

UNDP and UN Response to Early Recovery Efforts in Conflict-affected Mindanao, Philippines

Country: Philippines

02 February 2010

- UNDAF Outcome(s):** By 2011, the level of violent conflict has been reduced, and human security and the culture of peace have been promoted nationwide.
- Expected CP Outcome(s):** Key stakeholders are better able to prevent, manage and resolve conflict, respond to crisis and post-crisis situations, and build an enabling policy environment for sustainable peace and human security
- Expected CP Output(s):**
1. Resident Coordinator functions strengthened
 2. Early recovery coordination, information flow strengthened in Mindanao and between Mindanao/Manila
 3. Multi-stakeholder ER assessments conducted
- Collaborating UN agencies:** United Nations Coordination Office (UNCO)
United Nations Development Programme (UNDP)

Narrative

This project seeks to strengthen the capacities of the Resident Coordinator's office and UNDP to respond effectively to the conflict affected areas of Mindanao. It will be used to support the overall humanitarian coordination on Mindanao, multi sectoral assessments as well as coordination and support to UNDP's role as the Early Recovery Cluster Lead.

The project will be subject to Direct Execution by UNDP and will follow established procedures of UNDP for effective delivery of project results (Prince II and RMG). A Project Board will be established with the Country Director as Executive, a senior RC Officer as Beneficiary and a UNDP ARR as Supplier. The project manager will be a staff member of the CPR Unit of UNDP.

Programme period: 10 December 2009 –
09 December 2010

Programme component: Crisis Prevention
and Recovery

Intervention title: UNDP and UN
Response to the Early Recovery Efforts in
Conflict-affected Mindanao, Philippines

Budget code: 00012 (Trac 1.1.3 Cat
II) 00059182

Duration: 1 year

Estimated annualized budget:
US \$ 100,000

Allocated resources: US \$ 100,000



Agreed by (UNCO):

Jacqueline Badcock, UN Resident Coordinator and UNDP
Resident Representative

Agreed by (UNDP):



Renaud Meyer, UNDP Country Director

UNDP PHILIPPINES

TRAC 1.1.3 CATEGORY II RESOURCES

UNDP AND UN RESPONSE TO THE EARLY RECOVERY EFFORTS IN CONFLICT AFFECTED MINDANAO, PHILIPPINES

1. Situation Analysis

The Conflict & Humanitarian Situation

The Philippines has experienced recurring episodes of armed conflict and population displacements, particularly in the Southern Philippine region of Mindanao. Renewed fighting between the Moro Islamic Liberation Front (MILF) and the Armed Forces of the Philippines (AFP) in August 2008 when peace negotiations failed and this led to the displacement of some 400,000 people.

A significant number of people today remain displaced in Central Mindanao; the Department of Social Welfare and Development (DSWD) reports that around 250,000 people are displaced as of October 2009.¹ IDPs either live with host families, in 'relocation sites' or in 'evacuation centers' (EC). It is reported that some IDPs have returned to their homes of origin and in that connection have received a 'return package' (food/NFI) from the government. This is far from enough to rebuild and recover their lives. Surveys show that wherever the IDPs are residing there is an expressed need for support to livelihoods and income generation and infrastructure, that can strengthen their coping mechanisms and help them to start rebuilding their lives. Additionally, there is also a need to address some core governance and rule-of-law plus land issues that can frame a more sustainable return.

The recurring conflict combined with the ongoing return movement of IDPs in Mindanao has made Early Recovery a high priority along side humanitarian response. Both national and regional government keenly advocate for a shift to Early Recovery in programming in order to keep up with the relocations. Early recovery activities are already being carried out by various agencies and organizations. Amongst others UNDP is supporting ER through the Act for Peace programme in different regions of Mindanao and other UN agencies and I/NGOs are also supporting early recovery activities in selected areas. An overview of who is doing what where is however not yet clear.

Coordination Gap

Current coordination mechanisms on ER in Mindanao are not fully functioning. The government lead ER cluster in ARMM does – for various reasons - not convene meetings. The recent declaration of Martial Law has further challenged this situation. At the national level coordination mechanisms through for example the forum HELP-CM is yet to take off in a substantive way. HELP-CM had its first internal meeting on Friday 13th of November, but the effects and follow ups are yet to be seen.

