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Emergency Plan of Action (EPoA) Philippines: Tropical Storm Tembin

 International Federation
of Red Cross and Red Crescent Societies

DREF n° MDRPH026	Glide n° TC-2017-000180-PHL ; TC-2017-000182-PHL
Date of issue: 22 December 2017	Categorization of crisis¹: Yellow
Operations manager: Patrick Elliott Operations Manager IFRC Philippine Country Office	Point of contact: Atty. Oscar Palabyab Secretary General Philippine Red Cross
Operation start date: 22 December 2017	Operation timeframe: 1 month, 22 January 2018
Operation budget: CHF 31,764	DREF allocation: CHF 31,764
N° of people affected: To be determined after landfall	N° of people to be assisted: 5,000
Red Cross Red Crescent Movement partners actively involved in the operation: PRC is working with the International Federation of Red Cross and Red Crescent Societies (IFRC) in this operation. There are 12 Partner National Societies with presence in the Philippines. PRC and IFRC are also coordinating with International Committee of the Red Cross on this operation.	
Other partner organizations actively involved in the operation: Government ministries and agencies including the National Disaster Risk Reduction and Management Council (NDRRMC), Department of Social Welfare and Development (DSWD), the Philippine Armed Forces, the Philippine National Police Force and Local Government Units are providing assistance to affected households. PRC have a seat on the NDRRMC.	

A. SITUATION ANALYSIS

Description of the disaster

There have been two significant weather systems to enter the Philippines Area of Responsibility (PAR) since 12 December 2017.

Tropical Storm Kai-tak: On 12 December 2017, a low-pressure area (LPA) within the PAR developed into a Tropical Depression which was named Kai-tak (locally Urduja). The tropical depression moved north northwest, and by 14 December was reclassified as a Tropical Storm. Kai-tak remained almost stationary off the coast of the Eastern Visayas region and continued to bring moderate to heavy rain across the Bicol and Eastern Visayas regions as it slowly moved towards land. Kai-tak kept its slow pace and eventually made landfall on the afternoon of 16 December 2017 over San Policarpio, Eastern Samar.

Kai-tak brought heavy rain which triggered flashfloods, floods and a reported 17 landslides in the Eastern Visayas region. In some areas in the province of Samar, as much as two months' worth of rain poured over a 24-hour span. Tacloban City in Leyte was put under state of calamity on 15 December 2017 due to floods. The municipality of Naval in Biliran province was also put under a state of calamity due to landslides. National disaster management authorities said 41 people were killed and 45 others remain missing.

As Kai-tak approached, the Philippine government ordered the pre-emptive evacuation of families in the likely affected areas in Eastern Visayas. As of 20 December 2017, according to the National Disaster Risk Reduction and Management Council (NDRRMC), more than 280,000 families were affected in Region IV-B (MIMAROPA), Region-V (Bicol Region), Region VI (Western Visayas), Region VII (Central Visayas), Region VIII (Eastern Visayas) and CARAGA. Of the affected, more than 267,000 families were from Region VIII and more than 7,500 from Region V. Moreover, some 11,000 families, mostly from Northern and Western Samar province are still housed in 205 evacuation centres.

