REVISED EMERGENCY APPEAL

Philippines | Typhoons and Floods



Aerial image of a flooded residential area in Cagayan province in the aftermath of Typhoon Marce. (Photo: Cagayan Public Information Office)

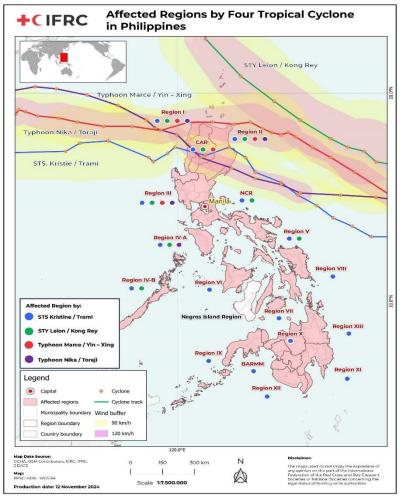
Appeal №: MDRPH056	IFRC Secretariat Funding requirements: Federation-wide Funding requirements:	
Glide №: TC-2-24-000193-PHL TC-2024-000204-PHL TC-2024-000208-PHL	People affected: 9,961,998 people²	People to be assisted: 17,250 families (86,250 people) ³
DREF allocation: CHF 900,000	Appeal launched: 30/10/2024	Appeal ends: 31/10/2025
Appeal Revision	Revision #: 1	Date: 14/11/2024

¹ The Federation-wide funding requirement encompasses all financial support to be directed to the Philippine Red Cross in response to the emergency. It includes the Philippine Red Cross' domestic fundraising requests and the fundraising appeals of supporting Red Cross and Red Crescent National Societies (CHF 3.2 million, increased from CHF 2.2 million in the first appeal), as well as the funding requirements of the IFRC secretariat (CHF 5.8 million, increased from CHF 5.3 million in the first appeal). This comprehensive approach ensures that all available resources are mobilised to address the urgent humanitarian needs of the affected communities.

² People affected: Increased from 7,134,954 people in the first appeal.

³ People to be assisted: Increased from 14,250 families (71,250 people) in the first appeal.

SITUATION OVERVIEW



Overview of four tropical cyclones affecting the same regions in the *Philippines*. (IFRC Map)

In the span of just three weeks, the Philippines has been battered by four tropical cyclones, and at the time of writing, two more are forecast to make landfall in the coming days.

First, Severe Tropical Storm (STS) Kristine (Trami) entered the Philippine Area of Responsibility (PAR) as a tropical depression on 21 October 2024. Even before making landfall, it caused severe flooding and landslides that impacted a significant number of people.

On 24 October, STS Kristine made landfall in Isabela province in northeast Luzon, then crossed to Mountain Province, and Ilocos Sur province on the same day. Kristine exited Luzon through Ilocos Sur on 25 October, however, the trough of the STS continued to unleash heavy rain and winds across vast areas, severely impacting Region III, IV-A, and V. It is, to date, the deadliest Tropical Cyclone (TC) to enter the country this year.

Following STS Kristine, Super Typhoon (STY) Kong-Rey (locally known as Leon) entered on 26 October and passed over the extreme northern region of Luzon bringing typhoon-strong winds, heavy rain, flooding, and landslides to the northern islands and the extreme north of the Philippine mainland. STY Leon exited the

country on 1 November 2024.

Tropical Storm (TS) Marce entered the PAR on 4 November and made landfall in Region II (Cagayan) on 7 November, bringing continuous heavy rains to the Cagayan Valley. The effects of Typhoon Marce were also experienced in Region I, CAR, and Region III. After the exit of TS Marce, Typhoon Nika entered the PAR on 9 September and moved across the CAR Region, while two other cyclones hovered outside the PAR. Nika intensified into a typhoon, making landfall in the vicinity of Dilasag, Aurora (Region II) and impacting Regions I, III, and IV-A.

The same areas were repeatedly impacted by these four tropical cyclones, with associated hazards (flooding, strong winds, landslides), intensifying the disasters manyfold. This impact was exacerbated by existing vulnerabilities and limited recovery capacity, compounded by the frequency and recurrence of these events.

