

# PHILIPPINES



## EXPENDITURE (IN KCHF)

Protection	2,737
Assistance	7,642
Prevention	2,112
Cooperation with National Societies	764
General	-

► **13,255**  
of which: Overheads 809

## IMPLEMENTATION RATE

Expenditure/yearly budget	83%
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## PERSONNEL

Expatriates	29
National staff (daily workers not included)	147

## KEY POINTS

### In 2011, the ICRC:

- alone or with the Philippine Red Cross, helped some 60,000 people restore their livelihoods in Mindanao and the Visayas and improved the water supply of some 47,000 people through the construction of permanent infrastructure
- supported the Philippine Red Cross's emergency response for victims of floods and tropical storms, including by supplying it with emergency relief items for some 76,000 people
- provided medical and surgical support to 24 hospitals treating weapon-wounded patients in Mindanao
- visited over 84,000 detainees in 189 places of detention, following up 746 inmates individually and enabling 360 to receive visits from their families
- supported the authorities' efforts to reduce overcrowding in prisons and improve detainees' living conditions and health care, including TB control
- held an Asia-Pacific regional conference for senior editors and media leaders on reporting on violence and other emergencies

In the Philippines, where the ICRC has worked since 1982, the delegation assists and seeks to protect civilians displaced or otherwise affected by armed clashes between the government and insurgent groups, primarily on the southern islands of Mindanao. It acts as a neutral intermediary between opposing forces in humanitarian matters. It visits security detainees and, with the authorities, aims to improve conditions in prisons, through direct interventions and prison reform. It also works with the Philippine Red Cross to assist displaced people and vulnerable communities and promote compliance with IHL.

## CONTEXT

Peace talks continued between the government of President Benigno Aquino III and the Moro Islamic Liberation Front (MILF) in Kuala Lumpur, Malaysia, and resumed with the Communist Party of the Philippines and its military wing, the New People's Army (NPA), under Norwegian auspices. Talks were also under way, under the aegis of the Organisation of Islamic Cooperation, with the Moro National Liberation Front (MNLF) to reach a final settlement of the 1996 peace agreement. While the talks with the MILF and the MNLF were accompanied by an overall decrease in violence, clashes between the Armed Forces of the Philippines (AFP) and the NPA continued unabated across the Philippines.

On the ground in Central Mindanao, the situation remained relatively calm as the internationally monitored 2009 ceasefire between the government and the MILF continued to hold, although feuds between powerful clans persisted. Occasional skirmishes occurred between the Philippine armed and police forces and armed elements on the islands of Basilan and Sulu. Clashes involving the NPA affected civilians living in rural areas in North Luzon, Eastern Mindanao and the Visayas.

Verbal exchanges intensified between China, the Philippines and other neighbouring States regarding sovereignty over the South China Sea, particularly the Spratly Islands.

Natural disasters caused thousands of deaths and destruction of property. Two typhoons flooded Central Luzon, while tropical storm "Sendong" (Washi) devastated Northern Mindanao and parts of the Visayas.

## ICRC ACTION AND RESULTS

The ICRC worked to promote protection of and respect for people affected by armed conflict and other situations of violence in the Philippines. It did so through dialogue with the parties to the conflicts, where relevant reporting alleged IHL violations and other misconduct, and through the dissemination of IHL and humanitarian principles among weapon bearers and the civilian population.

In the fields of assistance and restoring family links in particular, the Philippine Red Cross remained the ICRC's primary partner. Given this operational partnership, and in order to boost its rapid response capacities, the National Society received financial, technical and material support. In some cases, the ICRC acted as main implementer or, in areas which remained off-limits to the

Main figures and indicators		PROTECTION		Total	
<b>CIVILIANS (residents, IDPs, returnees, etc.)</b>					
<b>Red Cross messages (RCMs)</b>					
RCMs collected				2	UAMs/SCs*
RCMs distributed				5	
<b>Tracing requests, including cases of missing persons</b>					
People for whom a tracing request was newly registered				6	Women
People located (tracing cases closed positively)				2	Minors
Tracing cases still being handled at 31 December 2011 (people)				15	
<b>Documents</b>					
People to whom travel documents were issued				1	
<b>PEOPLE DEPRIVED OF THEIR FREEDOM (All categories/all statuses)</b>					
<b>ICRC visits</b>					
Detainees visited				84,614	Women
Detainees visited and monitored individually				746	Minors
Detainees newly registered				167	
Number of visits carried out				381	
Number of places of detention visited				189	
<b>Restoring family links</b>					
RCMs collected				9	
RCMs distributed				5	
Detainees visited by their relatives with ICRC/National Society support				360	

