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Emergency Plan of Action (EPoA)

Philippines: Typhoon Rammasun

 International Federation
of Red Cross and Red Crescent Societies

DREF operation: MDRPH015	GLIDE n° TC-2014-000092-PHL
Date of issue: 4 August 2014	Date of disaster: 15 July 2014
Manager responsible for this DREF operation: Marcel Fortier, head of delegation	Point of contact: Philippine Red Cross Gwendolyn Pang, secretary-general
Operation start date: 15 July 2014	Operation end date: 31 October 2014
Operation budget: CHF 260,000	DREF allocated: 1 August 2014
Number of people assisted: 50,000 people (of the overall PRC response target)	
Host National Society Philippine Red Cross is the nation's largest humanitarian organization and works through 100 chapters covering all administrative districts and major cities in the country. It has at least 1,000 staff at national headquarters and chapter levels, and approximately one million volunteers and supporters, of whom some 500,000 are active volunteers. At chapter level also, a programme called 143 volunteers is in place to enhance the overall capacity of the National Society to prepare for and respond in disaster situations.	
Red Cross Red Crescent Movement partners actively involved in the operation: The National Society works with the International Federation of Red Cross and Red Crescent Societies (IFRC) and the Spanish Red Cross in this operation.	
Other partner organizations actively involved in the operation: Governments of Australia and New Zealand are also providing relief supplies	

A. Situation analysis

Description of the disaster

Typhoon Rammasun (locally known as Glenda) made landfall over Lapu-Lapu in Albay province in the east of the Philippines in the late afternoon of Tuesday, 15 July. It crossed the Northern Capital Region (NCR) area on Wednesday morning of 16 July, pounding the Metro Manila area with strong winds and heavy rain, causing power outages and interrupting telecommunication lines in its path. Rammasun left the Philippine Area of Responsibility (PAR) on 17 July 2014 through the sea west of the country.

As of 24 July 2014, the National Disaster Risk Reduction and Management Council (NDRRMC), Rammasun reports that four million people are affected in Ilocos Region, Central Luzon, Southern Luzon, Bicol Region, Western Visayas and Eastern Visayas. The typhoon has displaced half a million people with more than 27,000 people currently being housed in 108 evacuation centres, according to the Department of Social Welfare and Development (DSWD).



At the Philippine Red Cross Quezon-Lucena chapter, staff and volunteers pack relief goods consisting of rice, noodles, canned goods and other essential food items for distribution to families affected by Typhoon Glenda in Quezon province.

(Photo: PRC)

The strongest typhoon to hit Philippines this year to date, Rammasun is reported to have killed some 100 people injured 630 others, and left five people missing. It is also reported to have destroyed more than 100,000 houses and damaged almost 400,000 others. The force of Rammasun uprooted trees and toppled electric posts, resulting in the interruption of power supply throughout the affected regions. Power has since been restored in most of the areas, though some parts of Batangas, Cavite, Laguna, Rizal and Quezon Province are still suffering power outages. As of 24 July, damages to agriculture, infrastructure and school facilities total an estimated PHP 10.8 billion (CHF 225 million or USD 250 million.)

Table 1. Summary of damages caused by Typhoon Rammasun (as of 24 July 2014)

Deaths	98
Injuries	630
Missing	5
Houses destroyed	102,363
Houses damaged	394,913
Evacuation centres	115
No of families in evacuation centres	5,728

(Sources: [NDRRMC](#) and [DSWD's Twitter page](#))

In the southwest, Typhoon Matmo (locally known as Henry) continued to enhance the Southwest Monsoon, bringing rains to some areas affected by Rammasun. While the Philippine Atmospheric Geophysical Astronomical Services Administration (PAGASA) issued a storm warning in anticipation of strong to gale force winds affecting the seaboard west of Luzon, the effect of these rains is not expected to be significant on land. Meanwhile, a Low Pressure Area east of Guiuan, Eastern Samar has built up. According to PAGASA, this weather disturbance – the third in a span of one week – has the potential of becoming a tropical storm and is likely to be locally named *Inday* when it enters the Philippine area of responsibility.

