

# Joint Needs Assessment for Reconstruction and Development of Conflict-Affected Areas in Mindanao

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# HUMAN DEVELOPMENT REPORT

VOLUME 2

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The report was produced jointly by the Government of the Philippines,  
International Funding Agencies, and Mindanao Stakeholders

DECEMBER 2005





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# Acronyms and Abbreviations

ADB	Asian Development Bank	KALAHI	Kapit-Bisig Laban sa Kahirapan
AFP	Armed Forces of the Philippines	LGU	Local Government Unit
ARMM	Autonomous Region in Muslim Mindanao	LMT	Local Monitoring Team
ASFP	ARMM Social Fund Project	MERN	Mindanao Emergency Response Network
AusAID	Australian Agency for International Development	MHDO	Mindanao Health Development Office
BDA	Bangsamoro Development Agency	MILF	Moro Islamic Liberation Front
CAA	Conflict-Affected Area	MNLF	Moro National Liberation Front
CAFGU	Citizens Armed Forces Geographical Unit	MOOE	Maintenance and Other Operating Expenses
CFSI	Community and Family Services International	MRDP	Mindanao Rural Development Program
CHED	Commission on Higher Education	MTF-RDP	Mindanao Trust Fund for Reconstruction and Development Program
CIDA	Canadian International Development Agency	NCR	National Capital Region
CMEP	Comprehensive Mindanao Education Program	NGO	Non-Government Organization
CMR	Child Mortality Rate	NSCB	National Statistical and Coordination Board
DA	Department of Agriculture	ODA	Official Development Assistance
DBM	Department of Budget and Management	PhilHealth	Philippine Health Insurance Corporation
DepED	Department of Education	PHP	Philippine Peso
DHS	Demographic and Health Survey	PHDR	Philippine Human Development Report
DILG	Department of Interior and Local Government	PO	People's Organization
DOH	Department of Health	RHU	Rural Health Unit
DSWD	Department of Social Welfare and Development	RLA	Regional Legislative Assembly
EC	European Commission	SPCPD	Southern Philippines Council for Peace and Development
FIES	Family Income and Expenditure Survey	SWIFT- ELAP	Support with Implementing Fast Transition-Emergency Livelihood Assistance Program
GRP	Government of the Republic of the Philippines	SZOPAD	Special Zone of Peace and Development
HD	Human Development	TESDA	Technical Education for Skills and Development Authority
HDI	Human Development Index	UNDP	United Nations Development Program
ICRC	International Committee of the Red Cross	UNHCR	United Nations High Commissioner for Refugees
IDP	Internally Displaced Person	UNICEF	United Nations Children's Fund
IP	Indigenous People	USAID	United States Agency for International Development
IPRA	Indigenous Peoples Rights Act		
IRA	Internal Revenue Allotment		
JBIC	Japan Bank for International Cooperation		
JICA	Japan International Cooperation Agency		

# Executive Summary

The Joint Needs Assessment aims to provide inputs for the design of the Mindanao Trust Fund-Reconstruction and Development Program (MTF-RDP), a program that would address the reconstruction and development needs of the conflict-affected areas (CAAs) of Mindanao, Philippines.

Four teams carried out the assessment: Local Governance and Institutions, Rural Development, Human Development, and Finance and Private Sector Development teams. They carried out a two-phase work plan owing to security conditions in the CAAs during the second quarter of 2004. The first phase involved Stakeholder Consultations held in Davao City and Metro Manila in April and May 2004. The second phase involved Field Visits to 19 of the 150 conflict-affected municipalities in August and September of 2004.

The Human Development (HD) Team was responsible for assessing the social development conditions of the conflict-affected areas (CAAs) and providing recommendations on how to improve these conditions. Specifically, the Team was expected to focus on: (a) internally displaced persons, (b) social protection, (c) health, and (d) education. Gender was a critical concern of the Team, as were women's health, indigenous people and the situation of the youth. The Team was also tasked with making recommendations on how to ensure service delivery, improve service delivery mechanisms, and mitigate risks.

The HD Team reviewed the literature, met with key national, regional, and local stakeholders, and visited eight of the 19 sample sites. In addition, the Team organized five consultation workshops involving participants from the Autonomous Region in Muslim Mindanao (ARMM), six provinces, and one city. More than 1,000 persons were consulted by the HD Team during the assessment process.

## FINDINGS

The people living in the CAAs are among the poorest and most disadvantaged in the entire Philippine archipelago, with low scores on almost all human development indicators. Recent armed conflict and displacement have significantly increased the threats to human security specifically, the survival, well-being, and dignity of this already highly marginalized population. This is particularly true in the less accessible "interior" areas and communities that can only be reached using small boats.

### *Threats to Survival*

- Significant numbers of people are still displaced, with many concerned about the presence of the military in their home communities
- Some internally displaced persons (IDPs) have experienced secondary displacement due to flooding
- Food insecurity is a prevailing condition in many communities, with risks of malnutrition and childhood-related developmental delays
- Access to potable water and proper sanitary facilities is severely limited, increasing the risks of disease and death
- Many children have not been fully or even partially immunized
- Infectious diseases are prevalent and not quickly contained due to low immunization coverage; the limited number of health facilities, workers, medicines, and supplies; and, major logistical challenges
- Poverty and early marriages prevent access to proper maternal and child health care



### **Threats to Well-Being**

- Many homes, school buildings, and other facilities damaged by armed conflict have yet to be repaired or reconstructed
- Sexual and gender-based violence, as well as exploitation, is a significant concern
- Psychosocial needs are not being fully addressed
- Traditional coping and social protection practices are not well understood or supported, thus diminishing their potential for positive impact
- Many children and youth cannot access basic education due to displacement, poverty, the distance between home and school, the need to work, war-damaged facilities, and/or the insufficient number of classrooms, teachers, and school supplies
- Young people, particularly males, with little education and few marketable skills, are vulnerable to recruitment by armed elements and drug dealers

### **Threats to Dignity**

- Human services providers are not often sensitive to socio-cultural and gender differences
- Gender biases remain hurdles for women
- Many adults are not literate and have few marketable skills
- Livelihood opportunities are limited, making it difficult to break out of grinding poverty
- Those who are differently-abled or belonging to different ethno-linguistic groups experience discrimination and marginalization

These threats represent major challenges to peace building and development in the CAAs. They must be addressed if human security is to be obtained, and peace achieved and sustained. A large number of individuals and institutions are trying, with the support of the international community, to prevent, reduce, or mitigate the effect of these and other threats. However, these efforts need better coordination. In many cases the work can still be improved, or scaled up and replicated when additional resources become available.

### **RECOMMENDATIONS**

The HD Team suggested that seven peace-building principles should guide interventions carried out in the CAAs. These are:

- 1) Recognize and protect human dignity
- 2) Ensure the protection of fundamental human rights
- 3) Celebrate the diversity of gender, ethnicity, faith, way of life, and experience
- 4) Engage and empower those most directly affected, vulnerable, and marginalized
- 5) Build on capacities and human potentials
- 6) Promote social justice, particularly, equitable access to resources
- 7) Facilitate healing and reconciliation

The MTF, and complementary resources, should benefit all, not simply specific groups. However, the most significant investments should be devoted to protecting the rights and improving the situation of children, women, and youth in that order.

Initially, activities funded under the Human Development Sector should be focused on protecting human rights, preventing the most serious threats, and reducing the highest risks, especially among the most vulnerable segments of the population. They should be highly visible, engage large numbers of people, be delivered “close to the ground,” and have quick impact. In short, these activities should save lives, prevent illness, and foster hope.

**Immediate interventions** initiated during year one should have as their priority: (a) those displaced by conflict and natural disaster, (b) those with needs for special protection and assistance, (c) persons in situations of food insecurity, (d) victims of sexual and gender based violence, (e) pregnant and nursing mothers, and (f) young, out-of-school children.

Every effort should be made to immediately get the Internally Displaced Persons (IDPs), especially those who have experienced secondary

displacement due to flooding, into proper shelters in order to prevent illness that comes from exposure to the elements. Where possible, shelters should be built in their communities of origin. Pregnant women should receive tetanus toxoid vaccinations, while infants and young children should get immunization against measles, tuberculosis, and the other diseases listed in WHO's Expanded Program of Immunization (EPI).

There should be regular campaigns to register births. It is recommended also that the children join playgroups, day care activities, or educational programs even for only a few hours per day. This would provide some of the structure they need in their day in order to feel more secure, and stimulate their intellectual development. It is critical to create this opportunity to monitor the children's safety, health, and well-being while promoting the value of education.

Other recommendations:

- For food security, food in and through the school, food-for-work, and supplementary feeding
- Livelihood initiatives with women in the forefront
- Expansion of ongoing peace education and conflict resolution activities
- Withdrawal of armed elements from residential areas, schools, and places of worship

Much of this basic assistance will have to be provided through organizations working in close partnership with the affected communities.

In year two, **short-term interventions** should begin by building on the earlier interventions, preventing new threats, and mitigating current and emerging risks. The focus of its empowerment-oriented activities should be: (a) IDPs, (b) older out-of-school children, (c) the youth male and female, (d) young families, (e) mothers, (f) indigenous people and (g) those with the lowest family incomes. Carried out properly, they should help redress some of the exclusion and disadvantage that have been among the causes of conflict.

Short-term interventions should likewise include IDP return and reintegration assistance; return to school and creative, alternative-learning programs for out-of-school children and youth; the construction, equipping, and staffing of new school buildings; and enhancement of capabilities for disaster management. Maternal and child health services as well as food in/through the school will need to be continued. Interventions for the youth, young families, and mothers should include livelihood projects and education on women's health, reproductive health (including HIV/AIDS), life skills, effective parenting, and livelihood generation. Most of these activities should be community-driven.

**Medium-term interventions** could begin in year three. These are targeted also to prevent threats, but with a greater emphasis on promoting life, well-being, and dignity. Generally, these kind of interventions could be focused on large groups of people and include substantial investments in information, education, and communication campaigns. Others will involve capital outlays.

Human rights education, health education campaigns that encourage attitudinal and behavioral change, improvements in the formal mechanisms for social protection such as the purchase of communication equipment for police and fire trucks, and the establishment of fully equipped health centers will help ensure human security and contribute to peace building.



# Introduction

# 1 Introduction

The Government of the Republic of the Philippines (GRP) and the Moro Islamic Liberation Front (MILF) met in Kuala Lumpur, Malaysia on 20 February 2004, and agreed to resume formal peace talks aimed at ending many years of bloodshed.

In addition, they "... agreed to the mechanism to extend capacity building programs for the people in the conflict-affected areas through the Bangsamoro Development Agency (BDA), the development arm of the MILF" (*GRP-MILF, 2004*). Both panels also agreed to "... work closely with the World Bank and the multi-donor community in implementing the joint needs assessment phase of the Multi-Donor Trust Fund intended for the rehabilitation and development of the conflict-affected areas" (*Ibid*).

The concerned conflict-affected areas (CAAs) involving 150 municipalities and 14 provinces are identified in the map in **Appendix A**.

The Multi-Donor Trust Fund renamed the Mindanao Trust Fund (MTF) will be in the form of a grant, rather than a loan, and will be managed by the World Bank. However, the Fund will be fully operationable, only when a peace agreement is signed. The Joint Needs Assessment (JNA) is intended to inform the programming of the MTF-RDP as well as to build community ownership of initiatives in the CAAs.