TIMELINE OF EVENTS					
Tropical Cyclone	Entered the PAR	lmpact/ Landfall	Exited the PAR	Areas Affected	
STS Kristine (Trami)	21 October	22 October	24 October	NCR, CAR, Region I, II, III, IV-A, IV-B, V, VI, VII,	
STY Leon (Kong-Rey)	26 October	30 October (No landfall)	1 November	VIII, IX, X, XI, XII, Calabarzon, Mimaropa, Caraga, and BARMM.	
Typhoon Marce (Yin-Xing)	4 November	7 November	8 November	Region I, CAR, Region II, and Region III	
Typhoon Nika (Taraji)	9 November	11 November	12 November	Region I, Region II, Region III, and Region IV-A	

Typhoons Kristine, Leon, Marce, and Nika have had devastating impacts **across 19 regions**. As of 11 November, the National Disaster Risk Reduction and Management Council (NDRRMC) reported that **approximately 9.9 million people have been affected, leading to widespread displacement**, with 1,463,798 individuals residing either in evacuation centres or taking shelter with their relatives or friends. The combined effects of STS Kristine and STY Leon alone damaged over 200,000 houses and washed away more than 111,898 hectares of crops, severely disrupting transportation and communication networks. In Northern Luzon, Typhoon Marce damaged 28,181 houses in Regions I, II, and the CAR, and destroyed over 1,000 hectares of crops worth PHP 16 million. Typhoon Nika caused damage to 325 houses.

Extensive crop losses have made access to food a major challenge for at-risk and hard-to-reach communities whose livelihoods were damaged or disrupted by the floods, including vulnerable individuals, such as young children, elderly people, pregnant and lactating mothers, and people with disabilities. The timing of these cyclones has coincided with the lean harvesting season when communities significantly invest in agriculture and rely on October to December harvests. In addition to agricultural lands, there has been significant damage to power infrastructure, bridges, and other critical facilities.

Access to safe drinking water and sanitation has been compromised in 32 cities and municipalities. Over 1.4 million displaced people now face limited access to basic health care services, safe drinking water, and sanitation facilities, increasing the risk of disease outbreaks. The Department of Health anticipates an increase in leptospirosis cases in the next two weeks due to the severe flooding.

Protection remains a top concern, as overcrowding and the lack of privacy in evacuation centres leave women and children exposed to risks. Establishing safe spaces for women and children and preventing and responding to gender-based violence must be prioritised.

According to the Department of Education, over 38,000 schools have suffered infrastructure damage valued at PHP 3.3 billion (CHF 50 million) due to STS Kristine. The reconstruction of severely damaged classrooms will cost PHP 2.7 billion (CHF 41 million), while an additional PHP 680 million (CHF 10 million) is needed for major repairs. As a result, 90 per cent of school-enrolled children are facing learning disruptions, with in-person classes suspended in 38,333 schools, affecting approximately 19.4 million students, and disrupting the work of 786,726 teaching and non-teaching personnel.

Typhoon Marce further devastated Cagayan province, blowing off school rooftops, damaging homes and government buildings, and triggering floods that submerged farms and residential areas. Towns such as Aparri, Pamplona, and Santa Ana also reported extensive damage from flooding and strong winds. These areas were hit just last month by Severe Tropical Storm Kristine (Trami) and Super Typhoon Leon (Kong-Rey), and parts of Cagayan were again submerged in deep floodwater by Typhoon Nika.

At the time of writing, two more tropical cyclones are impacting the country. Typhoon Ofel (Usagi) has made landfall in Cagayan, however, the extent of its damage is not yet known. Tropical Storm Man-yi (Pepito) is expected to intensify into a typhoon and enter the PAR region shortly. In response to these developments, the Emergency Appeal may require further revision to address the impacts of these additional two cyclones. In the Philippines, an average of 20 tropical cyclones are impacting the country annually.



EMERGENCY APPEAL REVISION

The first Emergency Appeal (MDRPH056) was published on 31 October 2024. Since then, the situation has evolved significantly, with new tropical cyclones entering the country and others projected to make landfall in the coming days. This scenario presents a need for a more comprehensive, widespread and agile response and recovery strategy that can address the rapidly changing needs of affected people, resulting from the compounded impacts of successive tropical cyclones.

