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Emergency appeal Philippines: Typhoon Bopha

 International Federation
of Red Cross and Red Crescent Societies

Emergency appeal n° MDRPH011
GLIDE n° [TC-2012-000197-PHL](#)
21 December 2012

This emergency appeal seeks CHF 16.2 million in cash, kind, or services to support the Philippine Red Cross to assist 40,000 families (some 200,000 people) for 18 months. This budget includes CHF 113,000 to cover the cost of the shelter cluster coordination and funds will be allocated to this component when partners expressly indicate their interest to support it. The operation will be completed by the end of July 2014 and a final report will be made available by 30 October 2014, three months after the end of the operation.

Appeal history:

- A [preliminary emergency appeal](#) was launched on 5 December 2012 for CHF 4,523,369 to assist 10,000 families (some 50,000 people) in 11 months.
- *Disaster Relief Emergency Fund (DREF)*: CHF 393,198 was allocated to initiate distributions and support the national society in needs assessments. Unearmarked funds to replenish DREF are encouraged.

Summary

On 4 December 2012, Typhoon Bopha (local name: Pablo) made landfall in the Philippines. Its passage across the country took five days and left extensive damage and devastation in its wake. The storm made multiple landfalls which delayed efforts to establish the extent of the damage. In addition, tidal waves pounded coastal areas, affecting communities living close to shores while heavy rains caused landslides and flash floods in the interior areas, especially Compostela Valley.



This emergency appeal operation is looking to provide food and non-food packages to some 17,000 affected families.
Photo: Karl Anthony Ebol/Philippine Red Cross

The most recent figures issued by national disaster authorities indicate that the death toll has surpassed 1,040, with more than 840 people still missing. An estimated 700,000 families (6.2 million people) have been affected in 34 provinces that the storm impacted during its five-day passage.

The Philippine Red Cross (PRC) has been on the ground responding to immediate needs since day one. A fortnight on, it has intensified emergency and relief interventions and has so far distributed food to 21,000 families and non-food items, including hygiene kits, to 6,000 families. Distribution of hygiene kits is accompanied by disease prevention, health and hygiene education to reinforce the practice of personal

hygiene. PRC has also deployed mobile water treatment units to provide safe drinking water in some affected areas.

Responding to the humanitarian situation and a request from PRC, the International Federation of Red Cross and Red Crescent Societies (IFRC) is launching this Emergency Appeal in line with the increased needs on the ground. Under this IFRC-supported operation, PRC aims to provide appropriate assistance to some 40,000 typhoon-affected families (200,000 people). The relief and recovery assistance will be delivered over a period of 18 months.

The significant increase in needs and number of targeted beneficiaries reflects more detailed information that has now emerged following assessments by PRC and the expressed desire of PRC to do more and to reach further in meeting the needs of affected families. While the general picture of the damage and needs has now been obtained, sector-specific assessments will continue, and will serve as the basis for further fine-tuning of the strategy.

This operation will focus on providing immediate relief (through distribution of basic food and non-food items), water and sanitation interventions, emergency health, emergency shelter and hygiene promotion as well as medium-to-longer-term early recovery interventions (provision of shelter assistance, livelihoods, and rehabilitation of water and sanitation facilities), disaster preparedness, and capacity building.

Since IFRC maintains significant stocks of pre-positioned relief supplies in country, the process of releasing them is well underway to meet immediate needs. The availability of ready stocks ensures that PRC is well placed to deliver assistance in a timely, effective, and efficient manner. Part of the contributions towards this appeal will be used to replenish the stocks to ensure that PRC's capacity to respond swiftly in future potential disasters is not weakened.

Based on their joint experience in mounting massive typhoon operations, PRC and IFRC retain significant knowledge and capacity to effectively implement a range of interventions. IFRC will support PRC interventions in selected areas, where necessary complementing the support being provided by other partners of the International Red Cross and Red Crescent Movement (Movement). The PRC and IFRC operation will also be supported by an experienced team at the IFRC's zone office in Kuala Lumpur (in particular the areas of disaster management coordination and support, health, water & sanitation, communications, beneficiary communications, logistics, reporting, and resource mobilization). Short, medium and long term capacity building and organizational development support will continue to be provided by the IFRC's Southeast Asia regional office in Bangkok.

[<Click to see the emergency appeal budget; a map of the affected area; or contact details>](#)

The situation

On 4 December 2012, Typhoon Bopha (locally known as Pablo) made landfall in Davao Oriental province on the east coast of Mindanao Island in the Philippines. The national Philippine Atmospheric, Geophysical and Astronomical Services Administration (PAGASA) reported that the typhoon swept through with maximum winds of 175 kph and gusts of up to 210 kph. The storm made multiple landfalls in its five-day passage across the archipelago, eventually exiting through northern Palawan at a much slower pace. It curled northward and threatened to douse the northwest coast of Luzon but finally dissipated in the sea west of Philippines.

The most recent figures issued by the National Disaster Risk Reduction and Management Council (NDRRMC) indicate that the death toll from the worst natural disaster to affect Philippines this year has surpassed 1,040, with more than 840 people still missing. The impact of the deadly storm was most felt in Mindanao Island's Davao Oriental and Compostela Valley provinces, where it triggered flash floods and mudslides, causing loss of life, and wiping out homes, lifelines, livelihoods and infrastructure. In all, some 6.2 million people have been affected across 34 provinces, and as of 20 December, 63 evacuation centres continue to house almost 4,500 families (some 20,000 people). Damage to shelter and livelihoods has been massive, with some 102,000 houses damaged (partially) and some 66,500 destroyed (totally).

As well as shelter and infrastructure, the typhoon has adversely impacted food and non-food supplies, livelihoods, safe water supply and sanitation systems, and health facilities in its path. While government agencies are working to restore power and water supply, communication lines and road infrastructure, immediate needs remain which are being addressed with the support of other organizations – among them the PRC. The situation is expected to evolve and the adverse conditions faced by a considerable portion of the affected population will no doubt remain for the foreseeable future.