The general objectives of the reconstruction and development are as follows:

- 1) Provide a list of prioritized needs and priorities that fit with the project objective for the targeted areas, while also providing detailed information on suggested service delivery mechanisms to meet these needs.
- 2) Initiate a process of local ownership by involving the affected communities in focus group discussions and consultations to get their input on project design and implementation.
- 3) Based on these findings, recommend project activities that:
  - (a) address identified needs
  - (b) continue to involve the communities themselves
  - (c) help foster inclusion and social capital
  - (d) work to improve the welfare of the communities, and
  - (e) include the most vulnerable and excluded groups.
- 4) Outline indicators and systems for effective, conflict-sensitive monitoring and evaluation.
- 5) Present various cost recovery and cost-sharing models for operation and maintenance costs after project completion (to address project sustainability issues).

To achieve these objectives, four sectoral teams were created: Human Development, Rural Development, Local Governance and Institutions, and Finance and Private Sector Development. Focal persons were appointed for Cross-Cutting Issues Internally Displaced Persons, Gender, Environment, and Land Tenure. All Teams and Focal Persons came together for the first time in late March 2004.

They were provided with a thorough orientation, presented with a summary of the literature review undertaken by a World Bank team, given information on personal safety and security issues, and expected to begin field visits during the second week of April 2004.

It was recognized that the security situation, as well as time and resource constraints, would make it impossible for the JNA Team to visit each of the 150 CAAs. It was understood also that other recent

assessments, surveys, and related initiatives had produced a trove of materials that could and should inform the efforts of the JNA Team.<sup>1</sup> As such, 19 municipalities were selected for study based on criteria established by the sectoral teams in close consultation with representatives of the BDA.<sup>2</sup> Site selection was also influenced by security guidelines established for the JNA Team by the United Nations Security Office in the Philippines.<sup>3</sup>

All parties understood that the limited number of sites, time, and resource constraints, as well as security restrictions, would result in severe research limitations. The municipalities selected for study are listed in **Table 1**.

Regrettably, the security situation in Mindanao deteriorated in early April 2004 in anticipation of elections at all levels of government in May. This resulted in the sudden denial of authority for travel to the areas selected. The Team quickly revised its methodology to mitigate the effects of this decision. This included dividing the assessment process into two phases.

Phase One (April-May 2004) involved moving the entire JNA Team to Davao City, Mindanao for consultations with stakeholders from, or working in, the CAAs, including the 19 municipalities selected for study. These consultations were complemented with interviews of national authorities, service providers, and other individuals

in Metro Manila. One of the outputs of these efforts was a preliminary list of needs, priorities, and suggested delivery mechanisms for subsequent validation and refinement in the field.

The visits to the 19 municipalities constituted Phase Two. These were carried out in August to September 2004 on a staggered basis for both security and logistical reasons, with the Human Development (HD) Team the first team out. The HD Team was tasked with assessing the social development conditions in the CAAs.

This report is a summary of the findings of the HD Team with an emphasis on Phase Two. It builds on an interim report prepared in May 2004 by Dr. Esmail Disoma, who was the HD Team Leader and a representative of the BDA for Phase One. This report also builds on—in fact, is a synthesis of reports prepared by the individual specialists who served on the HD Team during Phase 2. It is not intended to be a comprehensive analysis of the Human Development Sector and should be viewed simply as an attempt to summarize and build on the “voices” of those consulted.

## CONTEXT

Recurrent armed conflict in Mindanao over the past three decades has resulted in more than 120,000 deaths, the repeated displacement within

<sup>1</sup> Two particularly helpful studies were entitled: “Social Assessment of Conflict-Affected Areas in Mindanao” and “Human Development for Peace and Prosperity in the Autonomous Region in Muslim Mindanao.” Both reports were published by the World Bank in 2003.

<sup>2</sup> Potential study sites were restricted to municipalities included in the list of 150 jointly identified by the GRP and the MILF as conflict-affected; those expected to have Local Monitoring Teams in place; preferably those not covered by previous studies; and preferably those not yet receiving significant assistance and thus about which less was known than those already receiving assistance.

<sup>3</sup> Study sites had to be along the main highways; JNA R&D Team Members would not be allowed to venture beyond the center (i.e. the “poblacion”) of the selected municipalities; all travel would have to be carried out between 0700 and 1700 in a convoy of clearly marked, four-wheel drive vehicles; and security personnel would have to accompany the JNA R&D Team Members at all times.

**Table 1 JNA Team Field Sites**

Municipality	Province	Region
01. Matanog	Maguindanao	ARMM
02. Shariff Aquak	Maguindanao	ARMM
03. South Upi	Maguindanao	ARMM
04. Talayan	Maguindanao	ARMM
05. Balabagan	Lanao del Sur	ARMM
06. Butig	Lanao del Sur	ARMM
07. Kapatagan	Lanao del Sur	ARMM
08. Masiu	Lanao del Sur	ARMM
09. Madalum	Lanao del Sur	ARMM
10. Ipil	Zamboanga Sibuguey	Region 9
11. Labangan	Zamboanga del Sur	Region 9
12. Matalam	North Cotabato	Region 12
13. Midsayap	North Cotabato	Region 12

the Philippines of large numbers of people, and a flow of refugees from Mindanao to Malaysia and other nearby countries (*Vitug and Gloria, 2000; UNHCR*).

It has also caused widespread suffering; damage to the social and physical infrastructure; huge public and private expenditures; limited opportunities for growth and development in the Philippines; and instability in the South East Asian Region (*Ibid; Colletta, Lim, and Kelles-Viitanen, 2001; Gomez 2001; Ressa, 2003*). Populations have been disadvantaged, marginalized, and excluded (*Kamlian, 1999; Adriano et al, 2001*). Human rights have been violated, injustices have not been redressed, and basic needs have gone unmet (*TFDP, 2004; Moro Human Rights Center, 2000*). In sum, the cost of conflict has been high.

In addition to armed conflict and displacement, other threats to life, human development, and dignity in Mindanao are the failure of government to deliver basic services to those most in need, and the widespread use of violence or coercion to achieve political, financial, personal, or familial aims. The other threats include the breakdown in law and order, corruption, long-standing disputes over land ownership, natural disasters (i.e. floods and drought), and limited access to critical services, including information (*World Bank, March 2003; TFDP, 2004*).

The tensions in multi-ethnic Mindanao go back several centuries owing, in part, to the colonial proclivities of the Spanish, American, Japanese, and most recently the Philippine government<sup>4</sup> (*Jubair, 1984; Majul, 1999; Abinales, 2000; Casino, 2000; Rosario-Braid, 2002; David, 2002; Warren, 2002*). Past national government efforts to exploit the natural resources of Mindanao's fertile land and to establish control over those areas traditionally occupied by Muslims and Indigenous Peoples have included promoting and facilitating the settlement in Mindanao of Christians from Luzon or the Visayas (*Guzman and Reforma, 1988; Mercado and Floreindo, 2003*).

The Government has also promoted the arming of civilian volunteers, sometimes to protect lands

that were taken and titled under questionable circumstances (*McCoy, 1994; McKenna, 1998; Casino, 2000*).

The creation, in 1989, of the Autonomous Region in Muslim Mindanao (ARMM) was intended to give Muslims in Mindanao greater control over affairs that affect their lives. This objective has not been fully achieved for a wide variety of reasons (*Vitug and Gloria, 2000; Ressa, 2003*). Subsequent efforts to expand the coverage and strengthen the governance capacities of the ARMM have met with less than full success.

A peace agreement in 1996 between the GRP and the largest separatist organization—the Moro National Liberation Front (MNLF)—was widely, but perhaps naively, expected to end the conflict in Mindanao (*Kamlian, 1999; Santos, 2001; Quitoriano and Francisco, 2004*). Instead, low-intensity conflict between the Armed Forces of the Philippines (AFP) and the Moro Islamic Liberation Front (MILF) became the norm.

Alarmed by the growing capacities and control of the MILF, President Joseph Estrada declared an “all-out war” in Mindanao in 2000. This resulted in the displacement of more than 930,000 people as well as loss of life and extensive damage to both public and private infrastructure (*World Bank, 2003*). Large-scale relief efforts were initiated, many of them carried out by civil society organizations with support from the international community (*Mercado and Floriendo, 2003; World Bank, 2003; Accion Contra el Hambre, 2004; Quitoriano and Francisco, 2004*). Most worked in close coordination with the government's Department of Social Welfare and Development (DSWD), the lead agency for relief and rehabilitation and/or the National Disaster Coordinating Council (NDCC).

Shortly after the ouster of Estrada by a disenchanted public, the new president Gloria Macapagal-Arroyo declared a policy of “all-out peace.” She committed her government to a two-track approach to the “problem of Mindanao,” specifically; simultaneous efforts to (a) negotiate peace and (b) pursue development.

<sup>4</sup>The people of the 150 conflict-affected municipalities come from a variety of ethno-linguistic groups. They are predominantly Muslims, but also include Christians and Indigenous Peoples. The most numerous include the Maranao of the two Lanao provinces; the Maguindanaoan of the Cotabato provinces and Maguindanao; and the Tausug of the Sulu archipelago. Some of the other ethno-linguistic groups in the conflict-affected areas are Kalibugan (Zamboanga peninsula); Samal (Tawi-Tawi); Yakan (Basilan); Badjao of Sulu archipelago; Sangil (Sarangani); Iranun/Illanun (between Maguindanao and Lanao del Sur); Monobos (Cotabato provinces); and the Kalagan (Davao provinces) (*Muslim and Cagoco-Guiam, 1999*).

The people of Mindanao, civil society, and the donor community, responded positively.

Progress towards peace and development was abruptly challenged when this same government began a major offensive in Central Mindanao in February 2003. More than 411,000 people were displaced, many of whom had only recently returned to their homes after the war of 2000 (DSWD, 2004). Questions were raised about the sincerity of the administration as well as the President's control over the military. Efforts to promote peace were intensified by civil society and other sectors.

Talks between the GRP and the MILF led to a cessation of hostilities beginning in mid-2003. These talks also resulted in benchmarks for resuming peace negotiations. Confidence building measures were initiated. Soon thereafter, Local Monitoring Teams, composed of representatives from both sides of the conflict as well as civil society, began to move into place.

During the first quarter of 2004, the GRP and the MILF formally approved the idea and agreed to help oversee the conduct of the Joint Needs Assessment for Reconstruction and Development. This assessment was designed to support the peace process that would lay the foundation for reconstruction and development in the CAAs. The arrival of International Monitoring Teams in September 2004 and other recent confidence building measures on the part of the GRP and the MILF were additional steps along the path to peace.

Nonetheless, the outcomes of the resumed GRP-MILF peace negotiations cannot be predicted with precision. Settlement options theoretically include, *inter alia*, greater autonomy, a federal state, and independence, with the latter being far less likely. In addition, the possibility of failed negotiations and a resumption of conflict cannot be discounted.

Both parties have, however, agreed to negotiate with due regard for international human rights instruments and humanitarian law. In principle, these include the United Nations Guiding Principles

on Internal Displacement. As such, both parties can be held accountable for compliance. Both parties have committed themselves to reconstruction and development. Both appear to appreciate the need for building social capital and cohesion, even though the terms used to describe this may be different. However, the questions of development for and by whom, and for what purpose, remain less than clear.

