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Emergency appeal operation update Philippines: Tropical storm Washi

 International Federation
of Red Cross and Red Crescent Societies

Emergency appeal n° MDRPH008
GLIDE n° [TC-2011-000189-PHL](#)
Operation update n°1
23 December 2011

**Period covered by this
Operations Update:** 21-22
December 2011

Appeal target (current):
CHF 2,629,398

Appeal coverage: The appeal is 1 per cent covered. Funds are urgently needed to support the Philippine Red Cross (PRC) in this operation to meet the immediate needs of the most vulnerable tropical storm-affected families.

[<click here to go directly to the updated donor response report, or here to link to contact details >](#)

Appeal history:

- This emergency appeal was launched on a preliminary basis on 21 December 2011 for CHF 2,629,398 for nine months to assist 5,000 families (25,000 people).
- **Disaster Relief Emergency Fund (DREF):** CHF 200,000 was allocated from the International Federation of Red Cross and Red Crescent (IFRC) DREF to support the initial response of the national society.



Five days after tropical storm Washi pounded southern Philippines, thousands of families are still overcrowding in evacuation centres with limited access to basic necessities including food, water and proper sanitation.

Photo: Mollie Godinez/Philippine Red Cross.

Summary: Tropical storm Washi (local name: Sendong) struck southern Philippines on 17 December 2011. The storm made landfall in the northern coast of Mindanao island, bringing heavy rains and strong winds resulting in massive flooding and landslides. The tropical storm entered the Philippine area of responsibility on 15 December at the CARAGA region, traversing through Northern Mindanao, Central Visayas, Western Visayas and made its exit through the Palawan area. As of the evening of 18 December, it had moved out of the Philippine area of responsibility.

According to the national disaster agency, national disaster risk reduction and management council (NDRRMC), tropical storm Washi has left 1,080 persons dead, 1,979 injured and 1,079 missing with 442 survivors rescued. A total of 9,433 houses have been completely damaged while 28,049 others have been partially damaged. In Surigao del Sur in particular, located in the Caraga region, agricultural damages are reported at worth almost PHP 1 billion (estimated at some CHF 21 million or USD 22 million).

[<click here for contact details>](#)

The situation

The Philippines was struck by tropical storm Washi (local name: Sendong) on 17 December that brought prolonged and heavy rains, causing massive flooding and landslides. With maximum winds of 65 km/hr and gustiness of up to 80km/hr, the tropical storm pounded the Northern Mindanao region and caught thousands of residents unprepared, resulting in widespread damage and casualties. Road sections and bridges were damaged; electricity and communication lines were disrupted; and domestic flights were cancelled. Dumaguete City and Valencia municipality (both in Negros Oriental province) were declared under a state of calamity.

The latest statistics from the National Disaster Risk Reduction and Management Council (NDRRMC), are presented in table 1, where some 674,472 people have been affected, with the greatest change seen in Northern Mindanao region.

Table 1: Effects of Tropical storm Washi - as of 23 December 2011 – 6AM (Source: NDRRMC)

Details	Total
Deaths	1,080
Injured	1,979
Missing	1,079
Rescued	442
# of evacuation centres	45
# of families in evacuation centres (persons)	13,090(48,980)
Persons affected	Total # of families (persons)
Central Visayas (2 provinces)	14,069 (70,345)
Zamboanga Peninsula (1 province)	1,290 (4,947)
Northern Mindanao (4 provinces)	55,615 (440,948)
Davao Region (2 provinces)	1,016 (5,080)
Caraga (2 provinces)	3,552 (14,648)
Autonomous Region of Muslim Mindanao (1 province)	27,357 (138,504)
Total # of affected families	92,964 (641,098)
Totally damaged houses	9,433
Partially damaged houses	18,616
Total # of damaged houses	28,066

Even though the Philippines is hit by an average of 20 major storms each year, Mindanao is rarely affected by tropical storms or typhoons. Most of the storms make landfall further north, tending to hit the island of Luzon. As a result, communities in Mindanao had limited levels of preparedness for the impact, with many people asleep in their beds when the flooding hit.

The effects of the tropical storm have left villages completely wiped out, particularly in Cagayan de Oro and Iligan City (both located at Northern Mindanao). Shelter was identified as the top need. Currently, some 10,000 families overcrowd themselves in 51 evacuation centres where they lack access to proper sanitation facilities.

One of the main concerns is the threat of outbreaks of waterborne and water-related diseases due to poor hygiene conditions as a result of the non-availability of potable water and compromised sanitation systems, including in schools used as evacuation centres. Furthermore, the presence of solid and/ or human waste is exacerbating the situation.

The flash flooding caused by the extensive rainfall as a result of the typhoon has resulted in extensive damage and destruction of family shelters. Individuals residing in evacuation centres or living with host families have lost their food supplies and most basic household items.