Responding to the humanitarian situation and a request from PRC, IFRC launched a preliminary emergency appeal on 5 December 2012, seeking CHF 4.5 million to assist 10,000 families (some 50,000 people) for 11 months. To initiate immediate relief distributions and to support the national society in conducting needs assessments, IFRC advanced CHF 393,198 from its Disaster Relief Emergency Fund (DREF). The preliminary emergency appeal operation was designed to enable the PRC to provide immediate relief and early recovery support through the distribution of basic food and non-food items, water and sanitation interventions, emergency health services, emergency shelter assistance, hygiene promotion, provision of shelter and livelihoods assistance as well as disaster preparedness and capacity building programmes. However, the overall needs were to be further defined after assessments. Consequently, this emergency appeal elaborates on these sectors, provides a budget that corresponds to needs identified through assessments and sets a timeframe that is realistic for the achievement of both relief and recovery objectives.

Coordination and partnerships

Coordination is crucial for the success of this operation. The Movement operational coordination mechanism is active, with PRC arranging meetings to brief IFRC, the International Committee of Red Cross (ICRC) and partner national societies with in-country offices on its response plan.

The Movement partners have agreed to fulfil their responsibilities in terms of responding to Typhoon Bopha (Pablo) and in line with their mandates as per the following:

- PRC will remain responsible for implementation of the disaster response operations with the support of its Movement partners in the entire area affected by Typhoon Bopha.
- IFRC will continue to support the PRC in the provinces of Agusan del Sur, Bukidnon, Palawan and Siquijor in the sectors of food and non-food, health, psychosocial support, water, sanitation and hygiene needs, emergency and recovery shelter, livelihood assistance and organizational development. IFRC will provide support to PRC complementary to that provided by the ICRC in the provinces of Surigao del Sur, Compostela Valley and Davao Oriental.
- ICRC will continue to provide security management for Movement partners and will continue to work with the PRC chapters in Surigao del Sur, Compostela Valley and Davao Oriental and carry out a joint operation in providing assistance to affected people in the sectors of water, sanitation, health, food and non-food items and shelter. It will also continue with ongoing work in places of detention and other protection related activities conducted before the typhoon operation started.

Movement partners continue to meet to discuss latest developments and to map out how they are collectively supporting PRC interventions – in a complementary manner – considering that some affected portions are considered post-conflict areas by the International Red Cross Red Crescent Movement. Partner national societies are encouraged to channel their support and funding for this emergency operation through the appeal framework, in the process ensuring that overlaps or duplicated efforts are limited and accountability is reinforced.

As an auxiliary to public authorities, PRC maintains a strong relationship with government bodies through participation or collaboration with the following: (i) the NDRRMC; (ii) provincial, municipal and barangay (village) disaster risk reduction and management councils; and (iii) local government units. PRC is participating in NDRRMC meetings and coordinating with the Department of Social Welfare and Development (DSWD) and Department of Health (DOH), and disaster risk reduction and management councils at the provincial, municipal and barangay levels. During identification/selection of schools that will be supported in reconstructing or rehabilitating their water and sanitation facilities as well as other school-based interventions in health, coordination will be maintained with the Department of Education (DepEd) and school principals. Respective municipal offices and local government units will also be closely engaged in developing a plan of action for delivering early recovery support.

PRC and IFRC are also participating in meetings on interagency coordination. The cluster approach is implemented in the Philippines on an open-ended basis with IFRC as the shelter cluster lead in natural disasters. Several humanitarian country team (HCT) meetings have been held since Bopha's landfall, with PRC and IFRC participating. Other Movement partners are also participating in cluster meetings.

Emergency shelter cluster

As inter-agency standing committee (IASC) clusters have been activated for this emergency, PRC and IFRC have mobilized accordingly. IFRC has deployed a shelter coordination team (SCT), comprising a coordinator and information manager, with financial contributions from British Red Cross, Canadian Red Cross and Swedish Red Cross. The SCT also includes an assessment manager and a GIS/database expert provided through an agreement with ACTED, a partner organization of the global shelter cluster. A shelter technical

coordinator will be deployed in the coming week to provide additional support to humanitarian shelter agencies in defining shelter specifications and standards as well as technical advice on shelter programming.

The SCT is exclusively dedicated to the task of cluster coordination, independent of PRC and IFRC operations. In the meantime, the SCT is leading the coordination of the emergency shelter cluster at the national level while the International Organization for Migration (IOM) is leading shelter coordination hubs in areas that are considered conflict-affected by the International Red Cross and Red Crescent Movement.

Meanwhile, a staff member of the IFRC in-country office is acting as shelter cluster liaison officer and is providing additional support to the team. Prior to the deployment of the SCT, IFRC had deployed its shelter coordinator for Asia Pacific to the Philippines to participate in inter-cluster coordination meetings and start setting up the cluster. The Asia Pacific shelter coordinator has stayed on providing critical support to the SCT in establishing the shelter coordination structures and liaising with the government and international humanitarian agencies in the process of planning a shelter response.

Red Cross and Red Crescent action

Overview

Prior to the onset of Typhoon Bopha, PRC already had its response mechanism in place: through ongoing monitoring of the typhoon as it approached the country; and volunteers and rescue teams prepared for deployment with rescue equipment and vehicles such as rubber boats and ambulances. The PRC operations centre in Manila kept a 24-hour watch, relaying information, advisories and response plans to response teams and Red Cross chapters in the typhoon's path. PRC also supported pre-emptive evacuations with disaster authorities, and helped prepare communities in preparing for the disaster. Following the typhoon's landfall, the national society helped to re-link 420 people with their families, rescued 155 people who had been trapped, and provided first aid to 536 casualties.

