

# Emergency appeal operation update

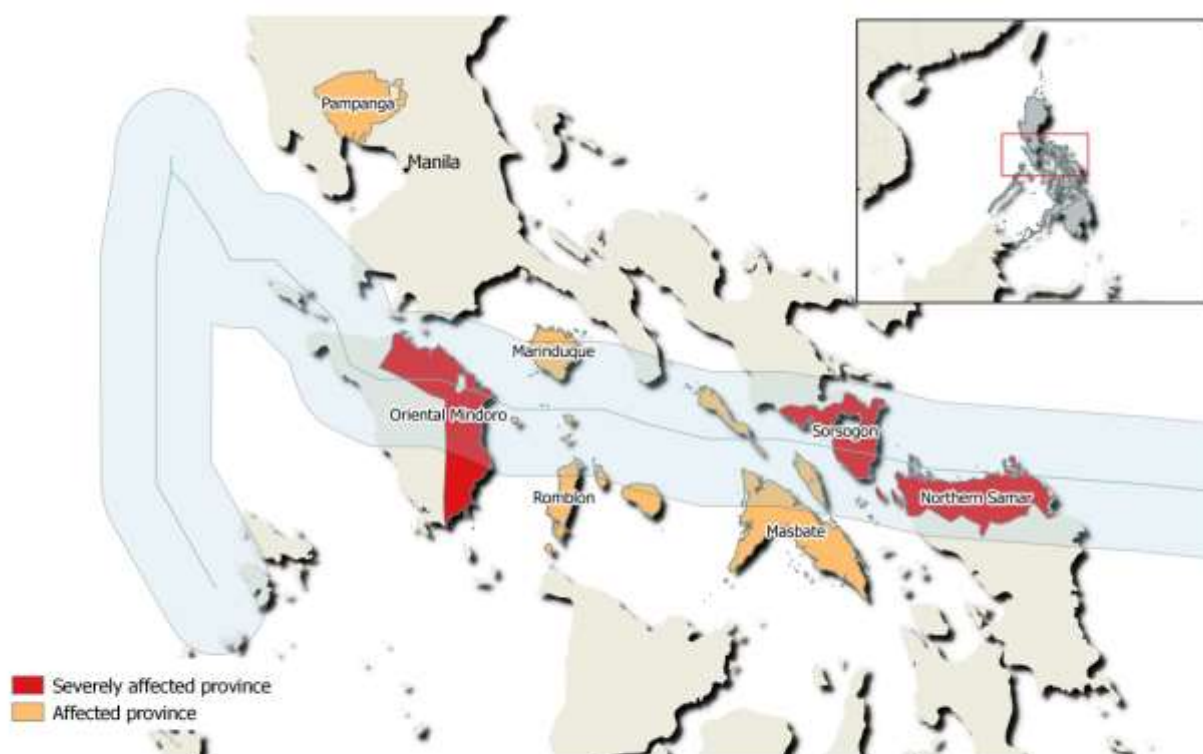
## Philippines: Typhoons and Floods

Emergency appeal n° MDRPH020	GLIDE n° <a href="#">TC-2015-000168-PHL</a> and <a href="#">TC-2015-000170-PHL</a>
Operation update n° 1	Date of issue: 7 January 2016
Reporting period: 22 Dec 2015 to 6 Jan 2016	Operation timeframe: 22 Dec 2015 to 30 Nov 2016
Appeal budget: CHF 3,740,793	Appeal coverage: CHF 171,699 (5 per cent); <a href="#">donor response</a>
N° of people targeted: 45,000 (9,000 families)	N° of people assisted: 30,000 (6,000 families)

### The situation

December 2015 saw the Philippines affected by the combined effects of **Typhoon Melor** (local name Nona), **Tropical Depression Twenty Three** (Onyok) and the **North East Monsoon** rains enhanced by the two tropical systems. The combined result of these weather disturbances caused significant humanitarian needs spanning the islands of Luzon, Visayas and Mindanao. From 14 through 15 December, Typhoon Melor struck Batag Island in Northern Samar, moving westward across Sorsogon (Luzon), Masbate, Romblon, Oriental Mindoro and Occidental Mindoro. The weather system tracked across western Luzon, finally dissipating on 19 December 2015.

