649,153) to assist 100,000 families (500,000 people) within 18 months. This includes CHF 761,688 to support IFRC's role in shelter cluster coordination.
- CHF 475,495 was allocated from the International Federation of Red Cross and Red Crescent Societies (IFRC) Disaster Relief Emergency Fund (DREF) on 8 November 2013 to support the National Society in undertaking needs assessments and delivering immediate assistance to affected people.
- This operation update provides an overview of the situation, progress made in relief and operational challenges.

Summary

Over two weeks since Typhoon Haiyan (locally known as Yolanda) hit the Philippines, national and international emergency relief assistance has been reaching many of the most affected communities. A total of 29 Philippine Red Cross (PRC) chapters in the affected areas have been operational from the start, supported by an additional 14 chapters from across the country. Large numbers of volunteers are rotating in to the affected areas, to assist with the intense relief operation being carried out tirelessly by PRC chapters. Distributions from preparedness stocks and with items donated from the public and private companies are on-going across the affected areas, supported by both IFRC and the International Committee of the Red Cross (ICRC) in their agreed priority areas. To date, PRC has provided more than 36,135 families with food (dry



Distribution of relief items in barangay Anonang Norte, in the city of Bogo, Cebu island. Photo: Jarkko Mikkonen/Finnish Red Cross

packages and hot meals), and have started distributing hygiene kits, as well as conducting health/hygiene promotion activities, reaching more than 19,000 people thus far.

The past week has seen a clear ramping-up of IFRC operations covered under this emergency appeal. Eleven emergency response units (ERUs) and 23 field assessment and coordination team (FACT) members have been deployed to the Philippines. Most ERUs are now operational, with the remaining ones expected to be so over the coming days. IFRC distributions in support of PRC have begun over the reporting period, and are scaling-up from three operational hubs, as more relief items arrive from IFRC warehouses in Kuala Lumpur and Dubai.

Distribution of non-food items (NFI) to communities in North Cebu has reached 3,198 families over the past few days. The pipeline is running more smoothly to Tacloban and to the distribution hub in Ormoc, and is expected to be supplying relief teams in Panay over the coming week.

Indeed, ERU activities have been hampered to date by the logistical challenges in simply getting relief supplies through to the main relief distribution hubs, located in Ormoc (Leyte), and Iloilo (Panay). North Cebu can be reached by road, and has been less problematic. The airport in Cebu, which is the main entry point for most relief goods, is proving to be a huge bottleneck. A full-time ERU Logs AirOps Coordinator is co-located with the Philippine One-Stop Customs Office at Cebu airport, to facilitate movement and entry of goods. In addition, transport to and from the islands (and particularly to Leyte) is heavily congested, further delaying delivery of NFI onwards to the relief teams.

The two basic health care (BHC) ERU – which are each designed to serve a population of 30,000 - fully operational since 21 November, and over the course of two days, have treated or admitted 173 patients. The M15 ERU, based in Tolosa on the coast south of Tacloban began producing 60m³ of water per day from 21 November, with PRC trucking the water to Tacloban and communities along the coast. The mass sanitation module (MSM) ERUs have been assessing sanitation needs, particularly in evacuation centers in Tacloban, as well as in North Cebu together with the BHC unit located in Maya.

The newly-established PRC Operations Centre in Cebu is functional, and houses operational staff and volunteers working on the Typhoon Haiyan response. Operational field hubs in Tacloban and Maya (North Cebu) are in the process of being established, with IT/logistics support. The Danish Red Cross base camp is finalizing land lease arrangements and preparing a site in Tacloban for PRC staff and volunteers and international delegates.

Although humanitarian aid is now reaching many of the affected communities, concerns remain for some of the hardest hit areas - in particular, for more remote communities in the small island chains to the north of Cebu and Panay which are much harder to reach. PRC chapters and IFRC FACT team members are therefore continuing to assess needs for emergency relief and shelter, and widening out from field bases to access some of these less populated, but no less affected, areas.

It is nevertheless clear that many communities are already moving into the recovery phase, and the primary focus is now on shelter. People can be seen trying to repair their homes with whatever materials they have at hand. The IFRC is working together with PRC to determine how best to support these recovery efforts, beyond the provision of emergency shelter items, such as tarpaulins. Immediate priorities are for shelter tool kits or shelter kits, roofing kits, and solar lamps. The IFRC FACT cash transfer team, having arrived in-country last week, has begun to undertake market analyses, in which areas cash could be a viable solution. Very initial observations from various sources indicate resilient markets and remittance options for cash programming in many of the affected areas. There may also be a need to import roofing materials, and this is also being assessed. Mid- and longer-term recovery plans are now being developed, to cover livelihoods (including cash programming) and more permanent shelter needs. Despite the resilience being shown by the local people, the extent of devastation and related needs should not be underestimated.

The situation

Typhoon Haiyan (locally known as Yolanda) – the strongest typhoon ever to hit the Philippines – smacked into Central Philippines on Friday 8 November 2013, with maximum sustained winds of 235 kph and gusts of up to 275 kph. It made initial landfall in Guiuan (Eastern Samar), then tracked across Visayas, making multiple landfalls on the islands of Leyte, Cebu, Bantayan, and Panay before heading to northern Palawan, and exiting to sea, west of the Philippines.

Although Tacloban City, in the province of Leyte, was the hardest hit, the effects of Typhoon Haiyan have been strongly felt in a number of other areas as well, in particular Guiuan (Eastern Samar) where the storm first made landfall, the northern tip of Cebu and Bantayan Island, Negros Occidental and Oriental, Panay and Palawan. Other affected areas include, but are not limited to, the provinces of Northern Samar, Samar, Southern Leyte, Bohol, Guimaras, Masbate, Biliran, Romblon and Mindoro.

The humanitarian impact of the typhoon has been massive, due to the deadly combination of powerful winds, heavy rains, and tsunami-like storm surges which wiped out a number of coastal towns and cities – most notably Tacloban. Although the actual impact of the typhoon varies from one affected area to another, the overall effect has been the same: families have been devastated, buildings and infrastructure have been destroyed, and whole communities disrupted – some of them (primarily along coastal areas) completely so, due to the powerful storm surge, while others have suffered more wide-spread wind damage. Lives and livelihoods have been affected at all levels: homes, health facilities and schools destroyed, fishing fleets washed out to sea, crops torn up, and agricultural land flooded.

Given the scope of the disaster and the corresponding intervention required, on 11 November 2013, the President of the Philippines issued Presidential Proclamation No 682, declaring a state of national calamity, and indicated that the country would accept international assistance. As a result, a massive emergency operation by the authorities and in-country partners has been underway, focusing initially on relief, health and shelter, as well as on the provision of clean water where needed.

According to the update released on 23 November 2013 by the Philippine National Disaster Risk Reduction and Management Council (NDRRMC) a total of 2,157,529 families (10,009,000 people) were directly affected by Typhoon Haiyan, in 10,724 barangays across 44 provinces, in 575 municipalities and 57 cities. National authorities are still up-dating overall casualty figures, which now stand at 5,235 people killed, 23,501 injured and 1,613 missing (NDRRMC, 24 November 2013). The total number of displaced families stands at 906,090, of which 74,842 families are housed in 1,328 evacuation centres.

However, only two weeks after the disaster, the Filipino people are demonstrating their resilience, and it is clear that the focus is already shifting towards early recovery in many areas. The authorities in Cebu have indicated that they intend to halt relief operations to the north of the island, prioritizing food-for-work programmes. Field assessment teams and PRC chapters report that many families have started to return, and have begun clearing debris and rehabilitating their homes, using salvaged and/or whatever other materials they have in hand.

This is not to underestimate the scope and scale of this disaster. Tacloban remains devastated and there are few functioning services. Local authorities have begun debris collection, prioritizing key municipal services. Mains water supply is slowly being re-established, but potable water is not yet available. Electricity is not expected to be available for some months. Markets are not functioning in the city at this time.

In terms of shelter alone, the damage caused by the typhoon has been described as catastrophic. According to the latest government estimates, over 1.1 million houses have been damaged, about half of which have been completely destroyed. This constitutes five times the number of houses damaged in the Haiti earthquake in 2010.

It is also important to note that some of the more remote small island and inland communities are only just being reached, and it is anticipated that there will be as yet uncovered needs for emergency relief and shelter.

Overall, emergency health is no longer a key issue, due to the large influx of foreign and national medical teams into the affected areas, who have been working alongside existing Philippine health services. The government has assessed that emerging medical needs are no longer of the surgical and emergency care kind. As a result, the Philippines Department of Health (DoH) has just issued guidelines for foreign medical and surgical missions, stipulating that any future deployments are to be focused on public health, and must be approved by the DoH.

Access to the worst affected communities proved near impossible during the first week following the disaster, due to debris and infrastructure damage, which made roads impassable, and many of the airports and ports unusable. This delayed both emergency relief provision and assessments for some days, although the situation has improved considerably since then. However, there remain huge logistical challenges in receiving and dispatching relief goods: the airport at Cebu is proving to be a serious bottleneck; this is compounded by the congestion of transport to and from the affected islands, which is also affecting access.

