

Emergency appeal



International Federation
of Red Cross and Red Crescent Societies

Philippines: Typhoon Ketsana

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

This preliminary emergency appeal seeks CHF 3,086,571 (USD 2.98 million or EUR 2.45 million) in cash, kind, or services to support the Philippine National Red Cross (PNRC) to assist 100,000 beneficiaries for nine months, and will be completed by 30 June 2010. A final report will be made available by 30 September 2010, three months after the end of the operation.

CHF 250,000 (USD 242,272 or EUR 165,548) was allocated from the Federation's Disaster Relief Emergency Fund (DREF) to support this operation. Unearmarked funds to replenish DREF are encouraged.

Typhoon Ketsana (locally known as Ondoy) struck the Philippines on 26 September causing major destruction across Central Luzon, including the capital city of Manila. More than 2.5 million people are affected with 277 dead and many others still missing. According to government figures, 2,569 houses have been destroyed, 4,644 severely damaged and 2,075 partially damaged.

This emergency appeal is in response to a request from Philippine National Red Cross (PNRC) to enable the national society to provide relief and early recovery support to those most affected by the disaster. This appeal seeks support to provide assistance to 20,000 families (100,000 people) in the disaster-affected areas through immediate relief distribution of non-food items, water and sanitation interventions, health and medical provisions and services as well as longer-term recovery, disaster risk reduction and preparedness, and capacity building programmes.

This operation is expected to be implemented over nine months from 1 October 2009, and will therefore be completed by 30 June 2010. A final report will be made available by 30 September 2010, three months after the operation ends.

[< See attached emergency appeal budget;](#)
[a map of the affected area; or contact details >](#)



The importance of adequate water and sanitation facilities is paramount, especially in the over-crowded evacuation centres. Support is needed to ensure safe drinking water is readily available to those affected by the fury of Typhoon Ketsana. (Photo: PNRC)

The situation

Ketsana (locally known as Ondoy) hit the Philippines on 26 September, bringing massive destruction across Central Luzon, including its populous capital city, Metro Manila. The number of casualties has escalated to 277 dead, five injured and 42 people missing. More than 2.5 million people (about 512,092 families) are affected across the country. Government figures currently place figures at 2,569 houses destroyed, 4,644 severely damaged and 2,075 partially damaged.

While water has begun to recede across the flooded areas, there is still a total of 726 evacuation centres in operation, sheltering approximately 686,699 people or 135,471 families; an indication that either homes are still not habitable or are not safe for many to return to. While the Philippine National Red Cross (PNRC) response teams have been able to access affected people to determine needs, this effort has been hampered due to access roads being clogged with mud and debris.

Huge mounds of rubbish dot roadsides, attesting to the clean-up work that families are occupied with. These mounds constitute what were components of everyday living, now irreparably soiled and damaged by floods: mattresses, furniture, school books, clothes, and other household items. The streets are also lined with documents put out to dry in the sun, possibly irreplaceable financial records of little shops that are beginning to open in many of the flood-hit areas.

The government has assessed that the total damage from Typhoon Ketsana stands at PHP 4.8 billion (CHF 104.9 million or USD 101 million), with agriculture suffering the most damage at PHP 3.2 billion (CHF 70.24 million or USD 67.87 million) and infrastructure at PHP 1.59 billion (CHF 34.67 million or USD 33.48 million). According to the latest national disaster coordinating council (NDCC) situation report released 1 October, government-coordinated operations, aided by other agencies, have saved 73,892 people (31,333 families) through rescue work that has deployed a considerable number of personnel, ambulances, trucks, rubber boats and other vehicles. Up to 6,500 sacks of rice have also been distributed.

Assessment teams from PNRC have focused on the Marikina City area, Angono and Cainta in Rizal province, and Quezon City. In Marikina City, most of the affected population are living alongside the Marikina River, while along the West Floodway, in Cainta, flood waters are still at roof level.

