

# OPERATIONS UPDATE



International Federation of Red Cross and Red Crescent Societies  
Fédération Internationale des Sociétés de la Croix-Rouge et du Croissant-Rouge  
Federación Internacional de Sociedades de la Cruz Roja y de la Media Luna Roja  
الاتحاد الدولي لجمعيات الصليب الأحمر والهلال الأحمر

## THE PHILIPPINES: LANDSLIDES AND FLOODS

Appeal No. MDRPH001  
27 April 2006

The Federation's mission is to improve the lives of vulnerable people by mobilizing the power of humanity. It is the world's largest humanitarian organization and its millions of volunteers are active in over 183 countries.

### In Brief

Operations Update no. 04; Period covered: 9 March to 21 April 2006;  
Appeal target: CHF 2, 592,678 (USD 2 million or EUR 1.67 million); Appeal coverage: 118.4%  
Outstanding needs: None.

*(click here to go directly to the attached Contributions List, also available on the website).*

#### Appeal history:

- A Preliminary emergency appeal was launched on 17 February 2006 for CHF 2,126,000 (USD 1.6 million or EUR 1.3 million) for six months.
- On 8 March, appeal revised to CHF 2,593,000 (USD 2 million or EUR 1.67 million) to assist 8,000 beneficiaries for 18 months.
- Disaster Relief Emergency Funds (DREF) allocated: CHF 200,000.

**Operational Summary:** Partner support to the Philippine National Red Cross (PNRC) in its response to the Southern Leyte landslides and floods disaster has been excellent. The national society's disaster response pedigree was apparent within hours as it played a key role to meet immediate needs. Rapid support, including the allocation of CHF 200,000 from the secretariat's DREF, was a significant help. Now, ten weeks into the operation, the national society is meeting the challenge of switching towards longer-term support around recovery for affected communities. The Federation is supporting this transition and progress on the ground remains good.

*The International Federation undertakes activities that 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.

#### For further information:

- Philippine National Red Cross: Corazon Alma De Leon (secretary-general); email: [hsl@skynet.net](mailto:hsl@skynet.net); Phone: +63.2.527.0854; or

Raul Garganera (manager of disaster management services); email: [iloilo@redcross.org.ph](mailto:iloilo@redcross.org.ph);  
Phone: +63.2.527.0864

- Federation country delegation in Philippines: Carl Naucler (Federation representative); email: [carl.naucler@ifrc.org](mailto:carl.naucler@ifrc.org); Phone: +63.917.880.6844; Mobile: +63.2.527.6227
- Federation regional delegation in Bangkok: Michael Annear (head of regional disaster management unit); email: [michael.annear@ifrc.org](mailto:michael.annear@ifrc.org); Phone: +66.2.661.8201; or Alan Bradbury (regional programme coordinator); email: [alan.bradbury@ifrc.org](mailto:alan.bradbury@ifrc.org); Phone: +66.2.661.8201; or Bekele Geleta (head of regional delegation); email: [bekele.geleta@ifrc.org](mailto:bekele.geleta@ifrc.org); Phone: +66.2.661.8201 ext 100; or
- In Geneva: Southeast Asia desk, Charles Evans/Sabine Feuglet; email: [charles.evans@ifrc.org](mailto:charles.evans@ifrc.org) or [sabine.feuglet@ifrc.org](mailto:sabine.feuglet@ifrc.org); Phone: +41.22.730.4320/4349; Fax: +41.22.733.0395

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.

For longer-term programmes in this or other countries or regions, please refer to the Federation's Annual Appeal. For support to or for further information concerning Federation programmes or operations in this or other countries, or for national society profiles, please also access the Federation's website at <http://www.ifrc.org>

## Background

On 17 February 2006 weeks of monsoon rain prompted a massive landslide that buried the barangay (village) of Guinsaun in the municipality of St. Bernard, Southern Leyte province. The official count of confirmed dead people stands at 154, while 972 people are reported missing, presumed dead. Almost 291 houses and an elementary school of the village were buried deep in mud. The total number of deaths may never be known. 410 survivors have been documented.

Rescue operations and attendance to immediate needs of survivors ensued in aftermath of the disaster. Evacuees were placed in 10 centres that were immediately set up in the municipalities. Because of the imminent danger posed by mudslides at the foot of unstable hills, 8,000 people from three municipalities - St. Bernard, Liloan and San Francisco - were immediately evacuated and sheltered.

Based on the assessment provided by the mining and geoscience bureau, the local government decided to evacuate all inhabitants of the *barangays* of Catmon, Karnada, Ayahag, Nueva Esperanza, Magatas and Sug-Angon. As of now, permanent relocation is being implemented for the *barangays* of Magatas, Kauswagan, Hinabian, Sug-Angon, Ayahag Nueva Esperanza and Atuyan (with partial relocations).

