Community Revitalization Initiative for Bangsamoro

IOM Assistance to the Peace Process in Mindanao

International Organization for Migration (IOM)

STABILIZATION TRANSITION DEVELOPMENT
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IOM is committed to the principle that humane and orderly migration benefits migrants and society. As an intergovernmental organization, IOM acts with its partners in the international community to: assist in meeting the operational challenges of migration; advance understanding of migration issues; encourage social and economic development through migration; and uphold the human dignity and well-being of migrants.

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I was very excited to see the progress the Government of the Philippines and the Bangsamoro Authorities have made towards peace. Like many of those who have visited Mindanao and the island provinces, I was charmed by the hospitality, friendliness and resilience of the people I met. It was always with pleasure that I visited our beneficiaries across Mindanao and our IOM staff in Cotabato and Zamboanga. I left, however, with a sense of frustration. Frustration of opportunities lost, or at least not realized yet. With such beautiful countryside and such committed individuals, I felt this area of the Philippines could be booming but instead it lags behind its neighbors in most development indicators.

During my recent visit to Cotabato, my staff urged me of their desire, and the Bangsamoro agencies desire, to begin working with the Bangsamoro people now. They saw the people’s enthusiasm and support created by the Comprehensive Agreement for Bangsamoro, and asked me how best to start implementing the vital programmes needed in these communities. Whilst the political process continues, IOM and its partners know that the time to implement peacebuilding activities is now, not later.

With the promising advances in the peace process still ongoing, I am glad IOM can demonstrate potential ways we can support the Government of Philippines and the Bangsamoro Authorities now. We have been working with these partners for many years and it is wonderful that we may now have an opportunity to further build on this relationship and contribute to improving the lives of their constituents.

The document we present outlines some of the global and local experience IOM has in peacebuilding and community stabilization. I wish to express my sincerest thanks to colleagues, both here and abroad, who have contributed to this document. Whilst not all methods work in all places, IOM has a fine pedigree of supporting post-conflict countries through these difficult times and complex issues. Whether in Kosovo, Iraq, Indonesia, or the many other countries where we have worked, IOM has always worked with governments to build long-term capacity whilst also working directly with our partners on the ground to ensure the quick impact of the peace process.

I want to thank in particular the representatives from our donors and the DSWD, ARMM, BDA, BTC and DILG who have been working with us in this area of our operations. We have accomplished a lot, and we know we could not have done it without their support.

With so much on the line we cannot afford to delay. Timing is key. We look forward to discussing the Community Revitalization Initiative for Bangsamoro with our partners, and more importantly beginning the much needed humanitarian and developmental work required to ensure the peaceful and prosperous future this region and the Philippines deserve.

Marco Boasso
Chief of Mission, IOM Philippines
The document comprises an update on the current situation in the Bangsamoro areas, the background of IOM's capacities at the global and local level, and then gives a preview of programmes that IOM could implement with the support of its partners. These programmes have been grouped together in the multi-sector approach called the ‘Community Revitalization Initiative for Bangsamoro’ or “CRIB.”

Through elements in the CRIB, IOM hopes to contribute to the peace dividends by supporting the integration and reintegration of internally displaced persons (IDPs), returnees, ex-combatants, vulnerable host and destination community members as well as other conflict affected groups including women, youth, and indigenous peoples. In all sectors, IOM promotes a community-led and participatory approach that engages key members of the affected population to shape the development assistance plans.

The CRIB is composed of five key sectors that best match the needs of the communities, IOMs institutional capacity, and the defined priorities of the authorities. They are situated within the ongoing frameworks and national and international priorities that are present in this region. The CRIB is a discussion paper that highlights IOM’s long involvement in the peace process and its institutional competencies and global experience to supporting communities and governments during the important phases of stabilization development.

The CRIB focuses on five sectors where IOM has identified an urgent need that matches its capacity and institutional knowledge. These are:

1. Socio-economic Integration and Reintegration
2. Transitional Justice: Land and Property Restitution
3. Migration Health
4. Mental Health and Psychosocial Support
5. Humanitarian Assistance
Mindanao, the second largest island of the Philippines, is home to more than 20 million people of diverse ethno-linguistic backgrounds. Of this number, about 5 million are Muslims, who belong to at least 13 ethno-linguistic groups, scattered across the current Autonomous Region in Muslim Mindanao (ARMM) provinces and the proposed Bangsamoro territory which is also home to groups of Indigenous Peoples.

Since 1976, three peace agreements have been signed and peace remains elusive in Mindanao. In 2008, displacement rose when the Moro Islamic Liberation Front (MILF)-Government of Philippines peace negotiations broke down over the failure to sign the Ancestral Domain agreement (MOA-AD). This led to over 100,000 persons displaced in Central Mindanao, thus, there was an increase to an estimated 700,000 IDPs across Central Mindanao in 2008. After the Ampatuan massacre in Maguindanao (November 2009), the estimated number of displaced rose to about 260,000 persons. In 2012, Mindanao had 178,000 IDPs due to internal armed conflict (from Moro rebels and New People's Army) and criminal violence (e.g. Abu Sayyaf Group/ASG). As of the latest Protection Cluster report from 2013, there are 420,698 conflict-displaced persons in Mindanao.

In September 2013, armed conflict started between the Armed Forces of the Philippines and some Moro National Liberation Front (MNLF) armed members in Barangay Santa Catalina and escalated to other barangays across Zamboanga City. Two weeks after the incident, almost half of the city’s population was displaced, with 21,261 families or 112,916 persons sheltering in 52 evacuation centers. A year later, there are still 5,496 families living in improvised shelters across the city.

