

This report was compiled and issued by OCHA Philippines on behalf of humanitarian partners and is based on information provided by the clusters. As such, it reflects the position of OCHA and the humanitarian community. It covers the period from 21 to 24 January 2012. The next report will be issued on 27 January 2012.

I. HIGHLIGHTS/KEY PRIORITIES

- Analysis of data collected during the second phase of joint multi-cluster rapid assessments is completed, allowing for finalisation of the revised action plan
- Availability of land for relocation sites remains the biggest challenge for this response, provision of other vital assistance is largely dependent on the implementation of agreed shelter solutions
- Nearly 230,000 people have benefited to date from emergency food assistance, which also continues to reach underserved communities in remote and inaccessible areas
- Significant volume of debris continues to be scattered along farm lands and road sides of rural or suburban communities, restricting access to livelihoods
- A Family-Tracing and Reintegration (FTR) database is being set up

II. Situation Overview

Five and a half weeks ago, Tropical Storm Washi, known locally as Sendong, sent torrents of water, mud and logs through 13 provinces of northern Mindanao, damaging 52,000 houses and destroying thousands of livelihoods, both urban and rural. Infrastructure and common services were also severely disrupted as a result. As many as 400,000 people of the 1.1 million affected by the storm are believed to have fled their homes. Approximately 23,000 of them remain in evacuation centres (ECs), while another 200,000 continue to camp in makeshift shelters or seek refuge with relatives in their areas of origin within Cagayan de Oro (CDO) and Iligan alone.

The large-scale relief operation initiated by the Government in the immediate aftermath aims to provide life-saving assistance to those affected, in particular those who lost their homes and livelihoods. According to the National Disaster Risk Reduction and Management Council (NDRRMC), more than 430,000 people have received assistance from government agencies and aid organisations to date. Key interventions included provision of emergency shelter, food, water, sanitation and hygiene (WASH) facilities, medical care, psycho-social support, education and protection, including protection from and prevention of gender-based violence – i.e. priorities identified based on the initial rapid assessments conducted within 72 hours from the disaster.

The analysis of data collected during last week's joint multi-cluster assessments, led by the Government with support from OCHA and WFP, has enabled the responders to review the ongoing interventions and remaining gaps and needs, the aim being the adjustment of the existing plan of action. It has now been agreed that the authorities and humanitarian community will endeavour to maintain provision of basic services to the displaced in ECs and other formal temporary shelters. At the same time, the assistance provided to those in makeshift shelters and with host families as well as the host communities themselves in all affected areas will be strengthened. Any relief action will be implemented recognising the overarching goal of rebuilding resilient communities based on sustainable livelihoods and peaceful cohabitation.

Availability of land for relocation sites has been determined to be the key issue and the biggest challenge for this response. Not addressing shelter needs promptly and adequately carries a significant risk of hampering the entirety of the relief efforts and, as a result, protracting the emergency phase and increasing the overall vulnerability. Speeding up implementation of shelter solutions is important, given that significant amount of time will elapse before each



Map: Areas covered by the joint multi-cluster assessments

of sites identified is ready for inhabitation and that provision of other vital assistance is largely dependent on their implementation.

Under the proposed revised response plan, the Government and the humanitarian community intend to focus primarily on two groups of the affected: (i) people in transitory shelters, including those in ECs, other temporary relocation sites and those transferred from 'no build' zones, and (ii) populations 'in situ', including those who have returned to their areas of origin, living with host families and in makeshift shelters as well as the host communities themselves. Given that the needs of these two groups differ, required interventions will be tailored accordingly.

Until permanent housing is made available to the affected being assisted within the transitory shelter sites, government agencies and aid organisations will continue to provide them with water, food and non-food items, sanitation and hygiene facilities, medical and psycho-social services and education at the current levels, while promoting early access to income-generating and livelihoods opportunities. Camp management and protection initiatives, including interventions related to prevention of sexual and gender-based violence (SGBV), will also be included in this comprehensive package. Once permanent housing is provided to those in temporary shelters, they will start being assisted at the community level, with primary focus on provision of longer-term rural and urban livelihoods opportunities.

In contrast, the community-based affected (populations 'in situ') will be provided with shelter repair assistance and livelihoods opportunities to enable them to return to their dwellings and rebuild their lives. Significant effort will also be made to restore infrastructure and re-establish and support community-based services (health and psycho-social support, education, etc.) which are key factors in enabling return to normalcy. Replacement identity documents need to be provided urgently to ensure the affected can access services available to them. Sanitation and hygiene interventions will also continue to prevent disease outbreaks.