Although some of these people have been able to somehow continue economic activities, many still need livelihood assistance for some time to enable a new start at relocation sites.

## Operational developments

After the initial stages of the operation, evacuees moved from the original 10 evacuation centres to four, located in schools at Saint Bernard Elementary School, Cristo Rey Regional High School, Catmon Elementary School, and Inglesia ni Kristo.

PNRC, along with several local NGOs and a few international organizations, are supporting the evacuees in these centres, providing daily basic needs including food, health, water and sanitation, and utensils. A couple of agencies continue to provide psycho-social support particularly to the survivors from Guinsaun. The immediate psycho-social support provided by PNRC has been halted and longer-term intervention to include evacuees is being developed. In accordance with established procedures, the local mayor's office is the coordinator of all activities. In general, the immediate basic needs of the affected population are adequately provided through the

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organizations operating in the areas. At the same time, agencies believe the coordination of activities and plans could be improved to ensure better allocation of available resources.

Whereas there is a need to continue the daily support of essentials for the survivors and evacuees the focus is now on rehabilitation and construction.

Only a few international organizations remain in the area, mainly providing daily assistance in the evacuation centres. PNRC and some local organizations will continue their assistance beyond the relief phase and are preparing and planning longer-term assistance to beneficiaries, including community-based disaster preparedness, continued psycho-social support, construction of houses and community facilities, and livelihood programmes.

As of now, the local government was engaged in its long-term plan to resettle and relocate the affected people, in coordination with PNRC and other NGOs. Two main relocation areas have been identified and cleared as suitable construction sites: one for around 300 families and the other for 191 families.

## **Red Cross and Red Crescent action**

Within hours of the landslide, the Federation released CHF 200,000 from its DREF to PNRC for immediate response. The Appeal that followed focused on relief, recovery and rehabilitation, and capacity building, and was based on 11 objectives with a total budget of CHF 2,592,678 and an implementation timeframe of 18 months (after revision). The Appeal has to date been covered through generous donations from sister societies and other partners.

While PNRC health teams were active during the emergency phase, the local government is now providing the day-to-day basic health services and the PNRC health teams are only called upon when needed. At present, and in coordination with local government and other agencies involved with health issues, the PNRC is sending a team to make a full statistical assessment of the health condition of the evacuees.

Several project plans are being developed and reviewed. By May 2006, many new or adjusted activities, within the framework of the Appeal objectives, will be ready for implementation.

## **Emergency relief**

### **Objective 1: 1,000 families living in evacuation centres receive non-food relief items.**

#### **Progress/Achievements**

PNRC has up till now provided assistance to all four evacuation centres together with all other organizations in the area. This assistance has become rather irregular and more or less dependent on the capacity of others due to the limited coordination. As such, PNRC has in principle decided to take over the responsibilities for the evacuation centre housing the 191 "housing beneficiaries", all living in Catmon Elementary School.

By this, the beneficiaries will be better served and PNRC will be able to plan its provision of assistance more effectively. This will certainly have implications on this objective, not in terms of initial number of beneficiaries (1,000) but in terms of the spectrum of services provided and the period of assistance.

An assessment is underway to estimate the funding required, capacity/resources available to provide such assistance to these beneficiaries until they are provided with a house by PNRC. The assessment will also identify potential partners able and willing to provide specified assistance in the centre.

## Health and care

### **Objective 2: Relatives and survivors receive the needed psycho-social support.**

#### **Progress/Achievements**

A longer term psychosocial support project, focusing on evacuees and resettled beneficiaries, is presently being reviewed by the Federation's regional delegation in Bangkok. The training of community health and welfare teams by the PNRC's community health and nursing services has not commenced as yet.

## Emergency response and risk reduction capacity building

### **Objective 3: PNRC's emergency stocks and equipment are replenished.**

#### **Progress/Achievements**

While relief to beneficiaries continues and efforts are made to improve it by focusing activities to one centre with 1,000 beneficiaries, PNRC during the last month has been engaged in the preparation of the various longer-term rehabilitation programmes including project planning and procurements. At present, all procurements linked to the appeal, are being implemented or in process.

## Organizational development

### **Objective 8: The capacity of PNRC's Southern Leyte chapter is strengthened.**

#### **Progress/Achievements**

The current focus remains on beneficiaries' needs and rehabilitation. Nevertheless, some preparatory discussions have taken place and preliminary visits to assess needs have been made to the field. Actual activities to build capacity of PNRC branches will commence during the second half of 2006.