\* Unaccompanied minors/separated children

Main figures and indicators		ASSISTANCE		Total	Women	Children
<b>CIVILIANS (residents, IDPs, returnees, etc.)</b>						
<b>Economic security, water and habitat</b>						
Food		Beneficiaries	217,496	25%	50%	
		<i>of whom IDPs</i>	217,488			
Essential household items		Beneficiaries	238,480	25%	49%	
		<i>of whom IDPs</i>	238,470			
Agricultural, veterinary and other micro-economic initiatives		Beneficiaries	59,657	25%	50%	
		<i>of whom IDPs</i>	36			
Water and habitat activities		Beneficiaries	69,417	17%	67%	
		<i>of whom IDPs</i>	47,586			
<b>PEOPLE DEPRIVED OF THEIR FREEDOM (All categories/all statuses)</b>						
<b>Economic security, water and habitat</b>						
Essential household items		Beneficiaries	14,972			
Water and habitat activities		Beneficiaries	9,586			
<b>WOUNDED AND SICK</b>						
<b>Hospitals</b>						
Hospitals supported		Structures	29			
		<i>of which provided data</i>	24			
Patients whose hospital treatment has been paid for by the ICRC		Patients	36			
Admissions		Patients	179,553	88,691	49,937	
		<i>of whom weapon-wounded</i>	4,786	457	237	
		<i>(including by mines or explosive remnants of war)</i>	74			
		<i>of whom other surgical cases</i>	26,108			
		<i>of whom medical cases</i>	88,077			
		<i>of whom gynaecological/obstetric cases</i>	60,582			
Operations performed			36,819			
Outpatient consultations		Patients	430,888			
		<i>of which surgical</i>	108,081			
		<i>of which medical</i>	235,352			
		<i>of which gynaecological/obstetric</i>	87,455			
<b>Physical rehabilitation</b>						
Centres supported		Structures	1			
Patients receiving services		Patients	82	20	18	
New patients fitted with prostheses		Patients	9	2	1	
Prostheses delivered		Units	39	9	2	
Orthoses delivered		Units	2		2	
Crutches delivered		Units	39			
Wheelchairs delivered		Units	2			

organization for security reasons, for example the Sulu archipelago, worked through local actors.

To contribute to early recovery, the ICRC focused its assistance activities on helping remote conflict-affected communities in the Visayas and former IDPs and vulnerable residents in Central Mindanao restore some means of livelihood through agricultural

and other inputs and training. The construction of water supply and sanitation facilities also helped improve the general health of resident and displaced populations. In Mindanao, weapon-wounded patients received medical and surgical care boosted by ICRC support to hospitals. In some cases, the ICRC covered the costs of their treatment. The organization continued to support the physical rehabilitation centre in Davao, where amputees received specialized services.

In coordination with other Movement partners, the ICRC supported the Philippine Red Cross's emergency response for flood and tropical storm victims. It supplied National Society teams in Mindanao and Sulu with emergency relief items and helped organize transport and distributions, including of drinking water for people in evacuation centres.

The ICRC continued its visits to people deprived of their freedom, paying particular attention to those detained in relation to the conflicts and other situations of violence. The authorities and key government agencies at central and local level pursued efforts to improve prison facilities and health care and tackle overcrowding through the allocation of more resources, mobilized within the framework of the ICRC-supported "Call for Action" process. After two pilot groups discussed concerns stemming from procedural delays in detainees' cases at Manila and Tacloban City Jails, a task-force was set up to expedite cases in the former. The national TB programme was expanded from 7 to 57 places of detention, covering around 50,000 detainees. The ICRC commenced rehabilitation of a 60-bed TB infirmary in Quezon City Jail to help upgrade the quality of care and improve infection control.

Building on the momentum created by the adoption of an IHL Act in late 2009, the ICRC promoted national implementation of IHL, its integration into the doctrine, training and operations of the armed forces, and its study and research among academics. IHL training was conducted for some 200 legal aid lawyers, while coordination of the training of judges and prosecutors began in partnership with the Philippine Judicial Academy and the Department of Justice respectively. Media from around the country deliberated on IHL issues, conflict reporting and related challenges through the first Red Cross Award for Humanitarian Reporting. Media leaders in Asia-Pacific countries committed to higher standards of reporting on violence and emergencies at a regional conference held in Manila.

