

Philippines Humanitarian Country Team

# Humanitarian Response and Resources Overview for Northern Philippines 2018 typhoons



Credit: FAO

# Philippines: Humanitarian Country Team's Revised Humanitarian Response and Resources Overview for Typhoons Mangkhut/Yutu (08 Nov)

Key Figures As of 08 November (DSWD DROMIC)

**3.8M**  
people affected

**294,000**  
people in need

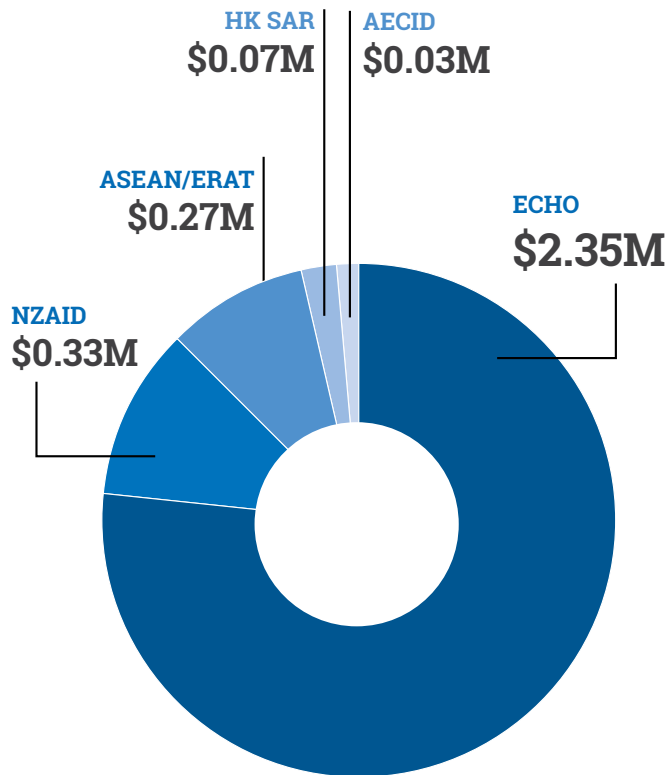
**989**  
schools damaged

**\$551M**  
agricultural losses

**165,000**  
people targeted

**\$31M**  
required (US\$)

## TOTAL FUNDING RECEIVED AS OF 08NOV(US\$)



**\$3.05M\***  
9.8 per cent funded

\*\$2.5 million in additional contributions have been made directly to the Red Cross

## SITUATION OVERVIEW

Two successive typhoons hit the Northern Philippines in September and October 2018. Typhoon Yutu (locally known as Rosita) made landfall in Dinapigue, Isabela on 30 October (with peak wind intensity of 150 km/h), six weeks after Typhoon Mangkhut (Ompong) made landfall in Baggao, Cagayan on 15 September (with a peak wind intensity of 200 km/h). Mangkhut and Yutu were categorized as strong typhoons that caused heavy rains, widespread flooding and multiple landslides in regions I, II, III, CAR and VIII. The combined impact of the two typhoons affected a total of 51 provinces and resulted in widespread damage to agriculture and houses. In terms of agriculture, the total losses caused by Yutu on rice and high value crops now totals to Php 2.89 billion (USD55 million), adding to the Php 26.7 billion (\$496 million) total agricultural losses caused by Mangkhut. Mangkhut affected a total of 171,932 farmers while Yutu directly affected an additional 30,810 farmers in 12 provinces. As of 6 November, Mangkhut reportedly damaged 318,184 houses while Yutu damaged 24,000 houses, mostly made of light materials. For other facilities, at least 989 schools were also damaged.

Local communities of Abra, Cagayan, Ifugao, Isabela, Kalinga and Mountain province were affected by repeated displacement within the combined 100 km-radius along the paths of Mangkhut and Yutu. As of 6 November, Mangkhut displaced 1.57 million people while Yutu displaced 203,000 people. 93 deaths were confirmed due to the two typhoons.