The proposed revision encompasses the effects of all the recent tropical cyclones, including the two upcoming storms (Typhoon Usagi/ Ofel and Tropical Storm Man-Yi/ Pepito) expected shortly. Given the broad impact of multiple cyclones, the appeal has been renamed "Philippines – Typhoons and Floods". The revised Emergency Appeal has been scaled-up to support 86,250 people (17,750 families) instead of the original target of 71,250 people (14,250 families). Additionally, the geographical scope has been extended to include four heavily impacted provinces, now covering 12 of the most affected provinces in the Philippines. This selection considers both current and anticipated TC impact zones, including direct paths and areas to be impacted by the storm's troughs and tails. New interventions have been included to address emerging needs, especially emergency shelter assistance and school repairs.

TARGETING

This operation aims to meet the immediate, lifesaving and early recovery needs of an estimated **86,250 of the most vulnerable people (17,250 families)** across 12 provinces: Camarines Sur, Camarines Norte, Albay, Masbate in Region 5 (Bicol); Batangas, Laguna, Cavite, and Quezon in Region 4A (Calabarzon); as well as Aurora, Cagayan, Isabela in Region 2 (Cagayan Valley); and Apayao in the CAR (Cordillera Administrative Region). This revised target addresses the needs of an additional 15,000 individuals (or 3,000 families) in four additional provinces compared to the original Emergency Appeal.

The communities targeted for response and recovery operations are those most vulnerable, hardest hit, and least supported by other sources. The primary targets include displaced individuals and families who are not targeted by other humanitarian agencies. Low-income families also require support, as they often face greater challenges in recovery and may struggle to afford necessities such as food, clothing, and shelter.

Elderly individuals need special attention due to their specific health needs and mobility limitations, which make them more vulnerable during and after a disaster. Women and





PRC volunteers conducting an initial assessment in Camarines Sur on 27 October 2024. (Photo: PRC)

children, particularly pregnant, lactating women and female-led households, face heightened protection risks, including gender-based violence and limited access to basic, lifesaving services like education and healthcare. People with disabilities encounter unique challenges in accessing emergency services, making them particularly vulnerable in disaster situations. The Philippines has higher disability rates compared to the global average: 12 percent of Filipinos aged 15 and older live with severe disabilities, while another 47 per cent experience moderate disabilities, and 23 per cent face mild disabilities. These individuals may encounter significant barriers when accessing humanitarian assistance.

Farmers and fisherfolk are significantly affected as they rely on land and water for their livelihoods and suffer substantial losses during flooding. Finally, communities in high-risk areas, such as flood-prone locations or informal settlements, are especially vulnerable to recurring hardships and should be prioritised for assistance. By targeting displaced individuals, low-income families, the elderly, women and children, people with disabilities, farmers and fisherfolk, and residents in high-risk areas, this operation aims to meet immediate needs while building resilience within these communities.

An analysis was conducted using available secondary data from government sources, including reports from the NDRRMC, Department of Agriculture, and Department of Public Works and Highways, as well as media reports and information from the PRC's Operations Centre. This information was validated by the Philippine Red Cross (PRC)'s local chapters. Currently, Rapid Damage and Needs Assessments (RDANA) are being conducted in multiple locations, and the initial primary findings and gaps analysis have guided PRC and IFRC teams in identifying the initial geographic areas and priority intervention strategies in different municipalities and chapters.

The PRC prioritises provinces and municipalities based on several key variables: Percentage of affected families (30 per cent affected), extent of damages (including flooding and livelihood losses), logistical considerations, poverty incidence ranking of the province, and the presence of key stakeholders.

PLANNED OPERATIONS

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Through this Emergency Appeal, the International Federation of Red Cross and Red Crescent Societies (IFRC) is supporting the PRC in responding to the impact of typhoons and floods. This operation aims to reach 86,250 people and will focus on providing immediate relief to meet the basic needs of the affected population and mitigate the disaster's impact on health, hygiene, sanitation, and livelihood opportunities, as outlined below:

Integrated Services

(Shelter, Cash, and Livelihood assistance)

Multipurpose cash assistance will be offered to meet the immediate needs of the affected population, prioritising their overall well-being and dignity.

Considering the number of families whose livelihoods are lost, emergency food assistance will be prioritised to ensure immediate food and nutrition security for the most vulnerable families. This assistance will be delivered in the form of hot meals and food packs (for three days for a family of five).



The PRC has been supporting local government units (LGUs) with clearing debris, mud, and stranded vehicles. The National Society will continue to provide essential household items, such as sleeping kits, kitchen sets, jerry cans, and hygiene kits, to the most affected families who have lost vital supplies due to the flooding.