¹ OCHA Humanitarian Update for Mindanao November 2009

At Manila level, an Early Recovery Cluster has been set up, as has a Early Recovery Network. These two structures are mainly dealing with the Typhoon response. It is foreseen (and planned) however, that these two forums in Manila will gradually shift their focus towards Mindanao, once the Typhoon response has subsided, but the information flow between Mindanao and Manila needs to be supported.

The government at national and regional level as well as the international (humanitarian) community have in this regard expressed the need for coordinating and facilitating the process of early recovery in Mindanao in a more collective and coherent way. Regular meetings and forums for sharing experiences, lessons learned and planning new initiatives are needed. The wish is also to have a better understanding of the concept of ER and a clearer common vision or 'road map' on how to plan for and address early recovery needs in the region.

Knowing the ER needs in Mindanao

The lack of transparent and updated data on return movements, IDPs figures, as well as needs of people in Evacuation Centres, Host Communities and Return areas is affecting planning and implementation in Mindanao. A comprehensive overview of particularly the ER needs in Mindanao has been expressed as important for clusters to plan and direct their assistance better. Due to few resources (financial/human) on the ground and also considering the security situation a joint needs assessment should be pursued. Several agencies/organizations are interested in this for the month of January.

Response envisioned

As a first step ER awareness and coordination in Mindanao will be strengthened, between UNDP and other UN agencies, NGOs, government and other partners. Selected workshops and seminars have to be held with stakeholders in Mindanao and Manila, to raise awareness about the concept of early recovery, to seek common ground on ER and uncover ideas/plans and gaps/needs.

Meetings and consultations also have to be held with relevant stakeholders in Manila. With the establishment of a UNDP-lead Early Recovery Cluster and Network (currently focusing on Typhoon and PDNA) a bridge/regular flow of information (through amongst others regular reporting, information sharing, participation in meetings) has to be established between Mindanao and Manila.

There is also need for facilitating an ER needs assessment *or* (and possibly more likely) creating a synthesis if existing material is available (to avoid overlap and repetition)² in order to get a more updated overview of the fluctuating context and to provide input for a clearer road map.

² The World Bank conducted a very comprehensive Joint Needs Assessment on Conflict Affected areas in Mindanao in 2005. It was not funded to the extent envisioned.

2. Objectives and Planned Activities

The project seeks to strengthen the capacities of the Resident Coordinator's office and UNDP to respond effectively to the conflict affected areas of Mindanao. The project for which US\$ 100,000 of TRAC 1.1.3 resources are being requested will hence be used to support **overall humanitarian coordination on Mindanao, multi sectoral assessments as well as coordination and support to UNDP's role as the Early Recovery Cluster Lead.**

More specifically, three Outputs will be achieved:

- **Output 1: Resident Coordinator Functions Strengthened** – The capacities of the RC Office on Mindanao related issues will be enhanced by strengthening overall coordination mechanisms, and meeting structures as well as boosting overall information management amongst and with the National Government, UN agencies and other development partners: (US\$ 25,000)
- **Output 2: Early recovery coordination, information flow strengthened in Mindanao and between Mindanao/Manila** – A series of workshops and seminars will over the next couple of months be held in Mindanao with a broad spectrum of stakeholders (IASC, government, I/NGOs and other key stakeholders), which will lay the ground for more regular coordination meetings on ER in Mindanao. The coordination efforts and the structures for harmonization built up in Mindanao will have a direct link to the ER Cluster and Network in Manila. Advocacy, regular information flow and updates on ER in Mindanao will also be enhanced through regular UNDP ER presence at the IASC in Mindanao and participation in other meetings (cluster, ARMM, regional government) in Mindanao. Regular reports will subsequently be presented at Manila level (US\$ 50,000).
- **Output 3: Multi-stakeholder ER assessments** - The mapping of ER needs and gaps should – when feasible and security allows - be carried out as soon as possible in order to get a grasp of the fluctuating return movement and peoples needs in the return areas. Assessments may be carried out anew or could be supplementary/updated assessments of surveys that have already mapped out ER needs and gaps in the conflict-affected areas. A joint needs assessment will be pursued in January together with IASC members in the area of livelihoods, income generation and governance (US\$ 25,000).

3. Implementation Arrangements

The project will be subject to Direct Execution by UNDP and will follow established procedures of UNDP for effective delivery of project results (Prince II and RMG). A Project Board will be established with the Country Director as Executive, a senior RC Officer as Beneficiary and a UNDP ARR as Supplier. The project manager will be a staff-members of the CPR Unit of UNDP: