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Emergency appeal

Philippines: Typhoons and floods 2013

 International Federation
of Red Cross and Red Crescent Societies

Emergency appeal n° MDRPH012
GLIDE n° FL-2013-00092-PHL and FL-2013-00095-PHL
19 September 2013

This emergency appeal seeks CHF 1,856,354 in cash, kind, or services to support the Philippine Red Cross in delivering humanitarian assistance to 15,000 families (75,000 people) within eight months. The operation will be completed by the end of April 2014 and a final report will be made available by 31 July 2014, three months after the end of the operation.

Appeal history:

- A [preliminary emergency appeal](#) seeking CHF 1.68 million to support the Philippine Red Cross in assisting 15,000 families (75,000 people) for eight months was issued on 26 August 2013
- CHF 319,766 was allocated from the International Federation of Red Cross and Red Crescent Societies (IFRC) Disaster Relief Emergency Fund (DREF) [on 16 August 2013](#) to support the



A staff member of the PRC interviews a person whose home was damaged by Typhoon Utor in the municipality of Casiguran, Aurora Province. This operation aims to provide shelter repair assistance to 500 affected families.

Photo: Kozu Tsuda/Philippine Red Cross

National Society in undertaking needs assessments and delivering immediate assistance to people affected by Typhoon Utor. Unearmarked funds to replenish DREF are encouraged.

Summary

Since mid-August 2013, Philippine Red Cross (PRC) has been responding to humanitarian needs wrought by two severe weather events: Typhoon Utor, which slammed into the provinces of Aurora and Quirino with a severe impact, and flooding brought by Tropical Storm Trami-induced monsoon rains, which affected Metro Manila, its four neighbouring provinces, and parts of Central Luzon. The combined effects of the two severe weather events have left at least 38 people dead, damaged some 23,000 homes, and destroyed livelihoods worth more than PHP 1.5 billion (some CHF 31.8 million) across five regions of Luzon Island.

To determine the nature and extent of needs on the ground, PRC deployed assessment teams to the provinces of Aurora, Bataan, Bulacan, Cavite, Nueva Ecija, Pampanga, Pangasinan, Rizal and Quirino. An analysis of the assessment findings has highlighted humanitarian needs in the sectors of relief, health, water and sanitation, shelter and livelihoods. It is on the basis of those assessment findings that the plan outlined in this emergency appeal has been formulated. As well as interventions covering the sectors identified as priority, a strong case has been made for continuing to invest in preparedness measures as well as strengthening the capacity of PRC headquarters and chapters to enable them respond better to future disasters.

Besides deploying assessment teams to the affected areas, PRC looked at the trend of hydro-meteorological disasters over the past few years. The analysis noted that seasonal flooding has become perennial in parts of Luzon, with floodwaters now taking weeks to recede in low-lying areas of Metro Manila, sections of Bataan Province and some of the areas surrounding Laguna de Bay. To ensure a better link between relief, recovery and development, it is planned that some of the funds mobilized under this emergency appeal will be utilized to initiate a study whose ultimate aim is to propose possible ways of reducing disaster risk and enhancing community resilience to perennial flooding. To this end, PRC will pursue partnerships with interested academic institutions that have the relevant experience and capacity to undertake such a study.

Specifically, this emergency appeal operation is structured into five inter-connected and complementary areas: relief; early recovery; preparedness for response; national society service delivery capacity development, and; community risk reduction.

A snapshot of activities per focus area is as follows:

- **Relief:** Under this appeal, PRC will provide ready-to-eat meals for 25,000 individuals, two-day food rations for 10,000 families, non-food items (sleeping mats, blankets and jerry cans) for up to 5,000 families, hygiene kits for 6,500 families, and unconditional cash grants, worth up to PHP 2,000 (about CHF 43) each, for up to 5,000 families. Health interventions during this phase entail delivering essential health/hygiene messages, using the health and hygiene promotion in emergency response (HHPER) approach, to 15,000 families.
- **Early recovery:** Assistance in this phase will entail delivery of shelter repair assistance to 500 families and provision of conditional livelihoods recovery grants, worth up to PHP 10,000 (about CHF 213) each, for up to 1,200 families. Water and sanitation interventions activities will include rehabilitation of water and sanitation facilities for four schools. Hygiene promotion in the schools will complement the hardware component.
- **Preparedness for response:** This operation will continue the efforts that have been put over the years to invest in preparedness measures. In this regard, three chapters of PRC will be provided with equipment and training for water search and rescue (WASAR) teams while relevant training events will be organized to improve the assessment capacity of PRC (including in secondary data analysis, market analysis and harmonization of assessment tools). In a bid to improve on its cash transfer and shelter programming capacity, PRC will be supported to update its guidelines and enhance coordination with other actors involved in similar programmes so as to encourage cross-institutional learning. This intervention will also attempt to streamline beneficiary communications so as to support current and future programmes in communicating better with and being accountable to their beneficiaries.
- **National society service delivery capacity development:** Besides preparedness for response, PRC will be supported to strengthen its capacity to deliver services, which is a pre-requisite for effective response and programming.. Under this operation, one chapter of the PRC will be provided with essential information technology (IT) equipment while PRC will also be supported to undertake essential office improvements. Delegates and technical staff of IFRC will provide coaching and mentoring to PRC staff and volunteers participating in implementation of activities. IFRC technical personnel will also support efforts aimed at developing the finance management and logistics capacity of PRC. Finally, at the conclusion of interventions, PRC will be supported to organize a forum that will bring together all chapters involved in this operation and respective national headquarter departments so as to promote learning.
- **Community risk reduction:** To address medium-term risks to the health of affected communities, PRC will undertake disease prevention/awareness targeting 10,300 families, with a strong focus on dengue, leptospirosis and malaria prevention. Mosquito nets will be provided for 2,800 families in areas where malaria cases are reported. To propose ways of enhancing community resilience to perennial flooding in parts of Luzon, PRC will pursue a partnership with interested academic institutions to undertake a study whose recommendations will inform future disaster risk reduction programming as well as advocacy efforts of the PRC. This will be within the context of linking relief, recovery and development.

