

## Forecast-based Financing

# Philippines: Typhoon

## Early Action Protocol Summary



Target: **1,275 -1,950 households** Lead time: **72 hours**

Budget: **249,540 CHF**

EAP timeframe: **5 years**

EAP approved: **Nov 2019**

EAP #: **EAP2019PH01**

The IFRC's Programme and Operations Division has revised and approved the EAP for the **Philippines Red Cross (PRC) / Typhoon** with a timeframe of five years and a budget of CHF 249,540; consisting of CHF 131,985 for readiness and pre-positioning and CHF 117,555 for early action. The EAP shall be funded from the IFRC's Forecast based Action Fund (by the DREF) where allocations shall be drawn on annual basis to cover readiness and pre-positioning cost and as a one off upon trigger to implement early actions.

## SUMMARY OF THE EARLY ACTION PROTOCOL

This Typhoon Early Action Protocol (EAP) has been designed and can be implemented by the PRC chapters in 19 targeted provinces, in four different parts of the country (see Figure 1) and is meant to facilitate anticipatory actions of the PRC when certain tropical cyclone forecasts show a high likelihood of a severe impact in the country.

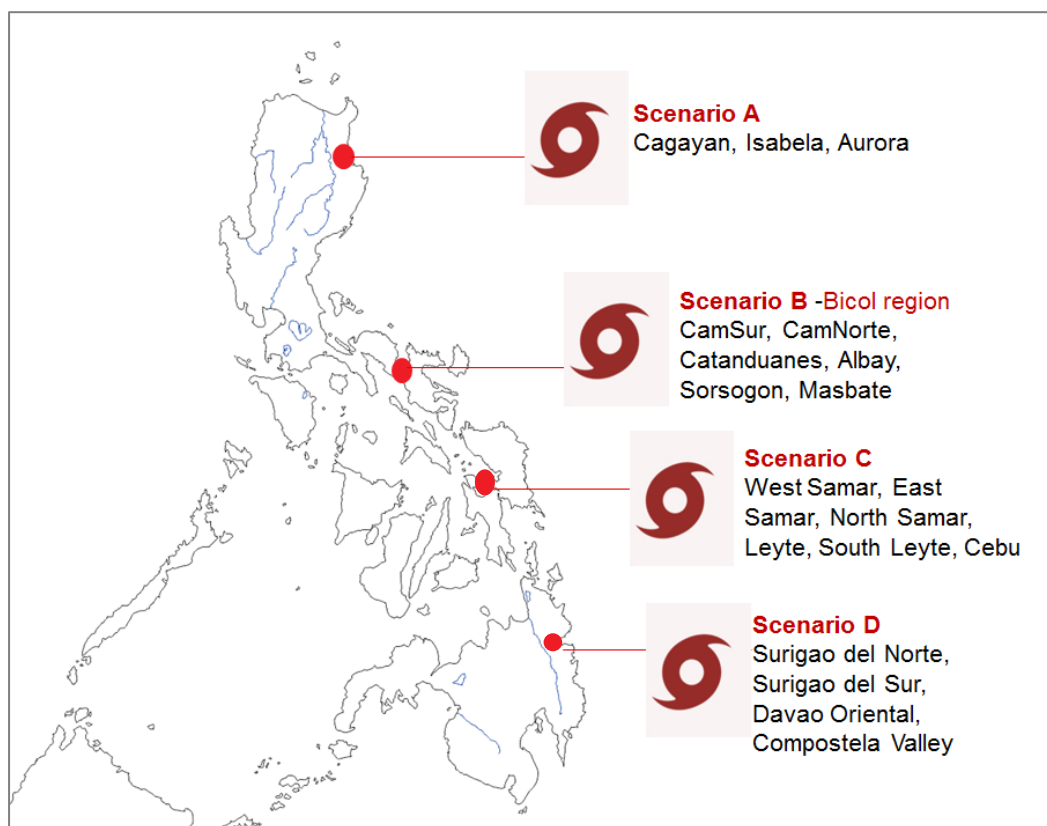


Figure 1: Four possible scenarios for typhoon Early Action

This EAP provides step-by-step instructions for the selected actions to be implemented in a three-day lead time. The typhoon Early Actions are to be triggered if the forecasted impact of the winds on housing, 72 hours before landfall, is more than 10 per cent of houses to be totally damaged in more than three municipalities. The impact forecasts are prepared with a statistical model developed by the 510 initiative of the Netherlands Red Cross (see sample provided for typhoon Ompong in September 2018), which allows the PRC to validate (or not) the trigger. Once the trigger is confirmed, any further change of track / magnitude of the tropical cyclone will not lead to the cancellation of activities, and only livestock evacuation can still be adjusted.