The Humanitarian Country Team (HCT), in close coordination with the national and local government, conducted an inter-agency rapid needs assessment for typhoon Mangkhut on 17-18 September. While for typhoon Yutu, the HCT, with support from 10 international non-government organizations and local partners working as part of the response efforts or doing early recovery works for typhoon Mangkhut, conducted a virtual assessment on 31 October-01 November. Drawing from their direct observations, local NGOs and partners assessed how typhoon Yutu's impact further exacerbated the identified needs of the affected communities on shelter, food security and agriculture, WASH, health, education and the early recovery and livelihoods. Part of the assessment looked into the increased protection risks to the most vulnerable and marginalized, including women, children, elderly, persons with disabilities, social ethnic and other minorities as well those considered as living in the geographically isolated and depressed areas, mostly local residents from coastal areas.

This Humanitarian Response and Resources Overview for Northern Luzon typhoons is intended as a targeted contribution towards the Government response, and has been revised by the Philippines HCT to reflect current needs and priorities based on the assessed impact of typhoons Mangkhut and Yutu. The coverage period has been extended from three to six months to capture early recovery priorities.

## STRATEGIC OBJECTIVES

1. To augment national efforts to restore the livelihoods and promote the rapid recovery of the most vulnerable households through the provision of cash assistance, and rehabilitation of livelihoods and damaged infrastructure;
2. To restore the safety and dignity of the most vulnerable populations by ensuring they have access to safe housing and basic services, and regained food security.

## RESPONSE MODALITIES

### SUPPORT GOVERNMENT-LED RESPONSE



Provincial and municipal authorities are leading disaster response and relief efforts following the typhoon. As of 06 November, the Department of Social Welfare and Development had distributed 198,200 food packs and

223,000 relief items including family, hygiene and sleeping kits, jerry cans and water purification tablets, and maintains child- and women-friendly spaces in all remaining evacuation centres. The Philippine Red Cross, non-governmental, civil society and faith-based organizations are on the ground responding to the residual humanitarian and early recovery needs in local communities. The Departments of Agriculture and Education are also conducting assessments and initiating response activities to address immediate needs in those sectors.

The Humanitarian Response and Resources Overview reflects the requests for support received by the HCT clusters from Government counterparts, and those sectors identified as priorities through the Rapid Needs Assessment. The aim is to articulate targeted needs to be met by the international humanitarian community, to augment the Government-led response.

### PROTECTION



Following disasters such as Typhoon Mangkhut, the risk of protection concerns including separated and unaccompanied children, child labour, psychosocial trauma and gender-based violence (GBV) is known to increase. Displacement, for example, amplifies the risk of missing persons, separated, and unaccompanied children, and having families separated, while evacuation or temporary housing may not provide access to basic facilities that are safe for women and children. Prior to the disaster, 16 percent of women age 15-49 in CAR had experienced physical, sexual or emotional violence perpetrated by their partners; the risk of these rates increasing further, rises following a disaster such as a typhoon.

Given the protection risks faced by typhoon-affected communities, protection concerns will be mainstreamed through the activities of clusters in this plan, including ensuring risk mitigation measures are in place in all cluster responses.

### CASH-BASED RESPONSES



The HCT Rapid Needs Assessment highlighted a strong preference for cash as a response modality, including both conditional cash transfers and multi-purpose cash transfers, which is reflected in the Humanitarian Response and Resources Overview. The assessment highlighted the preference for cash to meet immediate household needs, such as food, due to families' loss of income, as well as cash support to families hosting displaced people. Provision of cash was also highlighted to allow people to purchase shelter materials, as well as to restart their livelihoods. The assessment showed that markets are functional and largely accessible, and that items are available, although some increase in price was noted.