Considering that several severe weather events are likely to affect the Philippines into 2014, this emergency appeal covers the entire 2013 typhoon season. While for now the plan focuses on two severe weather events – Typhoon Utor (local name: Labuyo) and flooding brought by monsoon rains fuelled by Tropical Storm Trami (local name: Maring) – it will be updated in the event of any new hydro-meteorological disaster that warrants a scaled-up intervention by PRC during the remaining period of 2013. According to the seasonal climate outlook issued by the government's weather agency, Philippine Atmospheric Geophysical and Astronomical Services

Administration (PAGASA), between five and eight tropical cyclones are likely to develop within or enter the Philippine area of responsibility (PAR) during the last quarter of 2013.

In all, the strategy of this operation is based on discussions with the National Society, and agreed standards (Sphere¹). The approach is fully in line with current PRC and IFRC policies, procedures, and commitments, and seeks to provide relief and early recovery support to the most affected populations. The overall objective is to deliver humanitarian assistance to some 15,000 affected families in a timely, effective, and efficient manner.

Meantime, after conducting a first response – during which it rescued more than 3,600 individuals from floodwaters and provided psychosocial support to more than 6,300 persons – PRC prioritized the delivery of food and non-food relief to those in need. To date, PRC has served ready to-eat meals to some 56,000 persons (out of whom 25,000 are funded under this appeal), provided two-day food rations to 24,000 families (whereby 10,000 families are supported by this appeal), distributed standard non-food item (NFI) packages to more than 3,800 families, provided assorted non-food items to 9,600 families, distributed more than 4,600 bottles of safe drinking water to families in need and conducted health and hygiene promotion for the benefit of some 9,600 families. Preparations have advanced to start providing unconditional cash grants to the most vulnerable affected families for them to obtain their choice of items and to meet other subsistence needs.

This emergency appeal covers only a part of PRC's overall plan. In addition to the support being provided by IFRC, PRC has mobilized some modest resources from its bilateral, corporate and individual partners, including German Red Cross. Provision of food and non-food relief items planned under this emergency appeal operation has by and large been concluded and all that is remaining is replenishment. Timely distributions were made possible by the availability of pre-positioned supplies in country. Part of the contributions towards this appeal will be used to replenish the stocks already distributed so as to ensure that PRC's capacity to respond swiftly in future significant disaster events is maintained.

Based on their joint experience in mounting massive typhoon operations, PRC and IFRC retain significant knowledge and capacity to effectively implement a range of interventions. IFRC will support PRC interventions in selected areas, where necessary complementing the assistance being provided by other partners of PRC. The PRC and IFRC operation will also be supported by an experienced team at the IFRC Asia-Pacific zone office in Kuala Lumpur (in the areas of disaster management, health, water and sanitation, communications, logistics, shelter, reporting, and resource mobilization). Short, medium and long term capacity building, beneficiary communications and organizational development support will continue to be provided by the IFRC Southeast Asia regional office in Bangkok.

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

The situation

In August 2013, Philippines was affected by two severe weather events which left behind significant humanitarian needs, i.e. Typhoon Utor (local name Labuyo), which slammed into the province of Aurora, and flooding resulting from monsoon rains induced by Tropical Storm Trami (local name: Maring), which affected Metro Manila, its four neighbouring provinces and parts of Central Luzon. The combined effects of the two severe weather events have left at least 38 people dead, damaged some 23,000 homes, and destroyed livelihoods worth more than 1.5 billion pesos.

Typhoon Utor made landfall in the coastal municipality of Casiguran, Aurora province, during the dawn of Monday, 12 August 2013. Classified as a Category 4 Storm, the typhoon claimed the lives of 11 people, left seven injured and three missing. Even though it resulted in relatively low casualties, given its strength, Typhoon Utor caused widespread damage to infrastructure and extensive loss of livelihoods in Casiguran municipality of Aurora province. A total of 12,090 houses have been damaged – 1,441 totally and 10,649 partially – most of them in the hardest-hit province of Aurora. In all, some 87,579 families (some 395,723 persons) were affected by the typhoon, most of them in the provinces of Aurora and Quirino.

As government and non-government agencies, including the Philippine Red Cross (PRC), responded to the needs wrought by Typhoon Utor, on 18 August 2013 continuous southwest monsoon rains – locally known as *Habagat* – enhanced by Typhoon Trami started pouring over Luzon Island, and continued for days, bringing extensive flooding. The torrential rains turned neighbourhoods into temporary lakes as floodwaters marooned villages and filled up major dams, forcing some to open their gates. The last update released by the National Disaster Risk Reduction and Management Council (NDRRMC) on 30 August 2013 indicates that the flooding claimed the lives of 27 people. According to an update issued by the disaster response operations monitoring

¹ Humanitarian Charter and Minimum Standards in Disaster Response – <http://www.sphereproject.org>

and information center (DROMIC) in the Department of Social Welfare and Development (DSWD) on 5 September 2013, a total of 697,262 families (3,110,213 people) have been affected by the flooding across six regions. At the peak, 86,522 families had sought safer shelter in 1,213 evacuation centres. Most of the families have since returned to their original places of living although 3,472 families remained in 73 evacuation centres as of 5 September 2013.

Table 1: Effects of Typhoon Utor and Habagat flooding (Source: NDRRMC and DROMIC/DSWD)

Details	Typhoon Utor	Tropical Storm Trami-induced flooding
Deaths	11	27
Injured	7	30
Missing	3	4
Persons affected	# of families (persons)	# of families (persons)
National Capital Region	n/a	49,924 (234,884)
Cordillera Administrative Region (CAR)	383 (2,023)	271 (785)
Ilocos Region (Region 1)	2,821 (13,688)	96,810 (438,523)
Cagayan Valley (Region 2)	35,589 (162,086)	n/a
Central Luzon (Region 3)	48,628 (217,070)	456,435 (2,007,651)
CALABARZON (Region 4A)	n/a	90,793 (413,769)
MIMAROPA (Region 4B)	n/a	3,029 (14,601)
Bicol Region (Region 5)	158 (856)	n/a
Total # of affected persons	87,579 (395,723)	697,262 (3,110,213)
Totally damaged houses	2,593	625
Partially damaged houses	18,560	1,206
Total # of damaged houses	21,153	1,831

Responding to the situation, and at the request of PRC, on 26 August 2013 IFRC launched a preliminary emergency appeal seeking CHF 1.68 million to support the delivery of humanitarian assistance to 15,000 families (75,000 people). Prior to that, IFRC had advanced CHF 319,766 from its Disaster Relief Emergency Fund (DREF) to initiate immediate relief distributions and to support rapid needs assessments in areas affected by Typhoon Utor.