What is clear is that needs are evolving at a fairly rapid pace, and are expected to change. There continues to be a lot of population movement from the affected areas into urban centers such as Cebu City and Manila, as well as back in. As many foreign emergency response teams rotate out, and as large numbers of NGOs become operational, PRC and IFRC will continue to monitor and assess the situation, and adjust operations accordingly to ensure that evolving needs are met and gaps filled.

Coordination and partnerships

Movement coordination

Since the disaster struck, the Red Cross Red Crescent Movement operational coordination mechanism has been active, with PRC arranging meetings to brief IFRC, ICRC and Partner National Societies on its response plan and activities. Movement partners mapped out how they would collectively support PRC interventions, and a mutual agreement was reached in the days before the typhoon hit to have the ICRC and IFRC supporting PRC interventions in different geographical areas. A joint statement was signed by the PRC, ICRC and IFRC on Monday 11 November 2013.

PRC requested the support of its national and international partners to deliver assistance to the survivors of Typhoon Haiyan. The request took into account the fact that the National Society has in the past months been responding to multiple disasters – including typhoons and floods in Luzon, the crisis in Zamboanga and most recently the magnitude 7.2 earthquake that struck Central Visayas – and its capacity is stretched. In response, the IFRC, ICRC and other Red Cross Red Crescent Movement partners have committed to support PRC's efforts to ensure that assistance reaches those affected by Typhoon Haiyan.

The IFRC Asia Pacific zone office has been facilitating updates on PRC's response and planned activities to Movement partners who do not have in-country presence in the Philippines. An IFRC Movement coordinator is now based in Manila to further strengthen coordination. Besides the usual country team of delegates and staff, additional personnel have been mobilized to provide specific support for the PRC response to Typhoon Haiyan.

To ensure coordination and integrated planning and operations, the surge team has specialists based in both PRC headquarters in Manila and in the field. An early recovery adviser, international disaster response law adviser, information management specialist, operations management, human resources support and sector specialists are working closely with PRC in Manila to provide support and help with operational overview and coordination. Furthermore, an operations team, comprised of FACT and ERU members, is based at the newly-established PRC Operations Centre in Cebu. IFRC holds daily coordination meetings, co-hosted by PRC, open to all Red Cross Red Crescent partners, to share information and discuss operational developments.

Offers of direct support have been received from a number of Movement partners, through in-kind logistical support, the deployment of experts for surge capacity, the deployment of different types of emergency response units (ERUs) and/or cash contributions to the appeal. Many Partner National Societies have launched national fundraising appeals. The ICRC has brought in rapid deployment teams and has been coordinating with various National Societies for the deployment of needed expertise.

Hard pledges in cash and kind have been received by: American Red Cross, Austrian Red Cross, Belgian Red Cross (Flanders), British Red Cross, Canadian Red Cross/ Canadian government, Danish Red Cross, Finnish Red Cross, French Red Cross, German Red Cross, Hong Kong branch of the Red Cross Society of China, Icelandic Red Cross, Irish Red Cross, Japanese Red Cross Society/Japanese government, Korean Red Cross, Luxembourg Red Cross, New Zealand Red Cross/New Zealand government, Norwegian Red Cross, Spanish Red Cross, Swedish Red Cross, Swiss Red Cross, Taiwan Red Cross Organisation and The Netherlands Red Cross/The Netherlands government. Hard pledges have also been received from the European Commission Directorate General Humanitarian Aid and Civil Protection, the Italian Government Bilateral Emergency Fund, OPEC Fund For International Development, Saab Group (Sweden), UK Department for International Development, WHO Voluntary Emergency Relief Fund and private donors from France and The Netherlands. In addition to this, soft pledges have been communicated by many Partner National Societies, Mexican government and corporate partners.

Partner National Societies already operating in-country include Australia Red Cross, Finnish Red Cross, German Red Cross, Netherlands Red Cross and Spanish Red Cross. The National Societies of China, Indonesia, Iran, Malaysia, Singapore, South Korea, Czech Republic and Turkey have offered direct support to PRC in the form of health services, medical supplies, relief items and water distribution. The Swiss Red Cross has been working in-country on a unilateral basis.

The IFRC is coordinating more than 30 global employee fundraising campaigns for multi-national companies. The total of hard pledges to the appeal that have been confirmed with pledge numbers and in-kind donations numbers is 19 per cent as of 23 November 2013. See [donor response list](#).

Coordinating with the authorities

As an auxiliary to public authorities, PRC maintains a strong relationship with government bodies through participation or collaboration with the following: (i) NDRRMC; (ii) provincial, municipal and barangay (village) disaster risk reduction and management councils; and (iii) local government units. PRC is participating in NDRRMC meetings and is coordinating with DSWD and DOH, and NDRRMC at the provincial, municipal and barangay levels. Based on lessons learned from the Haiti Earthquake, and as part of its commitment to Humanitarian Diplomacy, IFRC deployed a Disaster Law expert to provide advice as needed to PRC and other Movement partners, to humanitarian partners and to the authorities as needed on early steps to facilitate and regulate international disaster relief.

Inter-agency coordination

PRC and IFRC are participating in the Humanitarian Country Team (HCT) meetings which are held on a regular basis. As the government has accepted international assistance, the HCT clusters have been activated for this response. PRC and IFRC are participating in relevant cluster meetings. IFRC is supporting PRC's coordination efforts by participating in other relevant clusters to which the National Society may not be able to send a representative – particularly at sub-cluster level linked to field operations, together with PRC chapters whenever possible.

Apart from being the co-lead of the emergency shelter cluster, IFRC is deploying surge capacity to support inter-agency coordination efforts so as to build synergies and avoid duplication. Among the cluster meetings that IFRC is participating or will participate in are the camp coordination and management (CCM) cluster, food security cluster, health cluster, water, sanitation and hygiene (WASH) cluster, logistics cluster, livelihoods cluster and the early recovery cluster. In addition, IFRC will play a prominent role in the cash working group, which it has supported to re-establish since July 2013. The IFRC recovery coordinator for Asia Pacific has been deployed to Manila to move the cash coordination agenda forward, among other roles. For more on clusters, see <https://philippines.humanitarianresponse.info/>.

Shelter cluster coordination

The shelter cluster in Philippines in response to Typhoon Haiyan has been convened by IFRC, in coordination with DSWD as the government lead. As co-chair of the shelter cluster, IFRC has deployed an inter-agency shelter coordination team (SCT) - see [website](#).

The Shelter Cluster continues to provide a coordination platform to ensure that the humanitarian shelter response is driven by agreed strategic priorities. With full-time dedicated shelter coordination capacity in Manila, Roxas, Tacloban, Cebu and Bohol, the Shelter Coordination Team (SCT) is holding regular meetings in these locations. In addition, cluster partners are supporting shelter coordination efforts in Guiuan, Ormoc and Borongan. The shelter coordination approach is to ensure a minimal presence in Manila and sustain dedicated shelter coordination teams in Roxas, Tacloban, Cebu and Bohol. Sub-hubs in Guiuan, Ormoc and Borongan will be managed either through the support of cluster partners or through the additional presence of full-time SCT members, depending on need, and report to one of the main hubs.

The SCT has been significantly strengthened in the past week with the arrival of ten additional staff. There are currently 15 full time staff exclusively dedicated to the task of cluster coordination, including the coordinator and hub coordinators, information managers, database managers, assessment coordinators, and technical coordinators. The Strategic Advisory Group (SAG) and Technical Working Groups (TWGs) are in the process of being established and functional at the national and hub levels. Some TWGs, on both shelter specific issues and inter-cluster topics, have already been established in some locations.

The range of information management (IM) products available to cluster partners is currently being redefined. An information management strategy will be established in the coming days with a clear definition of the IM products and their purpose.

The Shelter Cluster is significantly contributing to the conduct of the Multi-sector Initial Rapid Assessment (MIRA) coordinated by OCHA. The data collection ended on 22 November, followed by data analysis and report writing. In addition, a detailed inter-agency shelter assessment will start in the coming days, through the support of the REACH¹ team.

¹ See www.reach-initiative.org

On 21 November, the Shelter Cluster held a strategic meeting of donors and heads of agencies in Manila, to present the coordination arrangements for shelter, introduce the draft shelter strategy, and advocate for the shelter needs of the affected population in view of the limited funding levels to date. The estimated scale of the disaster back when the Haiyan action plan was drafted did not contemplate the extent of damage currently reported. Therefore, the potential gap in the humanitarian shelter response could be significant, if current funding levels remain low. One key request of the Shelter Cluster in coordination with DSWD is for the provision of in-kind contributions of CGI and hurricane straps, as well as band saws for processing salvaged coco lumber for shelter construction, in view of a likely significant gap in the local market to produce the required numbers needed for the response.