A fortnight after the typhoon struck, the national society has intensified emergency and relief interventions and has so far distributed food relief to 21,000 families and non-food items – including hygiene kits – to 6,000 families. Distribution of hygiene kits is accompanied by disease prevention, health and hygiene education to reinforce the practice of personal hygiene. PRC has also deployed mobile water treatment units, tanks, bladders and tap stands which have so far provided safe drinking water to some 6,000 families in Davao Oriental.

Since more detailed information has now emerged following detailed assessments, PRC has requested IFRC to launch this Emergency Appeal in line with the increased needs on the ground. Under this operation, the national society aims to provide appropriate assistance to some 40,000 affected families (200,000 people).

This operation will be implemented over a period of 18 months, with initial focus being on the sectors of providing immediate relief (through distribution of basic food and non-food items), water, sanitation and hygiene promotion, and emergency shelter. In the medium to longer term, the support will transition into early recovery interventions – including provision of shelter assistance, livelihoods, and rehabilitation of water and sanitation facilities – as well as disaster preparedness and capacity building.

Relief interventions under this operation will mainly cover Agusan del Sur, Bukidnon, Palawan and Siquijor. The IFRC will provide support to PRC complementary to that provided by the ICRC in the provinces of Surigao del Sur, Compostela Valley and Davao Oriental. Early recovery, disaster preparedness and capacity building activities will cover all these provinces. While several actors have responded to meeting the needs in the most affected provinces, other lesser impacted areas have not received equal attention. The geographical locations covered by this appeal are not limited to those mentioned. Other areas may be included depending on requests from PRC chapters – which boast a vast grassroots network – and based on unmet needs in provinces that were lesser impacted during Typhoon Bopha's five-day passage across the archipelago.

The needs

Similar to other operations of this magnitude and complexity, initially it was a challenge to gain access to isolated or inaccessible areas, and to determine accurately the context of those most affected populations, the scale of needs, and to prioritize future activities. Nevertheless, assessments conducted by PRC as well as by the authorities and other actors have identified gaps in the overall response. In addition to assessment reports by PRC teams deployed to affected areas, NDRRMC situation updates have proved a useful source of information on the context. Also contributing to the analysis of the situation are situation/monitoring reports prepared by PRC field staff at chapters in Agusan del Sur, Bukidnon, Compostela Valley, Davao Oriental, Surigao del Sur, Misamis Oriental, Misamis Occidental, Lanao del Norte, Lanao del Sur, Iligan City and

Cagayan de Oro chapters. The reports have provided invaluable information on overall context and gaps. Similarly, ocular surveys carried out by IFRC, German Red Cross, Netherlands Red Cross and Spanish Red Cross personnel in some areas of Mindanao through direct observation, and informant interviews were also utilized, as have media reports and review of secondary data from other partners. This emergency appeal, therefore, seeks to articulate how PRC – with IFRC’s support – intends to address the identified gaps, in accordance with its mandate outlined in Republic Act No. 10072 (Philippine Red Cross Act of 2009).

Food and non-food relief: The typhoon heavily impacted food and non-food supplies because some food stocks and household items were washed away or soaked/damaged in floodwater. The daily income of affected persons has been also hampered and some have had their purchasing power eroded or lost. PRC and other agencies have been providing food and non-food relief but not all parts have been reached. In some areas, supplies of food and non-food items in the local markets have not normalized.

Health: PRC teams – supported by IFRC’s emergency health coordinator for Asia Pacific – undertook monitoring and follow-up rapid assessments to determine the current status of health services in the most affected provinces of Compostela Valley and Davao Oriental. The teams observed that in Compostela Valley, though there were disruptions following extensive damage to health stations in all barangays (villages) and impact on health workers, the delivery of health services continued through surge capacity from the provincial (PHO) and regional health offices (or centres for health development/CHD), as well as non-government organizations and the military medical corps. Referral of severe cases is not an issue because there is considerable presence of ambulances, referral facilities are available and reachable, and accessible roads. As such it has been determined that deployment of additional Red Cross medical response capacity – static or mobile – is not needed.

However, in Davao Oriental, the PRC assessment team observed that the impact of typhoon in Boston, Cateel and Baganga was devastating. Cateel district hospital, and the rural health units and barangay health stations in the three towns have been reported totally damaged. However, immediate rehabilitation has started in both Cateel district hospital and Baganga rural health unit (RHU). The district hospital is now operational, conducting out-patient consultations and admitting medical cases; more severe cases and those requiring surgery are referred to a medical centre in Tagum, Davao del Norte, which is a seven-eight hour trip. A facility at the public works and highways compound in Baganga serves as a makeshift RHU while repairs are on-going. Medical services in Baganga have been reinforced by a PRC advanced medical post, and mobile clinics from nearby local government units (LGU) not affected by the typhoon, as well as teams from PHO, CHD and a number of NGO.

Acute respiratory infections, acute diarrhoea, injuries and skin diseases are key conditions seen by health actors in these two provinces. Few cases of suspected measles and leptospirosis were captured through the surveillance in post extreme emergencies and disasters (SPEED) – which PRC has been acknowledged for actively contributing – in Baganga and Cateel, and were immediately acted upon: a measles immunization campaign in Baganga is now underway.

While debris have been cleared to allow access to transportation, different debris materials are left open and still to be properly disposed of. The accumulation of garbage (including hospital waste) combined with stagnant water due to intermittent rains – particularly in town centres - are posing public health risks to people who are still in evacuation centres or makeshift shelters.

Disease prevention and health promotion activities at community level are to be scaled up immediately in order to prevent the further increase of ARI, diarrhoea, measles and other diseases with outbreak potential. While repair and rehabilitation of the district hospital and RHU are on-going, medical services needs continued support particularly mobile units to ensure barangays outside of the town centres have continued access to curative care, but also preventive services such as pre-natal, immunization, nutritional assessment and services, and health promotion. Psychosocial support interventions also need to be scaled up.