The ICRC continued to coordinate its activities with those of Movement partners, UN agencies and other humanitarian actors in fields of common interest, in order to maximize impact, identify unmet needs and avoid duplication.

## CIVILIANS

Civilians continued to suffer the consequences of the various armed conflicts and other situations of violence in the Philippines. Wherever fighting took place, they faced casualties, loss of livelihood and short-term displacement in regions often lacking infrastructure, essential services and income-generating opportunities.

The presence of delegates in violence-affected areas and dialogue with the parties concerned, weapon bearers, local authorities, and religious and other community leaders enabled the ICRC to gain a better understanding of humanitarian issues and helped promote respect for the civilian population. Whenever possible, the relevant parties were made aware of documented allegations of IHL violations and other concerns, such as the plight of civilians caught between fighting forces, so that corrective action could be taken. Information sessions for weapon bearers and civilians on IHL, humanitarian principles and the risks posed by weapon contamination contributed to these efforts.

Former or newly conflict-affected people and victims of floods and tropical storms were better able to cope thanks to emergency assistance provided by Philippine Red Cross/ICRC teams. In parallel,

conflict-affected communities in remote areas and former IDPs and vulnerable residents received support to recover their means of livelihood.

The National Society enhanced its overall emergency-response capacities in the fields of relief, water and habitat, and restoring family links through training and the donation of materials by the ICRC. People seeking to contact relatives in the aftermath of the natural disasters that befell the country, the earthquake and tsunami in Japan and the armed conflict in Libya made use of Philippine Red Cross family-links services.

## Post-emergency, vulnerable families recover a means of livelihood

In the Visayas provinces of Negros Oriental and Northern Samar, 85,152 people (14,192 households), comprising both IDPs and members of isolated host communities affected by recurring armed clashes and heavy floods, received a one-month food ration and soap, while 11,442 people (1,907 families) resumed rice cultivation thanks to the distribution of seed.

In the Mindanao province of North Cotabato, where the implementation of livelihood-support activities was slower than expected, the most vulnerable IDPs received a final distribution of supplementary relief: 55,818 individuals (9,303 households) received a one-month food ration and in many cases also essential household items. There and in the violence-prone Surigao del Sur province, most of the around 48,000 people (8,000 households) who benefited from livelihood support started farming activities using rice and vegetable seed and tools, backed up by relevant training, provided by the ICRC in coordination with the local agricultural authorities. Some families were supplied with working animals and post-harvest facilities (rice threshers, corn shellers) and others with fishing equipment. In Palawan, 720 people previously connected to an armed group (120 households) received similar assistance to boost their agricultural production. Vulnerable communities in the Sulu archipelago increased seaweed cultivation and yield by over 50 percent as a result of a project implemented through a local NGO.

Access to and the quality and quantity of drinking water improved for some 47,000 people in Central Mindanao and the Visayas following the construction of permanent infrastructure such as spring catchments, reservoirs, rural water supply systems and rubbish collection facilities. Six health centres (conducting on average 91 consultations a day) in Central Mindanao enhanced their services following the construction of medical waste disposal pits.

## Flood victims receive emergency aid with ICRC support

As part of the Philippine Red Cross emergency response for flood and tropical storm victims, with ICRC support coordinated with other Movement partners:

- ▶ in Mindanao (e.g. in Cagayan de Oro, Cotabato, Davao del Norte, Lanao del Norte and Sibugay provinces) and Sulu, some 76,000 flood-affected people received one- or two-week food rations with soap
- ▶ some 20,000 IDPs in evacuation centres in Northern Mindanao received emergency drinking water
- ▶ main hospitals took care of victims using ICRC pre-positioned medical stocks plus antibiotics supplied to 2 of them
- ▶ people received help to restore contact with relatives, while the provision of body bags facilitated the recovery and return to their families of the remains of those who had died

In order to encourage national actors to enhance coordination and training in the management of human remains during emergencies, two Department of Health representatives attended a seminar on the topic in Geneva, Switzerland.

### **Conditions for migrants in transit enhanced**

In Zamboanga, migrants transiting through a processing centre and minors housed at a centre for trafficked children following deportation from Malaysia benefited from ICRC work to improve hygiene and sanitary conditions. A weekly average of 400 migrants had access to upgraded facilities, including a new kitchen and laundry shed, and improved drainage and rubbish collection systems, while some 5,700 individuals at both centres received hygiene parcels.

### **PEOPLE DEPRIVED OF THEIR FREEDOM**

On receiving allegations from families of conflict- and violence-related arrests or learning of them from media reports, the ICRC requested immediate access to those arrested in order to ensure they were being treated with full respect for their dignity and essential judicial guarantees.

