

Philippines, Asia-Pacific | Earthquake and Typhoons



Joint assessment of the PRC and IFRC for Typhoon Tino (Kalmaegi)-affected communities in Talisay City, Cebu. (Photo Credit: PRC)

Appeal No: MDRPH057	To be assisted: 284,904 people¹	Appeal launched: 04/10/2025
Glide No: EQ-2025-000181-PHL (Cebu EQ) TC-2025-000203-PHL (TY Tino) TC-2025-000204-PHL (TY Uwan)	DREF allocated: CHF 999,819 (Cebu Earthquake) CHF 999,064 (Typhoons Tino and Uwan)	Disaster Categorisation: Orange
Operation start date: 30/09/2025	Operation end date: 31/10/2027	Date: 20/11/2025
Operational Strategy Revision	Revision #: 1	

IFRC Secretariat Funding requirement: CHF 15.5 million
Federation-wide funding requirement: CHF 18 million²

¹ People affected: increased from 72,940 people in the first Operational Strategy.

² 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 fundraising appeals of supporting Red Cross and Red Crescent National Societies (CHF 2.5 million) as well as the funding ask of the IFRC secretariat (CHF 15.5 million, increased from CHF 5.5 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.

TIMELINE OF EVENTS

- 30 September 2025:** A magnitude 6.9 tectonic earthquake jolted the coast of Bogu City in Cebu. The epicentre was located at 11.10°N, 124.14°E – approximately 19 km northeast of the city of Bogu, with a 5 km depth of focus.
- 4 October 2025:** An Emergency Appeal (EA) with a Federation-wide funding ask of CHF 8 million was launched, with a 24-month timeframe.
- 7 October 2025:** A week after the impact, a total of 7,027 aftershocks, with magnitudes ranging from 1.0 to 5.1, were recorded. Concurrently, the Cebu Earthquake IFRC-DREF request with a grant of CHF 999,819 was approved.
- 2 November 2025 at 8:00 AM:** A weather disturbance east of Eastern Visayas entered the Philippine Area of Responsibility, with a local name of Tino (international name: Kalmaegi). Tino further intensified into a Severe Tropical Storm as it moved over the Philippine Sea towards Eastern Visayas.
- 4 and 5 November 2025:** Tino reached typhoon category before making eight landfalls across the Visayas and Palawan, first in Leyte, then Cebu, Negros Occidental, Guimaras, Iloilo, and three successive landfalls in Palawan.
- 6 November 2025:** As Tino moved over the coastal waters of the West Philippine Sea, it maintained its strength and remained as a typhoon before exiting the Philippine Area of Responsibility.
- 7 November 2025:** Given the compounding nature of the impacts and the scale of devastation left by the earthquake and typhoons, a revised Emergency Appeal was launched, increasing the Federation-wide funding ask from CHF 8 million to CHF 18 million.
- 8 November 2025:** The weather disturbance east of Visayas entered the Philippine Area of Responsibility as a typhoon and was assigned the local name “Uwan” (international name: Fung-wong).
- 9 November 2025:** Uwan intensified into a Super Typhoon as it approached mainland Luzon, causing storm surges in coastal areas, and bringing strong winds and significant rains. After making landfall in Aurora, Uwan moved across Luzon, gradually weakening into a typhoon as it interacted with the mountainous terrain of the landmass.
- 11 November 2025:** After crossing Luzon, the typhoon emerged over the West Philippine Sea and continued to weaken before exiting the Philippine Area of Responsibility.
- 14 November 2025:** A second IFRC-DREF request was approved to address the impacts of Typhoons Tino and Uwan, with a grant of CHF 999,064.

OPERATIONAL STRATEGY REVISION

This revised Operational Strategy expands the operation from a single-province, earthquake-focused response to a **multiple-province, multi-hazard intervention** addressing the combined impacts of the Cebu earthquake, Typhoon Tino, and additional typhoons expected in this season. The scale-up prioritises integrated assistance – covering shelter and livelihoods, health, and WASH, to address rapidly rising and urgent needs among temporarily displaced populations and the hardest-hit communities, aligning with the current EA Operational Strategy and driving the expanded caseload. These interventions will substantially expand geographic coverage and reach more people, tailored to the specific disaster context and damage patterns in each area.

The operation also broadens recovery programming, strengthens nationwide Shelter Cluster coordination, and reinforces the Philippine Red Cross (PRC) and International Federation of Red Cross and Red Crescent Societies (IFRC) technical and support services, surge capacity, and chapter-level readiness. Reflecting this significant scale-up in scope, sectors, and complexity, the overall Federation-wide funding requirement has increased from CHF 8 million to CHF 18 million, while the IFRC Secretariat's funding requirement has risen from CHF 5.5 million to CHF 15.5 million.

The target number of individuals to be assisted has also increased, rising from 72,940 to **284,904**.



1 Destructive winds brought by Typhoon Uwan (Fung-wong) tore off roofs and uprooted trees along the coastal area of Dipaculao, Aurora. (Photo: PRC)

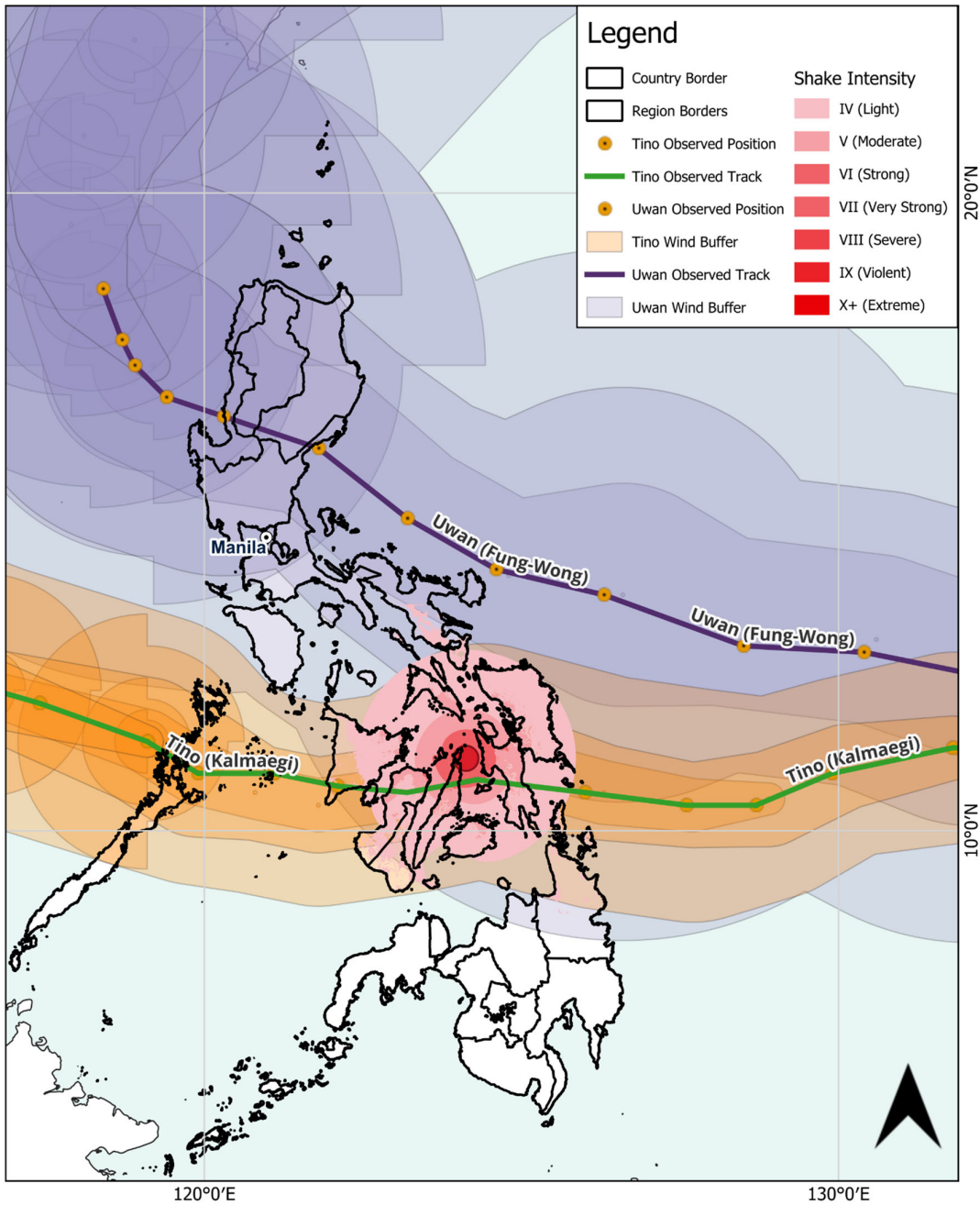


Joint shelter damage assessment by the PRC and IFRC in the municipality of Tabuelan in Cebu province. (Photo: IFRC)

DESCRIPTION OF THE EVENT



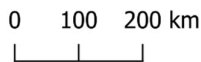
Philippines: Earthquakes and Typhoons



Map Sources:
IFRC, ESRI, USGS, NDRRMC

Map:
EPSG:4326 - WGS 84

Production Date: 11/11/2025



Scale 1:7,500,000

Disclaimer

The maps used do not imply the expression of any opinion on the part of the International Federation of the Red Cross and Red Crescent Societies or the National Societies concerning the legal status of territory or its authorities.

Reference map of the compounding disasters in the Philippines. (Source: IFRC)

On 30 September 2025 at approximately 9:59 PM local time, a powerful magnitude 6.9 earthquake struck off the coast of Bogó City, Cebu making it one of the strongest recorded earthquakes in Cebu to date. The epicentre was located near Bogó City in northern Cebu with an estimated shallow depth of about five kilometres, where intense ground shaking led to the collapse of buildings, destruction of roads, and power outages. Neighbouring municipalities, including Daanbantayan, Medellín, San Remigio, and even parts of Cebu City also felt the severe impact of the earthquake. The event's aftermath affected two regions, Central Visayas (Region VII) and Eastern Visayas (Region VIII), with Northern Cebu in Region VII bearing the brunt of the impact and damages.

Based on the National Disaster Risk Reduction and Management Council (NDRRMC) [situational report](#) issued on 24 October 2025, a total of 217,901 families, or 754,733 individuals, were affected by the earthquake across 18 cities and municipalities in Cebu province, which comprises 281 barangays. The disaster resulted in at least 70 confirmed fatalities and 559 injuries, with the death toll expected to rise as rescue operations continue. The number of people displaced has reached 26,638, most of whom are staying outside evacuation centres due to safety concerns, limited access to shelter, clean water, or medical care. A total of 160,662 houses were reportedly affected, including 7,410 destroyed and 153,252 partially damaged.

The earthquake also caused significant damage to 955 critical infrastructures, including bridges, concrete roads, government facilities, schools, cultural heritage sites, and commercial establishments. Hundreds of sinkholes also appeared in the municipality of San Remigio following the quake. Classes remain suspended in the hardest-hit areas, including Bogó City, San Remigio, Daanbantayan, Borbon, and Medellín, while local governments conduct structural assessments of schools and public buildings.

As affected communities in Cebu were still grappling with the earthquake's aftermath, a storm threatened to undermine the fragile recovery. On 2 November 2025, Typhoon Tino (international name: Kalmaegi) entered the country's monitoring domain, rapidly intensifying into a typhoon as it moved across the waters of the Philippine Sea. Between 4 and 5 November, Tino made multiple landfalls across the Visayas islands region and Palawan, bringing strong winds and torrential rains. The typhoon caused widespread flooding across Mimaropa, Regions 6 and 7, the Negros Islands Region (NIR), and Caraga, with the most severe destruction in Central Cebu, where residential areas were heavily inundated.

Based on the [National Disaster Risk Reduction and Management Council](#) report issued on 18 November 2025, a total of 1,505,834 families, or approximately 5,383,323 individuals, have been affected across 447 cities and municipalities in 33 provinces nationwide. Among these, 141 cities and municipalities have been placed under a State of Calamity due to the extensive damage caused by Typhoon Tino. Based on the report, 271,329 people have been displaced, with 191,194 individuals currently sheltering in evacuation centres. Prior to Tino's arrival, local government units carried out pre-emptive evacuations of 409,300 individuals across nine regions, including Calabarzon, Mimaropa, Region 5, Region 6, Region 7, Region 8, Region 10, Caraga, and the Negros Islands Region (NIR). The heavy rains brought by Tino triggered widespread flooding, storm surges, and rainfall-induced landslides, affecting a total of 312,650 houses – 42,646 of which were completely damaged, while 270,004 were partially damaged. The event also damaged 423 critical infrastructures, including government facilities, bridges, roads and health facilities. The widespread flooding resulted in unverified casualty reports, with 253 dead and 502 injured.

While communities were still coping with the compounded effects of the Cebu earthquake and Typhoon Tino, another tropical cyclone threatened the already dire living conditions.

On 9 November 2025, Super Typhoon Uwan (international name: Fung-wong) swept through Luzon, unleashing destructive winds and heavy rainfall. This resulted in widespread power interruptions, storm surges, flooding in low-lying and coastal areas, and damage to houses across the Bicol Region, Northern Luzon, and nearby coastal provinces.

