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# Emergency Plan of Action (EPoA)

## Philippines: Manila Fire Incident

 International Federation  
of Red Cross and Red Crescent Societies

<b>DREF operation: MDRPH017</b>	
<b>Date of issue: 8 March 2015</b>	<b>Date of disaster: 2 March 2015</b>
<b>Manager responsible for this DREF operation: Patrick Elliott, Operations Manager, IFRC Philippines Delegation</b>	<b>Point of contact: Gwendolyn Pang, Secretary-General, Philippine Red Cross</b>
<b>Operation start date: 6 March 2015</b>	<b>Operation end date: 6 June 2015</b>
<b>Operation budget: CHF 119,798</b>	<b>DREF allocated: CHF 119,798</b>
<b>Number of people assisted: 9,000 people (1,800 families)</b>	
<b>Host National Society</b> 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.	
<b>Red Cross Red Crescent Movement partners actively involved in the operation:</b> The National Society is working with the International Federation of Red Cross and Red Crescent Societies (IFRC) in this operation.	

## A. Situation analysis

### Description of the disaster

Several fires broke out in the densely-populated Parola compound in Tondo, Manila on 2 March 2015. The worst of these reached general alarm (the highest level) before being declared under control by the Bureau of Fire Protection (BFP) and finally out in the early hours of 3 March. The Bureau of Fire Protection, together with local authorities and the Philippine Red Cross (PRC) are currently assessing the damage caused by these fires.

As of 5 March, the Social Welfare Department of Manila City estimates almost 10,000 families (50,000 people) are affected, with more than 800 houses totally destroyed and some 200 suffering extensive damage. Latest reports indicated some 5,000 families (25,000 people) are being housed in six evacuation centres. No casualties due to the fire have been reported. The situation in Tondo, however, demonstrates how urban poverty and disaster risk are closely intertwined. Tondo is a shanty community where most houses are made of light materials; most of the fire cases reported are due to faulty electrical wiring in slum communities – usually caused by illegal power connections.

The month of March is generally hot and dry, traditionally the “fire season” in the Philippines, and is declared *Fire*



The PRC set up welfare desks and hot meal services for people affected by the fires in the Manila area. Now, during this “fire season”, the potential for fire breakouts is high, and requires extensive 24/7 preparation on the part of the National Society. (Photos: PRC)

*Prevention Month.* According to the Bureau of Fire Protection, a total of 2,277 fire incidents have been reported nationwide since January 2015, with 23 fire incidents reported on 1-3 March 2015 alone. In Manila itself, over 615 fire incidents have been reported since the beginning of 2015.

Responding to the fire, PRC has deployed two staff members, 20 volunteers and 11 disaster response teams to the affected sites. A water tanker from the PRC National Headquarters (NHQ) was also deployed together with an emergency medical team to support government efforts in putting out the fire and providing essential medical and/or ambulance services to those affected. PRC also continues to provide a range of welfare services to affected people in evacuation centres.



**During the hot and dry season, fire often breaks out in communities that find it hardest to recover, often due to urban poverty and lack of public services.**

**(Photo: PRC)**

Red Cross chapters around Metro Manila have been responding to scores of people affected by fires since the beginning of the year, with three chapters responding to the current situation. While this is only the beginning of March, resources are already being stretched, and it is impossible to predict the size and intensity of potential fire incidences and the magnitude to which these will affect people, especially urban dwellers in informal residences. It is in this context that PRC has requested for support from the IFRC Disaster Relief Emergency Fund (DREF) to enable the delivery of immediate relief assistance to affected families, including food and non-food items such as blankets, mosquito nets, sleeping mats and jerry cans as well as hygiene kits.

Planning for the response has been coordinated with the Manila Disaster Risk Reduction and Management Office (MDRRMO). Under this response PRC will deliver food assistance to 1,800 families and non-food relief to 900 families. Priority will be on families that have lost all or most of their possessions, and currently in evacuation centres.

## **Summary of the current response**

### **Overview of Host National Society**

On 2 March 2015, the PRC NHQ Operations Centre, which monitors all disaster incidences in the country, informed the PRC Manila Chapter of the fire incidences in Tondo, Manila. The chapter immediately deployed a team to the affected area. At the scene, PRC coordinated with the local authorities, provided emergency medical services to the first responders and people affected, and began carrying out needs assessments.

