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Emergency Plan of Action (EPoA) Philippines: Typhoon Mangkhut

 International Federation
of Red Cross and Red Crescent Societies

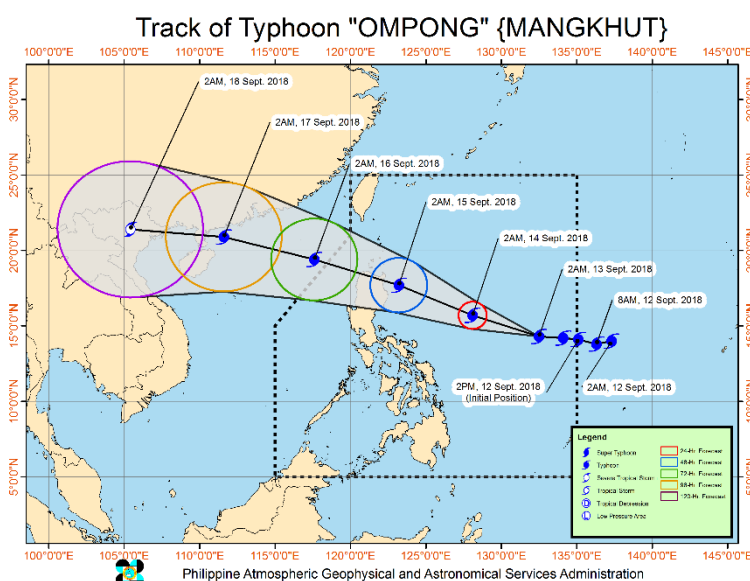
DREF n° MDRPH029	Glide n° TC-2018-000149-PHL
Date of issue: 13 September 2018	Expected timeframe: 1 month
	Expected end date: 13 October 2018
Category allocated to the of the disaster or crisis¹: Orange (possible)	
DREF allocated: CHF 83,017	
Total number of people affected: TBD (estimated 1 million)	Number of people to be assisted: TBD
Host National Society presence: Philippine Red Cross (PRC) is the nation's largest humanitarian organization and works through 104 chapters covering all administrative districts and major cities in the country. PRC has more than 1,000 staff at national headquarters and chapter levels, and approximately two million volunteers and supporters, of whom some 500,000 are active volunteers. At the chapter level a programme called Red Cross 143 is established that sees volunteers trained, equipped and in place at the community (Barangay) level - enhancing the overall capacity of the National Society to prepare for and respond to disaster situations.	
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 nine Partner National Societies with presence in the Philippines.	
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 has a formal role at the NDRRMC.	

A. Situation analysis

Description of the disaster

According to the Philippine Atmospheric, Geophysical and Astronomical Services Administration (PAGASA), as of 05H00, 13 September, Typhoon Mangkhut (locally named as Ompong) is around 780km east northeast of Guiuan, Eastern Samar, moving west at 30kph.

PAGASA reports that Mangkhut has maximum sustained winds of 205kph near the centre and gustiness of up to 255kph. Joint Typhoon Warning Center and Tropical Storm Risk reports Mangkhut has maximum sustained winds of 145 knots (260+ kph) and gustiness of 175 knots (300+ kph). The typhoon is expected to make landfall over Cagayan or Isabela province on the morning of 15 September as a Category 4 typhoon and will traverse northern Luzon



landmass until it exits PAR morning of the next day, 16 September.

The strength and the size of the typhoon (700km-900km wide) is expected to cause substantial damage in communities in the provinces of Apayao, Batanes, Isabela, Ilocos Norte and Cagayan, and in the Babuyan Group of Islands. Around 3 million people (almost 600,000 households) live in these areas. Storm surges of 6 to 7 metres are also expected along the northern coast and across the islands, with the typhoon expected to make landfall on a high tide (more than 1 metre). Other provinces such as Kalinga, Abra, Mountain Province and Ilocos Sur are also expected to sustain direct wind damage from the typhoon. Heavy torrential rain is also expected over these areas, which may also trigger landslides in mountain communities and flash floods particularly near rivers and major tributaries. Details on number of houses at risk are as tabulated below:

Risks to shelter²

Province	Number of households	Number of houses at risk	% of houses at risk
Apayao	25,560	2,548	10%
Batanes	4,761	148	3%
Cagayan	271,967	20,524	8%
Ilocos Norte	139,336	4,027	3%
Abra	53,062	1,439	3%
Isabela	372,950	18,267	5%
Ifugao	43,281	2,023	5%
Kalinga	42,115	2,385	6%
Mountain Province	35,038	599	2%
Total	988,070	51,960	6%

The typhoon may also strengthen the southwest monsoon affecting the country, bringing scattered light to moderate rain and thunderstorms over the Zamboanga Peninsula (Mindanao), Western Visayas and Palawan. It is also expected to bring rain over western Luzon, an area that has recently experienced flooding due to storm-enhanced monsoon rains from July to August.