Water sources are reportedly adequate, but only for washing/cleaning. While potable water is currently available through bottled water sources and at some barangay (village) halls, through a local water company, it is uncertain how long this supply will last. Transport systems are operational and public markets, small groceries and stalls are opened or opening. Electricity is reportedly being reconnected for up to 95 per cent of affected people.

Those affected are now working hard to clean their homes during the day, and are returning to evacuation centres for accommodation at night.

The situation in the numerous evacuation centres is of varying standards; these are evidently being well run, however, many are over-crowded and congested, with families sleeping in corridors and stairways. Reports have been received of people falling ill with skin infections/disease from walking barefoot through mud and stagnant water. Fever and respiratory illnesses are rife. Food rations are said to be available through local donors; however, at present the system of food distribution is uneven.

Coordination and partnerships

The PNRC, the International Federation and their partners regularly coordinate their activities among themselves and with other agencies. These include those within the Red Cross Red Crescent Movement such as the International Committee of the Red Cross (ICRC) and partner national societies, as well as external partners such as the government and other aid organizations. A long-standing and strong relationship exists between PNRC and Philippine government bodies through the national society's participation in the national disaster coordinating council (NDCC) and its strong working relationship with local government units (LGUs). These relationships built over time have proven highly important in periods of crisis, such as in the existing aftermath of Typhoon Ketsana. At present, coordination meetings, among Movement partners, are held daily.

The International Federation continues to work with PNRC through its country office in disaster response, planning and implementation of activities, and in communicating PNRC's work and the needs of those affected to the international community. It is coordinating the international support to the PNRC with other partner national societies active in the Philippines.

An application for a grant from the European Commission's Humanitarian Aid Office (ECHO) is in the process of being developed, while PNRC and the International Federation are coordinating with German Red Cross and Spanish Red Cross present in Manila. The International Federation has issued a call for regional disaster response teams (RDRT) to support PNRC in its operations, as well as for a small international team of trained delegates.

Inter-agency coordination:

The humanitarian country team has recommended that the shelter cluster be formalized and that the International Federation mobilize a shelter coordination team to support the government in the interagency coordination of shelter actors. The International Federation is requesting donor support for the deployment of this team through this emergency appeal.

Red Cross and Red Crescent action

Thousands of PNRC volunteers have been working around the clock since Saturday, 26 September undertaking search-and-rescue operations, providing relief, psychosocial support to traumatized families and first aid to the sick and injured. Additional volunteers, staff and PNRC leadership have worked continuously to carry out relief and support operations since Typhoon Ketsana made landfall. The PNRC is assessing and providing assistance to 145,655 people or 36,891 families residing in 201 evacuation centres and continues to target the provision of 10,000 food packages to families who need it the most.

The PNRC is commencing implementation and/or recommending an evacuation centre management system which involves affected people in the decision-making process. This includes:

- Formation of evacuation centre management committees,
- Support committees to undertake population surveys and develop master lists of people residing in evacuation centres including: registering family members, assigning families to rooms, and identifying team leaders per room
- Committees for relief distribution to support non-food item supply and distribution
- Committees for managing cleanliness and sanitation, particularly for toilets and garbage disposal
- Medical teams that include first aiders to provide basic medicines and services
- Ensuring access to water and sanitation facilities; the establishment of water access points through bladders and tap stands for schools serving as evacuation centres.

A quick snapshot of some of the activities carried out across the provinces shows that in Rizal, the PNRC chapter distributed relief goods, bottled water and warm meals to 6,110 families or an estimated 30,550 people in 11 evacuation centres. An additional 9,346 individuals in Cainta, Rizal and Pasig City also received relief goods, bottled water and meals. In Manila, communities received food through a mass feeding programme at three evacuation centres. In Pampanga, relief operations are ongoing in addition to distributing biscuits and clothes. In Laguna, food aid distributions in evacuation centres continue, while psychosocial support volunteers are being deployed.

