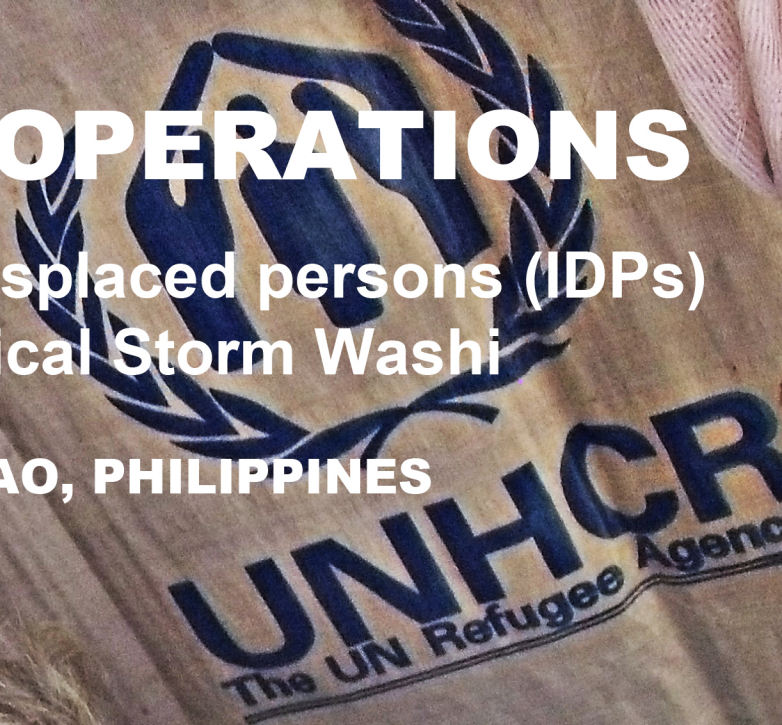


EMERGENCY OPERATIONS

Supporting internally displaced persons (IDPs)
affected by Tropical Storm Washi

UNHCR MINDANAO, PHILIPPINES



JANUARY 2012



PROJECT SUMMARY	
Organisation	United Nations High Commissioner for Refugees (UNHCR)
Project Title	Supporting internally displaced persons (IDPs) affected by Tropical Storm Washi
Project Location	Cagayan de Oro, Iligan, Bukidnon, Lanao del Norte, and Lanao del Sur
Target population(s) of project	130,000 persons in remote areas that were affected by the tropical storm. These communities are often minorities (Moro or Indigenous communities) and have also been affected by conflict for many decades.
Project Period	16 December 2011 – 30 June 2012
Agency Contact Details	Bernard Kerblat, Representative UNHCR Philippines Email: kerblat@unhcr.org Tel: +63-9175963491 Keshab Shrestha, Senior Admin/Programme Officer UNHCR Philippines Email: shrestha@unhcr.org Tel: +63-9175963494
Implementing Partners	With the support of the protection cluster members, the following agencies will implement the programme together with UNHCR: State: Commission on Human Rights (CHR) Department of Social Welfare and Development (DSWD) Department of Interior and Local Government (DILG) NGOs: Community and Family Services International (CFSI) Balay Rehabilitation Centre
Proposal funding	USD 2,290,227

BACKGROUND

As tropical storm Washi (Sendong) hit Mindanao on 16 December 2011, the Rio Grande and Cagayan rivers (two of the largest rivers in the country) rapidly flooded and severely inundated the cities of Cagayan De Oro and Iligan as well as their hinterlands. Flooding in low and high lying areas and landslides in mountainous areas resulted in the devastation of entire villages and neighbourhoods in the two cities and in some municipalities in Bukidnon, Lanao del Sur, and Lanao del Norte.

This is one of the worst natural disasters to have occurred in the Philippines in recent history. The National Disaster Risk Reduction and Management Council (NDRRMC) reported that as at 13 January 2012, 120,233 families (1,141,252 persons) had been affected in 815 Barangays (57 municipalities / 8 cities) in Regions VI, VII, X, XI, CARAGA and ARMM. Additionally, 1,257 persons died, 181 persons are still missing and over 51,000 houses were damaged or destroyed. Fifty-three evacuation centres host 5,709 families (25,370 persons), while 74,295 families (404,832 persons) are displaced in local communities.

KEY PROTECTION CONCERNS AND FINDINGS

In the context of ongoing armed conflict, UNHCR has been working with national NGOs, the Government, and other UN agencies in and around Iligan city over the past year. This network, known as the **Protection Cluster**, is part of a larger inter-agency response that is co-chaired by the Department of Social Welfare and Development (DSWD) and UNHCR.