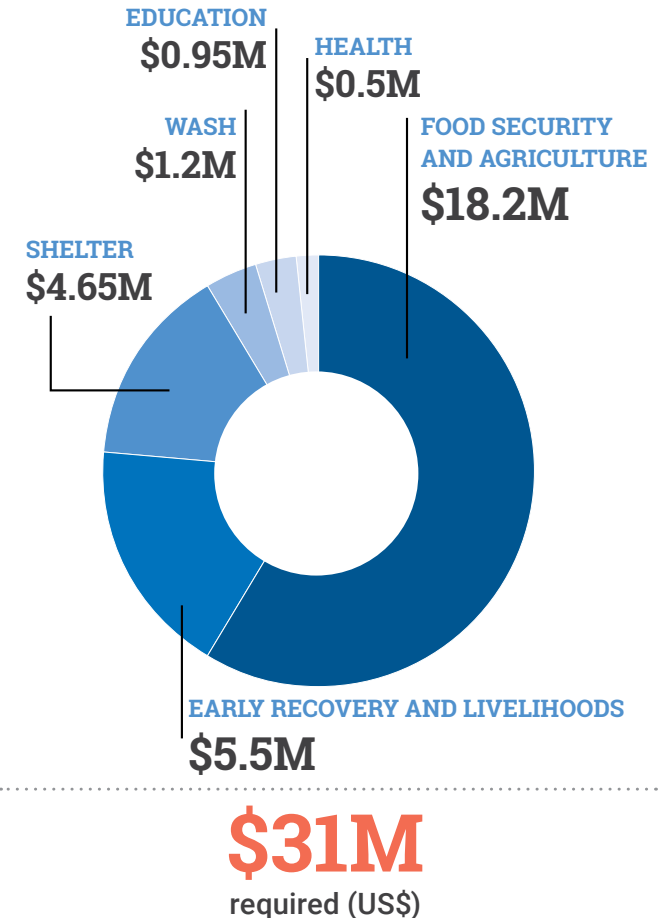
### TRANSITION TO RECOVERY



The focus of the revised response is on helping communities to move to the recovery phase as quickly as possible. For example, where possible, families whose houses have been damaged will be provided with repair materials. In addition, while the Food and Security Cluster through WFP provides cash transfer assistance through Western Union to meet the immediate needs of farmers, the Early Recovery Cluster will roll out a cashless "digital wallet" platform to support the reestablishment of livelihoods and enable rice farmers to be enrolled in weather-index-based insurance to protect them against future catastrophic events. Furthermore, emergency agricultural assistance, including the distribution of rice and corn seeds and fertilizer for the November/ December planting season and rehabilitation of damaged small-scale infrastructure is prioritised, together with the provision of farm equipment, fingerlings, feeds and fishing gear to support income generation.

## FUNDING BREAKDOWN

US\$31 million is sought to provide humanitarian and rapid recovery assistance to 165,000 people in shelter, food security and agriculture, WASH, health, education, and early recovery and livelihoods for six months.



## CONTACT DETAILS

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## RESPONSE BY SECTOR



## SHELTER

**Target areas:** CAR (Abra, Apayao, Benguet, Ifugao, Kalinga, Mountain Province); Region I (Ilocos Norte, Ilocos Sur) and Region II (Cagayan and Isabela)

**Target beneficiaries:** 125,000 of the affected population, approximately 25,100 families

**Funding required:** \$4,650,000

**Government lead:** Department of Social Welfare and Development (DSWD)

**HCT lead:** IFRC

### SECTOR OVERVIEW:

It is established that the sequence of typhoons most severely affected the lower socio-economic groups, especially families living in houses with weak structures made from lightweight materials, extremely vulnerable to the stress of high winds and heavy rain, and therefore the most damaged or destroyed (predominantly timber framed houses with CGI roofing and traditional houses with light frames and thatch or local grass roofing). However, even more robust houses (reinforced concrete and masonry structures) had their CGI roofing and roof structure heavily damaged. Other household items and non-food items have also been lost or badly damaged, resulting from the disaster.

Most people who moved to Evacuation Centres, as a pre-emptive measure, have returned to their homes and the majority are at different stages of self-repairing their damaged houses with limited or no financial assistance or technical guidance, often unable to Build Back Safer, and in need of shelter recovery assistance.