In all affected areas, PNRC chapters have deployed volunteers through the Project 143 volunteer programme. These volunteers are undertaking assessments, and providing assistance to the affected population. This assistance has included: rescue operations, supervision and management of evacuation centres and relief distributions.

At the height of the typhoon's aftermath, up to 20 water search and rescue (WASAR) teams were deployed, reaching families stranded in different areas of Cainta in Rizal, Kalentong in Mandaluyong City, Valenzuela and Pasig City. More than 900 families were rescued through WASAR teams or volunteers. Medical teams and ambulances were also deployed.

The needs

Following are the needs identified by PNRC assessment team reports and the national disaster coordinating council of the government:

- **Evacuation centres** – registration of evacuees, evacuation centre management and accompanying volunteers, a referral system for emerging diseases, training of personnel, coordination among non-government organizations and local government units (LGUs).
- **Non-food items** – rice, canned goods, noodles, clothes, bedding, mosquito nets, kitchen utensils, slippers, jerry cans, buckets, sleeping mats, hygiene kits, and clean-up kits.
- **Water and sanitation** – quality water supply in evacuation centres (using tap stands and bladders), access to toilets/latrines for men and women, closely accompanied by hygiene promotion; clearing of debris, proper garbage collection and disposal, and clean-up of drainage systems.
- **Health** – disease surveillance, referral systems, immunization for children, medical supplies (including basic medicines such as antibiotics, anti-tetanus, paracetamol, cough and cold medicines), mobile medical teams, promotion of breast feeding practices, psychosocial support, documentation of pregnant women or mothers with babies/toddlers, and preventive health measures
- **Shelter** – shelter materials, tools and technical assistance to improve and maintain shelter conditions in the evacuation centres and refurbishing of damaged houses.



With over 145,000 people or almost 37,000 families seeking refuge at a limited number of evacuation centres, there is a pressing need for immediate measures to be taken for adequate shelter facilities, relief supplies and water and sanitation in order to ensure health safety and disease prevention. (Photo: PNRC)

At present, detailed beneficiary selection criteria is in the process of being negotiated and determined.

The proposed operation

The Philippine National Red Cross (PNRC), together with the International Federation and other Movement partners, plan to assist approximately 20,000 families (100,000 people) which comprises, through 15,000 families (i.e. 20,000 in total with overlap between sectors) with relief distribution of non-food items, water and sanitation interventions, health and medical provisions and services, as 800 families with shelter and early recovery support, disaster risk reduction and preparedness, and capacity building programmes.

Communities to be assisted will be carefully identified through ongoing and future assessments of PNRC, Federation and Movement partners. Apart from ongoing local assessments by dedicated PNRC staff and volunteers, regional disaster response teams from nearby Southeast Asian countries will be deployed to assist in the implementation of the emergency operation.

Relief distributions (non-food items)

Objective: Up to 75,000 people (15,000 families) have their immediate needs provided for through the distribution of non-food items (NFI), such as hygiene kits, kitchen sets, clothing, bedding, jerry cans and household items, by the Red Cross and Red Crescent relief operation.

Expected results	Activities planned
The immediate needs of 15,000 affected families living in evacuation shelters and damaged houses are met through relief distributions.	<ul style="list-style-type: none"> • Continue ongoing needs assessments in affected areas. • Coordinate with local authorities in registration and mapping the selected families. • Deploy trained PNRG volunteers and staff to carry out beneficiary selection and social mobilization. • Engage community participation in planning and distribution of relief items. • Distribute relief supplies and control supply movements from point of dispatch to end-user. • Monitor and evaluate relief activities and provide reporting on relief distributions.

Water and sanitation

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

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

Health

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

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

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

Shelter

Objective: 4,000 affected people (800 families) are assisted with adequate temporary shelter.

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

Early recovery

Objective: 4,000 people (800 families) in the areas most affected have safe and adequate shelter and settlement solutions through the provision of locally appropriate tools, resources and guidance to repair and refurbish their homes.