To ensure a coordinated approach in the protection responses in the field, UNHCR and DSWD began convening protection cluster meetings in Iligan and in Cagayan de Oro within days of the storm.



PROTECTION CONCERNS

The key protection concerns identified at the initial stages of the emergency include the following:

- **Flood/conflict-affected communities are particularly vulnerable:** There are over 100,000 persons living in the remote mountainous areas outside Iligan, the hinterlands of Lanao del Norte and Lanao del Sur, and in Bukidnon. They are mainly Moro (Muslims) and indigenous communities. These communities have been weakened over the years and are often very vulnerable due to the effects of many years of armed conflict (violent family feuds, known as *ridos*; conflict with the Moro Islamic Liberation Front, MILF; or conflict with the New People's Army, NPA). Moreover, they have not traditionally benefitted from adequate Government assistance.
- **Inequitable distribution of humanitarian assistance:** Aid is not being distributed in an equitable manner. While evacuation centres, especially in Cagayan de Oro, have been receiving a great deal of assistance, not enough attention has been paid to affected populations that are not in the centres. Worse still, affected communities in remote areas outside Iligan and Cagayan de Oro are receiving no assistance at all. This contrasting reality has created further tensions between communities.
- **Congestion of Evacuation Centres:** The evacuation centres are congested and people do not have access to basic services and water and sanitation. Women and children feel particularly at risk.
- **Land Property and Housing Issues:** The President announced that displaced communities should not return to areas that are declared as geo hazard areas. Despite this, families have already started returning to such locations and it is unclear how the Government will respond to this. Furthermore, relocation plans for these and other displaced communities have not all been designed from a rights-based perspective, which should involve consulting communities, ensuring the provision of proper services at the relocation sites, and ensuring that priority is given to persons with specific needs.

FINDINGS

UNHCR findings from rapid assessments that were conducted in some of the remote conflict-affected Moro and indigenous communities that have now also been affected by the floods have identified **increased vulnerabilities, weakened coping capacities, and high degrees of mobility**:

- Prior to the storm and the displacement that it caused, **complex displacement patterns** existed in these areas as many of these communities have been repeatedly displaced (at times up to two to three times every year) due to conflict and unrest. As a result, in many instances, the coping capacity of these communities is very weak and vulnerabilities are high. The effects of the regular conflict and marginalisation have now been compounded by the destruction of the storm, which has **further weakened their coping capacities**. Despite this, many still try to stay in their villages with a determination to rebuild their lives. The initial findings of the recently concluded multi-cluster inter-agency assessment confirm these findings.
- These communities are neglected as **Government assistance**, particularly at the Local Government Unit (LGU) level, has been limited and in some locations does not exist at all. The Government of the Philippines has supported UNHCR programmes that target these communities mainly because it is unable to assist them on its own. Only a few **local NGOs** have been working in these areas and the lack of **international assistance** has created more tensions between communities.
- Regarding **employment**, while many people in urban areas have still maintained their jobs, people in rural areas are largely agrarian and thus lost their crops in the flash floods. Much of their agricultural land was also partially destroyed.
- The storm **destroyed entire villages and homes**. The scale of destruction is significantly higher than that of past unrest and conflict where the total destruction of villages did not occur. This is why communities are more vulnerable now than before and why coping strategies have been affected.
- The floods destroyed and washed away much of the infrastructure and facilities in affected areas, including schools. As a result, many children in these communities now have **limited** and in some locations **no access to education**.
- These communities have not traditionally benefited from **civil documentation** such as birth and marriage certificates. These types of documentation are critical to access state support/welfare, education, and employment. Unfortunately, after the storm even a smaller number of people maintain these documents.
- Prior to the crisis, communities had expressed their **fear of returning** to their places of origin because of **insecurity** caused by warring factions. In the present context, they continue to express this fear and have voiced their concerns related to housing and livelihoods.

UNHCR RESPONSE

Upon the request of the Government, UNHCR responded to the emergency for the following reasons. Firstly, the humanitarian crisis was severe and overwhelming. Secondly, it is the co-chair of the protection cluster in Mindanao and as a consequence has developed a strong network of partners including partners from the Government, national and international NGOs, the UN and other international organisations. Thirdly, many of the flood-affected



have also been affected by conflict for many decades. Consequently, UNHCR had been working in some of these areas for quite some time. Finally, it found that these particular communities were not receiving the same level of attention as those in urban areas.

PHASE I

As a protection agency, UNHCR targeted and prioritized extremely vulnerable individuals and communities in remote areas that were affected by both the storm and conflict. In many locations, UNHCR has been the only agency providing assistance to these communities.