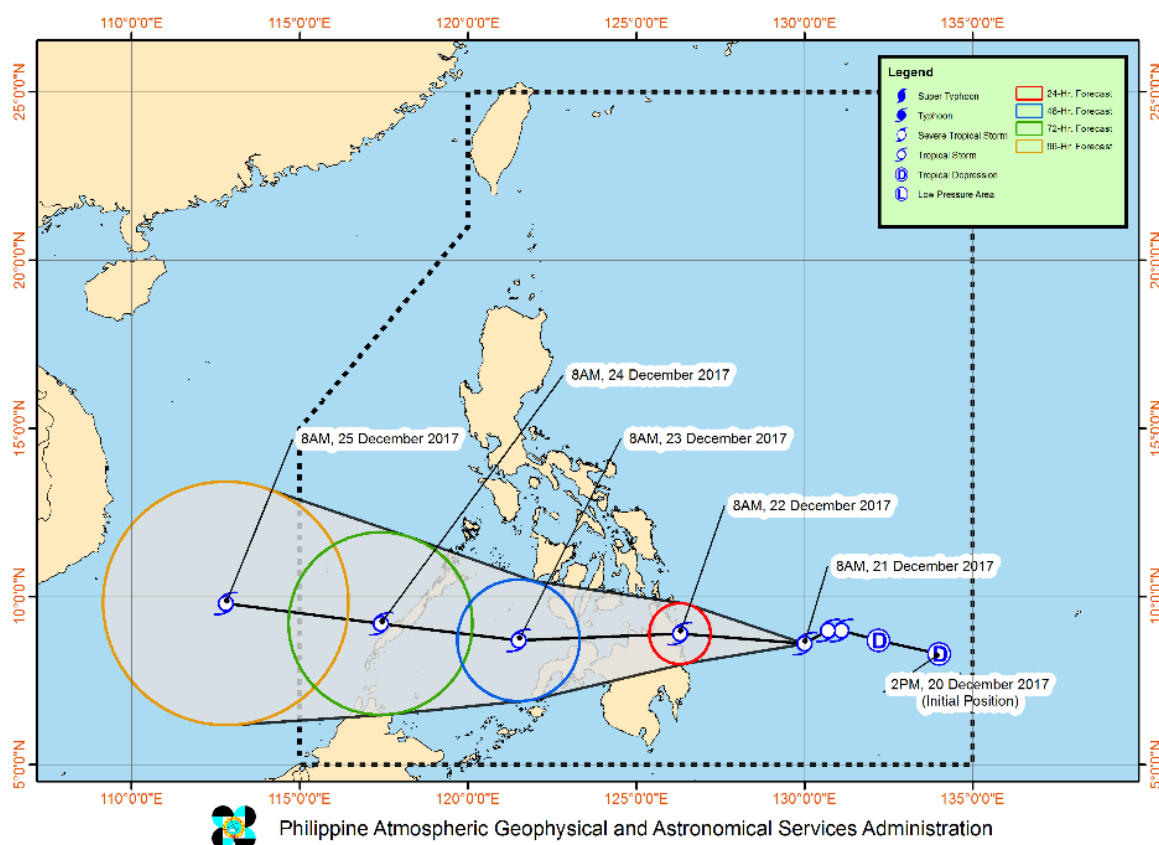
¹ Based on the IFRC Secretariat's Operational Response Framework. This categorization implies that the response intervention is within the capacity of the National Society of an affected country to manage with resources available in-country. If requested, the IFRC Country Office may provide any necessary technical or management support to the National Society, and if required, the IFRC Regional Office may support the mobilization of regional disaster response tools, with Geneva supporting the allocation of Disaster Relief Emergency Funds (DREF).

Tropical Storm Tembin (Vinta): According to the Philippine Atmospheric Geophysical and Astronomical Services Administration (PAGASA), an LPA off Mindanao intensified into a Tropical Storm before dawn on Thursday, 21 December 2017, as it continued heading for land. In a bulletin issued at 05:00, 21 December 2017, PAGASA said Tembin had maximum winds of 65 kilometres per hour (kph) and gustiness of up to 80 kph. The tropical storm was 510 kilometres east of Hinatuan, Surigao del Sur as of reporting, moving west at a slightly slower 18 kph from the previous 20 kph. PAGASA warned that scattered to widespread moderate to heavy rain is expected over Eastern Visayas, CARAGA and Davao Regions within 24 hours. Residents of these areas have been advised to undertake precautionary measures, coordinate with their respective local disaster risk reduction and management offices, and continue monitoring for updates.

