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Typhoon Haiyan (Yolanda): U.S. and International Response to Philippines Disaster

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Summary

This report examines the impact of Typhoon Haiyan (Yolanda), which struck the central Philippines on November 8, 2013, and the U.S. and international response. Typhoon Haiyan (Yolanda) was one of the strongest typhoons (cyclones) to strike land on record. Over a 16 hour period, the “super typhoon,” with a force equivalent to a Category 5 hurricane and sustained winds of up to 195 mph, directly swept through six provinces and affected over 10% of the nation’s population of 105 million people. The areas damaged by the typhoon were some of the poorest parts of the Philippines.

Congressional concerns related to the storm and its aftermath include the immediate U.S. and international humanitarian response, the impact on the U.S. foreign aid budget, the long-term U.S. foreign aid strategy for the Philippines, and how the U.S. response to the disaster may impact the U.S.-Philippines relationship as well as regional geopolitical dynamics.

The disaster quickly created a humanitarian crisis. In some of the hardest hit areas, particularly in coastal communities in Leyte province and the southern tip of Eastern Samar, the storm knocked out power, telecommunications, and water supplies. Between 65% and 90% of structures were heavily damaged or destroyed. Two weeks after the typhoon, the Philippine government reported that an estimated 13.7 million people had been affected, with more than 3.43 million displaced (of which roughly 240,800 were housed in 1,096 evacuation centers). The government also reported that 792,000 people were evacuated in advance of the disaster. On November 25, an estimated 5,000 deaths were associated with the typhoon and more than 1,600 people were thought to be missing. All these numbers remain fluid and subject to revision.

The ongoing humanitarian relief operation is being led by the Philippine government. The United Nations, along with other partners, including the United States, is supporting the current on-the-ground response for humanitarian assistance. Apart from U.N. agencies, those responding to the crisis include international organizations, non-governmental organizations (NGOs), Private Voluntary Agencies (PVOs), and bilateral and multilateral donors. On November 12, 2013, the U.N. Office for the Coordination of Humanitarian Affairs appealed for \$301 million in the Haiyan Action Plan to provide life-saving assistance and early recovery support. On November 22, the Plan increased to \$348 million, based on assessments completed as partners gained better access to affected areas. As of November 22, U.S. funding for the humanitarian response included nearly \$52 million to support activities through the U.S. Agency for International Development (USAID) and Department of Defense (DOD) humanitarian relief operations.

At its peak, approximately 50 U.S. military ships and aircraft were involved in relief efforts and nearly 1,000 U.S. military personnel were deployed directly to disaster areas. The USS *George Washington* naval task force as well as elements of the 31st Marine Expeditionary Unit (MEU) from Okinawa formed the majority of Joint Task Force (JTF) 505, which coordinated and carried out U.S. military relief efforts (*Operation Damayan*). U.S. military assistance included transporting aid workers, clearing roads, distributing relief supplies, and evacuating those affected by the typhoon. On November 24, 2013, DOD officials announced it would begin to transition all of its relief efforts to the Philippine government.

The involvement of U.S. military forces in Haiyan relief efforts has come at a time of growing U.S.-Philippine security cooperation. The United States and the Philippines maintain close ties stemming from the U.S. colonial period (1898-1946), a security alliance, and common strategic

and economic interests. Other pillars of the bilateral bond include shared democratic values and extensive people-to-people contacts. U.S. military forces engage in regular joint exercises with the Armed Forces of the Philippines. The United States also has an ongoing, limited, non-permanent military presence in the country engaged in counterterrorism and humanitarian activities.

This report will be updated as events warrant. For background and information on the Philippines, see CRS Report RL33233, *The Republic of the Philippines and U.S. Interests*. For background on how the U.S. responds to international disasters, see CRS Report RL33769, *International Crises and Disasters: U.S. Humanitarian Assistance Response Mechanisms*.

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Typhoon Haiyan and Its Immediate Aftermath

In the early morning of Friday, November 8, 2013, one of the strongest typhoons (cyclones) to strike land on record slammed into the central Philippines, also known as the Visayas region. Over a 16 hour period, the “super typhoon,” with a force equivalent to a Category 5 hurricane and clouds that covered two-thirds of the country, directly swept through six provinces and affected over 10% of the nation’s population of 105 million people.¹ Haiyan’s estimated wind speeds were between 195 mph at its peak and 155 mph as it weakened and moved west, with wind gusts of up to 235 mph.² Several hundred thousand people reportedly had fled their homes in advance of Haiyan’s arrival. Many of those displaced were moved to evacuation centers.³ (See **Figure 1** and **Figure 2**.)

The destruction quickly created a humanitarian crisis and seriously hampered Philippine and international disaster relief efforts. The speed of the storm and advance warning prevented greater flooding and may have saved many lives. However, in some of the hardest hit areas, particularly in coastal communities in eastern and western Leyte province and the southern tip of Eastern Samar, there appears to have been little defense against Haiyan’s wrath. The storm knocked out power, telecommunications, and water supplies in at least six provinces. Food was in short supply. Between two-thirds and 90% of structures were heavily damaged or destroyed.⁴ Downed trees and other debris blocked roads. Some airports, vital links to the rest of the archipelagic country, were damaged, particularly Roxas airport on Panay Island and Tacloban airport. Most medical facilities and pharmacies were destroyed or not functioning. Furthermore, decentralized authority, a shortage of available government workers, looting, and heavy rains reportedly delayed some relief efforts.⁵

The city of Tacloban (population 220,000), capital of Leyte province, was one of the hardest hit places and the scene of concentrated destruction and death. Thousands of Tacloban residents likely drowned in a “two-story-high” storm surge, including people seeking safety in a sports

| Philippines at a Glance | |
|---------------------------------------|---|
| Geography: | Mountainous archipelago |
| Area: | 115,830 square miles (slightly larger than Arizona); 7,000 islands |
| Population: | 105 million |
| Ethnic groups: | Malay (95%); Chinese, mixed race (Filipino-Spanish, Filipino-Chinese, Filipino-American), other (5%). |
| Religions: | Roman Catholic (80%); Muslim (5%) |
| Life Expectancy: | 72 years |
| Literacy: | 95% |
| GDP per capita: | \$4,500 (purchasing power parity) |
| Population below poverty line: | 26.5% |
| Infant Mortality: | 18.2 deaths/1,000 live births |
| GDP composition by sector: | agriculture 12%; industry 31%; services 57% |
| Source: | CIA, The World Factbook. |

¹ The tropical storm made landfall in Guiuan, Eastern Samar Province; Tolosa, Leyte Province; Daanbantayan and Bantayan Island, Cebu Province; Concepcion, Iloilo Province (Panay Island); and Palawan Island.

² By contrast, Hurricane Katrina had wind speeds of 140 mph at landfall.

³ Rick Gladstone, “Top U.N. Relief Official Flies to Philippines to Help Coordinate Aid Efforts,” *New York Times*, November 11, 2013.

⁴ Fisher, op. cit.

⁵ Max Fisher, “47 Statistics That Explain Typhoon Haiyan,” *Washington Post*, November 12, 2013; Sunshine de Leon and Alexandra Zavis, “Philippines Typhoon Leaves Millions in Need of Food, Water, Shelter,” *Los Angeles Times*, November 11, 2013.

stadium that served as a shelter.⁶ Many observers and aid workers feared even greater desperation in more remote areas beyond the cities, where there was little or no communication.

Steady population increases in disaster-prone areas, combined with a geography consisting of islands and poor infrastructure, makes the Philippines vulnerable to humanitarian crises. An average of 20 major storms batter the country each year. In 2012, Typhoon Bopha (Pablo) struck the southern island of Mindanao, leaving nearly 2,000 people dead or missing. On the island of Bohol, which lies just south of Haiyan's path, a 7.1 magnitude earthquake in October 2013 displaced 350,000 people, many of whom resisted going to shelters as the storm approached, fearing that they might collapse in an aftershock. Until Haiyan, the country's most destructive typhoon was Tropical Storm Thelma (Uring), which in 1991 killed over 5,000 people in the Visayas region.

The areas damaged by the typhoon were some of the poorest parts of the Philippines, many of them dominated by agriculture and fishing industries, with some tourist destinations also severely damaged. Early estimates of the economic damage were between \$6.5 billion and \$15 billion.⁷ Among the agricultural crops most severely damaged were rice and sugar cane, which will likely necessitate large Philippine imports of these foodstuffs over the coming months.

By November 18, 2013, ten days after the typhoon struck, regular relief activities reportedly had reached most of the worst-stricken areas, including all 40 municipalities of Leyte province. However, some remote areas and islands reported little or less regular disaster assistance.⁸ In response to widespread fears about government corruption, the Aquino administration launched a web portal that allows the public to track international disaster funds, the Foreign Aid Transparency Hub (FAITH).

According to many observers, U.S. support to the Philippines following the typhoon, including disaster assistance, expressions of sympathy, and a flurry of diplomatic activity, has bolstered the already strong bilateral relationship. Some Philippine leaders argue that the U.S. military response to the disaster strengthens the case for an enhanced U.S. military presence in the country, an issue that the two sides have been discussing intensively during the past few months.⁹

On November 10, 2013, President Barack Obama made the following statement in response to the Philippines disaster:

Michelle and I are deeply saddened by the loss of life and extensive damage done by Super Typhoon Yolanda. But I know the incredible resiliency of the Philippine people, and I am confident that the spirit of Bayanihan will see you through this tragedy. The United States is already providing significant humanitarian assistance, and we stand ready to further assist the Government's relief and recovery efforts. Our thoughts and prayers go out to the millions of people affected by this devastating storm.¹⁰

⁶ Keith Bradsher, "Struggle for Survival in Philippines City Shattered by Typhoon," *New York Times*, November 11, 2013.

⁷ "Philippines Counts the Cost of Typhoon Haiyan," *Manilla Bulletin*, November 21, 2013.

⁸ Andrew Jacobs, "Relief Supplies Pour into Philippines, but Remote Areas Still Suffer," *New York Times*, November 16, 2013.

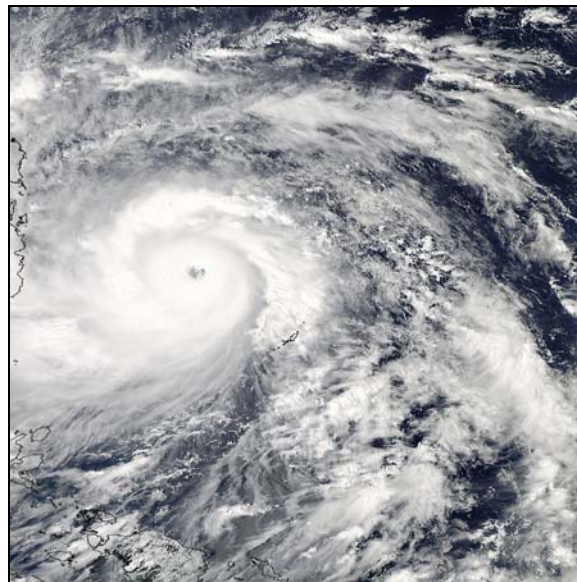
⁹ Babe Romualdez, "Babe's Eye View: Thank God for the United States!" *The Philippines Star*, November 17, 2013; Tarra Quismundo, "Storm Showed We Need US-Del Rosario," *Philippines Daily Inquirer*, November 26, 2013.

¹⁰ "Statement by the President on Super Typhoon Haiyan/Yolanda," November 10, 2013.

Members of Congress were among the first government officials to offer support. Representative Chris Smith led a congressional delegation to Leyte province.¹¹ On November 19, 2013, the Subcommittee on East Asian and Pacific Affairs of the Senate Committee on Foreign Relations held a hearing entitled “Assessing the Response to Typhoon Yolanda/Haiyan.” The Subcommittee on Africa, Global Health, Global Human Rights, and International Organizations of the House Committee on Foreign Affairs scheduled a hearing on the U.S. post-typhoon response for December 3, 2013. Members circulated “Dear Colleague” letters in support of assistance to remote areas affected by the disaster and protection for vulnerable Filipina women and children. Members also sponsored resolutions expressing condolences, supporting assistance to the people of the Philippines, and urging the U.S. government to permit Philippine nationals to be eligible for Temporary Protected Status.¹² On November 21, 2013, the Senate expedited the confirmation of the new U.S. Ambassador to the Philippines, Philip Goldberg, so that he could help coordinate U.S. assistance there. U.S. Secretary of State John Kerry reportedly announced plans to visit the Philippines in December 2013. Kerry cancelled a trip to Manila in October 2013 due to tropical storm Nari.¹³

Figure 1. Typhoon Haiyan as it Approached the Philippines Coast

November 7, 2013



Source: NASA.

¹¹ The delegation also included Representatives Trent Franks and Al Green.

¹² H.Res. 404 (Royce); H.Res. 408 (Speier); S.Res. 292 (Schatz); H.R. 3602 (Green); H.R. 3604 (Luetkemeyer).

¹³ Marvin Sy, “Kerry to Visit Phl Next Month,” *Philippine Star*, October 21, 2013. Kerry was to take the place of President Obama, who cancelled a trip to Southeast Asia in October 2013 due to the U.S. government shutdown. Obama’s travel was to include the Asia-Pacific Economic Cooperation (APEC) summit in Indonesia, the East Asia Summit (EAS) in Brunei, as well as Malaysia and the Philippines.

Figure 2. Haiyan's Path and Destruction



Source: South China Morning Post.

The Humanitarian Situation and Response

Preliminary Numbers at a Glance

Within a few days of the typhoon, the Philippine government reported that an estimated 11.5 million people had been affected by the storm, with more than 540,000 displaced (of which roughly 380,000 were staying in 1,215 evacuation centers and 162,000 outside the centers). The government also reported that 792,000 people were evacuated in advance of the disaster, and that there were more than 2,300 deaths associated with the typhoon.