Summary of the current response

Overview of Host National Society

The Philippine Red Cross (PRC) had been on the alert and prepared for a response since Typhoon Rammasun was sighted, with emergency teams on standby which were immediately dispatched when needed. PRC Action Teams and Water Search and Rescue (WASAR) teams were immediately deployed to affected areas. Equipped with 20 vehicles, they administered first aid and supported the rescue and transport of at least 100 people to safety in Central Luzon, National Capital Region and Southern Luzon.

To date, the National Society has mobilized some 1,400 staff and volunteers to provide relief assistance, conduct disease prevention education, offer psychosocial support, and distribute clean water.

In support of displaced families, PRC also set up at least 95 welfare desks providing 23,055 hot meals and psychosocial support to over 31,230 people. The PRC has also been distributing food packages good for 2-3 days to more than 4,500 families, and relief items (including hygiene kits, blankets, jerry cans and sleeping mats) to more than 1,900 families. PRC deployed water bladder tanks to provide safe, drinking water to affected families in Albay and Quezon Provinces, as they were the hardest hit areas and to Northern Samar that was previously affected by Typhoon Haiyan. As of 26 July, more than 24,360 people have been assisted with approximately 141,200 litres of water.

With the disruption of power lines and water systems, health and sanitation fast became concerns of those affected. In this regard, the National Society distributed hygiene kits alongside hygiene promotion to 4,020 families. A standard PRC hygiene kit contains five toothbrushes, a tube of toothpaste, a bottle of shampoo, five pieces of bathing soap, five plastic combs, a pack of cotton buds (with 200 pieces), a pack of sanitary napkins (with 10 pieces), a nail cutter/clipper, a bar of washing soap, two packs of disposable razors, two rolls of toilet paper and five face towels.

Table 2. Summary of assistance PRC provided for Rammasun-affected families as of 27 July 2014

Region	Province	Food packages	Non-food packages	Hygiene promotion	Emergency shelter items
Central Luzon	Bulacan			169	
	Olongapo	85			
Southern Luzon	Batangas	200		135	
	Cavite	190	13	n/a	
	Laguna	791			
	Marinduque	100			
	Quezon Province	1,110	507		
	Rizal	425	197		
Bicol Region	Albay		632	3,350	512
	Camarines Sur	1,443	512	366	241
	Sorsogon	19			

Eastern Visayas	Leyte	37			
	Northern Samar	788			
Total		5,876	1,861	4,020	753

Overview of Red Cross Red Crescent Movement in country

The PRC works with the International Federation of Red Cross and Red Crescent Societies (IFRC) and the International Committee of the Red Cross (ICRC) as well as American Red Cross, Australian Red Cross, British Red Cross, Canadian Red Cross, Finnish Red Cross, French Red Cross, German Red Cross, Japanese Red Cross Society, Netherlands Red Cross, Norwegian Red Cross, Republic of Korea National Red Cross, Spanish Red Cross, Swiss Red Cross and Qatar Red Crescent.

Movement Coordination

The IFRC has an overall Red Cross Red Crescent Movement Coordinator who liaises frequently and supports coordination with the PRC, ICRC, partner national societies in-country, and external organizations as needed.

Overview of non-Red Cross Red Crescent actors in country

Coordinating with the authorities

As auxiliary to the public authorities, PRC maintains a strong relationship with government bodies through participation or collaboration with (i) the National Disaster Risk Reduction and Management Council (NDRRMC); (ii) the provincial, municipal and barangay (village) disaster risk reduction and management councils; and (iii) the local government units defined in the Disaster Risk Reduction and Management act from 2010.

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

Inter-agency coordination

At country level, PRC and IFRC participate in Humanitarian Country Team (HCT) forums held both during disasters and non-emergency times. PRC and IFRC are involved in relevant cluster information sharing, planning, and analysis at all levels while IFRC supports PRC coordination efforts through representation in other relevant clusters as required. Regionally, the IFRC Asia Pacific zone office participates in regional Inter-Agency Standing Committee (IASC) meetings, while globally, IFRC has taken part in the IASC Principles and Emergency Director meetings on the Philippines.

Needs analysis, beneficiary selection, risk assessment and scenario planning

Needs assessments

Since Typhoon Rammasun made landfall, needs assessments have continued in the Quezon province, Bicol region and southern Luzon island area. As soon as access to the most affected areas was allowed, PRC deployed two teams in Quezon Province – which was most affected by the typhoon – and Bicol region to conduct assessments to help determine who needs what and where. The assessments continue to provide a clearer picture of Rammasun's impact on the Philippines as more information is acquired. The IFRC has deployed one technical delegate to support the ongoing assessments in Laguna and Batangas provinces which were badly hit as well. Initial results were shared with the National Society and will be consolidated with other areas currently being assessed.