Subsequently, PRC deployed assessment teams to the provinces of Aurora, Bataan, Bulacan, Cavite, Nueva Ecija, Pampanga, Pangasinan, Rizal and Quirino to determine the nature and extent of needs on the ground. An analysis of the assessment findings has highlighted humanitarian needs in the sectors of relief, health, water and sanitation, shelter and livelihoods. The PRC operation is being realigned to the needs identified.

This emergency appeal operation seeks to mobilize resources to implement a range of activities in the sectors determined as crucial by the assessments. As well as elaborating on the sectors to be covered by the intervention, it provides a budget that corresponds to needs identified in both relief and early recovery objectives. This emergency appeal covers the entire 2013 typhoon season as more weather events are likely to affect the Philippines into 2014. While for now the plan focuses on two severe weather events – Typhoon Utor (local name: Labuyo) and flooding brought by monsoon rains fuelled by Tropical Storm Trami (local name: Maring) – it will be updated in the event of any new hydro-meteorological disaster that warrants a scaled-up intervention by PRC during the remaining period of the year 2013.

Even though the national authorities have not requested international assistance, as a nationally-mandated disaster response institution, PRC has determined that it cannot mount the scale of response it seeks to undertake using own or locally-mobilized resources. PRC is therefore requesting the support of its sister national societies and other partners to enable it to respond to needs as per its legal mandate outlined in the 'Republic Act No. 10072' – also known as 'Philippine Red Cross Act of 2009'. IFRC has a role to support its membership, including PRC, in the international mobilization of resources, and it is in this context that this emergency appeal is being launched.

At the time of issuing this appeal, a new weather system – Typhoon Usagi (local name Odette) – is being monitored north east of Luzon. Usagi is the fifteenth tropical system to develop within or enter the Philippine area of responsibility (PAR) this year. The government's weather agency – Philippine Atmospheric Geophysical and Astronomical Services Administration (PAGASA) – has issued an alert that even though storm will not make landfall and may not have any direct impact on Luzon, it will enhance the southwest monsoon and bring significant rains over the islands of Luzon and Visayas, with the potential of triggering flash floods and landslides. Meantime, according to the [PAGASA seasonal climate outlook](#), between five and eight tropical cyclones are likely to develop within or enter the PAR during the last quarter of 2013.

Coordination and partnerships

Movement coordination: PRC is organizing individual and joint briefing sessions as well as issuing regular updates to Movement partners with in-country presence on the latest about its response initiatives to major events across the country. The IFRC country office, Japanese Red Cross Society and German Red Cross seconded staff to support assessments by the PRC.

Coordinating with the authorities: As an auxiliary to the public authorities, PRC maintains strong relations with government bodies involved in responding to disaster and public health emergencies, including the NDRRMC as well as the provincial, municipal and barangay disaster risk reduction and management councils. Throughout the intervention, PRC will engage with respective government departments and offices – among them Department of Social Welfare and Development (DSWD) and Department of Health (DOH) offices at various levels – to ensure that planned activities are well coordinated. During selection of schools to be supported in rehabilitating their water and sanitation facilities, coordination will be maintained with the Department of Education (DepEd) and school principals. Coordination will also be maintained with respective municipal offices and local government units in the delivery of early recovery support.

Inter-agency coordination: PRC and IFRC participate in Humanitarian Country Team (HCT) meetings that are held during disaster and normal times. The HCT clusters have not been activated for this response as HCT has determined that nationally-mandated agencies, including PRC, have the capacity to respond to the needs wrought by Typhoon Utor and *Habagat* flooding. However, since a government-led cluster approach is implemented in the Philippines on an open-ended basis, PRC is participating in water, sanitation, and hygiene (WASH) cluster meetings while IFRC is supporting activities of the emergency shelter cluster. Both PRC and IFRC will continue to maintain coordination with other international agencies through the HCT.

Red Cross and Red Crescent action

PRC has been responding to the needs of the most affected people since Typhoon Utor struck. To date, the 1,500 families targeted with non-food items, hygiene kits and health and hygiene promotion under the initial [DREF operation](#) have been reached.

Following the new wave of flooding, PRC conducted a first response during which it rescued 3,612 individuals from floodwaters, transported 170 people who were stranded, relinked 59 displaced people with their families, administered first aid to 96 people, and provided psychosocial support to 6,314 persons. A total of 15 search and rescue teams equipped with boats, elevated trucks, ambulances and an amphibious vehicle were deployed for the response. PRC also used multiple communication channels to send out early warning messages and updates on rescue operations. These included [Twitter](#), [Facebook](#), short text messages (SMS), announcements via megaphones, and word of mouth delivered during door-to-door visits to households at risk.

After the first response, PRC then prioritized the delivery of food and non-food relief to those in need. As of 15 September, PRC had served ready to-eat meals to 55,850 persons (including 25,000 under this appeal), provided two-day food rations to 23,927 families (including 10,000 under this appeal), distributed standard non-food item (NFI) packages to more than 3,800 families, provided assorted non-food items to 9,595 families, distributed 4,688 bottles of safe drinking water to families in need, and conducted health and hygiene promotion for the benefit of 9,600 families. Provision of food and non-food relief items planned under this operation has by large been concluded and all that is remaining is replenishment. Timely distributions were made possible by the availability of pre-positioned supplies in country.

Meantime, preparations have advanced to start providing unconditional cash grants to the most vulnerable affected families for them to obtain their choice of items and to meet other subsistence needs. Already community-level committees have been formed in Aurora and Pampanga, and community orientation meetings held to inform targeted communities about the intervention logic and objectives. Selection of beneficiary households through a participatory process is underway in the two provinces. Other preparatory work initiated is surveying the local markets to identify suppliers with the capacity to provide shelter materials and tools.

The needs

PRC deployed assessment teams to the provinces of Aurora, Bataan, Bulacan, Cavite, Nueva Ecija, Pampanga, Pangasinan, Rizal and Quirino to determine the nature and extent of needs on the ground. An analysis of the assessment findings has highlighted humanitarian needs in the sectors of relief, health, water and sanitation, shelter and livelihoods. The PRC operation is being realigned to the needs identified in those assessments.