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

Disaster preparedness

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

Expected results	Activities planned
Local PNRC chapters have improved equipment and training for staff and volunteers in disaster and preparedness.	<ul style="list-style-type: none"> • Train and equip 10 rubber-boat teams in search-and-rescue work. • Equip local chapters with 500 rubber boats and 150 life-vests for future search and rescue operations. • Equip PNRC headquarters with two land cruisers that will be specially geared for flood situations.

Logistics

Logistics support will be provided following International Federation procedures to source and procure relief items needed, and to ensure the efficient and timely delivery of these items for the success of the operation. PNRC and the in-country logistics team supported by the regional logistics unit (KL RLU) based in Kuala Lumpur will carry out the following activities:

- Coordinate among PNRC, the programme managers and the KL RLU for the most timely and cost-efficient sourcing option for the items required for the operation.
- Coordinate the mobilization of goods and reception of incoming goods.
- Utilize existing warehousing facilities and vehicles for storage and efficient dispatch of goods to the final distribution points.
- Mobilize pre-positioned stock in the regional logistics unit warehouse in Kuala Lumpur (i.e. jerry cans, mosquito nets, blankets, kitchen sets and hygiene kits) on a needs basis.
- Ensure local procurement of goods and transport follows Federation standards and is supported if required by the regional logistics unit in Kuala Lumpur.
- Liaise and coordinate actions with other key actors to ensure that the Federation logistics operation uses all information to be as efficient and effective as possible.
- Establish and make available a detailed and up-to-date mobilization table on the Federation's Disaster Management Information System ([DMIS](#)).

The International Federation will work on mobilizing specific relief items to respond to needs in the field and donors should [coordinate with the regional logistics unit](#) in Kuala Lumpur regarding outstanding needs. Shipping instructions will be provided to donors from the regional logistics unit in Kuala Lumpur, with a consignment tracking number to be issued before shipping any goods to the operation. Procurement of goods and transport can also be arranged through the regional logistics unit.

Communications – Advocacy and public information

The steady flow of timely and accurate information between those working in the field and other major stakeholders will support the programme objectives of this emergency appeal, increase the profile, funding and other support for the national society and the International Federation.

It will also provide a platform on which to advocate in the interest of vulnerable people. In close collaboration with the operation, those affected by this emergency will be provided with information to support their relief and recovery. Donors and national societies will receive information and materials they can use to promote this operation, and communications initiatives will help build the information and public relations capacity of the host national society for future emergencies.

Capacity of the national society

The PNRC is established under Philippine Law and mandated to act as the leading humanitarian organization providing relief, health and welfare assistance to the most vulnerable sector of the society. In its role as an

independent and highly professional humanitarian organization, the PNRC enjoys nationwide recognition and respect, coupled with long and strong experience of disaster management.

The society and its provincial branches have extensive knowledge in conducting relief and rehabilitation programmes in the wake of natural disasters, which occur regularly in the Philippines. It is represented in almost all provinces and major cities with a total of 94 chapters and sub-chapters. Each chapter has a professional administrator who acts as manager in charge of operations and administrative functions.

The PNRC works in partnership with the government and non-government agencies as well as private groups in achieving effective networking and implementation of its services. It is also in partnership with a number of partner national societies, including work on disaster preparedness. The Spanish Red Cross has an office in Manila with the PNRC while the PNRC enjoys the support of the German and Japanese Red Cross societies.

Capacity of the International Federation

The International Federation is represented by a head of country office with a small team of committed local staff supporting the PNRC in the development and monitoring of ongoing and new relief programmes, and in further organizational development of the institution. To better support the implementation of the activities in this appeal, the country team will be supplemented by one head of operations, one finance and administration delegate or staff on loan, one logistics delegate and one information/reporting delegate, and other positions as required.