Assessments are also supported by in-country partner national societies who have ongoing programmes in the affected areas. Information is shared by partners which help to further inform overall planning for response by PRC, IFRC and all partners to the affected communities.

At this time, the distribution of emergency relief items is being conducted in order to fulfil existing needs identified from assessments already carried out. These include hot meals, food rations, essential non-food household items (such as sleeping mats, blankets, mosquito nets, jerry cans and hygiene kits), and emergency shelter items.

More concrete information on Typhoon Rammasun's impact continues to be updated in the aftermath and the needs that arise are further determined with the aid of assessments. In its operations centre at the national headquarters in Manila, PRC continues to maintain 24/7 monitoring of the typhoon response efforts, and exchanges relevant information with the chapters, through text messaging, email, telecommunications and social media. The operations centre also shares information with IFRC and partner national societies through a twice-daily mailing list with the latest information on its typhoon-related activities.

Beneficiary selection

Through its wide chapter network, PRC has been present in the affected areas even before Typhoon Rammasun made landfall and therefore has good insight into the composition of the local populations and the extent to which the typhoon impacted them. As well as obtaining original lists of affected populations from the DSWD, PRC chapters have also come up with listings based on their own revalidation in close coordination with local government units. Prior to

inclusion of beneficiary names in final lists, volunteers conduct house-to-house visits in affected communities to countercheck that those selected fit PRC's general vulnerability criteria.

The main criteria for validation prioritizes the most vulnerable families among the populations directly affected by the disaster and those who have not received sufficient assistance from the government or other organizations. Other considerations are people staying in tent cities or with relatives in affected communities; those who lack relevant resources to cope with basic humanitarian needs on their own; those belonging to the socially vulnerable households, including women-headed households and those with many dependent children; those working as tenant farmers or vendors; persons with disabilities and of low economic resources; the sick and elderly with low economic base, and indigenous communities. Before the start of each activity, specific beneficiary lists are re-validated and updated.

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

Feasibility and delivery capacity

There is solid trust in the capacity and experience of PRC and IFRC, coupled with a mutually shared commitment to address the immediate needs of typhoon-affected communities in a timely manner with the resources available.

B. Operational strategy and plan

This operational plan is fully in line with current PRC and IFRC policies, procedures, and commitments, and seeks to provide immediate and subsequent support to the most affected communities.

The Philippine people are renowned for their resilience to hardship, including their ability to adapt, coupled with strong family bonds and community spirit. Since the typhoon hit, the majority of people affected have commenced their own recovery, although their capacity to recover is severely limited by pre-existing high levels of poverty in some of the most affected areas.

With the average of 20 typhoons striking the country every year, pre-positioned disaster preparedness stock is always in high demand and the danger of insufficient stock is a constant risk.

This DREF allocation constitutes 45 per cent of the overall PRC emergency response to Typhoon Rammasun. It aims to mitigate the circumstances of the affected people through the ready provision of emergency food items and shelter materials to help ensure immediate food needs are met and lower their exposure to harsh weather elements, thereby reducing the prevalence of illness and disease. The PRC has conducted and continues to carry out response to those affected by Typhoon Rammasun, and thus seeks the support of this DREF to help in the replenishment of its fast-decreasing stock of emergency shelter (i.e. tarpaulins) and basic food items, and related costs.

This operation is expected to be implemented over three months, and will be completed by end of October 2014. A final report will be made available three months after the end of the operation.

Overall objective

Given the PRC's constant response to frequent and multiple disasters, the need to ensure the availability of disaster preparedness stocks is crucial, especially now with the annual rainy season, and the typhoon season which generally occurs in the second half of the year. This DREF operation aims to support the PRC in meeting essential immediate needs of people affected by Typhoon Rammasun, especially those who suffer damage to their homes and are compelled to move. Displaced families have been provided with emergency shelter materials and food supplies as needed.

