



Red Cross teams have been working alongside authorities and other relief agencies, supporting recovery efforts and distributing essential supplies to affected communities. Relief items such as blankets, tarpaulins, shelter tool kits, first aid kits and water containers have been provided to affected families, and more is on the way. Photo by Philippines Red Cross (PRC).

Appeal No: MDRPH045	To be assisted: 400,000 people	Appeal launched: 18/12/2021
Glide No: TC-2021-000202-PHL	DREF allocated: 750,000 Swiss francs	Disaster Categorization: Orange
Operational Strategy Revision: # 1	Revision launched: 18/04/2022	

IFRC secretariat funding requirement: 20 million Swiss francs
Federation-wide funding requirement: 26 million Swiss francs

FUNDING REQUIREMENT

The overall Federation-wide funding required to support the Philippine Red Cross (PRC) is 26 million Swiss francs. This Operational Strategy details the targets and budget allocation of the IFRC Secretariat’s support to the PRC plan in the amount of 20 million Swiss francs, for which the Secretariat has launched an [Emergency Appeal](#).

Federation-wide funding requirement*

Secretariat Funding Requirement	National Society Domestic Target
	3 million CHF
	Partner National Society Funding Requirement
20 million CHF	3 million CHF

*For more information on the Federation-wide funding requirement please refer to the section, Federation-wide Approach.

Breakdown of Secretariat plan

Shelter	Secretariat Services		Health		
	3,3 million CHF		2.35 million CHF 100,000 people		
	National Society Strengthening	Livelihoods		Multipurpose Cash Assistance (MPCA)	
		1,6 million CHF 130,000 people		1,1 million CHF 50,000 people	
7.8 million CHF 113,050 people	2.2 million CHF	WaSH	PGI	Risk Reduction, Climate Adaptation and Recovery	Coord... and Partne...
		741,000 CHF 180,000 people	424,000 CHF 400,000 people	415,000 CHF 60,000 people	263,000 CHF
		38,000 CHF	32,000...		

TIMELINE



The Philippine Red Cross continues to address the dire needs caused by Typhoon Rai. This includes distributing hot meals in evacuation centres for the most vulnerable affected people. Photo by PRC.

- **16-17 December 2021:** Typhoon Rai, called Super Typhoon Odette in the Philippines, makes nine landfalls in total throughout the Philippines, with maximum sustained winds of 195 km/h and gusts of up to 270 km/h.
- **17 December 2021:** Widespread destruction is reported across northern Mindanao and Eastern and Central Visayas, caused by typhoon-force winds and flooding.
- **18 December 2021:** [Emergency Appeal](#) launched for 20 million Swiss francs to support 400,000 people (80,000 families) over a period of 24 months. IFRC's Disaster Relief Emergency Fund (DREF) releases 750,000 Swiss francs as a start-up fund.
- **19 December 2021:** Government of the Philippines accepts offer of coordinated international humanitarian assistance.
- **25 December 2021:** [Operational Strategy](#) published to support PRC in addressing the needs of the people affected by the typhoon.
- **10 January 2022:** [Operation Update No. 1](#) published to share the latest information and inform donors and stakeholders about the ongoing emergency response.
- **31 January 2022:** [Operation Update No. 2](#) published to express the needs of the people affected by Typhoon Rai and provide the latest information on the response.
- **6 April 2022:** Operational Strategy is revised to address the need for significant emergency shelter for people in the hardest hit areas.

OPERATIONAL STRATEGY REVISION

Damage to homes and infrastructure from the typhoon has proven considerably more extensive than had been assessed during the initial emergency stages of the disaster. As of 28 March, a total of 2,103,010 houses were assessed to have been damaged, including 409,491 that were severely damaged. In response to the urgent need by those affected, PRC will provide shelter to a total of 29,000 households, including 11,250 families supported through funds from IFRC. The amount allocated to shelter, housing and settlements has, in this revision, increased by 252,000 Swiss francs, from 7,543,000, for a total of 7,795,000 Swiss francs.

By 28 March¹, the number of families affected by the typhoon had then risen to 3,187,718 (11,919,342 persons), and figures continue to rise. And in the target areas, the most vulnerable households still lack access to daily necessities. In the original appeal, 779,000 Swiss francs were allocated to multi-purpose cash assistance, but in order to address this need, the allocation has now been increased by 295,564, to 1,074,564 Swiss francs. During the initial cash distributions, households were provided with 3,500 Philippine pesos (PHP) (63 Swiss francs). But this has now been increased to 5,000 Philippine pesos (90 Swiss francs) for 5,000 households (25,000 people), to ensure full compliance with minimum standards.

There have been reductions in the funding allocations to water, sanitation, and hygiene (WASH), as well as to health and care, as the needs in these areas have to some extent been addressed or are being attended to by other actors. Much of the initially displaced population has now also moved out of evacuation centres, and by 28 March² there were 2,542 families, or 9,403 persons, taking temporary shelter in 247 evacuation centres. The need for WASH and health activities in evacuation centres is therefore significantly reduced.

Revised funding requirement	
CHF (Swiss francs)	Sector
7,795,000	Shelter, Housing and Settlements
1,556,436	Livelihoods
1,074,564	Multi-purpose Cash
2,352,000	Health and Care
741,000	Water, Sanitation, and Hygiene (WASH)
424,000	Protection, Gender, and Inclusion (PGI)
38,000	Migration
415,000	Risk Reduction, Climate Adaptation and Recovery
2,193,000	National Society Strengthening
263,000	Coordination and Partnerships
3,385,000	Secretariat Services
32,000	Community Engagement and Accountability
20,269,000	Total

a. Coordination

The current changes in the operational strategy are strongly influenced by coordination among actors operating in the field and PRC activities have been presented at Shelter Cluster meetings led by IFRC together with 4w³ findings. There are also ongoing discussions on the overall shelter response strategy and on the details of implementation, such as estimated needs for each part of the assistance. The decision to shift some resources from health and WASH to shelter is based on changed prioritization of needs and on coordination of assistance provided by other actors.

¹ [Odett123.pdf \(reliefweb.int\)](#)

² [Odett123.pdf \(reliefweb.int\)](#)

³ "Who does What, Where, When"

The overall national response to the emergency remains greatly under-funded as well, exacerbating the need for emergency shelter. While, as part of the increased emphasis on emergency shelter assistance (ESA), the operation strives to maintain a fully integrated approach through complementary action by local and national authorities as well as Movement partners and other humanitarian actors.

b. Prioritization and rationale

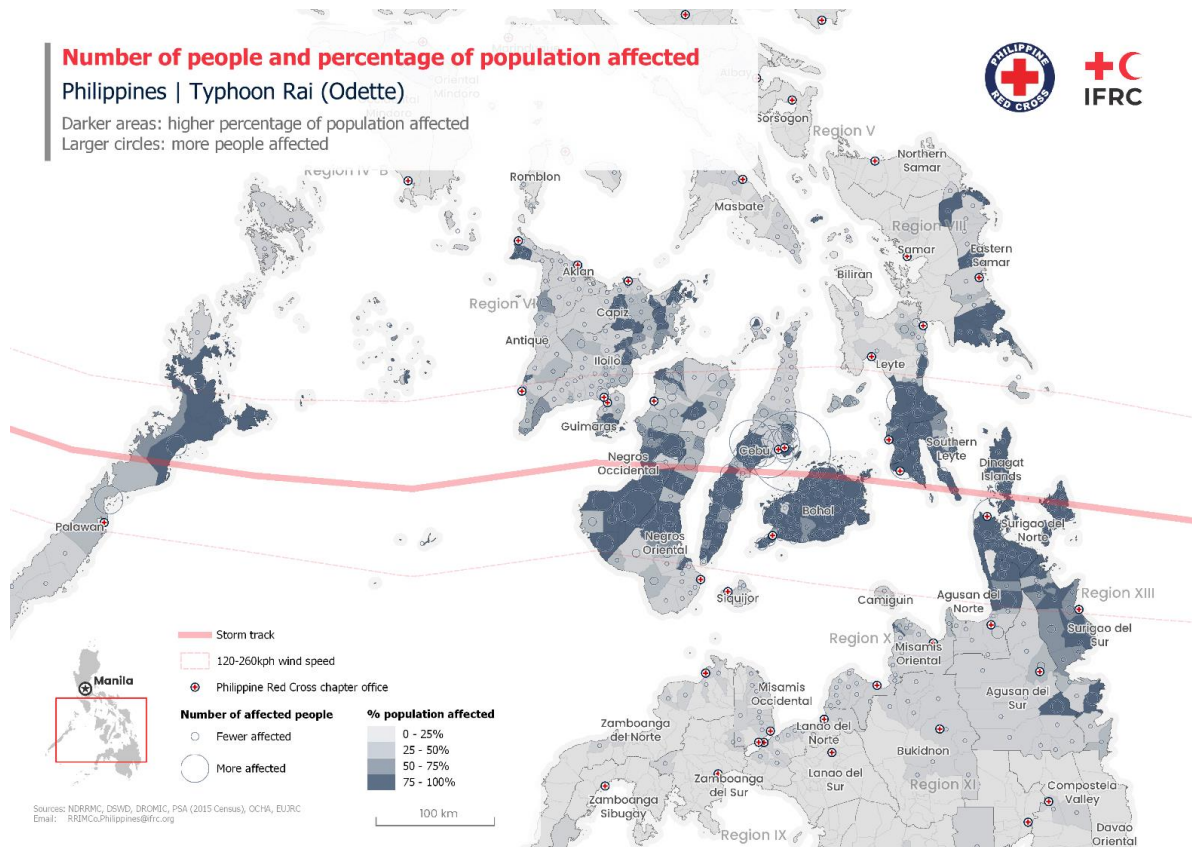
In response to changing needs on the ground after this typhoon, corresponding adjustments of operational priorities are being made. Although the final results of PRC's detailed assessment at end of March 2022 have not been released yet, the current revision of the IFRC Operational Strategy is informed by reports published by relevant authorities and organizations, as well as by information gathered through field observations and continuous consultation by PRC with beneficiaries and local Red Cross staff and volunteers. The strong emphasis on ESA in this revision is the result of PRC's analysis of initial assessment data, secondary data, and collaboration with local government units (LGUs).