Furthermore, in the hardest hit areas there remain challenges in identifying and burying of those who have died. Affected family members do not have resources to pay the funeral parlours and these funeral parlours are also facing a shortage of coffins. In one funeral parlour in Iligan city, there were some 20 to 30 bodies for embalming.

Some media reports have suggested authorities are considering mass burials in an effort to avoid the health risks posed by unclaimed bodies and to reduce the pressure on overwhelmed morgues. The Philippine Red Cross (PRC), on its part, is working to help expedite the release of identified bodies to the respective family members.

Coordination and partnerships

Movement coordination: PRC coordinated with the Red Cross and Red Crescent Movement and its partners to discuss the latest developments. IFRC, German Red Cross and Spanish Red Cross representatives have also held preliminary discussions to plan and coordinate potential proposals, with a view of avoiding duplication.

Coordinating with authorities: PRC maintains a long-standing and strong relationship with government bodies through participation or collaboration with the following: (i) the NDRRMC; (ii) local disaster risk reduction and management councils; and (iii) local government units. PRC is participating in NDRRMC meetings as well as coordinating with the department of social welfare and development (DSWD), department of health (DOH), and disaster risk reduction and management councils at the provincial, municipal and *barangay* (village) levels.

Inter-agency coordination: Since the successive tropical storm struck, the coordination mechanisms already in place have been maintained. The IFRC country office has been in continuous contact with UN partners regarding the possible activation of the shelter cluster. A shelter working group within the camp coordination and camp management (CCCM) cluster on the island of Mindanao was seen to be sufficient at this time to coordinate the shelter response. However, IFRC remains ready to assume the lead shelter coordination role should this be required. The IFRC country office has kept the European Commission's humanitarian aid and civil protection (ECHO) programme officer for Philippines updated on Red Cross action.

Red Cross and Red Crescent action



IFRC initially dispatched non-food items to Cagayan de Oro for 5,300 families. Packing of items is ongoing and distributions have been scheduled. **Photo:** Mollie Godinez/Philippine Red Cross.

PRC has swiftly deployed emergency response units and 143 volunteers in Cagayan de Oro and nearby chapters. There are currently more than 900 staff and volunteers on the ground. Red Cross search and rescue teams have been working alongside authorities to find families lost or cut off by the floods.

Red Cross volunteers from Cagayan de Oro, Dumaguete and Iligan chapters have also been active at evacuation centres providing more than 2,300 hot meals for people forced to flee their homes, as well as setting up first aid posts and welfare desks at different evacuation points. In addition to the hot meals, volunteers have also distributed 2,375 food packs made up of rice, sardines and noodles.

An emergency consignment of blankets, sleeping mats and jerry cans – enough for about 5,300 families – has been sent from PRC headquarters in Manila to the affected areas, with more likely to be sent in the coming days as new assessment information comes in. Packing of these items are ongoing and distributions have been scheduled.

The ICRC has dispatched 3,000 hygiene kits, food items and non-food items from its warehouse in Davao. In addition, ICRC also sent body bags for mortal remains and deployed its WatHab teams for further assessment.

To get a clear picture of the needs on the ground, PRC deployed two assessment teams representing various services, three WatSan teams and one social services team in Cagayan de Oro who conducted psychological support to volunteers in Cagayan de Oro. Body bags were also sent to Cagayan de Oro and Iligan City. Another team was deployed this morning for further assessment.

Progress towards outcomes

Food items	
Outcome: Emergency food needs of 5,000 tropical storm-affected families in Northern Mindanao region are met through provision of appropriate food items in adequate quantities and quality within one month.	
Outputs (expected results)	Activities planned
The immediate food needs of 5,000 tropical storm displaced families and host families are met through one-off food distributions.	<ul style="list-style-type: none"> • Establish a beneficiary focusing strategy and distribution protocols. • Mobilize volunteers and provide them with orientation on distribution protocols. • Identify, register and verify beneficiaries. • Mobilize validated beneficiaries for food distributions. • Arrange pre- and post-relief distribution volunteer meetings. • Provide food (rice, noodles and sardines). • Conduct post-distribution surveys. • Monitor and report on distributions.

Progress:

To date, PRC has distributed food packages to 2,375 families (12,732 persons). The distributions include IFRC-provided food packages, which comprise 5kg of rice, four packets of noodles and four cans of sardines. Among the areas reached are Cagayan de Oro (901 families), Iligan City (1,028 families), Negros Oriental (100 families) and Zamboanga del Norte (346 families). Food distributions are ongoing, with more distributions scheduled in the coming days.

