

EARLY ACTION PROTOCOL SUMMARY

The Philippines | Typhoon

23 September 2024



Philippine Red Cross volunteers conducting a simulation exercise on Shelter Strengthening Kit installation (Photo: PRC)

EAP №: EAP2024PH03	Early action lead time: 3 Days	Operation №: MDRPH055
EAP approved: 23/09/2024	EAP timeframe: 5 Years	Operational timeframe: 2 Months

Budget: 535,290 CHF
To assist: 15,000 people

SUMMARY OF THE EARLY ACTION PROTOCOL

The IFRC Disaster Response Emergency Fund (DREF) has approved a total of CHF 535,290 for the implementation of the Typhoon Early Action Protocol (EAP) of the Philippine Red Cross. The approved amount consists of an allocation of CHF 318,890 for readiness and prepositioning and CHF 216,399 allocated to implement early actions once the defined triggers are met.

Allocations are made from the Anticipatory Pillar of the DREF, under the DREF appeal code MDRPH055. Unearmarked contributions to the DREF are encouraged to guarantee enough funding is available for the Early Action Protocols being developed.



Summary

The Philippines is located along the Pacific typhoon belt making it susceptible to seasonal tropical cyclones. Tropical Cyclone (TC) is the most frequent hazard in the Philippines, with the highest human and economic impact, followed by floods. While a tropical cyclone can have a direct impact through its powerful winds or rains, indirect impacts may occur due to secondary hazards (storm surge, landslide and floods), which compound the overall effects of TCs in the country. An average of 19 to 20 TCs enter the Philippines Area of Responsibility (PAR) every year with over 9 to 10 TCs making landfall and directly impacting the country, half of them being categorized as typhoons.

This EAP has been designed by and will be implemented by Philippine Red Cross (PRC) chapters in 25 targeted provinces and it is meant to facilitate PRC's anticipatory action in five regions of the country: North Luzon, Central Luzon, Bicol, Visayas and Mindanao.

The EAP was developed by PRC's technical staff with financial support from the German Red Cross (GRC) and technical support from PRC's AA Technical Working Group (PRC AA TWG) consisting of representatives from PRC, the IFRC, American Red Cross, Finnish Red Cross, and GRC.

The prioritized impacts of typhoons and this EAP in the Philippines are those pertaining to agriculture and the housing sector. The elements at risk which shall be targeted by this EAP are tenant farmers, fisherfolks and their assets, and people living in weak shelters. Regarding the agriculture sector, the crop subsector has the highest economic losses recorded. With regard to the housing sector, the most exposed population are individuals living in the coastal areas which are more exposed to high winds, storm surges and floods. Densely inhabited provinces in coastal areas are thus more exposed to typhoon risks.

Considering these impacts, the EAP targets:

- Vulnerable farmers (rice, corn, abaca) as well as smallholders of livestock.
- Fisherfolks from the fishing communities involved in small-scale "municipal" fisheries or in aquaculture, and;
- Individuals living in light-weight material houses

Based on a comparison between different typhoon forecast models, the best-performing forecasts were selected for monitoring the trigger for this EAP. The data set from the European Centre for Medium-Range Weather Forecasts (ECMWF) will be used as a main input for the Netherlands Red Cross 510 model for predicting the probability of impact on housing, and for triggering early actions of trigger statements 1 and 2. For monitoring trigger statement 3 bulletins published by Philippine Atmospheric, Geophysical and Astronomical Services Administration (PAGASA) will be utilized.

The track and landfall area of the typhoon predicted by PAGASA/ECMWF will inform the PRC which provinces to act in. PRC NHQ technical staff will select municipalities within the provinces based on i) capacities of PRC chapters in the municipalities as well as capacities and trainings done at the Local Government Unit (LGU) and barangay (ward) level, ii) accessibility to the area, iii) impact forecast shared by 510 in the percentage of houses totally damaged per municipality, iv) verification and direct observation of the situation on the ground, v) availability of service providers and volunteers to perform the EAP timely, iv) available pre-registered and validated beneficiaries. This EAP has a lead time of three days for the early actions.

