

# PHILIPPINES

## Tropical Storm Tembin

On 22 December tropical storm Tembin hit Mindanao island in the Philippines, affecting more than 715,000 people. More than 138,000 people remain displaced. Lanao del Norte and Lanao del Sur provinces in Mindanao were severely impacted with 41,000 and 59,000 affected people respectively. Shelter and NFI needs are high, with at least 1,600 houses destroyed across the entire affected area. There are elevated protection concerns in areas affected by the Marawi conflict (May–October 2017), which led to the estimated displacement of more than 353,000 people.

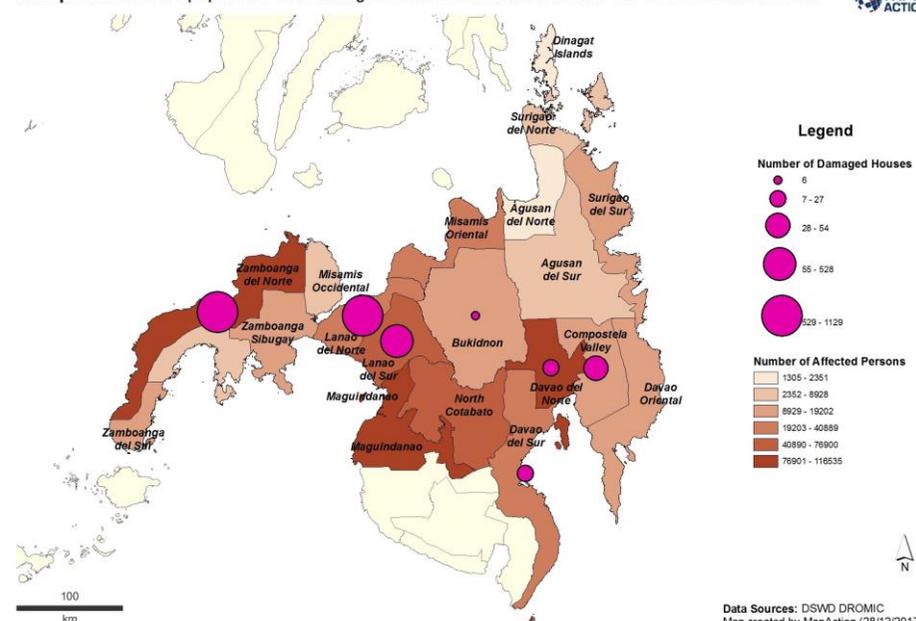
### NEED FOR INTERNATIONAL ASSISTANCE



### IMPACT



Philippines: Affected population and damaged houses in Mindanao Island - as of 28 December 2 am



Data Sources: DSWD DROMIC  
Map created by MapAction (28/12/2017)

### Anticipated scope and scale

The storm has passed and the government is leading a recovery effort. A state of calamity has been declared. However, lessons from previous storms in the Philippines indicate that **shelter, food, health, WASH, and protection** concerns will continue to affect the population. Days after the storm, access remains problematic and information on the scale of needs remains limited. Estimates of the population affected continue to rise. There is a risk the storm will exacerbate humanitarian needs in conflict-affected Marawi.

### Key priorities



**+1,600**  
homes destroyed



**+138,000**  
people remain displaced



**Protection concerns**  
in conflict-affected Marawi

### Humanitarian constraints



Critical transport infrastructures have been damaged or destroyed making aid delivery difficult. The terrain is mountainous and some affected areas are reported to be inaccessible.

#### Limitations

Estimates of affected populations and severity of needs continue to change. These figures are the latest available as of 28 December, 2am local time. Information is expected to improve as assessments return results from harder to reach areas.