The GRP refers to the Constitution as well as territorial integrity. It speaks of the "Nation" as a whole or the "people of Mindanao." The reference point for the MILF is the Qur'an (Santos, 2001). The "Bangsamoro Homeland" and the "Bangsamoro People" are the subjects of MILF concern. The latter reportedly include the Moros (i.e., Muslims), Christian, and Indigenous Peoples (also known as the "Lumads") even though many Christians and "Lumads" do not self-identify and do not wish to be known as "Bangsamoro." Effectively reconciling these different points of view will be critical to achieving and sustaining peace.

In addition to the GRP and the MILF, there are many others concerned about the situation in Mindanao. These include those people directly affected by armed conflict, service providers, human rights advocates, the business sector, the people of Mindanao as a whole, and the international aid community.

Some of these stakeholders refer to the rights and needs of the people; others, particularly Muslims, talk of faith-inspired duties and obligations to one another. The former has important implications for those who govern, while the latter has much meaning for the governed. Together, they represent great opportunity for protecting life and promoting human development.

## FRAMEWORK

It was the view of the HD Team that the framework for assessing needs and carrying out interventions in the CAAs of Mindanao must be able to accommodate a diverse range of experiences, interests, relationships, viewpoints, and feelings. The task is peace building in the

context of a long history of bloody conflict, injustice, alienation, deprivation, and fear. This requires, first, the promotion of human security (*Oquist, 2003; Oquist 2002*).

“Human security in its broadest sense embraces far more than the absence of violent conflict. It encompasses human rights, good governance, access to education and health care, and ensuring that each individual has opportunities and choices to fulfill his or her own potential. Every step in this direction is also a step towards reducing poverty, achieving economic growth and preventing conflict” (*Commission on Human Security, 2003, page 4*).

Human security goes beyond the security of borders or “place” to protecting and empowering the people within, and across, those borders. It “...prioritizes freedom from want and freedom from fear as pre-conditions for development” (*Muggah and Moser-Puangsuwan, 2003, page 8*).

Specifically, this means recognizing fundamental human rights and indigenous efforts, preventing and mitigating the impact of risks, appreciating as well as celebrating different faiths and cultures, and encouraging the broadest possible participation and self-determination. It also requires fostering the building of social capital and responsible governance, promoting respect for human dignity and building confidence in the power of collective effort, and placing greater emphasis on people than place (*Commission on Human Security, 2003; Oquist 2002; Leaning and Sam, 2000*).

The task is to reduce or remove the risks that threaten the survival, well-being, and dignity of people particularly those affected by armed conflict and displacement. Survival, in this context, refers specifically to life. Well-being is constructed to include bio-psychosocial functioning, social relations, potential, and prospects for the future. Dignity, simply put, refers to respect, acceptance, and inclusion.

“To protect people the first key to human security their basic rights and freedoms must be upheld”

(*Ibid, page 11*). This involves participative, systematic, comprehensive, and preventive efforts to address insecurities and comply with national and international human rights agreements, standards, and norms. Protection involves reasserting the political, social, and economic rights of the affected populations. This has direct physical and psychosocial meaning for individuals, families, and communities. Protection also involves “...identifying and preparing for events that could have severe and widespread consequences” (*Ibid, page 10*). These could include, among others, the recurrence of armed conflict, violence, natural disasters, displacement, epidemics, financial ruin, and a host of other extraordinarily difficult circumstances.

Empowerment is the second key to human security.

“Strengthening people’s abilities to act on their own behalf is also instrumental to human security. People empowered can demand respect for their dignity when it is violated. They can create new opportunities for work and address many problems locally. They can mobilize for the security of others say, by publicizing food shortages early, preventing famines, or protecting human rights violations by states.

“Supporting peoples’ ability to act on their own behalf means providing education and information so that they can scrutinize social arrangements and take collective action. It means building a public space that tolerates opposition, encourages local leadership, and cultivates public discussions” (*Ibid, page 11*).

The human security framework also recognizes that the transition from conflict to peace and development is not always linear. This is especially true in situations involving the redistribution of power and the return, as well as reintegration, of large numbers of people. These are highly sensitive matters, which have the potential to contribute to conflict even more quickly than they contribute to peace.

Utilizing the human security framework to assess the needs of conflict-affected populations



in Mindanao requires considering to what extent threats to their survival, well-being, and dignity exist, are being prevented, and/or the impact mitigated. In like manner, the use of this framework for planning and carrying out reconstruction and development efforts entails determining to what extent interventions can, and actually do, contribute towards collective effort to achieve mutual respect, peace, and development (*Oquist, 2002*).

The HD Team agreed that the emphasis of the assessment would be placed on the situation in the CAAs from 2000. The basis for this decision was the need to limit the scope of the assessment and the recognition of the huge impact of the “all-out war” of 2000. This allowed the Team to focus attention on current issues, while avoiding the unnecessary duplication of effort undertaken during the previous 25 years or so of conflict. That decided, the Team nonetheless made sure its work was informed by the longer period of conflict, the many interventions carried out by various actors during that period, the unresolved issues, unmet needs, and lessons learned. This included, but was not limited to, peace efforts between the GRP and the MNLF and post-conflict interventions following the signing of the Peace Agreement between these two parties in 1996.

The HD Team also agreed that the legal framework for assessing the situation of internally displaced persons (IDPs) would be international human rights instruments and humanitarian law. As such, the United Nations “Guiding Principles on Internal Displacement” was recognized by the Team as the reference point for IDP-related matters.

IDPs were then defined for the purpose of the assessment as those in Mindanao who have been forced to leave, or obliged to flee, their homes or places of habitual residence in Mindanao at least once since 2000 as a result of, or in order to avoid the effects of armed conflict.<sup>5</sup> This definition was consistent with the determined scope of the assessment. However, it was recognized by the HD Team that many people were displaced in, or from, Mindanao as early as the 1970s. Some of these people presently self-identify as IDPs and/or

could be considered IDPs. It was agreed that in order to promote peace and avoid conflict, some of their needs and issues must also be addressed by the MTF-RDP.

## METHODOLOGY

The overall responsibility of the HD Team was to “assess the social development conditions of the CAAs in Mindanao under study, and to provide specific recommendations on how to improve those conditions, including ideas on how to ensure service delivery and improve service delivery mechanisms, and identification of key barriers to service delivery and mitigation strategies for these constraints” (*World Bank, 2004*).

Specifically, the HD Team was expected to focus on: (a) IDPs, (b) social protection, (c) health, and, (d) education. Gender was a critical concern of the Team, as were women’s health and the situation of the youth. The Team comprised several specialists, with most coming from the social and health sciences and all but one were citizens of the Philippines. Some were residents of Mindanao, while others were at the time, or in the past, providing services in Mindanao. A brief summary of the HD Team’s methods follows.

### Phase One

During Phase One, HD Team Members reviewed summaries prepared by World Bank consultants of a large number of recently completed surveys, assessments, and reports on Mindanao. The HD Team supplemented these summaries with a variety of materials produced by other specialists and stakeholders, including civil society organizations based and/or working in Mindanao (for a list of the materials, see the **References** section).

Members of the Team also consulted a variety of actors based in Metro Manila, but serving in Mindanao or supporting work in Mindanao. These included national government officials, members of the diplomatic corps, officials from international development assistance institutions, news reporters, and many others. Members of the HD Team reviewed materials available from some of these parties such as Country Assistance Strategy papers.

<sup>5</sup>IDPs are defined in the Guiding Principles on Internal Displacement as “...persons or groups of person who have been forced or obliged to flee or to leave their homes or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, situations of generalized violence, violations of human rights or natural or human-made disasters, and who have not crossed an internationally recognized State border” (*United Nations, 1998*).

The objectives of the Stakeholders Consultations in Davao in April 2004 were to learn, and to build broader ownership of the JNA. Data collection efforts included Key Contact Interviews (KCIs), Focus Group Discussions (FGDs), and large group meetings. More than 200 people participated. They included: government officials at various levels (national, regional, provincial, and municipal); the Board of Trustees of the BDA; representatives of civil society organizations working in the CAAs; representatives of the private business sector; service providers; religious leaders; and, representatives from the IDP communities to be visited by the JNA Team later in the year. Many of these stakeholders, but not all, were consulted by the HD Team (refer to Appendix B for the listing).

A large number of those who participated in the Davao Consultations actually lived or worked in the municipalities under study, representing various sectors, organizations, ethno-linguistic groups, and life situations. Others lived and worked outside these areas (e.g., Davao City), but were still affected albeit indirectly by the conflict in other parts of Mindanao.

Virtually all of the stakeholders repeatedly underscored the need for the HD Team to visit the CAAs. The JNA Team assured them that this was their intention from the very beginning. Some of those consulted provided the HD Team with reports and working papers that were either not published or not generally available to the public. The members of the HD Team analyzed, through triangulation, the data collected through the literature review and stakeholder consultations. Their preliminary findings were summarized in the form of interim reports and readied for validation through field visits.

### **Phase Two**

The conclusion of the national elections and subsequent improvements in the security situation led to the launching in mid-July 2004 of Phase Two of the JNA. The HD Team was reconstituted to include four people who had participated in Phase One, complemented with four new members to the Team.

In late July, a detailed itinerary for the HD Team field visits was formulated and forwarded to newly appointed JNA Field Coordinator and BDA representative Esmail Disoma. He was responsible for making approaches to the concerned regional, provincial and municipal government officials, as well as a range of other stakeholders on behalf of the entire JNA Team. The aim was to allow each Sector Team to arrive at a municipality at 0900 and immediately begin consultations with gathered stakeholders. These would have to be concluded in time for the Team to make it to their hotel for the evening before the 1700 security deadline.

The Field Coordinator secured the support of the appropriate officials and key stakeholders. They, in turn, were responsible for arranging venues and mobilizing the kinds of persons the HD Team wanted to consult. It was the hope of the HD Team to meet with service providers in the mornings and community residents in the afternoons.

The sessions with service providers were expected to include: government officials, planning and development officers, disaster response coordination officials, social workers, health workers, school teachers, educators from the academe, personnel from the police and fire departments, the clergy, humanitarian assistance workers, representatives of civil society organizations and networks, and others who carried out HD interventions.

With regard to community residents, the HD Team hoped to consult women, females using or needing health services, widows, female-headed households, the youth (ages 15-24), differently-abled individuals, representatives of people's organizations, IDPs, natural disaster survivors, Indigenous Peoples, religious leaders, parents of students in the primary and secondary schools, indigenous leaders, the elderly and especially vulnerable individuals.

The HD Team recognized that the mobilization of officials and individuals to be consulted at each municipality was difficult and time-consuming for the JNA Field Coordinator, as well as for those

responsible on the ground. In addition, those arrangements were likely to result in somewhat biased, rather than balanced representation. Participation would be challenging for those who had far to travel with extremely limited resources. It was concluded also that participants might not feel entirely free to say what they wanted to say if the interviews, focus group discussions, and large group meetings were held within the premises of the Municipal Hall.

As expected, the actual situation turned out to be excellent in some municipalities and less than excellent in others. The HD Team remained flexible throughout and worked hard to make the best of every situation. Through it all, the Team remained grateful for the advance work of the JNA Field Coordinator and those on the ground without whose help the HD Team could not have achieved its objectives. HD Team efforts to obtain input and promote community ownership in the field are summarized in **Table 2**. The names of participants are listed in **Appendix C**.

Upon completion of the field visits, the specialists of the HD Team reviewed and discussed their notes, analyzed the data through triangulation, and began drafting their individual reports. Some members of the Team included in their review processes the Provincial and Municipal

Development Plans as well as Executive and Legislative Agenda obtained during the field visits. Validation efforts included comparing the findings and recommendations against other studies and experiences in the Philippines, cross-sector consultations, consultations with selected stakeholders, and consideration of best practices in similar situations in other parts of the world.