Proposed strategy

This DREF request from the PRC seeks funding support for the urgent procurement of emergency food items and tarpaulins, and their related distribution and logistics costs, including support for PRC volunteers who are at the frontline of disaster response. Given the frequency and ever-increasing force of weather events that hit the Philippines every year, and the approaching annual typhoon season, the very real threat of stock running low must be mitigated in order to ensure that people affected by disastrous weather events are able to receive immediate basic assistance. Rapid assessments have been undertaken to determine the nature and extent of overall needs. All distributions of relief items and needs assessments will be led and carried out by the Philippine Red Cross staff and volunteers.

Operational support services

Human resources

PRC is the nation's largest humanitarian organization and works through 100 chapters covering all administrative districts and major cities in the country. It has at least 1,000 staff at national headquarters and chapter levels, and approximately one million volunteers and supporters, of whom some 500,000 are active volunteers. At chapter level also, a programme called 143 volunteers is in place to enhance the overall capacity of the National Society to prepare for and respond in disaster situations.

The IFRC country delegation in the Philippines is led by a Head of Delegation and consists of some 50 national and 28 international staff in Manila and in various parts of the country where the IFRC supports PRC in ongoing operations and longer-term development programming.

Logistics and supply chain

Logistics support is provided by the in-country IFRC team led by one logistics coordinator together with field hub coordinators and delegates specialized in warehousing, procurement and fleet management as well as national staff based in Manila and the chapters covered by operations.

Logistics activities aim to effectively manage the supply chain, including procurement, clearance, storage and forwarding to distribution sites following IFRC logistics procedures with full audit trail requirements. They also effectively support a fleet to facilitate the movement of operational staff and supplies.

Information technology and telecommunications

With the existing digital divide between the current state of information and communication technology (ICT) skills and future operational needs in the field and among offices, IFRC supports sustainable skills training and equipment maintenance knowledge of PRC staff and volunteers.

Support in elevating staff/volunteer skills in new technologies, including efficient electronic data collection tools such as the Open Data Kit (ODK) and electronic reporting is also being implemented, and is aligned with PRC's strategic objectives.

Communications

PRC and IFRC communications teams work together through the media to highlight the work of the Red Cross in the Philippines, and how it improves the lives of the most vulnerable. IFRC and PRC share materials and maintain close contact, especially for media conferences, Red Cross events and updates on ongoing operations.

The communications teams generate stories, video and photos for use on the IFRC and PRC multimedia platforms, and target print, broadcast and multimedia outlets. They also work with potential and existing media partners and individual journalists. Staff and volunteers can also contribute their own blogs and photos to the main IFRC website.

Internally, PRC and IFRC produce key messages, fact sheets and case studies. These include media releases and alerts for updates and notable events, such as disaster response, volunteer outreach and health promotions. Through broadcast media, the team holds local and international media conferences and has a proposed package of short episodes for commercial TV to highlight Red Cross programmes to a wider public audience. Through multimedia, IFRC and PRC utilize their respective public websites as well as a broad range of social media tools such as Twitter, Facebook, Flickr, Instagram and YouTube to access a diverse audience.

Planning, monitoring, evaluation, and reporting (PMER)

Monitoring of distributions is carried out through the use of beneficiary distribution lists, and feedback from beneficiary households themselves. Reporting on the operation is made in accordance with the IFRC minimum reporting standards and is published on the IFRC public website.

Administration and Finance

The IFRC finance and administration team in Manila comprises one finance coordinator, one finance manager, and three finance officers as well as two administration officers and five drivers who also provide transport support in the field when required.

Food security, nutrition and livelihoods

Needs analysis: With the frequency and intensity with which weather events, such as typhoons, tropical depressions, subsequent flooding, flash floods and landslides resulting from heavy rainfall, take place in the Philippines, a continuous sufficient supply of disaster preparedness food stocks is imperative to ensure that the basic food needs of disaster-affected people can be met immediately in the wake of such an event.

Population to be assisted: Up to 5,000 families will be assisted with basic food rations in the event of a disaster. This takes into consideration the findings from needs assessments, consultation with the barangay committees and affected people, issues of gender, disability, age, and social exclusion which also constitute part of the PRC's established beneficiary selection criteria..