The estimated number of dead and missing is often fluid and subject to change in the days and weeks following a natural disaster, particularly one on the scale of Typhoon Haiyan (Yolanda). Two and a half weeks after the typhoon struck, based on figures provided by the Philippine government, the U.N. Office for the Coordination of Humanitarian Affairs (OCHA) reported that 13.17 million people had been affected, with more than 3.43 million displaced (of which approximately 240,800 were living in 1,096 evacuation centers). Estimates of the number killed had risen to 5,000 with more than 1,600 missing. The number of injured was unknown. All numbers remain subject to revision. In addition, assessments revealed an estimated 1.1 million houses had been damaged.

Overall Status of the Relief Effort

In general, experts divide relief operations into several phases: search and rescue; treatment and survival; relocation and rehabilitation; early recovery; and long-term reconstruction. As with any significant natural disaster that has many moving parts, it can take days and sometimes weeks to get a relief effort underway. Delays in transportation and congestion, lack of transportation infrastructure, bureaucratic problems, and lack of access all can cause bottlenecks at key points in the system. While timing is critical to save lives, a relief effort of this size requires the coordination of assessments and appropriate responses with the government, local communities, and the international community to function efficiently.

The humanitarian relief operation is being led by the Philippine government. It has been hampered by a number of significant challenges, not unusual in a disaster of this magnitude, including a general lack of transportation, extremely limited communications systems, and damaged infrastructure. Aid personnel and humanitarian supplies have arrived in many of the affected areas and are beginning to get to some of the more remote locations. In-depth assessments, necessary to obtain a better understanding of the situation on the ground, are ongoing.

Philippine Government Response

The Philippine government plans and administers disaster relief primarily through the National Disaster Risk Reduction and Management Center (NDRRMC) and the Department of Social Welfare and Development (DSWD). Other agencies involved in relief efforts include the Armed Forces of the Philippines, the Office of Civil Defense, and the Department of Health. The NDRRMC oversees activities along with Local Disaster Risk Reduction Management Councils (LDRRMCs), the DSWD, DSWD field offices, local governments, and other agencies. The DSWD and its field offices coordinate relief efforts on the ground. The NDRRMC also collaborates with private sector disaster management networks. The Department of Foreign Affairs serves as the first point of contact for countries and international organizations wishing to provide assistance. Taking the lead on the disaster response, the Philippine government has reportedly formed a high-level national taskforce to ensure fast track transition from relief efforts to rehabilitation and rebuilding of affected areas.

International Humanitarian Response

The international community typically provides significant humanitarian assistance in response to these disasters and their ongoing impact.

International Humanitarian Operation¹⁴

At the request of the Philippine government and in a supporting role, the United Nations established Disaster Assessment and Coordination (UNDAC) and U.N. Office for the

¹⁴ Information drawn from various reports available at <http://www.reliefweb.int> and news articles. See also, U.N. Office for the Coordination of Humanitarian Affairs, *Philippines: Typhoon-Haiyan*, Situation Report No. 17 (as of 25 November 2013); USAID, *Philippines—Typhoon Yolanda/Haiyan*, Fact Sheet #11, Fiscal Year (FY) 2014, November 22, 2013.

Coordination of Humanitarian Affairs (OCHA) teams. With the U.N. Humanitarian Country Team already in place, OCHA is helping to coordinate actors on the ground and enlist donor support. Humanitarian relief sectors are typically established during humanitarian crises to enable the United Nations to coordinate partners, prioritize resources, and facilitate planning. In the Philippines, relief sectors have been organized into 13 relief sectors or “clusters” led by various agencies. The clusters include Camp Coordination and Camp Management; Early Recovery; Education; Emergency Shelter; Emergency Telecommunications; Food Security and Agriculture; Health; Livelihood; Logistics; Nutrition; Protection; Water, Sanitation and Hygiene; and Communications and Communities.

The United Nations, along with other partners, including the United States, has a strong relationship with the Philippines, and remains at the forefront of the current on-the-ground response for humanitarian assistance. International recovery efforts are typically complex because they require coordination among numerous actors and international entities. In the current crisis, apart from U.N. agencies, those responding to humanitarian crises include international organizations, NGOs, Private Voluntary Agencies (PVOs), and bilateral and multilateral donors.

Two weeks following the disaster, humanitarian organizations had reached most remote areas with some food and relief commodities. Overall aid delivery to affected areas had been mobilized and sustained, and in locations more accessible early on, assistance had begun to transition from emergency response to early recovery.

Key Highlights: Humanitarian Needs and Response

- Sustained emergency assistance is still required, particularly food, clean water, shelter, and basic health care to affected areas.
- Water, sanitation, and hygiene are critical priorities in affected areas and evacuation centers and to prevent the further spread of acute respiratory infections, including pneumonia. Medical teams focused on trauma began to leave the country after two weeks. Concerns remain about a gap in the provision of and access to basic health care.
- In the first two weeks after the typhoon, more than 3 million food rations were distributed. Many in the worst-affected communities have little to no access to markets, although outside these areas small markets are beginning to open. Food security is a concern for the long term. Most of the rural population depends on agriculture, and small farmers need to receive agricultural inputs before the season ends in January to realize a harvest in spring 2014.
- Overall, an increasing number of people are returning home, but many in the most affected areas are choosing to leave. It is unclear whether these people plan eventually to return to their home areas, posing some challenges for aid agencies determining where best to provide services. With 1.1 million homes estimated to have been destroyed, shelter needs remain urgent and vary greatly by location. Recovery of livelihoods is critical to enable people to rebuild.
- The U.N. Population Fund (UNFPA) launched a plan for national authorities and humanitarian partners to provide assistance and protection support to more than 3 million women and girls affected by the disaster. The U.N. Children’s Fund (UNICEF) and others are focused on identification, documentation, tracing, and

reunification for unaccompanied and separated children. Trafficking among vulnerable populations has also been raised as a concern.

- An estimated 35,000 people have requested help from the Philippine Red Cross in tracing family members who are thought to have gone missing in connection with the typhoon.
- The International Committee of the Red Cross (ICRC), which is supporting the Philippine Red Cross in its emergency humanitarian response, is also working with the Philippine authorities on the proper management of the dead.

International Humanitarian Funding

A number of international actors are also providing relief to the Philippines, either through financial contributions to the government or aid organizations or by directly providing relief supplies and emergency personnel. (See **Appendix A** for a list of international donor contributions.)

