



A ship washed ashore after Super Typhoon Haiyan (Yolanda) destroyed over 90 % of the infrastructure of Leyte Island. © UNHCR / P. Behan

PHILIPPINES

CCCM Cluster's role in mitigating Gender-Based Violence (GBV) in evacuation sites

Context

The Philippines is situated on the 'Pacific Ring of Fire', an area prone to natural disasters including typhoons, earthquakes and occasional volcanic eruptions. An average of 20 severe weather events cause significant loss and damage in the Philippines every year.

In November 2013, Super Typhoon Yolanda (known internationally as Typhoon Haiyan) swept through the central Philippines with winds of up to

270 km per hour, causing the death of 6,201 people, the forced displacement of four million people, and widespread destruction, making it the deadliest natural disaster in the country's history. Such was the scale of the devastation, that on the 12th November 2013 a humanitarian system-wide emergency activation, or Level 3 activation, was designated.

Following the path of the typhoon, the government identified a priority corridor covering 171 municipalities



Displacement Data

Country: Philippines

Cause of displacement: Typhoon Haiyan (Yolanda)

Disaster date: 8 November 2013

Number of people affected/ displaced: 14, 000, 000

Project Location: Tacloban City, Ormoc City, Western Leyete, Biliran Island, Eastern Samar, North Cebu, Panay Islands

CCCM Cluster: Activated

Keywords

- Camp Coordination and Camp Management (CCCM)
- Community Communication
- Coordination
- Displacement Tracking Matrix (DTM)
- Gender-Based Violence (GBV)
- Inter-cluster Collaboration
- Protection

Gender-Based Violence (GBV) / Sexual and Gender-Based Violence (SGBV)

The term "gender-based violence" is often used interchangeably with the term "violence against women."

- Gender-based violence is especially problematic in the context of complex emergencies and natural disasters, where civilian women and children are often targeted for abuse, and are the most vulnerable to exploitation, violence, and abuse simply because of their gender, age, and status in society.
- It is important to note, however, that men and boys may also be victims of gender-based violence, especially sexual violence.
- Within UN, agencies use different terminologies: WHO uses Violence Against Women; UNFPA, IOM and UNICEF use GBV and UNHCR uses SGBV.

in 14 provinces and three regions, the most affected provinces being Western Visayas, Central Visayas and Eastern Visayas. Of the 14 million people affected by the typhoon, up to 40 per cent were already living below the poverty line. Nearly 1.1 million homes were damaged or destroyed along with serious damage to fisheries, forestry and agricultural sectors. Estimates indicated that 1.8 million farmers were impacted, with one million tons of crops destroyed over an area of 600,000 damaged hectares. In total, the livelihoods of an estimated 5.6 million people were affected, of which 2.5 million were already classified as vulnerable prior to the typhoon.

Background

This case study highlights the CCCM Cluster's collaboration with the Protection Cluster to mitigate the risks of and respond to Gender-Based Violence (GBV) during an emergency response with large-scale displacement.

GBV is of significant concern in the Philippines where one in four women has experienced sexual or physical violence. There are existing laws prohibiting sexual assault, intimate partner violence and human trafficking, however, following a disaster, disruptions to families, health and law enforcement services, loss of homes and livelihoods, as well as the challenge of providing basic necessities, including food, water and shelter, can increase the risk of GBV.

Based on the National Demographic Health Survey, the UN Population Fund (UNFPA) estimates that 375,000 women and girls in the areas affected by Yolanda had experienced sexual violence before the typhoon. Without attention to security and interventions focused on GBV and trafficking, this number could have increased by 75,000. In addition to the primary trauma, sexual assault puts survivors at risk of pregnancy, unsafe abortions, sexually transmitted diseases, psychological trauma and stigma.

Current and accurate data on the conditions within the affected areas and of the population is crucial to ensure humanitarian interventions are targeted in a timely and effective manner. As part of the response to Yolanda, the CCCM Cluster worked closely with key members of the Protection Cluster

on the prevention of GBV and human trafficking. The CCCM Cluster's Displacement Tracking Matrix (DTM) aided the identification of vulnerable groups, such as unaccompanied minors at risk of trafficking and GBV in the immediate post-emergency displacement phase.

Challenges

Women and girls are often vulnerable to GBV even before an emergency and displacement then exposes them to increased risk of GBV. The risk of physical and sexual violence is especially high during the early stages of emergencies, which are characterized by chaos, the collapse of family and community structures, precarious housing, and lack of access to basic services. At a later stage, other forms of GBV can also emerge, including human trafficking, intimate partner violence and harmful practices such as forced and early marriage, honor killing, and female genital mutilation.