### Track of Typhoon Melor



The maps used do not imply the expression of any opinion on the part of the International Federation of Red Cross and Red Crescent Societies or National Societies concerning the legal status or of its authorities. - Map created by IFRC Philippine Country Office

On 17 December, the President of the Philippines declared a state of national calamity<sup>1</sup> following the devastation caused by Typhoon Melor. Based on field reports, the Government-led Response Cluster stated on 22 December that:

- 555,667 families were affected by Typhoon Melor
- 238,427 families were affected by the North East Monsoon
- 2,711 families were affected by Tropical Depression Twenty Three

On [24 December 2015](#), the National Disaster Risk Reduction and Management Council (NDRRMC) reported the effects of Melor as follow:

People				Houses		Classrooms	Health Facilities
Deaths	Injuries	Missing	Pre-emptively evacuated	Destroyed	Damaged	Destroyed/damaged	Damaged
42	24	4	742,991	98,371	181,116	53/46	35

The worst damage was recorded over Northern Samar, Sorsogon and Oriental Mindoro. NDRRMC reported that at the peak 362,753 people were being supported inside and outside evacuation centres. However, as the situation stabilizes now, most of the evacuation centres are closed. Damage to agriculture and infrastructure is estimated at PHP 6.5 billion (USD 140 million), with agriculture alone sustaining losses of PHP 4.3 billion (USD 90 million).

Following Melor, [Tropical Depression Twenty Three](#) made landfall over Manay municipality in Davao Oriental, eastern Mindanao on 18 December. While it weakened into a low pressure area after landfall, it continued to rain over land, including Melor-struck areas. No casualties were reported, likely due to the pre-emptive evacuation of 18,402 people (3,894 families). The NDRRMC has reported that as of 22 December, all evacuation centres were closed with people returning to their homes.

On 19 December, PAGASA reported rain throughout almost all of the Philippines due to the North-East Monsoon, enhanced by Melor and Twenty Three. Widespread flooding and landslides worsened the situation for many farming communities, some still recovering from October's Typhoon Koppu which affected the same areas.



Banana plantation destroyed in the province of Oriental Mindoro.

Photo: Hajime Matsunaga/IFRC

On 22 December, the Response Cluster reported that Regional Disaster Risk Reduction and Management Councils (RDRRMC) conducted Rapid Damage Assessment and Needs Analysis (RDANA) in Regions III, IV-A, IV-B, V and XIII.<sup>2</sup> Based on initial RDANA results, the most pressing needs identified include:

- shelter (emergency shelter assistance, repair kits, tents and tarpaulins);
- water, sanitation and hygiene promotion (water purification tablets, jerry cans, potable water, mobile filtration system, toilet facilities);
- food and basic household items;
- health (medicines, vitamins and vaccines, psychosocial services);
- agriculture and livelihoods (planting materials, repair of agricultural infrastructure, alternative livelihoods).

<sup>1</sup> The proclamation is meant to hasten the rescue, recovery, relief and rehabilitation efforts of the government, the private sector and humanitarian partners as well as enable public authorities to control the prices of basic goods and commodities in the typhoon-affected areas. It is also meant to give the government ample latitude in using funds for the rescue, relief and rehabilitation in the affected areas.

<sup>2</sup> Region III – Central Luzon; Region IV-A – Cavite-Laguna-Batangas-Rizal-Quezon (CALABARZON); Region IV-B – Mindoro-Marinduque-Romblon-Palawan (MIMAROPA); Region V – Bicol Region; Region XIII – Agusan del Norte and del Sur-Surigao del Norte and del Sur-Dinagat Islands (CARAGA).

The Response Cluster reported gaps and challenges in the delivery to island municipalities, the urgent need for repair of damaged houses and health facilities, restoration of power supplies and immediate assistance for farmers.