While the detailed assessment can be expected to inform later stages of the process, the changes in emergency response priorities reflected in this revised Operational Strategy have largely been implemented or are still ongoing. Ultimately, the assessment is mainly expected to inform both early recovery and recovery stages of the operation, while the appeal is 39 per cent funded to date (and there is a risk that it will not receive large additional amounts, requiring later revisions).

c. Taking an integrated approach

In the affected areas there is high demand for skilled workers now, after the typhoon, which has implications for the cost and quality of labour. To ensure durable reconstruction and quality repairs, meanwhile, carpenters are now being invited to Build Back Safer (BBS) orientations. And those who will be hired for shelter repair assistance and full shelter assistance will receive additional training. A robust BBS and technical assistance package are thus being developed with the aim of reaching both recipients of Red Cross assistance and the greater community, to enable them to make informed decisions on their repair and reconstruction investment.

DESCRIPTION OF THE EVENT



Rai was one of the strongest typhoons of 2021. It made landfall in the Philippines on 16 December, causing major devastation on the islands of Visayas, northern Mindanao and Palawan. It affected over 10.6 million people⁴ in communities where the COVID-19 pandemic had already caused great suffering.

The most affected areas included Dinagat Island, Surigao del Norte, Bohol, Cebu, Palawan, Southern Leyte, Lapu Lapu, Negros Occidental and Negros Oriental. Typhoon-force winds and heavy rainfall caused severe flooding and storm surges, while landslides resulted in widespread damage to houses, livelihoods, agriculture, infrastructure, health facilities and schools. Vital infrastructure, including power lines, water supply, and communications networks were also extensively damaged and have not been fully restored.

The typhoon maintained its intensity as it then tracked across the Philippine archipelago, damaging more than 2 million homes. Lingering public health concerns in the storm's wake now include food-borne and water-borne diseases, reported specifically in Surigao del Norte and Dinagat Islands, and, beginning in January 2022, the serious surge in new COVID-19 cases. But monitoring of the health risks in the affected areas has also been challenging due to the destruction of facilities in the health system.

The typhoon also severely impacted livelihoods in communities that are dependent on agriculture and fisheries. The poverty rate in the affected areas was already above the national average, and up to 46 per cent of the population in the 6 most impacted provinces are already living below the poverty line. In addition, many of the affected areas are dependent on tourism, such as Siargao Island in Surigao del Norte, where Rai made its initial landfall with peak intensity of 195 km/h. These communities were already severely affected by the COVID-19 pandemic as well.

In response to the typhoon, the Government of the Philippines declared a state of calamity for one year in 361 cities and municipalities in regions IV B, VI, VII, VIII, and X, and accepted the offer of international humanitarian assistance. Local resources were depleted early in the disaster and there is still a shortage of important goods in many areas. And while, again, the consolidated results of the detailed assessment have not yet been published as of this revision, observations in some of the surveyed areas indicate that markets for necessities and construction materials have mostly recovered.

Severity of humanitarian conditions

Priority needs resulting from the devastation caused by Typhoon Rai are shelter, WASH, food, health, livelihoods, and protection.

a. Impact on accessibility, availability, quality, use and awareness of goods and services

Rai affected numerous islands and mountain areas that are very difficult to access. Reaching these areas therefore continues to be critically important to ensure that assessments of relief needs are up to date, and that sufficient humanitarian assistance is brought to the affected population in a timely manner. PRC is providing relief in 15 chapters⁵, which are prioritized by the number of people affected, the level of destruction of homes and lifelines, and the level of poverty among the population. The storm left many without adequate shelter or essential household items, such as blankets and sleeping mats, although thousands of vulnerable families have now received such goods through the current operation. Shelter and livelihood support is still essential, however, for people who have lost their livelihoods and whose homes have been destroyed or damaged.

Food supply was seriously disrupted during the initial phase of the emergency as well, but the situation has mostly improved. Water supply has been mostly restored as well, but clean water for daily consumption is still

⁴ National Disaster Risk Reduction and Management Council (NDRRMC) [Situation Report for TC Odette \(2021\)](#), on 7 February 2022. Disaster Response Operations Monitoring and Information Center of the Department of Social Welfare and Development [DSWD DROMIC Report #123 on Typhoon "ODETTE" as of 28 March 2022, 6PM - Philippines | ReliefWeb](#) 2022, reported 11 million people affected.

⁵ The operation aims to meet the immediate, early recovery and long-term recovery needs of 80,000 of the most vulnerable households (400,000 people) in 15 chapters, in regions V, VI, VII, VIII, X, and XI, as well as Caraga and MIMAROPA, in 24 months.

difficult to access in some areas. Some families are this relying on alternative sources, including hand pumps, deep wells and surface water from rivers and creeks.

This population has suffered a serious blow to their livelihood, not least from the collapse of the tourism industry due COVID-19. Thus, due to the lack of alternative income, many of the most vulnerable people need temporary, unconditional cash assistance until other means of livelihood have been restored.

To date most people have left the evacuation centres, while by 28 March, government data indicated that there were 2,542 families, or 9,403 persons, taking temporary shelter in 247 evacuation centres.

b. Impact on physical and mental well-being

Immediate needs after this typhoon have included search & rescue and first aid, as well as provision of face masks to reduce the risk of COVID-19 transmission. Many health facilities have been damaged and full services have not yet been restored in the most affected regions. And while infection rates in the Philippines were still low at the end of March 2022, the spread of COVID-19 is a concern exacerbated by the interruption to vaccination efforts in the affected area.

c. Risks and vulnerabilities

Scarcity of resources and the increasing need for humanitarian assistance are major concerns after this typhoon, specifically when access to affected areas and transportation remain restricted. Parts of Visayas, Mindanao and Southern Luzon regions are security-sensitive as well, due to the presence of non-state armed groups like the CPP-NPA-NDF (an armed communist group), Abu Sayyaf, and other ISIS-like terrorist groups operating in the area. The IFRC security framework is therefore applicable for this operation, and PRC staff and volunteers fall under the National Society's security framework. Coordination among ICRC and participating National Societies is also ongoing through regular information sharing in accordance with existing arrangements. All PRC staff and chapter volunteers are encouraged to complete the IFRC Stay Safe e-learning courses, such as Stay Safe Personal Security, Stay Safe Security Management and Stay Safe Volunteer Security.

And as traveling across municipalities raises security concerns, PRC and IFRC will leverage Movement security frameworks and Movement partners' existing civil-military relations to engage military, security services, and non-state armed groups to ensure access to, protection of, and security for, both beneficiaries and humanitarian workers. There is currently the possibility of disturbances or limited security risks in April and early May because of upcoming national elections, but at this stage this is not expected to affect operations.

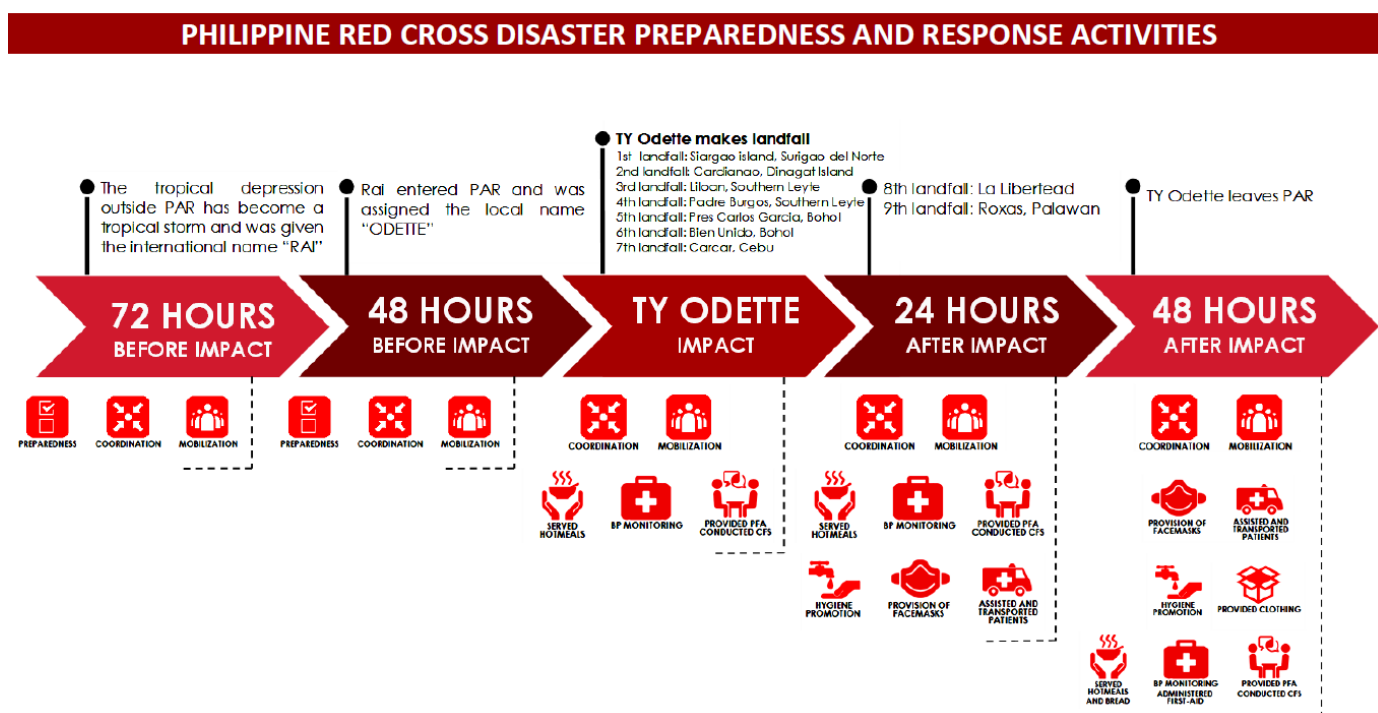
Risks related to cash distribution are currently assessed to be minimal as well, based on the extensive experience of the PRC and their ability to adapt distribution modalities to the varied conditions and levels of development in the target areas. With its extensive branch and volunteer base covering the whole of the country, PRC is equipped to successfully implement cash distribution.