In 2014, hostilities involving armed conflict in conflict affected areas in Mindanao (CAAM) are declining. There has been one massive displacement affecting more than 40,000 persons, which began on the 26th of January 2014 as a result of the armed encounters between the Philippine armed forces offensive operations and the troops of the MILF separatist group called the Bangsamoro Islamic Freedom Fighters (BIFF).
The Government and MILF signed the Comprehensive Agreement of the Bangsamoro (CAB) in March 2014, which completed the long process of negotiation and formulation of relevant annexes. The Bangsamoro Transition Commission (BTC), tasked to draft the Basic Bangsamoro Law (BBL), submitted its draft to the Office of the President in August 2014, which was then submitted to the Congress on the 10th of September 2014. The signing of the CAB provides a critical opportunity for a transition to a peaceful Mindanao. It is viewed as the most positive step towards resolution of the conflict, though there are still many precarious steps before a lasting peace can be reached.

During this transition, there are many developmental and humanitarian challenges that need addressing alongside a general strengthening of the institutions that will be central to the implementation of the peace agreement. The CAB called for the establishment of a set of transitional institutions to govern the Bangsamoro region for an interim period. These institutions, including the BTC, Bangsamoro Development Agency (BDA), Third Party Monitoring Team, and several issue-specific processes and commissions such as those on normalization require technical support and engagement with a wide range of community groups and other key actors.

Beyond the political transition through the Bangsamoro peace process, vulnerability to instability from local level violence (e.g. rido; clan armed conflicts) still remains. Violent conflict can result from community tensions between various groups and can quickly escalate into wider hostilities. Building the capacity of the new political entity to provide stability in the Bangsamoro will be a long-term endeavour; in the interim period, local mechanisms for Community Stabilization will often be the best mechanism for preventing escalation of violence.

Finally, the peace process has seen the prominent role of vulnerable groups both in the dialogue and in the provisions of the new autonomy. Throughout the negotiations, women played influential roles on the Government side, including two Secretaries and one Chair of the Government negotiating panel. Despite this positive influence to date, there is a strong need to promote and monitor gender equality concerns during the implementation of the peace agreement. The continued involvement of women, youth, IDPs, and Indigenous Peoples in the transition process is an important contribution to a lasting settlement of the conflict in Mindanao.
IOM has a holistic approach to addressing the causes and consequences of migration crises. Vast policy and technical expertise in a variety of humanitarian and post-crisis domains is available at the field, regional and headquarters level.

Since 1992, IOM has supported the design and implementation of some of the largest Disarmament, Demobilization and Reintegration (DDR) operations in the world, including in Mindanao. These operations have assisted thousands of ex-combatants and their dependents to return to normal civilian life after many years of conflict. This has contributed to national and regional reconciliation and stabilization, preventing further negative migration. The Information, Counselling and Referral Service (ICRS) developed by IOM over many years in DDR operations has been replicated as the keystone in post-conflict Community Stabilization projects all over the globe. IOM’s DDR and Community Stabilization programmes have been implemented across the globe from Colombia to Indonesia and from Kosovo to Mozambique.

The IOM Land, Property and Reparations Division (LPR) is responsible for providing policy guidance and technical support on issues related to transitional justice, reparations, land and property restitution, compensation and dispute resolution. Since 2000, IOM has provided technical assistance and directly implemented a number of land, property and reparations projects in a variety of political, legal and operational contexts.

Between 2000 and 2007, IOM implemented one of the largest reparations programmes – the German Forced Labour Compensation Programme – covering more than 300,000 claimants in 40 countries across the globe. In Sierra Leone, IOM supported the implementation of the reparations programme as per the recommendations of the Sierra Leone Truth and Reconciliation Commission. In Iraq, IOM has provided technical support to the national property commission to address the land rights violations, restitution and compensation issues in the post-2003 period. In post-earthquake Haiti, IOM facilitated the durable solutions for IDPs and reconstruction efforts by supporting the access to property and tenancy rights through land demarcation, titling and mediation of disputes. In Nepal, IOM supports the Government in addressing issues related to access to land for conflict-affected population and vulnerable groups. In Colombia, IOM provides a comprehensive multi-sectoral support to the Government to implement a variety of programmes designed to address the post-conflict issues ranging from DDR and Community Stabilization through IDP’s return and reintegration to land rights access and reparations for victims of the conflict.

In the humanitarian context, IOM is the global Inter-Agency Standing Committee (IASC) cluster lead for Camp Coordination and Camp Management (CCCM) for IDPs. IOM is also the global lead agency for the Shelter cluster in half a dozen countries and a key actor in other clusters. IOM is increasingly working towards improving humanitarian coordination between UN and non-UN actors.

IOM in Mindanao

IOM has been working in Mindanao for over 20 years, in 1996 IOM implemented the Mobile Information, Referral and Community Assistance Service (MIRCAS) in Palawan and Mindanao. MIRCAS was a large project, in cooperation with United Nations Development Programme (UNDP), for the demobilization and reintegration of MNLF soldiers, under the 1996 Peace Agreement. Since then, IOM has continued its support activities in the region with a field presence in Cotabato and Zamboanga. Programme activities have ranged from humanitarian assistance to displaced populations to direct support in the continuing peace processes.

Since 2008, as a member of the UN Country Team and the Mindanao Humanitarian Team, IOM has responded to complex emergencies starting from the armed conflicts includingrido to the cyclical floodings in Central Mindanao. It remains actively involved in providing direct emergency response and stabilization activities for complex emergencies (including early recovery support after Typhoons Washi and Bopha). IOM is the CCCM cluster co-lead with the Department for Social Welfare and Development (DSWD). It is also a member of the cluster mechanisms in Mindanao including Protection cluster, Child Protection Working Group, Sexual and Gender-Based Violence (SGBV) sub-cluster, Shelter Technical Working Group and Information Management group. IOM Cotabato is currently implementing humanitarian assistance, peacebuilding and gender mainstreaming activities in partnership with Bangsamoro transition agencies, ARMM and Central Mindanao authorities, INGOs, NGOs and civil society organizations.