Shelter toolkits and tarpaulins will be provided to quickly address the needs of households in repairing damage to their homes caused by the typhoons. Additionally, Safe Shelter Awareness and Shelter Toolkit (STK) orientation sessions will be conducted for the targeted population to ensure they are well-informed about safer construction techniques and the proper use of the provided materials.

Household Livelihood Assistance (in the form of conditional and restricted cash transfers) will be provided in areas where livelihoods have been severely impacted,

primarily focusing on fisherfolks and farmers. Furthermore, the PRC will implement Community-Managed Livelihood Projects and Community Savings Groups to complement recovery efforts by improving the financial resilience of communities through collaborative formation, financial literacy promotion, and skill building. The focus will remain on promoting income-generating livelihood activities that are locally viable and aligned with the community's existing skills and expertise.

Health and Care, including Water, Sanitation, and Hygiene (WASH)

(Mental Health and Psychosocial Support/Community Health)

The PRC has prioritised search and rescue activities in the initial phase of the operation, deploying teams and rolling assets to assist and evacuate submerged and affected community members to safety, prioritising children, the elderly, persons with disabilities, pregnant and lactating women, and those needing medical attention.

First aid teams and ambulances have been deployed to support injured individuals and those with medical needs. Furthermore, the PRC will deploy mobile health teams through Health Caravans to provide immediate access to basic health care services and establish local referral systems to individuals requiring higher levels of care, prioritising vulnerable groups, including children, pregnant women, the elderly, and people with pre-existing medical conditions.

Prolonged flooding often leads to disease outbreaks, which may lead to public health emergencies. PRC volunteers will conduct disease prevention campaigns and health and hygiene promotion activities, using a range of methodologies and platforms to deliver key messages on high-risk health concerns such as leptospirosis, skin infections, dengue, and diarrheal diseases. These efforts will strengthen the capacity and resilience of communities in mitigating health risks posed by disasters. Mother and newborn kits will also be provided.

Water sources in the affected communities have been contaminated due to the flooding. The PRC will deploy its WASH assets, such as water tankers, water bladders, filtration units, and water purification tablets, to provide access to clean and potable water. Mosquito nets, family hygiene kits, and jerry cans will also be distributed as part of the relief efforts.

Welfare desks will be established to provide psychosocial first aid and other mental health and psycho-social support services.

Depending on the needs of the affected communities, the PRC will support local governments in rehabilitating damaged water and sanitation facilities as part of its commitment to strengthening the health system.

Protection and Prevention

(Protection, Gender and Inclusion (PGI), Community Engagement and Accountability, and Education)



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The PRC will implement PGI Minimum Standards in Emergencies throughout this operation to ensure all relief efforts will be inclusive and do no harm.

Targeting will be based on the assessed risks and needs and focus on at-risk groups such as women-headed households, pregnant or lactating women, families with persons with a disability, older people, those suffering from chronic illnesses, families with children under five years of age, families who have not received any or sufficient assistance from other agencies, those who belong to socially marginalised groups, and those who lack the resources to meet basic humanitarian needs on their own. The collection of sex, age and disability disaggregated (SADD) data will guide the PRC in designing interventions which meet the needs of at-risk groups.

The PRC will assess the risks posed to children and other at-risk groups by this operation, ensuring that safeguarding measures are in place across all interventions.

To address the disruption of education and damage to school infrastructure, the PRC will provide school kits to children and materials to schools that were affected by the floods. Additionally, child-friendly spaces will be established in evacuation centres to protect children and restore a sense of normalcy, offering age-appropriate and child-friendly activities.

Community engagement and accountability, including feedback mechanisms, will be integrated into the operation to ensure accessible and inclusive community participation as well as direct access to information on the nature and scope of the services provided.

Enabling approaches

The sectoral interventions outlined above will be supported and enhanced by the following enabling approaches:

Coordination and Partnerships

The PRC's National Headquarters and local chapters are regularly coordinating with local authorities on gaps and needs in the response efforts. The chapters are currently coordinating with LGUs to gather situational and operational updates to respond in a timely and appropriate manner in the most affected communities, complementing the efforts of LGUs and other agencies. At the national level, the PRC is collaborating with relevant authorities, especially the NDRRMC.

The IFRC Secretariat will support the PRC, which is leading the overall response operation, by ensuring a coordinated approach with Participating National Societies (PNS) present in the Philippines and National Societies supporting the PRC without having a direct presence in the country.



The PRC and IFRC have been continuously coordinating with various government and non-government agencies, including members of the Humanitarian Country Team (HCT). Furthermore, the PRC, IFRC, ICRC, and PNSs will continue to coordinate through established platforms, such as Movement Coordination meetings hosted by the PRC.

Shelter Cluster Coordination

In support of the Department of Human Settlements and Urban Development, the lead agency in the Government of the Philippines cluster structure, the IFRC will co-lead the Philippines Shelter Cluster in providing coordination services to streamline the humanitarian shelter response to the devastating impact of the recent and incoming tropical cyclones. This will include coordinating damage assessments, prioritising targets for the shelter sector, and providing guidance on shelter standards. To avoid duplication of efforts and ensure a cohesive and compressive shelter response, improved coordination mechanisms with LGUs and other humanitarian organisations will be further strengthened. Regular coordination meetings and information sharing platforms will streamline activities and optimise resource use.

IFRC Secretariat Services

The IFRC Philippines Country Delegation will provide the PRC with technical and operational support, including surge support, as required to ensure accountability and compliance throughout the operation.



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A Federation-wide approach will be maintained in planning, implementation, monitoring, reporting, and evaluation. Reporting and monitoring of the operation's targets will be conducted in accordance with IFRC monitoring and reporting standards.

The IFRC will provide the necessary support to the operation to effectively manage procurement and finance processes according to IFRC standards and procedures.

National Society Strengthening

All volunteers involved in the operation will be insured under the PRC's Membership and Accident Assistance Benefit (MAAB).



As part of National Society Development (NSD) in emergencies, some chapters will receive support for basic infrastructure and equipment that were damaged or worn-out during response and recovery operations. Water supplies have been a critical component of the PRC's operations, and the procurement of some water treatment equipment, water tankers, and water storage bladders may be necessary to enhance the PRC's response capacity in the future.

A significant focus will be placed on mobilising, engaging, and strengthening the capacity of RC143 volunteers across this emergency operation.



The Emergency Appeal will also contribute to the PRC's NSD goals as envisioned in the One PRC Plan and the Unified Plan 2025.

The planned response reflects the current situation and is based on the information available at the time of this Emergency Appeal launch. Details of the operation will be updated through the revised Operational Strategy to be released in the coming days. The Operational Strategy will also provide further details on the Federation-wide approach, which includes the response activities of all contributing Red Cross and Red Crescent National Societies, and the Federation-wide funding requirement.

After 31 October 2025, response activities to this disaster will continue under the <u>IFRC Network Philippines</u> <u>Country Plan for 2025</u>. The IFRC Network Country Plans show an integrated view of ongoing emergency responses and longer-term programming tailored to the needs in the country, as well as a Federation-wide view of the country's action. This aims to streamline activities under one plan, while still ensuring that the needs of those affected by the disaster are met in an accountable and transparent way. Information will be shared in due course, should there be a need for an extension of the crisis-specific response beyond the above-mentioned timeframe.

RED CROSS RED CRESCENT FOOTPRINT IN COUNTRY



Image: series of the series

Republic Act No. 10072 of the Philippines recognises the PRC as an auxiliary to the public authorities and as the nation's largest humanitarian organisation. The PRC operates through its 102 chapters covering all administrative districts and major cities in the country.

The PRC has more than 1,900 staff at both the national headquarters and chapter levels, and approximately one million volunteers and supporters, of whom more than 541,000 are active volunteers. At the chapter level, the Red Cross 143 programme ensures a robust presence of trained and equipped volunteers on standby at the community (barangay) level, enhancing the overall

capacity of the National Society to prepare for and respond to disaster situations.

The PRC maintains countrywide disaster management stocks and rolling assets, which it will deploy from different regional warehouses, especially those in Cebu, Namayan, and Subic. For this operation, water tankers, food trucks, ambulances, response vehicles, and payloaders for debris clearing will be deployed. The PRC's core programmes and services include blood services, disaster management and relief services, dissemination of

international humanitarian law, health services, safety services, social services, and support for volunteers and youth.