Over 84,600 people deprived of their freedom in 189 places of detention under the responsibility of the Bureau of Jail Management and Penology (BJMP), the Bureau of Corrections, provincial authorities, the armed forces and the police received ICRC visits to monitor their treatment and living conditions. Vulnerable detainees, such as minors, women, the elderly and the mentally ill, were given particular attention. Following the visits, which were carried out in accordance with the ICRC's standard procedures, the findings and recommendations were shared confidentially with the authorities orally and in writing.

A total of 360 detainees received ICRC-funded visits from relatives facilitated by the Philippine Red Cross.

### **Detainees' living conditions improve as a result of "Call for Action"**

The authorities and key government agencies at central and local level pursued efforts to improve prison facilities and health care services and tackle overcrowding through the allocation of more resources, mobilized within the framework of the ICRC-supported "Call for Action" process. Three working groups continued to address shortcomings in the criminal justice system, in particular procedural delays (one of the major causes of overcrowding), TB in places of detention, and prison infrastructure problems. Plans were under way to assess the results of the process in a national conference and to share experiences gained with penitentiary specialists in a regional meeting, both to be held in 2012.

Two pilot working groups discussed concerns stemming from procedural delays in the cases of inmates at Manila and Tacloban City Jails and ways to improve cooperation between criminal justice agencies. Their findings and recommendations, combined with the results of an ICRC evaluation of the achievements of the "Call for Action" so far, fed into discussions with the Supreme Court, executive judges, the Public Attorney's Office, the Office of the Chief Prosecutor and the BJMP on concrete measures to address jail congestion. As a result, with ICRC support, a taskforce was mandated by the Supreme Court to expedite the cases of inmates at Manila City Jail, and extra human and material resources were provided to improve records management there. The Senate received an ICRC

position paper on detention-related bills focusing on good conduct time allowance and preventive imprisonment.

### **Detainees have better access to health care**

As part of the Call for Action, the national authorities strengthened TB management in 7 pilot prisons and extended it to a further 50 prisons, increasing coverage from 31,000 to 50,000 detainees. Monitoring by the TB-management working group in the pilot sites helped improve compliance with technical and operational guidelines, while technical support started in the new sites to help them reach the quality level required by national and international standards. Two prisons established direct sputum smear microscopy laboratories, with ICRC material support. All facilities involved received TB protection respirators and cool boxes. Work began on rehabilitating a 60-bed TB infirmary in Quezon City Jail to improve infection control and treatment conditions.

In parallel, nearly 47,000 detainees in 26 prisons benefited from ICRC monitoring of their general health and access to medical care. Fourteen facilities received medical equipment and supplies, potentially benefiting 35,500 detainees. Nearly 15,000 detainees received hygiene kits and recreational items. A regional prison in eastern Visayas significantly reduced mortality rates, with ICRC support, after strengthening links with the civilian health system, improving living conditions and holding TB-control training.

### **Prison infrastructure improved**

The BJMP, together with the ICRC, continued to improve infrastructure as one way of addressing the consequences of overcrowding. Over 9,000 detainees thus benefited from better living conditions, in particular water and sanitation, ventilation, health infrastructure, sleeping areas and cooking facilities. In three prisons, energy costs were greatly reduced and working conditions for inmates in kitchens improved following the installation of solar water heaters for cooking. Forty-eight BJMP engineers attended training in construction project management.

### **WOUNDED AND SICK**

Twenty-four hospitals in Mindanao, including 19 identified as the main referral centres for weapon-wounded patients, increased their capacities to treat emergency cases thanks to the regular supply of medical and surgical items tailored to their level of activity, capacity and needs. Nine of them, including the main referral centre for weapon-wounded in Central Mindanao, received surgical and other equipment, including a sterilizer, an external fixation set, and a skin-graft set for a burns centre. In all, they treated 4,786 weapon-wounded patients and performed 36,819 operations. Thirty-six conflict victims, including weapon-wounded people, benefited from ICRC financial support for their treatment.

A further five primary hospitals in remote locations, which provided first-aid/stabilization to the injured prior to transfer, received ad hoc support.

Natural disaster-related emergencies and staffing issues did not allow the organization of the initially planned training courses and seminars on war surgery and emergency response for surgeons and first-line health providers. However, the Philippine Red Cross undertook a review of its first-aid curriculum, manual and standard operating procedures, with a view to strengthening first aid, particularly in conflict areas.