### Philippine Red Cross (PRC) rapid assessments

In addition to supporting the immediate response of local authorities, PRC deployed five assessment teams – comprising technical persons and generalists from national headquarters and some chapters – to areas hit hardest by Typhoon Melor to assess the extent of the damage and the immediate needs on the ground. One team each covered the provinces of Oriental Mindoro, Sorsogon and Romblon while two teams covered Northern Samar. The IFRC Country Office deployed a communications officer and a planning, monitoring, evaluation and reporting (PMER) officer alongside the teams that covered Sorsogon and Oriental Mindoro respectively. Assessments have since been concluded and informed the preparation of a relief distribution, together with reports from respective chapters.



In the town of Najuan, province of Oriental Mindoro, hundreds of shelters made of light materials have been severely damaged or destroyed by both the strong winds and subsequent floods. **Photo: Byron Nonato/IFRC**

Red Cross assessment findings corroborate those of the RDANA and the analysis provided via NDRRMC updates. Respective PRC chapters and assessment teams have identified provision of additional relief items and **shelter** recovery assistance as priority due to the significant impact of the typhoon and floods on shelter. Most houses damaged or destroyed were made of light materials.

Floodwaters have receded, most evacuation centres have closed, and people have returned to repair or rebuild their homes – those with no means to buy new materials are using salvaged materials – while others are staying with host families. The shelters repaired or rebuilt using salvaged materials are significantly lesser resistant to weather elements. This leaves families that have not rebuilt back better and safer exposed to disaster because the weak structures may

be no match for future storms. There is, therefore, a need to support them to retrofit applying safer shelter techniques.

In the affected areas, the main sources of **livelihoods** are production of fruits, coconuts and rice, among other agriculture-related ventures. PRC rapid assessments identified that most families survive on a single income source, such as *copra* (from coconut) or banana production which also sustained severe damage. Fortunately, the rice in the affected areas had been harvested in October. Oriental Mindoro is also one of the country's main sources for high value fruits and crops such as *lanzones*, *rambutan*, different types of citrus, *durian*, coconuts and bananas. It could take two to three years before newly planted trees bear fruit and start generating income. It was observed that some fishermen who had taken preventative measures and secured their boats and gear are now able to restart fishing while those who had not taken preventative measures suffered substantial losses. PRC will, therefore, need to support the most vulnerable affected families to restore means of earning household income.

Many **water** systems have been damaged, destroyed or contaminated, causing issues related to access to safe water in affected communities. Contamination of water sources and damage to latrines bring about concern relating to waterborne diseases. There is also considerable debris and mud left in farms and inside homes, left behind by floodwater. It was observed that some families have returned to their homes and started to clean up the debris. As such, PRC will continue to support the provision of safe drinking water and when funding permits it will support rehabilitation of damaged water and sanitation facilities. Hygiene promotion will also be undertaken.

### Red Cross and Red Crescent action

PRC has been on the ground, responding to the immediate needs of affected people, in line with its mandate outlined in *Philippine Red Cross Act of 2009*. Initially, the National Society supported pre-emptive evacuation efforts of local authorities and conducted rescue operations, bringing more than 16 persons to safety, providing first aid to 19 people and assisting 24 people to restore links with their families. Furthermore, PRC served ready-to-eat meals to some 19,957 persons in evacuation centres while its social workers provided psychosocial support to 466 people and referral services to persons in evacuation centres through 31 welfare desks.

During the period under review, the National Society prioritized distribution of food packs (comprising 5 kilos of rice, 4 tins of canned sardines or meat loaf and 4 packets of noodles), safe drinking water, household water storage containers (20-litre jerry cans), sleeping materials (blankets, plastic mats and mosquito nets), hygiene kits and tarpaulins as well as conducting hygiene promotion linked to relief distributions. In this regard, as of 6 January 2016, PRC had reached at least 9,400 families across seven provinces – Bulacan, Masbate, Oriental Mindoro, Northern Samar, Nueva Ecija, Pampanga and Sorsogon – with relief assistance. Of the non-food items distributed, quantities for 6,000 families have been provided by IFRC, with additional items for up to 3,000 families planned.

**Table 1: Families reached with relief distributions**

Items	Number of families assisted
Food packs	9,404
Hygiene kits	3,029
Sleeping items	7,185
Tarpaulins	4,350
Water storage containers	4,523

In delivering assistance across the target area, PRC has mobilized 872 personnel comprising 136 staff members and 736 volunteers. To support PRC in monitoring distributions, assessments and planning for early recovery, the IFRC Country Office has deployed a field delegate.

Meantime, chapter reports and rapid assessments are being analyzed and will inform the refining of PRC's action plan in the coming days. The operation will initiate implementation of early recovery interventions during January, alongside ongoing relief distributions, so as to enable the most vulnerable affected families to retrofit their homes and/or to restore activities for earning household income.

## Coordination and partnerships

### Overview of Red Cross Red Crescent Movement in country

PRC is working mainly with the IFRC and the ICRC in this response, with the German Red Cross and Netherlands Red Cross also having committed to support PRC's response.

IFRC has supported PRC with non-food items for 6,000 families, released from prepositioned stocks and covered by the amount advanced from the Disaster Relief Emergency Fund (DREF), which are currently being distributed. ICRC released 2,000 blankets and 2,000 tarpaulins which are being distributed specifically in Northern Samar.

German Red Cross and Netherlands Red Cross have committed to support PRC in the provision of food and non-food relief through bilateral arrangements. Other Partner National Societies with presence in the Philippines – currently supporting 2013's Typhoon Haiyan recovery programmes – may also potentially support this response through multilateral or bilateral arrangements.

### Movement Coordination

Close coordination is being maintained between PRC, IFRC, ICRC and all Red Cross Red Crescent Movement partners with presence in the Philippines. PRC is responsible for the overall coordination and implementation of the response with the support of IFRC, ICRC and PNS. On 22 December 2015, the IFRC Asia Pacific Regional Office organized a teleconference to update Movement partners about PRC's response and the extent of needs on the ground. As well as various IFRC offices, Austrian Red Cross, British Red Cross, Canadian Red Cross, Finnish Red Cross, German Red Cross, Japanese Red Cross Society, Netherlands Red Cross, Norwegian Red Cross, Spanish Red Cross and Swedish Red Cross participated.

### Coordination with public authorities and local actors

As auxiliary to the public authorities, PRC maintains a strong relationship with government bodies through participation or collaboration with (i) the NDRRMC; (ii) the provincial, municipal and barangay (village) disaster risk reduction and management councils; and (iii) the local government units defined in the Disaster Risk Reduction and Management Act from 2010. According to the Government-led Response Cluster, PHP 85.8 million (USD 1.8 million) worth of assistance has so far been provided by the public authorities and NGOs.

### Inter-agency coordination

Further to coordinating with the public authorities, PRC and IFRC participate in Humanitarian Country Team (HCT) forums held both during disasters and non-emergency times. PRC and IFRC are also involved in relevant cluster information sharing, planning, and analysis at all levels while IFRC supports PRC coordination efforts through representation in other relevant clusters as required. PRC activities are reflected in the 3W<sup>3</sup> issued by UN OCHA.

<sup>3</sup> 3W – Who is doing What and Where

## Shelter Cluster coordination

IFRC is usually the co-convenor of the Inter-Agency Standing Committee (IASC) shelter cluster in the Philippines, whenever activated. IFRC was ready to deploy a Shelter Coordination Team (SCT) if a request were to come from the humanitarian coordinator. However, it has since been determined that IASC clusters will not be activated for this response and as such shelter coordination will continue to be provided within existing mechanisms.