CAPACITIES AND RESPONSE

1. National Society response capacity

PRC is the nation's largest humanitarian organization, with 104 chapters operating in all administrative districts and major cities in the country. It has more than 1,700 staff at national headquarters and chapter levels, and approximately 1 million volunteers and supporters, of whom some 500,000 are active volunteers.

On 13 December 2021, ahead of the expected landfall for Rai, PRC escalated its preparedness and mobilized both the National Headquarters and the chapters that fell in the storm's path. Staff and volunteers were mobilized to support evacuations and to participate in search & rescue, assessment, relief, welfare, health, safety and WASH activities. PRC warehouses were activated for mobilization of prepositioned stocks to support immediate relief as well. Chapters also deployed their ambulance teams to provide immediate first aid and medical transport, and PRC Emergency Response Units (ERU), volunteers and rescue equipment were deployed to the potential disaster areas to respond to emergency needs and to conduct rescue and clearing operations.



PRC's immediate disaster response spanned 37 areas, including: Romblon, Palawan, Sorsogon, Masbate, Aklan, Boracay-Malay, Antique, Capiz, Guimaras, Iloilo, Passi, Negros Occidental, Negros Oriental, Bohol, Cebu, Bogo, Lapu-Lapu, Siquijor, Southern Leyte, Hilongos, Ormoc, Northern Samar, Eastern Samar, Western Samar, Biliran, Gingoog, Camiguin, Lanao Del Norte, Misamis Oriental, Misamis Occidental, Davao De Oro, Iligan, Surigao del Norte, Siargao, Surigao Del Sur, Agusan del Norte and Agusan del Sur. However, access to some of the most remote affected areas remains limited due to the sheer devastation.

To encapsulate PRC's response capacity, ultimately it is the largest humanitarian actor in the Philippines and one of the main responders during destructive weather events. It has extensive experience of large-scale disaster response, including the use of cash assistance, which is one of the major components of this operation. This includes the ability to adapt modalities to the varied realities on the ground in affected areas, where the different development stages of financial structures may require different approaches.



PHILIPPINE RED CROSS
TYPHOON ODETTA (RAI) RESPONSE
DAILY ACCOMPLISHMENT REPORT

30 March 2022

MAPS & DASHBOARD:
bit.ly/PRCOdette



FOOD

141,558
HOT MEALS SERVED
 16,011 ready-to-eat meals
 11,388 standard food items
 1,337 15-day food ration
 1,109 non-standard food items
 1,805 bottled water 180 rice sacks



WASH

14,393,743
LITERS OF WATER DISTRIBUTED
 241,121 persons provided hygiene promotion
 6,373 hygiene kits 306 hand sanitizers



NON-FOOD ITEMS

1,731
FAMILIES GIVEN CASH GRANTS
 6,925 sleeping kits 706 bed sheets
 3,016 kitchen sets 1,323 blankets
 9,019 jerry cans 997 mattresses
 219 buckets 831 mosquito nets
 36 detergent soaps 19 pillows



WELFARE

11,083
PERSONS PROVIDED WITH PSP
 9,628 kids provided child friendly spaces
 86 toys
 61 individuals linked with their families
 175 free calls for restoring family links
 27 individuals served in Welfare Desks



SHELTER

1,567
FAMILIES DISTRIBUTED WITH CGIs
 8,740 tarpaulins 148 family tents
 2,024 shelter tool kits



HEALTH & BLOOD

9,681
FACE MASKS PROVIDED
 15,691 persons provided health promotion
 4,402 pieces of medicines
 17 patients served in medical tents
 680 patients served in health consultations
 464 blood units augmented



SAFETY, RESCUE & CLEARING

4,564
CUBIC YARDS OF DEBRIS CLEARED
 1,231 individuals trained in first aid
 159 patients provided with first aid
 57 transported patients
 4,186 patients catered with BP monitoring
 1,091 individuals catered in First Aid Stations
 10 persons assisted/rescued
 3 bodies retrieved 64 cadaver bags

2. National response capacity

As an 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) provincial, municipal and *barangay* (community) disaster risk reduction and management councils, and (iii) local government units named in the Disaster Risk Reduction and Management Act of 2010. PRC participates in NDRRMC meetings and coordinates with the Department of Social Welfare and Development (DSWD) and the Department of Health. Its headquarters and local chapters are also coordinating with the NDRRMC and provincial disaster risk reduction and management councils (PDRRMCs) respectively. The authorities pre-emptively evacuated over 828,704 people⁶ and mobilized for rapid needs assessment and analysis to be performed after Rai passed. In response, as reported by NDRRMC on 3 April, more than 1.7 billion PHP⁷ (30 million Swiss francs) worth of assistance was ultimately provided to the affected families.

Immediately after the typhoon, the LGUs of affected provinces provided food for families sheltering in evacuation centres, as well. However, most LGUs' resources had also been depleted by this point due to COVID-19.

⁶ [National Disaster Risk Reduction and Management Council \(ndrrmc.gov.ph\)](http://ndrrmc.gov.ph)

⁷ [National Disaster Risk Reduction and Management Council \(ndrrmc.gov.ph\)](http://ndrrmc.gov.ph)

3. International capacity and response

a. Red Cross and Red Crescent Movement capacity and response

IFRC membership

PRC is working closely with IFRC, which provided emergency financial resources through the DREF in the earliest stages of the operation. An IFRC delegation in the Philippines is also helping to coordinate this Emergency Appeal operation, and regular task force meetings have been held with participation of stakeholders in the operation. SMCC meetings between membership partners, involving also ICRC are held on biweekly basis, and these contribute to the coordination of efforts that are part of the Typhoon Rai response. Additionally weekly meetings are held between all Movement partners in the Philippines. Seven other national societies are present in the Philippines: American Red Cross, Canadian Red Cross, Finnish Red Cross, German Red Cross, Netherlands Red Cross, Spanish Red Cross and Qatar Red Crescent Society. Canadian Red Cross, Finnish Red Cross, Hong Kong Red Cross branch of the Red Cross Society of China, Taiwan Red Cross Organisation, Japanese Red Cross Society, Norwegian Red Cross, Swedish Red Cross, American Red Cross, and the Republic of Korea National Red Cross have also pledged funding to the Emergency Appeal. Spanish Red Cross is also providing support bilaterally. In addition, American Red Cross, German Red Cross, Netherlands Red Cross, and Singapore Red Cross have expressed their interest in supporting the operation bilaterally.

In total, eight donors have supported the overall operation through bilateral contributions to PRC, including Spanish Red Cross, German Red Cross, Singapore Red Cross, the Chinese Embassy, Consular Corps Philippines, the Korean Embassy, American Red Cross, and Kuwait Red Crescent Society. Total bilateral funds provided by these donors amounted to approximately 85,256,000 Philippine pesos, or 1,535,000 Swiss francs.

ICRC

ICRC also has an operational base and a warehouse on Mindanao and has set up warehouse space with two Rubb halls in Butuan City. It has supported operations with food and household items (HHIs), shovels and gloves to support clearing of debris, PPE for staff, and material and consumables for water production, at approximately 260,000 Swiss francs in bilateral support so far. Joint task force meetings are held regularly with all stakeholders in the operation, and PRC hosts Movement coordination meetings, and operational meetings involving ICRC, to share information with partners as well. IFRC and PRC are also both coordinating with ICRC on security for operations. SMCC meetings between membership partners, involving also IFRC are held on biweekly basis, and Coordination meeting for Movement partners involved with operations in the Philippines are held every week together with ICRC.

PRC bilateral support for Typhoon Rai as of 30 March 2022			
PARTNERS	CHF*	SECTOR/ACTIVITIES	COVERAGE AREA
ICRC	173.922	Food , Non Food Items	Surigao Del Norte (inc Siargao) and Dinagat Island
American Red Cross	760.132	6,300 HH for Emergency Shelter Assistance	Palawan, Lapu Lapu and Southern Leyte
American Red Cross	760.132	6,300 HH for Emergency Shelter Assistance	Palawan, Lapu Lapu, Southern Leyte
Australian government	104.993	500 NFIS, 1000 Cash Grants, 500 STK	Cebu Surigao del Norte
Canadian Red Cross	60.918	800 NFI's from Passi Warehouse	Negros Oriental Negros Occidental
Canadian Red Cross	121.777	500 HH for Emergency Shelter Assistance	Negros Occidental
Canadian Red Cross	124.895	500 Emergency Shelter Assistance	Negros Occidental
Spanish Red Cross	206.236	Deployment/Logistical expenses	Surigao del Norte
Spanish Red Cross	206.236	900 Cash Grants,900 NFIs 900 STK	Southern Leyte
Netherlands Red Cross	464.031		Surigao del Norte

German Red Cross	57.746	Food packs Deployment of Assessment and Operations Team	Surigao del Norte Southern Leyte Negros Oriental Negros Occidental
German Red Cross	618.708	3500 Cash Grants 1500 NFI 1000 Read and Play Kits	Surigao del Norte Southern Leyte Cebu
Qatar Red Cross	190.033	Food Items, Shelter tool kits, Sleeping Kit	
Singapore Red Cross	47.508	Unearmarked	
Chinese embassy	89.201	Unearmarked	
Korean Red Cross	91.558	4,000 Hygiene Kits and 7000 Thermal Blankets	
Total:	4.078.027	<i>*CHF conversion value subject to rate fluctuations for all donations</i>	

b. International humanitarian stakeholder capacity and response

IFRC is continuously coordinating with various government and non-government agencies as well, including members of the Humanitarian Country Team (HCT), and on 19 December 2021 the Government of the Philippines accepted an offer by HCT to provide coordinated humanitarian assistance. A total of 70 organizations and 145 partners have since participated in the response, across 11 affected region⁸. Humanitarian coordination hubs have also been established in Butuan City, Caraga and Maasin in southern Leyte. A revision to the consolidated needs assessment report was published on 24 January, based on which the United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA) is revising the Humanitarian Response Plan. The Protection Cluster has activated its Gender-based Violence and Child Protection sub-working groups as well, and the Emergency Telecommunications Cluster is facilitating access to electricity and internet for government and partners in the affected areas. World Food Program (WFP) is providing logistical support and UNHCR is delivering relief items.

