

## **IDP PROTECTION ASSESSMENT REPORT (IDPPAR)**

Displacement due to Typhoon Rai (Odette) Reporting Period: 16 - 22 December 2022

#### **KEY FIGURES<sup>1</sup>**

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NO. OF PRESENTLY DISPLACED FAMILIES IN CARAGA REGION

NO. OF PRESENTLY DISPLACED PERSONS IN CARAGA REGION



NO. OF DEATHS (national count)

NO. OF INJURED (national count)

275

NO. OF MISSING (national count)

37

### **INCIDENT BACKGROUND**

Super Typhoon Rai with local name Odette swept through the Philippines in mid-December soon before the year ends. The super typhoon batter strong winds and heavy rain in several parts of Mindanao. It also brings fears that widespread flooding and landslides may have claimed more lives like the other super typhoons that had hit the country. Communication and power were out in several parts of Mindanao making the rescue efforts difficult.

The Caraga Administrative Region is highly affected by the super typhoon among the other regions in Mindanao. The authorities have advised its constituents to take necessary precautionary measures against possible hazards such as floods, landslides, strong winds, and storm surges. In some parts of Mindanao, the super typhoon has also caused displacements because of floods and landslides.

#### **CURRENT SITUATION**

**Caraga Region:** As per DROMIC dated 21 December, around 113,000 families (approximately 449,000 individuals) are affected in 620 barangays in 56 municipalities and 5 provinces in Caraga Region. This is still a partial data because most of the areas affected have no electricity and no communication signal especially in Dinagat Islands and province of Surigao del Norte. Of the total affected population, 45% or 51,000 families (approximately 208,000 individuals) are presently displaced.

The overall humanitarian response in the Caraga region has been a challenge due to various factors. Response efforts at this point should also focus on provision of life-saving assistance such as food aid, NFI, hygiene supplies, and WASH to mitigate further deterioration of the humanitarian situation. Lifelines such as electricity, road network, mobile signal, and internet access continue to be a challenge, particularly in many parts of Surigao del Norte and Dinagat provinces. Apart from this, the stockpile of relief goods is inadequate to cover even the first round of distribution to all severely affected communities. Support augmentation is highly needed. Also, as most of the local

<sup>&</sup>lt;sup>1</sup> DSWD DROMIC as of 21 December 2021, Caraga Region and NDRRMC SitRep No. 8 for Typhoon Odette as of 21 December 2022 Figures on casualties cover the entire country as there is no breakdown per province.









government units in the barangay and municipality/city level are also affected, their capacity to respond immediately to their constituents has been greatly crippled.

In Surigao City, based on direct observation, around 80-90% of structures, including government facilities and shelters are damaged by the typhoon. Public facilities such as gyms and convention centers, and provincial buildings including the office of the DRRMO, sustained severe damages. Majority of shelters were destroyed as it is made of light materials. Shelters that are concretes also sustained damages. Displaced families mostly from coastal and island barangays are currently staying in various evacuation centers across the city and could not go back since their houses are rendered inhabitable due to strong winds and landslides. While in Dinagat Island and Siargao, the local officials claimed that 90% of the total houses were also damaged and they are in dire need of shelter and food support.

The cluster approach has been activated and the Office of the Civil Defense is leading the regional Emergency Operation Center (EOCs) based in Butuan City. Provincial-level EOCs have been activated also to better manage the response. In Surigao City, the City Disaster Risk Reduction and Management Council is leading the city-level EOC. While the EOC at the regional level is fully up and running with the active participation of regional level government agencies, EOCs at the provincial and city-level particularly in Surigao del Norte need further strengthening through operational and technical support.

**BARMM**: In Lanao del Sur province, there are 11,813 families (59,065 individuals) that were affected and/or displaced in areas that were submerged with water because of continues heavy rain in the municipalities of Taraka, Bubong Ramain, Binidayan, Maguing, and Tagoloan. The displaced families have returned to their respective habitual residences when the floodwater subsided. In Maguindanao province, a total of 16,168 families (approximately 80,840 individuals) from the municipalities of Datu Montawal and Pagalungan are reportedly affected by flooding (4,863 families are from Datu Montawal and 11,305 families are from Pagalungan). Of the total number, 160 families (approximately 800 individuals) have fled their homes and sought refuge at a safer ground within the municipality. The Ministry of Social Services and Development (MSSD) BARMM has provided tarpaulins and plastic sheeting to the displaced families and food assistance to follow.