The disaster management unit at the Asia Pacific zone office in Kuala Lumpur is coordinating the international support for this operation. The Federation's Philippines country office is assisted by the Federation's Southeast Asia regional office, based in Bangkok, as well as the Asia-Pacific zone office with logistics; communication; resource mobilization; planning, monitoring, evaluation and reporting; and finance support.

Budget summary

See attached budget for details.

Yasemin Aysan
Under Secretary General
Disaster Response and Early Recovery Division

Bekele Geleta
Secretary General

How we work

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

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

Global Agenda Goals:

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

Contact information

For further information specifically related to this operation please contact:

- Philippine National Red Cross: Gwendolyn T. Pang, secretary-general; email: gwenpang@redcross.org.ph, pnrchq@redcross.org.ph; phone: +632 525 5654; fax: +632 527 0857
- Federation country office, Philippines: Selvaratnam Sinnadurai, head of country office, email: selvaratnam.sinnadurai@ifrc.org; phone: +63 527 0000, ext. 155, mobile: +6391 7880 6844
- Federation Asia Pacific zone office, Kuala Lumpur:
 - Michael Annear, disaster management coordinator, phone: +603 9207 5726, mobile: +6012 234 6591, email: michael.annear@ifrc.org
 - Jagan Chapagain, deputy head of zone office, phone: +603 9207 5700, mobile: +6012 215 3765, email: jagan.chapagain@ifrc.org
 - Penny Elghady, resource mobilization and PMER coordinator, email: penny.elghady@ifrc.org; phone: +603 9207 5775, fax: +603 2161 0670
Please send all pledges of funding to zonerm.asiapacific@ifrc.org
 - Jeremy Francis, regional logistics coordinator, phone: +6012 298 9752, fax: +603 2168 8573, email: jeremy.francis@ifrc.org
 - Jason Smith, communications manager
phone: +603 9207 5780, fax: +603 2161 0670, email: jason.smith@ifrc.org

[<emergency appeal budget and map below;](#)
[click here to return to the title page>](#)

APPEAL BUDGET SUMMARY

Philippines : Typhoon Ketsana

Annex 1

MDRPH005

RELIEF NEEDS

Shelter	137,464
Construction Materials	240,000
Clothing & Textiles	427,600
Water & Sanitation	418,000
Medical & First Aid	25,000
Utensils & Tools	108,075
Other Supplies & Services	694,955

Total Relief Needs **2,051,094**

CAPITAL EQUIPMENT

Vehicles Purchase	60,000
Computers & Telecom Equipment	10,000

TRANSPORT, STORAGE & VEHICLES

Storage - Warehouse	25,000
Transport & Vehicles Costs	97,850

PERSONNEL

International Staff	516,000
Regionally Deployed Staff	24,000
National Staff	12,000
National Society Staff	12,000
Consultants	5,000

GENERAL EXPENSES

Travel	5,000
Information & Public Relations	20,000
Office running costs	18,000
Communication Costs	30,000

PROGRAMME SUPPORT

Programme Support - PSR (6.5% of total)	200,627
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Total Operational Needs **1,035,477**

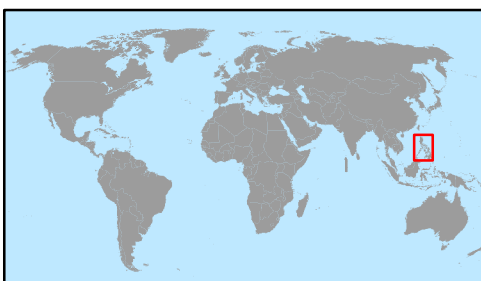
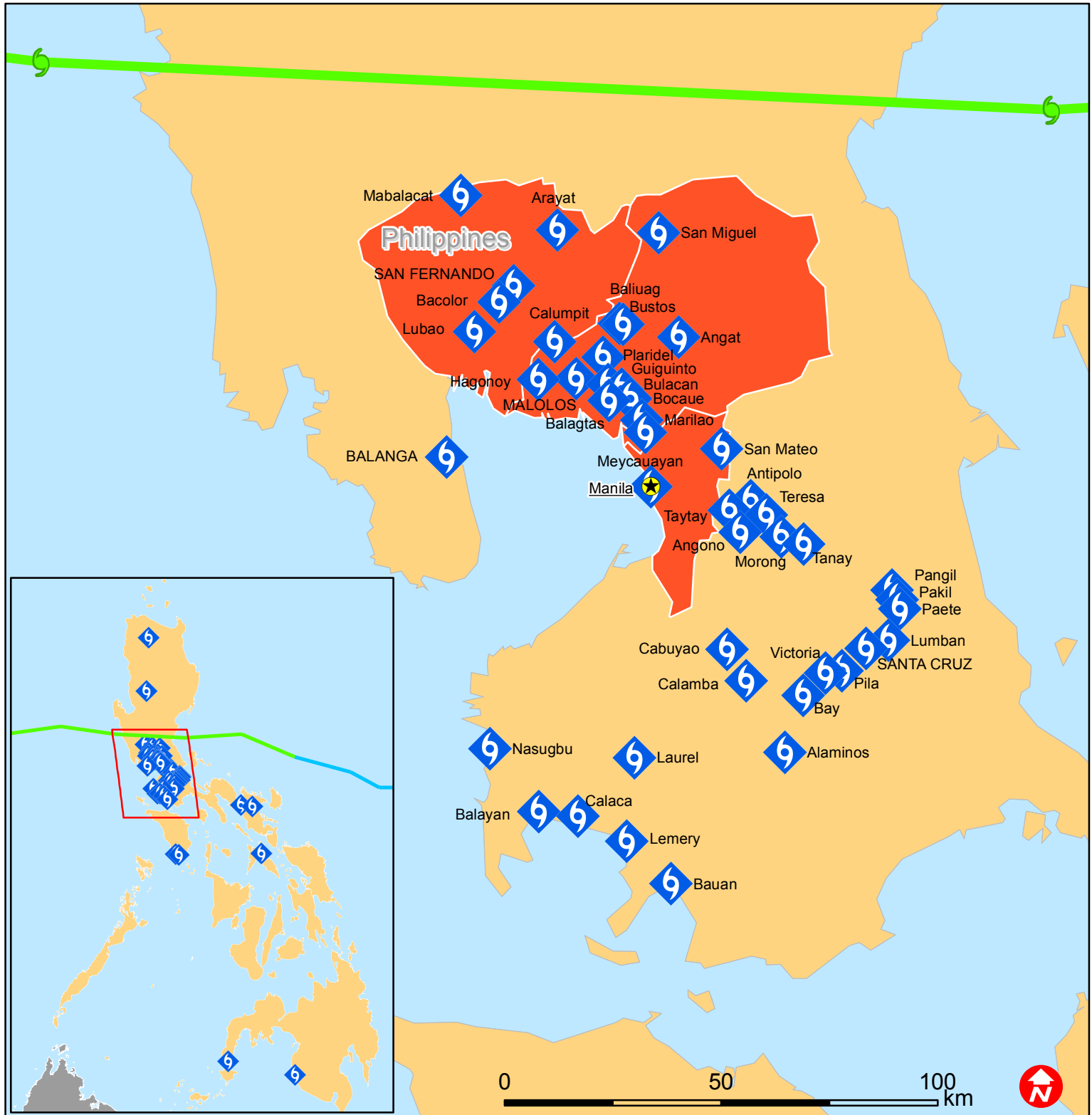
Total Appeal Budget (Cash & Kind) **3,086,571**

Less Available Resources **0**

Net Request **3,086,571**



Philippines: Tropical cyclone Ondoy (Ketsana)



- TROPICAL DEPRESSION
- TROPICAL STORM
- TYPHOON-1
- TYPHOON-2
- Affected cities
- Worst hit area