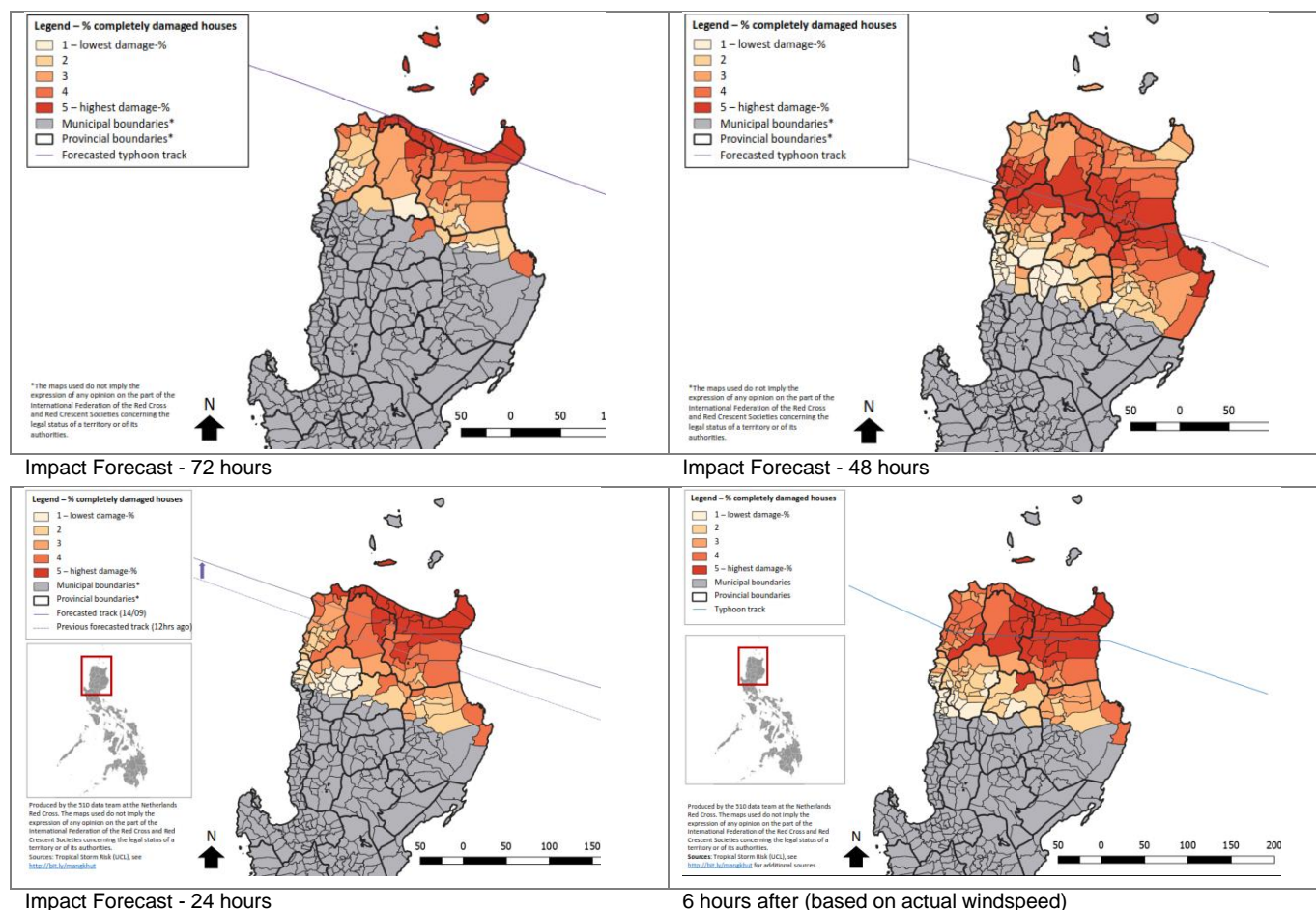


Figure 2: Typhoon Ompong impact forecasts (Source: 510 initiative)

Three Early Actions are considered for minimizing the impact of typhoons on livelihoods and housing: (i) **early harvesting** of matured crops, (ii) **livestock and assets evacuation** and (iii) installation of **shelter strengthening kits (SSK)**. In addition, cash for work is considered systematically for mobilising work force to implement these three early actions before the typhoon landfall, and will specifically benefit to vulnerable farmers, or fisherfolk (see section 5.6), by providing them with temporary employment. It is estimated that at least 50 per cent of these workers will be able to use the cash ahead of the typhoon.

The combination of Early Actions is contextualized for each of the targeted regions as follow:

Early Actions	Scenario A (North Luzon)	Scenario B (Bicol region)	Scenario C (East Visayas)	Scenario D (Mindanao)
Early harvesting	200 farms	150 farms	100 farms	-
CFW (early harvesting)	1,000 workers	750 workers	500 workers	-
Livestock / asset evacuation	-	500 heads	-	1,250 heads
CFW (livestock evac.)	-	100 workers	-	250 workers
Shelter Strengthening	500 SSK	500 SSK	1,000 SSK	500 SSK
CFW (SSK)	150 workers	150 workers	300 workers	150 workers
<b>Total beneficiaries</b>	<b>1,850</b>	<b>2,150</b>	<b>1,900</b>	<b>2,150</b>
<b>Direct beneficiaries</b>	<b>1,275</b>	<b>1,650</b>	<b>1,500</b>	<b>1,950</b>

In order to facilitate the implementation of the Early Actions in a lead-time of three days, the possible areas of intervention can be for example, the most at-risk barangays (communities) – are shortlisted with the support of provincial and municipal DRRM partners at an early stage. Barangay committees (BARCOM) are set up in those most at-risk communities, to help pre-identifying the farms and the houses that would benefit from the agreed Early Actions.

The EAP does not work in isolation. It is connected to existing Disaster Risk Reduction and Management mechanisms – such as the Pre-Disaster Risk Assessment (PDRA) meeting organized by the Provincial DRRM office prior to a typhoon landfall, which will feed the decision on which Early Actions the Chapter will chose, and in which barangays it must be implemented. It ensures that the planned early actions are carried out in a timely manner and successfully in coordination with the concerned local authorities (at provincial, municipal, and barangay levels).

### **Summary of major revisions made to the EAP (May 2020)**

#### *Why is a revision needed?*

Following the confirmation of community transmission and subsequent spike in the number of COVID19 cases, the Philippines government launched on March 13, 2020, an Enhanced Community Quarantine (ECQ) in Luzon island, in order to contain the spread of the virus in the country. On May 08, 2020, the number of positive cases in the country has reached 10,343 and is still increasing. Although relatively spared by the coronavirus, the provinces covered by this EAP are all under a General Community Quarantine (GCQ) status, where social distancing measures must be followed and specific precaution, for example when traveling or engaging with communities, must be considered.

#### *What are the main changes introduced? (in the actions and in the budget)*

To ensure a safe implementation of the proposed Early Actions (not only for the chapters concerned by a possible activation but as well for the beneficiaries), the EAP must take into consideration the new context and include the procurement of protective equipment for both the Chapters' volunteers and the workers, and adjust some of the logistic arrangements during activation: for instance, the chapter shall have a maximum of 5 volunteers per van (meaning that we need to add some budget for transport rental), orientation of workers and beneficiaries should be done outside, payment of workers should consider social distancing and use of hand washing material.

The budget for **visibility** as well as the **printing of IEC** (for SSK and livestock evacuation) – which were considered in the prepositioning – will be reduced by half, to accommodate the additional costs for a safe EAP activation under COVID-19 (this will then be shifted to the activation budget). A total of PHP 150,000 (approximately CHF 2,916) per chapter is needed to cover the following breakdown:

**Total 1:** PHP 13,200 / barangay (10 per chapter) = PHP 132,000 per chapter.

- PHP 2,000 - hand washing basins (start of the queue).
- PHP 700 - Barrel for water + hose/pipe to connect to the basins (estimated costs because already owned by the chapter).
- PHP 100 – Soaps.
- PHP 9,500 - Thermal Thermometer (for the entry desk).
- PHP 600 - Hand sanitizer/alcohol very desk 4l (how much you need depends on the number of beneficiaries).
- PHP 300 - wooden stick with a tray attached for handing over documents.