OPERATIONAL STRATEGY

1. Who will implement the EAP - The National Society

The PRC is a member of the International Red Cross and Red Crescent Movement and was established in 1947. It is a premier humanitarian organization in the Philippines, with 102 chapters all over the country. With its network of over 500,000 volunteers, PRC is well-rooted locally and represented in different communities across the island nation. Through its vicinity to local communities as well as to governmental institutions, and through its experience in community-based disaster risk reduction (DRR), PRC is well equipped to promote the implementation of preparedness and readiness measures and their integration into local development plans.

More particularly, since 2001 to date, the PRC has successfully carried out 58 emergency operations with support from IFRC's DREF or Emergency Appeal.

The typhoon EAP is being implemented under Disaster Management Services (DMS), one of the major services of the PRC. In addition to DMS, several other major departments of PRC being engaged are Operations Center (OpCen), Emergency Response Unit (ERU), Finance Department, Welfare Services, Volunteer Services, Logistics Department and Communications Department.

PRC chapters targeted by this EAP have been actively engaged in the planning and writing process of the EAP and will be in charge of activation at the local level. The chapters will closely coordinate with government agencies (regional, provincial, municipal, and barangay level) through conducting meetings, gathering information, field visits, focus group discussions, key informant interviews, and all other related field activities.

German Red Cross (GRC) has been a strong partner of the PRC since 2007 and has been engaged with the PRC in various emergency operations. For Forecast-based Financing (FbF)/Anticipatory Action, GRC is providing technical and financial support for the overall piloting of the planned interventions in the country, from assessment, planning, activation, monitoring, and evaluation of the EAP.

Through its Country Delegation in Manila as well as its Asia Pacific Regional Office (APRO) in Kuala Lumpur, IFRC is providing technical support to the PRC in addition to overseeing and supporting EAP and FbF implementation in the Philippines through reviewing EAPs, coordinating approvals and monitoring activation in case the trigger level is reached. IFRC will also facilitate the transfer of funds for readiness, pre-positioning and activation costs. Once the EAP has been activated, IFRC will support PRC with EAP standard reporting.

The 510 data initiative of the Netherlands Red Cross is also involved and supporting the PRC through its Community Risk Assessment (CRA) tool. This tool - which collects and integrates many risk indicators at provincial and municipal levels and visualizes all results easily through an online dashboard will support the selection of target areas for typhoon Early Actions. The 510 model is used in monitoring trigger statements 1 and 2 for this EAP.

2. How the EAP will be activated – The Trigger

PRC's AA technical focal and Operations Center (OpCen) will monitor typhoon impact forecasts and when possible, contact the Philippine Atmospheric, Geophysical and Astronomical Services Administration (PAGASA) focal point at the Weather division to access their typhoon forecasts every six hours. An alert message shall be sent by OpCen to the concerned chapters, with the impact maps of 510.

The three trigger statements of this EAP are as follows:

Statement 1: This EAP will be activated if 72 hours before the anticipated landfall the 510 model indicates at least three (3) municipalities in a province will have 10 per cent of their houses damaged.

Statement 2: This EAP will be activated if 72 hours before the anticipated typhoon landfall the 510 model indicates a minimum 50 per cent likelihood of the typhoon causing complete damage to over 200,000 houses across the country. Additionally, the EAP will be activated under conditions of a 60 per cent likelihood of complete damage to more than 160,000 houses, or a 70 per cent likelihood of complete damage to more than 90,000 houses, or an 80 per cent likelihood of complete damage to more than 50,000 houses.

Statement 3: When PAGASA issues a typhoon bulletin with a predicted forecast that a Tropical Cyclone will reach wind speed of a) 185km/h in Central or Northern Luzon (Region 1) or b) 185 km/h in Eastern Visayas, Bicol or Calabarzon (Region 2) or c) 118 km/h in Caraga or Davao regions 72 hours before the expected landfall (Region 3), then this EAP will be activated.

The EAP will be activated when either of the three statements above are met or when the PRC AA Technical WG verifies that the proposed early actions of this EAP could minimize or prevent the high-impact potential and when additional conditions (as detailed in the EAP) are met.