On November 12, 2013, the U.N. Humanitarian Country Team appealed for \$301 million in the Haiyan Action Plan to provide life-saving assistance and early recovery support. On November 22, the Plan increased to \$348 million, based on assessments completed as partners gained better access to affected areas. As of November 25, the revised Plan was 39% funded. Additional pledges and contributions have also been made outside the appeal. A number of countries, including the U.S. government, are providing assistance in the form of direct contributions of items such as food and tents, or through the operation of relief flights and logistics support. As of November 25, the U.N.'s Central Emergency Response Fund (CERF) had made available \$134 million to the Plan.¹⁵

U.S. Humanitarian Assistance¹⁶

Following the typhoon on November 9, 2013, U.S. Charge d'Affaires Brian L. Goldbeck issued a disaster declaration, and the U.S. Agency for International Development (USAID), through the Office of Foreign Disaster Assistance (OFDA), immediately authorized funds to be released for the initial implementation of an emergency response program. As of November 22, 2013, the United States had provided nearly \$52 million in humanitarian assistance.¹⁷ (See **Appendix B** for detail.)

The U.S. government immediately set up an interagency task force to coordinate and facilitate the humanitarian response to the typhoon in the Philippines through the Washington, DC-based Response Management Team (RMT) headed by USAID through OFDA. It also deployed Disaster Assistance Response Teams (DARTs). The RMT will support the USAID/DART, which is focused on assessing humanitarian needs, positioning emergency relief supplies, and coordinating assistance with the U.S. Embassy in the Philippines, the Philippine government, and the

¹⁵ See U.N. Office for the Coordination of Humanitarian Affairs, *Philippines: Typhoon-Haiyan*, Situation Report No. 17 (as of 25 November 2013).

¹⁶ For background information on overall U.S. humanitarian assistance, see CRS Report RL33769, *International Crises and Disasters: U.S. Humanitarian Assistance Response Mechanisms*, by Rhoda Margesson.

¹⁷ See USAID, *Philippines—Typhoon Yolanda/Haiyan*, Fact Sheet #11, Fiscal Year (FY) 2014, November 22, 2013.

international community. The State Department set up a Crisis Response Task Force to help monitor developments, facilitate coordination with other agencies as needed, and respond to inquiries from concerned Americans. The U.S. Embassy in Manila provided a center for coordination and communication among other U.S. agencies, Philippine authorities, and private organizations and citizens. U.S.-based NGOs are playing an active role in the relief and recovery effort.

Mass Fatality Management¹⁸

Management of the dead is one challenge of the response to a catastrophe. The task often falls upon local communities, which are typically overwhelmed tending to the needs of the living.

A pervasive myth holds that human remains cause epidemics in disaster-stricken communities. Human remains do not carry pathogens that are not already in circulation in a community, and they do not generally pose an additional threat to the public.¹⁹ Rather, epidemics of intestinal illness that follow a disaster typically result from loss of the infrastructures that prevent sewage from contaminating potable water. Under such circumstances, many become exposed to the illnesses of a few.

Upon review of the aftermath of the 2004 Asian tsunami, the Pan American Health Organization (PAHO), the World Health Organization (WHO), and the International Committee of the Red Cross (ICRC) published a first responder manual on mass fatality management. In it they said that “political pressure brought about by [rumors of epidemics from human remains] causes authorities to use unnecessary measures such as rapid mass burials.... The consequences of mismanagement of the dead include mental distress and legal problems for relatives of the victims.”²⁰ Responders are urged to take steps that allow the eventual identification of remains, and the opportunity for relatives to claim remains. Recommended approaches include rapid retrieval of remains by responders who are *not* medical personnel (in order to focus the efforts of medical personnel on survivors), best practices for victim identification, and options for storage of remains pending identification. Because the means for optimal storage—ice and refrigeration—may be in short supply following a disaster and are also needed by survivors, the manual recommends temporary burial as a good option for immediate storage where no other method is available.

¹⁸ Contributed by Sarah A. Lister, Specialist in Public Health and Epidemiology, Domestic Social Policy Division. Information in this section is drawn from PAHO, WHO, and ICRC, *Management of Dead Bodies After Disasters: A Field Manual for First Responders*, Morgan, Oliver, ed., Washington, DC, 2006 (hereinafter referred to as *Field Manual*), <http://www.paho.org/disasters/>, under “Response Guidelines”; and Morgan, Oliver W. et al., “Mass Fatality Management Following the South Asian Tsunami Disaster,” *PLOS Medicine*, vol. 3, no. 6 (June 2006), pp. 809-815, <http://www.plosmedicine.org>.

¹⁹ Persons who directly handle human remains may be at risk of contracting certain infections such as HIV and hepatitis, and should take appropriate preventive measures. Management of fatalities that result *from* epidemics of infectious disease may require additional measures to protect the public. See PAHO, “Risk of Dead Bodies Associated with an Epidemic,” undated, <http://www.paho.org/disasters/>, under “Response Guidelines.”

²⁰ *Field Manual*, p. 5.

U.S. Department of Defense Response to Typhoon Haiyan²¹

DOD's initial response to Typhoon Haiyan was greatly facilitated by the advanced warning of the storm as well as naval, air, and Marine Corps assets either visiting or stationed in mainland Japan and the Japanese island of Okinawa. Initial U.S. military forces deployed to the disaster area focused on assessing the extent of the damage and conducting limited search and rescue operations. The USS *George Washington* naval task force as well as elements of the 31st Marine Expeditionary Unit (MEU) from Okinawa formed the majority of Joint Task Force (JTF) 505, which comprised over 13,000 U.S. service members. Fewer than 1,000 U.S. military personnel were deployed directly to the disaster area while the rest served on ships or supported from bases around the world. At its peak, the relief effort, named Operation Damayan, involved 13 U.S. ships and 34 vertical lift aircraft.²²

U.S. military aircraft provided reconnaissance of the affected areas, lifted aid workers into the disaster zones, transported relief supplies, and evacuated those affected by the typhoon to various locations in the Philippines. Marines who were deployed ashore assisted with road clearance and with the distribution of humanitarian assistance. Once ground routes were improved, about 90% of relief supplies were then relegated to truck transportation. The Marines concentrated their efforts in the Guiuan, Eastern Samar, area which was the hub for supply transport and focused their remaining efforts south of Tacloban in the Leyte Gulf area.

On November 24, 2013, DOD officials announced it would begin to transition all of its relief efforts to the Philippine government and that JTF 505 would stand down on or about December 1, 2013.²³ DOD officials further noted that it had delivered more than 4 million pounds of relief supplies and equipment, primarily provided by USAID. In addition, the U.S. military logged nearly 2,400 flight hours, conducted more than 1,100 flights, and moved 2,000 relief workers into Tacloban City. DOD also reported airlifting almost 20,000 survivors from the affected areas.

In addition to the United States, roughly 20 other nations and multilateral organizations, including Australia, Japan, NATO, South Korea, and the United Kingdom, contributed military assistance. This aid involved the use of military ships, transport planes, and helicopters. International military personnel provided disaster relief and helped distribute medical supplies, drinking water and food. China, which had been criticized for providing too little assistance and being slow to respond, sent a naval hospital ship, the *Peace Ark*, to the Philippines on November 21. DOD evacuated approximately 540 American citizens, 19,600 Philippine citizens, and 300 third country nationals from typhoon-affected areas.