On 18 November 2025, the [National Disaster Risk Reduction and Management Council](#) reported that Uwan affected approximately 2,100,220 families, or 7,414,164 individuals, across 72 provinces in 16 regions. As the country's weather bureau warned of the destructive nature of Uwan prior to its landfall in Luzon, local government units implemented the pre-emptive evacuation of approximately 1.5 million individuals across 15 regions, including Region 1, Region 2, the Cordillera Administrative Region (CAR), Region 3, Calabarzon, Mimaropa, Region

5, Region 6, Region 7, Region 8, Region 9, the Bangsamoro Autonomous Region in Muslim Mindanao (BARMM), Caraga, and the NIR. Over 400,000 individuals remained displaced, temporarily seeking shelter in 3,433 evacuation centres.

Tropical Cyclone Uwan damaged 267,612 houses and caused widespread flooding in 674 areas. Major lifelines were disrupted – power outages affected 549 cities and municipalities, with only 40 per cent of supply restored, while communications lines in 169 cities and municipalities were partially down, with 30 per cent restored. A total of 784 roads and 74 bridges were damaged, with 151 roads and 27 bridges still impassable. Unverified casualty reports were significantly lower, reflecting the effectiveness of early warning systems and evacuation measures. However, severe flooding, the limited restoration of utilities, and agricultural losses continue to strain affected communities.

Severity of the Humanitarian Conditions

Overall Estimated Affected Population: 12 million people			
	Cebu 6.9-magnitude Earthquake	Typhoon Tino (<i>Kalmaegi</i>)	Typhoon Uwan (<i>Fung-wong</i>)
Onset date	30 September 2025	02 November 2025	08 November 2025
Affected Regions	Region 7	CALABARZON, MIMAROPA, Region 5, Region 6, Region 7 , Region 8, Region 10, NIR, and CARAGA	Region 1, Region 2, CAR, Region 3, NCR, CACALABARZON, MIMAROPA, Region 5, Region 6, NIR, Region 8, Region 9, Region 10, CARAGA and BARMM
Affected Population	754,733 people	5,383,323 people	7,414,164 people
Damaged Houses	160,662	312,650	267,612
People Displaced	22,516 people	271,329 people	451,914 people
Sources	<small>Data as of 24 October 2025 NDRRMC Magnitude 6.9 Earthquake Cebu Situational Report no. 24</small>	<small>Data as of 18 November 2025 NDRRMC Tropical Cyclone Tino no. 28</small>	<small>Data as of 18 November 2025 NDRRMC Tropical Cyclone Uwan no. 21</small>

The combined impact of the earthquake and the two consecutive typhoons has left approximately **6 million people** in urgent need of humanitarian assistance. Affected communities continue to face immense challenges across multiple sectors, including shelter, access to clean water, health care, and livelihood recovery.

CAPACITIES AND RESPONSE

1. National Society response capacity

1.1 National Society capacity and the ongoing response

Republic Act No. 10072 of the Philippines recognises the Philippine Red Cross (PRC) as an auxiliary to the public authorities in responding to disaster situations and identifies it as the nation’s largest humanitarian organisation. The PRC operates through 101 chapters covering all administrative districts and major cities in the country, with over 1,600 staff at national headquarters and chapter levels, and approximately one million volunteers and supporters, including approximately 540,000 active volunteers.

At the chapter level, the Red Cross 143 programme ensures a strong 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 emergencies. The PRC’s core programmes and services include blood services, disaster management and relief, dissemination of international humanitarian law, health and safety services, social services, volunteer mobilisation, and youth engagement.

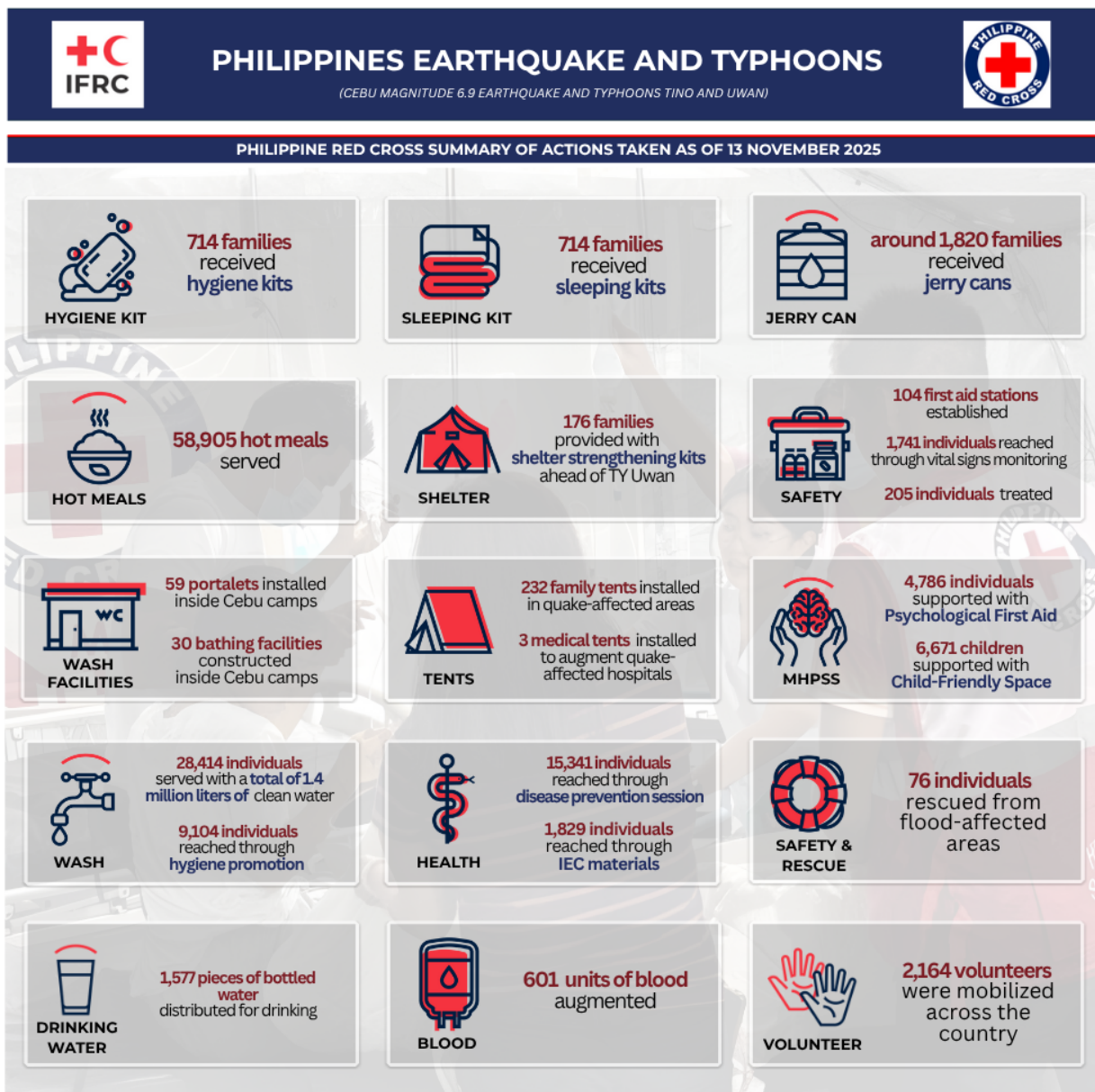
The PRC has been consistently employed cash and voucher assistance (CVA) in response to emergencies. The cash transfer modalities are multi-purpose cash assistance (MPCA), unconditional, conditional, and restricted cash transfers, voucher assistance, and community grants, delivered via paper vouchers, financial service providers, banks, or cash in envelopes. The PRC has over 70 National Disaster Response Teams (NDRTs) dedicated to CVA

programming and maintains active agreements with Red Rose for data collection and management, and PhilPost as a financial service provider.

The scale of needs on the ground is immense. The Philippine Red Cross is working closely with public authorities to assist as many affected people as resources allow. The earthquake followed by the typhoon has further compromised vulnerable communities, meaning both response and recovery efforts will require sustained time and support.

In the current response, the PRC is actively supporting response efforts across 18 priority provinces (Cebu, Aurora, Catanduanes, Quirino, Quezon, Cagayan, Isabela, Nueva Viscaya, Pangasinan, Eastern Samar, Antique, Guimaras, Negros Occidental, Dinagat Islands, Southern Leyte, Bohol, Palawan, and Capiz) and continuously delivering vital humanitarian aid to vulnerable populations. Volunteers have intensified their reach and been deployed on the ground to provide life-saving support, including temporary shelter assistance, medical tents, hot meals, sleeping kits, blood and health services, and water, sanitation, and hygiene (WASH) interventions.

Welfare desks are also being managed to support the emotional recovery of affected individuals by providing mental health and psychosocial support (MHPSS) services, including child-friendly activities. The PRC, in response, has mobilised quickly, launching an Emergency Appeal and dispatching medical teams, food, clean water, rescue vehicles, generators, and MHPSS services to affected areas.



1.2 Capacity and response at the national level

In the wake of the simultaneous emergencies caused by Typhoon Tino, Typhoon Uwan, and the recent powerful earthquake that struck Cebu, the national government has mounted a unified and intensified response aimed at safeguarding lives, stabilising affected communities, and restoring essential services. Even before the storms made landfall, national agencies had already been on heightened alert, tracking both weather systems and coordinating with local governments to pre-position assets and supplies. When the earthquake struck shortly thereafter, the government escalated operations, recognising the compounded impact of multiple hazards on the Visayas region and nearby provinces.

Emergency operations centres across the country have been functioning around the clock, issuing continuous advisories, hazard maps, and safety instructions to keep the public informed and guide regional and local responders. The National Disaster Risk Reduction and Management Council has synchronised efforts among the Armed Forces, the Philippine Coast Guard, the Philippine National Police, and civilian emergency units to ensure that critical needs on the ground are addressed swiftly and effectively.

Rescue and retrieval operations in the hardest-hit localities have been greatly strengthened through the coordinated deployment of air, land, and sea assets. The Philippine Air Force, primarily through the Tactical Operations Wing Central, has conducted rapid aerial assessments to map out damaged communities, identify inaccessible areas, and prioritise rescue zones. Air Force helicopters and transport aircraft have been ferrying medical teams, engineers, communication specialists, and humanitarian workers nonstop. Personnel from the 505th Search and Rescue Group, together with the Philippine Army's Humanitarian Assistance and Disaster Response teams, have been airlifted to isolated barangays to assist in collapsed structures, landslide-affected areas, and flooded communities caused by the twin typhoons.

The Department of Transportation, in coordination with the Philippine Coast Guard (PCG), has dispatched the BRP Teresa Magbanua to serve as a mobile command and medical vessel. Onboard are teams of doctors, nurses, medics, and logisticians carrying emergency supplies such as medicines, ready-to-eat food, water, generators, and temporary shelter materials. PCG personnel, supported by eight K9 units, are conducting systematic search operations in both coastal and inland areas affected by landslides and building collapses.

Water infrastructure in northern Cebu, heavily damaged by the earthquake, together with concerns over access to clean water have been treated as a top priority. The Coast Guard has prepared and begun deploying portable desalination machines to hospitals, evacuation centres, and communities where pipelines and storage facilities are unusable. These systems are expected to produce a stable supply of potable water to prevent dehydration and waterborne diseases while repairs are underway.

Cebu province has formally declared a state of calamity, enabling faster mobilisation of funds, simplified procurement processes, and the immediate release of emergency assistance. The Department of Social Welfare and Development (DSWD) has readied more than 300,000 family food packs for distribution, alongside PHP 160 million from the Quick Response Fund at both the Central Office and Field Office VII. An additional PHP 185.17 million worth of essential household items – including sleeping kits, hygiene sets, tarpaulins, kitchenware, and other household materials – are stocked and continuously replenished in DSWD warehouses. These resources are being transported to evacuation centres, community hubs, and remote villages using both military and civilian transport assets.

Local government units (LGUs), meanwhile, have been urged by national authorities to fully activate their contingency and service continuity plans. They are conducting rapid damage and needs assessments, verifying the condition of lifelines such as power, water, and communication networks, and coordinating with neighbouring LGUs for shared resources and mutual support. Partnerships with the private sector, volunteer groups, and humanitarian organisations are being strengthened to ensure that relief operations remain sustained even as long-term recovery planning begins.

2. International capacity and response

2.1 Red Cross Red Crescent Movement capacity and response

The PRC is working closely with the International Federation of Red Cross and Red Crescent Societies (IFRC) in the Philippines. Currently, five Participating National Societies (PNSs) are active in the country (Spanish Red Cross, German Red Cross, the Netherlands Red Cross, American Red Cross, and Canadian Red Cross), with three focusing specifically on disaster risk reduction and disaster risk financing. The American Red Cross has released funds from its Quick Action Fund to support the PRC's operations, while the German Red Cross is supporting immediate response operations bilaterally with a focus on replenishing distributed household items. The PRC has received additional invaluable bilateral contributions from the Singapore Red Cross and Thai Red Cross Society to date. In addition, the German Red Cross and Canadian Red Cross are contributing to the Shelter Cluster role at the country level, funding surge deployment capacity, and training of PRC staff in Humanitarian Shelter Coordination training in Geneva.