The Team came together at the beginning of the third week of September for the first time since the field visits to prepare a presentation of the preliminary findings and recommendations. This presentation was made during a two-day Debriefing Workshop in Metro Manila for all members of the JNA Team. The specialists were expected to address, in their revised reports, questions raised and suggestions made by the participants and observers of the Debriefing Workshop.

Revised individual specialist reports were submitted to the HD Team Leader in October for review, analysis, and integration. The integrated HD Sector Report was then submitted for peer review. The peer review process, led by the Asian Development Bank (ADB), was scheduled for completion in December 2004, leading to the subsequent revision and finalization of the HD Sector Report. It was understood that this report would inform the writing of the JNA Integrative Report.

**Table 2 HD Team Field Level Consultations, August 2004**

Date	Municipality	Province	Activity	Coverage	Number of Participants
10 Aug	Cotabato City	—	Consultation Workshop	ARMM	60
11 Aug	Cotabato City	—	Consultation Workshop	NCO and MGD	14
12 Aug	Pikit	NCO	FGDs/Interviews	Pikit	94
13 Aug	Talayan	MGD	FGDs/Interviews	Talayan	130
14 Aug	Matanog	MGD	FGDs/Interviews	Matanog	108
16 Aug	Balabagan	LDS	FGDs/Interviews	Balabagan	90
17 Aug	Marawi City		Consultation Workshop	Marawi City and LDS	70
18 Aug	Butig	LDS	FGDs/Interviews	Butig	116
19 Aug	Kauswagan	LDN	FGDs/Interviews	Kauswagan	45
20 Aug	Tubod	LDN	Consultation Workshop	Tubod and LDN	45
21 Aug	Labangan	ZDS	FGDs/Interviews	Labangan	49
23 Aug	Ipil	ZS	FGDs/Interviews	Ipil	56
24 Aug	Zamboanga City		Consultation Workshop	ZDS and ZS	14
<b>Total</b>					<b>891</b>

## OVERVIEW OF THE HD SECTOR

The general findings arising from the HD Team's review of the literature, consultations, and field visits were consolidated in the form of causes of conflict, stakeholders, resources, threats, and needs. These are summarized here, but detailed in the sub-sector chapters that appear later in this report.

**Causes of Conflict:** Understanding the causes of conflict is a prerequisite to effective peace building. The primary causes of conflict in multi-ethnic, resource-rich Mindanao can be grouped into three broad categories: (1) different goals, (2) injustice and exclusion, and (3) problems in achieving peace and order.

### *Different Goals*

- The quest for self-determination on the part of the MILF/Bangsamoro People and the requirement of territorial integrity and sovereignty on the part of the national government
- Militarization to obtain, keep, or secure valued natural resources
- Income earned from conflict versus income earned from peace

### *Injustice and Exclusion*

- Injustice with impunity and virtually no prospect of redress
- Exclusion and marginalization of the Bangsamoro and Indigenous Peoples from mainstream Philippine society
- Extreme poverty, owing to lack of access to wealth, natural resources, and opportunity
- Historic disadvantage, resulting in little or no possibility for an improved quality of life
- Threats, actual or perceived, to human dignity
- Suspicion, distrust, and discrimination vis-à-vis peoples and institutions

### *Peace and Order Failures*

- Clan or family violence related to land disputes or political power
- A culture of vengeance expressed as “rido” or “an eye for an eye”

- Election irregularities
- Kidnap for ransom activities
- Terrorism
- Corruption
- Easy access to firearms
- Drug trafficking and abuse

Each of these causes of conflict represents a serious threat to human security and, therefore, peace. As such, each must and can be addressed. For example, the effective implementation of a well-crafted peace agreement should help resolve the long-standing issue of governance in the CAAs. The delivery of humanitarian assistance to all those in need, and not simply specific groups, should help build trust between the beneficiaries and those institutions providing or funding this assistance. Community-driven development initiatives and highly participatory processes supported by the MTF or other fund sources should foster inclusiveness, self-determination, and greater public accountability for resource utilization. Greater investments in effective indigenous dispute resolution processes should result in reductions in violence at the clan or family levels.

That said, some of these causes of conflict will require interventions and time commitments far beyond the parameters established for the MTF. Sustained cooperation between the AFP and the MILF on ending kidnap for ransom activities and terrorism is but one example.

## ACTORS INVOLVED WITH CONFLICT

The primary actors involved with the conflict in Mindanao are the following:

- Armed Forces of the Philippines (AFP)
- Moro Islamic Liberation Front (MILF)
- Disgruntled elements of the Moro National Liberation Front (MNLF)
- Armed civilian volunteer groups (e.g., CAFGUs)
- Abu Sayyaf Group (ASG)
- Kidnap-for-ransom groups (e.g., the “Pentagon Gang”)
- Terrorist organizations

- “Warlords” and politicians with private armies
- Criminal elements and unscrupulous individuals
- Suppliers of military materiel and related equipment
- farmers and fisher folks
- indigenous people
- students at all levels (primary, secondary, and tertiary)
- service providers in both the public and private sectors (e.g., health workers, social workers, and teachers)
- members of civil society organizations
- human rights advocates
- government officials and politicians
- religious leaders
- business sector
- members of the academe

Those likely to directly gain from, and therefore support, a peace agreement are the majority of the officials and troops of the AFP and the MILF. The “spoilers” or those most likely to try to prevent the signing or implementation of a peace agreement are the individuals and groups directly benefiting from the transactions associated with armed conflict, including some combatants. Other “spoilers” are those who believe the “price” of peace is too high for the GRP and/or the citizens of the Philippines, those who believe an agreement with the GRP is a capitulation and/or an offence to Islam, the Abu Sayyaf, terrorist organizations, and kidnap-for-ransom groups.

While a peace agreement between the GRP and the MILF is expected to reduce significantly the conflict in Mindanao, it is not likely to be welcomed by all members of the AFP and MILF. As such, it will be necessary to educate and perhaps reorient the membership of these organizations towards peace. Special efforts will also be needed to reach certain elements of the MNLF and, if they are not dissolved, the CAFGUs. Very different approaches will be required for the other actors. Virtually all of the aforementioned interventions will have to be funded by sources other than the MTF.

## STAKEHOLDERS

Many people are affected by the conflict in Mindanao including those that are technically not involved in the fighting, particularly children, youth, and women. Experts suggest that these represent five to eight percent (5-8%) of Mindanao’s 20 million residents. Some of these are:

- IDPs
- family members and relatives of the combatants
- families and communities that must or choose to shelter, feed, and clothe those who flee fighting and violence

The IDPs, those who presently accommodate them, and the family members/relatives of the combatants are in dire straits and therefore most likely to support negotiations and a peace agreement that will enable voluntary return in peace and with dignity. Others have suffered from chronic poverty, government neglect, and virtually no opportunity for an improved quality of life. They, too, are seen to respond positively to concrete improvements in their day-to-day situation as well as opportunities to engage in processes that allow and enable them to chart their own future.

Many service providers are actively promoting peace and encouraging a negotiated peace agreement, even though some of them will lose their reason for being or funding when peace is achieved. Those in the helping professions teachers, health workers, and social workers will appreciate the opportunity to move out of crisis and relief mode, into reconstruction and development mode. Their students will be delighted to have their school buildings turned back into centers of learning rather than evacuation centers. They will also appreciate having classes running on a regular, predictable schedule.

Much of the business sector will gain, and gain significantly, when peace comes. However, some businesses will suffer, need to re-engineer themselves, or close if the lucrative armed conflict ends. Likewise, some politicians will find a peace agreement less than helpful vis-à-vis their own political and economic interests.

The challenge for peace builders is to fully engage the supporters of a negotiated peace, expand this constituency to include the “fence-sitters”, and prevent as well as mitigate the threats of the “spoilers” and others like them.

### EXISTING RESOURCES AND ACTORS

Mindanao does not lack for resources or actors. This was evident through the review of the literature, the Davao consultations, discussions in Metro Manila, and the field visits. What was and is lacking is a comprehensive mapping of existing resources and actors as well as some sort of analysis of their views on conflict and peace building, performance, and capacities.

Cooperative efforts and networks are most highly regarded. Examples of best practices for cooperative efforts include the Disaster Response Management Training being provided for a range of actors by the United Nations High Commissioner for Refugees (UNHCR) in close cooperation with the United Nations Development Programme (UNDP) and the National and Regional Disaster Coordinating Councils.

The one-year old Mindanao Emergency Response Network (MERN) is widely appreciated for its successful effort to get more than three-dozen organizations working together as well as its efforts to promote the application of the UN Guiding Principles on Internal Displacement and the SPHERE Standards for Humanitarian Assistance. Initiated by Save the Children-US with funds from the United States Government, MERN coverage includes Central, Northern, and Western Mindanao.

There are large, well-established, Philippine-based civil society organizations supporting work in various parts of Mindanao. These include the Philippine Business for Social Progress; Bangsamoro Women’s Foundation for Peace and Development; Federation of United Mindanawan Bangsamoro Women); medium-sized organizations working in specific areas in Mindanao (e.g., Kadtuntaya Foundation and

Mindanao Land Foundation in Central Mindanao); and small, start-up organizations serving only one community (e.g., I Sincerely Love All Muslims – ISLAM in Kauswagan). Several international nongovernmental organizations are also involved (e.g., OXFAM, Accion Contra el Hambre, Handicapped International, Movimondo, etc.). The service priorities, coverage, capacities, and resources of the various organizations vary greatly.

Academic institutions are increasingly playing a larger role in the CAAs. They are involved in assessments, research, training, monitoring, and evaluation. At least three of the larger universities Mindanao State University, Notre Dame University, and Ateneo University have established peace institutes for the training of future peace builders.

Some of the resources and actors working or supporting efforts in the CAAs that received positive reviews during the consultations and/or the field visits are listed in **Table 3**. In addition, a brief summary of some of the interventions by these entities can be found in **Appendix E**.

The HD Team was led to believe that many of these are actively contributing to peace building or willing to be engaged in peace building. However, financial and human resource constraints, as well as the need to improve coordination, were common refrains.

Existing resources in the field sites were either obvious to the HD Team or identified by the stakeholders. These included, among others: multilateral organizations; donor governments; government agencies (at all levels of government), civil society organizations; academic institutions; and, the private sector (i.e., business). Some of these appeared or reported to provide a wide range of interventions covering broad areas, while the scope of others was very much limited. Some were focused solely on peace advocacy, such as the newly established Peace Weavers Network involving approximately 300 civil society organizations across Mindanao.