Water and sanitation: The authorities have restored, or are working to restore, water supply in several cities and provinces. At the same time, teams from government and non-government agencies – including PRC – are distributing water in parts where access is not yet fully restored and safe drinking water needs still exist. It was observed that in several evacuation centres, availability of latrine facilities is limited while in some communities sanitation has been impacted due to debris left by fallen trees, floods and landslides. Furthermore, considering that the typhoon left massive damage to shelter and other buildings, including schools, sanitation facilities for the houses and buildings were equally impacted. This has left significant gaps to access to proper sanitation facilities – including in evacuation centres.

Shelter: Damage to shelter has been massive, with the most recent update from NDDRC indicating that more than 102,000 houses were damaged (partially). Red Cross teams that have undertaken assessments in the most affected as well as lesser affected provinces observed that there were thousands of houses made out of light materials that have been extensively damaged. As well as PRC, the emergency shelter cluster undertook assessments in Davao Oriental and Compostela Valley. It has been observed that some affected families have started salvaging what they can to build temporary makeshift shelters or to repair their damaged houses. The cluster is advocating for agencies to support those whose houses have been damaged to get back to their houses and enable them to stay in their own properties. The cluster has pointed out that so far, agencies have delivered some 24,500 emergency shelter units – mainly tarpaulins and tents.

In addition to the 102,000 damaged (partially) houses, some 66,500 have been destroyed (totally). Shelter is, therefore, a top priority because many affected households have requested assistance to rebuild their homes. PRC and the IFRC consider provision of typhoon-resilient solutions to be fully in line with helping people to restore their dignity and to enable them to live in decent conditions. As such, shelter inputs form more than half of the appeal budget. In fact, since 2004, PRC and IFRC have helped some 13,000 families to rebuild new homes and 27,000 others to undertake essential repairs to their homes after they were damaged by natural disaster – mostly typhoons.

Livelihoods: As well as rendering thousands of families homeless, the typhoon washed away the livelihoods of thousands of families, leaving them with no means to meet basic needs. Food reserves were washed away, small businesses disrupted, farmland and crops destroyed, and fishing equipment (including boats) damaged, dwindling income margins of the most vulnerable of the affected families.

The proposed operation

The strategy adopted is based on discussions with PRC and Movement partners with in-country presence, and is in line with agreed standards¹. The approach is also in line with current IFRC policies and procedures, and seeks to provide immediate and early recovery support to the most affected populations.

To ensure that immediate food and non-food needs of up to 17,000 families are met, this operation will support relief distributions, including kitchen sets, to 2,200 families. The food packages being provided through IFRC support comprise 12 kilos of rice, 10 packs of instant noodles, 8 cans of corned beef, 6 cans of sardines, 2 kilos of lentils, a 250-gramme packet of iodized salt, 1 kilo of sugar, 1 litre of cooking oil and one bottle of liquid seasoning. A standard PRC non-food item package includes two blankets, two sleeping mats, one 20-litre jerry can or two 10-litres jerry cans, and one hygiene kit. Each kitchen set comprises two stainless steel cooking pots, a stainless steel frying pan, five plastic cups, five stainless steel plates, five stainless steel bowls, five stainless steel forks, five stainless steel spoons, five stainless steel knives, a wooden stirrer and a kitchen knife. Non-food item packages and kitchen sets are being released from stocks of pre-positioned relief supplies that are maintained in country.

To address emergency health needs, this operation will support PRC in conducting community health activities targeting 40,000 families in communities as well as students and teachers in 30 schools in typhoon-affected areas. Activities will include health and hygiene education/promotion, distribution of hygiene kits as well as community mobilization for environmental sanitation, nutrition promotion (including breastfeeding, infant and young child feeding or immunization) among others. Psychosocial support will also need to be given high priority and activities will be expanded.

IFRC will provide support aimed at developing the capacity of PRC to plan and manage health components of the typhoon emergency response and recovery programme (including future emergencies).

In water and sanitation, this emergency appeal operation will support PRC in undertaking water distribution to meet the needs of those in evacuation centres and affected communities. In coordination with the local water authorities and other actors on the ground, PRC will supply safe water using their prepositioned mobile water treatment units (where required) to treat water and ensure access distribute to storage tanks located close to the affected population using water trucks. The operation will also support clearing of debris, de-clogging of drainages, and rehabilitation of small-scale water and sanitation facilities that have been damaged. Most of these activities will be done through a partnership with German Red Cross and Spanish Red Cross and will use the cash-for-work modality. The modality will provide beneficiaries with an opportunity to earn money which they can use to cover basic needs. Additionally, this operation will also support rehabilitation or construction of water and sanitation infrastructure in five schools that served as evacuation centres. It was observed that the facilities provided in previous operations contributed to improved access to water and

¹ Humanitarian Charter and Minimum Standards in Disaster Response - <http://www.sphereproject.org>

sanitation for evacuees. Sector-specific assessments to identify the schools to be assisted will be conducted during the second half of 2013.

Recognizing the urgent need for emergency shelter solutions, this operation will provide tarpaulins and shelter toolkits to some 1,400 families and deliver shelter repair kits to 15,000 families. The delivery of shelter repair materials will use a combination of cash grants and vouchers, depending on the availability of culturally-appropriate material in the local markets. Delivery of shelter repair materials and tools will be accompanied with promotion of better building techniques.

In addition, this operation aims to ensure that 4,000 families whose houses have been flattened by the disaster build back better. Each house to be constructed will have a pour-flush latrine and a septic tank integrated as well as an extension for cooking. The pour-flush latrine has been selected based on suitability to local hygiene practices, availability of water for flushing, capacity to maintain and comfort (i.e. able to be fitted with a water seal that prevents odour and insects from coming up from the septic tank into the latrines). The design utilizes materials available locally and is common in the Philippines; desludging companies are also available.

Specifically, the assistance will target families that lack the capacity to rebuild. In addition to this denominator, the criteria of selecting those to be assisted will prioritize families headed by women [widows, divorced or separated], families without income, families headed by children, families with persons with disabilities, families with young children or elderly family members and families from socially excluded groups.