The International Committee of the Red Cross (ICRC) is present in the Philippines, with headquarters in Manila, and two sub-offices in Mindanao. The IFRC Country Delegation coordinates closely with the ICRC on programmes and operations across the country.

The IFRC maintains daily contact with partners to provide regular updates on ongoing operations and continues to support the PRC through internal coordination meetings between the APRO and the Philippine Country Delegation (Regional Task Force), as well as regular information sharing with IFRC network partners. Flash updates and field reports were published on the IFRC GO platform and circulated, and technical support has been provided for the development of the DREF and Emergency Appeal.

A third Partners' Call was organised on 10 November 2025 to share updates on the revised Emergency Appeal for earthquake and typhoon operations and to explore possibilities for partner support in the operation. Several partners have indicated their willingness to contribute, while funding confirmations are still in process.

As of 7 November, the IFRC launched revised Emergency Appeal requesting CHF 18,000,000 in Federation-wide funding over a 24-month period to support the PRC in responding to the earthquake, which provides an integrated approach to the ongoing emergency response, recovery, and longer-term programming tailored to the country's needs.

2.2 International Humanitarian Stakeholder capacity and response

International humanitarian partners mobilised rapidly to support the Philippines as Typhoon Uwan, Typhoon Tino, and the Cebu earthquake generated overlapping emergencies that stretched local capacities across multiple regions. Although the Philippine government has not issued a formal request for international assistance, the United Nations system, international NGOs, and humanitarian networks already operating in the country activated their emergency protocols in line with established coordination arrangements. Assistance has been channelled through bilateral mechanisms and in adherence to local leadership, ensuring that external support reinforces – rather than replaces – national and local response structures.

The Humanitarian Country Team (HCT), coordinated by the UN Office for the Coordination of Humanitarian Affairs (OCHA), convened immediately to synchronise the efforts of UN agencies, INGOs, the Red Cross Movement, and civil society organisations. Through the Inter-Cluster Coordination Group (ICCG), partners have been engaging in frequent coordination meetings to assess evolving hazards from the twin typhoons and earthquake impacts, discuss needs analysis, and identify gaps where international support is most urgently required. Assessment teams composed of protection officers, logisticians, engineers, health personnel, and information management specialists have been deployed to affected localities to complement government efforts and strengthen situational awareness.

Since 2006, the IFRC has co-led the Philippine Shelter Cluster alongside the Department of Social Welfare and Development and, since 2021, the Department of Human Settlements and Urban Development (DHSUD). The IFRC continues to provide strategic and technical coordination for the humanitarian shelter response. As engaged observer members of the HCT and active members of the Inter-Cluster Coordination Group, the IFRC and PRC

support a coherent and timely approach in addressing shelter needs arising from disasters, including the Cebu earthquake and the recent consecutive typhoons.

Alongside Philippine government agencies, local governments, and donor agencies, around 20 humanitarian shelter partners are actively engaged in the cluster coordination platform, receiving coordination services that aim to strengthen the collective response. This includes facilitating joint assessments to determine the scale of damage and identify sectoral and cross-sectoral needs and priorities; supporting partners in designing appropriate and context-specific shelter programmes; leading the prioritisation process to target high-impact areas and the most vulnerable households, including through the Shelter Severity Classification methodology; providing guidance on priority assistance packages and relevant standards; and promoting key shelter advocacy messages such as Building Back Better. Capacity building initiatives are being conducted with communities, enabling local actors, including the PRC, to strengthen coordination with the Shelter Cluster and enhance information management capacities through targeted training, mentoring, and co-ordination arrangements, so that decision-making, analysis and advocacy are increasingly driven from the local level. The IFRC deployed a Surge Shelter Cluster Information Manager to coordinate assessment processes and information management needs.

Displacement and shelter needs escalated rapidly as thousands fled homes damaged by the earthquake, followed by destructive typhoon winds, raging floodwaters, and ongoing aftershocks. Shelter partners, including the PRC, conducted rapid assessments and distributed tents, emergency shelter kits, essential household items, as well as clearing debris. Camp Coordination and Camp Management (CCCM) partners deployed site planners and community mobilisers to organise evacuation areas, strengthen referral pathways, and ensure equitable access to basic services, particularly for women, older persons, and persons with disabilities. The PRC installed and managed tent cities in Bogu City and provided CCCM interventions across multiple communities impacted by the earthquake and consecutive typhoons.

Health partners have played a crucial role as facilities in northern Cebu struggled with a surge in trauma cases, storm-related injuries, and patients evacuated from structurally compromised hospitals. The World Health Organization (WHO) dispatched surge staff from its country and regional offices to reinforce emergency health operations, restore disrupted essential services, and support the Department of Health's disease surveillance. Médecins Sans Frontières deployed medical teams and trauma kits to high-impact zones, while UNICEF and UNFPA supplied reproductive health kits, newborn essentials, and hygiene materials to protect vulnerable mothers and children in evacuation centres. Mobile health units operated by INGOs and Red Cross partners have expanded access to outpatient care in hard-to-reach and partially isolated communities.

Water, sanitation, and hygiene (WASH) partners responded to the critical shortage of potable water caused by pipeline damage and contamination from storm-related flooding. Humanitarian organisations distributed water filtration units, collapsible containers, chlorine tablets, hygiene kits, and large-capacity water bladders to affected communities and evacuation sites. Several partners activated mobile water treatment systems to support local distribution efforts. Despite early interventions, WASH partners continued to report significant gaps, noting that available assets were stretched thin due to the concurrent crises. The PRC and IFRC have been following up with WASH Cluster Coordination and participate in the Cluster Viber group. Currently, the national and sub-national WASH clusters led by the government are not active. In the absence of government-led coordination, the PRC and IFRC exchange information bilaterally with wider WASH actors to avoid overlap.

Nutrition partners have worked closely with the Department of Health to assess malnutrition risks among children and pregnant or lactating women in displacement sites. UNICEF and WFP supported blanket supplementary feeding initiatives and delivered ready-to-eat nutritious foods to remote communities. Logistics support from WFP has also facilitated the flow of government and partner food relief into areas made inaccessible by landslides and road blockages.

Protection actors reported heightened risks among the displaced population, especially for women, children, and persons with special needs. The GBV Sub-Cluster deployed protection officers to assess safety concerns in evacuation sites and distribute dignity kits, reproductive health kits, and solar radios to improve personal security and access to information. Child protection partners established temporary child-friendly spaces to ensure psychosocial well-being and prevent exploitation amid overcrowded conditions.

Logistical challenges have persisted, with port closures and damaged inland routes delaying the movement of relief supplies. The Logistics Cluster coordinated with partners on alternative transport options and ensured that warehouse spaces and shared assets were available for incoming assistance. Meanwhile, the Emergency Telecommunications Cluster deployed staff to assess connectivity disruptions in northern Cebu and support the restoration of communication networks essential for effective coordination and safety monitoring.

Across all sectors, international humanitarian stakeholders have remained committed to supporting the Philippine government as it leads the response. As assessments progress and access improves, partners are adapting strategies to match evolving needs, reinforcing local capacities, and planning early recovery interventions that will help communities rebuild livelihoods, restore essential services, and strengthen resilience against future emergencies.

3. Gaps in the response

Following the 6.9 magnitude earthquake that struck Cebu on 30 September 2025, the compounded effects of Typhoon Tino and Uwan have left communities grappling with a multitude of challenges across sectors, creating a complex and interwoven recovery landscape. The recent Rapid Damage and Needs Assessment (RDNA) conducted by the Philippine Red Cross underscores the severity of the situation, revealing widespread impacts on relief distribution, housing, livelihoods, health, WASH, education, and protection services. These overlapping shocks have not only amplified humanitarian needs but also stretched local coping capacities, making it essential for the response and recovery efforts to be multi-sectoral, coordinated, and adaptive.

The operation faces significant gaps in shelter, livelihoods, health, WASH, protection, education, community engagement, and logistics. Addressing these gaps will require coordinated efforts, additional resources, and a strong focus on both immediate relief and longer-term recovery. Consistent and longer-term recovery support will be needed to address losses in income and livelihoods and to provide sustainable shelter solutions for displaced populations. While several humanitarian partners with a presence in the Philippines have been active in the immediate response, gaps remain in addressing both the early and recovery needs of communities. Partners currently have the capacity and funds to address the immediate needs in the first few months following the earthquake, but donor and response fatigue may pose challenges beyond the emergency phase.

Shelter, Housing, and Settlements

The earthquake, Typhoon Tino, and Typhoon Uwan have displaced more than 3.09 million people, forcing many from their homes due to flooding, wind damage, and structural risks. Hundreds of thousands remain in overcrowded evacuation centres or makeshift shelters, while new No-Build Zones and unsafe housing conditions exacerbate tenure insecurity and prevent families from returning home. Living conditions are deteriorating – rain, soggy floors, leaks, and loss of essential household items have turned temporary shelters into health and protection hazards, particularly for vulnerable groups. Host families are overstretched, and psychosocial distress is rising.

While PRC assessments are still ongoing, available data from the National Disaster Risk Reduction and Management Council (NDRRMC) indicate the following numbers of damaged houses:

- **Typhoon Tino:** 312,650 damaged houses (42,646 fully damaged; 270,004 partially damaged)
- **Typhoon Uwan (Fung-wong):** 267,612 damaged houses (25,280 fully damaged; 242,332 partially damaged)
- **Cebu Earthquake:** 160,662 damaged houses (7,410 fully damaged; 153,252 partially damaged)

These figures reflect the widespread impact across affected regions.

Technical support for safe repairs is limited, leaving families at risk of rebuilding unsafely without Build Back Safer guidance. Logistical constraints, damaged roads, and uneven coverage hinder timely shelter assistance, especially in remote areas. Evacuation centres are overcrowded and lack adequate WASH and protection facilities, with many families at risk of losing temporary shelter once schools resume. Local response capacities, including DSWD, LGUs, PRC, NGOs, and private actors, are increasingly strained, resulting in coordination gaps and difficulties in identifying households that remain unassisted.

Livelihoods

Typhoons Tino and Uwan, compounded by the earthquake, caused extensive livelihood disruption across rural,

coastal, and peri-urban communities. Structural damage to markets, small businesses, and commercial establishments resulted in immediate income loss for service workers, vendors, daily wage earners, and informal labourers. Fishing activities remain limited due to damaged boats, gear, and landing sites, while agricultural areas – already destabilised by ground cracks and soil liquefaction – suffered further losses as winds toppled crops and flooding destroyed fields, seed stocks, and livestock shelters.

Family-run microenterprises were damaged or destroyed, and disruptions to roads, power supply, and access routes slowed market activity and supply chains. Displaced households in tent communities face mobility barriers and lack safe workspaces, while declining purchasing power forces many to rely on borrowing or negative coping mechanisms. Government Emergency Cash Transfer (ECT) distribution continues but remains uneven, and there is still no consolidated assessment of income losses or asset damage.

Fishers, agricultural workers, daily wage earners, and small business owners are among the most severely affected. Small traders and street vendors lack capital to restock goods despite retaining their tools, highlighting an urgent need for financial support rather than training. Given the reliance on daily working capital, cash-based assistance is a relevant and feasible modality to help restore income and prevent harmful coping strategies. Further surveys and focus group discussions (FGDs) are needed to determine appropriate transfer values.

Food assistance from DSWD is ongoing across all affected regions, complemented by the PRC's provision of ready-to-eat hot meals for the most vulnerable. However, gaps persist in household items and temporary shelter materials, particularly as families continue avoiding unsafe homes amid ongoing aftershocks and rainy-season risks. Early recovery efforts should prioritise household livelihood assistance, multipurpose cash grants, and a detailed livelihood impact assessment within three weeks to guide targeted interventions.

Multipurpose Cash Grants

Communities affected by the recent earthquake and typhoons have experienced widespread damage to homes, loss of livelihoods, and limited access to essential services. Many families, particularly those in underserved and remote areas, continue to face unmet needs related to food, education, medicines, transportation, water, shelter repair, livelihood recovery, and basic household items. Multi-purpose cash grants (MPCG) are needed to provide flexible support, allowing affected families to prioritise and address their most urgent needs. Cash assistance will not only uphold dignity and choice but also support the transition from immediate relief to early recovery. Aligning the MPCG amount with the minimum expenditure basket (MEB) ensures coherence with national standards, particularly the emergency cash transfer provided by the DSWD, as agreed upon by the Cash Working Group. Providing MPCG to affected families will ease some of their immediate worries, allowing them to better focus on the next critical steps in their recovery.

Health

The magnitude 6.9 earthquake, followed by Typhoons Uwan and Tino, has severely strained northern Cebu's health system. Hospitals – especially Cebu Provincial Hospital in Bogo – are overwhelmed, with many patients being treated outdoors due to structural risks and fears of aftershocks.