Other UN agencies supporting the response include the United Nations Development Programme (UNDP), the United Nations Population Fund (UNFPA), UNICEF, the United Nations Department of Safety and Security (UNDSS), and the International Organization for Migration (IOM). Numerous other international and local NGOs are also responding to the disaster.

In this response, IFRC is co-lead of the Shelter Cluster, with the Department of Human Settlements and Urban Development (DHSUD) as the government lead agency. In exercising this role, IFRC has convened shelter partners to discuss an overall strategy for the humanitarian shelter and settlements sector and to develop the shelter component of the Humanitarian Needs and Priorities (HNP) response plan (and its review), under the auspices of the HCT, which is coordinated by OCHA

By mid-March, 23 partners were actively participating in the shelter cluster and have now jointly reached 142,000 families in regions IV-B, VII, VIII and XIII. They have conducted a gap analysis to identify gaps and overlaps, which will inform partners in their future relief efforts, and have been collaborating with the Protection Cluster on an advocacy note on Housing, Land & Property (HLP) issues that has been endorsed by the HCT. This will be presented to the authorities to address some of the challenges that are foreseen to affect longer-term shelter recovery efforts.

The Shelter Cluster also represents the collective interests of partner agencies at national, regional, provincial, and municipality levels, and it liaises with governmental authorities including DHSUD, the Department of Energy and Natural Resources (DENR), and the Philippine Coconut Authority (PCA), among others. The main activities of the Shelter Cluster consist of providing an overall response strategy to all its partners, 4W reporting to OCHA,

⁸ UN OCHA (24 Jan 2022) [Consolidated Needs Assessment Report Revision Super Typhoon Rai \(Odette\)](#)

inter-cluster coordination with the WASH Cluster and the Protection Cluster, identification of gaps and overlap in the response, and provision of technical advice to partners.

As part of Shelter Cluster activities, the IFRC, as the lead agency, also uses its venues to promote opportunities for training and other capacity building initiatives. Smaller agencies and actors seeking to improve their capacity are actively linked up with other partners to facilitate access to information and technical cooperation. And while shelter trainings for Cluster partners are not part of the planned IFRC activities, the Shelter Cluster structure provides extensive opportunity for sharing of access to training held among the various partners, many of whom are large organizations with well-developed structures for learning and capacity building.

On support to the Emergency Appeal, the Spanish Agency for International Development Cooperation (AECID), Swiss Agency for Development and Cooperation (SDC), the Foreign, Commonwealth & Development Office (FCDO - through the British Red Cross), the Government of Canada (through Canadian Red Cross), Government of Italy, Government of Japan, Government of France (through the French Red Cross), and the New Zealand Government have pledged funding. IFRC has held two diplomatic calls at the country level and a mission briefing at the global level, to inform governments about the current situation and pressing needs and to seek financial support. It continues communicating with current and potential donors and informing stakeholders about the situation in the field.

4. Gaps in the response

Typhoon Rai left over 2 million houses damaged or destroyed, and severely affected the livelihoods of millions of people. The Red Cross Movement, as well as authorities and humanitarian actors in the country, has provided a robust response to the disaster, but more than 10 million people are still struggling with the aftermath, made all the more difficult in the wake of COVID-19.

More than three months after the typhoon, many of the most vulnerable among the population have been unable to access support for repairing or rebuilding their homes and restoring their livelihoods. The current funding situation is greatly impacted by current geopolitical events as well, which increase the risk that funds available for recovery will be limited despite the scale of this emergency.

Many of those whose homes and livelihoods have been destroyed have lost everything and will have to start again without access to sufficient support from authorities or humanitarian actors. The disaster will slow economic development in the worst affected area as well and leave a large section of the population still vulnerable to future typhoons of similar or greater force. Without adequate support, there is a great risk that large numbers of houses are rebuilt using insufficient and low-grade materials and construction methods, resulting in structures that may be even weaker than before Typhoon Rai.

c. Health concerns (basic health services)

Severe damage to hospitals and other health facilities is still adding to the health risks facing the affected population three months after the cyclone. Reconstruction of health infrastructure in the affected areas is underway, but due to the enormous scale of the damage there is still a recognised need for health supplies, protective equipment, emergency medical facilities, and the overall restoration of health services. The most vulnerable of the affected population are also, to a great extent, still unable to rebuilt latrines and hygiene facilities, resulting in a medium- to long-term need for robust disease prevention and health promotion activities. While much progress has been made, and as the response turns to early recovery, many people are still left in complete devastation without stable shelter, without access to preventative, curative and emergency care, and without adequate food supplies or protection.

Hospitals and infirmaries are starting to improve in functionality, but many are still struggling to manage critical and lifesaving obstetric services. Birthing facilities, *barangay* (community) health stations, and rural health units (RHU), which are traditional sites for women to access sexual and reproductive health (SRH) and obstetric care

services, are mostly non-functional in hard-hit areas, making it challenging for women and girls to access family planning and other services such as vaccinations and services to new-born children and new mothers.

Many families have returned home since the typhoon, but more than two thousand families are still living in evacuation centres awaiting secure housing. But as one measure against future damage, government has established no-build zones (NBZ), which discourages families from returning to the site of their original homes and increases exposure to protection risks.⁹

d. Shelter and settlements

More than 2 million houses have been reported as partially or severely damaged, with 2,542 families still using 247 evacuation centres and 1,384 families hosted by family and friends because they are unable to return to their homes.¹⁰ Many displaced families are from the no-build zones and had their homes washed away by the storm, so rebuilding is not possible until they find a suitable and affordable site or if Government offers a plot in a resettlement site. Many other families have started their recovery process, however, and are already repairing or rebuilding their homes with salvaged materials and minimum support or resources. Vulnerable families with limited finances, or without physically able family members, will need additional support to start reconstruction.

As of 2 March, the Shelter Cluster reported that about 142,000 families among the affected population of 2 million people have received one or more of the following shelter assistance options from humanitarian actors: distribution of emergency shelter and essential HHIs, tarpaulins and tools to support the building of temporary structures, shelter repair kits, corrugated galvanized iron panels (CGI), tools, technical support, build-back-safer messages, and support for community resilience.

There is high demand also for building materials among "self-recovering" families that have begun repairing or reconstructing their houses, which has resulted in rising costs, which negatively affects these families' purchasing power. Local authorities are also having to enforce rules on extraction of natural resources like coco lumber as well, to avoid the harmful impacts of illegal harvesting.

The skilled labour force that will carry out safe and resilient construction is in high demand too, and the daily wages they charge have increased by 15 to 20 per cent. Yet throughout this effort it is also paramount that people have access to knowledge about safe and durable construction themselves, to avoid losing their investment in future weather events. This need for knowledge coupled with labour can thus bring temporary income opportunities in communities as well. With this "training", both men and women can play a role in the recovery of their communities.

Issues with housing, land and property, such as informal land titles, have also been identified as a key barrier to reconstruction after a disaster, especially as occurred in Haiyan. It is key to learn from that operation and communities provided with the adequate HLP support, be it advocacy with authorities, or support to families to understand their rights and be supported in accessing help to secure agreements that are fair and legal.

OPERATIONAL CONSTRAINTS

Typhoon Rai struck the Philippines at a time when the authorities and partner organizations were already grappling with COVID-19 ([MDRCOVID19](#)), as well as with the effects of a previous severe tropical storm, Kompasu, and subsequent flooding ([MDRPH044](#)). The country is also still recovering from typhoons Goni and Vamco ([MDRPH041](#)) in October and November 2020.

But in both magnitude and scope Rai caused more damage than most recent disasters in the Philippines. Many of the affected areas are on remote islands or in the mountains, which has increased the complexity of the response. Transportation is still impeded in some places, as important roads and bridges have been seriously

⁹ [220325 OCHA PHL Typhoon Rai Situation Report 7.pdf \(reliefweb.int\)](#)

¹⁰ DSWD DROMIC Report #123 on Typhoon "ODETTE" as of 28 March 2022

damaged, airports and seaports as well. The lack of access to affected areas and lack of communications during the initial stages of the operation have also made estimating damage and needs difficult. Transportation of response assets and relief items continues to be a challenge too.

Due to COVID-19, the Government of the Philippines has also imposed stringent physical distancing, enhanced community quarantines (ECQ), and limitations on movement within the country. Currently in the Philippines, the Inter-agency Task Force for the Management of Emerging Infectious Diseases (IAFT) coordinates the government response to COVID-19, and all activities under this operation are being coordinated with LGU's in compliance with the national protocols set by the IAFT. To reduce the risk of COVID, PRC has therefore developed guidelines identifying actions needed to safeguard affected communities and the volunteers who participate in the response; they will provide COVID testing via the PRC molecular laboratories.

The PRC chapters that have been mobilized in this operation also have experience in response and recovery, and numerous post-Haiyan programs were implemented for them, with some continuing today. Yet, again in the wake of COVID, chapters have very limited funding. Their staff and volunteers have also been personally affected by the typhoon themselves, and their facilities have been damaged. In chapters located in the affected areas there is also a great need for resources, management, technical guidance and support for implementation.

FEDERATION-WIDE APPROACH

This Emergency Appeal is part of a **Federation-wide approach**, based on the response priorities of the operating National Society and in consultation with all Federation members contributing to the response. The approach, reflected in this Operational Strategy, will ensure linkages between all response activities, including bilateral activities and activities funded domestically, and will assist in leveraging the capacities of all members of the Federation in the country, to maximize the collective humanitarian impact.