The shelter assistance to be provided under this operation aims at not only providing structures (homes to live in) but also a durable solution linked to disaster risk reduction, i.e. by enabling beneficiaries to build back better. For a family to benefit, it must own the land where its destroyed house once stood, should have at least 5-year land tenure security outside the 'no build zone' and must obtain permission from the authorities to rebuild on the land. By large, construction works will be undertaken using the owner or community driven approach — i.e. "bayanihan", a Philippine tradition in which community members help each other. Through "bayanihan", beneficiaries with limitations to participate in physical construction work [such as older people and people with disabilities] will be supported by their fellow community members.

Under this operation, some 5,000 vulnerable families whose livelihoods have been washed away will be supported to get back on their feet by re-establishing some sources of income or capacity to produce food for subsistence. The assistance will be provided using a combination of vouchers and cash remittance, depending on the context in specific targeted affected areas. Beneficiaries can only use the grants/vouchers to obtain inputs/items for livelihood recovery. The voucher cannot be transferable to another person/family while the grant cannot be used for the purpose of repaying a loan. Beneficiaries can also use the vouchers or grants to obtain assets, tools of trade, livestock, farming inputs or stocks for small-scale trade. Using the vouchers or grants in exchange of alcohol and tobacco – even as inputs for a small-scale trade ventures – will not be allowed. The voucher/grants will be provided via two instalments for a livelihood activity that a vulnerable household seeks to undertake and for which it has the competence and capability. Each targeted household has to prepare a proposal which will be approved by PRC through a participatory approach.

In addition to meeting the direct needs of affected people, this operation will support the enhancement of PRC's capacity to respond to future potential disasters. Water search and rescue teams played a crucial role during the emergency phase, and as such, five PRC chapters will be supported in forming, equipping and training water and land search and rescue teams. Rehabilitation/reconstruction works will be undertaken in one of PRC's main regional warehouses where preparedness stocks are stored or will be stored.

Throughout the operation, IFRC will provide technical materials and technical support to PRC. Delegates and staff engaged for this intervention will support PRC training opportunities by facilitating relevant sessions based on their expertise. The national society will also be supported to obtain two Rubb halls for multiple purposes – including acting as wards for damaged hospitals and or a field warehouse to ensure safer storage of equipment and supplies – and one vehicle geared for flood conditions.

Through this emergency appeal, PRC aims to provide appropriate assistance to some 40,000 affected families (200,000 people) in the hardest-hit areas. The relief and recovery assistance will be delivered in a timely, effective, and efficient manner over a period of 18 months and will focus on the sectors of providing immediate relief (through distribution of basic food and non-food items), water, sanitation and hygiene promotion, health, and emergency shelter as well as medium-to-longer-term early recovery interventions (provision of shelter assistance, livelihoods, and rehabilitation of water and sanitation facilities), disaster preparedness, and capacity building.

In designing the operational strategy, it is realized that the following conditions have to hold for the overall objectives to be achieved and for the operation to be completed within the stated timeframe:

- There will be adequate support (financial) from partners to this emergency appeal
- Weather conditions will not suspend implementation of activities for long periods
- Disaster-affected areas will remain accessible
- Cooperation of the authorities will continued
- Security issues do not hinder field operations
- The election period will pass smoothly and the state of political stability will remain.

Relief distributions (food items)

Outcome: Immediate food needs of 17,000 typhoon-affected families (85,000 persons) are met through the provision of appropriate food items within three months.

Output (expected result)	Activities planned
The immediate food needs of 17,000 families are met through food distributions.	<ul style="list-style-type: none"> • Mobilize volunteers and provide them with orientation on distribution protocols. • Identify, register, verify and mobilize beneficiaries for food distributions. • Distribute food packages to 17,000 families (85,000 persons). • Undertake real-time needs assessments to identify families in need of additional relief assistance. • Monitor and report on distributions.

Relief distributions (non-food items)

Outcome: The living conditions of 17,000 affected families (85,000 persons) are improved through the provision of appropriate non-food items within four months.

Output (expected result)	Activities planned
The immediate needs of 17,000 families that have incurred losses or damage to household items are met through distribution of non-food items.	<ul style="list-style-type: none"> • Mobilize volunteers and provide them with orientation on distribution protocols. • Identify, register, verify and mobilize beneficiaries for distributions. • Distribute blankets (two per family) and sleeping mats (two per family) to 17,000 families (85,000 persons). • Distribute jerry cans, for household level water storage, to 17,000 families (85,000 persons). • Distribute hygiene kits to 17,000 families (85,000 persons) (<i>see also health and care</i>). • Distribute kitchen sets to 2,200 families (11,000 persons). • Undertake real-time needs assessments to identify families in need of additional relief assistance. • Conduct post-distribution surveys. • Monitor and report on distributions.

Health

Outcome: The immediate health risks of 40,000 typhoon-affected families (200,000 persons) as well as teachers and students in 30 schools are met through disease prevention and health promotion activities in communities within 16 months.

Outputs (expected results)	Activities planned
40,000 families, as well as teachers and students in 30 schools have improved knowledge in the prevention and home care of waterborne, water related and other infectious diseases.	<ul style="list-style-type: none"> • Undertake rapid surveys to determine baseline and end-line levels of awareness on priority water-borne, water-related and other infectious diseases in communities impacted by the typhoon. • Produce and distribute information, education and communication (IEC) materials relevant for disease prevention and health promotion, and distribute to priority families in target communities and in 30 schools alongside awareness/education campaigns (<i>these include the 5 to be supported in rehabilitating/constructing water and sanitation facilities</i>). • Provide hygiene kits to 17,000 families (85,000 people) to reinforce safe hygiene practices (<i>see also non-food relief</i>).