Many health facilities still await structural inspection or repair, limiting available treatment space and delaying care for vulnerable groups such as children, pregnant women, older adults, and people with chronic illnesses. Medical staff are overstretched, and outdoor patient care increases exposure to weather, infection, and secondary illnesses. Damaged roads and limited ambulance availability further complicate the referral and transport of critical cases.

Typhoons Uwan and Tino worsened health risks by damaging temporary shelters, disrupting access to medicines, and triggering increases in respiratory infections, diarrheal diseases, fevers, and suspected waterborne illnesses. Overcrowded evacuation centres with limited WASH facilities have intensified health and protection concerns, particularly for women, children, older adults, and persons with disabilities.

PRC health teams conducted medical consultations in evacuation centres across multiple provinces and distributed essential medicines and prophylaxis for leptospirosis, alongside health awareness sessions on dengue, leptospirosis, and respiratory illnesses. In addition, the PRC is conducting mental health and psychosocial support to all affected communities impacted by the earthquake and typhoons, thereby supplementing services

provided by the government. With public health facilities and capacities compromised, existing government services are prioritising urgent care, such as injuries and illnesses, while mental health support has been de-prioritised. Community-based initiatives, such as those organised by the PRC, have been critical in reducing the mental health burden and supporting public health systems by addressing stressors early.

Water, Sanitation, and Hygiene Promotion

The earthquake severely damaged WASH systems across northern Cebu – especially in Bogu City – where collapsed reservoirs, fractured pipelines, and disrupted distribution networks left many households without consistent access to safe drinking water. Typhoon Tino further strained the fragile system through flooding and structural damage, while Typhoon Uwan’s strong winds delayed repair efforts and caused additional breaks in pipelines.

Flash flooding brought debris, boulders, and contaminated runoff into water sources, worsening water quality in multiple barangays. In Negros, debris from Kanlaon’s volcanic activity and lahars contaminated rivers and shallow groundwater, compounding water safety concerns for downstream communities. These combined hazards have left thousands reliant on emergency supplies while facing increased risks of waterborne diseases.

Intermittent supply, contaminated sources, and inadequate storage severely limit safe water access for displaced families. Overcrowded evacuation centres and tent communities face overstretched or absent WASH facilities, with many lacking functional toilets, bathing areas, and waste disposal systems. Poor site drainage, stagnant water, and open defecation – worsened by the rainy season – are driving rising cases of diarrheal diseases, skin infections, and suspected vector-borne illnesses. Women, children, older adults, and persons with disabilities face heightened protection and privacy concerns.

To address urgent needs, sustained water trucking, installation of purification units, and provision of household storage containers such as jerry cans are required. Emergency sanitation measures, including portable latrines, handwashing stations, bathing facilities, and solid waste management, are critical to reduce disease risks. Hygiene kit distribution and targeted hygiene promotion must reinforce safe water handling amid contamination threats.

Protection, Gender, and Inclusion

The earthquake and subsequent aftershocks, compounded by the impacts of Typhoon Tino and Typhoon Uwan, have forced thousands of people to remain displaced, with many sheltering outdoors, along roads, in evacuation centres, or in PRC-managed camps. Families afraid to return to damaged homes face prolonged displacement, heightening protection risks such as gender-based violence, child abuse, exploitation, and neglect, especially in overcrowded and poorly equipped temporary shelters. Vulnerable groups – including children, older persons, persons with disabilities, and individuals with chronic illnesses – face growing barriers to safety, healthcare, sanitation, and livelihood opportunities. Economic instability from destroyed or disrupted livelihoods further increases household stress and negative coping mechanisms.

The combined disasters have left communities deeply distressed, with urgent needs for mental health and psychosocial support. Safe and dignified spaces for women and children, continued provision of hot meals, and sustained access to essential services are critical to restoring a sense of stability. Strengthened protection interventions and continuous support are necessary as displacement persists and recovery progresses.

Migration

The earthquake, followed by Typhoons Tino and Uwan, has caused significant internal displacement as families avoid returning to damaged or unsafe homes due to ongoing aftershocks and structural risks. Many have moved into evacuation centres, are staying with host families, or have resorted to makeshift shelters, while others remain displaced with minimal or no protection. These overlapping disasters have also triggered prolonged power and communication outages, making it difficult for families to stay connected, and increasing the risk of separation. Many households have lost contact with relatives and friends, underscoring the need for strengthened Restoring Family Links (RFL) services to help trace missing persons and reunite separated families as displacement continues.

Education

Education has been heavily disrupted by the combined impacts of the earthquake and Typhoons Tino and Uwan.

Thousands of classrooms have been damaged across affected regions. Many schools remain closed as safety inspections continue, and ongoing aftershocks delay the safe return of students and teachers.

Typhoon-related flooding washed out and submerged classrooms, damaging school buildings, furniture, and learning materials. In several municipalities, classrooms used as evacuation centres were further affected by floodwater, debris, and strong winds, worsening losses and limiting their usability for learning.

These prolonged interruptions threaten children's access to education and increase stress among already-displaced learners. While the Department of Education is preparing alternative learning arrangements and temporary classrooms, additional support is urgently needed. This includes establishing safe learning spaces, replacing school and teaching materials, and integrating psychosocial support activities to help children recover and resume their education safely.

Community Engagement and Accountability

Information needs vary widely across locations, and some population groups, such as older persons, women, people with disabilities, and socially marginalised households, face additional barriers in accessing or understanding information shared through existing channels. Community feedback is being collected through multiple mechanisms.

Strengthening staff and volunteer capacity in communication, addressing feedback, data protection, and safe referrals will further enhance the National Society's ability to respond sensitively and appropriately to diverse concerns. Enhancing these aspects will help deepen community trust, support inclusion, and reinforce accountability throughout the operation.

To support an inclusive, accountable, and community-driven response, CEA will be embedded throughout the project cycle – from assessments and planning to implementation, monitoring, and learning. The operation will maintain multiple, accessible feedback channels, including welfare desks, hotline and SMS services, community meetings, QR code forms, and feedback boxes, ensuring that all individuals have safe and confidential opportunities to express concerns, ask questions, or offer suggestions.

OPERATIONAL CONSTRAINTS

Humanitarian response operations for Typhoon Tino, Typhoon Uwan, and the Cebu earthquake continue to face severe and evolving constraints, significantly slowing the delivery of life-saving assistance to affected communities. The compound impacts of intense flooding, landslides, and widespread earthquake damage have resulted in a complex operating environment where access, logistics, safety, coordination, and resource availability are all under strain.

A major operational concern remains the **persistent and unpredictable aftershocks**, which continue to threaten both responders and affected communities. Volunteers, staff, and field teams face heightened risks during distributions, community consultations, debris-clearing, and shelter assessments. The PRC Operations Centre and the broader humanitarian operations hubs are maintaining continuous monitoring of seismic updates, localised weather systems, and cascading hazards such as potential landslides and flash floods. Real-time alerts are being transmitted to field teams to ensure rapid adaptation of plans and safe suspension of activities when necessary.

Duty of care continues to be a central priority across humanitarian agencies. Safety protocols have been strengthened, including mandatory daily security briefings, field-level risk assessments, staff movement tracking via phone and WhatsApp, and strict adherence to "no-go" zones identified by local disaster authorities. Responders are equipped with personal protective equipment and instructed to operate only in teams, particularly in areas with unstable buildings or active landslide risks. Overnight deployments remain restricted in high-risk zones due to unstable terrain and the absence of secure, structurally safe accommodation.

Compounding the physical access limitations, **telecommunications infrastructure remains disrupted**, particularly in upland barangays where power outages persist and mobile network towers were damaged. This has constrained real-time reporting, delayed coordination between clusters, and limited the ability of affected families to communicate urgent needs. Satellite phones and radio systems have been deployed to fill communication gaps, but coverage remains incomplete.

Operational challenges are further amplified by the increased scale of humanitarian needs caused by the **overlap of consecutive disasters**. Relief supplies prepositioned in Visayas were rapidly depleted, and logistics pipelines

from national hubs are under pressure due to high demand across multiple simultaneously impacted regions. Fuel shortages in several municipalities have affected mobility, generator operations, and cold-chain stability for health and nutrition commodities. Human resources are similarly overstretched, with responders juggling simultaneous operations across typhoon- and earthquake-affected zones.

Despite these constraints, the overall security environment remains relatively stable. However, **damage to infrastructure, blocked routes, and intermittent communications** continue to pose operational risks and require highly adaptive planning. Field teams are adjusting daily movement plans, shifting distribution modalities, coordinating closely with local authorities, and continuously revising safety protocols to ensure both responder protection and the effective delivery of assistance.

Contingency plans and completion of relevant IFRC e-learning courses (e.g. Basic Knowledge and Prevention Measures for Responders, Personal Security, Security Management, Volunteer Security) are mandatory. The IFRC Country Delegation security focal point maintains close coordination with external humanitarian actors in the country, particularly in earthquake- and typhoon-affected areas, and collaborates closely with PRC branches and local administrations in the operational regions.

The IFRC's security plans will apply to all IFRC staff throughout the operation. Area-specific Security Risk Assessments will be conducted for any operational site where IFRC personnel are deployed, with risk mitigation measures identified and implemented. All IFRC personnel must, and RC/RC staff and volunteers are encouraged to complete the IFRC Stay Safe e-learning courses, including Stay Safe 2.0 Global Edition Levels 1-3. Insurance coverage for volunteers involved in the operation should also be ensured.

FEDERATION-WIDE APPROACH

This Emergency Appeal is part of a Federation-wide approach, based on the response priorities of the National Society and in consultation with all Federation members contributing to the response. The approach will ensure linkages between all response activities (including bilateral activities and activities funded domestically) and will assist in leveraging the capacities of all members of the IFRC network in the country to maximise the collective humanitarian impact.

The Federation-wide funding requirement for this Emergency Appeal comprises all support and funding to be channelled to the PRC in response to the earthquake. This encompasses bilateral contributions in addition to the funding requirement of the IFRC secretariat. For this emergency operation, the PRC's overall funding requirement is CHF 18 million, which comprises CHF 15.5 million through the IFRC's Emergency Appeal, CHF 1.5 million through bilateral funding, and CHF 1 million to be mobilised through domestic sources. A DREF allocation of CHF 1 million each for typhoons and the earthquake will ensure a smooth and quick kickstart of relief and response activities.

The Federation-wide approach ensures adequate cooperation between the PRC, IFRC, and National Societies supporting the overall PRC appeal either bilaterally or through the IFRC Emergency Appeal, and prevents duplication of partner efforts and resource utilisation. The entire emergency operation follows one plan, which is led by the PRC. Different thematic aspects are supported by different partners, including the IFRC, and close coordination is maintained with the ICRC. Partners with a specialised capacity will support designated thematic areas within the PRC operations plan. This Federation-wide approach contributes to co-creation, shared leadership, and optimisation of partner resources in building more resilient communities, while helping PRC chapters become better prepared to respond to future emergencies.

OPERATIONAL STRATEGY

Vision

The vision of this Operational Strategy is to enable **284,904 people (56,981 households)** affected by the 6.9

magnitude earthquake and Typhoons Tino and Uwan in PRC priority areas to meet their essential needs in a safe and dignified manner, to recover from the crisis in a sustainable way, and to strengthen their resilience against future hazards over a 24-month operation period. This Operational Strategy is part of the revised Emergency Appeal launched by the PRC. Below are the priority areas where the Philippine Red Cross will operate, with 18 provinces identified as the highest priority:

- Earthquake: Cebu (Northern part).
- Typhoon Tino: Cebu (Central), Eastern Samar, Antique, Guimaras, Negros Occidental, Dinagat Islands, Southern Leyte, Bohol, Palawan, and Capiz.
- Typhoon Uwan: Aurora, Catanduanes, Quirino, Quezon, Cagayan, Isabela, Nueva Vizcaya, and Pangasinan.

The second priority areas are Kalinga, Albay, Camarines Sur, Abra, Apayao, Batanes, and Camarines Norte.

The overall strategy aims to support affected families by addressing their shelter, food security, health, WASH, livelihoods, and protection needs. Displaced households will receive emergency shelter assistance, including family tents for those affected by the earthquake, along with basic camp management services, tarpaulins, shelter tool kits, and essential household items to ensure their safety and dignity while in temporary shelter. Through CCCM support, the operation will establish camp management structures, ensure proper registration and information management, facilitate community engagement and participatory decision-making, coordinate with sectoral actors, and uphold safety and protection standards.

The two DREFs under the Emergency Appeal will help kick-start emergency relief and response to prioritise the needs of affected people, as well as support the recovery and resilience phase (for a period of 24 months), ensuring that the most essential services reach those most in need. This will focus on addressing immediate needs identified in the Rapid Damage Assessment and Needs Analysis (RDANA), rather than allocating assistance based on thematic priorities, allowing for flexible support based on the basic needs of affected communities. The priorities of the emergency operation are to rebuild people's lives and livelihoods while strengthening household and community resilience. This will be achieved through strong community ownership of interventions, with affected people actively involved in planning, implementation, monitoring, quality assurance, and impact evaluations.