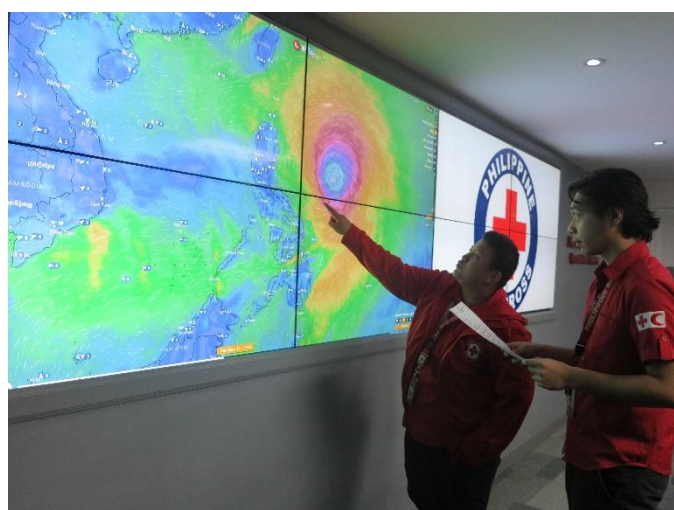
Summary of the current response

Overview of Host National Society.

PRC has been monitoring the typhoon since it was spotted by weather agencies. PRC also attended the PDRA convened by the NDRRMC on 10 September. PRC will put its Operations Centre, which functions 24/7, on heightened alert once Mangkhut enters PAR. PRC has escalated preparations at the chapter and National HQ levels and is engaging partners for possible support.

In its planning, PRC is taking into account data and lessons learned from previous operations such as Typhoon Meranti (2017) – that took a similar path; and Typhoons Megi (2010) and Haima (2016) – that took similar paths and were of similar strength. Logistical issues, particularly for the Babuyan group of islands and Batanes (around 200 km from Luzon landmass), are also being considered and discussed to ensure most timely and cost-efficient delivery systems if emergency response and humanitarian assistance will be required.

Chapters and branches in likely affected areas have been informed of preparedness measures, while SOPs for preparedness and response are being undertaken by them as well as the National Headquarters. PRC chapters in likely affected areas have also communicated with community volunteers (RC143) for information and to start implementing early warning measures as the typhoon approaches. Red Cross Action Teams (RCAT and RCAT143) have also been alerted for possible emergency response.



PRC and IFRC monitor and prepare for typhoon Mangkhut, which is due to make landfall on 15 September as a category 4 or 5 typhoon with destructive winds up to 220km/hr and torrential rain.
(Photo: Maryjoy Evalarosa/IFRC)

² Based on 2015 Philippine Census data on shelter types (number of houses at risk is the sum of houses considered as light wall/light roof, light wall/salvaged roof, salvaged wall/light roof and salvaged wall/salvaged roof).

PRC National Headquarters is preparing the deployment of assets, stocks and personnel to Cagayan to ensure immediate response and support to the chapter. National disaster response teams, emergency response units, welfare and health services personnel have also been alerted for possible deployment.

PRC provided updates to its in-country partners, including the IFRC Philippine country office which is supporting PRC in disseminating updates to the IFRC regional office, Movement partners, and is coordinating with the Humanitarian Country Team. IFRC continues to closely coordinate with PRC and has prepared an imminent DREF for support as requested by PRC. The country office has also checked preparedness stocks and alerted its National Society staff and delegates, including an RDRT member in-country for possible deployment before Mangkhut's landfall. In addition, the country office is also coordinating with the ICRC, including about possible security issues in the likely affected areas.

The IFRC Asia Pacific regional office is coordinating the plans of PRC and the IFRC PH country office with other partners and throughout the secretariat. A regional shelter and settlements coordinator is also based in Manila and is providing support to the National Society and the country office. Additional surge support for operations coordination will also be provided by deploying an existing IFRC staff or RDRT member.

Overview of Red Cross Red Crescent Movement in country

The PRC works with the IFRC, the International Committee of the Red Cross (ICRC) and 10 Partner National Societies in-country: American Red Cross, Australian Red Cross, Canadian Red Cross, Finnish Red Cross, German Red Cross, Japanese Red Cross Society, The Netherlands Red Cross, Norwegian Red Cross, Spanish Red Cross and Qatar Red Crescent Society.