In North Cotabato, Sultan Kudarat, Sarangani and ARMM provinces, IOM has also been supporting the authorities in strengthening capacities of local government units, national line agencies and non-government organizations on various aspects of disaster risk reduction and management, evacuation support and protection, and CCCM. IOM is implementing the Displacement Tracking Matrix (DTM) and is building capacity for the Peace Process in the Bangsamoro Areas. This project assists the Government of the Philippines and humanitarian partners in conflict and gender-sensitive disaster preparedness towards peacebuilding in Bangsamoro communities.

In the Caraga region, IOM conducted capacity building activities on improving youth employment and promoting safe migration. In Zamboanga City, IOM has set up a sub-office providing emergency assistance to the displaced populations caused by the 2013 armed conflict and extending support to the local government capacity building on psychosocial support to diffuse social tensions among host communities and the displaced populations.
Community Revitalization Initiative for Bangsamoro (CRIB)

IOM developed the Community Revitalization Initiative for Bangsamoro (CRIB) to contribute to the better integration and reintegration of IDPs, returnees, ex-combatants and vulnerable host community members as well as other conflict affected groups including women, youth, and indigenous peoples through individual assistance, community level projects, support to land, justice and reparation issues as well as the addressing of health and psychosocial needs.

With improved access to socio-economic opportunities, transitional justice, basic services such as health and psychosocial support, IOM has seen that individuals and communities are more likely to benefit from a peaceful and productive future.

In all sectors, IOM promotes a community-led and participatory approach that engages key members of the affected population to shape the development assistance plans. Throughout this document, IOM incorporates best practices and lessons learnt from a myriad of project implementation contexts across the world.

In Mindanao, IOM has been working with the Government and local actors to provide enhanced access to life-saving health services for IDPs and their host communities in Cotabato and Maguindanao, Central Mindanao. IOM also implemented a project to enhance emergency health care services through the repair and refurbishment of health facilities for vulnerable conflict-affected communities. IOM Cotabato is currently constructing and installing birthing facilities and women-friendly spaces in hard-to-reach barangays.

To solidify its relationship further, IOM and BDA signed a cooperation agreement in July 2014, which builds on the already close cooperation and relationship that both agencies have. In the following month, IOM signed cooperation agreements with BTC and ARMM.

So far, IOM and BDA have worked together on activities such as joint community visioning workshops, displacement tracking, capacity-building trainings and youth peace summits. These activities involved women, youth leaders, religious scholars, stakeholders and other partners in ARMM provinces to ensure the participation of youth and women in the drafting of the Bangsamoro Development Plan (BDP). In the plan, IOM was tasked to lead in the cross-cutting thematic area of gender and displacement. IOM has also supported BDA directly with the secondment of staff to help in their community and technical validation process.
IOM’s CRIB approach to peacebuilding encompasses both the Organization’s MCOF sectors of assistance, as well as its identified three stages of peace-building: Stabilization, Transition and Development.

At the national level the CRIB is also aligned to the UN and the Philippine Government’s strategic goals. Although the CRIB has linkages in many of the priority areas* of the Philippine Development Plan (PDP) 2011-2016, it is most relevant in the overall goal of “inclusive growth and sustained poverty reduction.” The PDP also sets an intermediate outcome on “causes of armed conflict and other issues that affect the peace process effectively addressed” which the CRIB clearly tries to support addressing. Both the CRIB and the PDP also highlight the reality that poverty and peace transects with good governance, the rule of law, and social development outcomes.

At the international level, IOM, with its fellow UNCT members, were consulted in creating the UN Development Assistance Framework (UNDAF) for 2012-2018 which in itself is aligned with the PDP 2011-2016. UNDAF also identified Mindanao as a geographic priority, with a special focus on ARMM and Region XII as Millennium Development Goals “laggards”.

At the regional level, IOM’s proposed response reflects the main priorities of the ARMM and BDA’s institutional mandates and aligns with the BDA’s Sustainable Human Development Approach to be included in the BDP. Throughout the CRIB, IOM looks to promote the fundamental values outlined by the Bangsamoro entities of “Inclusiveness, Sustainability, Accountability, Cultural Sensitivity, Self-Reliance and Self-determination.”

Cross-cutting Issues

IOM has identified several cross-cutting issues which have been mainstreamed into the response and programmatic structure of its peacebuilding activities in Mindanao. Considering that these cross-cutting issues are relevant for all proposed activities, they will be integrated in all the five sectors of the CRIB.

Human Rights

Human rights are the liberties and benefits based on human dignity which all humans should be able to claim “as of right” in the society in which they live. In international law, these rights are contained in the International Bill of Human Rights, nine core international human rights treaties, and various universal human rights instruments. In the context of peacebuilding, a human rights-based approach offers a normative framework for stabilization and development. Violation of economic, social and cultural rights is among the root causes of conflicts, and the failure to address systemic discrimination and inequities can undermine recovery from conflict. In order to promote sustainable peace, post-conflict policies and development work need to be implemented in a manner that empower people who were previously underrepresented, and ensure their active participation in peacebuilding and development processes. The CRIB is based on the human rights-based approach that promotes prevention of human rights violations and supports the protection of migrants. In addition, IOM has established partnerships with local and international agencies to ensure that the rights of conflict-affected IDPs are upheld.

Gender Equality

Gender mainstreaming in peacebuilding initiatives entails not only increasing women’s participation, but also promoting more equitable gender relations. In order to mainstream gender equality perspectives into peacebuilding, IOM will focus on: addressing the impact of conflict on women, especially sexual and gender-based violence (SGBV); supporting women’s full and equal participation in peacebuilding and decision-making processes; and ensuring that national priorities for recovery redress inequalities of the past and positively influence gender relations and contribute to gender equality.