Non-food items	
Outcome: The status of 5,000 affected families in Northern Mindanao region improved through timely provision of appropriate non-food items within three months.	
Outputs (expected results)	Activities planned
The immediate needs of 5,000 tropical storm-affected families are met through distributions of non-food items.	<ul style="list-style-type: none"> • Develop a beneficiary targeting strategy and registration system. • Mobilize volunteers and provide them with orientation on distribution protocols. • Register and verify beneficiaries. • Mobilize validated beneficiaries for distributions. • Arrange pre- and post- distribution volunteer meetings. • Distribute blankets (two per family), sleeping mats (two per family). • Provide jerry cans (one 20-litre per household or two 10-litre per household) for household-level water storage • Track movement of items from point of dispatch to end-user. • Undertake real-time needs/capacity assessments to identify gaps. • Monitor and report on distributions.

Progress:

PRC has distributed non-food packages to 1,572 families (7,930 persons), in Cagayan de Oro (901 families), Iligan City (571 families) and Negros Oriental (100 families). In total, IFRC initially dispatched to the affected area non-food packages (each composed of one 20-litre jerry can, two blankets and two sleeping mats) for 5,300 families. NFI distributions are ongoing and preparations to ship additional food and non-food items are also being conducted at the headquarters in Manila.

Water, sanitation, and hygiene promotion

Outcome: The risk of waterborne and water-related diseases has been reduced through the provision of safe water supply, sanitation and hygiene promotion to 5,000 families (25,000 persons) over nine months.

Outputs (expected results)	Activities planned
Basic water, sanitation and hygiene promotion needs of 5,000 affected families identified to enable design of appropriate solutions.	<ul style="list-style-type: none"> Assess the basic water, sanitation and hygiene promotion needs and likelihood of water and sanitation-related diseases. Survey the availability of safe drinking water for people sheltered in evacuation centres.
Safe water is provided to 5,000 affected families in evacuation centres as floodwater subsides and damaged systems are restored.	<ul style="list-style-type: none"> Provide potable water storage tanks and tap stands [flexible tanks as bladders] at targeted evacuation centres as per needs. Monitor and report on activities.
Appropriate household sanitation facilities provided to 1,200 families assisted with transitional shelter in three regions for eight months.	<ul style="list-style-type: none"> Support construction of pour-flush latrines and septic tanks as integral components of transitional shelters. Ensure that construction of pour-flush latrines takes into account unique needs of people with disabilities, where required. Provide sanitation kits comprising a 20-litre jerry can, a 60-litre water container, a dipper and a toilet brush (one per targeted family) to families assisted with transitional shelters (kit included in transitional shelter toilet). Monitor and report on activities.
Basic hygiene practices among 5,000 families improved through behaviour change and hygiene promotion activities.	<ul style="list-style-type: none"> Mobilize existing trained community health volunteers. Undertake baseline surveys to determine the level of awareness of water related illnesses and hygiene practices in targeted communities. Mobilize community members for hygiene promotions sessions. Distribute information, education and communication (IEC) materials to 5,000 families (25,000 people) in the target communities. Disseminate relevant hygiene and health messages in the target communities. Undertake final surveys to determine level of improvement in awareness and practices. Monitor and report on activities.
The scope and quality of the PRC hygiene promotion services are improved.	<ul style="list-style-type: none"> Recruit and train community health volunteers. Produce IEC materials relevant for hygiene promotion.

Progress:

PRC delivered WatSan equipment which include: WatSan kits, water tanker, six bladders with 10,000-litre capacity in Cagayan de Oro and Iligan City. Distributions are ongoing.

In addition, PRC is identifying the areas that require intervention for WatSan and hygiene promotion. Identification of volunteers who will be carrying out the activities under this activity is ongoing as well.

Spanish Red Cross (SRC) deployed three mobile water purification units to Cagayan de Oro and expected to be delivered at the area on 25 December. SRC will also be deploying a WatSan team to Cagayan de Oro next week to support the current active WatSan teams in the field, under the coordination of IFRC.

Shelter

Outcome: Some 1,200 tropical storm-affected households in three regions have safer shelter solutions through the provision of locally appropriate materials, tools and guidance on improved building techniques within eight months.

Outputs (expected results)	Activities planned
1,200 families, whose houses were totally destroyed as a result of the tropical storms, have rebuilt, applying resilient techniques.	<ul style="list-style-type: none"> • Assess the extent of the shelter needs and shelter solutions preferred by tropical storm-affected communities. • Conduct advocacy for access to appropriate land sites. • Conduct orientation of volunteers to be involved in shelter project. • Select beneficiaries from lists provided by DSWD. • Undertake door-to-door surveys to validate beneficiaries. • Provide carpenters and project volunteers with training that promotes awareness and understanding of tropical storm resilient construction. • Conduct orientation of beneficiaries (by project volunteers). • Construct model houses in select localities within operational areas. • Provide appropriate transitional shelter materials and tools to 1,000 families whose houses were destroyed. • Promote safer tropical storm-resilient shelter, where possible, by providing technical assistance and guidance. • Ensure shelter programming includes access to required water and sanitation services and linked livelihoods grants. • Ensure shelter programming takes into account unique needs of people with disabilities, where required. • Promote increased awareness and understanding of shelter response programming with the National Society and affected communities. • Coordinate with the emergency shelter cluster, if activated. • Monitor and report on activities.