The Typhoon Haiyan draft shelter strategy is currently under review by shelter cluster partners in-country. It considers a range of shelter response options from emergency distributions of shelter materials and tools and household related NFIs, to support to self-recovery and the provision of core, transitional, host family and rental support, to the provision of shelter recovery assistance, house repair, cash or vouchers, salvaging and recycling of debris, accompanied with information, education and communication (IEC) for the promotion of build back safer principles. The different shelter response options are mapped against different displaced and non-displaced target groups, which require different kind of shelter assistance. Work on the revised Haiyan Action Plan (HAP) has already started.

Draft technical standards and guidelines have also been produced and are currently under review as an annex to the strategy. Several IEC materials on the use of tarpaulins and tents, site planning, and build back safer practices, have already been developed and are available for download and use at www.haiyansheltercluster.org. A map with staff in each coordination hub is available [here](#). A summary of key news on humanitarian shelter related issues in response to typhoon Yolanda (Haiyan) is also being regularly updated and accessible at <http://storify.com/ShelterCluster>.

Staff Health

A staff health delegate has joined the operations team in Cebu, following briefings and discussions with the IFRC Delegation in Manila. Once the base camp has been established in Tacloban, there will be a clinic offering staff both first aid and preventive measures. This will be aimed at both expatriates and national staff. The health briefing package has been updated several times to ensure that all delegates arrive well prepared. WHO has been warning of an increase of mosquitoes, and therefore the risk of vector-borne diseases like malaria and dengue fever is high. There is also a concern regarding poisonous snakes and leptospirosis.

All ERU and IFRC team leaders have been asked to create a medical evacuation plan for their respective areas. A template for the plan has been made available.

Red Cross and Red Crescent action

Based on its extensive experience in disaster management, as well as on preliminary assessments carried out by its Chapters, the Philippine Red Cross (PRC) determined early on that the response would require a large-scale humanitarian operation. The IFRC, ICRC and a number of other Red Cross Red Crescent Movement partners are supporting PRC's efforts, to ensure that assistance reaches those affected by Typhoon Haiyan.

Philippine Red Cross Society (PRC)

PRC has been responding tirelessly since Typhoon Haiyan hit. At present, 25 PRC chapters are actively responding, and the national headquarters is also providing considerable support.

In the hardest hit area of Tacloban, the PRC Leyte chapter has been making significant relief, health, welfare and water and sanitation interventions, as well as taking responsibility for retrieving and managing dead bodies – work that continues two weeks after the storm hit. The Leyte chapter has mobilized 744 volunteers, and the PRC national headquarters has sent a further 47 surge staff and volunteers to support operations there, along with 20 vehicles (including water tankers, ambulances and cargo trucks).

As of 24 November, there are 11 water stations (bladders and tap stands) functioning in Tacloban and surrounding barangays, which have dispensed 355,000 litres of water (with support from Spanish Red Cross water and sanitation ERU). Two health stations have been set up, providing medical advice and consultations to 1,787 people. In addition, 17,786 people have been reached with health and hygiene promotion messages, mainly for those living in cramped and overcrowded conditions within evacuation centres. PRC has

established 6 welfare desks across the city that provide a range of services, such as serving hot meals, giving guidance, PSP and responding to RFP/tracing messages. They have also been distributing relief goods, including 7,257 food parcels, and 1,100 jerry cans and hygiene kits to date.

Elsewhere across the affected regions, PRC has been scaling-up its relief distribution and welfare activities. Overall, 36,135 food parcels have been distributed to families, reaching an estimated 180,675 people. In northern Cebu they have distributed 3,500 tarps, 3,500 hygiene kits and 2,000 food parcels, and in the remote areas of East Samar (where the storm first made landfall) they have distributed food parcels to 1,913 families. The National Society has also set up 29 welfare desks, which provide one-stop services including restoring family links (RFL)/inquiry and psychosocial support. So far, up to 28,699 individuals have been assisted with this programme.

Table 1: Summary of relief and early recovery support by PRC (23 November 2013)

Support provided	Units delivered	Number of people reached or served
Food packages	36,135	180,675
Hot meals	20,187	8,081
Water stations (litres produced)	355,000	17750
Blood pressure measurement	220	220
First aid management	873	873
Referral services	473	473
Medical support	2404	2404
Hygiene kits (includes 4,500 from IFRC)	7,241	163
Health/hygiene promotion	19,526	19,526
RFL/ tracing / inquiry	28,699	28,699
Guidance and counselling	936	936
Psychosocial support	6985	6985

The PRC national headquarters (NHQ) in Manila has been providing considerable support to the wider operation. As well as the deployment of personnel, vehicles and equipment to affected areas, over 2,500 volunteers have worked to package thousands of food parcels that are being disseminated around the country. In addition, the HQ has received and responded to over 28,600 messages from people seeking information regarding family members and loved ones.

Distributions from preparedness stocks and with items donated from the public and private companies are on-going, and rapidly scaling-up across the affected areas, supported by both IFRC and the International Committee of the Red Cross (ICRC) in pre-agreed and distinct geographical areas. Larger-scale distributions of tarpaulins and other shelter items are also getting underway, as relief items arrive from IFRC warehouses in Kuala Lumpur and Dubai.

ICRC

ICRC has been focusing on distribution of food parcels and essential NFI, provision of drinking water, health care services, and restoring family links, together with PRC in the agreed areas of intervention.

Up to 22 November 2013, ICRC interventions have been as follows:

- On-going distribution of food parcels to 64,800 people in Guiuan, Mercedes, Salcedo, Balangkayan, Hernani and Victory Island.
- Upcoming distribution of food and essential household items to 8,500 people in Homonhon Island.
- Provision of about 86,500 liters of clean water, distributed to some 28,800 people in Guiuan, Basey and Marabut, through water tankers and installation of bladders and tap stands.
- Installation of a mobile water-treatment unit in Marabut and planned installation in two other areas over the coming days, until the restoration of water-supply systems in nearby affected coastal areas. On-going water supply system rehabilitation in all municipalities between Basey and Guiuan.

- Provision of three generators to the Guiuan Water Authority to enable functioning of three existing pumping stations. Fuel donated for a pump to operate, providing access to clean water for over 30,000 people.
- Medical supplies provided to Basey district hospital and rural health units in Lawaan, Balangiga and Giporlos, pending support in the repair of health facilities.
- Basic health-care units to be set up in Basey and Balangiga, with support from the Norwegian Red Cross and Finnish Red Cross; and mobile clinics for local inner communities in the coming days. BCH units teams (Finnish Red Cross and Norwegian Red Cross) are visiting the identified sites in Basey and in Balangiga and are conducting further assessments.
- Food sufficient for 15 days distributed to 37 inmates in two jails in Guiuan. ICRC is also assessing and, if necessary, will answer the needs in detention places in Eastern Visayas.

In addition, ICRC has been providing support to Philippine Red Cross personnel in putting relatives in contact with each other.

IFRC

Given the serious problems of access in reaching the affected areas up to a week following the typhoon (and in some cases, persisting at the moment of writing), PRC and IFRC decided to prioritize immediate assistance and coordination, with assessments occurring as part of field operations. PRC has a wide network of chapters, and extensive experience in disaster response. Their staff and volunteers have been invaluable in providing up-to-date assessments and needs analysis on an on-going basis, which is fed into their 24/7 operations centre at headquarters in Manila. IFRC is supporting PRC in the management of this information, through one of the FACT IM delegates, who is embedded with PRC's team.

This information has been complemented by field visits on the part of members of IFRC's FACT team to a number of the worst affected areas, as soon as access became possible. In addition, the various ERUs have been feeding into the overall picture, based on their own initial reconnaissance visits, and subsequently from their operational bases. All sectors have been providing multi-sectoral information, and collaborating closely.

Furthermore, one of the innovations of this operation has been in the use of information management, to assist in understanding needs, tracking operations, and providing detailed visual representation of the situation. An interactive map, created with the support of a global network of IM volunteers, provides an overlay of key data, including assessment of damage (based on 'before and after' satellite imagery), population figures and indicators of vulnerability. This has been proving invaluable in identifying areas of greatest need, as well as in tracking gaps, to better inform operational decision-making. As a direct result of this mapping, PRC and IFRC assessment teams are now travelling to smaller, harder-to-reach communities whose needs have so far been largely ignored.

Detailed assessments are underway in coordination with partners and other humanitarian actors along with the relief operation on the ground to further inform the plan of action (PoA). An emergency PoA and corresponding budget are being finalized, based on the detailed assessment findings and PRC's master plan will include the initial approach to the recovery framework.

A dialogue and coordination with PRC on a recovery approach is led by the APZ Recovery Coordinator. It is proposed that the PRC and IFRC will undertake a detailed recovery assessment with PNS support. The PRC supports recovery operations on a regular basis and has approaches and experience in areas of health, water and sanitation, shelter and livelihoods. This experience and local knowledge will guide and inform the recovery programme. The provision of emergency cash using PRC cash preparedness protocols by the operation is a very positive step.