	<ul style="list-style-type: none"> • Mobilize families, as well as teachers and students in 30 schools, for the dissemination of relevant disease prevention, health and hygiene messages and conduct activities to promote health².
PRC capacity to plan and manage health components of the typhoon emergency response and recovery programme (including future emergencies) is enhanced.	<ul style="list-style-type: none"> • Recruit and induct/train short-term health staff/workers and volunteers to manage and implement community health services. • Coordinate and collaborate with health authorities and humanitarian partners at different levels. • Conduct periodic field monitoring and reviews, as well as an evaluation of the health component of the flood response. • Towards the end of the operation, develop/update emergency health preparedness and response plan and mechanisms, as part of the overall PRC response. • Train selected staff at headquarters and chapters on emergency health response management.
Psychosocial wellbeing of affected communities and emergency responders promoted.	<ul style="list-style-type: none"> • Provide psychosocial support to affected community members and responders involved in the operation. • Monitor and report on activities.

Water and sanitation

Outcome: 5,000 families (25,000 persons) as well as students and staff in 5 schools have improved access to water or sanitation facilities as well as improved environmental sanitation in 16 months.

Outputs (expected results)	Activities planned
5,000 families in communities have access to safe water and improved environmental sanitation.	<ul style="list-style-type: none"> • Setup of temporary water storage points in communities and evacuation centres for distribution to affected communities. • Rehabilitate/construct water points (tube wells fitted with hand pumps) pending connection of potable water by the authorities. • Support clearing of debris, drainage de-clogging, and rehabilitation of damaged small-scale water and sanitation facilities in affected communities (through cash for work). • Transport collected debris to proper deposit sites in coordination with local authorities. • Monitor and report on activities.
4,000 families that receive typhoon-resilient shelter assistance also have improved access to sanitation facilities.	<ul style="list-style-type: none"> • Provide appropriate latrine and septic tank construction materials to 4,000 families whose houses were destroyed. • Provide guidance to the targeted 4,000 families on construction of pour-flush latrines and septic tanks as integral components of transitional shelters (<i>see also typhoon-resilient shelter</i>). • Monitor construction of pour-flush latrines and septic tanks – as integral components of transitional shelters – where necessary ensuring that the construction takes into account the unique needs of people with disabilities.
Students and staff in 5 schools have improved access to water and sanitation facilities.	<ul style="list-style-type: none"> • Coordinate with the Department of Education (DepEd), principals and local authorities in identifying 5 schools that will be supported in rehabilitating/constructing water and sanitation facilities. • Coordinate with local authority engineers and principals of 5 identified schools on the design of appropriate water and sanitation facilities. • Rehabilitate/construct water and sanitation facilities in 5 schools that have been used as evacuation centres or have been severely affected by the typhoon. • Support the 5 schools in forming water and sanitation committees to spearhead proper maintenance of the facilities.

² Such as clean-up and sanitation campaigns, community mobilization for nutrition promotion or immunization

	<ul style="list-style-type: none"> Mobilize teachers and students in the 5 schools, for the dissemination of relevant disease prevention, health and hygiene messages and conduct activities to promote health (<i>these form part of the 30 targeted water and sanitation section</i>).
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Shelter

Outcome: 19,000 affected families have safer shelter solutions through the provision of locally appropriate materials, tools and guidance on improved building techniques within 18 months.

Outputs (expected results)	Activities planned
15,000 families whose houses were damaged by the typhoon have received shelter repair materials.	<ul style="list-style-type: none"> Form a shelter project team that will lead identification and orientation of beneficiaries, including creating awareness on typhoon-resilient construction techniques. Undertake detailed sector-specific assessments for shelter to inform the selection of beneficiaries and prioritization by locality. Conduct market research to establish prices of essential shelter materials, identify and map suppliers of shelter materials, and recommend potential suppliers/shops to beneficiaries. Identify, verify and register affected families that will receive shelter repair materials and tools. Mobilize targeted beneficiaries, provide them with orientation on the programme purpose and distribution process, and promote better building techniques. Provide tarpaulins and/or shelter repair tools for up to 1,400 families. Provide PHP 10,000 conditional cash grants or vouchers to 15,000 families for exchange with shelter repair kits. Monitor and report on activities.
4,000 families whose houses were destroyed as a result of the Typhoon Bopha have rebuilt transitional shelters applying typhoon-resilient techniques.	<ul style="list-style-type: none"> Form a shelter project team that will lead identification and orientation of beneficiaries, including creating awareness on typhoon-resilient construction techniques. Conduct market research to establish prices of essential shelter materials, identify and map suppliers of shelter materials, and recommend potential suppliers/shops to beneficiaries. Undertake detailed sector-specific assessments for shelter to inform the selection of beneficiaries and prioritization by locality. Identify, verify and register affected families who will receive shelter repair materials and tools. Validate that each selected family owns the land or has permission to rebuild on the land proposed, and that the site is outside the area demarcated as 'no-build zone' by the authorities. Conduct advocacy for access to appropriate land sites to resettle affected families living within areas demarcated as 'no-build zone' by the authorities. Where relocation sites are available, advocate for the authorities to undertake basic site preparation, including site clearing, lot subdivision and demarcation, construction of roads, provision of piped water, and connection of electricity. Conduct market research to establish prices of shelter materials, identify and map suppliers of shelter materials, send out requests for quotations/tender documents, and undertake procurement of materials in line with existing procedures. Construct model houses in selected localities to demonstrate better building techniques and to provide beneficiaries with visual demonstration on how to construct their houses. Provide appropriate transitional shelter materials and tools to 4,000 families whose houses were destroyed for them to reconstruct using better building techniques with the help of their fellow community members. Monitor construction works being undertaken by beneficiary

	<p>families with the help of their fellow community members, and provide relevant technical assistance and guidance.</p> <ul style="list-style-type: none"> • Undertake a house occupancy survey and report on activities.
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Livelihoods

Outcome: Coping mechanisms of 5,000 affected families are improved in 18 months through voucher or cash-based solutions for restoring livelihoods.