All efforts will be made to ensure that the assistance is equitable (within and between the two groups) and adheres to minimum standards agreed by the clusters to avoid unnecessary hardship or conflicts related to competition for available livelihood resources. Provision of timely, adequate and sufficient information to and inclusion in the decision-making process of all stakeholders, including the displaced and host communities, are also key for ensuring peaceful and safe cohabitation. Specific needs of women, children and other vulnerable groups will be addressed as well.

Female-headed households, adolescent girls, women with disabilities and elderly women are most at risk of gender discrimination, human trafficking and sexual exploitation in humanitarian settings. Although disaggregated data is largely unavailable, it is crucial that interventions are targeted to ensure that their specific needs and concerns are addressed. Results of the GBV camp safety audit conducted in 29 ECs highlight several risk factors for gender based violence as well as lack of services targeting these vulnerable groups. Under the leadership of the Department of Social Welfare and Development (DSWD), actions have been taken to address gender-specific concerns and needs through activities of the established clusters. Existing national GBV referral system is being activated to strengthen the linkage between GBV survivors and service providers. Women-friendly spaces are being set up to create a private and confidential setting for referrals, psycho-social counselling, information sessions, breastfeeding and livelihood programmes. Much work is still required in ensuring prevention of GBV and addressing the psycho-social and medical needs of women and adolescent girls. Immediate attention needs to be placed on equal access to income-generating schemes to prevent sexual exploitation and/or trafficking in exchange of means of livelihood.

Table 1: Government figures on casualties, affected populations and damaged houses (Source: NDRRMC, 22 January)

Region	Deaths	Missing	Injured	Displaced			Affected		Damaged Houses	
				Total	in ECs	not in ECs	People	Brgys	Totally	Partially
Region VII				69,675	3,875	65,800	82,556	126	1,399	6,352
Region IX							4,947	15	9	0
Region X	1,195	157	6,016	284,855	22,065	262,790	894,142	207	13,060	28,045
<i>Cagayan de Oro</i>	<i>693</i>			<i>162,148</i>	<i>13,481</i>	<i>148,667</i>	<i>342,400</i>	<i>46</i>	<i>7,317</i>	<i>12,635</i>
<i>Iliigan City</i>	<i>460</i>			<i>57,397</i>	<i>8,584</i>	<i>48,813</i>	<i>483,165</i>	<i>30</i>	<i>5,249</i>	<i>14,874</i>
Region XI				1,360	150	1,210	5,080	14	16	2
Region XIII							14,648	29	165	2,502
ARMM				74,962		74,962	139,879	419	56	151
Total	1,257	182	6,071	430,852	26,090	404,762	1,141,252	810	14,705	37,052

III. Humanitarian Needs and Response



CAMP COORDINATION AND MANAGEMENT AND NON-FOOD ITEMS

Needs: The Camp Coordination and Camp Management (CCCM) and NFI cluster, co-chaired by IOM, aims to provide emergency shelter repair kits and other NFIs to the displaced families. It also supports the 46 existing ECs in both CDO and Iligan.

The cluster identified the following priority needs: (i) collection of disaggregated data for all groups of the displaced, with particular attention to determining the number of displaced in host families and in rented accommodations, (ii) identification of transit sites to facilitate decongestion of ECs set up in school grounds, (iii) upgrading of EC facilities to fully meet the needs of the displaced leading to enhanced conditions and privacy in ECs, and (iv) improving information-gathering and dissemination among partners.

Response: In addition to the on-going activities reported previously, data gatherers and encoders have been deployed to support DSWD in the profiling of the displaced, both inside and outside of ECs. According to the 2nd Displacement Tracking Matrix (DTM), released by IOM, some 22,318 people remain in 49 ECs and transitory relocation sites (TRS). The document also outlines the conditions and needs within those camps. IOM's global CCCM cluster coordinator has arrived in CDO to support cluster's activities.

Gaps & Constraints: In addition to gaps/constraints reported to date, the DTM showed the need for decongestion of 10 sites, restoration of electricity supply in another seven and identification of camp managers for three sites. The process of identification and selection of families to be transferred to the Lumbia transitory relocation site requires further coordination and support.



SHELTER

Needs: The Shelter cluster, co-led by IFRC, targets 38,556 families whose houses were destroyed or damaged. The cluster will also ensure that shelters provided meet the agreed standards. Transitional shelter needs are expected to increase as delays in constructions of permanent shelters are expected.