## Crisis impact

On 22 December, tropical storm Tembin (locally known as Vinta) hit Mindanao island in the Philippines, before making a second landfall on 23 December on Palawan island, further west (IFRC 25/12/2017). An estimated 715,354 persons (151,354 families) have been affected in eight regions and 24 provinces (DSWD 28/12/2017), and the number continues to rise. Heavy rains caused severe flash floods and landslides in Cagayan de Oro City as well as in several towns in Lanao del Norte, Lanao del Sur, Zamboanga del Norte and Zamboanga Sibugay provinces (OCHA 26/12/2017). 240 deaths have been reported and the number of casualties is expected to rise as over 300 people remain missing and assessments are still being carried out (RFI 26/12/2017; IFRC 26/12/2017). The provinces of Lanao del Norte (in Region X) and Lanao del Sur (in Autonomous Region in Autonomous Mindanao (ARMM)) have been severely impacted: 98,984 people are affected in Region X, including 40,889 in Lanao del Norte; and 175,877 people are affected in ARMM, including 59,342 in Lanao del Sur (DSWD 28/12/2017).

As of 28 December, in total, 138,745 people are displaced, 112,553 of whom are staying in 204 evacuation centres. The remaining 26,192 displaced are hosted by friends and family. The regions hosting the highest number of displaced in evacuation centres are Region IX (17,367), Region X (29,776 including 18,460 in Lanao del Norte) and Region XI (51,415). In ARMM, 8,500 displaced people are currently staying in evacuation centres, including 1,025 in Lanao del Sur. About 66% of the displaced staying with family and friends (17,295) are located in Region XII (DSWD 28/12/2017).

**Shelter and NFIs:** At least 2,628 houses have been damaged across the affected area, 1,630 of which were destroyed and 998 partially damaged. The provinces reporting the highest number of damaged houses are Zamboanga del Norte (879 houses damaged including 683 totally destroyed), Lanao del Norte (1,129 houses damaged including 535 totally destroyed) and Lanao del Sur (528 houses damaged including 348 totally destroyed) (DSWD 28/12/2017).

**Food:** Extensive damage to agriculture has been reported due to the combined effects of the storm, flash floods, and landslides. The damage has a direct impact on livelihoods of the population living in affected areas. However, figures on the numbers of hectares of crops damaged remain unreported. Food stocks have also been washed away or depleted (IFRC 26/12/2017; ECHO 26/12/2017).

**WASH:** The WASH situation is critical as the population of some areas is reported to be left without access to safe water-sources and water kits have either been destroyed or washed away (ECHO 26/12/2017). The lack of clean water supply increases the risk of disease outbreak, particularly for children (BBC 24/12/2017).

**Health:** Vector-borne and water-borne diseases are expected to be of concern in the coming weeks. (AHA Centre 27/12/2017)

**Protection** is a key concern for the displaced in Marawi, where the risk of looting and theft, family separation, and gender-based violence – already reported before the storm – are elevated. (UNHCR 13/12/2017)

## Impact on critical infrastructure

Infrastructure is underdeveloped in Mindanao, especially in ARMM (Asian Development Bank 15/12/2017). Roads, bridges and power transmission lines were damaged during the storm (IFRC 26/12/2017).

## Humanitarian and operational constraints

Roads and bridges have been damaged or destroyed by floods and landslides which makes the delivery of aid to affected population more difficult (IFRC 26/12/2017). As of 24 December, sea travel remained risky (DSWD 26/12/2017). Initial assessments reported most affected areas were inaccessible as of 23 December, though access is likely improving (IFRC 23/12/2017).

## Vulnerable groups affected

Conflict-affected host communities, IDPs, and returnees in Marawi City, Lanao del Sur, remain highly vulnerable following active hostilities in Marawi from May to October this year between the Philippine military and Islamist armed groups (Amnesty International 17/11/2017; ECHO 26/12/2017). The areas worst affected by the fighting and destruction were home to an estimated 41,800 people (9,500 households) (OCHA 12/2017). Some IDPs in Marawi who were living in tents prior to the storm, were relocated in schools buildings (DSWD 26/12/2017). However, both those displaced and those recently returned face elevated levels of vulnerability. Continued multi-sectoral support to IDPs as well as returnees, including food and protection, was identified as necessary before the storm (OCHA 12/2017). The number of displaced persons due to conflict was estimated at 353,921 as of 22 October. A total of 87,306 individuals are estimated to have returned as of 8 December, though many more will be unable to return quickly due to destruction in the city (UNHCR 13/12/2017).