²¹ Contributed by Andrew Feickert, Specialist in Military Ground Forces, Foreign Affairs, Defense, and Trade Division.

²² Ashley Rowland, "US Military Relief in Philippines Winding Down," *Stars and Stripes*, November 25, 2013. *Damayan* means "help in time of need" in Tagalog, the principal language of the Philippines.

²³ Information in this section was taken from "DOD Transitions to Next Phase of Aid in Philippines," *American Forces Press Service*, November 25, 2013.

U.S.-Philippines Relations²⁴

The United States and the Republic of the Philippines maintain close ties stemming from the U.S. colonial period (1898-1946), a security alliance, extensive military cooperation, and common strategic and economic interests. Other pillars of the bilateral bond include shared democratic values and people-to-people contacts. Filipino Americans number approximately 4 million, making them the second-largest Asian American population, and comprise the largest foreign-born group in the U.S. Armed Forces. An estimated 150,000 Americans live in the Philippines.

U.S Military Presence in the Philippines

U.S. military forces are involved in several regular joint exercises and ongoing military missions in the Philippines. The two major ones are the Balikatan (*Shoulder to Shoulder*) exercises and the U.S. Joint Special Operations Task Force–Philippines (JSOTF-P) counterterrorism assistance, which maintains a rotating presence on Mindanao Island and the Sulu archipelago. Both of these programs include large humanitarian components. Other annual joint exercises include the Cooperation Afloat Readiness and Training (CARAT) naval event and the Amphibious Landing Exercise (PHIBLEX). In addition, U.S. warships made several port calls in the Philippines in 2013 prior to the Haiyan disaster.

DOD officials stated that the U.S. military had a “small footprint” of people and equipment in the Philippines at the time of Typhoon Haiyan. No injuries or damage to them were reported.²⁵ Currently, there are about 470 U.S. military personnel from JSOTF-P conducting counterterrorism training for selected units of the Philippine military.²⁶ Some members of JSOTF-P supported Operation Damayan in Ormoc City, Leyte province.

The involvement of U.S. military forces in relief efforts following Typhoon Haiyan comes at a time of growing U.S.-Philippine security cooperation. The bilateral security relationship has gained prominence as a key link in the U.S. foreign policy “pivot” or “rebalancing” toward Asia. Since 2012, U.S. and Philippine officials have discussed increasing U.S. ship and aircraft access to Philippine military facilities, particularly at Subic Bay, site of the former U.S. naval base, and bolstering U.S. military facilities and forces in the country on a semi-permanent or rotational basis.

U.S. Foreign Assistance to the Philippines

The Philippines, regarded by Washington as a partner in maintaining regional security, is one of the largest recipients of U.S. foreign assistance in Southeast Asia. U.S. assistance has focused upon poverty reduction, broad-based economic growth, and, increasingly, external security concerns. In the past decade, over half of U.S. assistance to the country supported development programs in Mindanao and the Sulu Archipelago, where there has been a sustained Muslim

²⁴ For background information, see CRS Report RL33233, *The Republic of the Philippines and U.S. Interests*, by Thomas Lum.

²⁵ Karen Parrish, “DOD Ready to Assist as Philippines Face Monster Storm,” American Forces Press Service, November 8, 2013.

²⁶ “The Army As of October 31,” *Army Times*, November 11, 2013, p. 5.

insurgency, with the aim of reducing the attractiveness of radical or extremist ideologies and activities. In 2010, the Millennium Challenge Corporation (MCC) approved a five-year, \$434 million compact with the Philippine government that focused on poverty reduction, transportation, and the modernization of the Bureau of Internal Revenue. For FY2014, the Obama Administration requested raising Foreign Military Financing to the Philippines by 75%. (See **Table 1.**)

Table 1. U.S. Assistance to the Philippines, FY2008-FY2014

\$ U.S. Thousands

| Account | FY2008 | FY2009 | FY2010 | FY2011 | FY2012 | FY2013 estimate | FY2014 request |
|--------------|----------------|----------------|----------------|----------------|----------------|-----------------|----------------|
| GHP | 24,967 | 27,175 | 33,220 | 32,437 | 33,800 | 32,810 | 31,500 |
| DA | 27,321 | 30,000 | 40,310 | 79,055 | 81,055 | 85,755 | 87,682 |
| ESF | 42,773 | 30,000 | 30,000 | 0 | 0 | 0 | 0 |
| FMF | 27,757 | 28,000 | 29,000 | 11,970 | 27,000 | 28,483 | 50,000 |
| IMET | 1,525 | 1,730 | 1,850 | 1,971 | 1,954 | 1,614 | 1,700 |
| INCLE | 794 | 800 | 1,365 | 2,065 | 2,450 | 2,996 | 8,000 |
| NADR | 4,562 | 4,175 | 5,625 | 9,525 | 9,525 | 8,945 | 9,100 |
| Total | 129,699 | 121,880 | 141,370 | 137,023 | 155,784 | 160,603 | 187,982 |

Source: Department of State, *Congressional Budget Justification for Foreign Operations (FY2008-14)*.

Notes: Foreign Aid Account Acronyms: GHP—Global Health Programs; DA—Development Assistance; ESF—Economic Support Fund; FMF—Foreign Military Financing; IMET—International Military Education and Training; INCLE—International Narcotics Control and Law Enforcement; NADR—Non-Proliferation, Anti-Terrorism and De-Mining. This table does not include food aid and MCC funding. The FY2014 request includes \$9.5 million (Development Assistance) for programs in the South Pacific administered by the Philippines mission.

Possible Economic Effects of Typhoon Haiyan²⁷

The Philippines is a middle-income country with a population of 105 million—Southeast Asia’s second largest. Once one of the wealthiest nations in Southeast Asia, it had been considered one of the region’s economic laggards since the 1970s, due in large part to widespread corruption and poor governance. However, in the past three years—before the typhoon struck—the Philippines had emerged as one of Asia’s strongest economies. The 7.6% GDP growth rate it posted in 2010 was the country’s fastest annual growth rate in 30 years. The Philippines grew 6.8% in 2012, still one of Southeast Asia’s fastest growth rates, and the International Monetary Fund (IMF) had predicted expansion of 7.0% in 2013 as recently as October.

This growth represented a strong resurgence for a country that had been a recipient of IMF loans beginning in 1983, due to fiscal crises in the 1980s and the economic vulnerabilities exposed by the Asian financial crisis in the 1990s. Many Philippine observers felt it was symbolically important that the country became an IMF creditor in 2012, contributing to multilateral loans to Europe. Analysts note that the Philippines, like many Southeast Asian nations, has benefitted

²⁷ Contributed by Ben Dolven, Specialist in Asian Affairs, Foreign Affairs, Defense, and Trade Division.

from substantial investment inflows over the past three years, but this raises the risks that the trend could reverse, with private capital outflows possibly arising from the typhoon or for other reasons, such as the possible tightening of U.S. monetary policy in the coming years.