Outcome 1: Basic food assistance to meet the needs of 5,000 families over three months														
Output 1.1: Affected families have access to basic food assistance														
<i>Activities planned</i>	Week	1	2	3	4	5	6	7	8	9	10	11	12	
1.1.1 Mobilize volunteers and provide them with orientation on the beneficiary revalidation process and distribution protocols.														
1.1.2 Identify, register, verify and mobilize beneficiaries for distributions.														
1.1.3 Distribute basic food items to 5,000 families														
1.1.4 Conduct a post-distribution survey.														
1.1.5 Monitor and report on distributions.														

Budget

See the attached IFRC Secretariat budget for details.

DREF OPERATION

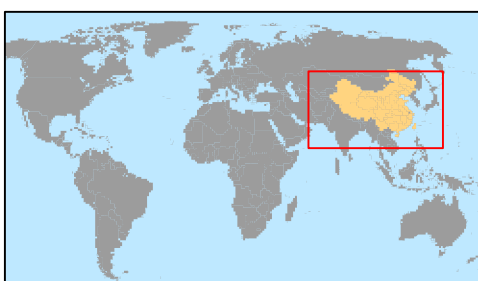
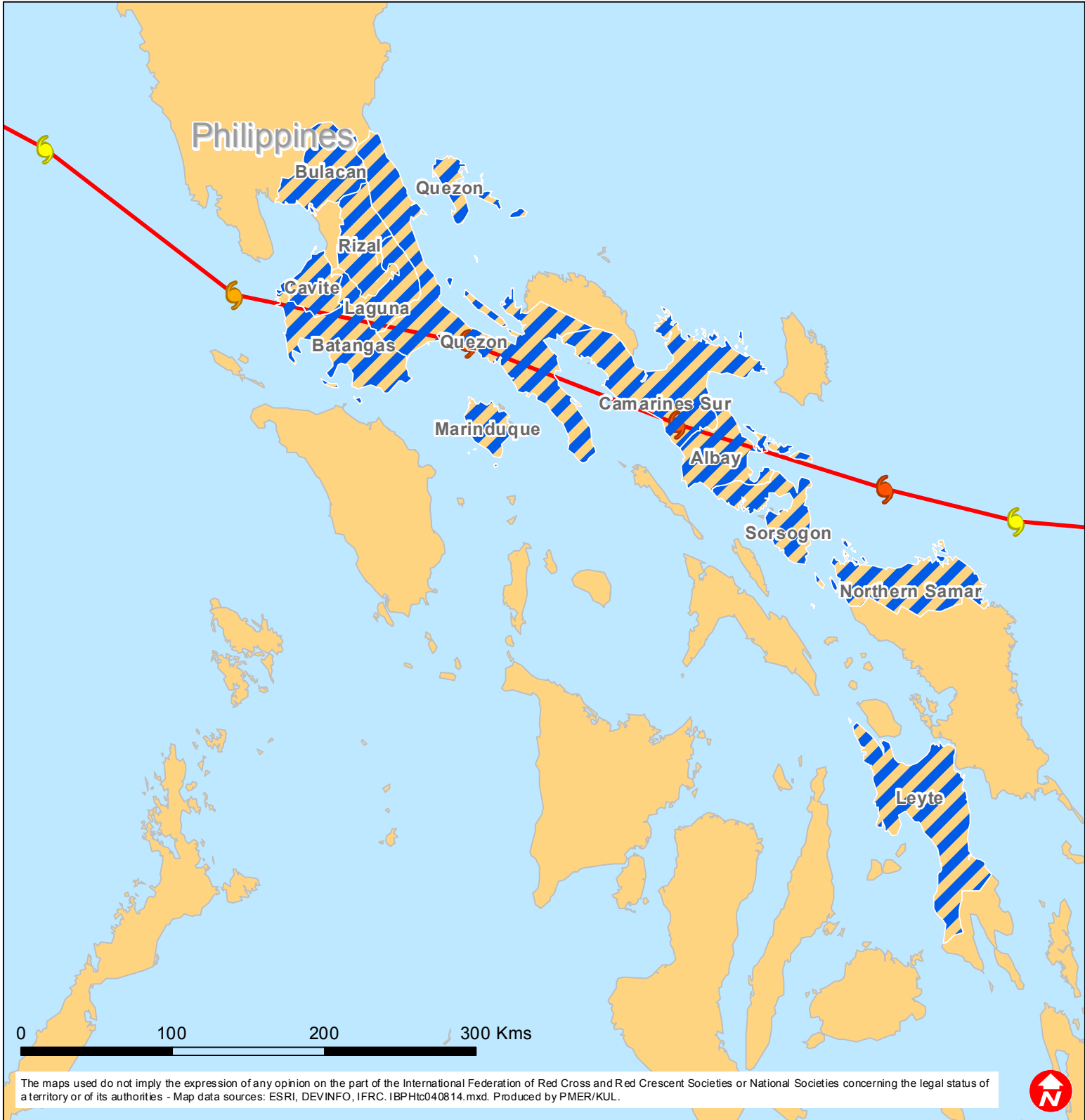
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Budget Group	DREF Grant Budget CHF
Shelter - Relief	120,000
Food	65,000
Total RELIEF ITEMS, CONSTRUCTION AND SUPPLIES	185,000
Storage, Warehousing	1,000
Distribution & Monitoring	9,000
Transport & Vehicle Costs	9,000
Logistics Services	7,200
Total LOGISTICS, TRANSPORT AND STORAGE	26,200
Volunteers	20,000
Total PERSONNEL	20,000
Communications	5,431
Other General Expenses	7,500
Total GENERAL EXPENDITURES	12,931
Programme and Supplementary Services Recovery	15,869
Total INDIRECT COSTS	15,869
TOTAL BUDGET	260,000