The Federation-wide funding requirement for this Emergency Appeal comprises all support and funding to be channelled to the operating National Society in the response to the event. This includes the operating National Society's domestic fundraising request, the fundraising request of supporting Red Cross and Red Crescent National Societies, and the fundraising request of the IFRC secretariat.

The Federation-wide approach ensures adequate cooperation between PRC, IFRC, and National Societies supporting the overall PRC appeal bilaterally, and prevents duplication of partners' efforts and use of resources. The entire emergency operation follows one plan, which is led by PRC. Different thematic aspects are supported by different partners, including IFRC, and close coordination is maintained with ICRC. Geographical areas are divided between different partners, depending on their presence and capacity in that area. PRC partners with adequate specialized capacity also take the lead in supporting all other partners in their designated thematic areas within the PRC operations plan for the typhoon. This Federation-wide approach contributes to co-creation, shared leadership, and optimization of partners' resources in building more resilient communities and helps to develop PRC chapters to be better prepared to respond to future emergencies.

IFRC surge staff supporting the operation include an Operations Manager, Partnership and Resource Development Officer, Communications Coordinator, Livelihoods Coordinator, Field Officer, PMER Coordinator, Logistics Coordinator, IM Coordinator, Shelter Cluster Coordinator, and Shelter Cluster IM. The operation includes a very large shelter and settlements component, so additionally, after assessing PRC's capacity and the technical assistance already being provided by the IFRC, a surge Shelter Coordinator has been recruited to assist with the detailed shelter assessment, the Shelter Repair Assistance (SRA), the implementation of Full Shelter Assistance (FSA) planning, and implementation start up.

Through its overall appeal, PRC is seeking a total of 26 million Swiss francs from donors. Out of this amount, 20 million is being sought through the IFRC appeal. Three million is being sought from Partner National Societies in bilateral contributions to the PRC (partners that are active in the country as well as other National Societies wishing to support the PRC bilaterally). The remaining 3 million is expected to be raised domestically by the PRC through its domestic appeal.

OPERATIONAL STRATEGY

Vision

The vision of this strategy is to enable 400,000 people (80,000 families) affected by Typhoon Rai to meet their essential needs in a safe and dignified manner, to recover from the crisis in a sustainable way, and to strengthen their resilience against shocks.

Anticipated climate risks and adjustments in operation

The Philippines is highly vulnerable to climate stressors like intense precipitation, increasingly powerful typhoons, extreme heat, droughts, and sea level rise. The country's changing precipitation patterns have led to landslides and floods in addition to the extensive damage to infrastructure caused by powerful typhoons such as this one.

On average the Philippines is affected by 20 cyclonic storm systems every year and on average 10 of these can develop into typhoons, with five having the potential to be destructive. The risk posed by these extreme weather systems is further exacerbated by the increased rainfall associated with the southwest monsoon, and La Niña.

While no extreme weather events are expected at this moment, typhoons can develop at any time of the year. June to September is the most active, with August being the most active individual month, and May the least active. Global climate change has also increased the frequency and intensity of these weather systems, and there is therefore growing medium- and long-term risk of typhoons of similar or greater strength than Rai.

In the short term, the current season carries the lowest risk of the year for typhoons hitting the country, but from late summer there is an increased risk that similar events will again strike the regions that were hit by Typhoon Rai this winter. As the level of precipitation and wind increases, those among the affected population who still have not been able to rebuild safe and durable shelter will be vulnerable to repeated loss of property and increased health risks.

As the likelihood of destructive typhoons is still very high in the medium- and long-term, however, it is of crucial importance to prevent fresh damage to homes and infrastructure through sustainable reconstruction, using adequate building materials and proven methods of construction. Where support from humanitarian actors and authorities has struggled to meet the need to ensure safe reconstruction of houses after such a violent cyclone, more funding for the response to Rai would be welcome if the PRC and IFRC are to be able to help target families build back safer.

Anticipated security risk in areas of operation

Parts of Visayas, Mindanao and Southern Luzon regions are security-sensitive due to the presence of non-state armed groups. To address the risks associated with working in these areas, close cooperation will therefore be maintained between IFRC members, ICRC, and local governments, in accordance with the existing security framework and the Movement Coordination Agreement. Regular information sharing will be ensured, and specific security protocols for each security level will be observed, especially when members are required to work in security-sensitive areas. In case of alerts or heightened security risks to PRC staff, some activities in these areas may need to be postponed as well.

Housing, land and property issues (HLP)

Lost or informal land agreements and titles will likely pose a problem for displaced families in this effort, as they may be prevented from returning to rebuild their homes. Some affected families will also be required to relocate because their homes were in areas that have been designated high-risk, so-called no-build zones. Care must be taken, then, to understand the housing, land and property (HLP) issues faced by the affected population and staff must work with the authorities and with associations to assist families affected by these issues.

Protection, Gender and Inclusion (PGI)

Protection, Gender and Inclusion (PGI) minimum standards will be used to ensure a "do no harm" approach. This includes establishment of protection referral pathways, as well as training and sensitization of staff and

volunteers on how to identify protection concerns that may arise as part of the operation, and how to ensure the implementation of mitigation approaches as part of the work of all staff and volunteers (such as signing the Code of Conduct and Child Protection policy). Close coordination on PGI issues will continue between the IFRC Country Delegation, PRC and ICRC.

COVID-19

The ongoing COVID-19 pandemic poses a risk to the safety of staff and volunteers implementing activities as part of this operation. Appropriate PPE (masks and face shields) will continue to be provided for personnel involved in operations. Advisory information will also be circulated on precautionary measures to be taken to protect health, and on early warning and early action systems identified for safe evacuation in accordance with the authorities' own contingency plans.

Targeting

1. People to be assisted

This operation aims to meet the immediate, early-recovery and long-term recovery needs of an estimated 400,000 of the most vulnerable people (80,000 families) in 15 chapters in regions V, VI, VII, VIII, X, and XI, as well as Cagara and Mimaropa.

The communities targeted for this response are (i) the most affected, (ii) the most at risk, and (iii) those who have not received sufficient support in the emergency or recovery phases from other sources or organizations. They are generally low-income rural households in coastal or upland areas who derive their income from fishing, agriculture, or labour. The target locations and scope of intervention may vary based on the level of damage, as well as on the level of commitment and support that the affected population is already receiving from other humanitarian actors including UN agencies, INGOs, NGOs, private sector, organizations, and individuals. The level of assistance that a family receives will vary based on the level of vulnerabilities in different categories.

PRC has identified two geographical lines of priority based on the typhoon damage and the resulting needs. In the areas below, vital infrastructure, shelter, and livelihoods have been severely damaged, which is resulting in a serious need for vital necessities. PRC and IFRC staff also have experience in using the RedRose data verification system for cash transfer programming. RedRose is a solution for all modalities of cash-based programming, which suits the varied level of development in the target areas. PRC is working toward integrating this system with its operations, including beneficiary identification as part of future cash distribution in this operation.

Rapid Damage Assessment and Needs Analysis (RDANA) reports have also provided information on the impact of the disaster during the earliest stages and have helped the team not only to establish a picture of the level of initial impact and prioritize areas and population groups, but also to measure the coping mechanisms of the population through comparison with observations of the situation at later stages.

1. Bohol, Cebu, Dinagat Island, Lapu-Lapu, Palawan, Siargao Island, southern Leyte, Surigao Del Norte

2. Hilongos, Negros Occidental, Negros Oriental

IDENTIFIED PRIORITY TARGET AREAS BASED ON RDANA											
CHAPTER	PRIORITY AREAS	NO. OF MUN.	DEMOGRAPHICS			AFFECTED			TARGET		
			POPULATION		NO. OF BRGY.	FAMILIES	PERSON/S	%	30% TARGET (RDANA)	15% TARGET (RDANA)	AVG. NO. OF MOST VULNERABLE
			FAMILIES	PERSON/S							
BOHOL	Bohol	6	228,052	1,140,260	152	60,593	302,965	27%	18,178	9,089	4,158
CEBU	Cebu	8	1,464,027	7,320,135	196	106,510	532,550	7%	31,953	15,977	3,506
PALAWAN	Palawan	5	99,604	498,020	144	73,588	367,940	74%	22,076	11,038	3,783
SOUTHERN LEYTE	Southern Leyte	13	112,841	564,205	373	64,086	320,430	57%	19,226	9,613	14,393
SURIGAO DEL NORTE	Dinagat	4	16,788	83,940	52	16,414	82,070	98%	4,924	2,462	8,182
	Siargao	9	47,911	239,555	132	27,173	135,865	57%	8,152	4,076	5,333
	Surigao City	5	34,221	171,105	17	37,534	187,670	110%	11,260	5,630	19,250
LAPU-LAPU	Lapu-Lapu	1	99,521	497,605	30	26,350	131,750	26%	7,905	3,953	266
HILONGOS	Hilongos	1	12,159	60,795	51	5,071	25,355	42%	1,521	761	3,791
NEGROS OCCIDENTAL	Negros Occidental	7	30,785	153,925	41	27,343	136,715	89%	8,203	4,101	5,138
NEGROS ORIENTAL	Negros Oriental	3	33,885	169,425	84	11,637	58,185	34%	3,491	1,746	1,446
TOTAL		62	2,179,794	10,898,970	1,272	456,299	2,281,495	21%	136,890	68,445	


2. Considerations for protection, gender and inclusion (PGI), and community engagement and accountability

PRC ensures that its emergency operations are aligned with its programs, as well as with the IFRC's guidelines on gender and diversity. All target individuals are selected based on assessment of their needs and the risks they are facing. PRC places an emphasis on aiding women/child-headed households, pregnant or lactating women, as well as men, women and children who have been made vulnerable by disasters. Particular attention is paid to families who need to care for disabled or elderly people, those who are suffering from chronic illnesses, families with children under five years old, families who have not received sufficient assistance from the government or other organizations, those who belong to socially marginalized families and those who lack the resources to meet basic humanitarian needs on their own. PRC places a particular emphasis on the safeguarding of children. Community engagement and accountability and feedback mechanisms are also integrated into operations, to ensure both accessible and inclusive community participation, and direct access to information on the nature and scope of services. These operations also comply with COVID-19 measures.