Within a week of the tropical storm, UNHCR received 41 metric tons of critical items for protection kits from its Dubai warehouse. These items included plastic sheeting, kitchen sets, blankets and jerry cans. By the end of the second week, UNHCR had received a total of 90 metric tons of items including hygiene kits. With the support of the Government and local NGOs, over 95% of all protection kits had been distributed within one month of the storm. This distribution benefited more than 80,000 people.

With a view to complement programmes, WFP distributed UNHCR kitchen sets as part of its feeding programmes and hoes/shovels as part of its food for work programme. The Department of Education used UNHCR plastic sheets to help establish temporary classrooms in several affected areas.

PHASE II

Phase two of UNHCR's protection intervention began on 16 January 2012 (one month after the tropical storm hit the country). Under this phase, UNHCR will continue to co-chair the protection cluster in Iligan and Cagayan de Oro to co-ordinate the activities and to ensure effective inter-agency and inter-cluster coordination. This phase includes four components:

1. Support on Land, Property and Housing issues: UNHCR is working with the members of the protection cluster, especially the Commission on Human Rights (CHR) in developing an advisory on land property and housing issues as this is a critical protection matter. CHR will monitor land, property and housing issues by deploying mobile monitoring teams to the field over the next year. This will allow UNHCR and CHR to better understand the situation and identify the needs of the families and communities. UNHCR will also support a senior UN protection advisor (ProCap) who will assist the protection cluster with this activity.

2. Strengthening communities: UNHCR will continue to focus on communities that have not been receiving Government or international assistance, especially the minority Moro and indigenous conflict-affected communities in remote areas. Together with two national NGOs, CFSI in Iligan and Lanao del Sur and Balay Rehabilitation Centre in Bukidnon, it will work to stabilize communities, strengthen their ability to work together to rebuild their homes, and undertake Quick Impact Projects (QIPs) that will

provide them with essential community benefits (*e.g.*, solar dryers, agricultural equipment, water systems, community housing, school repairs, training, etc.). This is a critical first step in rebuilding their lives.

3. Free mobile birth/marriage documentation: In order to address the widespread lack and loss of civil documentation, UNHCR will work closely with DSWD and the Department of Interior and Local Government (DILG) with the aim of issuing birth and marriage documents to over 80,000 people in remote areas by DSWD and DILG field-based mobile teams.

4. Human rights monitoring: In response to the fear that many communities have voiced over returning home due to insecurities, UNHCR and the Commission on Human Rights (CHR) will monitor the human rights situation in these remote communities by deploying field-based and mobile monitoring teams to these areas over the next year.

EXPECTED OUTCOMES

1. Under Phase I of the response, over **80,000 people will receive critical assistance** through the distribution of protection kits within one month of the storm.
2. **Ensured inter-agency and inter-cluster coordination** by forging and maintaining close partnerships with implementing partners over the next few months in all of the planned activities.
3. The UN, CHR, and the Government will reach a **common position on land, property, and housing issues** based on the findings of field-based CHR mobile monitoring teams.

In the context of a stabilisation and solutions-oriented approach:

4. Over **80,000 displaced people will benefit from civil status documentation** through mobile registration teams. The new documents will allow them to access state welfare, education, and employment.
5. **Community relations will be strengthened** by encouraging communities to work together in rebuilding their homes under the implementation of QIPs.
6. **Communities will feel safer** as a result of regular human rights monitoring conducted by CHR.

FINANCIAL REQUIREMENTS

RIGHT GROUP	DESCRIPTION	BUDGET (US Dollars)
Basic Needs & Essential Services	Phase I: Distribution of protection kits for 80,000 persons	\$740,000
Stabilization & Durable Solutions	Phase II: QIPs in areas of return (with CFSI)	\$200,000
Fair Protection Processes & Documentation	Phase II: Support to the birth and marriage registration in flood and conflict impacted areas (with DSWD)	\$700,000
Favourable Protection Environment	Phase II: Protection Monitoring by CHR	\$500,000
Logistics and Operations Support	Phase I & II: Programme management and coordination	\$76,558
Admin Support Costs	Administrative costs	\$73,669
TOTAL		\$2,290,227



MANDULOG, Philippines December 28, 2011 (UNHCR) – After surviving decades of conflict, Imelda Anugud never expected it would be the wrath of nature that finally destroyed her home.

"We were asleep when the river began to flood our home around midnight," said the 43-year-old mother of three girls, recalling how, just over a week ago, tropical storm Washi hit the village she has always called home.

"We left everything, crossed the river and ran for higher ground," the shaken woman said. "Within two hours, our home and the bridge we had crossed to get to safety were washed away."

On Wednesday the first glimmer of recovery arrived when UNHCR became the first aid agency to deliver relief supplies to her mountain village east of Iligan city in the Philippines' southern Mindanao island.