## Operational implementation

1. Quality programming	
Outcome	Outputs
<b>Outcome 1:</b> Continuous and detailed assessment and analysis is used to inform the design and implementation of the operation	<b>Output 1.1:</b> Needs assessments are conducted and response plans updated according to findings
	<b>Output 1.2:</b> Additional assistance is considered where appropriate and incorporated into the plan
	<b>Output 1.3:</b> Mechanisms are in place to facilitate two-way communication with and ensure transparency and accountability to disaster-affected people
	<b>Output 1.4:</b> Management and delivery of the operation is informed by an appropriate monitoring and evaluation system

### Progress towards outcome

#### Needs assessments

PRC has deployed five teams to undertake initial rapid assessments to determine the immediate needs of affected people and to inform preparation of a distribution plan. Each team has reported back and a summary report has been prepared. The current plan of action will be updated according to these findings. Over the coming week, detailed assessments will be carried out to facilitate a comprehensive analysis of the early recovery response.

#### Accountability to disaster-affected people

PRC set up 31 welfare desks in Albay (1), Aklan (1), Bataan (1), Batangas (3), Caloocan (1), Camarines Norte (1), Camarines Sur (1), Catanduanes (1), Laguna (1), Marinduque (1), Masbate (2), Oriental Mindoro (1), Nueva Vizcaya (1), Romblon (1), Western Samar (13) and Valenzuela (1). Chapter staff members were also available to respond to queries and other concerns of the people. Complaints and feedback mechanisms were also been established. However, in some areas, Red Cross volunteers were also affected, posing some difficulties in deploying manpower.

#### Monitoring

IFRC has deployed a field delegate to the affected areas to monitor distributions and to follow up with respective chapters on relief and early recovery needs. Monitoring activities by PRC national headquarters and the IFRC Country Office will continue throughout implementation of the operation.

Post-distribution surveys will be conducted once relief distributions are concluded to obtain feedback from beneficiaries whether the items distributed are what they needed and to determine their level of satisfaction.

2. Immediate household needs and emergency shelter assistance	
Outcomes	Outputs
<b>Outcome 2:</b> The immediate household, shelter and settlement needs of the target population are met	<b>Output 2.1:</b> Target populations are provided with essential household (non-food) items
	<b>Output 2.2:</b> Target populations are provided with emergency shelter materials (tarpaulins)
<b>Outcome 3:</b> Remaining urgent needs of targeted populations are met	<b>Output 3.1:</b> Target populations are provided with unconditional cash grants for meeting priority household needs
<b>Outcome 4:</b> Affected households have recovered safer shelter and gained awareness and skills on safer shelter	<b>Output 4.1:</b> Affected households whose houses were damaged have repaired or retrofitted safer

### Progress towards outcomes

#### Essential household item assistance

During the reporting period, PRC had distributed non-food items and hygiene kits to up to 7,185 families across five provinces. Distribution of non-food items continues.

**Table 2: Families reached with non-food items**

Province	Blankets	Jerry cans	Hygiene kits	Mosquito nets	Sleeping mats
Masbate	n/a	353	660	n/a	n/a
Oriental Mindoro	277	277	277	277	277
Northern Samar	5,908	1,638	1,638	3,248	3,368
Pampanga	1,000	1,000	n/a	1,000	1,000
Sorsogon	n/a	1,255	454	n/a	n/a
<b>Total</b>	<b>7,185</b>	<b>4,523</b>	<b>3,029</b>	<b>4,525</b>	<b>4,645</b>

### Emergency shelter assistance

As of 6 January 2016, PRC had distributed tarpaulins to 4,350 families in three provinces; 80 families in Masbate, 3,361 in Northern Samar and 909 in Sorsogon. Distributions continue.

### Unconditional cash transfers

PRC and IFRC are currently planning the provision of unconditional cash grants to affected families, to be disbursed through a suitable remittance service provider already contracted. Beneficiary selection is set to start during the second week of January.



PRC distributes essential household and emergency shelter items in Northern Samar. Photo: Mary Joy Evaralosa/IFRC

### Shelter repair assistance

Detailed assessments set to start during the second week of January will inform geographical targeting for shelter repair assistance. Shelter repair assistance will comprise a conditional cash grant and corrugated iron sheets as well as awareness on safer shelter techniques to ensure that repaired homes will be more resilient to future storms. There are adequate quantities of corrugated galvanized iron (CGI) roofing sheets in IFRC-provided preparedness stocks. Information, education and communication (IEC) materials on safer shelter awareness are also available.