Those who have returned to their homes but have not been able to repair their damaged or destroyed houses, are mostly staying with friends or relatives, in a precarious and vulnerable condition, in need of immediate emergency shelter assistance, and further shelter recovery support.

Those displaced by landslides, who will not be able to return to cordoned off high risk areas, are either still in evacuation centres or elsewhere being hosted by families, and in need of emergency shelter assistance while waiting for government decision making and support.

According to the HCT Rapid Needs Assessment, DSWD DROMIC reports and Shelter Cluster partners needs assessment reports, those most in need of immediate assistance are families who have lost their homes, families displaced by landslides and flash floods unable to return, low-income households who cannot afford the repairs or purchase of materials, such as small labour or renter farmers, single headed /female headed households, the elderly and Indigenous People. An emerging group of vulnerable people, are those with houses damaged by both typhoons.

In support of the whole of Government of the Philippines led response, considering limited available resources and capacity of shelter agencies, the proposed targeting covers only 19% of the total reported damage (12% of the destroyed houses – identified as most vulnerable - and 7% of the damaged houses – identified as heavily damaged houses of the most vulnerable) with emergency and recovery shelter assistance, as required.

### PRIORITY RESPONSE:

#### Short-term emergency shelter assistance (ESA):

- Distribution of Emergency Shelter Kit or Shelter Repair Kit to heavily damaged and destroyed houses
- Cash assistance to displaced families (rental support, hosted and hosting families support)
- Transitional shelter and House Land and Property (HLP) assistance to families displaced by landslides, unable to return and targeted by Government for relocation
- Development and dissemination of information, education and communication materials on HLP, BBS, and Disaster Preparedness and the Disaster Risk Reduction (DRR).

#### Medium-term shelter recovery assistance (SRA):

- Core shelter and House Land and Property (HLP) assistance to families displaced or with destroyed houses
- Conditional Cash assistance (labour, tools, materials and fixings)
- Distribution of appropriate construction materials (CGI sheets and structural quality timber)
- Technical assistance to those rebuilding their heavily damaged or destroyed houses
- Mobilisation of community focal points (e.g. BaReCom) for cascading and monitoring BBS and DP / DRR

RESPONSE BY SECTOR



## FOOD SECURITY AND AGRICULTURE

**Target areas:** Vulnerable agricultural communities in Regions I, II, and CAR affected by typhoons Mangkhut and Yutu, and vulnerable people in communities in Benguet affected by landslides following the two typhoons

**Target beneficiaries:** 33,000 households / 165,000 people

**Funding required:** \$18,249,000

**Government lead:** Department of Agriculture (DA)

**HCT lead:** FAO and WFP

### SECTOR OVERVIEW:

Most of those affected by the typhoons Mangkhut and Yutu are dependent on farming or fishing for their major source of livelihood. According to the Department of Agriculture (DA), over 550,000 ha of agricultural land has been affected by the Typhoon Mangkhut, and agricultural losses of PHP26.7 billion (US\$496 million). For Typhoon Yutu, losses to agriculture is PHP2.89 billion (US\$55 million), with damaged agricultural areas at over 100,000 hectares. The provinces of Isabela in Region II and Kalinga in CAR have been reported as the hardest hit in the agriculture sector. The disruption to agricultural production continues to negatively impact the availability of food over the coming months, while the loss of the September and October harvest will seriously impact farmers' livelihoods, further exacerbating food insecurity and malnutrition.

It is noted that Typhoon Yutu affected also areas that were affected by previous Typhoon Mangkhut, particularly those crops that were not completely damaged by the previous typhoon, due to resulting landslides, flooding and storm surge. Initial reports likewise indicate that Typhoon Yutu affected the livestock/poultry, fisheries and other agricultural infrastructure and equipment.

Affected farmers are also engaged in backyard gardening, which were damaged by the typhoons. These household gardens are vital as they contribute to families' nutritional intake, promote crop diversification, serve as source of cash, and, in some cases, articulate the role of women and children in household food production and security.