In addressing SGBV, IOM adheres to the UN Security Council Resolution (UNSCR) 1325, the UNSCR 2106, and the IASC Guidelines on SGBV. Its gender focal point system and standard course on preventing sexual abuse and exploitation will be shared with project partners and mainstreamed in monitoring and evaluation.
In the CRIB framework IOM will provide relevant inputs on displacement and gender mainstreaming in the Bangsamoro context, to include them in the design, implementation, monitoring and evaluation stages. This will promote the inclusion of gender issues that should be mainstreamed across all the thematic areas in support of the Bangsamoro transition. This will also promote best practices for project partners and beneficiaries.

**Underrepresented Groups**

**Children and youth**

Children and youth are key actors in civil society, who should be actively engaged in peace processes. Their perspective, experience and resources must be taken into account for peacebuilding and post-conflict development. They should also be considered as central peacebuilders who represent the future of the country. On these premises, the CRIB places a particular focus on empowerment of children and youth in all sectors of its framework. In particular, health, psychosocial support, and social integration and reintegration sectors will offer assistance specifically targeting children and youth who were involved in armed conflicts either as soldiers or victims of violence. This will ensure that they are beneficiaries as well as participants of the peace process.

**People with disabilities**

IOM is committed to deliver humanitarian assistance with particular attention to people living with disabilities and chronic illnesses. In the post-conflict context of the Bangsamoro region, where physical disabilities and illnesses are often the result of prolonged armed conflicts and violence, peacebuilding and development processes must ensure that these people have equal access to services. The CRIB, in its all sectors, will look to include people with disabilities as priority beneficiaries. This will help reduce their vulnerability and encourage their active participation in promoting social stability.

**Environment**

Migration and conflict scenarios often involve a range of factors and the environmental cannot be separated from the political, social, and economic. Poor governance over access and management of natural resources is often a cause of conflict, leading not only to ethnic tension and politics of power, but also undermining the ongoing peacebuilding process. IOM therefore recognises sustainable development as an integral part of community stabilization, implemented through disaster risk reduction and climate change adaptation measures.

For this reason, basic social service provision in the peacebuilding context needs to be conducted in a manner that helps to preserve and ensure sustainability of limited natural resources. One way to do so is through effective utilisation of natural resources and management of the extractive resources. Another way is through education for sustainable development focusing on appropriate uses of natural resources, protection of the environment and sustainable development.

The CRIB incorporates environmental sustainability aspects in its programmes; for example, shelter and NFI assistance will utilize locally-sourced materials as much as possible, and livelihood assistance and trainings will ensure that the businesses established by beneficiaries will be conducted in an environmentally-conscious manner. In this way, the CRIB will help to reduce vulnerability of populations exposed to environmental risks and conflicts, assists migrant populations and builds the capacities of local authorities and other actors to overcome the challenge of environmental aspects of migration.

**Migration Governance**

Migration governance pertains to the development of policy, formulation of strategy and execution of plans and programmes related to the movement and mobility of populations across different areas including labour migration, counter-trafficking, migration and development, and immigration and border management. IOM believes that well-managed migration benefits not only the migrants but also their origin and destination communities.

Building on gains made in previous partnerships with ARMM, IOM will continue to promote migration governance in three ways: capacitating relevant Bangsamoro institutions on migration governance, engaging the public in awareness-raising initiatives in support of legal migration, and contributing to knowledge management.
As a region with a large outflow of labour migrants, the Bangsamoro areas face various challenges in managing migration including irregular migration, trafficking in persons, human smuggling, and illegal recruitment of labour migrants. In the transitional process and post-transition phase, migration governance interventions such as capacitating relevant institutions on how to better manage migration is essential. This includes development of policies and programs that will facilitate and regulate labour migrants coming from the region, harnessing the gains of migration by promoting the use of migrant remittances into economically productive endeavors, regulating the entry and exit of foreign nationals at border crossing points, and addressing counter-trafficking in the area, among others. IOM is well-equipped to provide the necessary assistance to relevant institutions to ensure that they are prepared to take on the challenge of ensuring that the international movement of people from, around and into the Bangsamoro region is managed safely and humanely.

A well-managed migration system is one that promotes regular channels of migration and prevents irregular migration. In addition to increasing the capacity of the Bangsamoro institutions, communities will be engaged in awareness-raising and public information campaigns that not only advocates legal migration but also reminds the people of their own responsibilities towards this end. IOM has extensive experience in communication activities which can be tailored for the needs of the Bangsamoro and the current issues that they face.

Lastly, knowledge management is an integral aspect of migration governance. IOM will support the Bangsamoro institutions in the development and execution of systems that will keep track of international migration in the region while taking note of existing national legislation and practices. IOM will also assist its partners in research on migration-related issues and how to best respond to the needs of migrants and their families. These are essential in ensuring that policies and programmes are responsive to the realities on the ground.

IOM aims to work with the other governmental and humanitarian actors to create a holistic response to address these issues. In particular, it hopes to contribute alongside existing work already begun by the ARMM, BDA, and the Government of the Philippines with the support of JICA, the World Bank, UNDP, and donor governments. Along with this macro-level support, IOM also sees an opportunity to work on the micro-level in an approach that has been developed in other post-conflict communities across the world, to create fast peace dividends that allow a stable environment for creation and development of longer term macro-level projects.

The CRIB methodology for integration assistance is based on the individual, community and government levels. At the individual level, it supports IDPs, returnees, ex-combatants and their host and destination community members with customised livelihood support tailored to their needs, capacities and context. At the community level, IOM works to build capacity to support the communities’ development. The field teams also work with these communities on conflict resolution and community dialogue sessions to best address potential conflicts. At the government level IOM advises and guides the authorities to better manage these complex migration issues focusing on livelihood opportunity creation.
SECTOR 1. Socio-economic Integration and Reintegration

The cohesive individual livelihoods aspect of the CRIB relies on key elements such as economic data, community structures, private sector opportunities and government support. This sector therefore goes alongside other sectors of the CRIB as part of a holistic approach.