Relief

Assessments determined that Typhoon Utor and the flooding disrupted the daily lives of affected families, leaving the most vulnerable reliant on relief supplies, especially during the first two weeks after the events. Poorer households that usually depend on labour, including those in agriculture and fishing sectors, lost basic income-earning opportunities and required support to meet immediate food and non-food needs. Furthermore, in the first days after the flooding, the price of rice – the staple food in Philippines – increased from PHP 1,400 per sack to around 1,900 per sack in some areas. However, the increases were short-lived and the prices have since stabilized. Markets are back to normal, with main commodities available in sufficient quantities.



The family of Julieta Barroga, 47, is one of the 500 that received PHP 3,000 (CHF 69) unconditional cash grants from PRC after [last year's flooding](#) in Laguna.

"I used part of the money to buy food for my family and medicines for my granddaughter who fell sick following the floods," she says. Julieta used the balance to put up a small store, which is now her primary source of income.

Under this operation, there is some scaling-up as up to 5,000 families will be provided with PHP 2,000 (CHF 43) unconditional cash grant to obtain their choice of items and to meet other subsistence needs. Photo: Arci Sison/IFRC

To address the needs in this sector, this operation has supported provision of ready-to-eat, hot meals to 25,000 persons and provision of two-day food rations to 10,000 families. The target for non-food items (blankets, sleeping mats and jerry cans) and hygiene kits is being reduced from the 9,500 families indicated in the preliminary emergency appeal to 5,000 and 6,500 families respectively. The reduction takes into account that market operations have normalized and as such cash-based interventions are most appropriate to enable the affected people to obtain their own choice of food items and meet other subsistence needs. Nevertheless, the number of families targeted with unconditional cash to meet essential household needs has also been adjusted downwards from the 11,500 families indicated in the preliminary emergency appeal to 5,000 families. This is in line with recommendations by assessment teams, which observed that some of the affected families have resumed their usual activities, in part through cash-for-work interventions that have

been implemented by the authorities. Another factor is timeliness of funding; the response towards the preliminary emergency appeal has been slow.

Health

The assessments noted that as it will take time for floodwaters to recede completely in some parts of Bulacan, Pampanga and Pangasinan, efforts on dengue prevention should be scaled up. Even though health statistics indicate a decline in nationwide figures for dengue when compared to last year, health education and awareness campaigns are necessary to encourage communities to maintain cleaner surroundings and for them to be aware of dengue symptoms. Another health concern is to support efforts aimed at preventing leptospirosis. This takes into account that some areas remain swamped, with the potential for prolonged presence of floodwaters if fresh rains pour during the remaining period of the season. There is need to address these medium-term health risks.

While local health units have adequate capacities and continue the delivery of health services, PRC will continue to reinforce health education efforts, focusing on disease prevention. Health interventions that have been undertaken so far have entailed the delivery of essential health/hygiene messages using the health and hygiene promotion in emergency response (HHPER) approach. PRC has targeted some 15,000 families in this regard.

Water and sanitation

In the preliminary emergency appeal it had been highlighted that PRC would undertake water distribution to meet immediate water needs of families that sought safer shelter in evacuation centres. PRC distributed bottled water, based on Sphere standards, to selected families in evacuation centers thus meeting their immediate needs. PRC covered the water needs using in-kind donations from one of its corporate partners and as such no further water

response is planned under this operation. Assessments observed that there has been minimal damage to water supply systems.

While assessment findings affirmed that environmental sanitation activities – particularly clearing and de-clogging of blocked drainages – are necessary in some affected areas, cash-for-work interventions to address this concern have been implemented by the authorities. As such, PRC will focus on rehabilitation of water and sanitation infrastructure in four schools that served as evacuation centres in both flood and Typhoon Utor-affected areas. Assessment teams noted that the facilities provided in previous operations contributed to improved access to water and sanitation for evacuees. Hygiene promotion in the schools will complement the hardware component.



Students at a school that was supported with new water and sanitation facilities during a [previous response](#) make use of latrines. It has been noted that provision of such facilities has contributed to [improved access to water and sanitation](#) during disasters since schools are often used as evacuation centres. Under this operation, four schools will be provided with such facilities.

Photo: Afrhill Rances/IFRC

Shelter repair

The damage to shelter by the Trami-induced flooding was not of the same magnitude as in areas affected by Typhoon Utor. The assessment team deployed to Aurora observed that there was significant damage to houses, mostly because of strong typhoon winds. Houses in the area were built with a mixture of cement and wood or light materials. Those built with light materials were washed away, especially in the municipalities of Casiguran and Dilasag. At the time of the assessment, some families had already started making repairs using materials salvaged from the ruins of their previous houses. Many of those who have rebuilt have not applied safer construction techniques – as most are living in poor conditions – and their repaired houses are likely to be destroyed by a potential new storm as they are structurally weak. Families with no capacity to repair or rebuild have sought safer shelter at the homes of their relatives or host families.

To meet shelter needs in Aurora, this intervention will deliver shelter repair assistance to 500 most vulnerable families in the municipalities that were most affected by the typhoon. The assistance will be provided either purely in cash (for beneficiaries to obtain their choice of shelter repair items) or through a combination of cash grants and essential shelter repair materials. The families will also receive technical support and supervision.

Livelihoods

Assessments also looked at the impact of the flooding and Typhoon Utor on livelihoods. According to key informant interviews with the local authorities, while there was substantial impact on agriculture, affected major agricultural ventures were insured and as such farmers would be receiving compensation. Furthermore, in a bid to ensure that affected people who relied on agriculture labour accessed temporary employment, the authorities released funds to implement cash-for-work activities. Such activities were to enable the community members assisted to earn some temporary income through participation in debris clearing, cleaning of drainages and unclogging of waterways. Nevertheless, tenant farmers and sharecroppers interviewed during assessments indicated that it will take at least two cropping seasons for them to recover from the losses. Those who were relying on this season's harvest will have no choice but to look for alternative income avenues, with some resorting to measures, such as borrowing, that have the potential of leaving them heavily indebted.