**REGION IX:** Continues heavy rain and strong wind prompted those residing along the coastal areas in Zamboanga City to flee their homes and move to a higher ground in their barangay. Per report, there are 206 families (approximately 1,030 individuals) from Brgy. Labuan, Zamboanga City who fled their homes and sought refuge at a covered court and with their relatives within the barangay. Also, report says that 131 houses are totally damaged and unaccounted number are partially damaged. Some of the displaced families are gradually returning to their place of origins. In Dipolog City and Liloy Municipality of Zamboanga del Norte, the local governments are verifying the information that there are residents in some of its barangay who have fled their homes because of continues heavy rain and strong wind.

**REGION X:** In Region X, there are four (4) provinces that were affected by Typhoon Rai resulting to the displacement of 4,315 families (approximately 21,575 individuals). As of 18 December 2021, most of the displaced families have returned to their place of origins when the floodwater subsided but with exemption in some areas like in Cagayan de Oro City of which 190 families (approximately 950 individuals) remain displaced as the cleaning of debris is on-going in their communities, while some families in other parts of the region could not return because their houses were damaged.

**REGION XII:** In North Cotabato,1,753 families (approximately 8,765 individuals) were reportedly displaced in Brgy. Kayaga, Kabacan Municipality because of flooding as the dike overflowed in the barangay. The Local Government Unit has distributed relief goods to the affected families.







## PROTECTION ISSUES, RESPONSES, AND GAPS

#### THREAT TO LIFE, SAFETY Protection assessment considers the various threats to life, safety and security of displaced persons stemming from crime, violence, armed conflict or nature disaster. AND SECURITY ISSUES Assessed IDPs in Surigao City expressed fear of looting and chaos should there be no improvement in the a. speed of humanitarian response particularly in the provision of food assistance. Due to access and communication issues, response from both the government and humanitarian community has been greatly challenged and affected its reach and geographic coverage. RESPONSES a. UNHCR conducted a rapid protection monitoring / needs assessment in Surigao City on 19 December 2021. Monitored issues were raised to cluster partners and government agencies during the Tri-Cluster Meeting on 21 December. It has continued to advocate for the urgent delivery of relief assistance especially to the severely affected communities not just in Siargao and Dinagat Island but also in the coastal municipalities of Suridao del Norte province. **NEEDS / GAPS** Expand the reach of protection monitoring and rapid protection assessment to assess the physical safety and security of the displaced population.

#### ACCESS TO LIFELINES

#### ISSUES

- b. The disruption of lifelines in Surigao del Norte affects the timely provision of assistance. The electricity and communication networks have not yet been fully restored in most badly hit areas.
- c. Debris clearing is still ongoing. The national road heading to Surigao City has opened to traffic on 18 December after being cleared of debris. However, it was observed that some of the electrical posts that were toppled down remain in the road posing risks to residents and travelers. There is an urgent need to clear the toppled electrical posts for the safety of concerned population.

Ensure that basic lifeline support are functional to facilitate the speedy delivery of response

- d. Access to Siargao and Dinagat islands is still very challenging due to limited water vessels to transport assistance. Lifeline facilities are not yet fully operational. Markets and ports are still closed.
- e. Electricity is not available in Surigao City. As electricity is still not operational, there is no lighting inside the evacuation center which may pose safety and security risk for IDPs, women, and children, especially at night.
- f. Storage facilities such as gymnasiums were also damaged by the typhoon.

#### RESPONSES

b. The Philippine Ports Authority organized themselves to better assist the humanitarian response. There are two types of water vessels available to ship goods from Surigao City to Siargao and Dinagat island. This includes seacraft from the Philippine Navy to Siargao and a ferry boat from Montenegro Shipping Lines to Dinagat island. DSWD Caraga loaded 5,000 food packs on Dec 19, 2021 to Siargao and Dinagat.