Key to the identification, selection and support of beneficiaries is the accurate and fast collection of information. IOM will first train the relevant Bangsamoro Authorities on data collection and information management, then later pass on the role of data collectors and information managers. This process is currently ongoing through the Displacement Tracking Matrix (DTM), which is implemented by IOM in partnership with the BDA, ARMM and DSWD. IOM will replicate this methodology in the Bangsamoro areas to help better assess and map the vulnerabilities of the communities and identify priority areas for assistance.

To facilitate the creation of CMTs and WEGs, IOM would reach out to community leaders, including religious leaders, school teachers, healthcare workers, barangay captains and local governorate representatives. CMTs will be responsible for addressing broad community needs, with both male and female participants, while WEGs focus specifically on women’s issues and are led solely by women. All of the members voluntarily give their time to collaborate with IOM and serve their respective communities, providing regular updates and meeting with IOM staff every month. These community leaders connect IOM with vulnerable individuals and identify problems that need IOM’s attention and assistance.

Jointly with IOM, these members propose projects, assist in their implementation, and monitor their success. In other countries IOM has also established Technical Consulting Boards (TCBs), with representatives from government institutions and civil society, who link community initiatives to provincial plans and budgets. IOM and TCB members work together to present CMT/WEG plans and gain the support of government institutions, UN/NGO agencies, and the private sector.

SECTOR 1. Socio-economic Integration and Reintegration

Based on solid information and the community structures set up, IOM and the Bangsamoro entities would work to support the most vulnerable in displacement-affected communities. Once identified, IDP families, returnees, ex-combatants and host community beneficiaries will be given a choice of individual livelihood options for their socio-economic integration. Depending on the community context, these normally include support such as:

- Business Start-up Kits
- Farmer’s Training
- Vocational Training
- On-the-Job Training
- Job Placement
- Referral to other programmes both within IOM and other partners including the government and UN/NGOs

These services are composed of training and provision of equipment, usually provided in collaboration between IOM and relevant government ministries. The trainings are targeted to best complement the current level of formal education of the beneficiaries, which in most cases is low. IOM has particular capacity in designing business development courses that cater for people with different levels of formal education.

Disarmament, Demobilization and Reintegration (DDR)

IOM has supported the design and implementation of some of the largest Disarmament, Demobilization and Reintegration (DDR) operations in the world. These operations have assisted thousands of ex-combatants and their dependents to return to normal civilian life after many years of conflict and as such, have contributed to national and regional reconciliation and stabilization, preventing further negative migration and conflicts.

For many ex-combatants, war has become a way of making a living and the signing of a peace agreement does not immediately translate into a ‘peace dividend’. A peace agreement signifies giving up their uniforms, their identity, their status and their former survival strategies, which can even impose traumatic impacts on them.

During protracted conflicts, most ex-combatants may have spent more than a decade in the military and can easily become marginalised and disgruntled. If left unchecked or reintegrated in the society, security conditions can very quickly deteriorate and may end up serving as the catalyst for a return to armed conflict. Thus, their reintegration within the host-community is a key component for community stabilization and prevention of forced displacement after peace agreements.

In addition to this, most ex-combatants, their families and host communities may have also had limited access to basic health and social services. Loss of life, disrupted family and social support mechanisms are contributory factors to heightened health risks and vulnerability to develop health problems. Thus, addressing their general and psychosocial needs, will also ensure their meaningful reinsertion and reintegration.

IOM’s view on social protection is through an operational perspective and focuses on the return and reintegration phases whilst mitigating the factors that cause tension and displacement.

IOM’s view on social protection is through an operational perspective and focuses on the return and reintegration phases whilst mitigating the factors that cause tension and displacement.
SECTOR 1. Socio-economic Integration and Reintegration

The final aspect of this individual support is the follow-up monitoring and the creation of linkages with other farmers, cooperatives and more formal private structures such as Chambers of Commerce. IOM looks to create sustainable businesses by follow-up monitoring three to six months after delivery of its assistance. This is particularly important in multi-year projects where IOM looks to ensure that past beneficiaries are represented in the new targets to allow for continued support for those businesses who need additional support. Whilst IOM’s community mapping allows the project to best identify the types of businesses most likely to succeed, it also identifies the potential private sector linkages that new business require. This information is collated and shared as community profiles with the Government and beneficiaries. This allows businesses to recognize potential customers, competitors and collaborators for future success and integration into the community.

In addition to the individual assistance to aid integration and reintegration, IOM will provide community-level projects called Community Assistance Projects (CAPs). As IDPs and returnees enter communities, they bring new pressures on local resources. Schools, health facilities and utilities absorb the increasing population, who are particularly vulnerable while navigating a new life. CRIB will target such host/destination communities with large numbers of IDP and returnee families and implement CAPs designed to mitigate these effects. CAPs will address shared community needs, with a particular focus on providing or rehabilitating economic and social infrastructure. This can range from installing water canals for irrigation to rehabilitating schools to equipping a prosthetic limb workshops, depending on specific needs of the communities.

For each project, IOM will coordinate the use of local resources and attain government support to ensure its sustainability. IOM uses community members to monitor progress of long-term projects such as infrastructure. After the CAP’s completion, IOM will hand over the infrastructure to the relevant government institution to run and maintain for the communities’ benefit.