This is not the first time residents of this largely Moro (Muslim) community have been displaced. In 2010, the most recent chapter in the long-running conflict between the Moro Islamic Liberation Front and the Philippine government sent them packing. Just over a month ago, a family feud, known here as a rido, which can be epic and deadly, forced them to flee their village.

The UN refugee agency began working with communities affected by the Mindanao conflict in May 2010. Shortly after tropical storm Washi hit, it joined the UN response to support government relief efforts, as the lead agency for the protection cluster. UNHCR decided to target its first emergency assistance to communities that have suffered a double whammy – weakened by years of conflict and now hit by floods.

On December 23, the agency started flying in supplies from its warehouses in Dubai. Plastic sheeting was distributed within 24 hours to provide emergency shelter for at least 10,000 people who have lost their homes to the floods, among the worst ever to hit the Philippines.

Other supplies include some 10,000 blankets, 4,000 jerry cans, and more than 2,000 kitchen sets (cooking pots, pans, bowls, knives, cups and cutlery), each of which will help a family of five prepare their own food.

"This plastic sheet is the first step in rebuilding our lives and our homes," said Imelda's friend and neighbour, Dairi Bansil, who also has three children.

Until last weekend, the Baug and Kapai rivers, which meet in this mountain village, had never overflowed the embankment walls. But once they did, landslides cut the village off from the rest of the country, and government officials did not even know these highlands had been affected.

Even for a community hardened by years of conflict, these floods were more devastating than anything else they have experienced. Their three-room school was washed off its foundations and deposited 100 metres away.

"I don't know what we are going to do. I am still in shock and living a day at a time," Dairi said. "I may leave this village because of the trauma I am facing. "We lost everything: our home, my kitchen equipment, clothes, absolutely everything."

Distribution of UNHCR's relief items is done through national non-governmental organizations who have been working with the communities for years.

"In helping communities recover from conflict, our approach has been to fund quick, relatively low-cost projects (sewing centres, fishing boats with nets, water wells, and market stalls) that involve entire communities," Bernard Kerblat, UNHCR's representative in the Philippines said last week. The agency plans similar projects to help rebuild fragile communities after the floods.

UNHCR staffers were stunned at the scale of the damage wrought by tropical storm Washi, known locally as Sendong. "I have been working with communities who are forcibly displaced by the armed conflict affecting Mindanao for the past decades," said UNHCR field associate Rasul Kulat. "My own relatives have been forcibly displaced in the past. But these floods have had a more severe consequence to these villagers than most of the conflicts."



**Protection Cluster
Mindanao, Philippines**

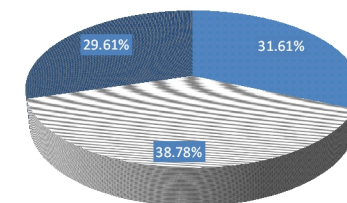
Affected Areas per Municipality

from Dec 2011 - Jan 2012

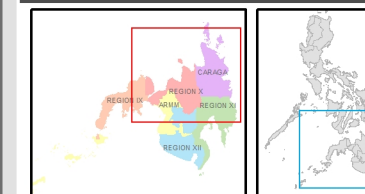
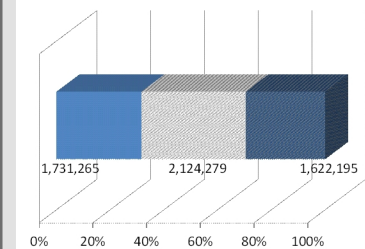
Legend

- Area affected by tropical storm only
- ▨ Unstable due to rido/conflict only
- Area affected by tropical storm and is unstable due to rido/conflict