**Total 2:** PHP 600 \* 30.00 = PHP 18,000 per chapter.

- + additional costs for PPE for 100 workers for 2 days per chapter.
- + additional costs for PPE for 20 volunteers for 5 days per chapter.

**Total 1+2 = PHP 150,000**

#### *How are these changes connected to the NS strategy for business continuity regarding COVID-19?*

These changes are connected to the national strategy and the recently developed Interim Protocols for Humanitarian Assistance during Community Quarantine (Memo 01 of 2020). PRC has already started to adapt its response activities with additional COVID-19 protection measures, for example when providing cash in the ongoing ECHO project of German Red Cross and Spanish Red Cross, for Taal volcano emergency operation.

## The operational strategy – How the EAP will be implemented

### 1) Who will implement the EAP

**The Philippines Red Cross (PRC)** was established in 1947 and is a premier humanitarian organization in the Philippines, with 108 chapters all over the country. With its large network of volunteers, PRC is well rooted locally: through its vicinity to local communities as well as to governmental institutions, and through its experience in community based DRR, PRC is well situated to promote the implementation of DRR measures and their integration in local development plans. Since 1995, PRC has successfully implemented and completed more than 31 major disaster operations, mostly for tropical cyclones. PRC is the lead for the development of this Typhoon EAP, and will be in charge of its implementation through the 19 chapters trained on the Early Actions, in the four main targeted regions (North Luzon, Bicol, East Visayas and East of Mindanao).

**The German Red Cross** is the main partner of PRC in the preparation and in the activation of this EAP, through its ongoing Forecast-based Financing (FbF) project. More specifically, the FbF project is supporting the readiness of the national society with its team, in charge of the organisation of simulation exercises as well as the training of the concerned chapters on the Early Actions. As part of the current pilot-testing of the typhoon EAP, the GRC takes the responsibility of the SSK procurement and, if the ‘alert’ stage is reached, of advancing the activation budget to the targeted provinces.

**The 510 initiative of the Netherlands Red Cross** became involved in the FbF project because of the Community Risk Assessment (CRA) tool they set up few years ago for the Philippines. This tool - which collects and integrates many risk-indicators at provincial and municipal level and visualizes all results easily through an online dashboard (<https://dashboard.510.global>) – is supporting the selection of target areas for Typhoon Early Actions (EA). Additionally, the 510 team has substantial experience and expertise in typhoon Impact Modelling, and their Typhoon statistical model is the basis for triggering the typhoon EAP.

**The IFRC Country Office** is supervising the overall process of the EAP implementation in-country in coordination with the PRC and the GRC, from the setting up of the SSK stocks, the Alert and Trigger stages (if a typhoon is threatening the Philippines), up to the monitoring and evaluation of the intervention. Once the pilot-testing of the EAP will be finished, IFRC will facilitate the transfer of funds to the National Society for the readiness, the pre-positioning and the activation costs.

### 2) How will the EAP be activated - the Trigger

When a severe tropical cyclone is approaching the country, an ‘alert’ message is to be sent on day-four by PRC headquarter to the chapters at-risk, and a ‘trigger’ message the day after (72 hours before landfall), if the impact on housing forecasted with the statistical model of the 510 initiative, is of more than 10 per cent of houses to be totally damaged in at least three municipalities. The impact forecasts produced by 510 initiative are automatically sent to PRC, GRC and IFRC Country Office every six hours, from the moment the typhoon enters a pre-defined area (slightly bigger than the Philippines Area of Responsibility), till the landfall of the typhoon.

This impact threshold corresponds to the extent of damage recorded for typhoons with a return period of at least 5 years in the targeted regions. The statistical model of 510 initiative has been developed based on the data collected for 27 previous typhoons (characteristics of the typhoon, recorded impact on housing at municipal level) from 2006 to 2018 and covers several of the events passing the trigger threshold.

The selection of target areas is done with the provincial partners, at an early stage, based on historical impacts as well as on the vulnerability to severe winds and typhoon-induced flood (informed by the 510 Community Risk Assessment index). This pre-identification of the communities at-risk allows a faster response once the trigger of the Early Action is confirmed and the provinces at-risk are identified, based on the predicted typhoon’s track.