SECTOR 2. Transitional Justice: Land and Property Restitution

Key Areas
Community Mapping
Land Management and Dispute Resolution Mechanisms Assessment
Government and Civil Society Capacity Building

The World Development Report 2011 highlighted transitional justice (TJ) as a critical signal in breaking from the past, cyclical violence and abuses as well as a reflection of institutional commitment to reforms. Mindanao 2020 (master plan on economic development of Mindanao crafted jointly by civil society and the government) has targeted the attainment of MDGs alongside rebuilding of livelihoods and communities as well as restoration of justice and the rule of law by widening partnerships with civil society, private sector and international community.

Fair and efficient transitional justice mechanisms and processes based on international best practices and consensus among local stakeholders are crucial not only for addressing past injustices, but also for creating an environment for durable peace, stability and economic development. In Mindanao, many land issues are the result of long held historical grievances that have never been satisfactorily addressed. These historic grievances fueled decades-long conflict between different actors resulting in further rights violations and internal population displacement. Without fair, equitable and efficient mechanisms to address claims related to land, property and human rights violations the Bangsamoro progress toward durable peace, stability, good governance and economic development will be fraught with obstacles and challenges.

Acting in full cognizance of the above, the stakeholders involved in the peace process made sure that the signed CAB as well as the draft BBL, contain adequate provisions and guidance concerning the long-standing land, property and other grievances. The CAB’s section on normalization recognizes the importance of TJ and specifically calls the parties to establish such program “to address legitimate grievances of the Bangsamoro people, correct historical injustices, and address human rights violations.” Similarly, paragraphs 3 and 4 from the Article IX of the draft BBL provide further basis for addressing Vested Property Rights and Transitional Justice respectively.
Initiatives are underway across the Philippines and in Mindanao, and IOM wants to particularly note the work of the Land Management Bureau (LMB), the National Economic Development Authority (NEDA), the World Bank, UNDP, and donor countries as well as the numerous local CSOs and LGU processes, in trying to resolve these very sensitive and complex issues.

IOM’s CRIB approach is geared to support these processes through provision of assessments, policy advice, technical assistance and capacity building for government, local authorities, civil society and other stakeholders responsible for or affected by the transition process. This support will primarily focus on creating conditions for establishment of mechanisms to address land and property rights violations, dispute resolution and promotion of land rights, but also broader transitional justice and dealing with the past issues.

IOM’s support of the Transitional Justice process in Mindanao will build up on the extensive experience which the organization has accumulated while working in other similar countries and contexts, the developed in-house expertise, as well as on the concrete steps which IOM already has already undertaken in Mindanao. Responding to a direct request from Secretary Deles, Presidential Adviser on the Peace Process, and to support the aim of the FAB to provide an acceptable solution to problems associated with competing land claims in the Bangsamoro, in March 2013, IOM and the World Bank conducted a “Joint Scoping Mission on Land disputes in conflict affected areas of Mindanao”. The ensuing report outlined some of the main challenges that will affect Mindanao’s land issues in the coming period and charted some of the main intervention options which could mitigate the emergence and impact of such challenges. These interventions include:

• Obtaining further empirical data on land claims, disputes and conflict prevalence for the purpose of categorization and analysis.
• Conducting intention survey amongst population displaced by past conflict cycles and establish population mobility monitoring mechanism for the purpose of understanding the rights and needs of affected population and plan for appropriate land and tenancy rights resolution, return and reintegration.
• Assessing the resilience and capacity of existing land dispute resolution mechanisms, including local land conflict mediation initiatives for the purpose of estimating the needs of institutions and communities for capacity building and technical support.
• Making an inventory of current land-related laws, including institutional mapping of land-related government agencies.
• Designing and conducting an Information Campaign on “Respecting Land Rights” for the purpose of reducing conflict potential until adequate processes and mechanism are in place.
• Development of Outreach tools for land management policies and procedures for the purpose of enabling greater institutional reach by the Bangsamoro authorities and greater participation by disadvantaged and vulnerable groups such as poor, displaced, minorities and indigenous communities.
• Capacity Building support for relevant institutions such as the Bangsamoro authorities and transition bodies such as the TJRC.
• Facilitating consultative processes on land, property and overall transitional justice issues between various stakeholders such as Bangsamoro authorities, civil society, TJRC, Central Government and international actors.

These initiatives aim to facilitate the development and the implementation of various transitional processes stipulated by the CAB and draft BBL and to pave the way for community stabilization, return and reintegration of displaced population.
Conflict-related internal displacement and community upheaval has broad consequences in the health service provision. For IDPs, a lack of knowledge of, or access to mechanisms of state-based provided health assistance are worsened during an emergency or conflict and can remain long after. IOM’s global experiences with the post-conflict and demobilization process show that health services are desired and an expressed need of ex-combatants, child soldiers, women associated with armed forces, and their families, particularly in settings where health systems have been disrupted due to prolonged conflicts.

While the national life expectancy rates of the country are at 66 years old for males and 72 for females, an average adult (both male and female) in the ARMM is not expected to live past 60 years of age. Child and maternal mortality rates are also very high in this region compared to the national average. SGBV incidents, traditionally under-reported, have also been significant in conflict-affected communities.

To address the health needs of IDPs, ex-combatants and vulnerable host communities, this sector aims to provide essential health care and prevention services by revitalizing the existing healthcare systems and developing the local capacity for health care provision.
SECTOR 3. Migration Health

Migration Health takes a holistic approach through health care service augmentation including health consultations of any kind, repair, refurbishment and rehabilitation of health care facilities, provision of mobile clinics, support to existing health referral mechanisms, capacity building and awareness raising activities. These include, but are not limited to:

1. Documentation of physical health, disabilities and psychological/mental health assessment, and confidential data management of health conditions of ex-combatants and other members of the conflict-affected communities (linking to the next sector: psychosocial support);

2. Deployment of mobile health teams and support to static health clinics at or near the demobilization and displacement sites;

3. Provision of direct primary health care services including maternal and child health care and immunization services particularly in hard-to-reach communities;

4. Health care augmentation (additional support) to existing health care facilities in Bangasamoro areas;

5. Facilitation of health referrals to and from nearest hospitals with assisted transportation particularly for those with chronic medical conditions and those with disabilities;

6. Health promotion activities through community health volunteers and local health boards on key migration health topics (including prevention of communicable diseases, non-communicable diseases, maternal and child health, SGBV, safe hygiene and sanitation;

7. Training of peer educators, community health workers and requalification and reinsertion of health personnel among ex-combatants, along with distribution of basic health kits to start community health programmes in areas of return.