Response: Common beneficiary prioritization and selection process is being discussed in the Strategic Advisory Group. Additional 200 tents are being set up in Calanan I and II TRS this week. There are concerns regarding the congestion and safety in the existing 'tent city' in Calanan, as standards have not been adhered to at the time of establishment of the site. Construction of bunkhouses in Lumbia is on-going, with 70 families to be relocated there on 25 January.

Temporary Shelter: Guidelines on technical shelter standards and parameters have been drafted. The cluster is finalising: (i) guidelines on temporary tent sites (in collaboration with CCCM and WASH clusters), (ii) technical support and outreach material related to tent-upgrading, strengthening and upgrading of temporary shelters and shelter repairs, and (iii) document on shelter-construction material standards.

A list of construction materials likely to become in high demand as the construction of relocation sites continues has been identified. Coco lumber, hollow concrete block, plywood, CGI sheeting, cement and sand might be in short supply to meet the increasing demand.

Permanent Housing: A technical working group on Housing, Land and Property, a joint initiative between the Shelter and Protection clusters, has been established, first meeting is to take place on 26 January.

Assessments: Data collection for shelter-specific assessment is on-going. Some 120 focus groups and over 3,500 households (out of targeted 6,000), along with 29 ECs have now been surveyed in CDO and Iligan. Data collection is set to continue through 27 January.

Gaps & Constraints: Land availability and tenure security remain the key challenges for the shelter sector. In addition to gaps and constraints reported to date, there is a need to clarify and standardise shelter-support packages that will be made available to those returning to their areas of origin. Shelter and camp site standards need to be adhered to in order to avoid congestion and increase safety of the displaced.



WATER, SANITATION AND HYGIENE (WASH)

Needs: The Water, Sanitation and Hygiene (WASH) cluster members focus on improving water, sanitation and hygiene access for some 150,000 affected people, of which about 25,000 are those remaining in ECs and transit sites. In addition, WASH-related interventions, meant to prevent disease outbreaks, are being scaled up to include affected municipalities.

Response: Previously reported WASH interventions in both ECs, transitory sites and in affected municipalities are on-going. Sanitation coverage rates have increased further in ECs and TSs to 82 per cent in CDO (up 10 per cent) and 72 per cent in Iligan (up 28 per cent). Designated WASH focal points have been assigned in 16 sites (47 per cent) in CDO and 9 sites (64 per cent) in Iligan. The Iligan City Water Services (ICWS) have completed additional two wells providing bathing and washing water for two additional sites.

The needs identified through the WASH-specific assessment in 21 of the 24 most affected municipalities in CDO have been included in the overall WASH strategy. A two-day training session on leading hygiene promotion campaigns has been provided to 50 City Health Officers in Iligan.

Gaps & Constraints: In addition to gaps reported previously, there is an urgent need to further scale up hygiene promotion and clean-up of household septic tanks. The rate of construction of WASH facilities is well below the demand, considering the pending removal of portable toilets and on-going relocations to sites without pre-existing facilities.



FOOD SECURITY

Needs: With more beneficiaries being identified in CDO, Iligan and rural and suburban areas, the number of the affected people requiring immediate food assistance is estimated at 250,000. The Food Security cluster, co-led by WFP, is progressively shifting the focus of its interventions from EC-based families to the displaced outside of ECs and their host families, particularly those in remote and inaccessible areas, some of which can be only accessed by air. In addition to supporting debris-clearing and construction of shelter through food-for-work schemes, the cluster will also support emergency school feeding programmes targeting 40,000 children and promoting return of children to schools.

Response: Various food-for-work programmes are being implemented in partnership with IOM, Plan-International, FAO and UNHCR. The schemes enable rebuilding of livelihoods and support debris-clearing, school repairs, construction of relocation sites and agricultural rehabilitation. To date, some 30,000 have been served through the emergency school-feeding programme (ESFP). WFP in coordination with the Department of Education (DepED) and UNICEF are validating additional schools to be included in the scheme. To date almost 230,000 persons have benefited from 1,000 metric tonnes of emergency food assistance, which also continues to reach underserved communities in remote and inaccessible areas, through partnership with the Armed Forces of the Philippines.

Gaps & Constraints: No additional gaps/constraints to be reported at this time.



