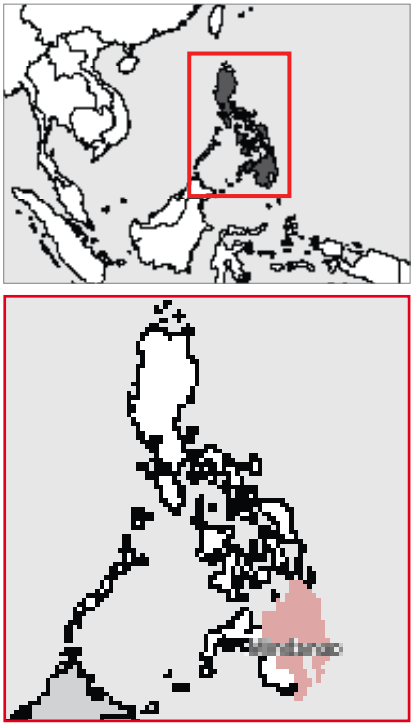
Case 9 Philippines Identifying vulnerability during recurring natural disasters

Keywords

- Capacity building
- Collective centers
- Coordination
- Data collection/analysis
- Displacement tracking
- Enumeration
- Information management
- Local capacities
- Multiple hazards
- Multi-sectoral needs
- National authorities



Displacement Data

Country: Philippines

Cause of displacement: Typhoon Pablo (Bopha)

Disaster Date: 4 December 2012

Disaster Location: East part of Mindanao (Caraga, Davao, Northern Mindanao)

CCCM Cluster: Activated

People affected: 6,200,000

People displaced: 980,000 (at peak)

Evacuation centers activated: 541(at peak)

A sports hall used as an evacuation center. 2009 / IOM Philippines

Context

The Philippines endures an average of 20 typhoons a year along with frequent flooding, drought, earthquakes and occasional volcanic eruptions, making it one of the most disaster-prone countries in the world. The Government of the Philippines has thorough experience in disaster risk management. This allowed the Camp Coordination and Camp Management (CCCM) Cluster to collaborate closely with the Department of Social Welfare and Development (DSWD), and to develop a systematic disaster response during recurring natural disasters in the Philippines.

This case study highlights the use of the Displacement Tracking Matrix (DTM). This is one of the tools that the Government of the Philippines and the CCCM Cluster have used during disaster responses. It provides timely and accurate data of displaced people's locations and needs to support informed decision-making.

When typhoon Bopha (Pablo) hit the Visayas and Mindanao regions in December 2012, the CCCM Cluster immediately rolled out the DTM. At the same time, the DTM itself evolved by receiving feedback from field operations during the recurring natural disaster responses.

Background

Since the National Disaster Coordination Committee was established in 1978, the Government of the Philippines have gradually developed a coordinated disaster response mechanism.

In 2006, responding to the massive landslide in St. Bernard, Eastern Visayas, the UN Humanitarian Country Team piloted the cluster approach to coordinate international assistance. The CCCM Cluster was first activated in the Philippines in 2006 following super typhoon Durian (Reming). This typhoon caused the displacement of millions of people. After experiencing several severe natural disasters, the government formally adopted the cluster approach in 2007, and since then the CCCM Cluster in the Philippines has worked closely with DSWD regional departments.

In 2012, Typhoon Bopha displaced 980,000 people in Eastern Mindanao provinces, with more than 950,000 people sheltered outside evacuation centers. 160,000 houses were damaged, including 70,000 houses which were completely destroyed. Given the scale of the disaster, the CCCM Cluster worked with local and national authority partners and other humanitarian clusters to assess the situation and prepare for potentially prolonged stays in displacement sites and evacuation centers.

The government's experience of collaborating with the Cluster prior to Bopha facilitated an efficient management of the joint response. The CCCM Cluster immediately activated systematic responses in cooperation with DSWD, including rolling out the DTM to identify displaced people's profiles rapidly.

DTM: Identifying vulnerable populations

The DTM is an assessment tool used by the CCCM Cluster to track and monitor displacement conditions to better inform the humanitarian response. The data is collected through:

- Key informant interviews
- Focus group discussions
- Registration
- Observations and physical counting
- Sampling and other statistical methodologies

This data is then analyzed and presented as raw data, in reports, as GIS (geographic information system) maps and online.