The Movement-wide Minimum Commitments for Community Engagement and Accountability (CEA), which were adopted at the Council of Delegates in December 2019, aim to ensure a consistent approach to how we engage with and are accountable to people and communities, and will be applied in this operation. The commitments include regular analysis of the contexts of our work to better understand and address the diversity of needs, vulnerabilities, and capacities of the people we serve and assist. This includes listening, responding to and acting on feedback, facilitating greater participation of local people and communities, including National Society volunteers, and helping them to apply their knowledge, skills and capacities to finding appropriate and effective solutions to their problems. *Barangay* Committees (BarCom), composed of community representatives, such as farmers, elderly, participants from women's groups, persons with disabilities, and health workers, will be formed to support community engagement as part of this operation. Through these committees the community can provide direct feedback to the BarCom members, which is essential for continuous improvement of implementation.

PLANNED OPERATIONS

INTEGRATED ASSISTANCE

	Shelter, Housing and Settlements	Female > 18: 31,910	Female < 18: 24,045	7,795,000 CHF
		Male > 18: 31,645	Male < 18: 25,450	

Objective: Communities in disaster- and crisis-affected areas restore and strengthen their safety, well-being and longer-term recovery through shelter and settlement solutions.


Priority Actions:


- 1. Distribution of emergency shelter material and essential household items for 5,000 households (25,000 people)**
(Emergency phase) Provision of emergency shelter materials and essential items (tarpaulins, blankets, mosquito nets, plastic mats, jerry cans, hygiene kits, and kitchen sets).
- 2. Emergency Shelter Assistance (ESA) package to 15,300 households (76,800 people)**
(Emergency phase) Distribution of 10 corrugated galvanized roofing panels and one plain sheet with a tool kit to provide immediate support for the repair or reconstruction of a shelter solution (parallel to SSA orientation).¹¹
- 3. Shelter Repair Assistance (SRA) for 2,000 households (10,000 people)**
(Early recovery) Provision of Shelter Repair Assistance for families with partially damaged houses; ensure that the repaired houses meet minimum shelter guidelines for safety, adequacy, and access; both cash and in-kind modality.¹²
- 4. Full Shelter Assistance (FSA) for 250 households (1,250 people)**
(Recovery) Assistance to households with severely damaged houses through a mixed modality approach to shelter reconstruction with direct distribution of in-kind materials together with CVA and technical assistance. This will enable families to follow an owner-driven construction process to build a permanent structure with latrine and septic tank; and using a settlements approach, integrating elements of DRR and green response.
- 5. Safe Shelter Awareness (SSA) orientations for recipients of assistance and local builders**
(Emergency phase) All shelter assistance is to be complemented by Safe Shelter Awareness sessions aiming to increase knowledge of the recipients and local builders on build-back-safer key messages, safe and durable shelter repair, basic construction techniques, and selecting appropriate building materials.
- 6. Provide support to affected population on housing, land and property (HLP) issues**
(Early recovery and recovery) Assess regulatory barriers to shelter recovery and support families with addressing their HLP issues, through advocacy or dissemination of information and guidance as necessary for resolving HLP issues, and referral pathways to ensure affected households access shelter assistance.

	Female > 18: 36,695	Female < 18: 27,650	1,556,436 CHF
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¹¹ The operation strives for integration of the various aspects of shelter assistance to ensure the provision of quality shelter in a timely manner to the people most in need. The operation will ensure adequate coordination of different government and non-government service providers in the target areas to ensure complete complementarity and zero duplication of resources allocation. Allocation of materials and provision of services will be further contingent upon households' capacity and market realities. Other considerations may also influence distribution patterns and services allocation.

¹² Due to the extensive damage caused by Typhoon Rai there is enormous pressure on the market for skilled construction labour and carpenters, which has greatly increased the cost of reconstructing and repairing homes. At the time of this revision, labour rates and other prices are continuing to rise and fluctuate, and to ensure that conditional cash grants are adequate, precise amounts will need to be adjusted to local conditions at the time of delivery.

	Livelihoods 13	Male > 18: 36,390	Male < 18: 29,265	Total people: 130,000
Objective:	Communities, especially in disaster and crisis affected areas, restore and strengthen their livelihoods.			
Priority Actions:	<ol style="list-style-type: none"> 1. Provision of hot meals for 20,000 people in five chapters during relief operations while people are in evacuation centres, and while market access remains disrupted (emergency phase). 2. Provision of dry food packs to 2,500 families (12,500 people) (Emergency phase) 3. Household Livelihood Assistance (HLA) to 5,000 households (25,000 people) (Early recovery) Provision of 10,000 PHP (185 CHF) as conditional cash transfers¹⁴ to most vulnerable households to support re-establishment of their livelihoods. Provision of seeds to complement the livelihoods of recipients targeted for assistance.¹⁵ In-depth household economic security assessment to be conducted to determine program design, especially of cash assistance.¹⁶ 4. Community Managed Livelihood Project in 50 communities (75,000 people)¹⁷ (Recovery) Community-managed livelihood project for most vulnerable communities in need of livelihoods and income enhancement, including distribution of inputs (seeds, tools, etc.). Allocation of 100,000 PHP (1,852 CHF)¹⁸ to set up and support groups within communities to design and manage their own livelihood project. 5. Skills Training (750 people) Skills training for an alternative or diversified livelihood activity and financial management of resources provided to displaced families without access to their source of livelihood. 			

	Multi-purpose Cash	Female > 18: 14,113	Female < 18: 10,635	1,074,564 CHF
Objective:	Households are provided with unconditional/multi-purpose cash grants to address their basic needs.			
Priority Actions:	<ol style="list-style-type: none"> 1. Multi-purpose cash grants to 10,000 households (50,000 people) Provision of Multi-purpose Cash Grant (MPCG) worth 5,000 PHP (93 CHF)¹⁹ to meet immediate basic needs, based on an assessment that cash is feasible. 			

¹³ While the target populations for shelter and livelihoods are not identical, for both types of assistance there is an emphasis on prioritizing the most vulnerable, whose coping mechanisms are impaired. This means that in many cases there will be an overlap where those who receive livelihoods support may also be recipients of shelter assistance.

¹⁴ The affected population targeted through this operation is very diverse, ranging from under-developed and remote areas to towns where there is access to modern finance and banking facilities. The modality of cash transfers will be determined after taking into account the different circumstances in the vast number of locations targeted within this operation.

¹⁵ As these are community/group grants, the cash assistance will be based on proposals in consultation with municipal authorities and relevant government agencies prior to approval. In most cases, activities consist of provision of farm-and non-farm related machinery and tools coupled with trainings. Seeds are listed as an example of recovery assistance that may be relevant. The precise details will be reviewed in line with future developments on the ground. Seeds for staples such as rice may be sourced only from authorized sellers to ensure quality and are under normal circumstances commercially available within the local market.

¹⁶ Provision of conditional cash grants will be subject to submission of guided business plans and livelihood-related trainings. The cash assistance will be divided into two tranches.


¹⁷ This number is an estimation and is derived from the number of targeted communities (50), 300 households per community, and 5 people per household.

¹⁸ Community cash grant.

¹⁹ First grants amounted to 3,500 PHP. In later distributions the amount was increased to 5,000 PHP to adequately meet required standards for cash assistance. PRC is a core member of the Philippine Cash Working Group and regularly coordinates with other member organizations with regards to cash transfer programming.

HEALTH & CARE INCLUDING WATER, SANITATION AND HYGIENE (WASH)

(MENTAL HEALTH AND PSYCHOSOCIAL SUPPORT/COMMUNITY HEALTH)

	Health and Care <i>(Mental Health and psychosocial support / Community Health / Medical Services)</i>	Female > 18: 28,227	Female < 18: 21,269	2,352,000 CHF Total people: 100,000
		Male > 18: 27,992	Male < 18: 22,512	
Objective:	Strengthening holistic individual and community health of the population impacted by Typhoon Rai through community level interventions and health system strengthening (HSS).			
Priority Actions:	<ol style="list-style-type: none"> Mental Health and psychosocial support Provision of psychological first aid to 20,000 individuals (PFA) during immediate relief, and continuous and planned mental health and psychosocial support services (MHPSS) to the population and staff/volunteers in need, throughout the appeal period.²⁰ Establishment of safe space for women, child-friendly spaces (CFS), and counselling services.²¹ Community Health in 15 communities Provision of services to approximately 4,500 households (22,500 people²²) in 15 communities through the proven model of Community-based Disease Prevention (CBDP), that works closely with communities to assess their most prominent health needs and address those issues through a combination of eCBHFA and epidemic control volunteers (ECV) approaches. CBDP interventions will also have a significant component of epidemic and pandemic preparedness at the community level. There will also be continued engagement with communities on vaccine promotion and improving vaccine confidence for routine immunization as well for COVID-19 vaccine promotion especially in areas with low vaccination rates. Medical Services This will include first aid training services, strategic pre-positioning of first aid kits, deployment of ambulances, emergency medical services (EMS) and mobile health teams during the immediate relief phase. There will be support to the chapters in recovering and building their blood services back better, support for corporate infrastructure, support for building adequate capacity, and support for Voluntary Non-Remunerated Blood Donation (VNRBD). This will also include provision of kits for lactating mothers²³ and kits for mothers of newborn babies²⁴ for 			

²⁰ Awareness sessions on psychological distress and education on positive coping with the situation will be considered as part of recovery activities. This may include interventions to boost self-efficacy and help restore community identity.


²¹ The operation will also consider provision of programs for caregivers and socio-emotional programs for children.

²² This number is an estimate and is derived from the number of targeted communities (15), 300 households per community, and 5 people per household.