To support the most vulnerable households to get back on their feet, PRC will provide livelihoods recovery assistance using conditional cash transfer methodology. However, a detailed sector-specific assessment will be undertaken before implementation can start. The assessment will help PRC to understand how the targeted people usually manage, their sources of income, their expenditure patterns, and exactly what livelihoods support they might need. The assessment will also provide an opportunity for PRC and targeted communities to determine who are the most vulnerable and to develop a beneficiary selection criteria.



This family in Quirino received livelihoods assistance during the [Typhoon Nesat operation](#). An evaluation conducted in August 2013 noted that some families who started with as little as two piglets now own buffaloes or land that they purchased using income from ventures they started with Red Cross support. Under this intervention, up to 1,200 families will be provided with PHP 10,000 cash grants to restart their income-generating activities. Photo: Afrhill Rances/IFRC

Preparedness for response

At the peak of the flooding, a total of 15 search and rescue teams were deployed by PRC. The teams were able to rescue 3,612 individuals from floodwaters and transport 170 others who were stranded to safety. The contribution of the teams to saving lives was a clear indicator that it is crucial to invest in preparedness measures. Based on evaluations, reviews and lessons learnt forums, there are various areas of improvement that have been identified. Those with a specific impact on relief and recovery programming include improving the search and rescue, assessment, cash transfer programming (CTP), shelter programming and beneficiary communications capacity of PRC.

Under this operation, three chapters of PRC will be provided with equipment and training for water search and rescue (WASAR) teams while relevant training events will be organized to improve the assessment capacity of PRC (including in secondary data analysis, market analysis and harmonization of assessment tools). In a bid to improve on cash transfer and shelter programming capacity, PRC will be supported to update its guidelines and enhance coordination with other actors involved in similar programmes so as to encourage cross-institutional learning. This intervention will also attempt to streamline beneficiary communications to support programmes in communicating better with and being accountable to their beneficiaries.

National society service delivery capacity development

Besides preparedness for response, PRC will be supported to strengthen its capacity to undertake day-to-day, 'normal time', activities. Under this operation, one chapter of the National Society will be provided with essential information technology (IT) equipment while essential office improvements will be undertaken. Delegates and technical staff of IFRC will provide coaching and mentoring to PRC staff and volunteers participating in implementation of activities under this operation.

IFRC technical personnel will also support efforts aimed at developing the finance management and logistics capacity of PRC. Finally, at the conclusion of interventions, PRC will be supported to organize a forum that will bring together all chapters involved in this operation and respective national headquarter departments so as to promote learning.



In this file picture, one of the search and rescue teams provided to PRC under the [Typhoon Ketsana operation](#) is being used to rescue people who were trapped following Typhoon Nesat in September 2011. Continued investment in preparedness is necessary as there is evidence that it plays a crucial role in saving lives.

At the peak of the August 2013 flooding, a total of 15 search and rescue teams were deployed by PRC, contributing to the rescue of 3,612 individuals. Under this operation, it is planned to provide three chapters of PRC with equipment and training for water search and rescue teams. Photo: Mollie Godinez/PRC

Community risk reduction

As noted under the health heading above, disease prevention/awareness – with a strong focus on dengue, leptospirosis and malaria prevention – is necessary to address medium-term risks to the health of affected communities. Under this operation, PRC will target 10,300 families, with the medium-term community-based disease prevention and health promotion measures. Mosquito nets will be provided for 2,800 families in areas where malaria cases are reported.

Besides deploying assessment teams to the affected areas, PRC looked at the trend of hydro-meteorological disasters over the past few years. The analysis noted that seasonal flooding has become perennial in parts of Luzon, with floodwaters now taking weeks to recede in low-lying areas of Metro Manila, sections of Bataan Province and some of the areas surrounding Laguna de Bay.

To ensure a better link between relief, recovery and development, it is planned that some of the funds mobilized under this emergency appeal will be utilized to initiate a study whose ultimate aim is to propose possible ways of reducing disaster risk and enhancing community resilience to perennial flooding. To this end, PRC will pursue partnerships with interested academic institutions that have the relevant experience and capacity to undertake such a study. Recommendations of the study will inform future disaster risk reduction programming as well as advocacy efforts of PRC. This will be within the context of linking relief, recovery and development.

The proposed operation

The overall objective of this operation is to deliver humanitarian assistance to some 15,000 affected families in a timely, effective, and efficient manner. This operation will mainly cover the provinces of Aurora and Quirino (which were most affected by Typhoon Utor) and the provinces of Bataan, Bulacan, Cavite, Pampanga, Pangasinan and Rizal (which are the most affected by the new wave of floods). The geographical coverage of this operation is not limited to the provinces mentioned as other areas will be included in the event of any new hydro-meteorological disaster, during the remaining period of the year 2013, that warrants a scaled-up intervention by PRC.

Specifically, the operation is structured into five inter-connected and complementary areas: relief; early recovery; preparedness for response; national society service delivery capacity development, and; community risk reduction. The approach adopted is based on discussions with PRC, and is fully in line with current PRC and IFRC policies, procedures, and commitments, and seeks to provide immediate and subsequent support to the most affected populations.

PRC and IFRC acknowledge that the following conditions have to hold for the overall objectives to be achieved and for the operation to be completed within the stated timeframe:

- There will be adequate support (financial) from partners to this emergency appeal
- Weather conditions will not suspend implementation of activities for long periods
- Disaster-affected areas will remain accessible
- Cooperation of the authorities will continue
- Security issues do not hinder field operations

Beneficiary selection

Based on its wide grassroots network, PRC has a direct connection with local populations, most of who know the Red Cross owing to continuous engagements in longer-term programmes, including conducting vulnerability and capacity assessments. As such PRC possess a good insight into the composition of the local populations and the extent to which the disasters have impacted them.

Direct beneficiaries under this operation will be the most vulnerable of the affected populations. PRC's general vulnerability criterion prioritizes most vulnerable families among the populations directly affected by the disaster and not having received sufficient assistance from the government or other organizations. They constitute women, men, girls, boys, the elderly, unemployed, and poor, among others, from local populations directly affected by Typhoon Utor and the flooding.

Other considerations are displaced persons living in communities or with host families, those that lack relevant resources to cope with basic humanitarian needs on their own, those belonging to the socially vulnerable households, including households headed by women and those with many dependent children, those working as tenant farmers or vendors with low economic base, persons with disabilities and of low economic base, the sick and elderly with low economic base, and indigenous communities with low economic base.