Affected Population



Total Affected Population : 5,477,739

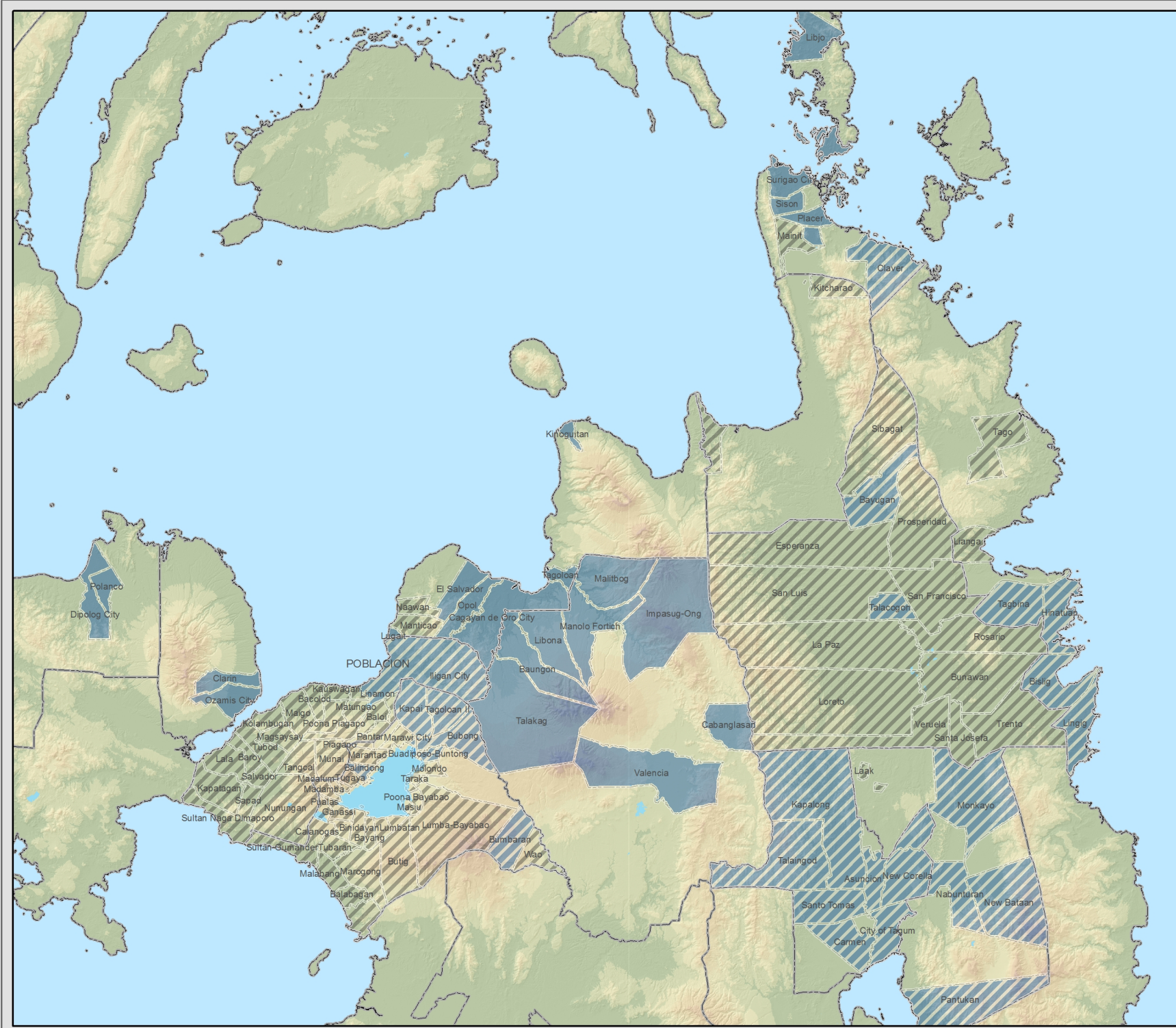


Map Data Source(s):

NDRRMC
Administrative boundaries - GEODATA, Inc.
PCODES - National Statistical Coordination Board (NSCB)

Disclaimers:
The boundaries and names shown and the designation used on this map do not imply official endorsement or acceptance by the United Nations.

Location of river and roads are approximate.





Protection Cluster
Mindanao, Philippines

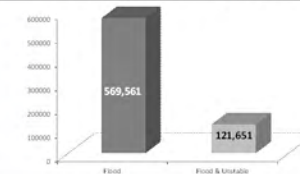
Areas Affected per Barangay

as of December 2011 to January 2012

Legend

- Area affected by tropical storm only
- Area affected by tropical storm and is unstable due to rido/conflict

Number of Affected Individuals (NSO 2007)