Subsequently, the Manila chapter also mobilized 20 volunteers, two staff members and 11 disaster response teams to the scene, while the NHQ deployed one water tanker with five support staff and an emergency medical team, which was on standby to provide possible ambulance assistance.

To date, the Manila Chapter of PRC has distributed hot meals to some 2,550 individuals inside evacuation centres.

### **Overview of Red Cross Red Crescent Movement in-country**

The Philippine Red Cross 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, Qatar Red Crescent, Republic of Korea National Red Cross, Spanish Red Cross, Swiss Red Cross and Taiwan Red Cross Organization, in-country. A majority of these partners are supporting PRC's response to Typhoon Haiyan and are not involved in the response to the fire in Manila. The IFRC has an interim Movement Coordinator in place who will continue to liaise frequently and support PRC in coordinating with in-country Movement partners, 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. For this response, PRC continues to coordinate with the Manila Disaster Risk Reduction and Management Office in planning the provision of relief assistance to affected families.

**Inter-agency coordination**

At country level, PRC and IFRC participate in Humanitarian Country Team (HCT) forums held both during disasters and non-emergency times. However, there is no involvement of other HCT actors as the response as it has been determined that the local authorities in Manila as well as local agencies — including PRC — have the capacity to respond. Current inter-agency coordination efforts are focused on the Typhoon Haiyan response.

**Needs analysis, beneficiary selection, risk assessment and scenario planning****Needs assessments**

The PRC Manila Chapter conducted assessments to confirm the status of the situation and verified the number of families affected by the fire, as well as the number of families and their situation inside the evacuation centres. Immediate needs have been identified to include food and water. Furthermore, since many families have lost both their homes and essential household belongings, there is the need to provide emergency shelter materials such as tarpaulins as well as hygiene kits and non-food items including blankets, mosquito nets, sleeping mats and jerry cans. PRC will also address health, welfare, and water and sanitation needs of people housed in evacuation centres.

**Beneficiary selection**

PRC has been present in the affected area since the fire broke out. As well as obtaining original lists of affected people from the DSWD and the local government, the PRC Manila chapter also has lists based on their own revalidation of beneficiaries in close coordination with local government units.

The main criteria for validation prioritize most vulnerable families among the populations directly affected by the disaster and who have not received sufficient assistance from the government or other organizations. Other considerations are people staying in evacuation centres; 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; persons with disabilities and of low economic resources, and; the sick and elderly with low economic base.

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**

The Manila chapter of PRC has the technical capacity and experience to deliver in this response with minimal support from the PRC headquarters and the IFRC Country Delegation. Funding support through DREF will enable the chapter to address the immediate needs of affected families in a timely manner.

**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 support to families most affected by the fire. The National Society will respond only to immediate needs and does not plan a post-relief intervention.

This DREF allocation aims to address the immediate needs of 1,800 families through the provision of food rations, household non-food items and emergency shelter materials. **The operation will be implemented over three months, and will therefore be completed by 6 June 2015. A Final Report will be made available three months after the end of the operation.**

**Overall objective**

This DREF operation aims to support the PRC in meeting essential immediate needs of people affected by the fire incident. Target families inside evacuation centres will be provided with emergency food items, household non-food items and emergency shelter materials.

**Proposed strategy**

PRC has sufficient disaster preparedness stocks in its warehouses in Cebu, Manila and Subic Bay. Blankets, hygiene kits, jerry cans, mosquito nets, sleeping mats and tarpaulins are being released from the warehouses with the DREF allocation to cover replenishment. Other costs to be covered include procurement of food by the Manila chapter, distribution and logistics costs, and other operational costs including volunteer allowance. All distributions of relief items will be led and carried out by the PRC staff and volunteers.

## **Operational support services**

### **Human resources**

The Manila chapter of PRC has the technical capacity and experience to deliver in this response with minimal support from the PRC headquarters and the IFRC Country Delegation. The Manila chapter of PRC mobilized 20 volunteers, two staff members and 11 disaster response teams for this response while the NHQ deployed five support staff and an emergency medical team. The DREF covers insurance for the volunteers who will support implementation of activities under the operation through PRC's own insurance scheme.