The recovery assessment will inform both where recovery assistance should best focus, the most needed type of support, and provide a detailed set of recovery actions which will inform the detailed plan of action for the Typhoon Haiyan operation. The recovery assessment will be facilitated and resourced by IFRC and utilize PRC sector expertise, where it can be made available. Partner National Societies would be requested to support this process with technical expertise. Red Cross partners planning to support recovery operations would welcome common standards and approaches agreed with PRC to ensure effective and coherent efforts, resulting in successful recovery outcomes for those assisted and the PRC and Red Cross Red Crescent partners as a whole.

Much of the recovery assessment will use existing secondary data, reducing the need for primary data collection from the field. It will also identify the capacity building support to provide to the PRC chapters

allowing them to deliver a significant recovery programme including disaster risk reduction (DRR), climate change and integrating community resilience across all the sectors. The recovery assessment would directly inform the focus and strategy of the wider recovery programme of PRC and Red Cross Red Crescent partners, meeting the specific needs of the affected population.

Progress towards outcomes

PRC is taking the lead in implementing the current operation, with the support of IFRC, Partner National Societies, ICRC and in-country institutional donors. The overall plan at this point is to respond to the needs of 150,000 families initially with the support of all partners.

To boost service delivery and support field operations, IFRC has deployed 11 emergency response units (ERU), as well as a team composed of experienced disaster responders. The teams have started supporting PRC and the IFRC country team in mounting and running a major operation. A team comprised mostly of members of the Field Assessment and Coordination Team (FACT) roster (23 FACT members in-country) has grown rapidly, as the need for new areas of intervention, such as cash programming, have become evident. In addition, a substantial support service unit is increasingly functional, to ensure the smooth running of the operation.

Table 2: Surge Deployment

Team	Number of people	Supporting Red Cross Red Crescent Partners
FACT	23	Multiple
Logistics ERU	7	British
IT/Telecoms ERU	5	American and Danish
Basic health care ERU	13	Japanese
Basic health Care ERU	27	Canadian and Norwegian
Water and sanitation M15 ERU	6	Spanish
Mass Sanitation ERU	6	Austrian and Swedish
Mass Sanitation ERU	5	German
Relief ERU	15	American, French, Belgium, Netherlands, Luxembourg
Logistics ERU	4	Finnish and Danish
Base camp	3	Danish
IT/Telecoms ERU	4	New Zealand
RDRT	4	Malaysia and Indonesia



Spanish Red Cross water and sanitation M15 ERU operational in Tolosa, Leyte, about 30km south of Tacloban City.
Photo: Spanish Red Cross



Canadian/Norwegian Red Cross basic health care unit in Ormoc, located next to the district hospital.
Photo: Norwegian Red Cross

FACT location	Sectors / Function
Cebu	Operation Oversight Relief (2) Shelter Information Management Logistics WASH Shelter Health IT/Telecoms Relief Delegate Reporting Staff Health Cash (3) Support Services Coordinator
Manila	Information Management Logistics Health
Panay	Shelter
Tacloban	Shelter WASH

Through rapid assessments in Capiz, Aklan, Iloilo, Tacloban (and the surrounding area), North Cebu and Ormac, review of PRC assessment data and secondary information, the IFRC surge support teams along with PRC local chapter identified key operational areas to focus immediate support and will continue with more in depth assessments to establish longer-term response activities.

PRC and IFRC have a joint base of operations in the Operations Centre in Cebu City. Two satellite hubs have also been established; one in Tacloban, Leyte and one in Maya, North Cebu. To have the maximum impact and develop resiliency in these areas, IFRC will initially focus surge support, to a 30km radius around these hubs. This will also maximize the logistics, administrative and other support services resources. The estimated population in these areas is 1.5 million. Specific locations within these areas will be based on further assessments and recommendations by PRC. Shelter and relief support will be provided to PRC chapters throughout the operational area.

A third smaller hub will be built around the rapid deployment hospital in Ormoc. This hub will be shorter term and focus on emergency relief and medical care, initially for six to eight weeks. This may be extended after further assessment. These initial hubs are providing a focus of programme activities for surge and rapid scale-up over the coming weeks. Teams are now nearly all operational, and FACT team in coordination with PRC is also completing further assessments and gap analyses in Payan and outlying areas to ensure hard to reach areas are covered. Further operational zones may be added based on needs and operational space.

Prioritization of barangays and villages within these operational zones is being done in conjunction with PRC and based on selection criteria, including areas of need for capacity-building of PRC chapters.

A base camp (Danish Red Cross) is being set up in Tacloban, and will support PRC and IFRC operations by providing appropriate living and working conditions, including toilets, showers, a kitchen, offices, administrative units and IT/communications. The Danish Red Cross will also conduct an assessment as to whether the other operational units will need to be supported by a small base camp, or if there is enough infrastructure support for these teams.

See [map](#) of IFRC operations overview.

Relief (food, non-food and unconditional cash)

Outcome 1: Essential household needs of 100,000 affected families met within three months.	
Output (expected results)	Activities planned
Output 1.1: Affected families have access to essential food, non-food items and cash to meet immediate needs	<ul style="list-style-type: none"> • Mobilize volunteers and provide them with an orientation on the beneficiary revalidation process and distribution protocols. • Identify, register, verify and mobilize beneficiaries for distributions. • Distribute blankets (two per family) and sleeping mats (two per family) to 100,000 families (500,000 persons). • Distribute 10-litre jerry cans (two per family) for household-level water storage, 100,000 families (500,000 persons). • Distribute hygiene kits (one per family) to 100,000 families (500,000 persons). • Distribute treated mosquito nets (two per family) to 5,000 families (25,000 persons) in the province of Palawan. • Assemble market information to support emergency cash. Conduct rapid market assessments to address critical information gaps • Engage a suitable cash remittance service provider with a network in affected areas and capacity to disburse cash to 50,000 families (250,000 persons). • Disburse unconditional grants worth up to PHP 2,000 (about CHF 43) to up to 50,000 families (250,000 persons) through the remittance service provider to help meet additional needs. • Assemble market information to support emergency cash and conduct rapid market assessments to address critical information gaps • Conduct a post-distribution survey. • Monitor and report on distributions.

Relief

Progress

IFRC relief distributions of non-food items (NFI) in support of PRC's relief distribution plan have begun scaling-up over the past week, following initial delays due to access problems and congestion in the pipeline. Three relief distribution hubs have been established for logistical purposes: Maya (North Cebu), Ormoc (Leyte), and Iloilo (Panay). Members from the relief ERU team (American Red Cross, French Red Cross, Belgian/Netherlands/Luxembourg Red Cross) are working out of these hubs in support of PRC chapter operations, to fill gaps, attend cluster meetings, validate assessments, and integrate more vital information about relief needs of the community, as well as build capacity and share knowledge with PRC chapters. The relief ERU teams have been strengthened with four regional disaster response team (RDRT) members from Indonesia and Malaysia.

A collaborative effort has been institutionalized between PRC chapters and ERU team members, to initiate plans of action for distribution, as well as integrate and coordinate with other agencies, with a view to identifying gaps and refining distribution plans.

The first round of distributions was held in three communities in North Cebu. NFI distributions have also begun out of Ormoc, and the pipeline is now up and running. Distributions in Iloilo are expected to begin over the coming days, once relief items have been received. The team in Iloilo is currently carrying out rapid multi-sectoral assessments, with assistance from a FACT shelter team member.

Four major distributions have been held as of 22 November 2013, providing a total of 3,198 families with jerry cans (20-litre), hygiene kits and tarpaulins (1 per family).

All IFRC distributions in support of PRC are expected to be operational over the coming week, once the pipeline is up and running to all three hubs. Moving ahead, the relief team will be looking to validate beneficiary lists to ensure a clearly targeted beneficiary selection process.

Main constraints / challenges

- Delays in transportation of relief goods to the operational hubs, due to problems of access and congestion.
- Difficulties in communication with teams in the field due to multi-tasking, field visits, and limited communications facilities.
- Iloilo – difficulties in sourcing out local materials.
- Need for better sharing of assessment information.

Cash

A three-person FACT cash surge team arrived on 21 November and is based at the Operations Center in Cebu, with the Asia Pacific zone office recovery coordinator temporarily acting as cash-based programming (CBP) focal point in Manila to provide interface with PRC and Cash Learning Partnership (CaLP) coordination mechanisms in Manila. The cash surge team is working jointly with the CBP focal point of PRC.

The team has been working with members of the relief ERU team in Ormac, as well as with the FACT shelter delegate in Iloilo to obtain basic situational awareness and preliminary cash feasibility observations. In addition, discussions have been held with a delegate who implemented CBP previously in the Philippines.

The full cash surge team, including FACT, PRC, and the zone office recovery coordinator, plan to meet over the coming week to develop initial steps of additional rapid market and feasibility activities, and planning. This initial planning will be based on existing Philippines Red Cross standard operating procedures, systems, administrative agreements, experience, and priorities for cash based programmes. It will also be coordinated specifically with relief NFI and shelter programmes, and include beneficiary registration and communications efforts.

Upcoming assessment, planning and coordination activities will further inform and revise IFRC Plan of Action figures

Very initial and observations from various sources indicate resilient markets and remittance options in many of the affected areas.