Based on its latest forecast track, Tembin will make landfall over CARAGA - Davao Region area between Thursday (December 21) evening and Friday (December 22) morning. After landfall, Tembin is expected to cross CARAGA, Northern Mindanao, the Zamboanga Peninsula, and Southern Palawan. It will then leave PAR on 24 December 2017.

Residents of Eastern Mindanao and Eastern Visayas have been put on alert for possible flash floods and landslides. These areas are particularly susceptible to the impacts of heavy rains with flash floods, landslides and flooding.

Eastern Visayas is still suffering from the damage brought by Tropical Depression Kai-tak, which battered the region as a tropical storm. It is expected that Tropical Storm Tembin will exacerbate the issues in the Kai-tak affected areas.



Forecast track of Tropical Storm Tembin as of 21 December 2017, 11 am. (Source: PAGASA)

Summary of the current response

Overview of Host National Society.

The Philippine Red Cross has been monitoring the two weather systems since they were spotted as low-pressure areas within the PAR through the Operations Centre which functions 24/7. As part of its standard operating procedures, all Chapters in the forecasted affected areas were alerted to prepare for preventative evacuations. The National Headquarters (NHQ) of PRC and Chapters closely coordinate with the National, Municipal, City, Provincial and Regional DRRMOs and counterparts. PRC is also participating in the NDRRMC Pre-Disaster Risk Analysis (PDRA) meetings and preparedness planning meetings.

Tropical Storm Kai-tak Response:






A total of 25 chapters are monitoring and/or responding to their respective areas of responsibility, mobilizing 80 staffs and 1,954 volunteers (RCAT143, ERU and RC143). After the landfall of Kai-tak in Visayas, chapters activated their

Response Teams to conduct rapid assessment to identify the impact and needs of the affected families, with eight Rapid Damage and Needs Assessment (RDANA) Teams activated in Eastern Samar, Cebu, and Leyte, and one WATSAN Team, as follows:

- Eastern Samar team: Three RDANA teams were deployed on 17 December 2017, assessing the northern part of the province, such as San Policarpio, Arteche and Jipapad and other areas affected by flood;
- Leyte team: One RDANA team was deployed on 18 December to Biliran; additional one RDANA team and one WATSAN team was deployed on 19 December;
- Cebu team: Two RDANA teams for Northern Cebu.

PRC Response

(as of 18 December 2017)

	220 individuals transported and rescued in Samar Province and Ormoc
	6,934 individuals served with hotmeals in Samar, Leyte, Ormoc, Masbate and Surigao Del Norte
	11 welfare desks established 7 individuals provided with psychological first aid
	211 families provided mats and/or blankets in Ormoc and Northern Samar
	2,034 volunteers/staff mobilized

Tropical Storm Tembin:

In preparedness for response, PRC has undertaken the following activities:

- Emergency Operation Center is activated for close monitoring of Tropical Storm Tembin and conducted pre-disaster meeting for the weather situations and possible effects;
- Disaster Management Services and other services in the National Headquarters are directly monitoring the situation to support the local chapters;
- Response Teams such as RC143 and RCAT 143 are mobilized for local response and NDRTs including the Emergency Response Unit for Water Search and Rescue and Ambulance Medical Team are on standby for augmentation;
 - PRC have three WASH hubs in Mindanao – Davao City, Iligan and General Santos with capacity for treatment storage and transportation.
- Through the PRC local chapters, support on early warning, pre-emptive evacuation, first aid, transport, welfare and provision of hot meals are being conducted and planned, supporting the respective local government units' response;
- PRC is coordinating with the NDRRMC for response cluster activation, and thru the local chapters' coordination with their Municipal, City, Provincial and Regional DRRMOs; and,
- Regional warehouses are activated for possible logistical and relief support. PRC is preparing to dispatch from Cebu regional warehouse to Mindanao a standard set of non-food items which could support 1,000 families.