Outputs (expected results)	Activities planned
<p>5,000 affected families have restored their livelihoods, strengthening their self-reliance through the provision of vouchers or cash grants.</p>	<ul style="list-style-type: none"> • Establish a cash-based programming (CBP) working group – comprising PRC staff and IFRC delegates – to provide overall guidance for the project. • Undertake detailed assessments to identify specific communities in most need of early recovery assistance. • Establish chapter cash-based programming (CBP) teams – comprising Red Cross staff and volunteers – in provinces/cities where livelihoods assistance is most needed. • Organize orientation sessions and support identified communities in forming barangay programming committees (BPC) – comprising community members, community leaders, members of the civil society and religious groups, among others – that will lead the beneficiary selection process. • Undertake social mapping, participatory consultations and create a short-list of the most vulnerable households in need of livelihoods assistance. • Organize participatory community sessions to select - from the short-list - the most vulnerable households that will receive livelihoods assistance in accordance with PRC's beneficiary selection criteria. • Organize beneficiary orientation sessions for households that are selected to receive livelihoods assistance and guide them on the conditions they need to fulfil in order to receive the grants. • Provide selected 5,000 households with relevant forms to apply for livelihoods assistance and guide them in preparing proposals outlining their preferred solutions to a maximum of PHP 10,000 per family. • Identify and engage a suitable cash remittance service provider with a network in affected areas and capacity to disburse livelihoods grants to selected families. • Disburse PHP 10,000 grants – in two instalments – to 5,000 households through the cash remittance service provider engaged or provide PHP 10,000 vouchers. • Monitor and report on the disbursement and utilization of the vouchers/grants and the progress of livelihood activities for the 5,000 households supported.

National society preparedness for response

Outcome: The disaster preparedness and response capacity of PRC national headquarters and selected chapters in affected areas strengthened within 18 months.

Outputs (expected results)	Activities planned
<p>PRC national headquarters and chapters in operational areas have improved their disaster response capacities.</p>	<ul style="list-style-type: none"> • Form, train and equip five search-and-rescue teams. • Undertake rehabilitation and improvement works on one of PRC's main regional warehouses, for de-centralized pre-positioning of stocks. • Facilitate the improvement and provision of essential office equipment for three PRC chapter offices. • Provide a vehicle for one chapter to assist in response and monitoring. • Provide two Rubb halls to PRC national headquarters.

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| | <ul style="list-style-type: none"> • Provide essential training and workshops in relevant disaster preparedness and response sectors. |
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Logistics

Professional logistics support to the operation is being provided in accordance with IFRC standards, procedures and processes.

Activities include, but are not limited to, the following:

- Mobilizing relief items pre-positioned in IFRC's zone logistics unit (ZLU) in Kuala Lumpur
- Coordinating within IFRC and PRC programme managers and the ZLU in Kuala Lumpur for timely and cost-efficient sourcing option for items required in the operation
- Coordinating mobilization of goods and reception of incoming shipments
- Utilizing existing warehousing facilities and vehicles for storage and efficient dispatch of goods to the final distribution points
- Supporting PRC in securing adequate storage solutions
- Ensuring that local procurement of goods, services and transport is in line with IFRC procurement standards and procedures
- Liaising and coordinating actions with other key actors so that the IFRC logistics operation processes use all information to be as efficient and effective as possible

Relief distributions are drawing largely from pre-positioned stocks. Donors who wish to cover items procured locally are requested to give earmarked cash instead of in-kind donations. Donors who wish to cover hygiene kits should note that the items will be procured ex-stock from the ZLU warehouse in Kuala Lumpur, Malaysia. International procurement of galvanized corrugated iron sheets (CGI) and galvanized plain sheets required for the shelter programme will be supported by ZLU. All donors are requested to coordinate with ZLU regarding outstanding needs relating to non-food items and hygiene kits.

Public and beneficiary communications

Public communications support to this operation will ensure that humanitarian needs are highlighted and the achievements of the operation are well-profiled through proactive public information that integrates the use of IFRC online platforms, media relations activities, audio-visual production and social media engagement. Primary target audiences will include regional and international media, partner national societies, peer organizations as well as donors and the wider public. Emphasis will also be placed on building the communications capacity of affected PRC chapters by providing emergency communications training sessions for key staff and volunteers.

Specifically, public communications activities will include:

- Proactive media relations activities targeting international media based in the Philippines and regional hubs to position IFRC/PRC as primary references for the media, particularly around milestones in the emergency response and recovery operation
- Production of news-related content for promotion via IFRC online platforms including; news stories, blogs and beneficiary case studies
- Engagement with social media platforms including Twitter and Facebook to maximize visibility of the Red Cross Red Crescent response
- Production of audio-visual material including photographs and video material for distribution to National Societies and the media
- Regular production of communications materials including factsheets and key messages to support National Societies communications efforts
- Facilitation of field visits by media and National Society communications teams
- Training workshops in emergency communications for PRC chapters engaged in the response and recovery operation.

On beneficiary communications, PRC and IFRC will systematically embed it as a cross-cutting theme within the overall operational approach. This is part of the effort to ensure that people reached will be given a voice and a channel through which to provide their feedback and observations. Emphasis will also be placed on building the beneficiary communications capacity of PRC national headquarters and affected chapters.

Specifically, beneficiary communications activities will include:

- Rapid assessment to gather baseline data on existing media and communications environment.
- Establishing contact with other humanitarian actors to coordinate messaging to affected populations
- Disseminating information to affected populations through social media platforms, radio and other accessible mediums
- In consultation with other humanitarian actors, investigate dialogue/feedback or two-way communications mechanisms that are appropriate for use in the affected areas
- Feeding received information into responders and departments to improve on programme and response delivery plans
- Producing audio-visual material, including photographs and videos, for distribution to interested national societies
- Organizing training workshops in emergency beneficiary communications for PRC chapters engaged in the response and recovery operation.