Education of children was also heavily affected, 6 elementary and 2 secondary schools are temporarily suspended as the locations were identified to be hazardous. Children were catered in mobile classrooms and temporary shelters with shifting classes. They were given intermittent and insufficient feeding by a

few local NGOs just to keep them in school. Emergency school feeding was identified as a priority.

It is highly important to support affected farmers and fisherfolk in immediately restoring their production activities and livelihoods to resume income-generating activities and minimize prolonged dependence on food aid and increased food insecurity and malnutrition.

It is likewise critical that affected farmers and fisherfolk receive appropriate and timely emergency recovery assistance to rehabilitate damaged small-scale agricultural infrastructure and to build capacity to enable productivity and link the farmers to markets/agribusiness value chains.

Benguet province was heavily affected by landslides, including the deadly landslide in the municipality of Itogon which claimed the lives of numerous people. Following this, the Government ordered the closure of all small-scale mining operations in CAR, with significant impact on the communities that rely on mining as their primary source of income. Given the lack of alternative livelihoods, these communities are at acute risk of food insecurity, and require immediate conditional and unconditional assistance.

RESPONSE BY SECTOR



## FOOD SECURITY AND AGRICULTURE

### PRIORITY RESPONSE:

- Appropriate and timely agricultural assistance, including certified rice, corn and vegetable seeds for immediate planting for the November/December planting season as well as fertilizers for rice and corn, vegetable seeds, hand tools and equipment for planting and harvesting, fingerlings and feeds. Fishing gear and equipment will be provided to resume income-generating activities and minimize prolonged dependence on food aid. Rehabilitation of damaged small-scale infrastructure is crucial to facilitate re-integration into the value chain
- Training on agriculture production, post-harvest, food processing as well as on Disaster Risk Reduction Management and Climate Change Adaptation (DRRM/CCA).
- Provision of multi-purpose cash transfers to cover immediate food needs and to allow affected people to restart agricultural activities for three months. In collaboration with DA and DSWD, provide affected farmers and their families with unconditional and conditional support to meet their food security needs.
- Rehabilitation of small-scale agricultural and fisheries infrastructure, based on identification of beneficiary agricultural communities by FSAC, DA and LGUs, such as; small-scale irrigation systems and fisheries facilities (fishponds & hatcheries). Provision of mechanical dryer, rice mill and corn mill facilities, small agricultural storage facilities, including cold storage, and small agricultural trading centres/fish landing sites/markets in rural communities.
- In coordination with DA and LGUs, capacity building activities including; value chain enhancement and livelihood diversification, DRR-CCA practices for the vulnerable agricultural communities, and mainstreaming these in local planning.
- Emergency School Feeding in the affected schools.



Credit: FAO

## RESPONSE BY SECTOR



# WATER SANITATION AND HYGIENE

**Target areas:** 14 Municipalities in Cagayan (Region II), Apayao (CAR), Kalinga (CAR) and Benguet (CAR)

**Target beneficiaries:** 30,000 people (targeting displaced people and most vulnerable populations)

**Funding required:** \$1,200,000

**Government lead:** Department of Health (DOH)

**HCT lead:** UNICEF

### SECTOR OVERVIEW:

Widespread flooding and landslides following Typhoon Mangkhut have contaminated or damaged many water sources such as wells, hand pumps and water pipes. In a number of areas this was further compounded by Typhoon Yutu. There are fears that contaminated and limited water sources could lead to increase in incidence of waterborne diseases. Municipal health offices have expressed the need for household water treatment products which are not readily available at the local market.

Given the extensive damage to people's homes, there are concerns that latrines will have been severely damaged too (although no specific sanitation assessment has been conducted as yet.)

Local governments distributed hygiene kits and water kits to evacuation centres, but not all families were covered or some of the kits contain limited number hygiene products.

With Typhoon Yutu further aggravating the WASH situation in a number of communities that were affected by Typhoon Mangkhut, WASH Cluster partners will consider expanding coverage of their assistance as may be necessary and feasible.

Partners are implementing their respective response and early recovery interventions, both for Typhoon Mangkhut and Typhoon Yutu, in collaboration with DOH regional offices, provincial and municipal health offices. As such their actions are also geared towards increasing the capacity of local governments in WASH programming in both emergency and development contexts.