Eighty-two disabled people received specialized services at the ICRC-supported Jubilee Foundation physical rehabilitation centre in Davao. The ongoing construction of a new prosthetic/orthotic workshop aimed to enhance the quality of patient care. One technician embarked on a three-year course at the Cambodian School of Prosthetics and Orthotics.

### AUTHORITIES

National and local authorities in the Philippines and the ICRC maintained regular contact on operational matters, thus helping to ensure that all concerned knew about and supported the ICRC and its neutral, impartial and independent humanitarian action. They, and other stakeholders, had access to information on ICRC activities through a new electronic newsletter and increased ICRC presence online and in social media.

The Philippine government made progress towards acceding to Additional Protocol I and the Hague Convention on Cultural Property. Bills on the protection of the emblems, IDPs, landmines and detention-related issues were submitted to Congress, with ICRC technical input. A draft administrative order on the establishment of a national IHL committee within an existing inter-agency body was under consideration.

Government representatives attended regional events on the 1977 Additional Protocols and antipersonnel landmines in Japan and Cambodia respectively (see *Kuala Lumpur* and *Bangkok*).

In light of a bill penalizing serious violations of IHL enacted in late 2009, the Philippine Judicial Academy and the Department of Justice started coordinating training on IHL for judges and prosecutors, in partnership with the ICRC. Some 200 Integrated Bar of the Philippines lawyers providing free legal aid to people in conflict-affected areas were trained in the application of IHL and related national laws.

### ARMED FORCES AND OTHER BEARERS OF WEAPONS

During field dissemination sessions, members of the armed forces, police and armed groups were reminded of the need to respect civilians and their property and to ensure the safety of humanitarian workers in accordance with IHL and other relevant international standards. Significant progress was achieved in dialogue with armed groups, resulting in the holding of such sessions in Luzon, Mindanao and the Visayas.

Following a directive issued by the chief of staff in 2010 on the integration of IHL into military training, the armed forces' Human Rights Office organized a round-table to take stock of progress made and establish a plan of action. The integration process was reinforced by a workshop for key officers from different military training institutions and materials on the IHL Code of Conduct produced by the AFP and the ICRC.

A Philippine Military Academy instructor took part in the sixth South-East and East Asian Teaching Session on IHL (see *Kuala Lumpur*).

The Philippine National Police (PNP) began to work towards strengthening its capacity to provide IHL training for its ranks, particularly for units participating in combat operations. Senior police officers discussed international policing standards and law-enforcement practices at ICRC-supported workshops. Materials on the basics of law enforcement in three local languages were produced jointly by the PNP and the ICRC.

Military personnel on predeployment training for UN peace-keeping missions attended ICRC briefings.

### CIVIL SOCIETY

National and local media and other civil society members used ICRC materials to raise public awareness of the humanitarian effects of armed conflict and the organization's activities in the country. Around 60 journalists increased their knowledge of IHL, conflict reporting and safety in the field at a series of ICRC workshops held across the country. Media interest was further boosted by the first Red Cross Award for Humanitarian Reporting, held in partnership with the Philippine Red Cross. More than 50 senior editors and veteran journalists from countries in the Asia-Pacific region discussed challenges and best practices on "Reporting on Violence and Emergencies" at a regional conference in Manila, and adopted the so-called "Manila declaration" on journalists' behaviour and ethics when reporting on such situations. Academics and other experts had access to specialist material following distribution of the *Asia-Pacific Yearbook of International Humanitarian Law*.

University students enhanced their knowledge of IHL at moot court competitions, debates, photo exhibitions, lectures and interactive activities. More than 30 academics and experts discussed current IHL developments, challenges and teaching at an event co-organized with the Ateneo Human Rights Center in Davao. Advancing the integration of IHL into universities around the country, lecturers based in conflict-affected areas attended in-depth training workshops on IHL.

### RED CROSS AND RED CRESCENT MOVEMENT

The Philippine Red Cross remained a key operational partner for the ICRC, and cooperation between the two organizations enhanced both the ICRC's ability to meet the needs of conflict-affected people and the National Society's emergency-response capacity (see *Civilians, People deprived of their freedom and Wounded and sick*).

With ICRC support, the National Society also strengthened its capacity to promote IHL, the Movement and proper use of the emblem by conducting training for disseminators, board members, other staff and volunteers. It also held dissemination sessions for members of the public and specialists.

Regular meetings of the different components of the Movement active in the Philippines helped ensure coordination of activities, especially in emergencies and large-scale disasters.