In the Philippines, the DTM was used in the following responses:

- Typhoon Ketsana (Ondoy) (2009) – first roll out
- Flooding in Central Mindanao (2011) - to track the displacement
- Typhoon Washi (Sendong), 2011 in Northern Mindanao - to assess the situation of displaced people, facilities available in evacuation centers, and the frequency of food distributions and other services.
- Typhoon Bopha (Pablo), 2012 - to support the best delivery of assistance to those affected individuals who continued to live in evacuation sites.

In the different responses, the emergency settlement options varied considerably, including host families, evacuation centers, rented rooms, tent cities, and transitional relocation sites. The Cluster and DSWD used aggregated DTM data to guide appropriate action, and shared the data with other cluster agencies.

DTM Process in the Philippines

The CCCM Cluster hired camp managers and municipal coordinators as counterparts for DSWD to assist with the DTM. For data collection, trained enumerators visited each site, and collected data from camp managers.

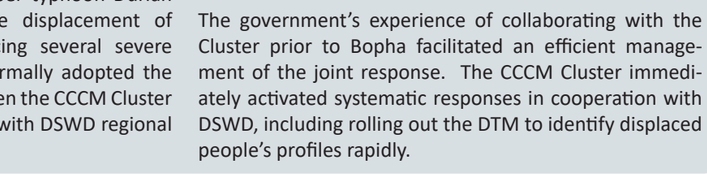
In early responses, the DTM was collected on paper and aggregated in excel sheets. During the Bopha response, both paper forms and smartphones were used for data collection. These were connected to a data server and mapping applications through the usage of smartphones. Narrative reports were then produced with these data.

During these crises, the CCCM Cluster provided DTM trainings, as well as camp management trainings, for national and regional staff of DSWD, and adapted data collection tools for displaced people in various conditions. Particularly, feedback from field officers in different sectors contributed to the improvement of DTM forms.

Further, on occasions the Cluster found that DTM figures did not match the government's Disaster Response and Operations Management Center (DROMIC) data, due to shortages of DROMIC staff on the ground to update statistics, DTM enumerators were integrated into the local DROMIC structure to ensure that the information produced was based on DTM data, thereby improving the quality and accuracy of the DROMIC's report on the displacement situation.

The Displacement Tracking Matrix (DTM)

The Displacement Tracking Matrix (DTM) is composed by tools and processes designed and developed to track and monitor population displacement during crises. DTM is designed to regularly capture, process, and disseminate various layers of information to provide a better understanding of the evolving needs of a displaced population, on site or en route.



	24-Hour Security	Female Barangay Tanods / Police	Women-Friendly Spaces	Child-Friendly Spaces	Psycho-Social Support for Children
COMPOSTELA VALLEY - NEW BATAAN	-		6	6	6
COMPOSTELA VALLEY - NABUNTURAN	2		2	2	2
COMPOSTELA VALLEY - MONTEVISTA	4		4	4	4
COMPOSTELA VALLEY - MONKAYO	5		5	4	4
COMPOSTELA VALLEY - COMPOSTELA	3		5	4	5
DAVAO ORIENTAL - CARAGA	1		1	1	1

An example of DTM data produced in the Bopha response

CCCM staff conducting a DTM interview with a health volunteer in an evacuation center in New Bataan, Compostela Valley. 2012 / IOM Philippines

Lessons

- Due to complex movements of affected persons, **data fluctuated continuously**. For example DTM data was already outdated and no longer relevant when cluster meetings were held a week after the initial data collection. It was a challenge to always have an up-to-date record and the ability to capture and present up-to-date figures for the meetings was required. Despite some limitations in data collection, the data provided a solid basis on which to base the response. It was found that **the quality of the assessment was primarily determined by the standard of questionnaire forms**, rather than by the capability of the field enumerators. Hence it is important to establish good forms which enable the collection of accurate and relevant data.
- **The questions on the form were developed in consultation with other clusters and national authorities**, which ensured that the questionnaires collected data relevant to the current situation on the ground, and provided information regarding the informed provision of assistance.
- **A greater standardization of questions** and choices make it easier for the DTM to be rolled out.

Days after Typhoon Bopha left the Philippines, the scale of destruction only become clear with tens of thousands homeless. A scene behind the municipal hall of Cateel, Davao Oriental, 2012 / Billy Jamisolamin / IOM

The overall goal of the CCCM Cluster is to improve living conditions of displaced persons. It does this by facilitating the effective provision of protection and services in camps and camp-like settings, advocating for durable solutions and ensuring organized closure and phase-out of camps.