For full shelter interventions, recipients will be given conditional cash, technical assistance, facilitation of proper documentation, and adequate support to ensure structural integrity and compliance. However, construction of their shelters will remain the responsibility of recipients, which reinforces ownership and future maintenance of their homes and common facilities.

For household livelihood assistance (HLA), participants will receive conditional cash for livelihood protection, allowing them to restore their income-generating activities where skills and equipment remain. Conditions may include attending training in bookkeeping or financial literacy and engagement in community support structures such as Community Managed Livelihood Projects and Community Savings Groups. This approach promotes both household and community ownership of the interventions and supports sustainability beyond the life of the operation. Similar methods will guide any community-level initiatives led by local volunteer groups such as the Barangay Recovery Committee (BarCom) and Barangay Waterworks and Sanitation Association (BAWASA). In principle and in practice, the Red Cross remains with communities before, during, and after natural hazards, and this operation upholds that commitment.

In parallel, PRC welfare desks serve as lifelines for families in distress. Staffed by trained volunteers and personnel, they assist in locating missing individuals, reconnecting separated family members, and helping people reach out to relatives overseas. For Overseas Filipino Worker (OFW) households, this support is critical when communication lines are down and family members abroad may be unaware of the situation or unable to contact loved ones.

Through its RFL programme, the PRC helps trace and reunite families across borders. In addition to providing direct communication support, the PRC operates a referral system to connect families in need, especially those with OFW members, to government agencies such as the Department of Migrant Workers (DMW) or the Overseas Workers Welfare Administration (OWWA). These referrals can lead to further assistance, including financial aid, legal support, or reintegration services for OFWs returning home due to the disaster.

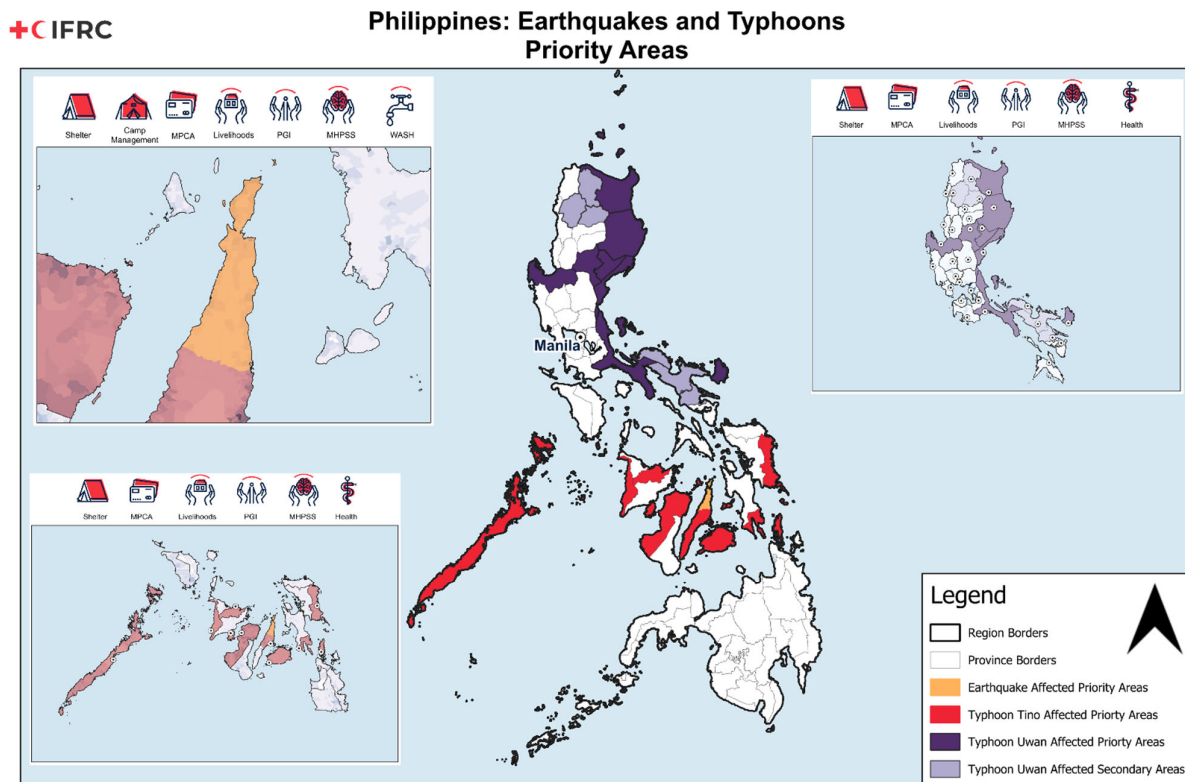
The PRC embeds an exit strategy and sustainability framework across its key recovery interventions, including full shelter assistance, livelihoods, CMLP, CSG, camp management, and water supply. These strategies are anchored in capacity building, community ownership, and close coordination with local government units. Shelter and water interventions focus on resilient infrastructure and systems that can be maintained at the community level, while livelihoods support promotes long-term economic independence through skills development and market linkages. Camp management responsibilities are gradually transitioned to local authorities to ensure both continuity and accountability. Across all sectors, the PRC emphasises community empowerment and strengthening local systems so that resilience and self-sufficiency continue beyond the organisation's operational presence.

Anticipated climate-related risks and adjustments in the operation

The earthquake and typhoon response operations must account for anticipated climate-related risks, as the Philippines, particularly the Visayas region, is highly vulnerable to extreme weather events such as typhoons, heavy rainfall, and the effects of the Southwest Monsoon and La Niña. Climate change has intensified these hazards, resulting in more frequent and severe storms with stronger winds and heavier rainfall, which can trigger landslides, flooding, and storm surges. These risks pose additional challenges to ongoing relief efforts, especially in areas where infrastructure has already been compromised by the recent 6.9-magnitude earthquake.

Many affected families have yet to rebuild secure shelters, leaving them exposed to potential property damage and health risks from subsequent weather events. In response, operational adjustments are being made, including flexible planning timelines, pre-positioning of relief items in safer locations, and continuous weather monitoring through the PRC Operations Centre. Teams are prepared to temporarily halt field activities during adverse weather, and contingency plans have been developed to address multiple hazards simultaneously. These include coordination with local authorities for early warning of dissemination and community evacuation planning. The evolving climate context requires a dynamic, risk-informed approach to earthquake response to ensure the safety of both affected populations and humanitarian personnel.

Map of Targeted Impact and Needs Areas



Disclaimer: The maps used do not imply the expression of any opinion on the part of the International Federation of the Red Cross and Red Crescent Societies or the National Societies concerning the legal status of territory or its authorities.

Geographical Prioritisation and Hazard Profiles:

The operation covers 18 priority provinces across three hazard categories, each presenting distinct damage patterns and operational requirements:

1. Earthquake-affected areas (extensive structural damage, displacement concentrated in Northern Cebu)

Priority Profile: Northern Cebu

Impact Profile:

- Severe structural damage to houses, public buildings, and community infrastructure
- Higher levels of displacement due to safety concerns and uninhabitable home
- Greater need for camp coordination and camp management (CCCM), structural assessments, emergency shelter, and psychosocial support
- Lifelines (water systems, health facilities) more at risk of long-term interruption compared to typhoon-hit areas

2. Typhoon Tino-affected areas (widespread rainfall, strong winds and flash flood impacts across Central Visayas and parts of Eastern and Western Visayas)

Priority Profile: Cebu (Central), Eastern Samar, Antique, Guimaras, Negros Occidental, Dinagat Islands, Southern Leyte, Bohol, Palawan, Capiz

Impact Profile:

- Widespread but less concentrated physical damage than the earthquake
- Flooding, wind destruction to roofs, damage to livelihoods (agriculture, small retail)
- Priorities include roof repair, essential household items, early livelihood restoration, and WASH support (where water sources were contaminated)

3. Typhoon Uwan-affected areas (storm surges, and strong wind induced damage)

Priority Profile: Aurora, Catanduanes, Quirino, Quezon, Cagayan, Isabela, Nueva Vizcaya, Pangasinan
Secondary Priority: Kalinga, Albay, Camarines Sur, Abra, Apayao, Batanes, Camarines Norte

Impact Profile:

- Heavy winds and rainfall causing landslides and isolated communities
- Agricultural losses and market disruptions are more pronounced than in Tino-affected areas
- Lesser displacement than in earthquake-affected areas, but greater needs for livelihood protection, food security, and community-level restoration of basic services

Overall Strategic Approach (with Hazard-Specific Differentiation)

The overall strategy aims to support and meet essential needs in shelter, food security, health, WASH, livelihoods, and protection, tailored to the distinct impacts of each hazard type.

Shelter and CCCM

1. Earthquake areas:
 - Emergency shelter support includes family tents, tarpaulins, shelter tool kits, and essential household items.
 - Strong emphasis on CCCM and camp-based services due to higher displacement rates.
 - Technical shelter assistance prioritises structural safety, given the extensive damage to buildings.
2. Typhoon areas (Tino and Uwan):
 - Support focuses on roof repair, transitional shelter, debris clearing, and restoring partially damaged homes.
 - Lower need for formal camp management structures; assistance is largely community-based rather than camp-based.

Livelihoods

1. Earthquake areas:
 - The earthquake caused structural damage to several commercial buildings, forcing businesses to halt operations and increasing the vulnerabilities of those working in service and operational jobs whose families rely on daily earnings.

- Ongoing aftershocks continue to affect the province of Cebu, severely disrupting the livelihoods of both fisherfolk and farmers. Limited fishing operations due to restricted access to safe fishing grounds, along with extensive damage to farmlands, including ground ruptures, sinkholes, and landslides, have resulted in significant income losses for both groups.

2. Typhoon areas:

- The immediate impact of the typhoon events was the disruption of livelihoods due to damage in the agriculture sector, including fisheries, agricultural crops, and infrastructure.

Sectoral cash voucher assistance will be provided to earthquake-affected communities, prioritising the most marginalised and vulnerable households to support their recovery. This includes Household Livelihood Assistance (HLA), Community-Managed Livelihoods and Savings Groups, and other livelihood interventions.

WASH

1. Earthquake areas:

- Large-scale damage to water systems requires temporary water points, repairs to pipelines, disinfection, and emergency hygiene promotion in camps.
- Support includes water trucking, restoring disrupted water and sanitation facilities (repairing and maintaining water treatment units, rehabilitating toilets, septic tanks, bathing facilities, and drainage systems), and providing essential WASH household items.

2. Typhoon areas:

- The main concern is contamination from widespread flooding and overflowing rivers, requiring water treatment, household chlorination, and safe water storage.
- Restoration of localised water systems, drainage clearing, desludging, and rehabilitation of communal and household sanitation facilities, often through cash for work modalities, are key priorities.
- Hygiene promotion focuses on preventing diarrheal diseases, skin infections, dengue, and leptospirosis.

Participatory and Community-Led Recovery

This operation prioritises a “build back lives and livelihoods” approach with strong community ownership. People affected will be engaged across planning, implementation, monitoring, quality assurance, and evaluation.

- Full shelter assistance: Conditional cash, technical guidance, documentation support; construction led by recipients to reinforce ownership.
- Household Livelihood Assistance: Conditional cash, capacity building, and integration with community groups (CMLP, CSG).
- Community-level initiatives: BarCom, BAWASA, and other volunteer groups lead localised resilience-building efforts.

Family Links, Protection, and OFW Support

PRC welfare desks continue serving as lifelines for families in distress, especially in areas where communications have collapsed, which is more common in typhoon-affected areas. Services include RFL and referrals for OFW households to DMW or OWWA for additional support.

Exit Strategy and Sustainability

The PRC embeds a sustainability framework across all key interventions – including shelter, livelihoods, water systems, CCCM, CMLP, and CSG. Earthquake and typhoon areas each have tailored exit pathways:

- Earthquake areas: Focus on resilient reconstruction, mental health, and durable shelter solutions.
- Typhoon areas: Focus on restoring livelihoods, rebuilding community infrastructure, and strengthening local early-warning and preparedness systems.

Targeting

1. People to be assisted

The PRC follows a systematic process for selecting people after disasters. First, rapid assessments are conducted at both the household and area levels soon after the event to gauge the severity of damage and needs. Next, the PRC coordinates with barangay recovery committees or local government units to help identify and validate potential recipients. Community-based targeting and participatory methods are then used, including collecting input from community leaders, performing local area surveys, and, where possible, door-to-door verification.

Before any aid is distributed, lists of the targeted population are validated to ensure that selected households meet the criteria, which include households or families most affected by the disaster; households both in and outside evacuation centres or makeshift shelters; households headed by vulnerable persons (such as single women who are widowed, separated, or divorced without income); families with older members or persons with disabilities; families with young children; households whose livelihoods have been severely disrupted; those in remote, isolated, or hard-hit areas with limited access to assistance; those who have not yet received substantial assistance; and those that belong to economically disadvantaged, socially excluded, or minority groups.

Under this operation, the selection of target areas is based on an analysis of available secondary data. Sources include government reports from the NDRRMC, Department of Agriculture, and Department of Public Works and Highways, as well as media reports, PRC Operations Centre records, and findings confirmed through rapid assessments conducted by PRC chapters.