**Table 3** Frequently Cited Existing Resources**Donors/Fund Sources**

World Bank  
 Asian Development Bank  
 Islamic Development Bank  
 Government of the Republic of the Philippines-United Nations Multi-Donor Programme  
 Australian Agency for International Development  
 United States Agency for International Development  
 Japan International Cooperation Agency  
 Canadian International Development Agency  
 European Community

**Government Agencies<sup>6</sup>**

Department of Social Welfare and Development  
 Department of Health  
 Department of Education  
 Technical Education for Skills Development Agency  
 Local Government Units  
 Disaster Coordinating Councils

**Civil Society Organizations**

Bangsamoro Development Agency  
 Mindanao Emergency Response Network  
 Peace Weaver's Network  
 Bangsamoro Women's Foundation for Peace and Development  
 Philippine National Red Cross  
 Community and Family Services International  
 Mindanao Land Foundation  
 Kadtuntaya Foundation, Inc.  
 Immaculate Concepcion Parish Association  
 Tabang Mindanaw  
 Philippine Business for Social Progress  
 Federation of United Mindanawan Bangsamoro Women Multi-Purpose Cooperative  
 Balay  
 Maranao People's Development Center  
 Movimondo  
 Notre Dame Foundation for Charitable Activities, Inc. Women in Enterprise Development  
 Balik Kalipay  
 Tiduray Lambangian Women's Organization  
 Handicap International  
 Lumad Development Center  
 CO-Multidiversity  
 Muslim Youth Religious Organization  
 Save the Children-UK  
 Save the Children-US  
 Catholic Relief Services  
 OXFAM  
 Accion Contra el Hambre  
 TRIPOD  
 Consuelo Foundation, Inc.  
 Kahapan Foundation, Inc.  
 Parent-Teacher-Community Associations

<sup>6</sup> This item refers to any and all levels of government (i.e., national, regional, provincial, and municipal).

(continued...)

## Academic Institutions

Mindanao State University Peace Center, Iligan City  
 Mindanao State University, Maguindanao  
 University of Southern Mindanao  
 Notre Dame University Peace Institute, Cotabato City  
 Ateneo Peace Institute, Zamboanga City

## ACCESS TO RESOURCES

Many stakeholders indicated that some of the national and official development assistance resources that are reportedly available for CAAs are difficult or expensive to access. They recommended more effective donor information campaigns, efforts to “reach out” to interested parties, streamlined application procedures, partnering between established and newly created civil society organizations, and common reporting procedures.

Those working in the fields of education and health spoke of resources not “trickling down.” They suggested greater involvement by local players in the budget review and allocation processes. It was suggested that the formation of local school boards and local health boards was one way to move forward on this issue.

Many stakeholders reported difficulty accessing the portions of the Internal Revenue Allotment (IRA) that are supposed to be earmarked by local government units for: (a) disaster, (b) health, (c) gender, and, (d) senior citizens. Raising this matter was reported to be a dangerous thing to do in some of the study sites. This has implications for assistance programs that require municipal level counterpart contributions. It was suggested that ways and means for increasing access to all of these resources should be on the agenda of the MTF.

## THREATS TO HUMAN SECURITY

The people living in the CAAs, especially those in the ARMM, have long been and remain among the poorest and most disadvantaged in the entire Philippine archipelago, with low scores

on almost all human development indicators. “Poverty incidence (63 percent) is twice that for the nation as a whole. Life expectancies for men (55.5 percent) and women (59.3 percent) are more than ten years below the national rates. Infant and maternal mortality (at 63 deaths per 1,000 live births and 320 deaths per 100,000 live births, respectively) are 30% and 80 percent higher than the national rates. And net primary and secondary enrolment rates (at 82 percent and 39 percent, respectively) are 14 and 33 percentage points lower than the national rates” (*World Bank, 2003, page 7*).

The HD Team concluded that recent armed conflict and displacement has significantly increased the threats to the survival, well-being, and dignity of this already highly disadvantaged population. This is particularly true in the less accessible “interior” areas and those communities that can only be reached through small boats (i.e., “bancas”).

Among the major threats are the following:

- 1) Significant numbers of people are still displaced, some in evacuation centers or temporary shelters and more in the homes of relatives and friends.
- 2) Some of those displaced by armed conflict have experienced secondary displacement owing to natural disaster, specifically flooding.
- 3) Homes, school buildings, and other facilities destroyed by armed conflict have yet to be repaired or reconstructed.
- 4) People in need of protection from sexual and gender-based violence, particularly children and women, often do not receive such protection.
- 5) Traditional coping and social protection practices are not well understood or appreciated, thus diminishing their potential positive impact.



- 6) Young people, particularly males, with little education and few marketable skills, are vulnerable to recruitment by armed elements and drug dealers.
- 7) Many children and youth cannot access basic education owing to poverty, the distance between home and school, the need to work the farms, war-damaged facilities, and the insufficient number of classrooms, teachers, and school supplies.
- 8) Food insecurity is a prevailing condition in many communities.
- 9) Access to potable water and proper sanitary facilities is severely limited.
- 10) Infectious diseases are prevalent and not quickly contained due low immunization coverage; the limited number of health facilities, workers, medicines, and supplies; and major logistical challenges.
- 11) Poverty and early marriages preclude access to proper maternal and child health care.
- 12) Gender biases remain hurdles for women in the CAAs.

It is the view of the HD Team that reconstruction and development activities funded through the MTF – as well as complementary mechanisms – should aim to remove, reduce, and/or mitigate the effects of each of these threats. For example, engaging out-of-school youth to participate in a high profile classroom construction campaign that provides food-for-work will reduce their availability to drug traffickers and armed elements, help them learn new skills and develop greater optimism about their future, result in greater access to basic education, reduce food insecurity, and help build community trust in both public and private institutions.

People must feel safe, secure, appreciated for who they are, and respected before they will actively and fully work towards peace and development. Those who do not feel this way are more likely to distrust others including institutions, be pessimistic about their future, and available for more radical means of changing their situation in life.

## IDENTIFIED NEEDS

Some of the major issues and unmet needs identified by the stakeholders during the field visits are summarized in **Appendix D** by location and in the order in which the field visits were carried out. This summary reflects both the differences and the similarities among the municipalities under study when it comes to issues and needs.

In Pikit, for example, the needs of large numbers of long-staying IDPs from nearby municipalities were among the major concerns of the local government, the Philippine National Police, and several civil society organizations. On the other side, the close proximity of military personnel to residences and mosques in these same nearby municipalities was the pre-occupation of some of the IDPs as well as local religious leaders and nongovernmental organizations.

The implications of “rido” for governance and the delivery of basic services to an impoverished population were significant concerns in Matanog, which was heavily damaged during the war of 2000. Long stays in evacuation centers and the “pull” factor of urban life for IDPs were issues in Marawi City, while in rural Butig one of the concerns of local government was how best to facilitate the return home to Butig of those IDPs who were still afraid of being caught, once again, in crossfire between the GRP and the MILF.

Examples of commonalities across locations included: concern about substance abuse, particularly among males, and drug trafficking; the desperate need to reconstruct school buildings damaged or destroyed by armed conflict; and the severely limited access to health services. Multi-sectoral peace-building efforts were common to many of the sites from high profile Pikit to culturally diverse Lanao del Norte to rapidly urbanizing Ipil. The need for greater investments in social protection – services for vulnerable groups, for example – and livelihood opportunities for women were also issues held in common.

In addition to identifying issues and needs in their immediate locale, stakeholders involved in the field

visits validated, refined, and prioritized sub-sector specific recommendations – formulated through earlier consultations – that were intended to address unmet needs throughout the CAAs.

For example, those who participated in the ARMM and Maguindanao/North Cotabato Consultation Workshops in Cotabato City reviewed, enhanced, and prioritized the recommendations that emerged from consultations earlier in the year in Davao City and Metro Manila. Stakeholders in the Marawi Consultation Workshop then validated, refined, and prioritized the recommendations that emerged from the workshops in Cotabato City, and so on at each site.

The final validated list follows. Details as well as the “top three priorities” can be found in the respective sub-sector chapters that appear later in this report.

#### **Internally Displaced Persons**

- Protect the rights and address the humanitarian needs of IDPs still living in the evacuation sites and/or the homes of relatives and friends.
- Negotiate the removal of the AFP from the residential areas of the CAAs, thus allowing the IDPs to return home in safety and with dignity.
- Ensure access to culturally sensitive and appropriate psychosocial services that build on traditional coping capacities.
- Prevent and address sexual and gender-based violence.
- Provide assistance for the reconstruction of houses and public infrastructure, but allow the affected populations to build these facilities in their home communities in accordance with their own needs and standards.
- Ensure basic services – potable water, food security, education, and health care – are accessible to all, particularly the poorest and most marginalized.
- Provide start-up livelihood assistance and/or farm animals.
- Devote greater attention to the needs and aspirations of unskilled and unemployed youth.
- Recognize the roles played by women during, and after, conflict.
- Provide both opportunity and resources for collective activities undertaken by women.
- Increase access to information.
- Appreciate the diversity of the populations living within the CAAs and ensure interventions are programmed accordingly.

#### **Social Protection**

- Consider pulling out the military from the residential areas in Central and Western Mindanao to avert further armed hostilities.
- Establish community reintegration programs for children in need of special protection, especially orphans of war, children separated from their parents, child soldiers, working children, and differently abled children.
- Provide resources for the stockpiling of emergency relief goods and supplies.
- Ensure food security and promote livelihood opportunities.
- Prepare special programs for those exposed to physical and sexual abuse and provide training for those who work in these areas.
- Prevent dangerous child labor situations.
- Generate local employment opportunities that make it unnecessary for women, particularly single Muslim women, to pursue work that leaves them vulnerable to harm.
- Protect the rights of women and prevent discrimination based on religion, particularly in job recruitment.
- Protect the rights of the elderly and people with disabilities.
- Conduct a survey of the number and status of widows and single-headed households.
- Increase access to justice, including indemnification for physical losses during combat.
- Provide equipment for fire and police officers, thereby enabling them to protect others.
- Increase the number of police officers in each community.

- Ensure proper enforcement of laws, policies, and other instruments designed to protect vulnerable groups.
- Promote the study of indigenous knowledge, skills, and practices on social protection.
- Address the situation of out-of-school youth, particularly males.
- Take measures to prevent drug abuse and all the behaviors that frequently go with it (e.g., stealing and prostitution to buy more drugs).

### Gender

- Recognize the critical role of women in the survival of their families by giving them a key role in programs that allocate resources for rehabilitation and development.
- Undertake programs to reduce the workload of women to enable them to participate more fully in community activities alongside their male counterparts.
- Provide women and men of all ages with potential for leadership with training in skills to lead and manage rehabilitation and development programs.
- Support the building of organizations and networks among women and men to increase opportunities for peace building and social cohesion.
- Ensure women are in formal positions in designing and implementing healing and reconciliation programs.
- Increase access to livelihood assistance and provide child-care during training sessions.
- Provide functional literacy training for women and men and scholarships for their children.
- Enhance the potential for health by establishing water systems near the home and introducing effective nutrition programs and psychosocial services.
- Prevent violence against women and children.

### Youth

- Keep children in school through a feeding programme in order to break the vicious cycle of little education and a high degree of poverty.
- Establish a scholarship program for deserving students who are poor, conflict-affected, and/or otherwise vulnerable.
- Provide creative, alternative learning programs for out-of-school youth with a focus on viable livelihood skills training.

### Indigenous People

- Indigenous people want to get out from the crossfire between armed groups.
- Restore the ancestral domain to the rightful groups.
- As a result of the conflict, indigenous peoples were displaced from their ancestral domains and territories and driven away to the remotest areas where the environment is harsh and social services. Improve social services to the IP communities.
- Restore tribal peoples' rights, culture, traditions and institutions.
- Improve teaching quality in IP schools.
- Decrease the disruption in and improve access to schooling for IP children.
- Given their poverty, indigenous peoples' youth are also vulnerable to recruitment into warring forces, dividing once peaceful families and tribes into factions.

### Education

- Increase access to education for all.
- Rebuild and re-open destroyed and abandoned school buildings.
- Upgrade existing school facilities.
- Improve access roads to schools.
- Build new schools where none has existed before.
- Assist IDPs to leave school buildings used as evacuation centers and return home safely.
- Require military personnel to leave the vicinity of madaris and mosques.
- Provide public schools with teachers, classrooms, textbooks, and other school supplies.
- Provide grants, scholarships, and training to former combatants and their children.
- Explore technical, vocational, and literacy training for adults.