Progress:

Preparations for an in-depth assessment will be conducted in January to further define the shelter intervention.

Livelihoods

Outcome: Coping mechanisms of 1,200 tropical storm-affected families improved through enhanced livelihoods opportunities.

Outputs (expected results)	Activities planned
1,200 families assisted with transitional shelter are able to re-establish basic means of household income and to increase livelihoods opportunities.	<ul style="list-style-type: none"> • Consult targeted households on their preferred livelihoods solutions. • Organize orientation sessions for targeted households on the scope of livelihoods assistance to be provided under the operation. • Provide targeted households with application forms for livelihood assistance. • Review application forms for livelihood assistance submitted by beneficiaries. • Using relevant methodologies, e.g. cash grants, provide livelihoods assistance to families whose houses were destroyed. • Monitor and report on activities.

Progress:

Preparations for an in-depth assessment will be conducted in January to further define livelihood interventions.

National society disaster preparedness and capacity building

Outcome: The disaster preparedness and response capacity of PRC national headquarters and two chapters in affected regions strengthened.

Outputs (expected results)	Activities planned
<p>PRC national headquarters and two chapters in operational areas have improved their disaster response capacities.</p>	<ul style="list-style-type: none"> • Train and equip two land and water search-and-rescue teams. • Equip one PRC chapter with a land cruiser, geared for flood situations • Support two PRC chapters in improving on their volunteer management structures. • Provide technical materials and technical support to PRC national headquarters and chapters targeted by operation. • Conduct on-the-job training in Sphere and logistics core areas (procurement, warehousing, and transport and fleet management) for PRC staff and volunteers at national headquarters and targeted chapters. • Assist PRC in their training activities by providing delegates as facilitators based on their expertise. • Identify and map the overall and essential preparedness gaps in capacities and resources.

Progress:

Chapters in affected provinces have mobilized volunteers, some of them new, to assist with serving persons in evacuation centres and relief distributions. In addition, staff from non-affected chapters were mobilized as well to enhance capacity and expose to learning opportunities.

The Asia Pacific Zone Office in Kuala Lumpur deployed an operations coordinator in the absence of an operations manager to support the IFRC Philippine country office. The country office, on its part, deployed a relief and recovery delegate to Cagayan de Oro to provide support and technical assistance to the chapter.

Logistics

The IFRC's in-country logistics team – which comprises one logistics delegate and two logistics officers – has facilitated the immediate release of pre-positioned stocks and assisted in organizing transportation of items. The team has also supported local mobilization of goods, i.e. 5,300 jerry cans, 10,600 blankets and 10,600 sleeping mats to replenish released stocks. The team is also supporting the operation with regard to fleet management, procurement, and warehousing.

At this time there is no request for in-kind contributions to support the actions under this operation.

Communications – Advocacy and Public Information

The PRC and IFRC communication teams have been working closely together to highlight the needs of the affected communities and Red Cross Red Crescent response, ensuring a steady flow of timely and accurate information targeted at key stakeholders including the media, National Societies, and prospective donors.

IFRC issued a [press release](#) to international media on the same day as the [preliminary emergency appeal](#) was launched. The press release was also adjusted and issued by PRC to local media. Several local and international news agencies have mentioned the launch of the emergency appeal by the Red Cross.

The communications team prepared a factsheet with talking points on the current situation. This has been shared with all National Societies' communication focal points via the IFRC Newswire. Four news stories have been posted on the [IFRC website](#), with the latest story, [Thousands of families face short- and long-term challenges after Typhoon Washi](#), leading the website's front page.

On 21 December, the Southeast Asia regional communications manager arrived in the Philippines to further support in-country communication efforts. He immediately travelled to the worst affected areas in Cagayan de Oro and Iligan City to gather resources such as photos, video footage and beneficiary profiles which will be

shared with the media and National Societies through the usual IFRC communication including the online photo gallery, [Cumulus](#) and the [IFRC Newsroom](#). The first set of photos from the field are already on Cumulus.

The regional communications manager has also given 12 interviews to several media agencies including two interviews with BBC World (World News TV and World News Radio), one interview with CNN International, and two interviews with Al Jazeera.

Contact information

For further information specifically related to this operation, please contact:

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

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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.
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