Based on the assessments conducted, this operation aims to address the immediate, early recovery, and recovery needs of an estimated **284,904 of the most affected vulnerable individuals (56,981 households)** in the following provinces:

Disaster	Location (Province)
Earthquake	Cebu (Northern part)
Typhoon	<u>Tino (Kalmaegi)</u> Cebu (Central), Eastern Samar, Antique, Guimaras, Negros Occidental, Dingat Islands, Southern Leyte, Bohol, Palawan, and Capiz
	<u>Typhoon Uwan (Fung-Wong)</u> First priority: Aurora, Catanduanes, Quirino, Quezon, Cagayan, Isabela, Nueva Vizcaya, and Pangasinan
	Second priority: Kalinga, Albay, Camarines Sur, Abra, Apayao, Batanes, and Camarines Norte

The overall target of 284,904 individuals (56,981 households) include those assisted under both the DREF and Emergency Appeal operations. These interventions aim to address the immediate response, early recovery, and recovery needs in the targeted provinces. While the target population remains the same across both phases, the majority of assistance is concentrated on immediate to early response activities, including the distribution of essential household items, health services, WASH interventions, and food security support.

Recovery interventions, on the other hand, are more specifically targeted and include Household Livelihood Assistance (9,000 individuals or 1,800 households), Community Managed Livelihood Projects (10 groups of 50 members each, targeting 500 members), Community Savings Groups (10 members per group, targeting 100 members), and full shelter assistance (3,000 individuals or 600 households), shelter sharing support (1,000 individuals or 200 households), and school repairs for 20 schools to support long-term recovery and resilience. While basic health services will continue during the recovery phase to reach 70,764 people, cash-based assistance for restoring water systems and sanitation facilities is also planned.

Out of the total target, **124,764 individuals (24,953 households), or 44 percent**, are covered under recovery interventions.

Humanitarian assistance will focus on two main groups: families residing in the PRC's temporary shelters, who will receive a full package of support, and individuals in other municipalities whose humanitarian needs remain unmet. In addition, to ensure transparency, inclusivity, and accuracy, a clear Targeting SOP will be applied, including the pre-selection of potential targets from LGU, DSWD, or barangay-provided lists; door-to-door verification using the Shelter Severity Form; public posting of shortlisted names; and preparation of a final approved target list disaggregated by sex, age, and disability (SADD).

The increase in the number of individuals targeted by the appeal, from 67,500 to 284,904, is primarily due to the decision to treat the earthquake and typhoons as a compound disaster. This expanded the geographic scope of the response and significantly increased the number of affected communities requiring assistance. While the original target focused on those receiving direct aid, such as food and household items, the revised figure incorporates individuals reached through a broader range of support services. These include MPCG, full shelter provision, MHPSS, community-managed livelihood programmes, and community savings groups. Additionally, the count now reflects specialised training in CEA, protection, gender and inclusion (PGI), camp management, volunteer recruitment, and targets receiving mother and newborn kits. This comprehensive approach has significantly widened the reach and impact of the appeal, ensuring more inclusive and holistic support for affected communities.

2. Considerations for protection, gender, and inclusion and community engagement and accountability

The PRC ensures that its emergency response and all programmes uphold the principle of do no harm and adhere to the DAPS principles – Dignity, Access, Participation, and Safety – to deliver support that is dignified, inclusive, and culturally appropriate. Targeting and service delivery will be based on assessed risks and needs, prioritising women and child-headed households; pregnant and lactating women; older people; persons with disabilities; individuals with chronic illnesses; families with young children; socially marginalised groups; and those who lack resources to meet basic humanitarian needs. The operation will follow IFRC PGI Minimum Actions to ensure that these diverse needs are systematically addressed, remove physical and communication barriers, and promote meaningful participation of all segments of the community in decisions affecting their recovery.

Safeguarding of children and at-risk individuals will be central to the response. Accessible and inclusive engagement will enable communities to provide input and participate in decision-making, while timely and clear information on services, criteria, and processes will be shared through multiple channels. Safe and confidential referral pathways will be established in coordination with government protection actors and PRC safeguarding focal points to make certain that concerns related to gender-based violence (GBV), violence against children (VAC), exploitation, neglect, trafficking, or other protection issues are handled appropriately.

Staff and volunteers will be trained in PGI minimum standards, the Code of Conduct, PSEA, and safe disclosure procedures to facilitate the sensitive handling of complaints and accurate referrals for specialised support. By integrating PGI across all sectors of the operation, the National Society will promote a protective, inclusive, and accountable environment for all affected people while strengthening community trust and ensuring that no one is left behind.

The PRC will apply Community Engagement and Accountability (CEA) approaches to ensure that the targeting of people affected is transparent, inclusive, and grounded in community-identified needs and risks. Participatory consultations and household-level interactions will be conducted to understand who is most impacted, identify vulnerable groups, and validate targeting criteria with communities before finalising lists. Clear and accessible information on selection criteria, prioritisation logic, and verification processes will be communicated through multiple channels, including welfare desks, barangay meetings, hotlines, SMS alerts, and social media, to minimise misunderstanding and perceptions of unfairness.

Community feedback and complaints will be actively collected and addressed during the targeting process, with sensitive concerns referred to through PGI safeguarding pathways. This two-way communication approach allows the PRC to refine the lists of targets, correct errors, prevent the exclusion of marginalised groups, and strengthen community trust in the National Society's impartiality. Through these mechanisms, CEA ensures that targeting is fair, accountable, and reflective of local priorities and vulnerabilities.

PLANNED OPERATIONS

INTEGRATED ASSISTANCE



Shelter, Housing, and Settlements

Female > 18: 26,115

Female < 18: 19,659

CHF 7,564,000

Male > 18: 20,828

Male < 18: 25,898

Total target: 92,500 people

Objective:

Communities in crisis-affected areas are supported in restoring and strengthening their well-being and dignity through the provision of short-, medium- and long-term sheltering support through a range of modalities appropriate to their context.

Response Phase

1. Provide **emergency shelter assistance** to 6,000 displaced and non-displaced families whose homes are damaged, including those staying with host families, through the provision of tarpaulins and shelter toolkits, prioritising the most at-risk population in communities with severe structural damage and unsafe dwellings.
2. Distribute **essential household items**, including blankets, sleeping kits, solar lamps, and kitchen sets, to 20,000 affected families both inside and outside camps, prioritising vulnerable groups.
3. Distribute 2,000 **family tents** to earthquake-affected families.
4. Establish camps in priority areas to provide temporary shelter for families displaced by the earthquake.
5. Set up privacy partitions and safe spaces in evacuation centres.
6. Deploy shelter technical teams to conduct **shelter assessments**, verify damage classifications, and guide families on safe temporary construction, household-level stabilisation, and immediate repair needs.
7. Provide **Participatory Approach Safer Shelter Awareness (PASSA)** sessions for affected households receiving shelter support, promoting safer building practices, hazard risk reduction, and safe site selection (not just in the response but also in the recovery phase). Establish **complaint and feedback mechanisms** through PRC welfare desks to ensure transparency in shelter assistance, targeting, and distribution processes.
8. Conduct **one post-distribution monitoring (PDM) activity for response** components to assess the adequacy, usage, and effectiveness of shelter assistance and adjust support as needed.
9. Deploy a compact communication network and an internet provider.

Priority Actions:

Recovery Phase

10. Provide **shelter repair assistance to 1,000 HHs** – through cash, materials, or a combined modality – for partially damaged homes, enabling safe, durable, and hazard-resilient reconstruction.
11. Support **shelter sharing support (host families)** accommodating 300 displaced families through cash assistance and supplementary household items and basic repair assistance,

according to context and preferences.

12. Provide **temporary shelter support** to 600 displaced families who cannot return to their homes because they are in No Build Zones and are staying in temporary shelter arrangements, with assistance to secure their land tenure.
13. Support 600 households with **full shelter assistance** for the most at-risk affected people, including those with totally damaged and partially damaged houses and appropriate security of tenure, as well as support for those relocated to safer areas.
14. Provide **technical shelter support** for owner-driven repairs and reconstruction, focusing on Build Back Safer and climate-smart techniques, strengthening roofs and walls, improving drainage, and reducing future hazard risks.
15. Facilitate **community shelter committees (BarCom)** to support participatory planning, complaint handling, and community-driven improvements in transitional sites.
16. Support **long-term settlement planning** with LGUs, including settlement mapping, safe site planning, and coordination with the Shelter Cluster for relocation and land-use planning.
17. Continue **monitoring and follow-up** on shelter conditions, usage of assistance, construction progress, and evolving shelter needs to inform adaptive programming.
18. Conduct and train 30 staff and volunteers on camp management.
19. Conduct **one post-distribution monitoring (PDM) activity for recovery** components to assess the adequacy, usage, and effectiveness of shelter assistance and adjust support as needed.



Livelihoods

Female > 18: 17,645

Female < 18: 13,296

CHF 2,594,000

Male > 18: 17,498

Male < 18: 14,061

**Total target:
62,500 people**

Objective:

Communities, especially in disaster and crisis-affected areas, restore and strengthen their livelihoods.

Response Phase

1. Deploy food trucks with trained volunteers to provide hot meals three times a day for the initial 14 days of the operation to individuals residing in PRC-managed camps for the Cebu Earthquake. In typhoon-affected areas, hot meals support will be provided to underserved communities twice a day for seven days.
2. Conduct and support a hot meals crash course for staff and volunteers to ensure safe and accountable food handling and distribution.

Recovery Phase

Priority Actions:

1. Provide household livelihood assistance (HLA) to 45,000 people, or 9,000 households, targeting the most vulnerable small vendors, retailers, fisherfolks, and farmers to improve, restore, and replace lost assets and sources of livelihood. HLA will be provided in two tranches: a first tranche of PHP 9,000 (or CHF 138) and a second tranche of PHP 6,000 (or CHF 92), totalling PHP 15,000 per household.
2. Implement the Community Managed Livelihood Project in ten of the most vulnerable communities in need of livelihood and income enhancement. An allocation of PHP 250,000 (CHF 3,787.88) will be given to each selected community to manage their own livelihood project.

3. Establish a Cash Savings Group in ten communities to support financial literacy and economic stability in the selected communities.
4. Conduct one post-distribution monitoring (PDM) activity to assess the usefulness of the livelihood activities provided.



Multi-purpose Cash

Female > 18: 15,528

Female < 18: 11,700

CHF 867,000

Male > 18: 15,399

Male < 18: 12,373

**Total target:
55,000 people**

Objective:

Households are provided with multipurpose cash grants (unrestricted and unconditional) to address their basic and unmet needs.

Priority Actions:

Response Phase

1. Provide MPCG assistance of PHP 5,000 (CHF 69) through a financial service provider to the 11,000 most affected families (55,000 people). The grant amount is aligned with the recommendation of the Philippines Cash Working Group and based on the Minimum Expenditure Basket (MEB) for one month, covering essential needs while considering inflation. This assistance will help families address critical needs across a range of sectors, including food, shelter repair, essential household items, communication, transportation, debt payments, livelihoods, general protection needs, education, and WASH.
2. Conduct one PDM activity to assess the usefulness of the MPCG.
3. Conduct a cash voucher assistance training course for 30 staff and volunteers and provide ongoing support.

HEALTH AND CARE INCLUDING WATER, SANITATION, AND HYGIENE (WASH)

(MENTAL HEALTH AND PSYCHOSOCIAL SUPPORT / COMMUNITY HEALTH)



Health and Care

(Mental Health and Psychosocial Support/ Community Health/ Medical Services)

Female > 18:
24,338

Female < 18: 18,351

**CHF
395,000**

Male > 18: 24,152

Male < 18: 19,423

**Total target:
86,264 people**

Objective:

Strengthen the integrated health of individuals and communities affected by the 6.9-magnitude earthquake and typhoons through community-level interventions and support to health systems, both in camps and in other affected communities.

**Priority
Actions:**

Mental Health and Psychosocial Support

1. Conduct immediate MHPSS activities, including psychological first aid, psychoeducation, and child-friendly spaces in the affected communities to alleviate emotional distress during the emergency response. The PRC will ensure that coordination mechanisms are in place through the MHPSS sub-cluster, local health units, and other organisations. An integrated referral pathway and mechanisms to refer individuals who may require higher-level MHPSS interventions will also be established. Expand MHPSS outreach in tent communities and geographically isolated barangays where overcrowding, aftershocks, and disrupted living conditions are contributing to increased psychosocial distress.
2. Provide appropriate and timely mental health and psychosocial support activities and services to 20,000 affected people by the multiple disasters.
3. Deploy community health volunteers and MHPSS responders, trained through an MHPSS crash course, to support children, pregnant women, older persons, and persons with disabilities who are at heightened risk of psychological distress due to displacement and prolonged uncertainty.
4. Integrate MHPSS support into mobile health missions and temporary health stations to maintain continuous access to mental health services in areas with non-functional or overstretched local facilities.