## Aggravating factors

### Tropical storm Kai-Tak

Six days prior to being hit by tropical storm Tembin, the Philippines was affected by another tropical storm Kai-Tak (locally known as Urduja) which hit Samar island, central Philippines (IFRC 26/12/2017). At least 46 people were killed, and 11,000 houses damaged. Of the over 200,000 people initially displaced, only 2,763 remain in evacuation centres as of 22 December (ACAPS 22/12/2017; DSWD 23/12/2017).

### Political stability and security

Political instability and conflict has long affected Mindanao, but has deteriorated since May 2017, when confrontation escalated between an IS-affiliated armed group and the Armed Forces of the Philippines in the area of Marawi (Lanao del Sur). The fighting has heavily impacted the local population and civilian infrastructures, resulting in casualties, hostage taking, and displacement. The President declared the whole island of Mindanao under Martial Law in response to the violence, and recently extended the state of emergency until December 2018. (UNHCR 13/12/2017) While fighting in Marawi City has ceased, IS-affiliated armed groups continue to be present in Mindanao. Other armed groups active in Mindanao include the Moro Islamic Liberation Front and the communist New People's Army.

### Agricultural dependence

Mindanao is an important agricultural region in the Philippines, producing about 55% of the total national corn crop and 25% of the total national rice crop on average (USDA 17/12/2012). Mindanao was badly affected by El Nino-related drought in 2016 (Rappler 03/04/2016).

### Terrain

Mindanao is a mountainous island, which reaches peaks of over 3,000 meters of altitude, and has many remote and difficult to access areas, particularly during the monsoon season. (FAO 12/2017)

### Regional impact

Other countries in the region, including Vietnam, report being affected by the storm and could require assistance. So far landslides and heavy rains are reported elsewhere but no significant damage. Over 430,000 residents were evacuated in Vietnam before the storm (AHA 27/12/2017).

## Key characteristics

**Demographic profile:** With a population of 24.1 million, Mindanao accounts for almost 24% of the country's total population. About 4.9 million people live in Region X, including 676,395 in Lanao del Norte and about 3.8 million live in ARMM, including 1 million in Lanao del Sur. In 2015, the average household size in the Philippines was 4.4 persons (Gov. of the Philippines 30/06/2017).

**Food security figures:** Lanao del Sur was experiencing severe chronic food insecurity as of January 2015. Most other areas of Mindanao were experiencing moderate food insecurity. (IPC 01/2015)

**Nutrition levels:** national prevalence of moderate and severe stunting 30%. (UNICEF 12/2107)

**Health statistics:** national under-5 mortality rate 28/ 1,000 births; neonatal mortality rate 13/ 1,000 live births. (UNICEF 12/2107)

**WASH statistics:** 43% of population nationally use piped drinking water supplies; 49% use another improved drinking water source; 5% use an unimproved drinking water source other than surface water, 3% use surface water source (UNICEF 12/2017).

**Education:** National school attendance rate was of 69% and literacy rate was of 98.3% at the country level in 2015 (Gov. of the Philippines 30/06/2017). In ARMM; literacy is 72% - the lowest rate in the country – and the dropout rate is 14% (Manila Standard 11/03/2016).

## Response capacity

### Local and national response capacity

The National Disaster Risk Reduction and Management Council (NDRRMC) coordinates the response with the Department of Social Welfare and Development (DSWD) and the local authorities. Pre-emptive evacuation centres were set up. Both food and non-food items (NFIs) have been delivered by DSWD to the affected population, including on isolated islands (DSWD 26/12/2017). A state of calamity was declared for some provinces but no formal request for international support was made. Local organizations, such as the Philippine Red Cross (PRC) are also responding (IFRC 25/12/2017).