Under the PRC's chapter capacity categorisation (A to E), the chapters involved in this operation fall across all categories. Region 2 chapters Isabela and Cagayan are classified as category D, while Aurora is category E. The Apayao chapter in the CAR is also identified as category E. Region V (Albay, Camarines Sur, Camarines Norte and Masbate) is category D, Batangas is category B, Laguna falls under category A, Cavite is B/C, and Quezon is category D. The variance in categorisation reflects differences in terms of capacity, with B to E category chapters having limited ability to generate local funding. Chapters in the lower categories can typically cover only basic operational costs and resource mobilisation, requiring support from the National Headquarters and other chapters to undertake assessments and implement sectoral response and early recovery activities. Additional support will be needed in terms of management and technical implementation.

IFRC Membership coordination

The PRC is working closely with the IFRC, with the IFRC's Philippine Delegation supporting the PRC in providing updates to the IFRC network in-country. Currently, there are six PNSs in the Philippines (Spanish Red Cross, German Red Cross, the Netherlands Red Cross, American Red Cross, Finnish Red Cross, and Canadian Red Cross) supporting the PRC, with three of them having a special focus on disaster risk reduction and disaster risk financing. The IFRC maintains daily contact with partners and ensures regular updates on the ongoing operations.

Partner briefings have been held regularly since the onset

of the situation to share updates and discuss opportunities for supporting the operation. Several partners have indicated their willingness to contribute and support the operation, while the funding confirmation is in process.

Red Cross Red Crescent Movement coordination

The International Committee of the Red Cross (ICRC) is present in the Philippines, with its headquarters in Manila, an operational base, and a warehouse in Mindanao Island. The ICRC has supported the PRC's communications on the ground by providing satellite phones for the operation, along with a pledge of CHF 400,000.

Several partners have indicated their willingness to contribute and support the operation, while the funding confirmation is in process. The American Red Cross has pledged to support the PRC through the Quick Action Fund, which will be used for the PRC's Humanitarian Caravan deployed to Camarines Sur and for providing hot meals in the municipality during the immediate response phase. The German Red Cross has pledged complementary support to address any gaps in the PRC's Kristine operation from its Advancing DRR and Anticipation in Most Vulnerable Communities in the Philippines (ADRRA) programme. The PRC has also mobilised prepositioned jerry cans from Canadian Red Cross-supported stocks for this response, along with two water trucks refurbished under a previous initiative. The Canadian Red Cross has further pledged support through the





Emergency Disaster Assistance Fund (EDAF). The existing Movement Coordination mechanism in-country will guide coordination between partners for this operation. The PRC will hold regular operational coordination meetings to discuss the implementation's progress, accomplishments, and possible bottlenecks. To complement these meetings, the PRC will share regular updates on the operation with the IFRC and partners. Periodic strategic coordination will take place through the regular membership coordination meetings, with specific sessions dedicated to the emergency operation.

External coordination

As an auxiliary to the public authorities, the PRC maintains a strong relationship with government bodies through participation and collaboration with the NDRRMC.

The PRC and IFRC are continuously coordinating with various government and non-government agencies, including the HCT. Participating agencies have shared situational information and updates on their preparedness and response activities. The Inter-Cluster Coordination Group (ICCG), together with its partners, is on the ground in many of the most affected areas. They have conducted harmonised needs assessments, which have been consolidated into an assessment report by OCHA. HCT meetings have been called to consolidate the combined response efforts of HCT members and discuss the humanitarian needs on the ground. The revised Emergency Appeal will be shared with HCT partners to improve their understanding of the interventions, the role of the Red Cross in the country, and to solicit support and collaboration where possible. On 12 November 2024, the HCT convened and launched the Humanitarian Needs and Priorities (HNP) document, appealing for USD 32.9 million in assistance to support people affected by a series of tropical cyclones in the Philippines. The IFRC Emergency Appeal and the PRC's overall response plan will complement the efforts of the HNP, ensuring adequate collaboration in strategies and interventions at both the national and local levels.

The Shelter Cluster Coordinator is currently assisting the Department of Human Settlements and Urban Development (DHSUD) with the situational analysis and providing support to other shelter cluster partners with information and coordination. The IFRC Country Delegation continues to support the operations of the Shelter Cluster in the Philippines, maintaining support for capacity-building initiatives for the government's Shelter Cluster-led agency, DHSUD. It's a global commitment of IFRC to host and convene the shelter cluster in times of emergencies particularly disasters. In the Philippines, the shelter cluster cluster coordinator is actively supporting the government led agency of the shelter cluster, Department of Human Settlements and Urban Development (DHSUD).

Contact information

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Reference

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