Philippines: Typhoon Rammasun



- Affected areas
- TYPHOON-1
- TYPHOON-2
- TYPHOON-3
- TYPHOON-4
- Typhoon Rammasun

Contact information

For further information specifically related to this operation please contact:

- Philippine Red Cross:
 - Gwendolyn Pang, secretary-general; office: +63 2 525 5654; fax: +63 2 527 0857; email: gwendolyn.pang@redcross.org.ph
- IFRC country delegation:
 - Marcel Fortier, head of delegation; office: +63 2 928 559 7170; email: marcel.fortier@ifrc.org
- IFRC Southeast Asia regional office:
 - Anne Leclerc, head of regional office; +662 661 8201; email: anne.leclerc@ifrc.org
- IFRC Asia Pacific zone office:
 - Christine Strater, Operations Coordinator; office phone: +603 9207 5700; mobile phone: +60 12 213 0149; email: christine.strater@ifrc.org
- IFRC Geneva:
 - Christine South, Operations Quality Assurance Senior Officer; phone: +41 22 730 45 29; email: christine.south@ifrc.org.
- IFRC Asia Pacific zone office:
 - Florent Chane, Zone Logistics Coordinator; mobile : +60 12 298 9752, email: florent.chane@ifrc.org.

For Resource Mobilization and Pledges:

- In Asia Pacific zone office:
 - Emilia Koski, Relationship Manager, mobile:+60122307548; email: emilia.koski@ifrc.org.

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

- In Asia Pacific zone office:
 - Peter Ophoff, Head of Planning, Monitoring, Evaluation and Reporting; office phone: +603 9207 5507; email: peter.ophoff@ifrc.org.

How we work

All IFRC assistance seeks to adhere to the **Code of Conduct** for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations (NGOs) in Disaster Relief and the **Humanitarian Charter and Minimum Standards in Humanitarian Response (Sphere)** in delivering assistance to the most vulnerable. The IFRC's vision is to inspire, **encourage, facilitate and promote at all times all forms of humanitarian activities** by National Societies, with a view to **preventing and alleviating human suffering**, and thereby contributing to the maintenance and promotion of human dignity and peace in the world.

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



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



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



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

ANNEX 1: ASSUMPTIONS AND RISKS TABLE TEMPLATE

ASSUMPTIONS & RISKS	LIST IF SPECIFIC AFFECTED SECTORS OR STATE 'ALL'	Likelihood	Impact	CAN CONTROL; MITIGATE / INFLUENCE; OR ONLY FACTOR-IN
Adequate support (technical, material, and financial) is available for the operation	All	M	H	Can mitigate
Future disasters do not impact upon the same areas affected by Rammasun and/or different areas, distracting resources and implementation schedules	All	H	H	Factor into disaster preparedness
Access and logistics for delivery of materials, including to remote locations, is not hampered by rough sea and/or bad weather conditions	All	H	H	Factor into logistics planning
Health issues such as dengue do not affect availability of programme management staff and volunteers	All	M	M	Factor programme planning