Migration health assistance in the post-conflict context should be an evolving process, from addressing the immediate health needs of the IDPs, returnees, demobilized individuals and conflict-affected populations to supporting the presence of safety nets and the capacity of the public health system to address the basic health care needs of the wider populations. The CRIB migration health, with its community health care approach, aims to lay basic foundations of the longer-term health improvement of the communities, which will in turn support the improvement of the social and economic recovery of the Bangsamoro areas.

SECTOR 4. Mental Health and Psycho-Social Support (MHPSS)

Key Areas
Community Capacity Building
Referral Network Strengthening

Conflict-affected communities in the Bangsamoro areas have not only experienced physical injuries and disabilities, communicable and non-communicable diseases, but also mental and/or psychosocial issues, and they are often excluded from the provision of health and social services to address these issues.

Not only ex-combatants, but women and children have often been both active and passive participants in the armed struggle, increasing risk exposure to their emotional and social well-being that could lead to long-term consequences. Although conclusive data is unavailable, it is generally admitted that the current capacity of Bangsamoro areas to address MHPSS needs is not sufficient. IOM has recently piloted a community-oriented psychosocial support training for its partners from the ARMM, BDA and local NGOs, and the feedback resoundingly affirmed the need for more psychosocial support activities for the community.

This component focuses on strengthening mental health and psychosocial support (MHPSS) with special consideration for IDPs, ex-combatants including children, men and women involved in armed conflict, their families and host/destination communities, through community-based capacity building and support activities. The capacity building is carried out by multi-tiered approach of training of trainers (ToT) from the level of health service providers through community-level service providers, in order to ensure that the community’s overall capacity to protect and promote the emotional well-being of the targeted populations is enhanced. A side benefit will be to initiate community and systematic referral mechanisms between and among target populations while engaging active participation of their host communities and health service providers.
SECTOR 4. Mental Health and Psycho-Social Support (MHPSS)

The appropriate emotional support will be provided to the target population in a variety of settings: community, educational, social, cultural and medical. Social, cultural, health professionals and community service providers will be capacitated to give appropriate support, leading to sustainable psychosocial support mechanisms.

Specifically, IOM will provide support in:

1. Enhanced psychosocial support services and psychosocially-informed reintegration assistance for IDPs, ex-combatants, their families and host/destination communities.
2. Integrated actions on psychosocial support at the community, family and individual level, and referral services for SGBV and people with pre-existing or emerging mental concerns.
3. Assessment of IDPs, ex-combatants and their families, and other vulnerable populations.
4. Ad hoc and differential training of community leaders, social, educational, cultural and health workers; with ToT and supervised roll out components.
5. Facilitation of referrals of mental health cases and SGBV related cases for counselling and/or other protection and social care activities. Development and provision of awareness-raising activities and promotional campaigns for SGBV and protection-related issues.
6. Monitoring support and follow-up activities.

By providing MHPSS services and improving local capacity, IOM aims to enhance the effect of other sectors in achieving the CRIB’s aims. Appropriate psychosocial services will not only help the process of successful social integration and reintegration of the IDPs, returnees, and ex-combatants to the communities, but also reduce vulnerability of other conflict-affected community members and allow more opportunities for development and stability of the Bangsamoro areas.

Central Mindanao, like the Philippines as a whole, has been historically affected by frequent floods, typhoons and earthquakes. However, unlike other regions Mindanao is susceptible to the human-made disasters that have characterised periods of its history for the last 40 years. This was most recently demonstrated in the Zamboanga City violence that erupted in September 2013, displacing over 21,000 families and damaging nearly 10,000 houses. In early 2014, prior to the CAB signing, the clash between the government forces and the rogue Bangsamoro Islamic Freedom Fighters (BIFF) caused the displacement of almost 10,000 families in three weeks from six municipalities of Central Mindanao.

When natural or human-made disasters hit, the most vulnerable are often the most affected. With a weak infrastructure and a high-poverty incidence, the Bangsamoro areas can be doubly affected by a higher impact and a lower capacity to respond, and complicated by ethnic and cultural practices that hamper access to the most vulnerable members in Moro and IP communities.

In the short to medium-term, whether through internal conflict or through natural disaster, the new regional government of the Bangsamoro will require support in providing life-saving assistance to displaced populations and vulnerable families. IOM believes it can support by contributing to the stability and security of vulnerable communities through enhancement of the preparedness and response levels of communities and authorities to disaster and the improvement of current and future living conditions of IDPs.

In the Philippines, IOM has cemented its reputation as one of the first responders during major disasters since 2005. As such, IOM Philippines has extensive experience in managing displacement sites, tracking IDP movements and intentions and providing shelter and non-food items to displaced populations. IOM has developed a roster of internal and external experts well-versed in evacuation and data management, and capacity-building on CCCM tools and the GBV Prevention Guidelines in humanitarian contexts.