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 Emergency Response Framework. IFRC country office is also coordinating with PNSs and remains 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.

A Pre-Disaster Risk Assessment (PDRA) meeting was convened by the National Disaster Risk Reduction and Management Council (NDRRMC) on 10 September, which was attended by government agencies, cluster lead agencies, and other partners including the PRC. The NDRRMC has been put on Red Alert since 11 September. PAGASA and NDRRMC are continuously providing updates including on preparedness measures, stocks and other resources; weather forecasts/advisories and gale warnings to regional counterparts and other agencies through SMS and social media postings for further dissemination to local councils.

Inter-agency coordination

At country level, PRC and IFRC are observers to, and 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.

IFRC is Shelter Cluster co-lead with Government lead agency, the Department of Social Welfare and Development (DSWD). IFRC coordination focal point in country is currently coordinating with OCHA and sector partners to provide key preparedness documentation such as shelter cluster capacity mapping and Key Immediate Needs (KIN) in medium-scale typhoon response scenario.

Needs analysis, targeting, scenario planning and risk assessment

Needs analysis

Typhoon Mangkhut entered the Philippine Area of Responsibility (PAR) on 12 September. Its current track is projected towards the Northern Luzon with the potential of causing massive humanitarian impact. While its overall impact will only be known once it makes landfall and the needs it creates determined upon completion of rapid needs assessments, the authorities, the Red Cross Red Crescent and humanitarian actors will certainly mount immediate interventions to meet

the humanitarian needs that will be wrought by Mangkhut. Based on further information and rapid assessments to be carried out when safety conditions permit, additional assistance will be requested through other IFRC international disaster response mechanisms.

Beneficiary 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.

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, cases of double-assistance or double-counting will be eliminated.

Scenario planning

Possible scenarios are:

Status	Effect/Needs	IFRC response
More weather disturbances will enhance the southwest monsoon and bring more rain	Medium humanitarian needs	Emergency appeal to support relief activities for more households for a longer period and some early recovery activities
One or more weather disturbance makes landfall in the country, with additional areas impacted and more extensive damage in already affected communities	High humanitarian needs	An emergency appeal is launched to support relief and recovery activities for affected households

Operation Risk Assessment

Based on current analysis:

- There is low to medium security risk posed by armed groups in the possible areas to be affected in Northern Luzon.
- There is increased risk of flooding due to continuous rain once dam and river reservoirs are opened.
- There is risk to safety of staff and volunteers due to landslides, flash flood considering that Northern Luzon is a mountainous area.

Community Engagement and Accountability

- There is a need to provide information on what support is available from government or non-government agencies and how the affected households can access them.
- As the situation evolves, there is a need to continuously monitor the needs of different population to ensure that the support provided address different specific needs.
- It is important to coordinate with other actors on CEA, like the CEA Community of Practice, the collective undertaking since Typhoon Haiyan. The community is establishing an enabling environment for coordinated communication system and accountability mechanisms across humanitarian and government agencies, which has been proven to be successful. The joint undertaking also stresses the importance of two-way communication as an aid (information as life-saving mechanism – as part of the early warning systems) and as a form of accountability to affected communities.

B. Operational strategy

Overall Operational 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 Typhoon Mangkhut.

1. This DREF allocation aims to support PRC for the deployment and prepositioning of PRC and IFRC personnel as well mobilization of equipment, preparedness stocks to areas that are projected to be affected. Since there is a forecasted need to cover more households than the available stocks in-country, a top-up allocation or most likely a larger operation will be launched, which will cover replenishment of items that will be distributed.
2. The allocation will support PRC assessments teams, and deployment and mobilisation of water search and rescue emergency response units team.
3. This allocation will also support preparations being done by PRC (mobilisation of assets and volunteers) in the possibility of a larger response, as well as for disease and outbreak prevention, and PSS activities.