For both public and beneficiary communications aspects, short-term support will be provided by technical teams from the IFRC's zone office in Kuala Lumpur and Southeast Asia regional office in Bangkok.

Capacity of the National Society

PRC is the nation's largest humanitarian organization and is recognized by 'Republic Act No. 10072' – also known as 'Philippine Red Cross Act of 2009' – as an independent, autonomous organization auxiliary to the authorities in the humanitarian field. PRC works through 100 chapters covering all administrative districts and major cities of the nation. In delivering services, PRC relies on a team of skilled, trained and experienced staff and volunteers with different specializations. Currently, it has approximately 1,000 staff at the national headquarters and chapter levels, and approximately one million volunteers and supporters, some 500,000 of them active volunteers. Below the national headquarters level, a professional administrator, who doubles as the manager in charge of operations and administrative functions, represents each chapter of PRC.

In view of this appeal, PRC will be supported to cover costs for one staff in its disaster management department for the entire duration of the operation while the community health department will be supported to cover the costs of one project assistant for 12 months. Some three PRC chapters where extensive activities are planned under this operation will be supported to engage relevant staff/volunteers to support project implementation and monitoring. Resources will also be made for the chapters to obtain temporary warehousing capacity and cover the wages/allowances of labourers/volunteers who will facilitate loading and offloading of relief supplies.

Capacity of the IFRC

IFRC maintains a country office in the Philippines, housed within PRC's national headquarters. The office is headed by a country representative and currently has five delegates and eight staff supporting other ongoing operations. In the immediate term, four of the existing delegates and all the eight staff (specializing in administration, communications & reporting, field support, finance, logistics, shelter, and water & sanitation) will take on additional responsibilities relating to this operation. However, once other ongoing operations close in March 2013, the delegates that will be engaged in this operation will be five – i.e. an operations manager, two field delegates and two logistics delegates. In the sixth month of this operation, the team of delegates will be reduced to four - i.e. an operations manager, two field delegates and one logistics delegate.

The IFRC Southeast Asia regional office in Bangkok and the Asia Pacific zone office in Kuala Lumpur are also available to provide technical and operational assistance in the following areas: communications; finance; health; logistics; operation coordination; resource mobilization; planning, monitoring, evaluation and reporting; and water & sanitation. Technical personnel from these offices will provide short-term support to the country office and PRC on case-by-case basis.

Evaluations

PRC and IFRC are committed to improving the quality of their humanitarian programmes. As a contribution to meeting this commitment, PRC, supported by its partners, will capture lessons for this operation. In this context, an internal real-time evaluation will be conducted immediately after the relief phase is concluded while an external final evaluation will be commissioned two months after completing the operation. Recommendations of the two evaluations will feed into future disaster response preparedness and risk reduction programming.

Budget summary

See attached budget for details.

Jagan Chapagain
Acting Under Secretary General
Programme Services Division

Bekele Geleta
Secretary General

Contact information

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1. **Emergency Appeal budget and map [below](#)**
2. **[Return](#) to the title page**

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 Disaster Response \(Sphere\)](#) in delivering assistance to the most vulnerable.

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.

www.ifrc.org

Saving lives, changing minds.



IFRC's work is guided by [Strategy 2020](#) which puts forward three strategic aims:

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.

EMERGENCY APPEAL

19/12/2012

MDRPH011 PHILIPPINES TYPHOON BOPHA

Budget Group	Multilateral Response	Inter-Agency Shelter Coord.	Appeal Budget CHF
Shelter - Relief	3,544,684		3,544,684
Shelter - Transitional	7,360,000		7,360,000
Clothing & Textiles	231,200		231,200
Food	391,000		391,000
Water, Sanitation & Hygiene	483,000		483,000
Utensils & Tools	128,080		128,080
Other Supplies & Services	180,000		180,000
Cash Disbursements	1,175,000		1,175,000
Total RELIEF ITEMS, CONSTRUCTION AND SUPPLIES	13,492,964	0	13,492,964
Vehicles Purchase	30,000		30,000
Computer & Telecom Equipment	5,100	3,000	8,100
Total LAND, VEHICLES AND EQUIPMENT	35,100	3,000	38,100
Storage, Warehousing	172,000		172,000
Distribution & Monitoring	48,000		48,000
Transport & Vehicle Costs	57,600	2,300	59,900
Logistics Services	40,000		40,000
Total LOGISTICS, TRANSPORT AND STORAGE	317,600	2,300	319,900
International Staff	804,000	36,750	840,750
National Staff	221,450	3,000	224,450
National Society Staff	21,600		21,600
Volunteers	34,400		34,400
Total PERSONNEL	1,081,450	39,750	1,121,200
Consultants	30,000	46,750	76,750
Professional Fees		6,500	6,500
Total CONSULTANTS & PROFESSIONAL FEES	30,000	53,250	83,250
Workshops & Training	20,000		20,000
Total WORKSHOP & TRAINING	20,000	0	20,000
Travel	37,000	3,500	40,500
Information & Public Relations	30,000		30,000
Office Costs	18,000	1,050	19,050
Communications	20,000	1,250	21,250
Financial Charges	3,600		3,600
Other General Expenses	9,000	1,100	10,100
Shared Support Services	74,468		74,468
Total GENERAL EXPENDITURES	192,068	6,900	198,968
Programme and Supplementary Services Recovery	985,997	6,838	992,835
Total INDIRECT COSTS	985,997	6,838	992,835
TOTAL BUDGET	16,155,179	112,038	16,267,217
Available Resources			
Multilateral Contributions	1,315,571	10,512	1,326,083
TOTAL AVAILABLE RESOURCES	1,315,571	10,512	1,326,083
NET EMERGENCY APPEAL NEEDS	14,839,608	101,526	14,941,134



Philippines: Typhoon Pablo (Bopha)