Since 2005, IOM Philippines has provided immediate emergency support as well as recovery support after a disaster occurred. Alone in 2013, there were three typhoons, one armed conflict, one earthquake and one super typhoon affecting almost 15 million people and IOM was on the ground supporting the most vulnerable affected communities. During the Typhoon Yolanda Emergency Response, IOM provided over 90,000 non-food items (NFIs), distributed up to 63,000 emergency shelter kits and continues to distribute recovery shelter kits and is constructing up to 5,000 transitional shelters. The outcomes of this response show the experience and capacity that IOM has in the field of humanitarian assistance.
1. Shelter and NFI Provision

IOM, as part of the emergency response, is able to immediately respond to natural and human-made disasters by supporting the main efforts of the government and emergency partners. Under the CRIB, IOM aims to support the capacity of the government to deliver shelter solutions and NFIs in the long-term.

Provision of NFIs and shelter kits serve as the foundation of recovery from disasters. Access to NFIs and shelter kits is important for upholding human dignity as it allows for the continuation of family and community life and to enable affected populations to recover from the impact of a disaster. Such a strategy also promotes self-sufficiency and self-management by those affected.

The recovery phase starts immediately after a disaster, especially in a resilient middle-income country like the Philippines, and IOM would support the government to prioritise that people and communities “build back safer”. The goal of doing so, is two-fold: one is to provide the minimum external input required to catalyze self-recovery for the majority of the population and the second to provide individually tailored solutions for those who cannot self-recover, particularly vulnerable populations.

In addition to training the government on DRR trainings and information, IOM would also support the government to be able to deliver shelter repair kits themselves. IOM aims to improve the procurement, warehousing and transportation of the relevant authorities to allow for the most efficient response to serve the communities in need.

IOM’s shelter solutions also include the construction of transitional shelters for those whose houses have been totally destroyed by the conflict. IOM would support the government to be able to build shelters of various types that best suit the geographical conditions of the affected areas mostly with locally-procured materials. IOM’s construction plans ensure that shelters are furnished with basic facilities, and with consideration for vulnerable members of the residents. Together, IOM and the Bangsamoro Authorities, would ensure the awareness and use of international standards and best practices in their shelter and NFI programmes.

2. Displacement Tracking

Under the CRIB, IOM would look to create the infrastructure and capacity of the relevant government partners to allow them to track displacement in future emergencies. This would involve training data-collectors, installing the IM systems for collation and analysis and preparing the appropriate information sharing platforms to allow humanitarian partners timely access. In this approach, IOM would look to replicate the mechanisms and processes used in the Displacement Tracking Matrix, already being used in Mindanao and across the Philippines.

The Displacement Tracking Matrix (DTM) is a tool developed by IOM and has been used in over 30 countries across the world including Haiti, Pakistan, Mali, and South Sudan. In the Philippines it has been developed in partnership with the Department of Social Welfare and Development (DSWD). The DTM gathers baseline information in all displacement sites, which can include but is not limited to evacuation centres, tent cities, spontaneous settlements, and other areas where displaced populations have temporarily settled.

The DTM collects sex and age-disaggregated data on an ongoing basis over the course of a crisis, and acts as a referral mechanism for sectorial data to be shared with relevant clusters such as Shelter, Health, Education, Protection and Water Sanitation and Hygiene. With this information the associated agencies can better plan their response.
SECTOR 5. Humanitarian Assistance

3. Disaster Preparedness

Building on current work with DSWD, BDA and Local Government Units (LGUs), IOM would continue to build the capacity of individuals, communities and these partners to improve gender and conflict-sensitive Disaster Risk Reduction and Management (DRRM) in the Bangsamoro. These activities would be in line with the Government of Philippines National DRRM Plan 2011-2028, and the important role of the DSWD and the Department of Interior and Local Government (DILG).

IOM delivers “build back better” trainings for those who receive Shelter Recovery Kits. Trainings on Disaster Risk Reduction (DRR) principles are provided to communities by IOM shelter technicians and follow agreed shelter cluster guidelines, specific modules normally include techniques for fastening roofs, framing and fixing techniques, typhoon strapping for connections, bracing for lateral stability, foundation fixation, joinery strengthening, door and window bracing, and hazard avoidance site planning.

IOM also provides trainings to camp managers on profiling displaced populations and those at-risk of displacement. These trainings normally include:

- rapid and regular assessment and monitoring of needs and conditions of displaced populations and their vulnerability index;
- models of safe, secure and dignified evacuation before, during and after emergencies;
- displacement site management;
- displacement site assessment and upgrading to ensure safe, secure and dignified living conditions for evacuees;
- cluster coordination in support of equitable access to humanitarian assistance and protection (with special focus on prevention of gender-based violence and human trafficking including referral pathways as well as psychosocial support for displaced populations);
- IDP settlement planning in preparation for gender-sensitive durable solutions;
- comprehensive assistance tracking from the start until the end of displacement, among others.

The multi-sector approach of the CRIB is designed to be interdependent with elements of one sector supporting the goals of another. For example, data collection and beneficiary selection under the reintegration sector would also record access to healthcare and MHPSS services and at the same time identify vulnerable groups such as SGBV victims. This promotes an integrated and holistic approach, alongside its governmental, NGO, UN and other national and international partners.

It consists of five main sectors where IOM has leading experience and expertise in implementing projects and where IOM aims to transfer its knowledge to the Bangsamoro region. In addition, the CRIB maintains a focus on the cross-cutting issues to ensure these aspects are integrated and considered during all phases of each programme.

The Bangsamoro is at a critical stage in its history, and whilst the peace process continues, those on the ground wait for change. The CRIB is designed to begin immediately addressing some of the issues that these communities face, starting to impart technical knowledge and capacity on to the authorities. The CRIB is not a stand-alone programme; rather, it is envisioned to pave the way for longer-term peacebuilding and development efforts in coordination with key partners, to achieve long-awaited social stability and improve the well-being of all the people of Bangsamoro. IOM hopes that, with support from national and international stakeholders, it can make a real change to the lives of the post-conflict communities and begin the path towards sustainable peace.