Table1: Breakdown of items/teams/assets to be pre-positioned/deployed to the possible affected areas

Sector	Items/assets/team	Quantity
WASH	Water tanker 10, 000 L	1
	Water treatment unit (4,000 L per hour)	1
	Water bladder and tap stand	3
DMS	Sleeping kit (blanket, mosquito net and sleeping mat)	2,000 kits
	Hygiene kit	2,000 kits
	Jerry cans	2,000 cans
	Tarpaulin	4,000 pcs (good for 2,000 families)
	NDRT assessment team	2 teams
ERU	Water search and rescue ERU team	1 team (5 people)
	Humvee	1
	Rubber boat with trailer	1
	6x6 truck	1
Logistics	10-wheeler truck	2
	40-footer truck	1

4. PRC will lead the response and this DREF directly contributes to the overall PRC plan of action that will include distribution of its emergency stocks and immediate relief assistance of the affected population.
5. The geographical coverage, by province, municipality and barangay, will be provided at a later date, informed by and based on assessment recommendations as more information becomes available.

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

1. Continuous and detailed assessments and analyses to inform the design and ongoing implementation of the programme using the new *Leading Emergency Assessment & Planning (LEAP)* approach.
2. Ongoing process of adjustments based on these assessments.
3. Adherence to protection, gender and inclusion measures.
4. Establishment of mechanisms to facilitate two-way communication with, and ensure transparency and accountability to, disaster-affected people, and highlighting the nature of communication and information as life-saving mechanism.
5. Management and delivery of the programme will be informed by appropriate monitoring and evaluation.
6. Market assessment will be integrated with the detailed assessment as cash-based interventions are being considered based on the needs and feasibility

Logistics and Supply Chain

Logistics activities for the immediate support of this operation will aim to effectively manage the supply chain 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 supporting the operation with managing supply chain of relief items and transport needs for this operation.

PRC/IFRC logistics teams is supporting the operation by deploying from PRC existing pre-positioned stocks immediately required NFI's (blankets, mosquito nets, sleeping mats, hygiene kits, jerry cans and tarpaulins) for 2,000 HH to affected areas. Further logistics is supporting programs on deploying necessary fleet required as well as rescue teams and its equipment's.

IFRC AP Operational Logistics, Procurement and Supply Chain Management (OLPSCM) in Kuala Lumpur will closely monitor the development of the situation together with the IFRC CO and OLPSCM regional logistics coordinator will stay stand by ready for immediate deployment, if required. Further OLPSCM will provide any technical logistics support that might be required.

Assistance with securing helicopters for the aerial assessments will also be a service provided by the Logistics team members.

C. Detailed Operational Plan



Disaster Risk Reduction

Requirements (CHF) 57, 950

Needs analysis: At this time, IFRC is making an allocation from the DREF to support pre-landfall mobilization of Red Cross personnel, relief supplies and specialized equipment closer to areas that are likely to be affected. This will enable PRC to undertake search and rescue operations, initiate rapid needs assessments and immediate provision of humanitarian assistance using the LEAP approach and aerial assessments after Typhoon Mangkhut makes landfall.

P&B Output Code	DRR Outcome 1: Communities in high risk areas are prepared for and able to respond to disaster	# of people reached through RCRC programmes for DRR and community resilience															
	DRR Output 1.1: Communities take active steps to strengthen their preparedness for timely and effective response to disasters.	# of people supported with emergency response by PRC															
	Activities planned Week	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
AP001	Initial operational start up support implemented by IFRC for the national society using the LEAP approach and aerial assessments with helicopters	x															
AP001	Place National Society staff and volunteers on stand-by in various locations for immediate response.	x															
AP001	Mobilize/deploy IFRC personnel to support PRC in its immediate response	x															
AP001	Mobilize/deploy equipment to areas that are likely to be affected.	x															
AP001	Mobilize/deploy non-food items to areas that are likely to be affected	x															



Health

Requirements (CHF) 7,500

[illegible]

Water, sanitation and hygiene

[illegible]

[illegible]

Budget

DREF OPERATION

13/9/2018

MDRPH029: Typhoon Mangkhut

Budget Group	DREF Budget CHF
Water, Sanitation & Hygiene	7,500
Medical & First Aid	7,500
Total RELIEF ITEMS, CONSTRUCTION AND SUPPLIES	15,000
Transport & Vehicle Costs	38,000
Total LOGISTICS, TRANSPORT AND STORAGE	38,000
Volunteers	6,000
Other Staff Benefits	450
Total PERSONNEL	6,450
Travel	18,500
Total GENERAL EXPENDITURES	18,500
Programme and Supplementary Services Recovery	5,067
Total INDIRECT COSTS	5,067
TOTAL BUDGET	83,017

Reference documents



Click for:

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Contact information

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How we work

All IFRC assistance seeks to adhere to the [Code of Conduct](#) for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations (NGOs) in Disaster Relief and the [Humanitarian Charter and Minimum Standards in 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**.

Annex 1: Map of areas at risk