### **Logistics and supply chain**

*Hygiene kits, mosquito nets and tarpaulins, for replenishment of PRC's disaster preparedness stocks, will be procured from outside the Philippines via the IFRC zone logistics unit (ZLU) based in Kuala Lumpur, Malaysia. Food and other non-food items will be procured locally.* Logistics processes — including procurement, clearance, storage and forwarding to distribution sites — will be effectively managed following PRC and IFRC logistics procedures.

### **Information technology and telecommunications**

The operational area is Manila, and there is adequate information and communication technology (ICT) capacity for managing this intervention.

### **Communications**

The National Society has a communications unit which, among other, liaises with the media to highlight the work of the Red Cross. Press releases are issued on <http://www.redcross.org.ph/> and the latest item on the fire situation is available at this link: <http://www.redcross.org.ph/press/news/item/924-red-cross-in-full-alert-this-fire-season>.

IFRC has communications delegate who can provide support to the PRC, if required.

### **Planning, monitoring, evaluation, and reporting (PMER)**

Monitoring of distributions will be carried out through the use of beneficiary distribution records, and feedback from beneficiary households themselves. Reporting on the operation will be made in accordance with the IFRC minimum reporting standards. One update will be issued by end of April 2015 and a final report three months after the end of the operation. Both will be published on the IFRC public website: <http://www.ifrc.org>.

### **Administration and Finance**

The Finance Department of the PRC national headquarters will monitor and analyze expenditure according to the National Societies procedures. For local procurements, contracts with local traders will be signed as appropriate and payments executed against submitted invoices.





**ANNEX 1: ASSUMPTIONS AND RISKS TABLE TEMPLATE**

<b>ASSUMPTIONS &amp; RISKS</b>	<b>LIST IF SPECIFIC AFFECTED SECTORS OR STATE 'ALL'</b>	<b>Likelihood</b>	<b>Impact</b>	<b>CAN CONTROL; MITIGATE / INFLUENCE; OR ONLY FACTOR-IN</b>
Adequate support (technical, material, and financial) is available for the operation	All	M	H	Can mitigate
Future disasters do not impact upon the same affected areas and/or different areas, distracting resources and implementation schedules	All	H	H	Factor into disaster preparedness

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## Contact information

For further information specifically related to this operation, please contact:

- **Philippine Red Cross:**
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## How we work

All IFRC assistance seeks to adhere to the Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations (NGO's) in Disaster Relief and the Humanitarian Charter and Minimum Standards in Disaster Response (Sphere) in delivering assistance to the most vulnerable.

The IFRC's vision is to inspire, encourage, facilitate and promote at all times all forms of humanitarian activities by National Societies, with a view to preventing and alleviating human suffering, and thereby contributing to the maintenance and promotion of human dignity and peace in the world.

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

1. Save lives, protect livelihoods, and strengthen recovery from disaster and crises.
2. Enable healthy and safe living.
3. Promote social inclusion and a culture of non-violence and peace.

# DREF OPERATION

07/03/2015

MDRPH017 Philippines - Manila Fire Incident

<b>Budget Group</b>	<b>DREF Grant Budget CHF</b>
Shelter - Relief	28,632
Clothing & Textiles	9,806
Food	11,767
Water, Sanitation & Hygiene	11,895
Medical & First Aid	1,090
Utensils & Tools	9,413
<b>Total RELIEF ITEMS, CONSTRUCTION AND SUPPLIES</b>	<b>72,602</b>
Distribution & Monitoring	10,000
Transport & Vehicle Costs	5,556
Logistics Services	5,000
<b>Total LOGISTICS, TRANSPORT AND STORAGE</b>	<b>20,556</b>
National Society Staff	4,903
Volunteers	6,156
<b>Total PERSONNEL</b>	<b>11,058</b>
Workshops & Training	2,706
<b>Total WORKSHOP &amp; TRAINING</b>	<b>2,706</b>
Travel	1,994
Office Costs	1,373
Financial Charges	2,000
Other General Expenses	196
<b>Total GENERAL EXPENDITURES</b>	<b>5,563</b>
Programme and Supplementary Services Recovery	7,312
<b>Total INDIRECT COSTS</b>	<b>7,312</b>
<b>TOTAL BUDGET</b>	<b>119,798</b>