- Mobilize local government resources for education.
- Design a curriculum integrating Islamic values and the requirements of the national (mainstream) educational system.
- Review and revise textbooks in accordance with Muslim history and culture.
- Enhance the learning environment by making sure the curriculum and all materials are culturally, socially, and linguistically relevant.
- Develop the cultural sensitivity and management competencies of teachers and school administrators.
- Strengthen the links between basic and tertiary education.
- Develop the capabilities of Parent-Teacher-Community Associations (PTCAs).
- Strengthen networks for education at the local level.
- Equip communities to prevent communicable diseases through access to safe water, effective sanitation, immunizations, and health education.
- Increase the utilization of health facilities by ensuring an adequate supply of drugs and equipment and the regular attendance of health workers.
- Increase access to primary health care through mobile health services.
- Strengthen health program management, including during disasters.
- Rehabilitate and improve health infrastructure.
- Make transparent the processes for drug procurement and stocking.
- Provide culturally sensitive health services with particular attention to the needs of IDPs, vulnerable groups, and women.
- Disseminate health information about, and for, women.
- Address the issues and implications of early marriage.
- Undertake a nutrition survey with a focus on those most directly affected by armed conflict.
- Address the psychosocial needs of conflict victims.
- Promote health-related livelihood initiatives.

**Health (including Women's Health)**

- Improve the health care delivery system, simultaneously with the empowerment of communities and families to protect the health of their members.



2

Sub-Sector Reports

## 2 Sub-Sector Reports

In order to reflect fully the findings of the Human Development Team, and in particular, the situation in the conflict-affected areas visited by the Team, the sub-sector reports were summarized in a standard format. They are organized into:

- 1) Internally Displaced Persons
- 2) Social Protection
- 3) Gender
- 4) Youth
- 5) Education
- 6) Health (including Women's Health)

The findings of and recommendations for the Indigenous People are integrated into the various sub-sectors. Any assistance provided to the CAAs will have to provide fair and equal attention to the IPs.

It was agreed that a sub-sector on Youth was

required. The basis for this decision included the demographic profile of the conflict-affected areas, the roles the youth have been playing or could play in either conflict or peace, and the marked vulnerability of the youth to a variety of threats.

While Gender was mainstreamed in all sub-sector reports, it was also approached as a distinct sub-sector. This reflects lessons learned from experience as well as the importance that the HD Team placed on gender sensitivity during the assessment process. The Team believes Gender should figure prominently in the planning for, and implementation of, the MTF-RDP.

### INTERNALLY DISPLACED PERSONS

#### Overview

- At least 934,340 persons were displaced by the war of 2000. This was not the first experience of displacement for many. 9,068 homes were destroyed/badly damaged and at least 517 civilians died, many of them in the 490 evacuation centers that were hastily established, some of which were school buildings (DSWD).
- At least 411,004 persons were displaced by the AFP offensive of 2003; most were among those displaced by the war of 2000. 6,908 homes were destroyed or badly damaged. There were at least 238 civilian deaths, including 43 infants and young children who died of easily preventable or treatable diseases such as measles in the evacuation centers. (DSWD; Task Force Detainees Philippines).
- Some of the aforementioned displaced experienced secondary displacement by natural disasters in Central Mindanao in 2003 and 2004, specifically flooding.
- Roughly 85% of all those displaced were Muslims. Indigenous Peoples also constituted a significant proportion. The remainder were Christians.
- Roughly half of those displaced by armed conflict were sheltered by their relatives and friends (i.e., "house-based" IDPs) whilst the rest were accommodated in Government-recognized evacuation centers/sites. (World Bank, 2003/B) The traditional mechanisms for social protection, in particular the "Datus", provided space on their lands, food assistance, and, in some cases, temporary farm work for IDPs. (World Bank, 2003/A)
- Comparative listings of IDP statistics at different times, segregated as to evacuation center and house-based, are found in Appendix F.
- Government IDP statistics are not routinely disaggregated by gender and age grouping, making it difficult to undertake gender and age-sensitive planning.
- Anecdotal evidence and site-specific surveys suggest the vast majority of the IDPs were women and children. This is consistent with international experience.
- IDPs were defined in different ways and referred to by different names depending on the duration of displacement, current location, program eligibility requirements, and current status. Some local government officials and even some social welfare officers referred

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to “long-staying” IDPs as “squatters” or “informal dwellers.” These terms, particularly “squatters”, do not contribute towards peace building.

- Most stakeholders agreed that for the purpose of the JNA, IDPs should be defined as, “those who have been forced to leave, or obliged to, flee their homes or places of habitual residents at least once since 2000 as a result of, or in order to avoid the effects of, armed conflict.”
- The threats to the human security of IDPs include: exposure to conflict and violence; secondary displacement due to natural disasters; food insecurity; severely limited access to potable water; crowded, unsanitary housing conditions; psychosocial distress; greater prospects for sexual and gender-based violence; suspicion, distrust, and discrimination; and little or no access to livelihood, basic services, and information. Some IDPs are more vulnerable than others (e.g., war orphans, widows, differently-abled persons (including those disabled by war), female-headed households, and the elderly. Women play key roles in social protection.
- The precise number of those currently displaced is not known, but their existence is undeniable. IDPs were met in many of the sites visited by the HD Team (e.g., Pikit, Marawi City, Butig, etc.) Most of those government and NGO officials consulted suggested from five to fifteen percent (of the more than 900,000 of the 2000 war) have not yet returned to their home communities. A reasonable planning figure is ten percent of 900,000 or 90,000 IDPs (18,000 families).
- IDPs in the CAAs can be classified according to solutions status:
  - IDPs without solutions, including: (a) those living in evacuation center/sites and (b) those who are “house-based;”
  - IDPs with temporary solutions: (a) those living in core shelters along the highways pending an improvement in the security situation in their home community, and (b) those who were moved to specially built “resettlement centers” during the height of the crisis in 2000/2001;
  - IDPs with durable solutions: (a) those who have voluntarily returned home in safety and dignity, with basic needs met; and (b) those who have voluntarily settled elsewhere in safety and dignity, with basic needs met. Basic needs were defined by some stakeholders as including: a safe environment, shelter, a supply of food/non-food items, and access to health services as well as psychosocial services.
- House-based IDPs are believed to make up the bulk of IDPs without durable solutions. Assistance efforts will have to be thoughtfully designed to meet their return and reintegration needs without undermining the valuable indigenous social protection system. This may include public recognition of those host communities that have played particularly helpful roles for IDPs, usually at their own expense. In addition, care will have to be taken to ensure the return of IDPs to their impoverished communities of origin do not lead to tensions and conflict over resources. International experience should inform these efforts.
- IDPs who are still in evacuation centers are believed to be in greatest need of protection and assistance. Reports suggest at least 4,000 families need core shelter and more will require significant assistance, such as food/non-food supplies, upon return to their home community or place of voluntary resettlement.
- Barriers to IDP returns include: the presence of the AFP; destroyed homes; occupied lands; food insecurity immediately before/after return; insufficient resources for the journey home; unable to meet basic needs upon return; unresolved psychosocial issues; schools have been destroyed or are non-existent; conditions at place of refuge (e.g., Marawi City) are more conducive than at community of origin (e.g., Butig); and the belief that IDPs have been “forgotten.”
- Effective IDP protection, return, and reintegration will require close cooperation with – and assistance to – both temporary host and receiving communities. For example, the land around and upon which evacuation centers stand has been damaged by the physical needs of the IDPs. Trees have been cut, waste has not always been properly disposed of, and public facilities have been damaged by the needs and physical presence of large numbers of desperate people. Tensions and even violence could develop if host communities are left to repair and restore the environment and facilities without assistance from departing IDPs and/or other actors. In addition, such an oversight could leave them unwilling to assist in any future emergency situation involving displacement.
- Negotiating the re-deployment of the military (and other armed elements) from the residential areas, near mosques, and inside public facilities in the communities of origin is a prerequisite to a return home for many IDPs. This is a sensitive matter which will need to be handled carefully in full consultation with those most directly affected – including those who are not IDPs and feel more secure with the military in the area.
- Getting IDPs home – under conditions in accordance with the Guiding Principles on Internal Displacement – should be the first priority of the Mindanao Trust Fund and will surely be the litmus test of its capacity to make a difference in the CAAs.
- The UN system, particularly UNDP, has been a major actor on behalf of IDP communities for many years, including the post-conflict period that began with the signing of the peace accord between the GRP and the MNLF. UNHCR has helped build multi-sectoral disaster preparedness and management capacities in Mindanao. In recent years, the World Bank has funded post-conflict initiatives as well as a “Watching Brief” that aimed to inform post-conflict planning.
- Efforts to protect and assist IDPs are being carried out by a number of public and private actors, but need to be mapped, complemented, and better coordinated. The Department of Social Welfare and Development (at all levels of government) has been the main actor

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when it comes to public relief and assistance efforts. Other State actors have also played significant roles. More recently, the Bangsamoro Development Agency has been involved with IDP issues.

- Many NGOs, both international and national, have been – and are – helping to protect and assist IDPs. Most of them understand the value of coordinated collective effort in close consultation with Government and non-State actors. Some steps have been taken in this direction, including the coming together of three-dozen organizations in 2003 to form the Mindanao Emergency Response Network (MERN). Similar efforts – on the peace advocacy front include the establishment of the Peace Weavers Network. Human rights organizations and advocates have also united and could play a greater role on the protection front.
- Lessons have been learned by humanitarian assistance and social development organizations that should prove useful for peace-building efforts.
- The starting point must be the community itself with gender-sensitive participative assessment and community planning processes highly recommended.
- Community organizing is an effective strategy for promoting empowerment and building social capital and cohesion.
- The training and development of additional community organizers for service in the CAAs is urgently required.
- Peace impact assessments and disaster preparedness should inform all intervention planning efforts.
- Effort should be focused on facilitating community access to resources for food production, start-up livelihood assistance, and basic services.
- Psychosocial services and an appreciation for the psychosocial impact of armed conflict and displacement are critical elements.
- The various roles, as well as the merging in some communities, of the traditional leadership structures, local government leadership structures, and the MNLF as well as MILF leadership structures must be recognized and has implications for protection, relief, reconstruction, and development initiatives.
- Significant investments will have to be made in capacity building at all levels, ensuring the proper accountability for resources, and good governance.
- Flexible administrative arrangements, adequate funding, and quick response capacities are important in high-to moderate risk environments.
- Coordinated efforts and integrated approaches on the part of a broad range of stakeholders have the greatest impact.
- Issues that need to be addressed over time at the national level include: ensuring IDP statistics are disaggregated by gender, age group, and ethno-linguistic group; meeting the standards for humanitarian assistance in emergencies outlined by the SPHERE Project; promoting greater public support for fundamental human rights and international humanitarian law; convincing Congress to enshrine in law the Guiding Principles on Internal Displacement; and building a sustainable national constituency for peace.