Observers say it is too early to assess the broad impacts of the typhoon on the Philippine economy, although the damage to the economic base of the Visayas region is clearly of large scale. Although the affected areas are not the country's largest sources of rice, the damage to rice-growing areas is highly likely to reverse the Philippines' trend in recent years towards rice self-sufficiency, and rice imports will likely rise. Damage to other crops, such as sugar cane, coconut, and pineapple, will likely have considerable impacts on agricultural livelihoods in the region. Because the region most heavily affected is one of the country's poorest, impacts on the broad manufacturing base will likely not be deep. Economists note that once reconstruction efforts begin, GDP growth will likely be bolstered by construction spending.

One important issue for the Philippine economic recovery in the months and years ahead will be whether decentralized governance and corruption limits the efficiency of stimulus efforts. The Philippine central government's relative lack of control over decisions by regional governments has been one of the chief obstacles to Philippine economic development for decades, many observers say. While the World Bank rated the Philippines one of the world's 10 most improved business environments in an October 2013 survey, the strains arising from the typhoon's damage will be a test of whether the central government can effectively implement economic stimulus without running into the issues of corruption or poor local governance.

Looking Ahead: Policy Issues

The impact of Typhoon Haiyan is of significant interest to the United States. As the extent of the disaster becomes clearer, other issues may emerge for Congress as it considers the ongoing U.S. response. These fall into several possible categories:

- **The initial humanitarian relief period:** Congressional interest and support is likely to focus on the humanitarian impact of the disaster, the U.S. and international response, and ongoing humanitarian developments.
- **Ongoing oversight:** Congress may exercise its oversight authority in the ongoing provision of U.S. humanitarian assistance. It may consider how USAID and DOD responses to the Haiyan disaster mesh with overall and existing U.S. foreign aid programs, contributions by other governments, and overall global humanitarian priorities.
- **Longer-term assistance strategy:** Given the extensive damage to the Philippines' economy and infrastructure, Congress may consider broad, long-term U.S. assistance strategies in the Philippines. Lessons learned from the response to the Philippines typhoon may influence future U.S. global disaster assistance strategies and the provision of food aid.
- **Strategic questions:** Congress may consider how the U.S. disaster response may impact the U.S.-Philippines relationship as well as regional geopolitical dynamics, and how existing and ongoing U.S. military activities in the Philippines may be affected by DOD's role in disaster relief.

Appendix A. Donor Contributions and Pledges to the Philippines in Response to Typhoon Haiyan (Yolanda)²⁸

Table A-1. International Donor Contributions to United Nations Appeal and to Projects Outside the Appeal (through November 25, 2013)
(U.S. \$)

| Country/Agency Donor | Contribution/Commitment ^a | Pledge ^b | In-Kind Support ^c |
|---|--------------------------------------|---------------------|---|
| Algeria | \$3,000,000 | \$0 | Rice shipped to the Filipino Department of Social Welfare and Development. |
| Andorra | \$13,405 | \$0 | |
| Asian Development Bank | \$3,000,000 | \$0 | |
| Australia | \$27,662,621 | \$930,233 | Medical assistance team, tarpaulins, sleeping mats, mosquito nets, water containers, health and hygiene kits, disaster management specialists. |
| Austria | \$1,859,504 | \$0 | Rapid response team. |
| Azerbaijan | \$0 | \$250,000 | |
| Bahrain | \$0 | \$0 | Ninety tons of food, hygiene packs, blankets, tents, mats, power generators, towels, pillows, water, and water containers. |
| Bangladesh | \$0 | \$1,000,000 | |
| Belgium | \$2,038,705 | \$0 | Team of 40 medical personnel and equipment to set up field hospital; water treatment units; relief goods. |
| Brazil | \$0 | \$150,000 | |
| Brunei Darussalam | \$0 | \$0 | Emergency relief supplies of rice and bottled water. |
| Cambodia | \$0 | \$100,000 | |
| Canada | \$18,958,627 | \$190,658 | Relief team of 20 medical staff plus team of 10 logistical support personnel to establish advanced surgical position and to install a water purification station. |
| U.N. Central Emergency Response Fund (CERF) | \$25,284,204 | \$0 | |
| China | \$1,600,000 | \$400,000 | A planeload of blankets, tents, and other emergency relief goods. |
| Croatia | \$68,691 | \$0 | |

²⁸ Contributed by Susan Chesser, Information Research Specialist, Knowledge Services Group, Foreign Affairs, Defense, and Trade Division.

| Country/Agency Donor | Contribution/ Commitment^a | Pledge^b | In-Kind Support^c |
|---------------------------------|---|---------------------------|--|
| Czech Republic | \$213,904 | \$0 | |
| Denmark | \$7,235,040 | \$0 | Equipment and emergency coordinators, shelter, clean water, medical supplies for 100,000 families, telecommunications emergency response unit, equipment and emergency coordinators. |
| Estonia | \$202,919 | \$0 | |
| European Commission | \$4,080,532 | \$9,641,873 | Two planes loaded with relief goods, medical team, and search and rescue teams. |
| Finland | \$1,356,852 | \$0 | Two motor boats for rescue operations. |
| France | \$888,430 | \$0 | Teams of urban search and rescue personnel, tents, kitchen kits, and water purifying stations. |
| Germany | \$0 | \$8,816,705 | Medical team of 24 doctors and nurses with two tons of medical supplies; the team will set up medical tents and will be able to accommodate 1,000 persons per day. Also, 23 tons of food, hygiene, and medical kits. |
| Holy See | \$150,000 | \$0 | |
| Hungary | \$0 | \$0 | Five medics and search and rescue team. |
| Iceland | \$100,000 | \$0 | |
| India | \$0 | \$0 | Planeload of relief goods. |
| Indonesia | \$2,000,000 | \$0 | Medicine, drinking water, generator sets, blankets, and food. |
| Intergovernmental Organizations | \$0 | \$100,000 | |
| Ireland | \$0 | \$1,377,410 | Shelter items. |
| Israel | \$0 | \$0 | Team of 158 medics, rapid response, and search and rescue personnel; field medical facilities and supplies; mobile desalination equipment; food. |
| Italy | \$2,729,696 | \$0 | Humanitarian flights, blankets, tarpaulins, tents, and medical kits. |
| Japan | \$30,647,121 | \$21,500,000 | Rapid response medical assistance team of 25 personnel; 18 medics; plastic sheets, sleeping pads, and other commodities. |
| Korea, Republic of | \$0 | \$5,000,000 | Disaster relief team. |
| Kuwait | \$0 | \$10,000,000 | |
| Luxembourg | \$895,638 | \$0 | Relief team of health workers and telecommunications personnel, as well as information and communications technology. |
| Malaysia | \$1,000,000 | \$0 | Medics, search and rescue personnel, blankets and medicine. |
| Mexico | \$1,000,000 | \$0 | |
| Myanmar | \$100,000 | \$0 | Seven tons of medical and non-medical relief goods. |
| Netherlands | \$10,303,070 | \$0 | |
| New Zealand | \$1,836,875 | \$2,454,620 | Relief goods; aircraft for transportation. |