Emergency shelter	
Outcome 2: The immediate shelter needs of 60,000 typhoon-affected families are met within four months.	
Output (expected results)	Activities planned
Output 2.1: Emergency shelter assistance is provided to families affected by the typhoon	<ul style="list-style-type: none"> • Identify volunteers and staff to support the operations and provide them with an orientation on the beneficiary revalidation process distribution protocols. • Identify and register families who will receive emergency shelter assistance and provide them with an orientation on the project, distribution process, and guidance on installing the tarpaulins and tents. • Distribute tarpaulins and fixing material such as rope and tie wire to 60,000 families. • Provide tents (one per family) for temporary accommodation of 5,000 families. • Undertake monitoring to ensure that assisted families have correctly installed the tarpaulins and tents.

Given the huge needs in shelter, and increasing priority in this area as many people start to rebuild and communities move toward recovery, the FACT team now comprises three shelter delegates, and a request has been submitted for three additional shelter RDRTs.

FACT shelter delegates are based in three different locations: at the PRC Operations Centre (Cebu), in Tacloban (Leyte) and in Roxas (Panay), and have been undertaking assessments. They will also be overseeing distribution of relief shelter items over the coming weeks. They will be joined by the RDRTs, who will be co-ordinating shelter activities at field level and providing technical support to beneficiaries on the correct installation of materials provided and on reconstruction of houses. As the technical capacity of PRC is low in the affected area, they may also support some basic training of volunteers.

The results of assessments carried out in all three areas show that shelter is one of the main priorities for the affected population. In a number of areas, people have started to rebuild their homes, using whatever materials are available – often of poor quality, and with inadequate building practices. In Tacloban, the destruction was complete and there is rubble everywhere. This is impeding reconstruction efforts. The availability of basic shelter material varies from one area to another. There is extreme vulnerability in some communities in North Cebu, and in Panay - in particular in the communities along the north-west coast where there has been very little assistance to date, and where the population (generally subsistence fishermen and farmers) have also lost their livelihoods.

Based on the assessments carried out to date, the main needs are for cleaning kits, shelter tool kits, personal safety material, CGI and other roofing material, cash for work, and technical support with a focus on 'building back better'.

The proposed shelter strategy is as follows:

Phase 1:

- provide emergency shelter as a first stage (tarpaulin)
- distribute shelter tool kits (one per family)
- distribute roofing kits or provide cash for shelter (mainly for roof repairs)
- provide technical support on the ground through trained volunteers and staff
- undertake an awareness-raising campaign on safe construction techniques or tips.

Phase 2:

- design and provide CORE shelters, mainly in Leyte, which can be expanded and improved at a later stage by beneficiaries;
- provide capacity-building to PRC staff and volunteers on shelter and safe building techniques.

Shelter interventions are already in the early recovery or recovery phases. It is clear that the population is very resilient, and needs to be supported in their self-recovery process, while at the same time aiming to reduce their vulnerability to further hazards.

Progress towards outcomes / main achievements

- Distribution of emergency shelter items has begun in North Cebu and has reached 3,198 families to date. Distributions in the other operational areas (Leyte and Panay) are expected to begin over the coming days, once additional items have been received.
- Shelter needs have and continue to be assessed in the three operational areas, to better inform operational decision-making.
- EIC material is being updated, along with beneficiary communications plans.

Challenges or constraints

- Delays in delivery of items other than tarpaulins in mobilization table, for distribution to affected population. Priorities are for shelter tool kits or shelter kits, roofing kits, and solar lamps;
- Lack of shelter counterpart at PRC to discuss and agree shelter strategies, building on NS capacity;
- No shelter-trained PRC volunteers in the affected area. Training will be key.
- Difficulty in sourcing quality materials in the local market in sufficient quantities;
- Delays in transport of materials to operational locations.

Emergency Health	
Outcome 3: Immediate health and psychosocial risks of 100,000 affected families reduced.	
Outputs (expected results)	Activities planned
Output 3.1: Community-based disease prevention and health promotion are provided to the affected population	<ul style="list-style-type: none"> • Mobilize PRC and community health volunteers. • Undertake surveys to determine baseline and end-line levels of awareness on priority infectious diseases in affected communities. • Produce and distribute information, education and communication (IEC) materials relevant for disease prevention and health promotion, and distribute to families in target communities alongside awareness/education campaigns. • Mobilize 100,000 families for the dissemination of relevant disease prevention, health and hygiene messages, and conduct activities to promote health.
Output 3.2: Target population is provided with rapid medical management of injuries and diseases	<ul style="list-style-type: none"> • Deploy two basic health care units, with stationary and/or mobile clinics and capacity for minor surgical procedures • Undertake rapid assessments for mobile outreach in affected communities. • Coordinate with health partners about curative health needs and appropriate response
Output 3.3: Gaps in medical infrastructure of the affected population filled	<ul style="list-style-type: none"> • Undertake assessments to identify five damaged health facilities in target communities. • Rehabilitate selected five damaged health facilities in target communities.
Output 3.4: Psychosocial wellbeing of affected communities and emergency responders is promoted	<ul style="list-style-type: none"> • Train/retrain psychosocial support providers. • Provide psychosocial support for up to 10,000 affected community members and responders involved in the operation. • Monitor and report on activities.

Destruction of health facilities has led to gaps in access to health care. About 50 per cent of staff in the health facilities are not able to work (dead/missing/injured/other). Just under half of the accessible health facilities in affected areas have been damaged and are not functioning. There are still facilities that have not been assessed due to difficult accessibility (Source: WHO).

During the early stages of the disaster, 70 per cent of people seeking health services were for trauma-related issues. While some trauma is still seen, health care needs are moving towards primary care services. Chronic diseases of particular concern in Philippines include hypertension, diabetes (possible inadequate supply of insulin), tuberculosis, renal failure (Source: WHO cluster).

Perinatal care has already been a priority issue in-country prior to the disaster. Nationally, up to 24,650 births are expected each month, of which 15 per cent are expected to have complications at the time of delivery (Source: WHO).

Mental health/psychosocial support has received less attention, but the needs are great.

With disrupted access to clean water, compounded by sanitation issues, community health messaging is of great importance.

Common communicable diseases in the area, such as leptospirosis and dengue, are being tracked. So far, there have been only reports of sporadic cases and no major outbreaks.

Progress towards outcomes / main achievements:

In support of the PRC emergency health response – please refer to Table 1 for details – two BHC ERU (each designed to serve at least 30,000 population for four months) are now set up and have been providing medical care since 20 November 2013:

- The Japanese Red Cross Society BHC ERU, located in the municipality of Daanbantayan, northern Cebu, is providing out-patients and mobile clinic services, given that the regional health centre was destroyed. To date, the unit has seen 152 patients over two days. It has also begun assessments of health care needs in the surrounding area. Community health initiatives will remain focused on epidemic prevention, and will also cover hygiene promotion and health advice, including mother and child health services.
- The Canadian/Norwegian BHC ERU (with support from the Hong Kong Red Cross), with surgical bed, is located in Ormac city, on the grounds of the District Hospital, which has been operation at on 20 per cent capacity due to damage from the typhoon. Over the first two days of the operation, 21 patients have been attended to, including seven deliveries and two surgeries. The team is also assessing needs for community health initiatives.

Three FACT health team members, and the psychosocial support delegate for Southeast Asia, are in-country to reinforce PRC health services in emergency assessments, planning and start-up of the health component of the response. They are also supporting operational coordination, sharing duties in Manila and Cebu.

Challenges or constraints.

- Multiple foreign medical teams have flooded into the affected areas, some without sufficient equipment, and without proper coordination with the Philippine authorities and/or UN Health Cluster. Although services of BHCUs are needed, allocation of space is difficult.
- The Philippines Department of Health (DoH) has just issued guidelines for foreign medical and surgical missions. The government has assessed that the emerging medical needs of the affected area are no longer of the surgical and emergency care kind. Any future deployments are to be approved by the DoH, and focused on public health.