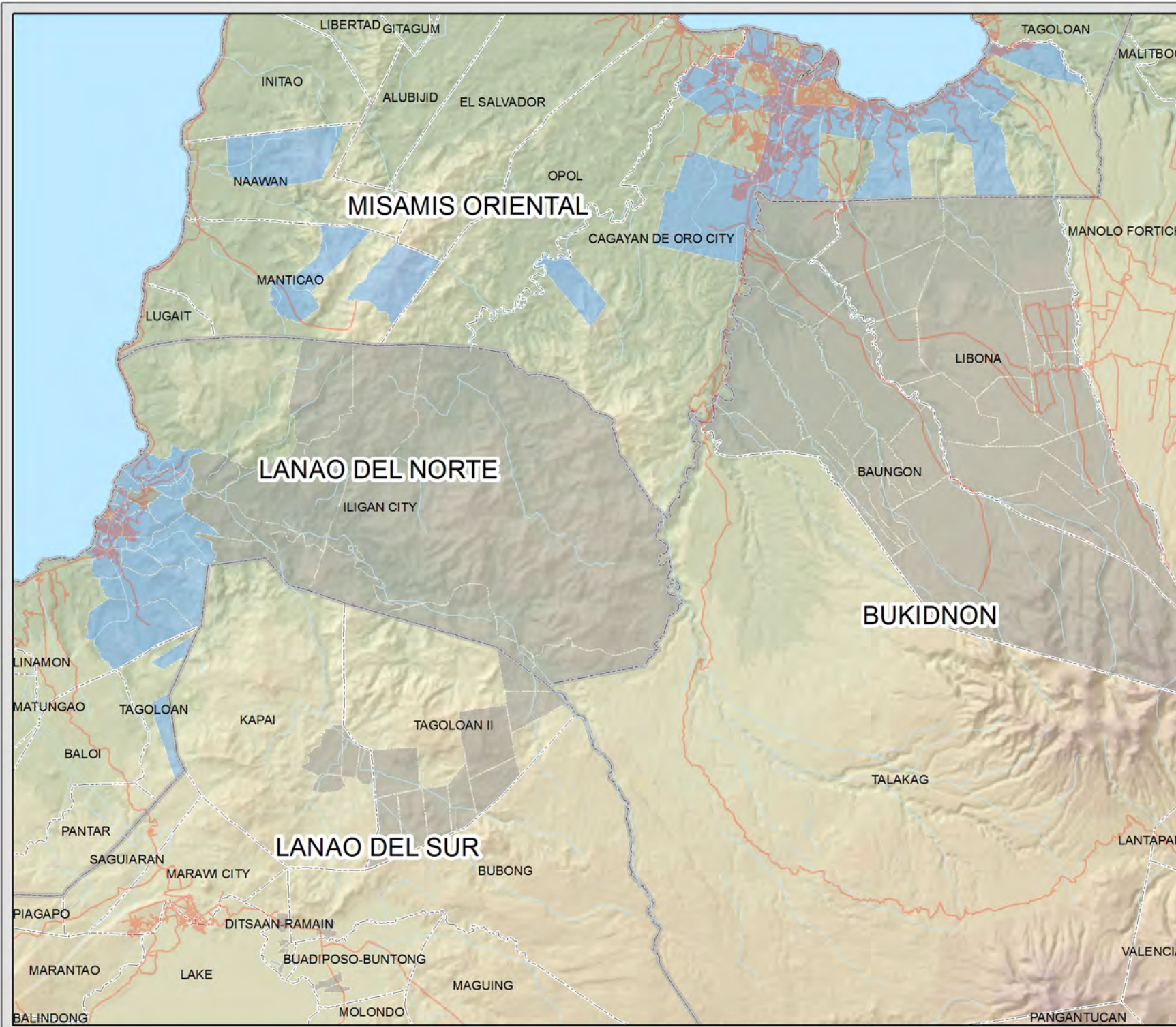


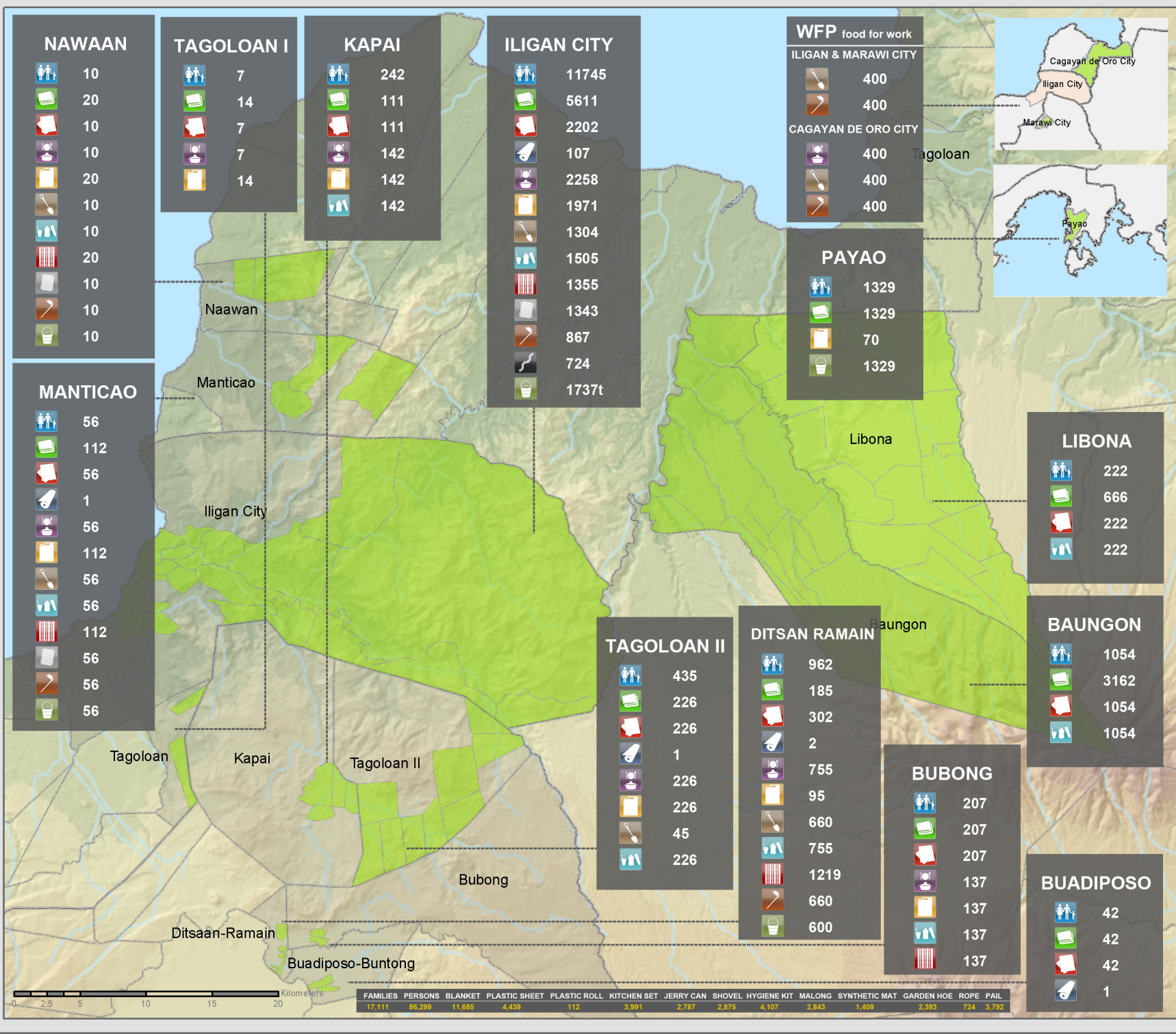
Map Data Source(s):

Base Map - Open Street Map
Administrative boundaries - Phil GIS
PCODES - National Statistical Coordination Board (NSCB)
Population - NSO 2007

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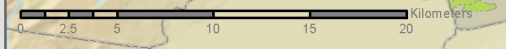
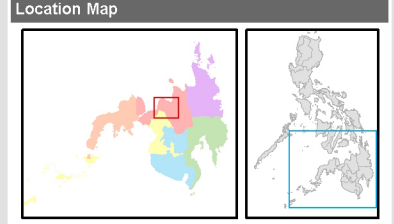
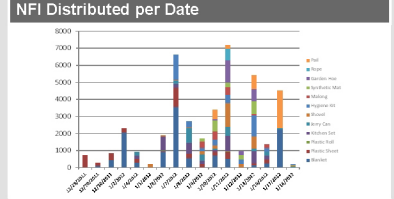
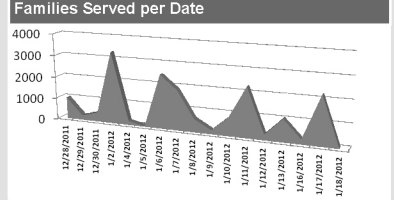
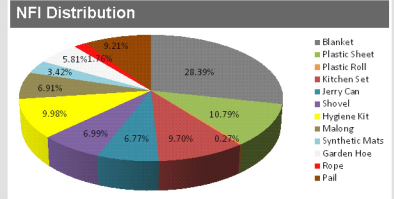


Tropical Storm Washi NFI Response per Municipality Northern Mindanao

as per Information Available on 18 January, 2012 @ 5:30PM

Legend

- Barangays Covered by NFI Distribution
- Family
- Blanket
- Plastic Sheet
- Plastic Roll
- Kitchen Set
- Jerry Can
- Shovel
- Hygiene Kit
- Malong
- Synthetic Mat
- Garden Hoe
- Rope
- Pail



FAMILIES	PERSONS	BLANKET	PLASTIC SHEET	PLASTIC ROLL	KITCHEN SET	JERRY CAN	SHOVEL	HYGIENE KIT	MALONG	SYNTHETIC MAT	GARDEN HOE	ROPE	PAIL
17,111	86,299	11,685	4,439	112	3,991	2,787	2,876	4,107	2,843	1,409	2,393	724	3,792