### International response capacity

International response capacity is supported by a wide range of international NGOs and UN agencies. As of 12 December, 135 organizations were active in Lanao del Norte, Lanao del Sur, and Misamis Oriental, in the framework of the response to the Marawi

conflict. Most of the projects consisted of protection, WASH, and nutrition interventions (OCHA 13/12/2017).

On 25 December, the International Federation of the Red Cross (IFRC) launched an appeal for 2.8 million Swiss francs to support the PRC in assisting over 20,000 people affected by tropical storm Tembin in four provinces (Lanao del Norte, Lanao del Sur, Zamboanga del Norte, and Cagayan de Oro) which are among the most affected (IFRC 26/12/2017).

## Information gaps and needs

Breakdown of needs per sector.

Lack of information regarding access and pre-positioned stocks.

## Lessons learned

Despite the availability of pre-emptive evacuation, some people do not leave their homes, either because they have nowhere to go or because they believe the storm will not be severe (BBC 24/12/2017).

During previous disasters the destruction of livelihoods has been one of the biggest issues for the host population. In the past, this has led to an increase in the demand for casual labour. Cash for work interventions by government and international organizations have had a positive effect in rehabilitating livelihoods (MCNA 20/12/2013).

Lessons learned have been learned from the response to Typhoon Haiyan in the Philippines. For example, a coordinated response, including first responders who are mostly local organisations, is necessary; communicable disease risks rise after a disaster, especially where large scale displacement has occurred. (Save The Children 20/11/2016)

WASH and health needs have previously escalated in evacuation centres in storm-affected areas of Mindanao (Philippine National Red Cross 01/2012).

Previous natural disasters have incited tensions in Mindanao, as affected populations expect stronger support from the government (Rappler 03/04/2016). IDPs displaced during the Marawi crisis between May and October 2017 already reported being frustrated at their perceived exclusion from response (OCHA 12/2017).

## Affected population and damaged houses

Region / Province / Municipality	Affected Individuals	Destroyed Houses	Partially Damaged Houses
<b>TOTAL</b>	<b>715,354</b>	<b>1,630</b>	<b>998</b>
<b>REGION MIMAROPA</b>	<b>11,870</b>	<b>32</b>	<b>-</b>
Oriental Mindoro	719	-	-
Palawan	11,151	32	-
<b>REGION IX</b>	<b>127,861</b>	<b>683</b>	<b>196</b>
Zamboanga Del Norte	101,455	683	196
Zamboanga Del Sur	17,478	-	-
Zamboanga Siburgay	8,928	-	-
<b>REGION X</b>	<b>98,984</b>	<b>535</b>	<b>600</b>
Bukindon	14,382	-	6
Lanao Del Norte	40,889	535	594
Misamis Occidental	8,444	-	-
Misamis Oriental	35,269	-	-
<b>REGION XI</b>	<b>187,121</b>	<b>32</b>	<b>22</b>
Compostella Valley	16,009	2	1
Davao Del Norte	115,919	26	1
Davao Del Sur	39,385	4	20
Davao Oriental	15,348	-	-
Davao Occidental	460	-	-
<b>REGION XII</b>	<b>76,900</b>	<b>-</b>	<b>-</b>
North Cotabato	76,900	-	-
<b>REGION XIII</b>	<b>36,376</b>	<b>-</b>	<b>-</b>
Agusan Del Norte	2,351	-	-
Agusan Del Sur	5,674	-	-
Dinagat Island	1,305	-	-
Surigao Del Norte	7,844	-	-
Surigao Del Sur	19,202	-	-
<b>ARMM</b>	<b>175,877</b>	<b>348</b>	<b>180</b>
Lanao Del Sur	59,342	348	180
Maguindanao	116,535	-	-

Sources: Department of Social Welfare and Development - Disaster Response Operations Monitoring and Information Center (DROMIC) 28/12/2017

# Map

## Philippines: Affected population and damaged houses in Mindanao Island - as of 28 December 2 am