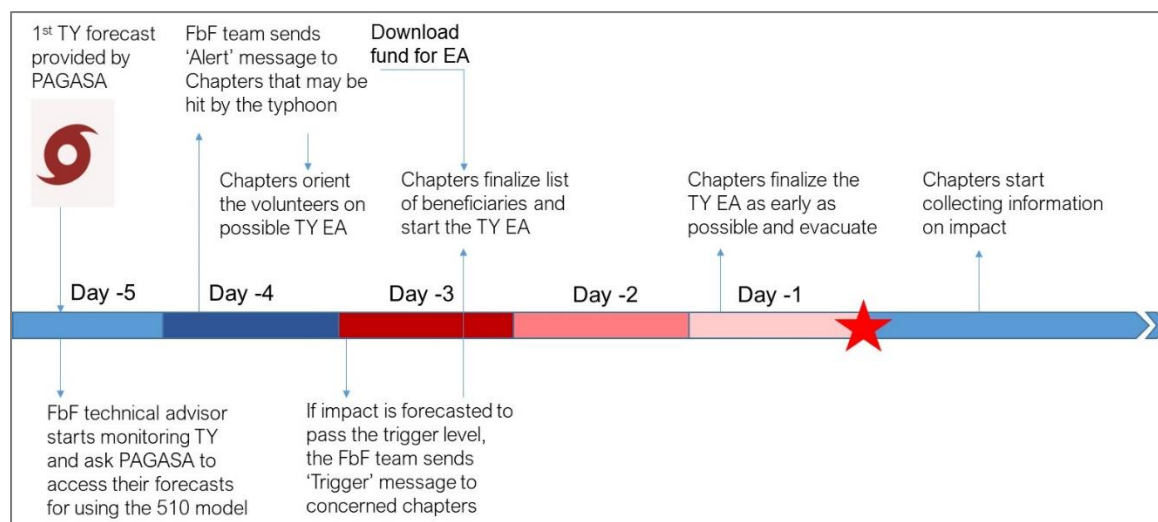


Figure 3: Timeline trigger mechanism and processes.

### 3) How will the EAP reduce the impact on the population – the early actions

The main impact of typhoons in the Philippines was analysed and prioritized through a series of consultations at provincial level. Based on its post-typhoon response experience, and in agreement with its partners, the PRC decided to focus on impacts on **livelihoods** (more particularly on the Agriculture sector) and on **housing**. The proposed Early Actions are:

1. *Early harvesting of matured crops:* this Early Action must be contextualised to the different regions where it is considered. In North Luzon, it focuses on rice or corn, as the provinces are among the main producers in the country; in Bicol, the island of Catanduanes is the main producer of abaca and early harvesting or trimming of the abaca trees will be the priority; finally, in East Visayas, this Early Action will focus on rice. To implement this Early Action (on day-three and day-two), an average number of 10 workers will be contracted, per targeted farm. The expected result is that the loss of income for vulnerable farmers will be minimized, and that daily employment in the targeted farms will be sustained.
2. *Evacuation of livestock or assets* is considered only in Bicol and in Mindanao, where there is a higher concentration of livestock. To facilitate the evacuation of pigs, goats, cows and carabaos, recruitment of 10 workers on day-two will allow the installation of temporary fencing in each of the pre-identified evacuation or pooling area. The evacuation may start on day-two and shall be completed on day-one. Barangay Animal Evacuation Team will be organized and oriented to take care of the tagging, the registration, the segregation and the surveillance of the pooled animals. This Early Action intends to minimize the loss of animals for the backyard farmers, as well as to motivate them to leave areas at risk of flooding or landslide. A guideline will be provided at an early stage to the concerned chapters to plan for this Early Action with their partners.
3. *Installation of Shelter Strengthening Kit (SSK)* will be possible in the four regions of intervention. Teams of five workers shall be recruited; each team is able to install SSK on eight houses in one day, on day-three and day-two. SSK will be partially pre-positioned in the four regions of intervention (see Figure 3), and rest of the items must be purchased as per availability on local markets when activation is confirmed. This Early Action is not intending to make the house safe, but rather minimize the potential damages and money to be spent in repair. An IEC material will be printed and pre-positioned as well.