The provision of early recovery assistance will exclude tenant or owner cultivators with more than one hectare of land, families with members who have salaried jobs in government, private, corporate and other sectors, families receiving remittances from members working or based overseas (overseas foreign workers), families of traders, shopkeepers and small-scale businesses that have guaranteed daily income, and families owning motorized assets.

In selecting beneficiaries, as well as obtaining original lists of affected populations from local authorities, PRC chapters will come up with listings based on its own revalidation and consultations with affected communities and the authorities. Several opportunities will be used to engage targeted communities in determining exactly who the most vulnerable are in their communities, taking the PRC beneficiary selection criteria as a guide. Methods of engaging with the beneficiaries include focus group discussions, informal conversations with randomly-selected people in the affected communities, interviews with selected beneficiaries regarding existing needs and possible solutions, ad hoc participatory meetings with groups of local populations during field visits,

and meetings with community representatives. Prior to inclusion of beneficiary names in final lists, volunteers will conduct house-to-house visits to countercheck that those selected indeed fit the agreed criteria.

Throughout implementation, PRC will interact directly with beneficiaries, non-beneficiaries, community leaders at different levels (such as barangay, purok and sitio) and other actors to address any grievances and to obtain feedback, including on the beneficiary selection process.

Relief	
Outcome 1: Immediate food needs of 10,000 affected families are met within one month.	
Output (result) 1.1	Activities planned
Affected families receive appropriate food rations	<ul style="list-style-type: none"> • Mobilize volunteers and provide them with orientation on distribution protocols. • Identify, register, verify and mobilize beneficiaries for distributions. • Serve ready-to-eat meals to 25,000 people. • Distribute two-day food rations to 10,000 families (50,000 persons). • Conduct a post-distribution survey.
Outcome 2: Essential household needs of 6,500 affected families met within two months.	
Output (result) 2.1	Activities planned
Affected families have access to non-food items, hygiene-related goods and cash to meet essential household needs	<ul style="list-style-type: none"> • Mobilize volunteers and provide them with orientation on distribution protocols. • Identify, register, verify and mobilize beneficiaries for distributions. • Distribute blankets (two per family) and sleeping mats (two per family) and one 20-litre jerry can per family (for household level water storage), to up to 5,000 families (25,000 persons). • Distribute hygiene kits (one per family) to up to 6,500 families (32,500 persons). • Engage a suitable cash remittance service provider with a network in affected areas and capacity to disburse cash to up to 5,000 families (25,000 persons). • Disburse unconditional grants worth up to PHP 2,000 (about CHF 43) to up to 5,000 families (25,000 persons) through the cash remittance service provider engaged. • Conduct a post-distribution survey.
Outcome 3: Immediate risks to the health of 15,000 affected families reduced within two months.	
Output (result) 3.1	Activities planned
Community-based disease prevention and health promotion is provided to the affected population	<ul style="list-style-type: none"> • Mobilize PRC and community health volunteers in targeted provinces • Undertake rapid surveys to determine baseline and end-line levels of awareness on priority water-borne, water-related and other 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 • Provide hygiene kits to 6,500 families (32,500 persons) to reinforce safe hygiene practices (<i>see also Outcome 2 above</i>). • Mobilize 15,000 families for the dissemination of relevant disease prevention, health and hygiene messages and conduct activities to promote health.

Early recovery

Outcome 1: Targeted 500 families have received shelter repair assistance that meets agreed standards.

Output (result) 1.1	Activities planned
500 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 a shelter project team 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. • Provide cash grants and/or shelter materials and tools worth PHP 10,000 (about CHF 213). • 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. • Undertake regular monitoring to ensure that the targeted families have completed repairing their houses and have observed safer shelter instructions received.

Outcome 2: Income capacity of 1,200 affected families restored.

Output (result) 2.1	Activities planned
Up to 1,200 affected families have received working capital and obtained inputs sufficient to resume income earning activities	<ul style="list-style-type: none"> • Organize participatory community sessions to select up to 1,200 families (6,000 persons) that will receive livelihoods assistance. • Organize participatory orientation sessions on conditions that targeted families need to fulfil to receive the grants. • Engage a suitable cash remittance service provider with a network in affected areas and capacity to disburse cash to up to 1,200 families (6,000 persons). • Provide up to 1,200 families (6,000 persons) with PHP 10,000 grants in two installments through cash remittance provider for them to start income-earning ventures outlined in their proposals. • Undertake regular monitoring to ensure that families that receive PHP 10,000 grants have started the income-earning ventures that were outlined in their proposals or adopted new ventures where needed.

Outcome 3: Improved access to and use of adequate water and sanitation in targeted schools.

Output (result) 3.1	Activities planned
Adequate water and sanitation which meets standards in terms of quantity and quality is provided to targeted schools and hygiene promotion conducted to complement hardware	<ul style="list-style-type: none"> • Undertake detailed assessments to identify four schools that will be supported in rehabilitating/constructing water and sanitation facilities. • Coordinate with the Department of Education, local authorities and principals in identifying four schools that will be supported in rehabilitating/constructing water and sanitation facilities. • Coordinate with local authority engineers and principals of identified schools on the design of appropriate water and sanitation facilities. • Rehabilitate or construct water and sanitation facilities in four schools that were used as evacuation centres. • Support the four schools in forming water and sanitation committees to spearhead proper maintenance of the facilities. • Undertake hygiene promotion in the four schools to complement provision of facilities.

Preparedness for response

Outcome 1: The level of preparedness for future disasters within PRC improved.

Output (result) 1.1	Activities planned
PRC's capacity to undertake relevant first response, relief and early recovery interventions is increased	<ul style="list-style-type: none"> • Provide three chapters with equipment and training for water search and rescue (WASAR) teams. • Conduct relevant training or coaching events to improve the assessment capacity of PRC. • Support PRC in updating cash transfer programming (CTP) and shelter programming guidelines. • Enhance coordination with other actors involved CTP in the Philippines to encourage cross-institutional learning. • Streamline beneficiary communications to support programmes in communicating better with and being accountable to their beneficiaries.

National society service delivery capacity development

Outcome 1: National society capacity to deliver sustainable services is strengthened.