²³ *Malong* (personal blanket) 1 pc / set of panties 9 pcs (3 pcs per size) / face towel 1 pc / bath towel 1 pc / nail cutter 1 pc / comb 1 pc / slippers 1 pc / toothpaste 1 pc / toothbrush 1 pc / bath soap 1 pc / shampoo 12 sachets / rubbing alcohol 1 bottle / tissue roll 2 rolls / laundry soap 1 pc / pail with cover 1 pc / chamber pot (arinola w/ cover) 1 pc / water dipper (tabo) 1 pc / crank-type flashlight 1 pc / whistle 1 pc / sanitary napkin 3 Pack (8pcs / pads).


²⁴ baby soap – 100 mg bar (unscented) – 2 pcs / absorbent cotton – 100 gm / pack – 1 pack / infant shirt (M – 3 / L – 3) cotton – 6 pcs / infant pants (M – 3 / L – 3) cotton – 6 pcs / nappies (lampin); washable, soft netted, fiber – 12 pcs / infant towel – 100 * 80 cm; cotton – 1 pc / hand towel – 30 * 30 cm; cotton – 2 pcs / safety pins – medium size – 10 pcs / cap / blanket – infant size – 2 pcs / infant socks – infant size – 2 pcs / blanket – 100 cm * 100 cm; soft cotton – 2 pcs

3000 individuals. The kits for lactating mothers and the kits for newborns will both be targeted to women in their last trimester of pregnancy and in the first six months after childbirth.

	Water, Sanitation and Hygiene	Female > 18: 50,809	Female < 18: 38,285	741,000 CHF
		Male > 18: 50,385	Male < 18: 40,521	
Objective:	Ensure safe drinking water, proper sanitation, and adequate hygiene awareness of the communities during relief and recovery phases of the Emergency Operation, through community and organizational interventions.			
Priority Actions:	<ol style="list-style-type: none"> 1. Serve people in need of safe drinking water in 15 chapters through adequate water supply (trucking, maintenance, operations) to 180,000 people and items to support safe water distribution, handling and storage, such as two 10-litre jerry cans to 5,000 households (25,000 people). 2. Hygiene promotion in 15 chapters Activities are complemented with hygiene promotion to ensure proper and safe utilization of water, and for preventing hand, foot, and mouth diseases and water-borne diseases, including diarrhoea. Hygiene kits will be distributed to 5,000 households (25,000 people). 3. Reduction of open defecation in 15 chapters through construction of WASH facilities, as well as cleaning support for houses, roads, and schools. 			

PROTECTION AND PREVENTION

(PROTECTION, GENDER, AND INCLUSION [PGI], COMMUNITY ENGAGEMENT AND ACCOUNTABILITY [CEA], MIGRATION, RISK REDUCTION CLIMATE ADAPTATION AND RECOVERY)

	Protection, Gender and Inclusion	Female > 18: 112,908	Female < 18: 85,077	424,000 CHF
		Male > 18: 111,967	Male < 18: 90,048	
Objective:	Communities ²⁵ identify the needs of the most-at-risk, and particularly disadvantaged and marginalized, groups, due to inequality, discrimination, and other human rights questions, and address their distinct needs. ²⁶			
Priority Actions:	Support activities of the PRC welfare desks , including psychosocial support, critical incident stress management, guidance, counselling, and ensuring referral pathways. Support sectoral teams to ensure the inclusion of different groups throughout all operations for cross-cutting operations. This also includes psychosocial support to the survivors of sexual and gender-based violence			


²⁵ In addition to the rapid assessment in December 2021, a detailed assessment took place at the end of March 2022 and results are expected by the beginning of April. Through community engagement as part of the operation, communities will be closely consulted on identification of needs.


²⁶ The overall figure of 400,000 is an estimate of the total number that can be reached through the combined activities under PGI spanning the planned two-year program. This includes welfare services at NHQ and 15 chapters, SGBV activities in 15 chapters, 75 child-friendly spaces as well as equipping of 10 schools. PGI issues are mainstreamed through activities in other sectors, through welfare desks and women- and child-friendly spaces.

(SGBV).²⁷ Setting up child-friendly spaces to provide essential services, including reception facilities, RFL, and access to education, health, shelter, and legal services, to unaccompanied and separated children and other children on their own.

Assistance to 10 schools and 2,500 students

Distribute school kits to 2,500 students in the affected areas, whose school materials have been washed away. Support 10 schools by replacing damaged equipment e.g., computers, printers, teaching materials.

	Migration	Female > 18: 4,234	Female < 18: 3,190	38,000 CHF
		Male > 18: 4,200	Male < 18: 3,376	
Objective:	Communities support the needs of migrants and their families and those assisting migrants at all stages of migration (origin, transit and destination).			
Priority Actions:	Support activities of the PRC welfare desks , including restoring family links (RFL) (tracing, inquiries, and communications, contact for relatives) and referral. Identify displaced groups in need of special assistance; ensure pathways are in place that allow them to access basic services. Train and mobilize volunteers for RFL activities, RCRC approach to Migration & Displacement and the Movement principles on internal displacement, and strategically pre-position RFL kits to chapters.			


	Risk Reduction, Climate Adaptation and Recovery	Female > 18: 16,936	Female < 18: 12,762	415,000 CHF
		Male > 18: 16,795	Male < 18: 13,507	
Objective:	Communities in high-risk areas are prepared for and able to respond to disasters.			
Priority Actions:	<ol style="list-style-type: none"> 1. Pre-disaster response and relief assistance in 15 chapters Conduct assessments in the affected areas. Establish, train, and mobilize pool of RC143 volunteers in 15 chapters. Introduce Green Response by training chapter staff and volunteers on the use of NEAT+ environmental screening tool. 2. Disaster Risk Reduction in 15 chapters Conduct climate-smart and inclusive community risk assessments to identify communities to be supported; integrating enhanced Vulnerability and Capacity Assessment (VCA) tools, digital tools, and nature-based solutions. Provide Standard Disaster Risk Reduction and Management training for the 143 volunteers and community members. Guide target communities and schools to undertake climate-smart and inclusive risk assessments and develop community/school Disaster Risk Reduction and Management plans as well as contingency and evacuation plans. In addition, conduct tree planting for re-forestation of affected areas. Fifteen chapters will be prioritized for these activities.²⁸ 			

²⁷ Psychosocial support is provided first and foremost through trained PRC volunteers and staff, while serious cases may need to be referred elsewhere.


²⁸ PRC works through the *barangay* recovery committees (BRCs) to ensure full community involvement and program effectiveness. The members of the committee are selected by, and from, community members. They have a crucial role in the decision-making process for recovery activities affecting the community. This includes setting criteria for beneficiary selection, validation of beneficiary list, and submission of final list of beneficiaries to PRC.


3. Safe Shelter & Settlements Awareness (Participatory Approach for Safe Shelter Awareness - PASSA) trainings in five chapters

Conduct PASSA training of trainers, rollout, and youth trainings in five chapters in close coordination with Shelter team for technical support, to identify and mitigate shelter risk.


	Community Engagement and Accountability				32,000 CHF
Objective:	Develop and deploy standardized approaches for meaningful community engagement throughout the operation; collection and use of qualitative community feedback data to better understand community perspectives.				
Priority Actions:	Ensure integration of CEA in various sectors by ensuring that system involves communities in needs assessments, program planning, implementation and evaluation. Conduct regular communication activities, ensure people are kept informed of operational plans and progress and have information to make suggestions about the operation. Support PRC chapters in setting up community feedback mechanism and provide staff and volunteers with CEA orientation/training.				

Enabling approaches

	National Society Strengthening				2,193,000 CHF
Objective:	National Society capacity building and organizational development objectives are facilitated to ensure that National Societies have the necessary legal, ethical, and financial foundations, systems, structures, competences, and capacities to plan and perform.				
Priority Actions:	Operational Support Services: Based on demand for technical and coordination support required to deliver in this operation, support functions will be put in place for technical and coordination roles including human resources, logistics and supply chain; communications; security; PMER; partnerships and resource development; and finance and administration. These positions will be placed at National Headquarters level and field level. All volunteers involved in the operation will be insured under PRC's Membership and Accident Assistance Benefit (MAAB). National Society capacity building: Assessing the capacity and making plans for strengthening capacity of staff, volunteers, and systems at the national headquarters and chapter levels, on issues including logistics, warehousing, fleet, financial management, digitization, COVID-safe programming, PGI, fraud and corruption prevention, epidemic and pandemic preparedness and response, climate smart programming, and disaster preparedness through different models of capacity building, including training (blended), mentoring, on-the-job training, demo and re-demo etc.				

	Coordination and Partnerships				263,000 CHF

Objective:	Strengthen coordination and partnerships within the Movement and with relevant external actors.
Priority Actions:	<ol style="list-style-type: none"> 1. Membership Coordination: Support PRC in leading the overall response by ensuring a coordinated approach with the seven National Societies with a presence in the Philippines as well as National Societies supporting but without a presence in the country. 2. Engagement with external partners: Continuously coordinate with government and non-government agencies, including members of the Humanitarian Country Team (HCT). IFRC is participating in various clusters and working groups and leading the Shelter cluster. 3. Movement Cooperation: As part of Strengthening Movement Coordination and Cooperation (SMCC), PRC, IFRC, ICRC, and participating National Societies continue to coordinate via established platforms such as Movement Coordination meetings hosted by PRC. IFRC and PRC are also coordinating with the ICRC on security considerations for some affected areas as well as on potential complementarity of action where required.