Feasibility of the three Early Action was confirmed through a series of simulation exercises from July to September 2019: harvesting of abaca in Catanduanes island, evacuation of livestock in Davao Oriental, and SSK installation in Aurora.



## Intervention Sectors

**Overall objective: prevent and mitigate the impacts of typhoons (from severe winds, flooding and landslides) on livelihoods and houses, in most at risk communities.**

## Priority Sectors



### Shelter

**People targeted: between 500 to 1,000 families**

Male:

Female:

**Requirements (CHF): 194,821.00**

**Risk analysis:**

**Population to be assisted:**

**Programme standards/benchmarks:**

Output Code	Shelter Outcome 1: the most at-risk communities are able of minimizing the damages from the typhoon winds on their houses and can replicate this Early Action		Outcome indicator(s): 500-1000 households are provided with a strengthened shelter
	Shelter Output 1.1: Shelter Strengthening Kits are effectively installed 2 to 3 days prior to the landfall of an extreme typhoon on at least 500 houses (scenarios A, B or D) to a maximum of 1,000 houses (scenario C)		Output indicator(s): 500-1000 houses are reinforced prior to the impact of a typhoon reaching the trigger
	Readiness <sup>1</sup> phase		Timeframe
AP005	Pre-positioning of Shelter Strengthening Kits (SSK)		This activity shall be completed two months after the EAP has been approved. The procurement of the kits will be coordinated with the Bidding and Awards Committee of the Philippines Red Cross. The pre-positioning itself will be facilitated by the German Red Cross, in 5 warehouses nationwide.
AP006	Printing of the SSK IEC and assessment form		The IEC will be printed and pre-positioned with the SSK.

<sup>1</sup> The readiness phase refers to the timeframe between the EAP having been approved (disbursement of readiness funds) and the forecast being issued, it includes the pre-positioning of stocks.

	Early actions phase <sup>2</sup>	Timeframe
AP005	Purchase of the rest of the SSK items	Specific items (lumber, plywood, nails and tools) are to be purchased on day -3, once the activation is confirmed, in the targeted chapters.
AP006	Protective equipment for the workers	This will be purchased on day-3.



### Livelihoods and basic needs

**People targeted: between 775 -1450 depending on the scenario**

Male:

Female:

**Requirements (CHF): 23,312.00**

#### Risk analysis:

**Population to be assisted:**

**Programme standards/benchmarks:**

Output Code	<b>Livelihoods Outcome 1: at-risk communities have better financial resources to bounce back after the typhoon</b>	<i>Outcome indicator(s) between 775 and 1450 households meet their basic needs immediately after the typhoon</i>
	<b>Livelihoods Output 1.1: livelihood of farmers and fishermen is protected, and temporary employment is provided to the most vulnerable</b>	<i>Output indicator(s): # of workers being targeted by the cash for work intervention</i>
	<b>Readiness phase<sup>1</sup></b>	<b>Timeframe</b>
AP010	Printing of the livestock evacuation IEC	The IEC will be printed and pre-positioned.
	<b>Early action phase<sup>2</sup></b>	<b>Timeframe</b>
AP008	Cash for work for the early harvesting	In order to assist the early harvesting of matured crops, teams of 10 workers will be hired to take care 1 farm each, on day -3 and day -2.
AP008	Cash for work for the SSK installation	In order to assist the installation of the SSK on the vulnerable houses, teams of 5 workers will be hired to take care 8 houses each, on day -3 and day -2.

<sup>2</sup> The early action phase refers to the timeframe between the trigger and event's impact. (lead time).

AP008	Cash for work for livestock and asset evacuation	To support livestock evacuation, teams of 10 workers will be recruited to prepare the evacuation area, on day-2.
AP008	Insurance for the workers	Insurance will be automatically provided for each worker contracted by the PRC.
AP010	Printing of the IEC for early harvesting	This will be done on day-3.