#### **NEEDS / GAPS**

- b. Immediate restoration of communication network to facilitate transmittal of information that will speed up the response. If possible, work closely with the private mobile companies and seek their assistance to provide temporary communication solutions to affected population, e.g., free calls to allow affected families to contact their families and relatives.
- c. Immediate restoration of electrical power lines to ensure the safety of the affected communities.
- d. Speed up of debris clearing by utilizing the local capacity (e.g., food and cash for work modality) to ensure the safety of the concerned population and improve access of humanitarian responses.







protectioncluster



## ACCESS TO FOOD AID, NUTRITION & LIVELIHOOD Ensure that IDPs receive a minimum basic food ration

#### ISSUES

- g. Food insecurity is high across all barangays. Families were not able to bring food when they evacuated in haste.
- In the assessed areas in Surigao City, the local government has provided limited supplies of food packs. There
  is lack of cooking facilities and utensils as some IDPs are using firewood and butane gas for cooking.
  Humanitarian support is still limited, and it is unclear when the IDPs will be able to receive the succeeding
  rounds of food aid.
- As most of the business establishments are damaged, employment of residents has been greatly affected. In coastal communities where fishing is the main source of livelihood, boats used for fishing were totally damaged. Daily paid workers such as laborer do not earn income as work was also halted. This poses challenges to their purchasing power which could result full reliance to humanitarian assistance.

#### RESPONSES

b.

- a. DSWD Caraga loaded 10,000 food packs on 19 Dec 2021 to Siargao and Dinagat. Also, facilitated the arrival of 850 food packs in Siargao via C130 from NRLMB.
- c. In some evacuation centers, the Philippine Red Cross and Nabunturan Emergency Response Team were able to distribute hot meals.
- a. Committed support from the following agencies;
  - a. 400 family packs from ACCORD;
  - b. Logistical support from national to regional government from WFP;
  - In transit food packs and other relief items are the following;
    - a. From FO Caraga 2,500 food packs to Dinagat
    - b. From DSWD Region 9 7,000 food packs and NFIs for Siargao to arrive today, 22 December
    - c. From DSWD Region 12 8,000 food packs and NFIs for SDN mainland (Sison, Mainit, Tagana-an, and Surigao City)
    - d. From Region 11 8,000 food packs and NFIs for Dinagat
- d. According to the DSWD Caraga, there is an on-going negotiation with the national office about 25,000 food packs for augmentation. Per initial assessment of the Regional Director, the number of food packs is insufficient to cover the needs of affected families in the region. It is being projected that the current figure of affected families in Caraga will increase once all municipalities will be able to transmit its reports.
- e. Issues concerning storage of goods as the warehouse of DSWD Caraga in Surigao City has been damaged as well.

#### NEEDS / GAPS

- a. Stockpile of relief goods is inadequate to cover even the first round of distribution to all severely affected communities. Support augmentation is highly needed. The following are the number of unserved families from the following affected provinces:
  - 1. CARAGA 33,618 families
  - 2. Surigao City 5,471 families
  - 3. PDI 22,500 families
  - 4. Siargao 34,150 families
  - 5. Surigao del Norte 18,459 families
  - 6. Surigao del Sur 26,644 families
  - 7. Agusan del Sur 21,208 families
  - 8. Agusan del Norte 38,200 families
- b. Provision of food assistance prioritizing the severely affected families in the coastal areas whose houses were totally damaged.
- e. Apart from the islands of Siargao and Dinagat, food assistance should also prioritize the severely affected
- coastal municipalities connecting Surigao Del Sur and Surigao del Norte.
- f. Logistic Cluster to provide temporary warehousing support to DSWD to store food packs and other relief goods.