Overview of Red Cross Red Crescent Movement in country

The PRC works with the IFRC and the International Committee of the Red Cross (ICRC) and 12 Partner National Societies in-country

Movement Coordination

The IFRC Country Office is supporting PRC in disseminating updates to Movement partners with in-country presence and coordinating with the Asia Pacific Regional Office (APRO) in Kuala Lumpur in accordance with the IFRC Secretariat's Operational Response Framework. The Country Office is also in close contact with ICRC on any security-related considerations.

Overview of non-RCRC actors in country

Coordinating with the authorities

As auxiliary to the public authorities, PRC maintains a strong relationship with government bodies through participation or collaboration with (i) the National Disaster Risk Reduction and Management Council (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.

PRC participates in NDRRMC meetings and coordinates with the Department of Social Welfare and Development (DSWD), and Department of Health, and the NDRRMC at provincial, municipal and barangay levels. PRC has assigned

dedicated personnel who continue to represent the National Society in NDRRMC meetings. PRC is also participating in the NDRRMC Pre-Disaster Risk Analysis (PDRA) meetings and preparedness planning meetings.

Inter-agency coordination

At country level, PRC and IFRC consistently participate in meetings of the Humanitarian Country Team (HCT) held both during disasters and non-emergency times. PRC and IFRC are involved in relevant government-led cluster information sharing, planning, and analysis at all levels while IFRC supports PRC coordination efforts through representation in other relevant clusters as required.

The current responses will be discussed at the next HCT meeting on the 21 December 2017.

Needs analysis, targeting, scenario planning and risk assessment

Needs analysis

Based on the experience from previous disasters such as Tropical Storm Washi in 2011 and Tropical Typhoon Bopha in 2012, flash floods, landslides and flooding in susceptible parts of east and north central Mindanao can be expected.

Through the local chapters, PRC is already supporting the respective local government units' response with early warning and pre-emptive evacuation. As part of the response, there will be a need for welfare services, psychosocial support, restoring family links, first-aid, transport and provision of hot meals.

As the situation continues to evolve, the overall impact of the tropical storms will only be determined upon completion of assessments. Areas hardest hit and most affected by floods and landslides will have needs for food, non-food items, emergency shelter materials, and water and hygiene items. Inside evacuation centres, food and other welfare services will also be necessary. DSWD estimate the total population affected could reach up to about 5.8m people.

Targeting

In its responses, PRC ensures that programmes are aligned with its own as well as IFRC's commitment to take into account gender and diversity, for example by targeting women-headed households, pregnant or lactating women, and men and boys made vulnerable by disasters; households with persons with disability, older people, those suffering from chronic illnesses, children-headed households, families with children under five years old, families that have not received any or sufficient assistance from the government or other organizations, those belonging to the socially vulnerable households and those who lack relevant resources to cope with the basic humanitarian needs on their own. These groups will be considered according to the level of impact and more priority will be given to those who have stayed in evacuation centres for more than 72 hours.

Once beneficiaries are identified, each will be given a PRC beneficiary card with their and household members' names. The card will form the basis for recognition of bearers as beneficiaries of the PRC and during implementation PRC volunteers will countercheck if the names on the card are listed in distribution sheets. Upon receipt of any item or assistance, beneficiaries will sign award sheets or participating lists. With these records, case of double-assistance or double-counting will be eliminated.

Scenario planning

Possible scenarios are:

- 1) The tropical storm subsides, teams are mobilized, assessments are carried out and few needs identified and the response remains within the national capacity to respond.
- 2) Humanitarian impact is medium and the mobilization of teams and assets is sufficient for the response and a DREF is requested.
- 3) Humanitarian impact is high, assessment derive need for more support, including support in other areas (health, WASH, livelihoods, recovery) and an emergency appeal is requested.

PRC chapters have technical capacities and experience to deliver the interventions planned in this DREF. However, technical assistance may be provided by the PRC Headquarters, IFRC and other Movement partners if the need arises. PRC leads all distributions of relief items and needs assessments will be led and carried out by PRC staff and volunteers at the chapter level, supported by the National Headquarters as required.