### Existing Resources/Development Actors in the Field Sites

#### Donors/Fund Sources

- United Nations System (UNDP, UNICEF, UNHCR, FAO, etc.)
- GRP-UN Multi-Donor Programme
- World Bank
- Asian Development Bank (ADB)
- Japan International Cooperation Bank (JBIC)
- European Union/Community (EC)
- Australian Agency for International Development (AusAID)
- United States Agency for International Development (USAID)
- Canadian International Development Agency (CIDA)
- Japan International Cooperation Agency (JICA)
- Government of Saudi Arabia

#### Government

- Department of Social Welfare and Development (DSWD)
- Department of Health (DOH)
- Department of Education (DepEd)
- National, Regional, Provincial, Municipal, and Barangay Disaster Coordinating Councils
- Armed Forces of the Philippines (AFP)-Engineers Battalion
- Philippine National Police

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- Technical Education for Skills Development Agency (TESDA)
- ARMM Government
- Provincial Governments
- Local Government Units (LGUs)

#### Civil Society

- Mindanao Emergency Response Network (MERN)
- Tabang Mindanaw
- Kadtuntaya Foundation, Inc. (KFI)
- Bangsamoro Women's Foundation for Peace and Development
- Balay Rehabilitation Center, Inc.
- Community and Family Services International (CFSI)
- Accion Contra el Hambre (ACH)
- Balik Kalipay
- Mindanao Land Foundation (MinLand)
- International Committee of the Red Cross (ICRC)
- Immaculate Conception Parish Association
- Philippine Business for Social Progress (PBSP)
- Catholic Relief Service (CRS)
- Muslim Youth Religious Organization (MYRO)
- Movimondo
- Handicap International
- Bangsamoro Development Agency (BDA)
- Maranao People's Development Center
- CARE
- I Sincerely Love All Muslim (ISLAM) Foundation
- Save the Children-United Kingdom
- Save the Children-United States
- OXFAM
- Tripod
- Institute for International Dialogue (IID)
- Feed the Children-Philippines
- CO-Multidiversity
- Tiduray Lambangian Women's Organization
- Consuelo Foundation, Inc. (CFI)

#### New Resources/Actors

UNDP announced at the end of August 2004 that it had received US\$3.7m from the European Commission for assistance to 10,000 IDP families (50,000 persons). Much of this assistance will be coursed through the GRP's Mindanao Economic Development Council (MEDCO) and the ARMM Government.

Primary interventions are expected to include: (a) the conduct of a baseline survey of IDPs; and (b) assistance for IDPs return and reintegration, with a particular emphasis on meeting basic needs. The latter includes: potable water; health/nutrition/sanitation projects; quick-impact productivity projects; activities to promote psychosocial healing; and functional literacy. This initiative should build on the experience of others, particularly best practices, as well as help inform the future efforts of the Mindanao Trust Fund and other assistance mechanisms.

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Needs Identified by Stakeholders	Delivery Mechanisms Suggested by Stakeholders	Top Three Priorities of the Stakeholders
<ol style="list-style-type: none"> <li>1. Protect human rights</li> <li>2. Provide basic assistance for those currently displaced (e.g., food/non-food relief items; shelter, livelihood, psychosocial services, and protection/assistance for the youngest children)</li> <li>3. Negotiate the withdrawal of the military from the residential areas of communities of origin</li> <li>4. Provide culturally sensitive psychosocial services that build on the traditional coping capacities of the people</li> <li>5. Improve and institutionalize local disaster response, management, and mitigation capacities, both immediately and over the medium-term.</li> <li>6. Prevent and address sexual and gender-based violence</li> <li>7. Provide resources for the rebuilding of homes and public infrastructure.</li> <li>8. Ensure basic services – potable water, food security, education, and health care – are easily accessible, particularly for the most vulnerable.</li> <li>9. Provide start-up livelihood assistance.</li> <li>10. Provide farm animals.</li> <li>11. Focus on the situation of unskilled and unemployed youth.</li> <li>12. Recognize, and build on, the roles played by women, during and after conflict.</li> <li>13. Provide opportunity and resources for activities undertaken collectively by women.</li> <li>14. Increase IDP access to information.</li> <li>15. Plan interventions with an appreciation for the diversity of the populations living within the conflict-affected area.</li> <li>16. Promote a “a culture of peace” and local conflict-mediation capacity building.</li> </ol>	<p><u>Government</u></p> <ul style="list-style-type: none"> <li>• DSWD</li> <li>• DOH</li> <li>• DepEd</li> <li>• Department of Agriculture</li> <li>• AFP’s Engineering Battalion</li> <li>• LGU, specifically: Office of the Mayor, Disaster Coordination Council, and Municipal Social Welfare Office</li> <li>• ARMM Social Fund Project</li> <li>• Day Care Centers (public)</li> </ul> <p><u>Civil Society</u></p> <ul style="list-style-type: none"> <li>• Bangsamoro Development Agency (BDA)</li> <li>• Bangsamoro Women’s Foundation for Peace and Development</li> <li>• Kadtuntaya Foundation, Inc. (KFI)</li> <li>• Immaculate Concepcion Parish Association</li> <li>• Community and Family Services International (CFSI)</li> <li>• Movimondo</li> <li>• Accion Contra el Hambre (ACH)</li> <li>• CO-Multidiversity</li> <li>• Tripod</li> <li>• OXFAM</li> <li>• I Sincerely Love All Muslims (ISLAM)</li> <li>• Balay, Inc.</li> <li>• Maranao People’s Development Center</li> <li>• Mindanao Emergency Response Network</li> <li>• Muslim Youth Religious Organization</li> <li>• Feed the Children-Philippines</li> <li>• Local religious leaders</li> <li>• Local mosques</li> </ul>	<ol style="list-style-type: none"> <li>1. Provide homes and food/non-food relief items for displaced people</li> <li>2. Provide livelihood assistance or farm animals that will lead to food security for displaced individuals/families and those who have already returned to their community of origin, but are highly vulnerable.</li> <li>3. Move AFP soldiers back to barracks and out of the communities of origin so the people can stop worrying about their personal safety.</li> </ol>

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Activities Recommended by the Stakeholders and HD Team	Timetable	Three Immediate Projects With Potential for Quick Impact
1. Effectively address the protection and basic basic assistance needs of the IDPs thus protecting life, well-being, and human dignity, whilst simultaneously building peace.	←Year One	1. Provide, through DSWD, LGUs, BDA, and the Mindanao Emergency Response Network (MERN), basic services – food/non-food relief items, proper shelter, health services, psychosocial care, day care services, and livelihood assistance – for currently displaced families, including those in evacuation centers/sites as well as those who are “house-based.”
2. Prioritize the development of enabling conditions that will facilitate the quickest possible voluntary and dignified return home (or voluntary resettlement) whilst simultaneously promoting empowerment and the development of social capital and social cohesion.	←Years One and Two	2. Provide, through DSWD, LGUs, BDA, and civil society organizations: (a) housing; (b) start-up livelihood assistance; and (c) immediate access to basic education for returning IDP families and vulnerable, poor families in the concerned communities;
3. Invest in psychosocial service delivery and model building.	←Years One to Three	3. Assist civil society organizations to formulate and pilot culturally and ethno-linguistically appropriate, community-based psychosocial interventions that: (a) build on traditional coping capacities, (b) promote psychosocial recovery, (c) foster the building of trust, and (d) protect psychosocial well-being.
4. Engage large numbers of returned IDPs in classroom building and basic education initiatives through food-for-work and food-in-the classroom schemes.	←Years One to Three	
5. Capacitate DSWD and concerned others to collect, manage, and widely disseminate statistics on IDPs that are disaggregated by gender, age group, and ethno-linguistic group.	←Years Two to Three	
6. Enhance disaster prevention and preparedness capacities across sectors and at every level and then institutionalize these capacities.	←Years Three to Five	
7. Publicly honor communities that effectively protect and assist people that have been displaced by armed conflict or natural disaster.	←Years Three to Five	
8. Raise public awareness about the plight and rights of internally displaced persons as well as the need for peace.	←Years Three to Five	
9. Promote human rights and lobby for the integration of the “UN Guiding Principles on Internal Displacement” in national and ARMM legislation and policy.	←Years Three to Five	
10. Prevent, as well as address, sexual and gender-based violence.		

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Indicators for Monitoring and Evaluation	Risks and Possible Constraints	Mitigation Strategies
<ol style="list-style-type: none"> <li>1. Baseline survey of IDPs in evacuation centers as well as those who are “house-based.”</li> <li>2. Registration template and reporting forms that allow for disaggregated IDP statistics.</li> <li>3. Weight gains in malnourished IDP children.</li> <li>4. Increase in percentage of IDP children immunized.</li> <li>5. Number of IDP families moving from tents into more sturdy structures.</li> <li>6. Number of IDPs voluntarily returning home or resettling elsewhere each month.</li> <li>7. Number of homes constructed and occupied by envisaged IDP beneficiaries.</li> <li>8. Proportion of families reporting a sustained increase in monthly income.</li> <li>9. Proceedings of psychosocial workshops.</li> <li>10. Number of papers on psychosocial services produced and disseminated.</li> <li>11. Disaster management/mitigation plans.</li> <li>12. Number of sexual and gender-based violence workshops carried out.</li> <li>13. Draft legislation.</li> </ol>	<ol style="list-style-type: none"> <li>1. Assistance to those IDPs who are currently displaced could result in a demand for assistance from those who “were until recently” displaced.</li> <li>2. It may be difficult to determine precisely who is and who is not a “house-based” IDP.</li> <li>3. Armed skirmishes, movements against kidnap-for-ransom groups, troop movements, and/or flooding could cause new displacements and new demands for assistance.</li> <li>4. Aid could be diverted, lost, or stolen.</li> <li>5. Project proponents fail to deliver.</li> </ol>	<p>←Establish eligibility criteria, in close consultation with the concerned communities.</p> <p>←Ensure transparency in the determination of eligibility. ←Carry out effective public information programs.</p> <p>←Build flexibility into the program and formulate contingency plans that allow for appropriate and timely responses to new developments.</p> <p>←Build safeguards into the program and bring charges against those who misuse or lose aid.</p> <p>←Terminate contract and negotiate with a new or existing proponent.</p>