Water and sanitation	
Outcome 4: Immediate reduction in risk of waterborne and water-related diseases in targeted communities	
Outputs (expected results)	Activities planned
Output 4.1 Continuous assessment of water, sanitation, and hygiene situation is carried out in targeted communities	<ul style="list-style-type: none"> • Conduct initial assessment of the water, sanitation and hygiene situation in targeted communities. • Continuously monitor the water, sanitation and hygiene situation in targeted communities. • Coordinate with other water and sanitation actors in target group needs and appropriate response.
Output 4.2 Daily access to safe water which meets Sphere and WHO standards in terms of quantity and quality is provided to the target population	<ul style="list-style-type: none"> • Deploy two water and sanitation module 15 ERUs. • Distribute safe water to the targeted affected population. • Conduct sessions on safe household water storage and treatment with follow up monitoring on the use of distributed items. • Demobilize water and sanitation module 15 unit.
Output 4.3 (i) Adequate sanitation which meets Sphere standards in terms of quantity and quality is provided to target population	<ul style="list-style-type: none"> • Deploy two mass sanitation ERUs • Conduct assessment to determine the sanitation needs of the targeted communities. • Select design for toilets based on consultation with targeted communities with considerations for safety, access for children and disabled, anal cleansing practices, national standards, and menstrual hygiene as well as environmental impact and sustainability. • Construct or rehabilitate toilets in targeted communities. • Support construction of 10,000 pour-flush latrines and septic tanks as integral components of transitional shelters. • Ensure that construction of 10,000 pour-flush latrines – as

	<p>integral components of transitional shelters – takes into account unique needs of people with disabilities, where required.</p> <ul style="list-style-type: none"> • Ensure toilets are clean and maintained, equip them with hand-washing facilities, anal cleansing material or water and menstrual hygiene disposals, and ensure they remain functional.
Output 4.3: (ii) Adequate water and sanitation which meets Sphere standards in terms of quantity and quality is provided to target schools	<ul style="list-style-type: none"> • Coordinate with local authority engineers and principals of identified 20 schools on the design of appropriate water and sanitation facilities. • Rehabilitate or construct water and sanitation facilities in 20 schools that were used as evacuation centres or were severely affected by the typhoon. • Support the 20 schools in forming water and sanitation committees to spearhead proper maintenance of the facilities.
Output 4.4: Hygiene promotion activities which meet Sphere standards in terms of the identification and use of hygiene items provided to target population.	<ul style="list-style-type: none"> • Conduct needs assessment to define hygiene issues and assess capacity to address problems related to the same. • Select target groups, key messages, and methods of communicating with beneficiaries (mass media and interpersonal communication). • Develop a hygiene communication plan, and train volunteers to implement activities from the communication plan. • Design/Print IEC materials. • Assess progress and evaluate results. • Engage community on design and acceptability of water and sanitation facilities. • Construct or encourage construction and maintenance of hand-washing facilities in targeted communities.
Output 4.5: Hygiene-related goods which meet Sphere standards are provided to targeted families within three months	<ul style="list-style-type: none"> • Mobilize volunteers and provide them with an orientation on distribution protocols. • Identify, register, verify and mobilize beneficiaries for distributions. • Distribute hygiene kits (one per family) to 100,000 families (500,000 persons). <i>(See also Outcome 1 on relief).</i> • Distribute 10-litre jerry cans (two per family) to 100,000 families (500,000 persons). <i>(See also Outcome 1 on relief).</i> • Determine whether additional distributions are required and whether changes should be made. • Monitor use of hygiene kits and water treatment products and user's satisfaction through household surveys and household water quality tests.
Output 4.6: Environmental sanitation improved	<ul style="list-style-type: none"> • Undertake real-time needs/capacity assessment and detailed revalidation to identify areas in need of debris clearing. • Identify and mobilize community members to participate in environmental sanitation activities. • Support clearing of debris, drainage de-clogging, and small-scale improvement of water and sanitation facilities in affected communities. • Coordinate with local authorities in ensuring the collection and proper disposal of rubble that cannot be recycled. • Assess the need and plan for vector control activities.

All three water and sanitation ERUs have now been deployed to the affected areas.

The Spanish Red Cross M15 has been set up in Tolosa, which is along the coastal area south of Tacloban – an area that was heavily affected by the tsunami-like surge associated with Typhoon Haiyan. Two members of the Mass Sanitation Module (MSM) 20 ERU members (German/Austrian Red Cross) are also located in Tolosa.

Water production started as from 21 November, producing 60m³ clean water per day. This is complemented by PRC water trucking to smaller communities down the coast south of Tacloban. An assessment of the Tolosa water system indicates that this is not expected to be re-established for at least another month.

An ERU warehouse and accommodation have been found in a school that will not be re-opened within the next months. MSM activities over the coming period are focusing on:

- Establishment of MSM-based Base Line Survey Questionnaire;
- Base line survey or if needed Multi Cluster Initial Rapid Assessment;
- Joint MSM/M15 operations with Spanish Red Cross;
- Hygiene promotion around water distribution points;
- Any additional MSM activities according to assessment findings.

In Tacloban, the PRC Chapter is carrying out extensive water and sanitation activities, supported by the ERUs. This includes the provision of 80m³ of drinking water to three evacuation centres, using three water trucks. Evacuation centres have also been equipped with bladders and tap stands. PRC owns the only functional fuel truck, and is receiving free fuel from an NGO. The two mass sanitation ERUs (German/Austrian Red Cross and Swedish/Austrian Red Cross) are undertaking assessments, with the following priorities:

- sanitation in evacuation centres,
- support to base camps,
- support to people who have not moved from urban Tacloban.

In addition, the MSM ERUs are undertaking joint operations with PRC water trucking and hygiene promotion around PRC water distribution points. Plans are underway to check water quality of distributed water in coordination with Spanish RC M15, as well as to undertake an evaluation of urban sewage treatment and sludge disposal.

An evaluation is also underway regarding the possibility of re-establishing the Tacloban and Tolosa municipal water distributions systems. If this looks feasible, then a request will be made for additional specialized ERU personnel.

One member from the Swedish/Austrian MSM also carried out a joint assessment of North Cebu together with the Japanese Red Cross Society BHC unit. They have concluded that the overall sanitation situation is unchanged from before the disaster, and that there are therefore no emergency sanitation needs to be met.

Early recovery – Shelter	
Outcome 5: 50,000 families have access to shelter and settlement solutions that will remain adequate until durable solutions are achieved.	
Output (expected results)	Activities planned
Output 5.1: 50,000 affected families have received shelter assistance as material and tools and/or cash grants to obtain their choice of shelter repair materials and tools, and have undertaken repairs satisfactorily	<ul style="list-style-type: none"> • Form shelter project teams that will lead identification and orientation of beneficiaries, including mapping construction skills and creating awareness on typhoon-resilient construction techniques. • Identify and register families that will receive shelter assistance and provide them with orientation on the project, distribution process, and typhoon-resilient construction techniques. • Identify a cluster of families (five families per cluster) that will receive shelter toolkits. • Provide shelter toolkits for 8,000 families (one kit for a cluster of five families). • Provide cash grants and/or shelter materials and tools worth PHP 10,000 (about CHF 213). • Through shelter project teams, provide beneficiary families with technical assistance to ensure that they undertake repairs applying safer construction techniques. • Conduct basic market research to establish prices of essential shelter materials, identify and map suppliers of shelter materials, and recommend potential suppliers/shops to beneficiaries.

	<ul style="list-style-type: none"> Undertake regular monitoring to ensure that the targeted families have completed repairing their houses and have observed safer shelter instructions received.
<p>Output 5.2: The target families have accessed adequate typhoon-resilient transitional shelter solutions that they can improve for durable habitation</p>	<ul style="list-style-type: none"> Form shelter project teams composed of local carpenters, masons, PRC volunteers and staff, engineers and IFRC staff/delegates. Undertake detailed sector-specific assessments for shelter to inform the selection of beneficiaries and prioritization by locality. Identify, verify and register affected families that will receive transitional shelter assistance. Validate that each selected family owns the land or has permission to rebuild on the land proposed, and that the site is outside the area demarcated as 'no build zone' by the authorities. Conduct advocacy for access to appropriate land sites to resettle affected families that are living within areas demarcated as 'no build zone' by the authorities. Where relocation sites are available, advocate for the authorities to undertake the basic site preparation, including site clearing, lot subdivision and demarcation, construction of roads, provision of piped water, and connection of electricity. Conduct market research to establish prices of shelter materials, identify and map suppliers of shelter materials, send out requests for quotations/tender documents, and undertake procurement of materials in line with existing procedures. Construct model houses in select localities to demonstrate better building techniques and provide beneficiaries with visual demonstration on how to construct their houses. Provide appropriate transitional shelter and latrine construction materials, and/or cash grants to obtain the materials, to 10,000 families whose houses were destroyed for them to rebuild using better building techniques with the help of their fellow community members. Mobilize three skilled workers per transitional shelter to support beneficiary families in shelter rebuilding activities on cash-for-work basis. Monitor construction works being undertaken by beneficiary families with the help of assigned skilled workers and fellow community members, and provide relevant technical assistance and guidance.

Early Recovery – Livelihoods

Outcome 6: Income earning capacity of 20,000 affected families restored within 18 months	
Output (expected results)	Activities planned
<p>Output 6.1: Typhoon-affected persons restore income earning capacity through self-designed livelihood solutions</p>	<ul style="list-style-type: none"> Organize participatory community sessions to select 20,000 families that will receive livelihoods assistance and provide them with an orientation on conditions they need to fulfil to receive the grants. Assemble market information from secondary data and through rapid market assessment to ensure availability and price stability of livelihood inputs Provide 20,000 families with PHP 10,000 grants in two instalments directly or through cash remittance to start the livelihood solutions outlined in their proposals Undertake regular monitoring to ensure assisted families have started the livelihood solutions and assess their progress.

National society service delivery capacity and disaster preparedness

Outcome 7: National society capacity to deliver sustainable services is strengthened.