### PRIORITY RESPONSE:

- Distribution of water kits only to complement distribution efforts of the Government
- Water quality monitoring
- Provision of technical assistance to local governments and local water districts to assess extent of damage and repair requirements of damaged water systems
- Extension of support for disinfection and small-scale repairs of existing water sources/systems
- Distribution of latrine repair kits, employing cash transfer modalities when applicable
- Repair and rehabilitation of damaged communal and institutional sanitation facilities (latrines, handwashing facilities) in the affected communities, e.g., in schools, day-care centres, health centres, possibly also through cash transfer modalities
- Construction of gender-segregated, semi-permanent communal latrines in selected host communities
- Promotion of basic hygiene messages (household water treatment and safe storage, use of latrines, proper handwashing at critical times)
- Limited distribution of hygiene kits only to complement distribution efforts of the Government
- Technical assistance to DOH regional offices and provincial governments on response and early recovery planning, including accessing available funds
- Technical assistance in setting up coordination platforms and monitoring systems at the provincial level
- Strengthening WASH governance structures and harnessing behavioural change capacity of local government partners

## RESPONSE BY SECTOR



## HEALTH

**Target areas:** Batanes, Cagayan, Isabela, Nueva Vizcaya, Quirino (Region II), and Benguet (CAR)

**Target beneficiaries:** 50,000 people (including 1,000 pregnant and lactating women, and 40,000 children 6-59 months old)

**Funding required:** \$500,000

**Government lead:** Department of Health (DOH)

**HCT lead:** WHO

### SECTOR OVERVIEW:

Vulnerable populations including pregnant and lactating women and children under 5 are facing increased risks due to the effects of the typhoon. Access to life-saving reproductive health services and information, as well as essential hygiene items are urgently needed by pregnant and lactating women in line with the minimum initial service package for reproductive health in crisis. Maternal and neonatal health services must be established immediately to ensure access of pregnant and lactating mothers to life-saving maternal and child care.

Pre-existing vulnerabilities aggravated by the effects of the typhoon mean children are exposed to increased risks of communicable diseases including measles. Low immunization coverage and a history of measles cases in the first half of the year increase the likelihood of disease outbreaks.

Pre-disaster, levels of chronic malnutrition in typhoon affected areas were as high as 36 per cent, with levels of wasting up 7.2 per cent; this may increase if immediate measures to strengthen lifesaving curative and preventive nutrition services for the affected population are not prioritized as a result of the loss of livelihoods, reduced access to food, and poor water and sanitation, that could lead to water-borne illnesses and other infections.

### PRIORITY RESPONSE:

- Provision of emergency reproductive health kits including women's kits to health facilities and pregnant and lactating women in Benguet
- Supplementary measles immunization to children 6-59 months old in Region II
- Support regional and local nutrition clusters to coordinate and monitor nutrition-specific and nutrition-sensitive interventions
- Support nutrition-specific assessments to monitor the nutritional status of vulnerable groups
- Continue advocacy on non-acceptance of milk code donations
- Support selected affected LGUs in hard to reach areas to strengthen lifesaving curative and preventive nutrition interventions, including systematic screening, identification and treatment of acute malnutrition, provision of skilled breastfeeding and IYCF-E support to pregnant and lactating mothers/caregivers, and distribution of micronutrient supplements including vitamin A and multiple micronutrient powder



## RESPONSE BY SECTOR



**Target areas:** CAR, Regions I, II

**Target beneficiaries:** 20,000 people (including 15,000 school-aged children and 5,000 pre-school children)

**Funding required:** \$950,000

**Government lead:** Department of Education (DepEd)

**HCT lead:** UNICEF and Save the Children

### SECTOR OVERVIEW:

Although schools are no longer used as evacuation centres, students have resumed classes in damaged and makeshift classrooms, with incomplete and destroyed learning facilities. Many school buildings damaged during Typhoon Haima in 2016 have still not been repaired and are now unusable. The Department of Education (DepEd) estimates the total cost of repair and rehabilitation to be about PHP2 billion (US\$37 million) in the three most affected regions alone. In addition to damaged infrastructure, learning equipment and supplies, including textbooks, school furniture and computer sets, were also destroyed. Similarly, due to the damages brought by the typhoon, Child Development Centres also face a lack of proper facilities and learning materials such as storybooks, manipulative toys and musical instruments to conduct early learning sessions with children aged 3-4 years old.