PROTECTION, INCLUDING CHILD PROTECTION AND GENDER-BASED VIOLENCE

Needs: The Protection cluster, co-chaired by UNHCR, supports 80,000 extremely vulnerable individuals. During the first phase, protection kits are delivered to families to ensure protection and safety. The second phase focuses on community-based activities to help decongest ECs, stabilise communities and find durable solutions, with particular attention to the needs of the affected in remote communities, those additionally impacted by the on-going conflicts, and people with specific needs. The cluster also provides advice on humanitarian assistance and relocation.

The Child Protection sub-cluster, co-chaired by UNICEF, targets another 200,000 people through child protection activities. The aim is to enhance the capacity of DSWD, local government units (LGUs) and other clusters; protect children from abuse, exploitation and trafficking; support and assist in reunifying separated and unaccompanied children; and ensure safe-play and recreation areas are provided them to assist in return to normalcy and to aid the healing process.

The gender-based violence (GBV) sub-cluster, co-chaired by UNFPA, aims to support 100,000 affected people, mostly displaced women and girls. It does so through reduction of GBV risks in displacement and

prospective return areas; supporting capacity building within relevant government agencies; GBV prevention in and around ECs; provision of medical and psycho-social services to displaced survivors; and mainstreaming gender and GBV prevention into other humanitarian activities.

Response: To date, a total of 86,299 people in remote and isolated areas have received protection kits from UNHCR, DSWD and partners. UNHCR has now entered the second phase of its response.

Psycho-social activities conducted by Child Protection working group (CPWG) members have reached additional 2,595 children in ECs. This brings the total of children reached by the CPWG from the onset of this emergency to more than 11,000. DSWD is now setting up a Family-Tracing and Reintegration (FTR) database, with assistance from UNICEF. The platform will assist in verifying, assessing, and providing appropriate social work case management interventions targeting separated and unaccompanied children.

UNFPA and partners are distributing 11,700 dignity kits and 18,000 pieces of female underwear to affected women in Iligan, CDO, Bukidnon and Dumaguete. GBV sub-cluster, in collaboration with Philippine National Police, Philippine Commission on Human Rights and women's NGOs, is conducting information sessions targeting men, women and adolescents to equip them with information on how to respond to GBV cases and bring them to referral networks for further interventions. Camp leaders are organising and orienting men's groups on their roles in preventing and responding to violence against women (VAW) in ECs.

Gaps & Constraints: In addition to gaps reported to date, enabling access to livelihoods opportunities in rural communities and hinterlands remains a challenge. Ensuring delivery of aid to people in remote areas (that are also conflict-affected and host to minority communities) remains a fundamental protection concern. Information needs to be provided to all affected populations to empower them in making informed choices on durable solutions available to them. Municipal social workers, camp managers and child protection partners need to be trained on FTR, psycho-social care and support, and social work case management.



EDUCATION

Needs: The Education cluster plans to assist some 210,000 affected school children, many of them in CDO and Iligan cities, by providing early childhood care and development and basic education, strengthening child rights and protective mechanisms in learning institutions and enhancing teachers' capacity to provide psycho-social support (PSS). The cluster is also arranging and sustaining emergency school activities in and outside ECs.

Response: In addition to the on-going activities, cluster members provided additional school tents for temporary learning spaces (TLS) and sets of elementary and high school library books for selected Iligan and CDO schools serving as ECs. Advocacy on the need to reserve adequate spaces for learning has also been stepped up. A total of 188 community volunteers were mobilised to help clean up another two schools.

Gaps & Constraints: In addition to previously-reported gaps, additional financial assistance for repair and reconstruction of damaged school buildings and day care centres is required. The initial results of assessments indicate the need for extended education interventions, particularly in the affected municipalities of Misamis Oriental, Lanao del Norte and Lanao del Sur. The Education cluster will also need to reassess adequacy and effectiveness of emergency assistance provided to the displaced children in different ECs.



HEALTH, INCLUDING REPRODUCTIVE HEALTH

Needs: The Health cluster aims to assist some 300,000 affected people, including 10,000 pregnant and lactating women (PLW), 20,000 young people and 5,000 family planning users through provision of life-saving care to injured, psycho-social support to the affected, monitoring, prevention and, should it become necessary, containing disease outbreaks and addressing reproductive health needs of the displaced.

The Health and Mental Health and PSS clusters have identified health recovery planning as additional priority. It includes continuity of health services for affected individuals in ECs, relocation sites and affected communities, enhancement of emergency health information management system including disease surveillance, and strong health education, promotion and advocacy.