CCCM Framework

The *raison d'être* for Camp Management is to provide assistance and protection to displaced communities. National authorities are responsible for fulfilling these objectives at every stage with support from humanitarian actors. In certain contexts, like the Philippines the national authorities have the role of the Camp Management Agency and Camp Coordination Co-lead alongside IOM.

Gathering sufficient information about a sudden-onset disaster's impact, scale, and severity in order to identify humanitarian priorities in the immediate aftermath is a challenge. In the past, each cluster or agency has tended to gather this information independently, which can result in an incomplete picture of humanitarian needs.

Achievements

In the aftermath of Yolanda, strong inter-cluster coordination and collaboration between CCCM and Protection agencies led to faster, more comprehensive responses to humanitarian needs. Joint monitoring and response teams ensured protection concerns

were not only monitored and raised but that immediate action was taken to respond.

Sex and age disaggregated data collection using Displacement Tracking Matrix (DTM)

Displacement Tracking Matrix (DTM)

The DTM collects and provides information including basic demographic composition and living conditions and access to services in displacement sites. It is designed to provide site managers with the information they need to coordinate services and guide the development of multi-sectorial interventions for displaced people. It enables CCCM to flag urgent issues and enables camp managers to map displacement trends in order to understand the locations, demographics and needs of the displaced population. Mobile DTM and camp management networks also share information on mechanisms available for GBV response in all displacement sites. The data collected is shared by the CCCM Cluster and disseminated through the inter-cluster coordination group (ICCG) at both the national and local levels.

Following Yolanda, the DTM was used in a broad range of collective displacement sites. These sites included formal and informal settings, such as evacuation centers, tent cities, spontaneous settlements, bunkhouses and numerous other areas where the displaced population had temporarily settled.

One example of the way DTM worked with other clusters was when the Health Cluster Coordinator in Tacloban requested an analysis of priority locations requiring medical services in a specific municipality. The DTM team was able to identify three key locations which then informed a team of Japanese doctors on mission in the area who were able to provide immediate relief. Many other such cases happened thereafter, with DTM teams training Health cluster colleagues to analyze raw data and refer cases directly. DTM



An IOM staff together with a family in Pan-ay, Capiz who were among those who received help from the Organization. © IOM/ Alain Motus

shared information with the Child Protection Cluster regarding the exact locations and contact details of all evacuation centers with unaccompanied minors. Discussion with the Child Protection Area of Responsibility (AoR) identified key information fields to be shared regularly, including: unaccompanied minors, child friendly spaces and security.

Rapid-onset natural disasters like Typhoon Yolanda affect men, women, boys and girls differently. Sex and age are some of the most powerful indicators of how individuals will experience a disaster. Data that is disaggregated by sex and age assists with the provision of a more targeted, effective and sustainable humanitarian response. For example, disaggregated data identified that there were a high number of older women who became the primary caregivers to their grandchildren due to the death of their parents. This demographic was not necessarily being targeted with family assistance, which was further compounded by having limited means of earning an income.

In another example, reports from DTM identified two areas in a stadium evacuation center that had raised protection concerns. The GBV sub-cluster then liaised with the Women's and Child Protection Desks (WCPD) officers at the site, to conduct targeted sensitizations in those particular areas of the evacuation center. In addition, regular police were asked to patrol those sites more

frequently.

100% of displacement sites were reached by joint DSWD (Department of Social Welfare and Development)-CCCM- DTM teams, allowing for rapid identification of sectoral gaps and referral of urgent needs to relevant clusters for their immediate action. This ensured that the needs of men, women, boys and girls and vulnerable groups were identified.

Inter-cluster operational coordination

The CCCM Cluster's role in inter-cluster coordination was a particular strength of the response to Yolanda. The field partnerships included protection actors such as UNHCR, UNFPA and UNICEF and joint collaboration between the CCCM Cluster, Protection Cluster, GBV sub-cluster, WASH Cluster and Education Cluster ensured that protection concerns were monitored, raised, addressed and that immediate action was taken.

To overcome the absence of a systematic approach to data collection and distribution between hubs, a national DTM workshop was held in Tacloban City in May 2014. This involved the participation of CCCM focal points in all the hubs, including those in charge of DTM. A system to ensure that the data collection was done at the same time and submitted on time in a similar format was agreed upon and timelines were set.

Following the destruction caused by Yolanda in Tacloban City, people sought shelter in pre-identified evacuation centers, most of which were schools. Schools are desirable evacuation centers because they usually have facilities, large spaces such as gymnasiums, and are built to a high standard. The competing priorities of housing and schooling put significant pressure on the use and management of those locations as it was important to re-open the schools to minimize the disruption to children's education. However, there were not sufficient housing solutions for those who remained displaced. This increased the challenge of protecting women and children who were without adequate accommodation once schools re-opened. The Child Protection cluster also raised concerns regarding the safety of students at school intermingling with displaced adults.