## Reconstruction and recovery

### **Objective 9: Housing is provided to 191 displaced families in Southern Leyte.**

#### **Progress/Achievements**

The limited coordination with external organizations in providing assistance to the evacuation centres has prompted PNRC assume responsibilities for the evacuation centre housing the 191 "housing beneficiaries" currently living in Catmon Elementary School. The current focus is on the preparation for construction of houses and community facilities. Despite constraints in Southern Leyte, much has been achieved and the land area for the construction of houses for the 191 families has been identified. Before the procurement is concluded, including transfer of land ownership, the land needs additional geological testing to ensure it is suitable for development and permanent habitation. It is hoped that this can be concluded within April.

An architect/civil engineer is engaged to work on the layout and a monitoring team to follow the construction is being selected. The tendering of the construction is being processed and the construction including land development, road building and water source development is planned to start in June. The beneficiaries have already been identified and, while they have been involved in planning, efforts will be made to better their involvement in future planning. It is hoped that they will be engaged in the construction, but this will need more consideration before the project is implemented.

PNRC complements several of the projects financed through the Federation with national society funds from other sources. One example is the purchase of land with funding directly received by PNRC to be used for construction of Federation-financed houses.

PNRC initially committed to construct 320 houses. When the cost for each house was found to be much more than anticipated, it scaled down its plan to build 191 houses with the Federation funding construction at one location. 130 houses, with funding from other sources, will be constructed at another location.

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Some of the beneficiaries are living in makeshift tents inside school compounds, some of which are too small for larger families.. Some live inside the classrooms of the school itself. In June, the schools will reopen after summer holidays and the shelter situation for the people needs to be addressed. In addition, the rainy season will start in June and school rooms need to be available to students.

PNRC is looking to procure 300 family tents through the Federation to provide some comfort and shelter to beneficiaries until permanent houses were constructed. Meanwhile, other solutions are also being considered; an option might be to approach the US Marine Corps that is providing temporary shelter to some beneficiaries.

## **Management and Coordination**

### **Objective 11: Effective administration and management support is provided to the operation.**

#### **Progress/Achievements**

A memorandum of understanding regarding the Appeal operation implementation was signed between PNRC and the Federation, outlining agreed procedures, roles and responsibilities and reporting requirements. This memorandum also includes an action plan budget, which is the guideline for the utilization of the funding provided by the Federation, on a reimbursement basis and expenditure plan agreed on a monthly basis.

PNRC has set up a committee to oversee the implementation of the support activities to Southern Leyte. This committee is meeting monthly and is composed of board members, the secretary-general and directors/managers of relevant departments at the national society. The Federation representative is an observer at these committee meetings.

For day-to-day issues, the Federation representative has access to the leadership of PNRC and all relevant departments. In addition, a weekly meeting is held with the secretary-general and manager of disaster management services, finance and logistics, and the Federation representative.

In the field, PNRC as implementers, take part in weekly coordination meetings, held at the municipal office of St. Bernard, Southern Leyte. These meetings are attended by various actors, donors and agencies, and focus on developments of projects of different organizations. Attempts are made to avoid replication of assistance to beneficiaries.

According to the local government, other agencies providing assistance to beneficiaries in St. Bernard are as follow:

- **Livelihood:** Philippine Business for Social Progress (PBSP), Association of Major Religious Superiors in the Philippines
- **Health:** Department of health for Region 8, Community and Family Services International, Save the Children (US), PBSP
- **Housing:** Department of social welfare and development, Medical Action for Christ (March for Christ), Philippine Relief and Development Agency, Society of Saint Vincent de Paul, FCCI/GK
- **Education:** Visayan Forum/MIAA, League and Corporate Foundations, Magsaysay Shipping Lines, Save the Children (US), CR RHS/Diocese of Maasin (Parish Social Action Centre), Hope Worldwide Philippines, Daughters of Charity, MIRANT Philippines

Besides through the Appeal, PNRC has received direct funding from sister societies, governments and from various Philippine companies and the public. These contributions amount to approximately CHF 1.8 million. It should be noted that the monitoring of these funds, their usage and the various reporting requirements, are entirely a task of the PNRC (and not within the mandate of the Federation representative).

#### **Impact**

In general, the survivors and evacuees are provided with basic daily needs by relatives, neighbours and several organisations. However, there are some concerns about the temporary housing that will need considerable improvement before the rainy season starts. It is believed that the standard for the Catmon evacuees will improve as soon as PNRC have geared up resources and human resource to take full responsibility for the centre.

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Two PNRC staff members and 12 volunteers are working in the field. At present, their main function is to ensure that beneficiaries in all centres are adequately provided with daily needs. Their work has been facilitated by the provision of new vehicles and equipment procured within the programme.

The impact of the operation should be ultimately judged by the beneficiaries. If the comment provided by a *barangay* chief at an evacuation centre during a recent field visit is any guide, PNRC and Federation are on the right track: "The assistance provided by PNRC and what they plan to provide to us have given us the hope to once again rebuild our lives with dignity".

**Constraints**

Some initial constraint was experienced in gathering individual relevant data of the beneficiaries in the evacuation centres. This was resolved through individual interviews, *barangay* assemblies and coordination with the municipal department of social welfare and development.

The coordination with the municipal disaster coordinating council (MDCC) of the local government did not produce strong results. During a recent meeting with the head of the MDCC, initiated by PNRC, some pressing issues have been sorted out and the society feels that its proposals have been well accepted.

Time consuming factors, in regard to construction, are being encountered, particularly in terms of availability of 'safe land' for relocation and the many official procedures regarding land acquisition. However, these seem to be in the final stage of resolution.

With the rainy season starting in June and lasting throughout the construction period, it is expected that building will be more difficult and will take a longer time than otherwise. The procurement and fast delivery of Federation standard family tents would have facilitated the operation, but alternative solutions are now being considered.

**National society capacity building**

The programme includes capacity building of branches in Tacloban city, Cebu and particularly S. Layte. Focus is on capacity building for disaster response. Only limited preparatory discussions and visits have been made. The capacity elements of the programme are planned to commence during the second half of 2006.

[Contributions list below; click here to return to the title page.](#)

# Philippines - landslide

ANNEX 1

APPEAL No. MDRPH001

## PLEDGES RECEIVED

25/04/2006

### CASH

REQUESTED IN APPEAL CHF ----->						TOTAL COVERAGE 118.4%
			<b>2,592,678</b>			
AMERICAN - RC	50,000	USD	66,050	21.02.06		
BAHRAIN - RC	250,000	USD	324,750	12.04.06	DIRECT ASSISTANCE	
CANADIAN - RC	50,000	CAD	56,077	17.02.06		
CHINESE - RC	30,000	USD	38,565	22.02.06		
CHINESE - RC	20,000	USD	26,420	02.03.06	BILATERAL: PHILIPPINES RC	
CHINESE - RC	20,000	USD	25,980	12.04.06	DIRECT ASSISTANCE	
CYPRUS - RC			8,078	28.02.06		
FINNISH - RC	50,000	EUR	77,723	21.02.06		
GERMAN - RC	80,000	EUR	125,200	22.03.06	RELIEF ACTIVITIES	
IRISH - GOVT	100,000	EUR	155,445	20.02.06		
IRISH - RC	6,500	EUR	10,172	09.03.06		
JAPANESE - RC	30,000,000	JPY	328,215	20.02.06		
JAPANESE - RC	50,000,000	JPY	568,000	14.03.06		
KOREAN - RC			30,000	20.02.06		
KOREAN - RC	100,000	USD	132,100	23.03.06		
MACAO - RC			20,000	17.02.06	SHELTERS & CONSTRUCTION	
MALAYSIA - RC	10,000	USD	12,990	12.04.06	DIRECT ASSISTANCE	
MONACO - RC	15,000	EUR	23,670	11.04.06		
NEW ZEALAND - RC	25,000	NZD	21,896	21.02.06		
NEW ZEALAND - GOVT			161,220	24.03.06		
NORWEGIAN - GOVT/RC	1,618,123	NOK	315,534	07.03.06		
OPEC FUND	150,000	USD	194,850	07.04.06		
PRIVATE DONORS ON LINE			9,283	23.03.06		
QATAR - RC	10,000	USD	13,210	20.02.06		
SINGAPORE - GOVT/RC	100,000	SGD	79,115	23.02.06	PROCUREMENT OF RELIEF ITEMS	
SWEDISH - GOVT	1,000,000	SEK	168,250	17.02.06		
TAIWAN RC	44,540	USD	57,858	13.04.06		
TURKISH - RC	10,000	USD	13,210	06.03.06		
UNITED ARAB EMIRATES - RC	5,000	USD	6,495	28.02.06		
SUB/TOTAL RECEIVED IN CASH			3,070,356	CHF		118.4%

### KIND AND SERVICES (INCLUDING PERSONNEL)

DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT

# Philippines - landslide

ANNEX 1

APPEAL No. MDRPH001

## PLEDGES RECEIVED

25/04/2006

SUB/TOTAL RECEIVED IN KIND/SERVICES				0	CHF	0.0%
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## ADDITIONAL TO APPEAL BUDGET

DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
SUB/TOTAL RECEIVED						
				0	CHF	