3. Livelihoods	
Outcome	Output
<b>Outcome 5:</b> Economic security of the target worst-affected households is restored	<b>Output 5.1:</b> Affected households have restored livelihoods after receiving working capital sufficient to resume income generating activities

### Progress towards outcome

Detailed assessments set to start during the second week of January will inform geographical targeting for livelihoods assistance. Provision of assistance will be based on detailed assessment findings and funding received towards the appeal. However, PRC has technical guidelines and standard operating procedures (SOPs) for livelihoods assistance in place, with suitable remittance service providers already contracted.

4. Health & care	
Outcome	Outputs
<b>Outcome 6:</b> The immediate and medium-term risks to the health of floods affected population are reduced	<b>Output 6.1:</b> Community-based disease prevention and health promotion is provided to the target population
	<b>Output 6.2:</b> Psychosocial needs of the affected populations are met

### Progress towards outcome

#### Community-based disease prevention and health promotion

PRC and IFRC are working together to select target areas for health interventions. The process of assessing the availability and capacities of community health volunteers (CHVs) in the respective chapters is also underway to determine whether refresher or new training needs to be conducted. This will ensure that there will be sufficient manpower to support programme implementation.

### Psychosocial support

PRC has provided psychosocial support to displaced individuals inside evacuation centres, reaching 466 people in Bulacan, Masbate, Northern Samar and Sorsogon.

<b>5. Water, sanitation and hygiene promotion</b>	
<b>Outcomes</b>	<b>Outputs</b>
<b>Outcome 7:</b> The immediate reduction in risk of waterborne and water related diseases in targeted communities	<b>Output 7.1:</b> Daily access to safe water which meets Sphere and WHO standards in terms of quantity and quality is provided to target population
	<b>Output 7.2:</b> Hygiene promotion activities which meet Sphere standards in terms of the identification and use of hygiene items provided to target population
<b>Outcome 8:</b> Sustainable reduction in risk of waterborne and water related diseases in targeted communities	<b>Output 8.1:</b> Adequate sanitation which meets Sphere standards in terms of quantity and quality is provided to target population
	<b>Output 8.2:</b> Knowledge, attitude and practice on safe water, sanitation and hygiene by target population increased

### Progress towards outcomes

#### Safe water storage

Using resources mobilized outside this emergency appeal operation, PRC has so far produced and distributed 71,000 litres of safe drinking water to some 400 families in the municipality of Baco in Oriental Mindoro Province.

To promote safe storage and handling of drinking water at household level, PRC has provided jerry cans to 4,523 families in three provinces – 353 families in Masbate, 277 in Oriental Mindoro, 1,638 in Northern Samar, 1,000 in Pampanga and 1,255 in Sorsogon – as part of the non-food package. Distributions continue.

#### Hygiene promotion and hygiene-related items

Hygiene promotion activities have been conducted in several affected provinces, reaching 1,289 individuals.

Basic hygiene promotion activities will be further conducted alongside provision of hygiene kits. Thus far, 3,029 families in Masbate, Oriental Mindoro, Northern Samar and Sorsogon have been provided with hygiene kits alongside other non-food items (see breakdown in Table 2).

#### Rehabilitation of water and sanitation facilities in schools

No report during this period.

#### Participatory hygiene and sanitation transformation (PHAST) activities

No report during this period.

<b>6. National Society institutional preparedness and capacity development</b>	
<b>Outcome</b>	<b>Outputs</b>
<b>Outcome 9:</b> National Society capacity to deliver on programmes and services in future disasters strengthened	<b>Output 9.1:</b> PRC headquarters and chapters in affected provinces have improved office facilities
	<b>Output 9.2:</b> Capacity of PRC headquarters and chapters to respond to disasters is strengthened

### Progress towards outcome

No report during this period.

<b>7. Community preparedness and risk reduction</b>	
<b>Outcome</b>	<b>Output</b>
<b>Outcome 10:</b> Communities' resilience to disasters is protected and restored	<b>Output 10.1:</b> Target communities have improved knowledge and skills to assess risk, plan and implement disaster risks management measures

### Progress towards outcome

No report during this period.