| Country/Agency Donor | Contribution/Commitment^a | Pledge^b | In-Kind Support^c |
|---|--|---------------------------|--|
| Norway | \$6,433,794 | \$0 | |
| Pakistan | \$0 | \$1,000,000 | |
| Panama | \$0 | \$200,000 | |
| Papua New Guinea | \$39,000 | \$1,167,000 | |
| Private (individuals and organizations) | \$41,118,633 | \$159,436,752 | |
| Qatar | \$0 | \$0 | Eighty tons of medications, food, tents, blankets, and clothes. |
| Red Cross/Red Crescent Societies | \$1,013,404 | \$0 | |
| Russian Federation | \$1,170,000 | \$0 | Emergency field hospital with air mobile hospital and rescue workers. Also, 56 metric tons of canned meat, canned fish, and sugar. |
| Saudi Arabia | \$100,000 | \$10,000,000 | |
| Singapore | \$256,000 | \$0 | Civil Defense Force relief team, tents, groundsheets, medical supplies, blankets, use of aircraft to transport further supplies. |
| Slovakia | \$0 | \$26,000 | |
| Slovenia | \$80,429 | \$0 | |
| South Africa | \$400,000 | \$0 | South African Relief Team of 50 doctors, paramedics, fire, rescue and related personnel, with 3 tons of medical equipment and medicines, and 10 tons of light rescue equipment. |
| Spain | \$2,193,702 | \$0 | Two planes of emergency relief, including a health relief team of 32 persons with surgery capacities. Also, a team of seven logisticians and health professionals with water, sanitation, and hygiene equipment. |
| Sweden | \$10,250,708 | \$0 | Two base camps and two Onsite Operations Coordination Center modules with personnel to support United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA). |
| Switzerland | \$0 | \$6,500,000 | Urban search and rescue team, tents, water distribution kits, water pump kits, drinking water reservoir, water disinfection kits, and tarpaulins. |
| Thailand | \$200,000 | \$280,000 | Planeload of relief goods. |
| Turkey | \$0 | \$0 | Search and rescue team, and a planeload of tents, blankets, and kitchen sets. |
| Ukraine | \$0 | \$0 | Relief goods, including food, water filters, power generators, canned beef, mattresses and pillows, and disinfectant kits. |
| United Arab Emirates | \$10,000,000 | \$0 | Emergency response team. |

| Country/Agency Donor | Contribution/Commitment^a | Pledge^b | In-Kind Support^c |
|-----------------------------|--|----------------------------------|---|
| United Kingdom | \$66,290,322 | \$28,870,968 | Twelve National Health Service personnel able to operate under emergency conditions; forklift trucks, cutting equipment, and 4x4 vehicles to clear and open runways and roads; temporary shelters; blankets; water purification tablets; household goods; soap and sanitary items; bedding; blankets; and solar lanterns. |
| United Nations agencies | \$6,000,000 | \$0 | |
| United States | \$51,857,894 | \$0 | Logistics and relief commodities. |
| Vietnam | \$0 | \$100,000 | |
| TOTAL | \$345,629,720^d | \$269,492,219^e | |

Source: Compiled by CRS from information provided by the Financial Tracking Service (FTS) of the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) at <http://fts.unocha.org/pageloader.aspx?page=home>. International Assistance Matrix, provided by the Government of the Philippines at <http://www.gov.ph/faith/full-report/>.

Notes:

- a. According to OCHA, a “Contribution” is the actual payment of funds or transfer of in-kind goods from the donor to the recipient. A “Commitment” is a legal, contractual obligation between the donor and recipient entity, specifying the amount to be contributed.
- b. According to OCHA, a “Pledge” is a non-binding announcement of an intended contribution or allocation by the donor.
- c. According to OCHA, a zero in both Contribution/Commitment and Pledge columns indicates the donor did not report a value for an in-kind donation.
- d. Total of contributions made to the United Nations appeal and to projects outside of the appeal.
- e. Total of pledges made to the United Nations appeal and to projects outside of the appeal.

Appendix B. U.S. Government Humanitarian Assistance to Typhoon Haiyan (Yolanda) Relief²⁹

Table B-1. Contributions Made Through November 22, 2013

| U.S. Funding Source | Implementing Partner | Description | Funding |
|--------------------------------|---|--|---------------------|
| USAID/OFDA ^a | Catholic Relief Services | Transitional shelters. | \$3,000,000 |
| USAID/OFDA ^a | United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA) | Coordination and advocacy in areas affected by Typhoon Haiyan. | \$250,000 |
| USAID/OFDA ^a | Oxfam/Great Britain (Oxfam/GB) | Water, sanitation, and hygiene. | \$2,499,645 |
| USAID/OFDA ^a | Plan International | Education assistance to children; funding teachers and early childhood facilitators in the Provinces of Leyte, Southern Leyte, Eastern Samar, and Western Samar. | \$3,000,000 |
| USAID/OFDA ^a | United Nations Children's Fund (UNICEF) | Access to Water, Sanitation and Hygiene (WASH) for children and women. | \$750,000 |
| USAID/FFP ^b | World Food Program | Emergency food assistance. | \$2,250,000 |
| USAID/FFP ^b | World Food Program | Local or regional food procurement. | \$7,750,000 |
| USAID/OFDA ^a | World Food Program | Lifesaving and early recover food assistance. | \$5,000,000 |
| U.S. Department of Defense | U.S. Department of Defense | Logistics. | \$21,857,894 |
| USAID/OFDA ^a | Various recipients | Administrative support. | \$209,619 |
| USAID/OFDA ^a | Various recipients | Commodity airlifts, logistics, relief commodities. | \$3,127,002 |
| USAID/OFDA ^a | USAID/Philippines | Logistics and relief commodities, WASH projects. | \$100,000 |
| USAID/OFDA ^a | UN agencies and NGOs | Logistics and relief commodities, WASH, shelters. | \$2,063,734 |
| TOTAL U.S. CONTRIBUTION | | | \$51,857,894 |

Source: Compiled by CRS from USAID, *Philippines—Typhoon Yolanda/Haiyan*, Fact Sheet #11, Fiscal Year (FY) 2014, November 22, 2013 and the Financial Tracking Service (FTS) of the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) at <http://fts.unocha.org/pageloader.aspx?page=emergencyDetails&appealID=1043>.

²⁹ Contributed by Susan Chesser, Information Research Specialist, Knowledge Services Group, Foreign Affairs, Defense, and Trade Division.

- a. USAID/Office of Foreign Disaster Assistance funding indicates actual or obligated amounts.
- b. USAID/Food for Peace funding indicates the estimated value of food assistance.