There is a high possibility of an increase in dropouts as a result of the financial difficulties brought by the loss of family livelihoods. Despite the ongoing rehabilitation and the government's preparedness efforts, the situation has worsened with the aftermath of Typhoon Yutu in late October, where two schools in Kalinga were completely washed out by flood. DepEd reports 135 schools in seven regions which were affected by both Typhoon Mangkhut and Typhoon Yutu.

In Benguet, schools continue to operate in danger zones classified by the Mines and Geosciences Bureau as "very highly susceptible to landslide". Besides the current shortage and poor classroom conditions, relocation sites for these schools have yet to be identified by local authorities. Efforts in finding a temporary learning site are constrained by the communities' unwillingness to relocate.

Among the priority needs, emergency school feeding is most urgent since many affected learners, especially those from poor families, attend classes without proper meals. Temporary learning spaces

and learning materials, including alternative learning options, are deemed urgent to ensure continuity of learning. Given the series of disasters in 2018, DepEd's tight remaining budget and long procurement process inhibit its immediate response to affected day care centres, schools and learners.

### PRIORITY RESPONSE:

- Emergency school feeding
- Provision of temporary learning spaces (TLS)
- Provision of learner kits, teacher kits, and ECCD kits
- Detailed assessment of schools and day care centres
- Conduct of psychosocial first aid for affected learners and education personnel

RESPONSE BY SECTOR



## EARLY RECOVERY AND LIVELIHOODS

**Target areas:** Vulnerable communities, including affected farmers and fisherfolks, in Regions I, II, III, IV-A and CAR

**Target beneficiaries:** 17,000 people (10,000 for emergency employment; 5,000 for construction and debris recycling; 2,000 for digital platform) and 500 enterprises

**Funding required:** \$5,500,000

**Government lead:** Office of Civil Defense (OCD)

**HCT lead:** UNDP/ILO

### SECTOR OVERVIEW:

The majority of the population in affected areas are farmers, and have no alternate source of income as their crops (rice and corn) have been destroyed and poultry and other livestock have been killed. As such they may be forced to adopt negative coping strategies to support their families, including selling assets such as land, or taking out loans.

The typhoon also damaged essential infrastructure including homes, schools and government facilities. As a result of landslides in mining sites, a cease-and-desist of small-scale mining operations will affect about 12,000 miners. The disaster also disrupted or damaged significant number of businesses, with adverse impact on micro and small enterprises.

Cash assistance is needed for repairing homes, to augment income while households are recovering from income losses, and to provide capital to enable affected individuals, including farmers and fisherfolk, to restart their livelihoods.

### PRIORITY RESPONSE:

- Support the establishment of digital financial platform for cash transfers, financial literacy and enrolment of rice farmers in weather index-based insurance (WIBI) to protect farm investments against future catastrophic events.
- Emergency employment for 10,000 individuals, with priority to affected farmers and fisherfolk and mine workers, to facilitate debris clearing, desilting and restoration of critical infrastructure and facilities in most affected areas in the three regions
- Short-cycle skills training for 5,000 individuals on construction and recycling of debris waste
- Re-establishment of affected 500 micro and small-sized enterprises, including enterprise development training, and facilitated access to financing
- Support OCD in early recovery planning, the conduct of post-disaster needs assessments (PDNA) and the development of a recovery and rehabilitation plan. At OCD's request, UNDP is supporting the development of an IT-based PDNA application to facilitate data gathering, enhance analytics, visualization and reporting. OCD has agreed to pilot test this for Typhoon Mangkhut.