	Secretariat Services			3,385,000 CHF
Objective:	Strengthen Secretariat services			
Priority Actions:	<ol style="list-style-type: none"> 1. Human Resources: All relief activities will be implemented by utilizing existing staff and RC143 volunteers, RCAT143 and NDRT from other chapters, where needed. The IFRC Philippines Country Delegation will support PRC in providing technical and support service staff as required to ensure accountability and compliance during the operation, including IFRC Rapid Response (RR) personnel. 2. Planning, Monitoring, Evaluation, & Reporting (PMER): A Federation-wide approach will be maintained in planning, implementation, monitoring, reporting and evaluation. Reporting and monitoring on the operation will be carried out in accordance with the IFRC monitoring and reporting standards. Regular updates will be issued during the operation's timeframe, including a final report. The operation monitoring teams will conduct field visits as needed and a final evaluation will be conducted to ensure accountability and effectiveness of the operation. 3. Logistics: 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 with IFRC's logistics standards, processes, and procedures. PRC will mobilize its pre-positioned stocks for immediate relief assistance and items will be replenished through in-kind donations and local/international procurement. A mobilization table has been launched to seek partner support for urgently needed kitchen sets, as well as for items to be replenished. National Society logistics capacity enhancement will remain one of the areas of intervention. There is also a need to support PRC with the implementation of a warehouse management system that was introduced to the NS during the HELP logistics development project in 2021. To ensure that PRC will be able to continue rolling out the new system country-wide, they need support with annual licensing and coordination as well. And management has been identified as another area requiring support. The PRC fleet manager has been enrolled in Fleet Forum management training as well. This included a six-month on-the-job project addressing gaps in the system. Together with the mentor assigned by the Fleet Forum, the participant will learn to analyse issues with the system. To strengthen the localization agenda, a logistics workshop was also requested by the PRC. This workshop will focus on local sourcing aiming at further enhancing PRC's local procurement capacity across sectors. Cross-sectoral intervention means there will be participants from respective program teams to further enhance their knowledge on sourcing and provide tools to learn how different 			

teams can work and plan better local procurement with logistics and Bids and Awards Committee (BAC) teams.

4. **Finance and Administration:** IFRC will provide the necessary support to the operation to review and validate budgets, timely fund transfers, technical assistance to the National Society regarding expense justification procedures, and review and validation of operational liquidations.
5. **Communications and Advocacy:** Support will be provided to the National Society to increase their outreach and advocacy. A Communications team will also continue to engage the media and use social media to position the PRC as a key player in the response.
6. **Security:** IFRC security plans will apply to all staff throughout. Area-specific security risk assessments will be conducted for any operational area should any IFRC personnel deploy there; risk mitigation measures will be identified and implemented. All IFRC must, and Red Cross Red Crescent staff and volunteers are encouraged to, complete the IFRC Stay Safe e-learning courses. The National Society's security framework will apply to their staff and volunteers through the operation.
7. **Civil-Military Relations:** The IFRC will support PRC in its auxiliary role to ensure core humanitarian values and Red Cross Red Crescent fundamental principles will never be compromised when working in the same humanitarian space as military and other security services. If close coordination and cooperation between PRC chapters and military or other security actors the principles of last resort must be followed. This includes doing no harm, not resorting to armed protection, not sharing information that threatens the neutrality and independence of RC humanitarian action and promoting the proper use of the Red Cross emblem. All PRC staff and volunteers will be advised to refer to IFRC Stay Safe – Guide to a Safer Mission when there is a need to coordinate with national military and/or other security services. IFRC and PRC operations and program managers/coordinators are to adhere to the IFRC Stay Safe – Guide to Managers, especially Chapter 5 – Working with the military.

Risk management

Risk	Likelihood	Impact	Mitigating steps
<p>Detailed needs assessments confirm more extensive damage than anticipated, and the response required exceeds the resources generated through the appeal. At this point in the operation, needs are well known, but at the same time there is a great risk that additional funds cannot be mobilized.</p>	<p>Medium</p>	<p>Medium</p>	<ul style="list-style-type: none"> • Expand the operation under a revised appeal including an increase in funding requirements. • Mobilization of additional resources.
<p>Increases in number of vector-borne, water-borne, and vaccine preventable diseases, including COVID-19, are reported in evacuation sites, and affected areas.</p>	<p>High</p>	<p>Medium</p>	<ul style="list-style-type: none"> • Expansion of activities planned under area of focus 4: Health to accommodate increased needs in this sector. • Support Department of Health mass vaccination campaigns, including COVID-19, through social mobilization of volunteers.
<p>More weather disturbances will impact the same geographical areas, causing increased flooding and landslides.</p>	<p>High</p>	<p>High</p>	<ul style="list-style-type: none"> • Continuous monitoring of weather systems and contingency planning with PRC chapters in the affected areas so that activities can be initiated as quickly as possible to lessen the impact possible typhoon conditions. • Expand the operation under a revised appeal, with the inclusion of additional emergency response activities.
<p>Upcoming elections in the Philippines might delay implementation due to restrictions, and involvement of LGU and <i>barangay</i>-level officials in the electoral process.</p>	<p>High</p>	<p>Medium</p>	<ul style="list-style-type: none"> • Work closely with the chapters and local volunteers and prepare for community-level processes (including beneficiary selection, distribution, etc.) after the election, in areas where the system is overwhelmed.
<p>COVID and the Ukraine conflict have a negative impact on global supply chains, and there is a risk of delay in the transportation of relief goods from some suppliers in Asia.</p>	<p>High</p>	<p>High</p>	<ul style="list-style-type: none"> • Working through multiple channels of supply and procurement (PRC and IFRC local and international procurement channels) and splitting the order to more than one supplier. • Working with the existing stock in the country and prioritizing the most impacted population for immediate relief. • Working with partners to help them with procurement and distribution of NFI on a loan basis (to come out of IFRC stock) and doing rapid replenishment of essential items.

			<ul style="list-style-type: none"> Asking suppliers to send materials in tranches and not all at once so that if one shipment does not get through, the program still has others coming.
The status of the FSP agreement poses a risk to the ability to disburse cash.	Low	Low	<ul style="list-style-type: none"> Reviewing status of FSP agreement to ensure that there are no delays or other adverse effects.

Quality and accountability

The following key indicators will be tracked:

Operational sectors
Shelter, Housing and Settlements
of households provided with essential household items
of households provided with tarpaulins (emergency shelter)
of households provided with emergency shelter assistance (PRC shelter toolkits and galvanized iron roofing)
of households provided with shelter repair assistance (conditional cash grants in tranches, and materials)
of households provided with full shelter assistance (conditional cash grants in tranches, and materials)
of households that receive shelter assistance and are provided with technical support and guidance on safer and resilient reconstruction (part of shelter repair assistance and full shelter assistance)
of families that attend safe shelter awareness (SSA) orientation (building back safer (BBS) and information-education-communication [IEC] materials, procurement advice and repair/construction techniques)
of shelter assistance recipients and their builders incorporating BBS techniques into repairs or reconstruction (part of SSA orientation)
of households assisted in addressing housing land & property issues through information dissemination or referral pathways (part of SSA orientations)
Livelihoods
of ready-to-eat food/hot meals provided
of affected families provided with conditional cash grants through HLA
of communities receiving support through the Community-managed Livelihood Projects (CMLP) that report improved net income through skills building
Multipurpose Cash Grant Assistance
of affected families provided with multipurpose cash grants to address their basic needs
Health and Care
of healthcare facilities received support for reconstruction or for equipping themselves
of ambulances mobilized to provide immediate transportation services
of people provided with first aid
of volunteers trained on basic life support and first aid
of chapters' first aid kits provided (first aid jump kits)
of PPE provided
of pregnant and lactating women who received new-born kits
of volunteers trained on epidemic control for volunteers (ECV) Toolkit
of affected families provided with mosquito nets treated with insecticide
of people provided with direct psychosocial support
Water, Sanitation, and Hygiene (WASH)
litres of water distributed (according to WHO standards)
of families provided with jerry cans
of latrines built as part of shelter project
of people reached through hygiene promotion
of families provided with hygiene kits
Protection, Gender, and Inclusion (PGI)
of child-friendly spaces established
of students reached with school kits
of schools supported with equipment
Migration
of welfare desks providing RFL services in the affected areas
of chapters equipped with Restoring Family Link (RFL) kits
Risk Reduction, Climate Adaptation, and Recovery
of people reached by climate change mitigation and environmental sustainability awareness raising campaigns
of Red Cross 143 recruited
of communities provided with PASSA training of trainers
of tree planting/mangrove activities supported
Enabling approaches
National Society Strengthening
of chapter buildings reconstructed and equipped

of volunteers insured
100% of financial reporting respecting the IFRC procedures
Coordination and Partnerships
of shelter cluster partners supported with coordination, BBS messaging, 4W reporting, and technical assistance
Secretariat Services
% of overall procurement under Typhoon Rai received support from IFRC's APRO Global Humanitarian Services & Supply Chain Management & Philippines Country Delegation
of Rapid Response members deployed for the operation
of evaluations, reviews and lessons learned, and were the results/learning were disseminated
100% compliance with PRC HR procedures
100% compliance with security regulations
Community Engagement and Accountability
% of target families satisfied that they have access to information and feedback mechanisms, and can influence the programme/response

Contact information

For further information specifically related to this operation please contact:

In Philippine Red Cross

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- Leonardo Ebajo, Director for Disaster Management Services; email: leonardo.ebajo@redcross.org.ph

In IFRC Philippines Delegation

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In IFRC Asia-Pacific Regional Office, Kuala Lumpur

- Alexander Matheou, Regional Director; email: alexander.matheou@ifrc.org
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- Joy Singhal, Head of Health Disaster, Climate and Crisis a.i.; email: joy.singhal@ifrc.org
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In IFRC Geneva

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- Eszter Matyeka, senior officer, DREF; email: eszter.matyeka@ifrc.org

For IFRC Resource Mobilization and Pledges support

- In IFRC Asia Pacific Regional Office: Alice Ho, Partnership in Emergencies Coordinator; email: partnershipsEA.AP@ifrc.org

For Performance and Accountability support (planning, monitoring, evaluation and reporting enquiries)

- In IFRC Asia-Pacific Regional Office: Fadzli Saari, Head of PMER, Quality Assurance and Risk Management a.i. email: fadzli.saari@ifrc.org

Reference



Click here for:

- [Link to IFRC Emergency landing page](#)
- [GO – Typhoon Rai \(Odette\)](#)