#### **ACCESS TO NON-FOOD ITEMS**

Particular attention should be given to vulnerable persons in need of core relief

#### ISSUES

a. DSWD Caraga no longer have stocks of laminated tarps. They only have 78 tents available, 5 Child Friendly Space tents, 5 Women Friendly Space tents, 50 folding beds, 2190 mosquito nets and 3000 various kits (family, hygiene and sleeping kits).

items

- b. Provision of food, water for drinking, fuel, medicines, and temporary shelter are the immediate needs of the affected in island provinces. DSWD Caraga has sought the support of UNHCR to augment on the need for core relief items such as mosquito nets, solar lamps, plastic tarps and sheets that can be distributed to the affected families in Siargao and Dinagat islands.
- c. Many of the children in the visited evacuation centre also do not have proper clothing. IDPs were not able to bring household items such as bedding mats, blankets, and mosquito nets, which expose families and children to cold temperatures and mosquitoes. Thrash and other debris from the typhoon have also not been cleaned up yet in the evacuation centre.

#### RESPONSES

a. DSWD Caraga sent a letter to UNCHR Philippines and requested for humanitarian aid support. UNHCR unloaded 1,000 4x 5 meters plastic tarps, 200 4x50 meters plastic tarps, 1,000 units of solar lamps, and 1,000 mosquito nets. These core relief items are intended for Siargao and Dinagat Island province and for severely affected coastal barangays in the mainland.

#### **NEEDS / GAPS**

a. Provision of more NFIs / core relief items to IDPs especially those whose who are severely affected and currently taking refuge in evacuation centers and makeshift shelters.

#### ACCESS TO WATER AND SANITATION

Ensure sanitary facilities such as showers, toilets and washing areas are in place

#### ISSUES

- a. The prime source of water in Surigao City was damaged and has leaked resulting in the shortage of supplies of potable water. The residents including the IDPs are buying mineral water at higher cost which is a concern especially for those financial incapacitated. Long queue of people lining to purchase potable water has been observed.
- b. Others would rely from rainwater for domestic use. As observed, residents are taking a bath in open areas exposing risks to women and girls to possible sexual assault.
- c. Access to safe water and sanitation facilities is cut off, increasing the risk of outbreak of communicable disease and other health issues. The IDPs at the evacuation center are using rainwater stored in old tank for their domestic use.
- d. IDPs are uncertain on the cleanliness and safety of water that they are using. The latrines are not wellmaintained especially because of unavailability of water, it is emitting foul smell identifiable even from afar. Vectors such as flies and mosquitoes are also observed to infest the area.

#### RESPONSES

a. Water supply is being restored in Surigao City. The Bureau of Fire Protection in Surigao will be providing water tankering and supplies water to evacuation centers.

#### **NEEDS / GAPS**

- a. Immediately provide water ration to address the dwindling supply of potable water by tapping the resources of relevant agencies providing WASH support.
- b. Provision of jerry cans and water storage.







#### ACCESS TO SHELTER

#### Meet the need for roofing and other materials from local sources if possible

#### ISSUES

- e. In the islands of Dinagat and Siargao, the local government units claimed that 90% of the households were totally damaged. As observed, residents are starting to repair their houses. Some IDPs go back to their places of origin in the morning to start repairing their dwellings.
- f. Residents in Surigao City shared about shortage of supply of corrugated sheet and tarpaulins as well as labor for shelter construction and repair.
- g. Physical safety is at stake among residents in Surigao City who put up temporary makeshift shelters along the road.
- h. IDPs sheltered at evacuation centers in Surigao City are overcrowded especially during the night when all members of the families are back after returning homes to salvage the materials to repair their houses.

#### RESPONSES

a. UNHCR provided DSWD Caraga with plastic sheeting support to serve as temporary shelters especially for the severely affected displaced population.

#### NEEDS / GAPS

- c. Shelter response (provision of shelter repair kits and installation of alternative temporary shelters/privacy partitions in evacuation centers) is an immediate need to ensure privacy, safety, and dignity in the evacuation centers and enable safe return to help decongest camps.
- d. For short-term support, provide temporary shelter support to severely affected families. For long-term support, commence shelter-related planning to facilitate rebuilding of damaged houses and infrastructures.

#### CAMP COORDINATION AND MANAGEMENT

Ensure services are delivered efficiently and that displaced people living in camps or camp- like settings are protected in all types of communal displacement settings in rural or urban environments

#### ISSUES

d. It is observed that there are no CCCM structures and systems in place at the evacuation centers in Surigao City. There are no camp managers. Information at the evacuation center is lacking as there is no focal person identified for this purpose.