## Strategies for Implementation

Requirements (CHF): 31,407.00

<b>Output Code</b>	<b>S1 Outcome 1: national society is capacitated and able to implement and keep the EAP updated</b>		<i>Outcome indicator(s): well prepared national society</i>
	<b>S1 Output 1.1: PRC chapters are capable of implementing the EAP once a trigger is confirmed</b>		<i>Output indicator(s): # of successful activations by the chapters</i>
	<b>Readiness phase<sup>1</sup></b>	<b>Timeframe</b>	
AP040	Visibility items for the chapters that will trigger	This activity shall be completed two months after the EAP has been approved.	
	<b>Early action phase<sup>2</sup></b>	<b>Timeframe</b>	
AP040	Volunteers allowance	This activity will be undertaken on day-3, day-2, day-1	
AP040	Volunteers transport	This activity will be undertaken on day-3, day-2, day-1	
AP040	COVID19 protective equipment	This activity will be undertaken on day-3, day-2, day-1	
<b>Output Code</b>	<b>S2 Outcome 1: Effective and coordinated international anticipatory actions is ensured</b>		<i>Outcome indicator(s): effective coordination with all partners</i>
	<b>S2 Output 1.1: the EA are implemented with the adequate support</b>		<i>Output indicator(s): # of successful activations by the chapters</i>
	<b>Early action phase<sup>2</sup></b>	<b>Timeframe</b>	
AP050	Transport of the material from the warehouses to the areas at-risk, and support to the livestock and harvest evacuation	On day-3 and day-2.	



<b>Output Code</b>	<b>S3 Outcome 1: The IFRC, together with National Societies uses their unique position to influence decisions at local, national and international levels that affect the most vulnerable.</b>		<i>Outcome indicator(s): # of publications on the learning from the activation are published and disseminated</i>
	<b>S3 Output 1.1: proper evaluation of the EAP activation is done</b>		<i>Output indicator(s): % of beneficiaries interviewed</i>
	<b>Early action phase<sup>2</sup></b>		<b>Timeframe</b>
<i>AP055</i>	Post activation evaluation	This activity must be implemented at an appropriate time after the activation, to capture the lessons learnt from the Early Actions. This should be done in a two-month period of time after impact of the typhoon.	

## Budget & Allocation schedule

To implement the Early Action Protocol (EAP), the budget initially amounting CHF 249,727 is now slightly reduced to CHF 249,540 split by readiness, pre-positioning of stock and early action as per below summary by area of intervention.

### Revision by Area of Intervention

Area of Intervention	READINESS	PRE- POSITION STOCK	EARLY ACTION	EAP Budget CHF
AOF1 Disaster Risk Reduction				0
AOF2 Shelter		124,222	70,599	194,821
AOF3 Livelihoods and Basic Needs		3,727	19,586	23,312
AOF4 Health				0
AOF5 Water, Sanitation and Hygiene				0
AOF6 Inclusion, Gender and Protection				0
AOF7 Migration				0
SFI1 Strengthen NS Capacities		4,037	18,261	22,298
SFI2 Ensure effective int'l disaster management			4,969	4,969
SFI3 Influence others as leading strategic partners			4,141	4,141
SFI4 Ensure a strong IFRC				0
<b>TOTAL</b>	<b>0</b>	<b>131,985</b>	<b>117,555</b>	<b>249,540</b>

### Readiness and allocation schedule

The activities for pre-positioning of stock will be implemented as early as possible. The needed amount for pre-positioning is now changed from CHF 143,476 to CHF 131,985

### Early Action

Funding for the early action activities increased from CHF 106,251 to 117,555 to address the requirements due to the COVID19 context, and shall be released from the Forecast-based Action Fund upon trigger activation.

Trigger-based early action activities will be reported maximum three months after the early action timeframe.

## Contact information

Reference documents



Click here for:

- [EAP main document](#)

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

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### For Performance and Accountability support (planning, monitoring, evaluation and reporting enquiries)

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## How we work

All IFRC assistance seeks to adhere to the **Code of Conduct** for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations (NGO's) in Disaster Relief and the **Humanitarian Charter and Minimum Standards in Humanitarian Response (Sphere)** in delivering assistance to the most vulnerable. The IFRC's vision is to inspire, **encourage, facilitate and promote at all times all forms of humanitarian activities** by National Societies, with a view to **preventing and alleviating human suffering**, and thereby contributing to the maintenance and promotion of human dignity and peace in the world.

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



**Save lives,**  
protect livelihoods,  
and strengthen recovery  
from disaster and crises.



Enable **healthy**  
and **safe** living.



Promote **social inclusion**  
and a culture of  
**non-violence** and **peace**.