Outputs (expected results)	Activities planned
Output 7.1: PRC volunteer, staff and institutional capacity to deliver sustainable services is increased through provision of training	<ul style="list-style-type: none"> Disaster management capacity development. Information management capacity development. Logistics capacity development. Technical skills training for staff and volunteers by each ERU. Utilize and update recently-developed cash preparedness procedures Enhance coordination with other actors involved CTP in the Philippines to encourage cross-institutional learning.
Output 7.2: PRC capacity for timely and effective disaster response in health, water and sanitation is strengthened through provision of equipment	<ul style="list-style-type: none"> Essential office equipment for five chapters. Rehabilitate two damaged chapter offices. Vehicles for three chapters of PRC. Provide water search and rescue training for 5 chapters of PRC.

Progress

- Collaboration with other agencies on market assessments and cash delivery systems is being further strengthened through the Philippines Cash Working Group and coordination support being provided by the Cash Learning Partnership (CaLP) and a three member FACT Cash team.
- PRC is recruiting an initial three new National Staff for cash transfer programming with the support of the IFRC.
- The zone recovery coordinator is being deployed to provide support to the in-coming cash team and strengthen coordination and information sharing on market and cash programming with other agencies.
- In consultation with its partners, early recovery plans and approaches of the operation are being reviewed and strengthened and will be reflected in the operational PoA and the revised appeal.
- Appropriate livelihoods recovery support is also being developed, building on PRC experience and key needs emerging from agency assessments.
- In addition to meeting the direct needs of affected people, this operation is and will increasingly support the enhancement of PRC's capacity to respond to multiple disasters and replenishment of disaster preparedness stocks. Details are available in Operations Update 1.
- Rehabilitation of a previously disused PRC warehouse building in Mandaue, Cebu is currently underway. PRC plans to use this as Regional Disaster Operations Centre in the future. The building is currently acting as the PRC Operations Center, and at the moment houses FACT/ERU and other IFRC and PNS personnel deployed as part of this operation. Basic offices have been set up, and plans are underway to re-establish water supply and electricity to the building. A large warehouse space is co-located on the premises, which acts as the joint PRC/IFRC warehouse for operational purposes.
- In support of reporting and data collection, one of the Fact Information Management Delegates has been embedded with PRC's Operations Centre in Manila, to work on streamlining their information management procedures and enhance capacity in this area.
- Detailed needs and ways to support PRC delivery capacity and disaster preparedness is being identified and will be reflected in the revised emergency appeal.

Logistics

Since the onset of the disaster, the IFRC global logistics service (GLS) has been mobilizing resources and delivering logistics support to the operation through its global units, primarily through the zone logistics unit (ZLU) in Kuala Lumpur and relief items airlifted from IFRC logistics hubs in Dubai and Kuala Lumpur. The logistics team on the ground is fully operational. The IFRC has opened a mobilization table ensuring the coordination of all Red Cross Red Crescent Movement members to support the needs identified by the teams on the ground.

The needs initially expressed have been completely covered by all in-kind donations from more than 27 National Societies.

Professional logistics support to the operation is being provided in accordance with IFRC standards, procedures and processes. Logistics response includes, but is not limited to, the following:

- Fully operational PRC warehouse and logistics hub for NFI in Cebu – shared between IFRC and PRC. This is being rehabilitated by the logistics ERU (British Red Cross) – see section on capacity-building. The PRC warehouse (3,000 m²), 12 km away from the Cebu airport, will be used for storage. PRC can provide as many volunteers as required for handling. PRC and IFRC are working together to manage arrival of local and international donations and despatch of goods for distribution.
- A site for warehousing has been secured in Ormoc - Leyte, to act as a small logistics hub for relief operations.
- Work is underway to secure a warehouse site for a logistics in Tacloban. However, there are no proper warehouses available in the operational area, as all buildings have incurred significant roofing damages.
- As of 25 November 2013, 17 flights have landed on the ground delivering relief supplies (vehicles, tarpaulins, jerry cans, hygiene parcels, blankets, family kits, IEHK, shelter kits, mosquito nets, family tents, warehouse tents) from Dubai and Kuala Lumpur logistics stocks and several NS's Emergency Response Units. Although airlifts have been used in the first weeks of the response there is now a gradual shift to sea freights departing from Mombasa, Kuala Lumpur and China. IFRC has received approximately 150 tonnes of relief goods and 200 tonnes of ERU equipment in Cebu, 50 per cent of this has been despatched to the field.
- ZLU in Kuala Lumpur is coordinating the mobilization of goods which to date includes donations from more than 19 National Societies and ICRC. ZLU has been reinforced with an experienced mobilization coordinator who is managing the pipeline. To ensure strong coordination of the response, all contributing national societies are requested to liaise directly with ZLU regarding shipping information. Shipments from outside the region for items available in GLS/virtual stock as well as shipments of unsolicited donations are strongly discouraged to avoid bottlenecks at the point of entry.
- The logistics set-up for the operation includes the British Red Cross ERU (seven people) and the joint Finnish/Danish ERU (five people), one logistics delegate and two FACT logistics experts. Candidates have been identified for logistics/procurement surge capacity in order to ensure that all local procurement of goods, services and transport are in line with IFRC procurement standards and procedures. A fleet coordinator is being deployed to take over management of the vehicles arriving on the ground. In addition, three RDRT logisticians have been identified to support the ERUs and the fleet. The reporting system is being defined to establish regular stock reports between the ERUs and the ZLU.
- To meet the high demand of jerry cans and tarpaulins, GLS has reserved large quantities with framework agreement suppliers. Additionally, GLS has launched tenders for hygiene parcels, tents, jerry cans, blankets and sleeping mats - to be able to place orders immediately as soon as funding is confirmed. Blankets and sleeping mats initially identified for local procurement will now be sourced through the ZLU as the local market does not provide the required capacity. Food parcels will be sourced locally and directly by the PRC.
- Cebu will be the primary logistics hub for this operation with sub-hubs planned for Tacloban and potentially Ormoc and Roxas.
- Two IT/Telecoms ERUs have deployed to Cebu (American/Danish Red Cross and New Zealand Red Cross). They have set up internet access in the operations warehouse, and are providing generator-based electricity to the premises, while longer-term solutions are being implemented. Members of the team are also in the process of setting up communications for operational bases and locations in Tacloban, Tolosa, and are working on connectivity for Ormoc.
- A joint PRC/IFRC radio room is being established at the Operations Centre in Cebu. A repeater and HF have been installed in Tacloban.
- A security delegate has arrived from Geneva headquarters, to develop operation-specific security rules and regulations. A mission order system for field movements has been put into place.

Donors who wish to cover items procured locally are requested to give earmarked cash instead of in-kind donations. Donors who wish to cover tents, tarpaulins, hygiene kits, and collapsible jerry cans should note that the items may be procured from stock from the ZLU warehouse in Kuala Lumpur, Malaysia. All donors interested in earmarking are requested to [coordinate with the ZLU](#). A mobilization table is available [here](#). The mobilization table will be revised in the coming days to reflect additional needs for the operation.

Challenges

- Logistics challenges are significant for response activities. Whilst the Philippines has prevalent trucking and ferry (passenger and vehicle) services, these services have been stretched beyond their limits with the extreme volume of humanitarian relief equipment and goods. Access to all affected areas is now possible by road and sea, with airports still highly congested, as this is now the preferred option of transport.

Public and beneficiary communications

Public communications

Strong and well-coordinated external communications support is being provided as an important part of this operation.

Typhoon Haiyan has continued to be headline news over the past week and the international aid effort has been in the media spotlight. Most major print and broadcast media maintained representatives in Tacloban, but the majority had departed by 23 November as the story dropped down the news agenda. The IFRC communications team has capitalised on this high interest. The Zone communications manager was based in Tacloban while the emergency communications delegate on secondment from the British Red Cross was situated in Cebu. They have now rotated locations. The IFRC's regional communications manager for East Asia was also drafted into Manila for a week to support the team. The Finnish Red Cross deployed a Field Communications Unit in bilateral agreement with PRC in the first days after the disaster and the unit has been working closely with and also serving the IFRC and the overall operation. Several other National Societies have also deployed communications delegates, mostly through their ERU's contributions. The communications strategy has been focused on proactively engaging with media on the ground, as well as responding to interview requests from overseas. This has resulted in high visibility for Red Cross operations on the ground across most major print and broadcast news media.

Media monitoring of leading English speaking media reveals that between Tuesday 19 November to Thursday 21 November, there were 388 mentions of the Red Cross included in coverage from AP, AFP, Reuters, France 24, The Guardian, Voice of America, amongst others. National media from countries where the respective national society is supporting the operation are continuing to visit and the communications team will be facilitating these visits in Tacloban and the surrounding area (for example, the Korean RC will be visiting with Korean news channel on 26 November). Longer-term issues such as shelter and livelihoods will be priorities for communications in the coming weeks.

During the week the key messages for the operation were refreshed together with facts and figures. These, with new audio-visual content have been shared with National Societies. The strategy going forwards will be to maintain a communications function in Tacloban to manage and facilitate media requests, and to plan a range of communications activities in the lead up to the one month milestone on 8 December.