## Operational support services

### Communications

The IFRC Country Office deployed a communications officer, to two affected areas, to gather stories of human interest and to obtain first-hand information on the response. The officer also supported PRC in issuing media advisories and a web story, '[Thousands evacuated as Typhoon Melor tracks across Philippines](#)', as Typhoon Melor approached. Another web story – [Thousands left homeless after Typhoon Melor lashes the Philippines](#) – was issued on 23 December to highlight the humanitarian impact of the typhoon.

With support of the IFRC Asia Pacific Regional Office and Geneva communications units, key messages and talking points have been issued on the response. These were included in the IFRC Newswire issued on [15 December](#) and [22 December](#) 2015. An [infographic](#) summarizing the IFRC target of the emergency appeal operation was also included in the Newswire of 22 December. A [press release](#) on the launch of the appeal was issued on the same day.

The IFRC communication team has more material in the pipeline, which will be posted on the IFRC public website, other relevant online media sites and shared through the Newswire. High quality photographic and video material will also be produced to support the resource mobilization and visibility efforts of National Societies.

### Information management (IM)

An IFRC information management delegate is embedded within PRC Disaster Management Services to provide support in mapping and data management. The delegate has already supported PRC in piloting the use of the Open-Data Kit (ODK) in beneficiary registration and post-distribution monitoring. This system will also be used for this response, with continued support from the IM delegate.

### Logistics and supply chain

The logistics team of the IFRC Country Office has supported PRC in dispatching non-food items and tarpaulins from the main three warehouses to areas where they are needed. So far, items for 6,000 families have reached PRC chapters involved in the response and have been – or are being – distributed. It is being considered to release additional items for 3,000 families, which would bring the quantities of IFRC-provided items enough for 9,000 families.

All NFI dispatched or planned were already in country as part of preparedness stocks. In the coming weeks, the process of replenishing the items will start, with procurement of all standard items (jerry cans, hygiene kits, mosquito nets and tarpaulins) to be done with the support of the IFRC Regional Logistics Unit (RLU) in Kuala Lumpur while blankets and sleeping mats will be procured locally in the Philippines.

Meantime, team in-country IFRC logistics team stands ready to dispatch CGI from prepositioned stocks to areas where they are to be distributed once the go-ahead is provided. The logistics team is also supporting field teams in monitoring the arrival of the items and their storage at different chapters as well as in their fleet needs.

The IFRC's RLU in Kuala Lumpur will provide technical support to the Philippine Country Office as per need.

### Security

Coordination is being observed with the ICRC through regular information-sharing and on occasions where staff members are required to be present in security-sensitive areas. All security matters pertaining to the Philippines are being shared with partners as and when these are available.

### Funding situation

So far, two hard pledges, totaling CHF 171,699 have been received towards this appeal, with a number of soft pledges being processed. Specifically, the recorded [contributions](#) are from the Canadian Red Cross/Canadian government and Norwegian Red Cross. On behalf of the Philippine Red Cross, IFRC would like to thank these partners and donors for their immediate response to this appeal.

In view of the extent of needs on the ground, IFRC is appealing partners and donors to provide urgent additional funds to enable the National Society to meet the relief and early recovery needs of the most vulnerable affected families.



Click here for:

- ✓ [Emergency Appeal](#)
- ✓ [Emergency Plan of Action \(EPoA\)](#)

## Contact Information

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

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### For resource mobilization and pledges:

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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 (NGO's) in Disaster Relief and the **Humanitarian Charter and Minimum Standards in Humanitarian Response (Sphere)** in delivering assistance to the most vulnerable. The 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.

The IFRC's work is guided by Strategy 2020 which puts forward three strategic aims:



**Save lives.**  
protect livelihoods,  
and strengthen recovery  
from disaster and crises.



Enable **healthy**  
and **safe** living.



Promote **social inclusion**  
and a culture of  
**non-violence** and **peace**.