Operation Risk Assessment

Some of the areas likely to be affected by the tropical storm are known to have presence of armed non-State actors (ANSAs) and as such of significant security concern. Given the context, there will be a need to coordinate possible interventions with all Movement components – PRC, ICRC and IFRC – and to ensure compliance with security protocols.

Constraints relating to access due to landslides, flash floods, flooded roads and debris such as fallen trees are likely to be faced in the response. PRC national headquarters will coordinate closely with its chapters in provinces that will be impacted on ocular surveys before teams are deployed for assessments and immediate assistance.

Logistics and supply chain management

Logistics activities aim to effectively manage the supply chain, including procurement, customs clearance, fleet, storage and transport to distribution sites in accordance with the operation's requirements and aligned to IFRC's logistics standards, processes and procedures. The strong capacity of PRC logistics built over the last years and an experienced IFRC in-country logistics team is enough to support the operation with managing logistics support needs for this operation.

Any local procurement might be required for this operation support will be done by the IFRC CO logistics team in close cooperation with the PRC. For transportation of volunteers and staff the operation will be mainly using PRC existing fleet. Any additional fleet support required will be complemented by IFRC in-country resources. IFRC AP Operational Logistics, Procurement and Supply Chain Management department in Kuala Lumpur is providing its technical logistics support to PRC and IFRC CO as per needed.

B. OPERATIONAL STRATEGY

Overall objective

This DREF allocation aims to position PRC and the IFRC system to respond to immediate needs that are highly likely to be caused by TS Tembin. This will be through the deployment and standby of PRC and IFRC surge capacity as well mobilization of equipment, preparedness stocks to areas that are projected to be affected.

Overall Operational objective:

The operation will most likely be scaled up, thereby transforming the DREF allocation into a loan for a bigger response.

This pre-crisis DREF operation will focus on the following sectors:

- 1) **Supporting pre-emptive** evacuations. Mobilize Chapters in the forecast path to support displaced persons inside and outside evacuation centres.
- 2) **Mobilize Assessment Response Teams:** RC Volunteers (RC143) and RC Action Team (RCAT143) are mobilized for local response and NDRTs including the Emergency Response Unit for Water Search and Rescue and Ambulance Medical Team, WASH teams are on standby.
- 3) **Mobilize Immediate household needs** assistance – **emergency shelter materials** and essential household **non-food items** (including WASH items).
 - a. ICRC are active in Mindanao and have a central warehouse in Davao. PRC and IFRC are coordinating with ICRC to support the mobilisation of best placed assets closest to the forecast areas.

The operation will be underpinned by a commitment to quality programming that involves:

- Continuous and detailed assessment and analysis to inform the design and ongoing implementation of the programme.
- Ongoing process of adjustments based on these assessments.
- Adherence to protection, gender and inclusion measures.
- Establishment of mechanisms to facilitate two-way communication with, and ensure transparency and accountability to, disaster-affected people.
- Management and delivery of the programme will be informed by appropriate monitoring and evaluation.
- Cash transfer programming is being considered based on the needs and feasibility.

D. BUDGET**DREF OPERATION**

21/12/2017

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Budget Group	DREF Budget CHF
Storage, Warehousing	1,500
Transport & Vehicle Costs	13,000
Total LOGISTICS, TRANSPORT AND STORAGE	14,500
National Staff	1,000
National Society Staff	4,400
Volunteers	3,675
Total PERSONNEL	9,075
Travel	2,500
Information & Public Relations	2,750
Communications	1,000
Total GENERAL EXPENDITURES	6,250
Programme and Supplementary Services Recovery	1,939
Total INDIRECT COSTS	1,939
TOTAL BUDGET	31,764

Contact information

For further information specifically related to this operation please contact:

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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 Disaster 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**.