The process of selecting the above statements was based on rigorous research and analysis of historical data. The impact of typhoons' winds was analyzed in three of the regions more likely to be impacted, focusing on the percentage of houses totally damaged in relation to windspeed recorded at landfall. Historical impact curves were analyzed in the development of trigger statement 1.

Trigger statement 2 is a probabilistic trigger developed by the 510 model. In this approach, a probability strike map was generated based on the ECMWF forecast ensemble map. This map shows the probability of a tropical cyclone passing within 50 kilometres of a municipality. This will give a better indication of the expected landfall location. In addition, impact data is generated based on each ensemble member's track and intensity as model input.

Lastly, trigger statement 3 (PAGASA windspeed) was included to support the PRC's intentions to better align with the official forecasts and early warnings and support improved partnership and institutionalization of anticipatory action in the Philippines. Further, trigger statement 3 also allows for some potential to combat the challenge posed by the rapid intensification of cyclones, which is difficult to forecast.

For this EAP, the selection of target groups is done in two stages – prior to lead time and within lead time. Prior to the lead time and as one of the readiness activities, PRC technical staff with chapters will gather secondary data of the most at-risk communities and households utilizing its own and government data sources. Shortlisted barangays are given an orientation about the EAP and Barangay Recovery Committee (BarCom) modality, which will support the selection of beneficiaries through a consultative, participatory process. Within lead time, the chapter will submit the list of pre-identified beneficiaries list to BarCom for a quick review and validation and conduct an orientation to the selected beneficiaries.

As the lead time is 3 days, the EAP does not include a stop mechanism. In other circumstances, for example, if the trigger is reached after 72 hours if rapid intensification occurs, if affected areas are not part of this EAP, or if more beneficiaries need to be targeted, the PRC will consider activation with other funds, for example through existing PNS funds, IFRC imminent DREF or PRC's own disaster relief funds.

3. How the EAP will reduce the impact on the population – The Early Actions

The prioritized impacts the EAP aims to reduce are: 1) Loss of income of vulnerable farmers and fisherfolk and 2) damages to houses. The EAP therefore targets the most vulnerable farmers and fisherfolk to ensure that they

have sufficient financial resources (or assets) to bounce back after the typhoon and the most vulnerable households, to sustain minimal damages, thus limiting their spending on repairs.

The early actions were selected to address the main typhoon impacts in high-risk areas and are based on their feasibility and relevance. Past typhoon reports were reviewed to confirm the appropriateness of the actions. Validation of early actions was done through a multi-stage consultative process involving a total of 25 provinces clustered in six expert groups. The process consisted of three steps. First, levelling workshops were conducted between PRC Chapters and LGUs to inform stakeholders about the typhoon EAP development, to identify past typhoon impacts in their respective provinces and prioritize them. Second, Focus Group Discussions (FGD) and Key Informant Interviews (KIIs) were conducted in the respective provinces to gather more evidence and to validate the early actions. Thirdly, simulation exercises were carried out to test and pilot the planned Early Actions. In addition to simulations, a specific technical study on the Shelter Strengthening Kit (SSK) design was undertaken by the international organization Build Change.

The Early Actions of this EAPs are:


Protection of livelihoods through early harvesting of matured crops or fish for saving crops, especially in the target provinces of Bicol or North Luzon with a higher percentage of farmers. For Catanduanes, saving matured abaca trees is considered a priority since it is the main livelihood of the province. For the other targeted provinces, early harvesting of rice, or corn, will be considered.

Protection of livelihoods through evacuation of livestock and relocation of assets targets areas not only exposed to severe winds but also to the risk of storm surge or flooding or landslide. It is expected that this Early Action will also contribute to reducing the loss of lives as numerous livestock owners are reluctant to evacuate without their animals and are remaining in areas at risk.


Installation of Shelter Strengthening kits (SSK) to strengthen houses will be available in all target provinces. This early action aims to reinforce the roof and the walls, reducing the money required for shelter repair, and making it accessible to the households immediately after impact, thus minimizing the time spent in evacuation centres.