#### RESPONSES

- a. DSWD Caraga is planning to deploy teams to determine the shelter and CCCM needs in the affected provinces. They have a team to manage CCCM headed by the Planning Officer.
- b. The first Tri-Cluster Coordination Meeting composed of Food/NFI, CCCM, and IDP Protection Clusters was conducted on 21 December in Butuan City. Co-lead agencies UNHCR, IOM, and WFP were present to help preside the meeting.

#### NEEDS / GAPS

- b. Support should also be provided for the establishment of CCCM systems including information management.
- c. DSWD CARAGA response cluster lead/focal needs technical support in the cluster management and activities.

#### HOUSING, LAND AND PROPERTY

Ensure that deprivation of land, homes and other property of individuals as a result or cause of displacement must be properly monitored and addressed

#### ISSUES

e. Government structures such as barangay halls and health centers are damaged. Assessment and documentation of totally and partially damaged houses are still ongoing, of which situation reports does not contain this information.

#### RESPONSES

#### NEEDS / GAPS

d. For short-term support, provide temporary shelter support to severely affected families. For long-term support, commence shelter-related planning to facilitate rebuilding of damaged houses and infrastructures.









#### **ACCESS TO EDUCATION**

Particular attention must be placed on the risks faced by adolescent girls, such as lack of access to educatio

#### ISSUES

- Some schools are damaged but are still being utilized as evacuation centers. This poses risks to IDPs' safety f. and security. Debris clearing is highly needed.
- School modules are not being spared as families prioritized securing their important civil documentation. g.
- IDPs have limited access to information from the Department of Education on the resumption of classes. h

#### RESPONSES

#### **NEEDS / GAPS**

- There is a need to establish temporary learning spaces for children. This would not only address the e. hampered schooling but can have positive impact in their psychosocial well-being as some might experience trauma and psychological distress due to the onslaught of the typhoon.
- Ensure continuity of education by using the education in emergency model f.

#### **ACCESS TO HEALTH**

Ensure that IDPs have access to basic health care and facilities during displacement

#### ISSUES

- Cough, colds, and diarrhea are common illnesses of IDPs that were reported in Quezon Elementary School. i.
- IDPs are prone to vector-borne diseases due to mosquitoes. j.
- Preventive health care is disrupted as health facilities are damaged and not functional. k.
- Assessed IDPs are no longer wearing masks and practicing social distancing. Contraction to virus is high Т given that they are overcrowded especially at night.
- m. Not all assessed IDPs are fully vaccinated, the second dose is still underway, but they are uncertain if it will be pushed through given the destruction to health facilities and vaccination sites such as gymnasium.
- Mental and psychosocial support services are needed among social workers and affected population. n.
- Malnutrition especially among children is quite high. Physical distancing and use of protective equipment such 0. as masks are no longer observed. Some children and older persons have also started to catch fever, cough, and colds.

#### RESPONSES

a. The barangay LGUs in Baranay Quezon, Surigao City provided supplies of medicines to common illnesses.

#### **NEEDS / GAPS**

There is a need to set up temporary communal facilities or spaces (e.g. barangay health post/stations, safe g. learning spaces for children) to ensure the continuity of the provision of essential services such as preventive health care and even the continuation of COVID-19 vaccination.

SUPPORT TO PERSONS WITH
SPECIFIC NEEDS
ISSUES

Ensure that specific needs of the most vulnerable members or groups of the displaced population are being targeted and addressed

p. Lack of disaggregated data to assess the extent of the aftermath to persons with specific needs RESPONSES

#### **NEEDS / GAPS**

- Include the collection of disaggregated data in any assessment related undertakings to be done h
- Integrate the needs of persons with specific needs in humanitarian response i.









#### CHILD PROTECTION AND PROTECTION AGAINST GENDER-BASED VIOLENCE

- Ensure the safeguarding of displaced children from violence, exploitation, abuse, and neglect
- IDPs are protection against violence on the basis of their gender or sex including acts that inflict physical, mental or sexual harm or suffering, threats of such acts, coercion and other arbitrary deprivation of liberty.