Community Health

1. Distribute 1,500 mother and newborn kits to pregnant and lactating women in priority communities.
2. Conduct health education and disease-prevention sessions focusing on acute respiratory infections, diarrheal diseases, dengue, leptospirosis, and skin infections, especially in crowded displacement sites with limited WASH facilities.
3. Strengthen surveillance and reporting of priority diseases in coordination with barangay health stations and LGUs to detect any early signs of outbreaks linked to disrupted WASH and shelter conditions.
4. Distribute mosquito nets to 20,000 families as part of efforts to prevent dengue.
5. Continue close collaboration with local health units on disease surveillance to monitor health risks and potential outbreaks in camps.

Medical Services

1. Mobilise ambulances to transport patients and injured individuals who need hospital care services.
2. Establish first aid stations and provide first aid management.
3. Conduct health caravan or medical missions in priority affected areas to provide basic health care services, including medical consultations, health promotion activities, and the provision of medicines, in coordination with local health units and other local partners. Expand mobile medical outreach to tent settlements.
4. Enhance the capacity of provincial hospitals by deploying air-conditioned medical tent units, cot beds, and medical personnel (doctors and nurses).
5. Set up medical tents in camps to provide basic health services and monitor health conditions.
6. Mobilise emergency response units to rescue and transport individuals in difficult situations (pre-emptive and forced evacuations, individual rescues, as well as clearing operations).



Water, Sanitation, and Hygiene

Female > 18: 28,382

Female < 18: 21,386 **CHF 1,666,000**

Male > 18: 28,146

Male < 18: 22,616

**Total target:
100,530 people**

Objective:

Ensure safe drinking water, proper sanitation, and adequate hygiene awareness in communities during the relief and recovery phases of the Emergency Operation, through both community-based and organisational interventions.

Response Phase

1. Deploy PRC WASH assets (water tankers and water treatment units), along with teams to provide safe drinking water in camps and other priority affected communities. The PRC will provide 15 litres of potable drinking water per person per day based on Sphere Standards for up to 90 days. In addition, water trucking to evacuation centre will be provided as needed to ensure continued access until community water systems are fully restored.
2. Conduct hygiene promotion and sanitation activities, including the distribution of IEC materials with key messages on personal hygiene and sanitation practices. Messaging will focus on safe water handling, handwashing with soap, menstrual hygiene management, and the prevention of diarrheal and vector-borne diseases (dengue, leptospirosis).
3. Provide hygiene kits to 20,000 families (100,000 individuals), accompanied by hygiene promotion sessions to support the proper use of relief items and hygiene practices, including menstrual hygiene management, to prevent waterborne diseases. Replenish or top-up hygiene kits in highly congested displacement sites where consumption is higher due to overcrowding. The PRC will provide recipients with orientation on proper waste disposal.
4. The PRC incorporates menstrual hygiene management (MHM) as a vital component of its hygiene promotion efforts during the distribution of hygiene kits. By providing essential menstrual products alongside health education, the PRC supports women and girls in managing their menstrual health safely and with dignity. This approach not only addresses immediate hygiene needs but also raises awareness, reduces stigma, and contributes to overall community well-being and resilience.
5. Provide two jerry cans (10L) to 20,000 affected families (100,000 individuals), including demonstrations on safe water storage to promote proper household storage and prevent contamination.

Priority Actions:


Recovery Phase


1. Implement cash-for-work (CFW) schemes to repair 500 WASH facilities, including the rehabilitation of household toilets, clearing debris from drainage systems, cleaning and rehabilitating communal sanitation facilities, desludging flooded areas, repairing minor water system components, and improving site drainage and environmental hygiene.
2. Partner with community groups, LGUs, and BAWASA to support community-based operation, maintenance, and sustainability of rehabilitated water and sanitation systems, including refresher training on O&M and monitoring of water safety and quality.

3. Conduct hygiene promotion and disease-prevention activities to reinforce safe water handling, sanitation, menstrual hygiene management, handwashing practices, and water conservation throughout the recovery phase.
4. Conduct training for 50 staff and volunteers on hygiene promotion in emergencies.

PROTECTION AND PREVENTION

(PROTECTION, GENDER, AND INCLUSION (PGI), COMMUNITY ENGAGEMENT AND ACCOUNTABILITY (CEA), MIGRATION, RISK REDUCTION, CLIMATE ADAPTATION AND RECOVERY, ENVIRONMENTAL SUSTAINABILITY, EDUCATION)

	Protection, Gender, and Inclusion	Female > 18: 80,436	Female < 18: 60,609	CHF 56,000
		Male > 18: 79,766	Male < 18: 64,093	Total target: 284,904 people
Objective:	<p>Communities identify the needs of the most at-risk and particularly marginalised groups, who face inequality, discrimination, and unsafe conditions, and address their specific needs.</p>			
Priority Actions:	<ol style="list-style-type: none"> 1. The PRC will integrate the IFRC Minimum Standards into all sectors of its emergency programming to meet the needs of affected individuals. 2. Conduct a refresher training on PGI for 30 staff and volunteers to strengthen the mainstreaming of PGI minimum standards in emergencies, safeguarding and protecting children, especially girls and women. 3. Establish child-friendly spaces (CFS) to provide a safe and supportive environment for displaced families, particularly children, where they can participate in age-appropriate activities and receive psychosocial support. CFS kits will also be distributed to children. 4. Conduct child safeguarding analysis to identify any risks posed to children and protect them from all forms of violence, abuse, exploitation, and neglect within the PRC-IFRC programme, emphasising preventive measures and accountability. 5. Promote diversity among staff and volunteers, including both males and females, as the targeted population includes women and child-headed households. 6. Require staff and volunteers to adhere to the Code of Conduct and other policies, such as PSEA, by signing these documents. 7. Establish referral pathways in camps to safely refer and manage protection incidents and special needs to the relevant service providers. 8. Collect SADD data across all activities to understand the needs of different genders, age groups, and abilities. 			

	Community Engagement and Accountability	Female > 18: 80,436	Female < 18: 60,609	CHF 10,000
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Male > 18: 79,766

Male < 18: 64,093

**Total target:
284,904 people**


Objective:


Targeted communities are consulted, engaged, and able to participate throughout the entire programme process, including sharing their feedback on planned or received assistance, and allowing programmes and operations to be adjusted and adapted accordingly.

**Priority
Actions:**

1. Orient and disseminate the PRC's CEA guidelines to key staff and volunteers engaged in the operation.
 2. Set up a multi-channel approach to collect data and feedback, such as feedback boxes at welfare desks and chapters, hotlines, QR codes linking to online forms, and face-to-face collection through the Kobo app or paper forms. This setup allows for regular monitoring to ensure that feedback from the public is addressed in a timely manner.
 3. Systematically share information on selection criteria, assistance details, sectoral plans, progress, activities, and distribution processes, including any delays and challenges, along with emphasising people's rights and provisions. Stress that aid is provided free of charge to minimise the risk of sexual exploitation and abuse, and corruption. Provide a question-and-answer (Q&A) sheet for volunteers to use when engaging with communities, helping them share consistent information in a way that is inclusive, accessible, and understandable to all groups.
 4. Engage community representatives in assessments, planning, and targeting to promote relevance and ownership. Track the participation of women, youth, older persons, and persons with disabilities to support inclusiveness.
 5. Carry out rapid perception and exit surveys to assess community trust, satisfaction, and the perceived usefulness of support, and use the findings to adapt communication, targeting, and service delivery approaches.
 6. Regularly communicate back to communities on actions taken based on their feedback ("You said, we did"). Capture and share lessons, feedback trends, and challenges in SitReps, operational reviews, and learning sessions.
 7. Provide safe and confidential feedback channels for sensitive issues such as fraud, abuse, or safeguarding. Build trust by maintaining transparency on eligibility criteria, decision-making, and complaint resolution.
 8. Conduct CEA orientations and training for staff and volunteers to promote accountability, data protection, and ethical engagement. Integrate CEA indicators into monitoring tools and document examples of feedback influencing decisions.
 9. Feedback will be managed through a structured, multi-step process to allow timely and appropriate follow-up:
 - Data Aggregation: Compile feedback received through various channels using standardised templates or digital tools (e.g. KoboToolbox).
 - Analysis: Regular reviews will identify trends, emerging issues, and priority needs through dashboards, categorisation, and thematic tagging.
 - Informing the Response: Findings will guide adaptive management, such as refining targeting approaches, adjusting distribution processes, improving site arrangements, or tailoring communication materials.
 - Closing the Loop: Communities will be informed about the actions taken in response to their feedback, reinforcing transparency and trust.
- To further strengthen engagement, PRC staff and volunteers will receive training on CEA

Minimum Commitments, effective two-way communication, safe handling of sensitive feedback, PGI-aligned referral pathways, and data protection. Information on targeting criteria, entitlements, and operational updates will be shared proactively through accessible channels such as social media, radio, local leaders, and onsite announcements. Through this coordinated and participatory approach, the operation will ensure that community perspectives meaningfully shape decision-making and that the response remains responsive, dignified, and aligned with the priorities of affected people.


	Migration and Displacement	Female > 18: N/A	Female < 18: N/A	CHF 0
		Male > 18: N/A	Male < 18: N/A	Total target: -
Objective:	Communities support the needs of migrants and their families and those assisting migrants at all stages of migration (origin, transit, and destination)			
Priority Actions	<ol style="list-style-type: none"> 1. Support the activities of the PRC Welfare Desks: (i) restoring family links; (ii) tracing; (iii) inquiry and communications; (iv) contacting relatives; and (v) referrals. 2. Identify displaced groups in need of special assistance and establish pathways that allow them to access basic services, including the provision of restoring family kits. 			

	Education	Female > 18: N/A	Female < 18: N/A	CHF 0
		Male > 18: N/A	Male < 18: N/A	Total target: -
Objective:	Ensure safe, continued, and equitable access to education for affected populations, especially children and young people, and vulnerable and marginalised groups.			
Priority Actions	<ol style="list-style-type: none"> 1. Establish temporary learning centres to provide continuous learning and development opportunities for children even after a disaster. 			

Enabling approaches

	<p>National Society Strengthening</p>	<p>CHF 1,466,000</p>
<p>Objective:</p>	<p>Capacity building and organisational development objectives are facilitated to provide the PRC with the necessary legal, ethical, and financial foundations, systems, structures, competencies, and capacities to plan and perform.</p>	
<p>Priority Actions</p>	<ol style="list-style-type: none"> 1. Operational Support Services: Based on the technical and coordination support required for this operation, support functions will be established for roles including human resources, logistics and supply chain, communications, security, PMER, partnerships and resource development, and finance and administration. These positions will be deployed at both the National Headquarters and field levels. All volunteers involved in the operation will be insured under the PRC's Membership and Accident Assistance Benefit (MAAB). 2. National Society Capacity Building: The capacity of staff, volunteers, and systems at both the National Headquarters and chapter levels will be assessed, and plans will be developed to strengthen them. Focus areas include logistics, warehousing, fleet management, financial management, digitisation, PGI, fraud and corruption prevention, epidemic and pandemic preparedness and response, climate smart programming, and disaster preparedness. Capacity building will be delivered through different methods, including blended training, mentoring, on-the-job training, demonstrations, and re-demonstrations. 3. Repair the Bogo City branch building in Cebu and construct a storehouse as part of the branch facilities. 4. Recruit Red Cross 143 volunteers in the targeted provinces and provide insurance for those mobilised for the operation. 	
	<p>Coordination and Partnerships</p>	<p>CHF 43,000</p>
<p>Objective:</p>	<p>Strengthen coordination within the IFRC membership, within the Movement, and with relevant external actors to achieve technical and operational complementarity and enhance cooperation with external partners.</p>	

Priority Actions	<ol style="list-style-type: none"> Membership Coordination: Support the PRC in leading the overall response by promoting a coordinated approach with the seven National Societies present in the Philippines, as well as with National Societies providing support without a local presence. Engagement with external partners: Continuously coordinate with government and non-government agencies, including members of the Humanitarian Country Team (HCT). The IFRC is participating in various clusters and working groups and leading the Shelter cluster. Movement Cooperation: As part of Strengthening Movement Coordination and Cooperation (SMCC), the PRC, IFRC, ICRC, and Participating National Societies continue to coordinate via established platforms such as Movement Coordination meetings hosted by the PRC. The IFRC and PRC are also coordinating with the ICRC on security considerations in some affected areas and on potential complementary actions where required.
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	Shelter Cluster Coordination	CHF 0
Objective:	The humanitarian shelter and settlements sector is well coordinated, supporting a comprehensive, quality, coherent, and consistent shelter and settlements response	
Priority Actions	<ol style="list-style-type: none"> Inform and guide strategic decision-making for the humanitarian response by conducting a needs assessment and response gap analysis for the shelter and settlements sector. Identify shelter and settlements advocacy concerns to contribute to the Humanitarian Country Team’s messaging and actions; undertake advocacy activities on behalf of shelter cluster participants and the affected population. Monitor and report on the implementation of the shelter cluster strategy and results, recommending corrective actions where necessary. Conduct contingency planning, preparedness, and capacity building activities in situations with a high risk of recurrence or significant new disasters, where sufficient capacity exists within the cluster. Coordinate the conduct of lessons learned exercises to improve the shelter response actions of shelter agencies 	

	IFRC Secretariat Services	CHF 839,000
Objective:	The IFRC secretariat is capable and equipped to support the PRC in delivering services outlined in the Emergency Appeal in a timely manner and in full compliance with IFRC policies, procedures, and minimum standards as set out in the Sphere guidelines and Humanitarian Charter.	
Priority Actions	<ol style="list-style-type: none"> Human Resources: All operational activities will be implemented using existing PRC staff, NDRT members, and volunteers. The IFRC Philippines Country Delegation will support the PRC in providing complementary technical and support service staff as required to maintain accountability and compliance for the operation, including IFRC Surge personnel. 	