Response: Previously reported activities continued. To date, NFIs were distributed in 22 EC's in CDO, Iligan, Bukidnon and Dumaguete. To date, the RH sub-cluster has served a total of 2,250 PLW in Iligan, CDO and Lanao del Sur.

Gaps & Constraints: In addition to gaps reported to date, of note is the need for additional psychiatrists and psycho-social support teams.



NUTRITION

Needs: The Nutrition cluster targets 42,000 children under five years of age (U5) and 22,750 PLW in and outside of ECs. Priority areas of intervention include: (i) protection and promotion of appropriate infant and young child feeding (IYCF) practices; (ii) provision of micronutrient supplementation to children aged 6-to-59 months; (iii) ensuring access to appropriate, life-saving treatment for some 1,600 children aged 6-59 months suffering from severe and moderate acute malnutrition (SAM/MAM), and (iv) timely nutrition surveillance and assessment of IYCF practices in ECs, relocation sites and within host communities.

Response: The Nutrition cluster is continuing the roll out of the earlier reported intervention package and is currently adjusting its response plan in light of the preliminary findings of the joint multi-cluster rapid assessment and monitoring reports. In doing so, the cluster aims to better address the needs of children and women living with host families, in makeshift shelters and underserved communities.

Acute malnutrition has increased by over 50 per cent in both CDO and Iligan over the last three weeks, with current rates of global acute malnutrition reaching 8.7 and 5.6 per cent respectively. The general food distributions are still not meeting nutrition requirements and the lack of targeted supplementary feeding for moderately malnourished children are two factors further exacerbating the situation.

Gaps & Constraints: There is an emerging need to identify nutrition partners to expand the response to other underserved areas, including parts of the Autonomous Region of Muslim Mindanao (ARMM).



EARLY RECOVERY

Needs: Debris-clearing and clean-up in 86 affected municipalities remain the main focus of the cluster. This is being achieved through cash- and food-for-work programmes meant to provide some 86,000 families with opportunities to rebuild their livelihoods and to ensure their access to food.

Response: In support local government units (LGUs) of CDO and Iligan, UNDP continues to secure heavy equipment for debris-clearing and clean-up. DSWD and the Department of Public Works and Highways (DPWH) are also supporting these efforts. DSWD-initiated food-for-work activities in CDO have benefited a total of 3,293 families, with \$153,000 already paid out.

Gaps & Constraints: Significant volume of debris continues to be scattered along farm lands and road sides of rural or suburban communities. Making funds available to support cash-for-work schemes is paramount to enable livelihood restoration.

IV. Coordination

The second phase of the joint inter-cluster rapid assessments has been concluded on 23 January. The survey report will be completed in the next days.

On 23 January, an inter-cluster coordination meeting was held to discuss sectoral and overarching priorities in light of the evidence collected during the second phase of joint multi-cluster rapid assessments and through reviews of secondary data available. The discussion is being used as a basis for the revision of the existing response plan(s) to ensure that assistance provided is adequate and meets the needs of those affected. On 24 January, the proposed priorities were vetted and endorsed by the Mindanao Humanitarian Team (MHT) and Government agencies.

Revised sectoral intervention plans, currently being prepared by clusters, will be presented under the revised Flash Appeal to be launched on 3 February.

Existing levels of coordination were maintained through continued recourse to the established mechanisms, including the Government-led clusters and technical working groups both at the CDO and Iligan levels.

Cluster coverage										
Cagayan de Oro (most clusters also cover Iligan)	CCCM	Shelter	Protection, Child Protection & GBV	Health	Mental Health and Psycho-Social Support WG	Food Security and NFIs	Education	Nutrition	Logistics	WASH
Iligan	CCCM		Protection, Child Protection & GBV	Health						WASH

The Special Representative of the UN Secretary-General on Disaster Risk Reduction Margareta Wahlstrom has begun her two-day visit to the affected areas of Mindanao. On 24 January, she held discussions with MHT members and representatives of aid organisations on incorporating disaster risk reduction, early warning and preparedness efforts into existing relief, recovery and rehabilitation activities to ensure increased resilience of the rebuilt communities.

V. Funding

No additional bilateral funding and/or funds channelled through the UN Flash Appeal have been reported between 21 and 24 January. The support received to date includes \$22.4 million in cash and in-kind contributions as well as pledges made directly to the Government of the Philippines. Another \$7.8 million, including \$3 million from the CERF, was provided for activities included in the UN Flash Appeal.

VI. Contact

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