#### ISSUES

- a. Spaces in some ECs are limited. Displaced families position school chairs and what was left of their belongings as makeshift partitions, but privacy is still a huge gap which is an issue especially for women, girls, and boys.
- b. Absence of lighting in evacuation centers (ECs) exposed IDPs to greater protection risks especially women and children.
- c. Preventive health care for infants, and pregnant mothers are hampered as health stations and rural health unit functionality is disrupted.
- d. The lack of protective measures in the evacuation centers may heighten the risks of GBV, particularly to women and girls.

#### RESPONSES

a. Sub-cluster lead agencies namely UNFPA and UNICEF has deployed their emergency team to provide operational and technical support to the government.

#### **NEEDS / GAPS**

- a. There is a need for separate latrines and bathing cubicles with safety locks and proper lighting for women.
- b. Consider prioritizing continuity of preventive health care program to ensure pregnant and infants are receiving adequate health support (e.g. infants immunization, prenatal check-ups).

#### SOURCES OF INFORMATION

- a. Internally Displaced Persons
- b. Emergency Operations Center, Surigao City
- c. Emergency Operations Center, Suirgao Del Norte
- d. Emergency Operations Center, Regional Disaster Risks Reduction Management Council (RDRRMC) - Caraga
- e. Emergency Operations Center, DSWD Caraga
- f. UNHCR Project Partners (ACTED, CFSI, ACCORD, TKI, IRDT)









#### **IDP PROTECTION ASSESSMENT REPORT**

The IDP Protection Assessment Form (IDPPAR) aims to provide a starting point for information and analysis that can help humanitarian agencies, policy makers and other stakeholders concerning instances of forced displacement or solutions (repatriation, resettlement, integration). To the extent possible, the terminology used in the IDPPAR reflects the UN Guiding Principles on Internal Displacement and other sources of international law and practice. The information reported in the IDP Protection Assessment Forms has been received from members of the Protection Cluster across Mindanao. Consequently, unreported cases of forced displacement and solutions are not reflected. Updates will be provided as and when more information is received from members. The number of people displaced/affected may differ from the number in need of humanitarian assistance. Although efforts are made to verify the data, the Protection Cluster takes no responsibility for the incompleteness or inaccuracy of the information. The information provided in this IDPPAR does not necessarily reflect the views of UNHCR or any individual member of the Protection Cluster.

#### MINDANAO VIRTUAL PROTECTION COORDINATION PLATFORM

In the present circumstances where limited physical access to IDPs is possible, and humanitarian actors are adjusting response using alternative modalities to access people in need including relying on social media, phones and other online communication tools to maintain regular communication with protection monitors within IDP community, as well as host communities, Mindanao Virtual Protection Coordination Platform (MVPCP) was created to strengthen coordination among relevant actors with a protection role (from regional and provincial down to municipal and community level) in Mindanao during this pandemic.

Under the leadership of the Department of Social Welfare and Development and the Ministry of Social Services and Development and with full participation of key state agencies: BARMM READI and IATF, members of MVPCP will work closely to ensure that COVID-19 related prevention and response initiatives at the national level will include IDPs and ensure they have access to basic services. Members of the MVPCP will work closely to ensure timely prevention of and response to protection issues in Mindanao including BARMM region and facilitate timely information-sharing with the IDP community on health measures in response to COVID-19.

#### WORKING IN PARTNERSHIP

UNHCR works in partnership with government entities, INGOs, NGOs, CSOs, and UN Agencies, and other organizations. Its primary role is to share information on protection risks and needs and to facilitate coordinated intervention among the various actors involved in IDP protection. UNHCR has a project partnership with CFSI, CHR, ACCORD, MMI, KI, TKI, ACTED and IRDT covering Mindanao island including BARMM region. In addition to its project partnership, UNHCR works closely with local authorities and Mindanao Humanitarian Team Actors including: UNICEF I IOM I OCHA I UNDP I UNFPA I UNHABITAT I WFP I WHO I OXFAM I ACTION AGAINST HUNGER I CARE I UNWOMEN I ICRC I SAVE THE CHILDREN I KFPDI I PRC.

For more information, please visit the Protection Cluster website http://www.protectioncluster.org/philippines/ or e-mail us at PHICOPRC@unhcr.org.