2. **Planning, Monitoring, Evaluation, and Reporting (PMER):** A Federation-wide approach will be applied across planning, implementation, monitoring, reporting, and evaluation. The operation's reporting and monitoring will follow IFRC standards for consistency and accountability.

A Joint Monitoring exercise will take place at least once a year, bringing together representatives from the PRC, IFRC, and PNSs. This collaborative approach not only promotes transparency and strengthens accountability but also ensures that all partners share a common understanding of operational progress, emerging challenges, and areas requiring course correction. Such joint reviews help validate data, align expectations, and reinforce a collective commitment to delivering a high-quality, effective, and well-coordinated response. Regular updates will be issued during the operation's timeframe, including a final report. The operation's monitoring teams will also conduct field visits.

A combined lessons learned workshop will be held for the DREF grants, a Mid-Term Review will be conducted after one year of implementation, and a final evaluation will be carried out to maintain the operation's accountability, assess effectiveness, and capture key lessons and learning for future programming. In line with reporting requirements, regular updates will be provided throughout the operation, including a final report. Monitoring teams will conduct field visits to track progress and assess the quality of implementation.





3. **Logistics** activities aim to effectively manage the supply chain, including procurement, customs clearance, fleet management, storage, and transport to distribution sites in accordance with the operation's requirements and in alignment with the IFRC's logistics standards, processes, and procedures. The PRC will mobilise its pre-positioned stocks for immediate relief assistance, and items will be replenished through local and international procurement and in-kind donations, where appropriate.
4. **Finance and Administration:** The IFRC will provide the necessary support to the operation by reviewing and validating budgets, conducting timely fund transfers, and offering technical assistance to the National Society on expense justification procedures and the review and validation of operational liquidations.
5. **Communications and Advocacy:** The National Society will be supported to strengthen its outreach and advocacy. The IFRC will develop and implement a communications plan to raise visibility of the operations, including visiting communities, engaging with media, and using social media to position the PRC as a key actor in the response and recovery.
6. **Security:** The IFRC's security plans will apply to all IFRC staff throughout the operation. Security support will focus on enabling safe and effective implementation of activities through continuous security risk assessments, staff security briefings, and operational advice. Tailored security training sessions will be organised for staff and volunteers to strengthen awareness and preparedness. In addition, capacity building support will be provided to the National Society to enhance its security management framework and response capabilities. All IFRC personnel must, and Red Cross Red Crescent staff and volunteers are encouraged, to complete the IFRC Stay Safe e-learning courses. The National Society's security framework will apply throughout the duration of the operation to its staff and volunteers.
7. **Civil-military relations:** The IFRC will support the PRC in its auxiliary role, safeguarding core humanitarian values and Red Cross Red Crescent fundamental principles when operating in the same humanitarian space as the military and other security services. If PRC chapters must work in close coordination with military or other security actors, this will be done in accordance with the principles of last resort, do no harm, and distinction; avoiding armed protection; sharing information without compromising the neutrality and independence of humanitarian action; and promoting the proper use of the Red Cross emblem.




Risk management




Risk	Likelihood	Impact	Mitigating actions
Occurrence of aftershocks	High	High	<ul style="list-style-type: none"> Conduct assessments of buildings or sites where the operations will take place. Risk to deployed volunteers and staff members engaged in distribution and community work due to aftershocks. Proactive security measures are in place, and team leaders are aware of the mitigating measures to be taken to avoid such risks.
Occurrence of earthquakes in other areas	High	High	<ul style="list-style-type: none"> The PRC Operations Centre will continue to monitor seismic activities in other areas and provide necessary information as needed. Proper coordination on the potential impacts to resource and manpower availability must be conducted to support informed decision-making processes if the event occurs. Ensure the pre-positioning of relief items in strategic regional warehouse locations.
Typhoon season in the Philippines, upcoming weather disturbances may exacerbate the already dire conditions of communities affected by the earthquake	High	High	<ul style="list-style-type: none"> The PRC Operations Centre will continue to monitor the current weather situation and issue necessary alerts as and when required. Revise the Emergency Appeal and Operational Strategy to include more areas.
Access to the affected communities and delivery of assistance (damaged roads, debris, compromised infrastructure)	High	High	<ul style="list-style-type: none"> Prioritise duty of care by mitigating and avoiding any risks to frontline volunteers and staff from immediate dangers, such as damaged infrastructure. Use lower tonnage vehicles for distributions to access smaller roads.
Detailed assessments find more extensive damage than anticipated, and the response activities exceed the resources generated	Medium	Medium	<ul style="list-style-type: none"> Expand the operation under a revised appeal with an increase in the funding requirement, as needed. Mobilise additional resources, including from partners and domestic sources.

Quality and accountability

The following indicators will be tracked:

Intervention Areas	
Integrated Assistance	
 Shelter, Housing, and Settlements	
Indicators	Target
% of supported households reporting that shelter assistance helped them resume safe and stable living conditions	80
# of affected households supported with essential household items	20,000
# of affected households provided with emergency shelter assistance	6,000
# of households provided with full shelter assistance (FSA)	600
# of households provided with temporary shelter assistance	600
# of households provided with shelter repair assistance (SRA)	1,000
# of households provided with shelter sharing support (SSS)	300
# of individuals oriented on safe shelter and build back safer (BBS) awareness through ESA, FSA, SRA, and SSS	57,750
# of households provided with family tents	2,000
# of schools repaired or rehabilitated	20
# of staff, volunteers, and community members trained in shelter assessment, safer construction, or site planning	30
 Livelihoods	
Indicators	Target
% of assisted households that utilised conditional cash grants to rebuild essential livelihood assets and resume productive activities	90
# of affected families provided with household livelihood assistance (HLA) or conditional cash and restricted grants	9,000
# people provided with hot meals	14,786
# of Community Managed Livelihoods Programme (CMLP) groups formed and functional	10
# of Community Savings Groups (CSGs) formed and functional	10
# of staff and volunteers trained in the hot meals crash course	50
 Multipurpose Cash	
Indicators	Target
# of people provided with unconditional cash assistance	11,000
# of staff and volunteers trained in the cash voucher assistance (CVA) crash course	30
Health and Care including Water, Sanitation, and Hygiene (WASH)	
 Health and Care	
Indicators	Target
# of individuals reached with basic health services (including medicines and first aid)	86,264
# of individuals reached with health promotion and disease prevention activities	50,000
# of pregnant and lactating women provided with mother's and newborn kits	1,500
# of affected families provided with insecticide treated mosquito nets	20,000
# of people reached with psychosocial and mental health services	20,000

# of medical tents established in the camps	6
# of staff and volunteers trained in the mental health and psychosocial support crash course	50
 Water, Sanitation, and Hygiene	
Indicators	Target
% of targeted people reporting improved hygiene and access to functional, gender-sensitive sanitation facilities	70%
# of units of WASH facilities repaired or rehabilitated, supported through the cash for work modality	500
# of people taking part in cash-for-work (CFW) schemes related to WASH activities	1,500
# of people provided with safe drinking water through the RCRC's emergency supply	100,000
# of people provided with access to safely managed sanitation facilities in an established tent or camp city	10,000
# of litres of water distributed (according to SPHERE standards)	10,050,000
# of households provided with hygiene kits which include menstrual hygiene management	20,000
# of people reached through hygiene promotion and IEC materials	28,000
# of households provided with jerry cans	20,000
# of staff and volunteers trained in hygiene promotion in emergencies	50
Protection and Prevention	
 Protection, Gender, and Inclusion	
Indicators	Target
% of targeted individuals reporting they feel safer, included, and treated with dignity when accessing PRC services and facilities	90
# of people (women, children, older persons, PwDs) supported through PGI-focused services (child-friendly spaces, safe spaces, dignity support, or inclusion services)	284,904
# of child-friendly spaces established in evacuation or community areas	18
# of children reached with child-friendly activities	18,000
# of staff and volunteers trained in the PGI Minimum Actions, DAPS, and safe referral pathways	30
# of child safeguarding risk assessments conducted	5
 Community Engagement and Accountability	
Indicators	Target
% of affected people reporting they have enough information to access services and influence decisions	80%
% of people surveyed who feel the National Society's support or services meet their important needs (support is useful)	90%
# of PRC staff and volunteers who received training, participating in the Community Engagement and Accountability crash course	70
% of community members who know how to contact the PRC to provide feedback	80%
% of people who feel they were consulted and involved in the decision-making process	80%
% of complaints and feedback received that were addressed by the PRC	80%
% of affected people who report they have access to timely and relevant information about the operation	80%
% of people who trust the information shared by the PRC	80%
Education	

Indicators	Target
# of temporary learning centres established and operated by the National Society for educational purposes	3
Migration And Displacement	
Indicator	Target
# of Restoring Family Links (RFL) kits used in Welfare Desk services targeting displaced individuals	1
Enabling Approaches	
 National Society Strengthening	
Indicators	Target
# of Red Cross 143 volunteers mobilised and trained	2,000
# of chapter or branch buildings reconstructed and equipped	1
# of lessons learned workshops (LLW) conducted	2
# of post-distribution monitoring activities conducted (response and recovery)	6
 Coordination and Partnerships	
Indicators	Target
# of Movement coordination meetings organised, and updates provided to Movement partners	10
# of Shelter Cluster Coordination meetings and training sessions undertaken	24
# of training sessions conducted for damaged shelter assessments	4
# of people trained in shelter damaged assessments	120
 IFRC Secretariat Services	
Indicators	Target
# of surge personnel deployed to support the operation	8
% of financial reporting in compliance with IFRC procedures	100%
% in compliance with the PRC's HR procedures	100%
# IFRC/joint monitoring visits to operation areas	24
% in compliance with IFRC safeguarding, child protection, and minimum PGI standards	100%
# of evaluations conducted for this operation (Midterm Review and Final)	2

Several safeguarding principles will be employed for this operation to actively prevent any harm and abuse to children and other vulnerable groups. The PRC will conduct a child safeguarding risk analysis and draw on similar findings from past operations to identify and rate the risks posed to children throughout this operation. With this information, key actions will be chosen to reduce the risk of harm against children and other at-risk groups aligned with the PRC's existing guidelines, including the Child Protection Policy and Policy on Prevention of Sexual Exploitation and Abuse (PSEA).

PRC staff and volunteers engaged in this operation are screened for any past offences and receive orientation on the Child Protection Policy and safeguarding prior to commencing work. With technical support from National Headquarters and the IFRC, PRC chapters will map services for children who have been harmed and for victim-survivors of sexual and gender-based violence (SGBV), ensuring that safe referral and reporting mechanisms are in place to adequately address exploitation, harm, and abuse. Age and context-appropriate, accessible community engagement, and accountability practices and tools will be deployed to ensure that at-risk groups have meaningful opportunities to voice their concerns and provide suggestions to improve the assistance they receive from the PRC.

FUNDING REQUIREMENT

Federation-wide funding requirement*

Federation-wide Funding Requirement including the National Society domestic target, IFRC Secretariat and the Participating National Society funding requirement	IFRC Secretariat Funding Requirement in support of the Federation-wide funding ask
CHF 18 million	CHF 15.5 million

*For more information on the Federation-wide funding requirement, refer to the section: Federation-wide Approach

Breakdown of the IFRC secretariat funding requirement



OPERATIONAL STRATEGY

MDRPH057 - Philippines
Earthquake and Typhoons

FUNDING REQUIREMENTS

Planned Operations	13,152,000
Shelter and Basic Household Items	7,564,000
Livelihoods	2,594,000
Multi-purpose Cash	867,000
Health	395,000
Water, Sanitation & Hygiene	1,666,000
Protection, Gender and Inclusion	56,000
Education	0
Migration	0
Risk Reduction, Climate Adaptation and Recovery	0
Community Engagement and Accountability	10,000
Environmental Sustainability	0
Enabling Approaches	2,348,000
Coordination and Partnerships	43,000
Secretariat Services	839,000
National Society Strengthening	1,466,000
TOTAL FUNDING REQUIREMENTS	15,500,000

all amounts in Swiss Francs (CHF)

Contact information

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

At the Philippine Red Cross:

- **Secretary General:** Dr. Gwendolyn Pang; email: gwenpang@redcross.org.ph, phone: +639178277421
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Reference



Click here for:

- [Emergency Appeal](#)
- [Revised Emergency Appeal](#)
- [Original Operational Strategy](#)
- [DREF#1 – Cebu Earthquake](#)
- [DREF#2 - Typhoons Tino and Uwan](#)