An inter-cluster response team chaired by the DSWD provided assistance to displaced people in schools and evacuation centers who were at risk of eviction. As part of the response phase the CCCM Cluster formed an inter-cluster response team with lead agencies and members of Education, Shelter, WASH, and Protection clusters (GBV and child protection sub clusters).

The inter-cluster response team developed a rapid assessment tool and sent a joint rapid assessment team to visit affected schools that had been designated as priorities for response. CCCM prioritized the establishment of permanent CCCM support officers in each of these locations to monitor the situation and provide temporary or transitional shelter solutions. The results of data obtained were compiled and action plans for each location were developed and implemented. This provided humanitarian partners with access to up to date information on the situation of displaced people in schools where accommodation was unreliable and provisional, and where child protection issues were of concern. Education officials and the mayor's office were kept informed of all relevant changes, which enabled them to leverage their influence to advocate for solutions.

The inter-cluster response team engaged with communities to identify key people in affected areas to undertake

practical training on protection principles and to develop community action plans for the prevention of GBV. Men, women, boys and girls were involved in the development of their own house rules about access to and running of the evacuation centers and transitional sites. For example, at one site, the community established a 24 hour neighborhood watch team to patrol the evacuation center with local police. As a result of this multi-sectoral response and the establishment of protection monitoring mechanisms there were no major protection issues reported in these evacuation centers. As of the 28th April 2014, the majority of displaced people had been relocated to newly built transitional shelters or collective bunkhouses.

Protection incident monitoring and response

Protecting at-risk persons in displacement sites requires they be engaged in community led consultations and mobilization activities as agents of change rather than just as potential victims. The project demonstrated the success of this approach by encouraging the displaced community to take ownership of their situation. Extending this coordination to involve a broad demographic of the displaced population in decision making over the access and running of the evacuation centers and transitional sites has proven to be an effective way of developing people's ownership and positive participation in addressing

their own needs and concerns.

A successful protection campaign needs to be accompanied by protection support services to anticipate the behavior and policy changes in the affected communities. These included upgrades to common facilities to create space and psychosocial support services for vulnerable people, such as those with disabilities. In addition, it was important to raise awareness of vulnerable groups within the displaced communities. Creative approaches such as the development of a social media campaign which included a twitter message hashtag #KeepThemSafe and the provision of a national helpline number effectively facilitated the promotion of protection key messages to the wider Filipino population and supported initiatives among the affected communities by providing a foundation for protection work.

The establishment of WCPDs in evacuation centers, supported in collaboration with the Protection Cluster and UNFPA through the GBV sub-cluster, was another successful initiative. Each desk was staffed by two female police officers with local language skills who were deployed to Tacloban City from other regional stations. These officers were in charge of security inside the evacuation centers and were tasked with keeping order and protecting women and children from GBV. The all-female WCPD officers were specifically trained as first responders to handle GBV cases



© UNHCR/Phil Behan

in a culturally sensitive and confidential manner. The officers also facilitated bi-weekly awareness raising campaigns to inform community members about laws protecting women and children from abuse, prevention of GBV, and information about how to report a case of GBV. The clusters ensured that when there were changes in displaced populations, the WCPD officers would be informed, prepared and able to shift resources to provide support at priority sites where necessary.

All of the evacuation centers, spontaneous settlements and other displacement sites had male and female focal points and site managers in place to identify and refer urgent needs to sectoral service providers. The field presence of dedicated Protection assistants and national officers providing overall technical guidance on gender and protection mainstreaming has been identified as one of the most significant differences to other emergency responses in the Philippines previously.

Lessons learnt

- Include local government and law enforcement authorities to facilitate the acceptance and success of GBV prevention measures put in place.
- Involve displaced communities in identifying and implementing their own GBV prevention and response strategies.
- Coordinate dissemination of DTM information through inter-cluster collaboration to facilitate fast and appropriate response to GBV and protection needs.
- Inter-cluster collaboration ensured that protection concerns were monitored and immediate action was taken in response to issues raised.
- Create spaces and services for vulnerable groups as well as awareness of GBV prevention techniques.
- Creative approaches that incorporated social media such as the hashtag '#KeepThemSafe' facilitated the effective promotion of protection support initiatives among affected communities.
- Dedicated protection assistants and national officers in the field provided technical guidance on gender and protection mainstreaming and were essential to preventing GBV in the wake of the natural disaster.