Output (result) 1.1	Activities planned
PRC volunteer, staff and institutional capacity to deliver sustainable services is increased	<ul style="list-style-type: none"> • Provide one PRC chapter with essential IT equipment. • Support PRC in undertaking essential office improvements. • Using delegates and technical staff of IFRC as resource persons, provide coaching and mentoring to PRC staff and volunteers participating in implementation of activities under this operation. • Using relevant IFRC technical personnel, support efforts aimed at developing the finance management and logistics capacity of PRC. • At the end of intervention, organize a learning forum that will bring together chapters and departments involved in this operation.

Community risk reduction

Outcome 1: The medium-term risks to the health of 10,300 affected families are reduced.

Output (result) 1.1	Activities planned
Community-based disease prevention and health promotion measures provided	<ul style="list-style-type: none"> • Mobilize PRC and community health volunteers in targeted communities • Undertake surveys to determine baseline and end-line levels of awareness on dengue, malaria and leptospirosis in targeted communities • Produce and distribute information, education and communication (IEC) materials relevant for dengue, malaria and leptospirosis prevention, and distribute to families in target communities alongside prevention and health promotion campaigns • Mobilize 10,300 families (51,500 persons) for the dissemination of dengue, malaria and leptospirosis prevention messages and conduct activities to promote health • Provide long-lasting insecticide-treated mosquito nets to 2,800 families (14,000 persons) to reinforce malaria and dengue prevention practices

Outcome 2: PRC's capacity to deliver disaster risk reduction programming is strengthened.	
Output (result) 1.1	Activities planned
Flooding risk reduction measures are incorporated in future long-term community resilience programmes	<ul style="list-style-type: none"> • Coordinate with local people, local authorities and other stakeholders in selecting the geographical area for undertaking a study on enhancing community resilience to perennial flooding. • Pursue and engage a partnership with an interested academic institution in undertaking a study on enhancing community resilience to perennial flooding. • Select and engage an expert to facilitate a study on enhancing community resilience to perennial flooding. • Based on study recommendations, identify areas of focus in long-term community resilience programming.

Logistics

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

- Mobilizing relief items pre-positioned in IFRC's zone logistics unit (ZLU) in Kuala Lumpur
- Coordinating within IFRC and PRC programme managers and ZLU in Kuala Lumpur for timely and cost-efficient sourcing options for items required in the operation
- Coordinating mobilization of goods and reception of incoming shipments
- Utilizing existing warehousing facilities and vehicles for storage and efficient dispatch of goods to final distribution points
- Supporting PRC in securing adequate storage solutions
- Ensuring that local procurement of goods, services and transport is in line with IFRC procurement standards and procedures
- Liaising and coordinating actions with other key actors so that the IFRC logistics operation processes use all information as efficiently and effectively as possible

Relief distributions have been drawn largely from pre-positioned stocks. Donors who wish to cover items procured locally are requested to give earmarked cash instead of in-kind donations. Donors who wish to cover hygiene kits should note that the items may be procured ex-stock from the ZLU warehouse in Kuala Lumpur, Malaysia. All donors interested in earmarking are requested to contact [ZLU](#) directly.

Public communications

Public communications support to this operation will ensure that humanitarian needs are highlighted and the achievements of the operation are well-profiled through proactive public information that integrates the use of IFRC online platforms, media relations activities, audio-visual production and social media engagement. Primary target audiences will include regional and international media, partner national societies, peer organizations as well as donors and the wider public.

Specifically, public communications activities will include:

- Proactive media relations activities targeting international media based in the Philippines and regional hubs to position IFRC/PRC as primary references for the media, particularly milestones in the response
- Production of news-related content for promotion via IFRC online platforms including; news stories, blogs and beneficiary case studies
- Engagement with social media platforms including Twitter and Facebook to maximize visibility of the Red Cross Red Crescent response
- Production of audio-visual material including photographs and video material for distribution to National Societies and the media
- Regular production of communications materials including factsheets and key messages to support National Societies communications efforts

Short-term communications support will be provided by technical teams from the IFRC's zone office in Kuala Lumpur and Southeast Asia regional office in Bangkok. An emergency communications delegate from the Asia Pacific zone office was deployed a day after the preliminary emergency appeal was launched, and provided in-country support during the first week of September.

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 two staff in its disaster management department for the entire duration of the operation. Some chapters where extensive activities are planned under this operation will also be supported to engage relevant staff/volunteers to support project implementation and monitoring. Several other staff of PRC – whose costs the National Society covers through funds mobilized domestically – will take on additional responsibilities relating to this operation. However, all volunteers engaged for 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 other international and 12 national staff supporting on-going operations, including the [Typhoon Bopha intervention](#) in Mindanao. One field delegate will be specifically recruited to support PRC in monitoring implementation under this operation as others are involved in the ongoing operation in Mindanao. In the immediate term, the country representative will provide back up to the operations manager for the first months of this intervention as the latter focuses on ongoing operations in Mindanao. Overall, the operations manager, logistics delegate and eight national staff (specializing in administration, communications and reporting, field support, finance, logistics, shelter, and water and sanitation) will take on additional responsibilities relating to this operation.

The IFRC Southeast Asia regional office in Bangkok and the Asia-Pacific zone office in Kuala Lumpur are also available to provide 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. Technical personnel from these offices will provide short-term support to the country office and PRC on case-by-case basis.

Monitoring and evaluation

Using its existing capacity in the country and the expertise of the field delegate to be recruited to support PRC in these operations, IFRC will ensure continuous monitoring of the operation. To enhance monitoring and continuous learning, two independent monitors will be engaged to undertake real-time monitoring during the various stages of implementation. Feedback from the independent monitors will help PRC to make adjustments to the plan of action, if required.

PRC and IFRC are committed to improving the quality of their humanitarian programmes. As a contribution to meeting this commitment, PRC, supported by its partners, will capture lessons from this operation. In accordance with the IFRC guidelines, an external final evaluation will be commissioned two months after completing the operation. Recommendations of the evaluation will feed into future programming. In the evaluation, special focus will be given on the urban context, especially if a large part of the operation is done in and around Metro Manila. As the urban context is being increasingly highlighted globally, the evaluation will also contribute to the Movement's learning on this subject.

Budget summary

See attached budget for details.

Walter Cotte
Under Secretary General
Programme Services Division

Bekele Geleta
Secretary General

Contact information

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



Click here

1. **Emergency appeal budget and map [below](#)**
 2. **[Return](#) to the title page**
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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.

www.ifrc.org
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.
-

EMERGENCY APPEAL

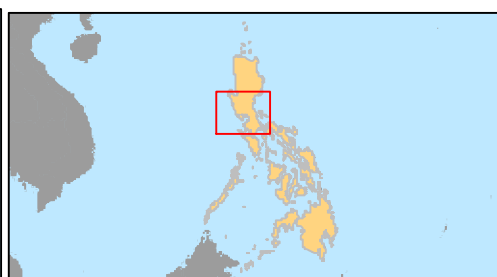
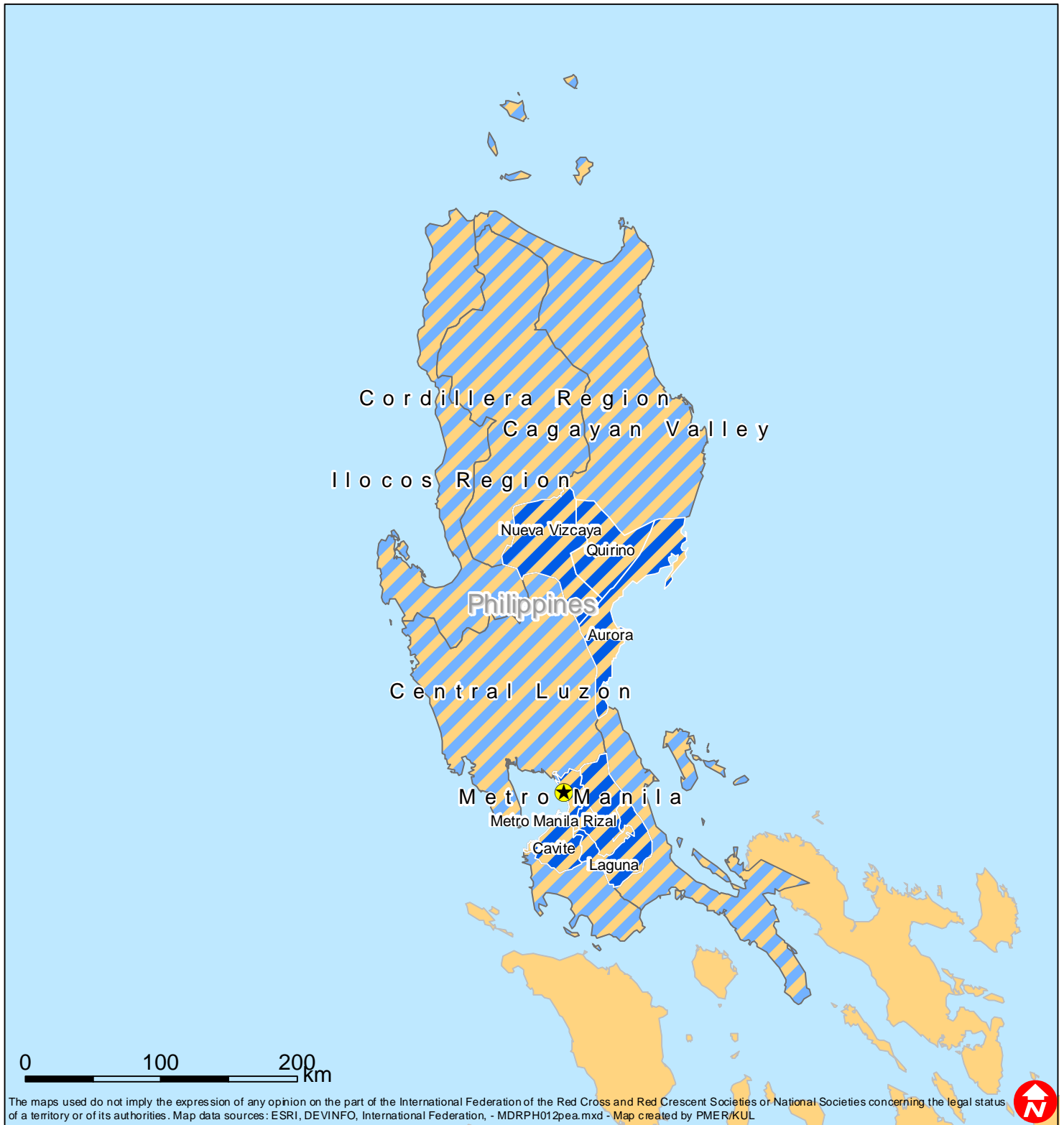
18/09/2013



MDRPH012 : PHILIPPINES TYPHOONS AND FLOODS 2013

Budget Group	Appeal Budget CHF
Shelter - Relief	117,500
Clothing & Textiles	86,100
Food	115,000
Water, Sanitation & Hygiene	229,700
Utensils & Tools	30,000
Other Supplies & Services	30,000
Cash Disbursements	532,000
Total RELIEF ITEMS, CONSTRUCTION AND SUPPLIES	1,140,300
Computer & Telecom Equipment	25,000
Total LAND, VEHICLES AND EQUIPMENT	25,000
Storage, Warehousing	4,000
Distribution & Monitoring	30,000
Transport & Vehicle Costs	16,000
Logistics Services	10,000
Total LOGISTICS, TRANSPORT AND STORAGE	60,000
International Staff	198,000
Regionally Deployed Staff	10,000
National Staff	30,400
National Society Staff	16,800
Volunteers	22,736
Total PERSONNEL	277,936
Consultants	40,000
Total CONSULTANTS & PROFESSIONAL FEES	40,000
Workshops & Training	36,000
Total WORKSHOP & TRAINING	36,000
Travel	8,000
Information & Public Relations	40,000
Office Costs	36,400
Communications	6,400
Financial Charges	4,000
Other General Expenses	36,400
Shared Office and Services Costs	32,619
Total GENERAL EXPENDITURES	163,819
Programme and Services Support Recovery	113,299
Total INDIRECT COSTS	113,299
TOTAL BUDGET	1,856,354
Available Resources	
Multilateral Contributions	551,574
TOTAL AVAILABLE RESOURCES	551,574
NET EMERGENCY APPEAL NEEDS	1,304,780



Philippines: Typhoons and Floods



-  Provinces under this appeal
-  Affected regions