As a cross-cutting Early Action, **basic needs provision through Cash for Work in exchange for the work rendered in carrying out the Early Action activities**, target beneficiaries will be provided with cash. Households which do not qualify for the distribution of SSK will be considered a priority in the Cash for Work program. Cash for Work workers will be contracted under a service contract by the implementing PRC chapter.

PLANNED OPERATIONS


	Shelter, Housing and Settlements	Female:	3,787	253,607.00 CHF
		Male:	3,713	AP Code: 005
Indicator:		7,500 people reached with shelter, housing and settlement interventions in advance of a hazard		
Readiness Activities:		<ol style="list-style-type: none"> 1. Conduct training of chapters, LGUs, BarComs and volunteers on EAP 2. Conduct simulation on EAP activation at the local level 3. Identification and Pre-registration of beneficiaries 4. Pre-agreements with service providers for Shelter Strengthening Kit (SSK) materials 		

Prepositioning Activities:	1. Prepositioning of Shelter Strengthening Kits
Priority Early Actions:	<ol style="list-style-type: none"> 1. SSK Transportation 2. SSK Installation 3. Procurement of Early Action Items i.e plywood, lumber 4. Cash for Work for carpenters


 Livelihoods	Female:	743	77,298 CHF
	Male:	757	AP Code: 007
Indicator:	1,500 people reached with livelihoods interventions in advance of a hazard		
Readiness Activities	<ol style="list-style-type: none"> 1. Conduct training of chapters, LGUs, BarComs and volunteers on EAP 2. Conduct awareness raising to communities on early actions 3. Pre-identification and pre-registration of beneficiaries 4. Designing early harvesting and livestock evacuation IEC materials 		
Prepositioning Activities	<ol style="list-style-type: none"> 1. Prepositioning of Security Kits 2. Prepositioning of IEC materials 		
Priority Early Actions:	<ol style="list-style-type: none"> 1. Cash for work and insurance for volunteers and workers 2. Early Harvesting of crops 3. Livestock evacuation 		

 Community Engagement and Accountability	Female:	743	1,718 CHF
	Male:	757	AP Code: 129
Indicator:	1,500 people reached with community engagement and accountability interventions in advance of a hazard		
Readiness Activities:	1. Designing and printing materials for beneficiary feedback		
Prepositioning Activities	1. Prepositioning the feedback materials		
Priority Early Actions:	1. Collection of feedback and responding to it		

ENABLING APPROACHES

 Secretariat Services			40,025 CHF
			AP Code: 122
Readiness Activities:	1. Conduct five monitoring visits to EAP areas by IFRC		

Prepositioning Activities:	
Priority Early Actions:	<ol style="list-style-type: none"> 1. Produce five communication materials through social media and other media

 National Society Strengthening	Female:		162,641 CHF
	Male:		AP Code: 124,125,126
Readiness Activities:	<ol style="list-style-type: none"> 1. Conduct 10 trainings for staff and volunteers on EAP 2. Conduct 125 community orientations on AA and EAP 		
Prepositioning activities:			
Priority Early Actions:	<ol style="list-style-type: none"> 1. Organize Lessons learnt workshop for EAP activation 		

Budget



Early Action Protocol Summary

EAPcode - Philippine Red Cross
Typhoon

Operating Budget

	Readiness	Pre-Pos Stock	Early Action	TOTAL
Planned Operations	10,306	157,843	164,474	332,624
Shelter and Basic Household Items	10,306	148,825	94,476	253,607
Livelihoods	0	7,730	69,569	77,298
Multi-purpose Cash	0	0	0	0
Health	0	0	0	0
Water, Sanitation & Hygiene	0	0	0	0
Protection, Gender and Inclusion	0	0	0	0
Education	0	0	0	0
Migration	0	0	0	0
Risk Red., Climate Adapt. and Recovery	0	0	0	0
Community Engagement and Accountability	0	1,288	429	1,718
Environmental Sustainability	0	0	0	0
Enabling Approaches	146,876	3,865	51,926	202,667
Coordination and Partnerships	0	0	0	0
Secretariat Services	33,319	0	6,706	40,025
National Society Strengthening	113,557	3,865	45,220	162,641
TOTAL BUDGET	157,182	161,708	216,399	535,290

all amounts in Swiss Francs (CHF)

Contact information.

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