Appendix C. Sources for Further Information³⁰

U.S. Embassy in Manila, Philippines

Disaster Assistance: <http://manila.usembassy.gov/disaster-assistance.html>

U.S. Citizen Services: <http://manila.usembassy.gov/wwwaha017.html#Missing>

This page provides information for persons trying to find American citizens who were in the Philippines at the time of the storm.

U.S. Agency for International Development (USAID)

<http://www.usaid.gov/haiyan>

<http://www.usaid.gov/philippines>

USAID Office of Foreign Disaster Assistance (USAID/OFDA) Twitter Feed:
<https://twitter.com/theOFDA>

U.S. Department of Defense

Operation Damayan: http://www.defense.gov/home/features/2013/1113_haiyan/

Government of the Philippines

Matrix of International Assistance: <http://www.gov.ph/faith/full-report/>

This site tracks assistance the Filipino government receives from other countries, agencies of the United Nations, and nongovernmental organizations. It is frequently updated each day.

U.N. News Centre

<http://www.un.org/News/>

The UN News Service publishes reports on the humanitarian aid efforts in the Philippines, as well as news about the United Nations' work in other countries.

Relief Web

<http://reliefweb.int/disaster/tc-2013-000139-phl>

This site is administered by the U.N. Office for the Coordination of Humanitarian Affairs (OCHA) and provides links to reports by governments, international and intergovernmental entities, and non-governmental organizations (NGOs) on humanitarian activities as well as maps and fact sheets. This site is continuously updated.

³⁰ Contributed by Susan Chesser, Information Research Specialist, Knowledge Services Group, Foreign Affairs, Defense, and Trade Division.

Selected U.N. Entities

U.N. Country Team in the Philippines

<http://reliefweb.int/organization/unct-philippines>

United Nations Children’s Fund (UNICEF)

<http://www.unicef.org/infobycountry/philippines.html>

World Food Program (WFP)

<http://www.wfp.org/countries/philippines>

World Health Organization (WHO)

<http://www.who.int/hac/en/index.html>

United Nations High Commissioner for Refugees (UNHCR)

<http://www.unhcr.org/52820a359.html>

Food and Agricultural Organization of the United Nations (FAO)

<http://www.fao.org/emergencies/crisis/philippines-typhoon-haiyan/en/>

InterAction

<http://www.interaction.org/crisis-list/interaction-members-respond-typhoon-haiyan>

InterAction is an alliance of more than 180 U.S.-based nongovernmental organizations (NGOs) that work around the world. The site describes the humanitarian assistance being provided by each member organization responding to the Philippines disaster and provides links to the individual websites where contributions can be made.

Appendix D. How to Contribute to Relief Efforts

USAID—How to Help

<http://www.usaid.gov/what-we-do/working-crises-and-conflict/crisis-response/how-help>

U.S. Embassy in Manila, Philippines

How to Contribute: <http://manila.usembassy.gov/response-contribute.html>

Charity Navigator

Super Typhoon Haiyan Disaster Relief: <http://www.charitynavigator.org/index.cfm?bay=content.view&cpid=1659>

Provides analysis, evaluations, and ratings of charity finances as well as accountability and transparency.

Guide Star

Helping Typhoon Haiyan Survivors:

<http://www.guidestar.org/rxg/give-to-charity/donor-resources/philippines-typhoon-relief.aspx?gsicn=November11TyphoonRelief&gsici=HomepageFeature>

This organization gathers information about nonprofit organizations and reports on each organization's mission, legitimacy, impact, reputation, finances, programs, transparency, and governance.

Appendix E. The U.S. Government Emergency Response Mechanism for International Disasters³¹

The United States is generally a leader and major contributor to relief efforts in response to humanitarian disasters. The President has broad authority to provide emergency assistance for foreign disasters and the U.S. government provides disaster assistance through several U.S. agencies. The very nature of humanitarian disasters—the need to respond quickly in order to save lives and provide relief—has resulted in a rather unrestricted definition of what this type of assistance consists of at both a policy and an operational level. While humanitarian assistance is assumed to provide for urgent food, shelter, and medical needs, the agencies within the U.S. government providing this support typically expand or contract the definition in response to circumstances. Funds may be used for U.S. agencies to deliver services or to provide grants to international organizations (IOs), international governmental and non-governmental organizations (NGOs), and private or religious voluntary organizations (PVOs). The U.S. Agency for International Development (USAID) is the U.S. government agency charged with coordinating U.S. government and private sector assistance. It also coordinates with international organizations, the governments of countries suffering disasters, and other governments.

The Office of Foreign Disaster Assistance (OFDA) in USAID's Bureau for Democracy, Conflict, and Humanitarian Assistance (DCHA) provides immediate relief materials and personnel, many of whom are already abroad on mission. It is responsible for providing non-food humanitarian assistance and can quickly assemble Disaster Assistance Response Teams (DARTs) to assess conditions. OFDA has wide authority to borrow funds, equipment, and personnel from other parts of USAID and other federal agencies. USAID has two other offices that administer U.S. humanitarian aid: Food For Peace (FFP) and the Office of Transition Initiatives (OTI). USAID administers emergency food aid under the Food for Peace Act (Title II of P.L. 480) and provides relief and development food aid that does not have to be repaid. OTI provides post-disaster transition assistance, which includes mainly short-term peace and democratization projects with some attention to humanitarian elements but not emergency relief.

Although not all applicable to the disaster in the Philippines, the Department of Defense (DOD) Overseas Humanitarian, Disaster, and Civic Aid (OHDACA) funds three Dodd humanitarian programs: the Humanitarian Assistance Program (HAP), Humanitarian Mine Action (HMA) Program, and Foreign Disaster Relief and Emergency Response (FDR/ER). OHDACA provides humanitarian support to stabilize emergency situations and deals with a range of tasks including providing food, shelter and supplies, and medical evacuations. In addition the President has the authority to draw down defense equipment and direct military personnel to respond to disasters. The President may also use the Denton program to provide space-available transportation on military aircraft and ships to private donors who wish to transport humanitarian goods and equipment in response to a disaster.

Generally, OFDA provides emergency assistance for 30 to 90 days after a disaster. The same is true for Department of Defense humanitarian assistance. After the initial emergency is over,

³¹ Information in this section is drawn from CRS Report RL33769, *International Crises and Disasters: U.S. Humanitarian Assistance Response Mechanisms*, by Rhoda Margesson.

assistance is provided through other channels, such as the regular country development programs of USAID.

The State Department also administers programs for humanitarian relief with a focus on refugees and the displaced. The Emergency Refugee and Migration Account (ERMA) is a contingency fund that provides wide latitude to the President in responding to refugee emergencies. Assistance to address emergencies lasting more than a year comes out of the regular Migration and Refugee Account (MRA) through the Population, Migration, and Refugees (PRM) bureau. PRM assists refugees worldwide, conflict victims, and populations of concern, often extended to include internally displaced people (IDPs). Humanitarian assistance includes a range of services from basic needs to community services.

Appendix F. Country Map

Figure F-1. Map of the Philippines



Source: Congressional Research Service.

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