Beneficiary communications

Without robust beneficiary communication, people lacking information lose perspective, lose hope, and often become frustrated, further complicating relief efforts. PRC, as part of its commitment to work in partnership with the people affected by the typhoon, intends from the outset to systematically embed beneficiary communication programming as a crosscutting function within its overall operational approach.

A FACT beneficiary communications delegate has arrived at the Operations Centre in Cebu, and is developing a plan of action for discussion with PRC. Systems or processes to capture and feedback from beneficiaries to respective programme sectors within this disaster will also be established. Very early indications from secondary data suggest that the information gaps to affected populations have been about food supplies, access to function markets and shelter. The PRC, supported by the IFRC are developing beneficiary communications response plans based on these needs.

Capacity of the National Society

PRC is the nation's largest humanitarian organization and is recognized by 'Republic Act No. 10072' – also known as 'Philippine Red Cross Act of 2009' – as an independent, autonomous organization auxiliary to the authorities in the humanitarian field. PRC works through 100 chapters covering all administrative districts and

major cities of the nation. In delivering services, PRC relies on a team of skilled, trained and experienced staff and volunteers with different areas of specialization. Currently, it has approximately 1,000 staff at the national headquarters and chapter levels, and approximately one million volunteers and supporters, of which 500,000 are active volunteers. Below the national headquarters level, a professional administrator, who doubles as the manager in charge of operations and administrative functions, represents each chapter of PRC.

In view of this appeal, PRC will be supported to cover costs for 30 staff in its disaster management department for the entire duration of the operation. Some chapters where extensive activities are planned under this operation will be supported to engage relevant staff/volunteers to support project implementation and monitoring. All volunteers engaged in the operation shall be covered by the IFRC volunteer insurance scheme.

Capacity of the IFRC

IFRC maintains a country office in the Philippines, housed within PRC's national headquarters. The office is headed by a country representative and currently has five delegates and eight staff supporting other on-going operations. The operations manager, logistics delegate and eight national staff (specializing in administration, communications and reporting, field support, finance, logistics, shelter, and water and sanitation) have taken on additional responsibilities related to this operation.

Considering this massive operation, a separate, significant operational team has been recruited to manage the operation and support PRC in monitoring and implementation. There is close coordination and technical cooperation between the operations managers and delegates – for this and other operations. From the very beginning of this operation, IFRC and PRC have ensured minimal disruption to the three existing Emergency Appeals (Typhoon Bopha, Floods and Typhoons 2013 and the Central Visayas Earthquake). IFRC has kept field delegates originally assigned to on-going operations in their relevant field assignments, to maintain progress. PRC has mostly avoided moving operational staff from existing operations.

Pending recruitment of the longer-term operations team, a FACT team and ERUs are now operational, supported a number of additional experienced disaster responders, deployed from Geneva and/or through the Asia Pacific zone office, to mount and run an effective operation. Furthermore, a base camp ERU is being established to serve the operational base in Tacloban City.

The IFRC Southeast Asia regional office in Bangkok and the Asia-Pacific zone office in Kuala Lumpur are providing technical and operational assistance in the following areas: communications; finance; health; logistics; operation coordination; resource mobilization; planning, monitoring, evaluation and reporting (PMER); shelter and water and sanitation.

Monitoring and evaluation

The IFRC is working to ensure continuous monitoring and reporting of the operation using its existing capacity in the country and the expertise of the delegates recruited to support PRC in this operation. Two FACT information management delegates and one FACT reporting delegate are working out of the Operations Centre in Cebu and Manila. In addition, PRC's on-going reporting needs are supported by a surge reporting delegate from the Delhi Regional Office.

A detailed emergency plan of action which will include the initial approach to the recovery framework and a monitoring framework is in development to ensure that issues are not only captured, but also fed back into operational decision making.

PRC and IFRC remain committed to improve the quality of their humanitarian programmes. As a contribution to meeting this commitment, PRC, supported by its partners, will capture lessons for this operation. In accordance with the IFRC framework for evaluations, a real-time evaluation will be conducted for this operation, followed by a mid-term and eventually a final evaluation. The recommendations of these evaluations will improve future programming.

The PMER units are supporting the ongoing operations and Haiyan operation with direct deployment of staff members and direct support from the Asia Pacific zone office in Kuala Lumpur. A senior staff member of the PMER unit in Asia Pacific zone office is deployed as surge capacity to the Haiyan Operation, while a PMER staff member from the the South Asia regional delegation is seconded to the Philippines delegation to deal with the reporting issues related to the other ongoing appeals. A PMER delegate seconded by the Canadian Red Cross has arrived in Kuala Lumpur and will be based in the Asia Pacific zone office for a initial period of two months.

Federation Wide Reporting System for the Typhoon Haiyan operation

In accordance with the IFRC Constitution and Strategy 2020, IFRC members have agreed to standards of accountability and to report collectively on performance. Strategy 2020 expresses a strong commitment to accountability and transparency and specifically the institutionalization of a Federation-wide performance management and reporting framework. Following this commitment and learning from the Tsunami operation and Haiti earthquake operation, the IFRC Asia Pacific zone office will start up a Federation-Wide Monitoring and Reporting System (FWRS) for the Typhoon Haiyan operation in the Philippines. Discussion between the IFRC and Partner National Societies (PNS) during the General Assembly in Sydney earlier this month indicated the willingness to start up a FWR system for the Typhoon Haiyan operation.

Building on the experience gained in the Tsunami operation and the Haiti earthquake operation, the PMER unit will assess the potential added value and define the necessary scope of a FWR system for the Typhoon Haiyan operation. Through a scoping mission, the Asia Pacific zone office will consider the willingness for joint planning, and the feasibility of FWR supporting this joint planning and coordination among Movement partners, including its role in contributing to more efficient use of resources and efforts. It will also define the expected role of FWR in supporting collective monitoring. The system will be used by all Red Cross Red Crescent societies involved in the response and will be coordinated by the IFRC secretariat. By demonstrating a consolidated picture of the achievements and outreach of the IFRC global network, FWR will also promote the collective capacity and accomplishments, uphold accountability and transparency, and support resource mobilization.

FWRS, especially in the early stages of a disaster response operation, is aimed at assisting the decision-making processes, especially those related to joint planning, elimination of gaps and duplication in services, and appropriate division of responsibilities. It is at this early stage of disaster response when FWRS can play its role as a tool to ensure maximum efficiency of the Red Cross Red Crescent response with the resources available.

A dedicated person will coordinate this collective monitoring and reporting system. The planning, monitoring, evaluation and reporting (PMER) unit is looking to recruit a coordinator to lead the FWRS based in Kuala Lumpur. In an operation of the scale of Typhoon Haiyan, the IFRC will have a team of two persons working on joint planning and the setting-up of a collective monitoring framework in the early stages of the operation. A delegate from the Americas zone office will be seconded for a short period to the Asia Pacific zone office to assist in the development of the programmatic part of the FWRS for the Philippines.

The ability to gather reliable data, monitor progress over time, and identify gaps or trends for internal decision-making requires a minimum commitment to collect programmatic data in the Philippines every one to three months. To complement this data and obtain a full picture of IFRC progress to be used for public accountability purposes, financial data should be reported from National Societies' headquarters every six months. Ideally FWRS will continue until relief and recovery programmes are complete and the Red Cross Red Crescent Movement has provided an accounting of the funds raised for relief and recovery work in the Typhoon Haiyan operation.

Humanitarian Diplomacy

Learning from recent operations, especially the Haiti earthquake, humanitarian diplomacy is being integrated into the planning and implementation of the Haiyan Operation from the outset. The Asia Pacific zone office deployed an IDRL/legal delegate within the first week of response to assist and advise the IFRC, PRC and other stakeholders on IDRL issues. The delegate is an active participant in the logistics cluster and has been requested by the Philippines Department of Foreign Affairs (DFA) to review various guidelines relevant to the Haiyan response. Some encouraging headway has been made toward the development of an All of Government Executive Order covering many IDRL related matters. IFRC's contribution in this debate has been substantial.

A number of legal issues that will impact on the structure and implementation of the operation moving forward have been identified and are being actively discussed with PRC and IFRC.

It is expected that Humanitarian Diplomacy representation on the team will become formalized in the post-relief phase of the operation.

Contact information

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Please send all pledges for funding to zonerm.asiapacific@ifrc.org

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- **[Return](#) to the title page**

How we work

All IFRC 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 the [Humanitarian Charter and Minimum Standards in Disaster Response \(Sphere\)](#) in delivering assistance to the most vulnerable.

IFRC's vision is to inspire, encourage, facilitate and promote at all times all forms of humanitarian activities by National Societies, with a view to preventing and alleviating human suffering, and thereby contributing to the maintenance and promotion of human dignity and peace in the world.

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Saving lives, changing minds.



IFRC's work is guided by [Strategy 2020](#) which puts forward three strategic aims:

1. Save lives, protect livelihoods, and strengthen recovery from disaster and crises.
2. Enable healthy and safe living.
3. Promote social inclusion and a culture of non-violence and peace.



Philippines: Typhoon Haiyan (Yolanda)