**Protection Cluster
Mindanao, Philippines**

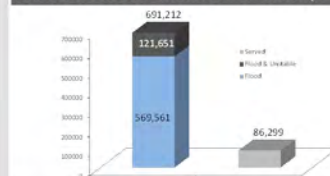
Areas Affected vs NFI Distribution per Barangay

as of December 2011 to January 2012

Legend

- Area affected by tropical storm only
- Area affected by tropical storm and is unstable due to rido/conflict
- NFI Distribution Area

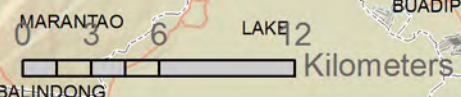
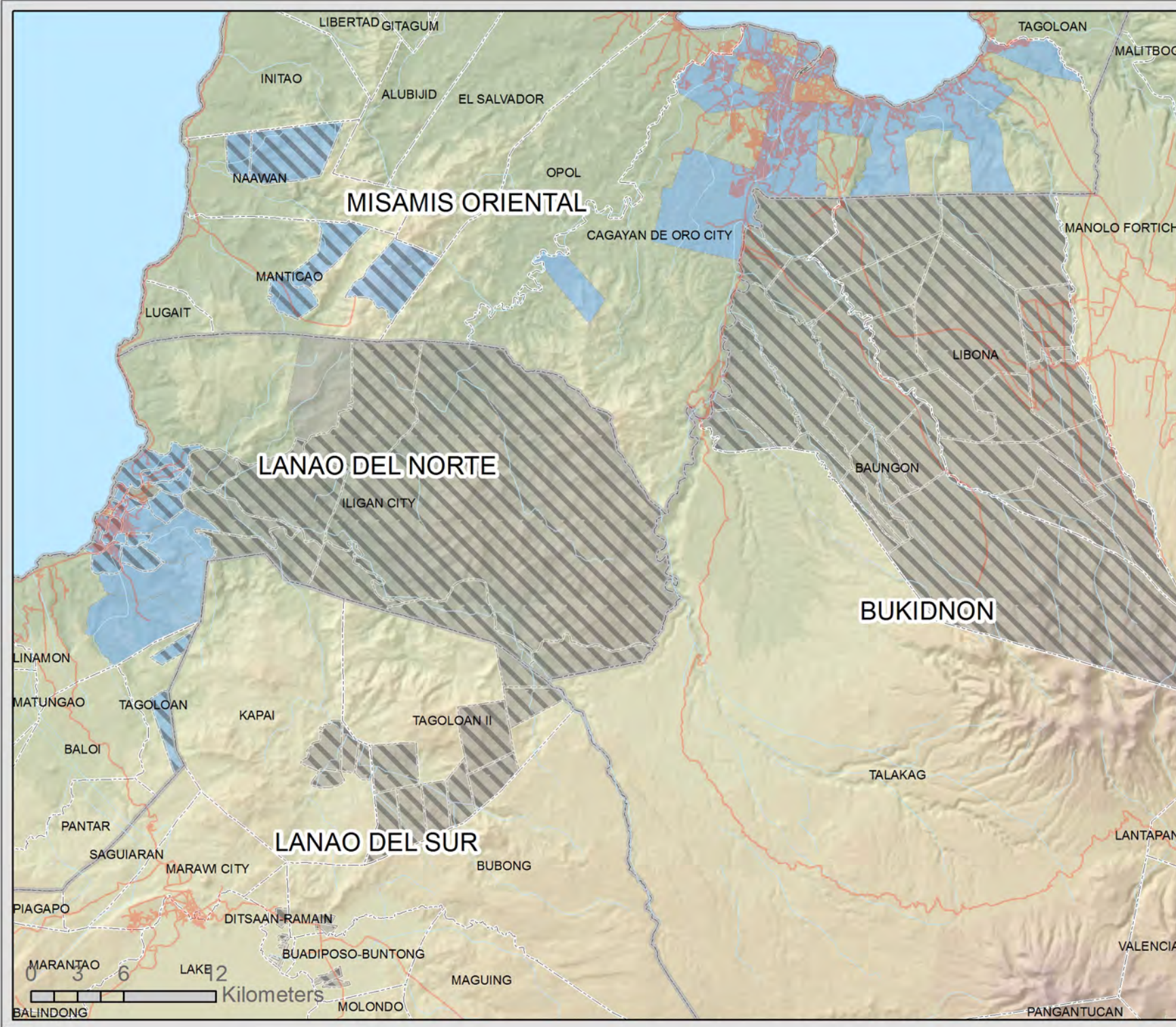
Number of Affected vs Served Individuals (NSO 2007)



Map Data Source(s):

Base Map - Open Street Map
 Administrative boundaries - Phil GIS
 PCODES - National Statistical Coordination Board (NSCB)
 Population - NSO 2007
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