## SOCIAL PROTECTION

### Overview

- The Asian Development Bank (ADB) defines social protection as “. . . the set of policies and programmes designed to reduce poverty and vulnerability by promoting efficient labor markets, diminishing people’s exposures to risks, and enhancing their capacity to protect themselves against hazards and interruption/loss of income. Social protection consists of five major elements: (a) labor markets, (b) social insurance, (c) social assistance, (d) micro and area-based schemes to protect communities and (e) child protection” (ADB, 2003).
- Ho and King outlined the social protection interventions and/or capacities of the “Datus”, the Department of Social Welfare and Development (DSWD), organized communities, and select civil society organizations in the ARMM. They also noted the challenges, specifically: “The cycles of armed conflict have also been creating significant psychosocial impacts that impede human development and stunt the formation of social capital and, in the long haul, feed on social institutions that would eventually provide social protection services” (World Bank, 2003/B).
- Adriano spoke of armed conflict weakening mutual support systems. He noted that while incomes went down suggesting even greater impoverishment less was borrowed. Why? Those who usually loaned simply did not have enough resources to help (World Bank, 2003/A).
- Stakeholders consulted in Davao and Metro Manila as well as during the field visits viewed social protection as encompassing social welfare and development services; the criminal justice system; indigenous knowledge and practices that inform collective and individual rights seen in its global context. Basic rights. In some instances, government functionaries—for example, military and police personnel—are actually the sources of insecurity.
- In general, Muslims and IPs have less access to social protection than other people have, owing to the long history of marginalization and deprivation.
- Vulnerable groups in the CAAs are infants and very young children; war orphans and widows; physically and sexually abused women and children; children in need of special protection, including but not limited to children in situations of armed conflict, child soldiers, and child laborers; differently-abled persons; and the elderly. Child soldiers and persons disabled by armed conflict are of special concern. In addition, youth (particularly males) are increasingly vulnerable to recruitment by armed elements and criminals. Most of these groups are concerns of the local social welfare and development offices and, in some municipalities, civil society groups. However, resources are severely limited. Many areas have little in the way of protective services for infants and no day care centers. Mandated percentages of the IRA – such as 5% for services for senior citizens – are seldom, if ever, allocated and used for these purposes.
- In Pikit, Muslims from Maguindanao suggested they were essentially being “hamletted” by AFP soldiers who were reportedly deployed to “secure the area.” They, and others, recommended the demilitarization of communities as a strategy to reduce the risk of civilians being caught in crossfire. They also suggested this would reduce the prospects for a resumption of conflict, formal or otherwise. NGOs reiterated the need to “de-militarize” the area.
- The people of Kauswagan, Ipil, and Labangan were concerned about the insufficient number of: police officers, communications equipment for the police, fire trucks, and judges in their municipalities. They wanted protection from crime, particularly illegal drugs and armed rouge elements.
- Stakeholders in Ipil, who survived a massacre and widespread arson by the Abu Sayyaf Group, noted the Municipality’s limited capacity to effectively prevent or respond to disasters, specifically fires and floods. They were concerned over “squatters” who have migrated to the area (and living along the riverbanks and other flood-prone areas), as well as the growing number of glue-sniffing street children. They were grateful, however, for the continuing presence of the Marines’ Engineering Battalion, which not only helps secure the community, but also contributes to efforts to protect and improve the environment through “Clean and Green” campaigns carried out in this urbanizing municipality.
- Those consulted in rural Matanog and Butig underscored the need for greater protection from poverty and violence. They requested livelihood assistance, farm-to-market roads, and literacy training to reduce their isolation from mainstream society and enable them to improve the quality of life.
- Women in Talayan spoke of the many cooperatives that had been established, and failed, in their municipality. They also spoke of illegal recruitment for work in other countries that had ultimately resulted in the victimization of those who saw overseas employment as the ticket out of poverty.
- Stakeholders everywhere were of the opinion that traditional and official systems of social protection needed immediate and sustained attention.

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## Existing Resources/Development Actors in the Field Sites

### Donors/Fund Sources

- GRP-UN Multi-Donor Programme
- USAID
- CIDA
- World Bank

### Government

- Department of Social Welfare and Development (DSWD) – national, regional, provincial, and municipal levels
- Department of Interior and Local Government (DILG)
- National Commission on Indigenous Peoples
- Land Bank
- Quedancor
- ARMM Government, including Office of Southern Cultural Communities
- TESDA
- Provincial Governments
- Disaster Coordinating Councils
- LGUs – Mayor, Social Welfare Office, Police, Fire Services, etc.
- AFP/Engineering Battalion (Balabagan)
- AFP/Marine Battalion (Butig)
- Philippine National Police

### Civil Society

- Tabang Mindanaw
- Catholic Relief Services (CRS)
- Pikit Parish
- Movimondo
- Accion Contra el Hambre (ACH)
- CO-Multiversity
- Community and Family Services International (CFSI)
- Lihuk-Iligan
- Pakigdait, inc.
- Panglingkawas Foundation, Inc.
- I Surely Love All Muslims (ISLAM) Foundation
- Hong Kong Youth Foundation
- Toscadar
- OXFAM-Great Britain
- Volunteers in Service Overseas
- Balik Kalipay
- Cooperatives
- Asia Foundation

### Examples of Activities carried out by Various Actors:

- Pikit — Relief assistance provided for large numbers of IDPs; 627 core shelters constructed for families affected by armed conflict; Emergency Shelter Assistance of P5,000 granted to each of 415 families; extensive NGO participation in ceasefire monitoring and peace-building (e.g., Bantay Ceasefire)
- Talayan — Loans for cooperatives, many of which have gone bankrupt or cannot repay their loans.
- Matanog — More than 1,000 core shelters constructed; agricultural inputs provided.

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- **Balabagan** — Community health and sanitation projects; 131 water tanks established in seven barangays, day care center constructed, solar drier built.
- **Butig** — Repainting/fencing of Municipal Hall and renovation of public market – both heavily damaged during armed conflict.
- **Kauswagan** — Core shelters constructed, mostly in Delabayan; work animals purchased for needy farmers; water system installed; mosque repaired; soft loans for livelihood projects carried out by women; reproductive health education provided.
- **Labangan** — Peace and development community established in one barangay.
- **Ipil** — Programs for senior citizens; skills and capability programs being carried out; beneficiary of World Bank-funded “Third Elementary Schools Project.”

#### Media-led Initiatives

Media-related organizations, such as the Mindanao News and Information Cooperative Center (MindaNews), are contributing to social protection by highlighting the needs and rights of conflict-affected populations. MindaNews, for example, produced the video “Sana Wala Nang Gyera, Sana Wala Nang Bakwit” (Evacuees Have Rights, Too) with support from the Human Rights Small Grants Scheme of the Australian Embassy.

Needs Identified by Stakeholders	Delivery Mechanisms Suggested by Stakeholders	Top Three Priorities of the Stakeholders
1. Ensure food security by providing livelihood assistance that leads to sustainable incomes.	←LGUs in collaboration with credible NGOs operating in the area, and – in certain municipalities – the Bangsamoro Development Agency.	1. Provide livelihood assistance that results in food security and reduces severe poverty.
2. Attain lasting peace that builds on community-based efforts and resources.		2. Secure a lasting peace that builds on community-based efforts and resources.
3. Withdraw the military from residential areas to avert further armed hostilities.	←Muslim civil society organizations	3. Strengthen and capacitate community-level social protection systems and structures.
4. Strengthen and capacitate community-level social protection systems and structures.		
5. Establish day care centers as well as community reintegration programs for children in need of special protection.		
6. Provide resources for the stockpiling of emergency relief goods and supplies.		
7. Prepare special programs for those exposed to physical and sexual abuse and training for those who work in these areas.	←LGUs in collaboration with appropriately qualified NGOs	
8. Prevent dangerous child labor situations and address the needs of child soldiers.		
9. Generate local employment opportunities that make it unnecessary for women to pursue work that leaves them vulnerable to harm or violations of their religious or traditional beliefs.	←Cooperatives and other groups	
10. Protect the rights of women and prevent discrimination on the basis of religion, particularly in job recruitment.		
11. Protect the rights of the elderly and differently-abled individuals.		

(continued...)

12. Conduct a survey of the number and status of widows and single-headed households.	←Local researchers/research centers	13. Increase access to justice with a particular emphasis on poor women.	14. Provide communications equipment for police and police vehicles as well as fire trucks.	15. Ensure the proper enforcement of laws and policies designed to protect vulnerable groups.	←Local institutions of higher learning that have peace centers and/or collaboration with LGUs.	16. Promote the study of indigenous knowledge and practices for social protection and peace building.
Activities Recommended by the Stakeholders and HD Team		Timetable	Three Immediate Projects With Potential for Quick Impact			
<ol style="list-style-type: none"> <li>1. Provide skills training for income-generating projects (e.g., fish processing and food processing) and provide capital for those who have been trained.</li> <li>2. Promote backyard gardening.</li> <li>3. Develop community-based entrepreneurship.</li> <li>4. Provide financial management training.</li> <li>5. Train stakeholders on making project proposals and accessing funds.</li> <li>6. Provide functional literacy training for adults and youth (both men and women).</li> <li>7. Provide rehabilitative services for child soldiers.</li> <li>8. Facilitate the creation of mobilization schemes for community savings.</li> </ol>		←Year One	<ol style="list-style-type: none"> <li>1. Assess and address livelihood skills training needs, including management of seed capital.</li> </ol>			
<ol style="list-style-type: none"> <li>9. Promote peace by encouraging sustained dialogues at the community level.</li> <li>10. Create more “Spaces for Peace.”</li> <li>11. Facilitate localized peace negotiations to resolve situations of “rido” and feuds.</li> <li>12. Increase public participation in peace making, peacekeeping, and peace building using, where appropriate, media as a tool.</li> <li>13. Study the possibility of utilizing traditional peacekeeping forces.</li> <li>14. Increase advocacy efforts to withdraw the AFP from residential areas</li> </ol>		←Year One for organizing and training; Years One to Three for implementation.	<ol style="list-style-type: none"> <li>2. Organize and prepare local stakeholders to enter into, and effectively carry out, peace dialogues, negotiations, and polls at the grass roots level.</li> </ol>			

(continued...)



Activities Recommended by the Stakeholders and HD Team	Timetable	Three Immediate Projects With Potential for Quick Impact
<p>15. Conduct “culture of peace” workshops for the MILF and the AFP forces.</p> <p>16. Strengthen local social protection capacities, traditional structures/ systems and formal systems.</p> <p>17. Strengthen and capacitate government’s systems for social protection.</p> <p>18. Strengthen the capacities of local social welfare and development offices.</p> <p>19. Provide management training and mentoring for elected officials with the aim of improving governance capacities.</p>	<p>← Year One for organizing and conducting studies and Years One to Five for implementation.</p>	<p>3. Strengthen local capacities, both formal and informal, to provide social protection and promote the study of indigenous knowledge and practices.</p>
Indicators for Monitoring and Evaluation	Risks and Possible Constraints	Mitigation Strategies
<p>1. Comparison of profile of newly developed resources against profile of existing resources at start of project.</p> <p>2. List of community-initiated projects and their corresponding implementation plans.</p> <p>3. Training plans, schedules, and materials.</p> <p>4. Pre and post-test evaluations for all training activities.</p> <p>5. Evidence of participatory monitoring systems, processes, and tools.</p> <p>6. Minutes of meetings of organized groups.</p> <p>7. Minutes of dialogues and evidence of outcomes related to peace building efforts.</p> <p>8. Manual of procedures.</p> <p>9. Tested field survey instruments.</p> <p>10. Report on survey effort.</p> <p>11. Design for assessment of traditional knowledge, attitudes, skills, and practices.</p> <p>12. Inception report.</p> <p>13. Report on assessment.</p> <p>14. Community validation of findings.</p> <p>15. Manual published and distributed.</p> <p>16. Pre and post-test evaluations of training activities on: (a) human rights; (b) values formation; (c) gender sensitivity; and (d) psychosocial recovery and healing strategies.</p> <p>17. Number of trained police personnel.</p>	<p>1. Reactions of traditional political leaders who might feel that their power or authority over their constituents will be challenged by community-driven development initiatives.</p> <p>2. Questions by the community at large regarding the appropriateness, soundness, and inclusiveness of projects.</p> <p>3. Outbreak of renewed hostilities among armed groups in project areas.</p> <p>4. Losing project funds to corruption.</p>	<p>←Carry out systematic social preparation strategy that involves the LGU, traditional leaders, and other influentials.</p> <p>←Carry out public information campaigns and ensure the widest possible representation in project development and oversight.</p> <p>←Underscore to the combatants the importance of “spaces for peace” and, when necessary, lobby national authorities to halt military interventions.</p> <p>←Foster maximum levels of civil society participation in the special bodies of local government and advocate for more stringent procedures for transparency and accountability.</p>

## GENDER

### Overview

- Women have played – and are playing – major roles in social protection, as well as in humanitarian assistance, reconstruction, and development in the CAAs. However, they have also suffered traumatic experiences, repeated displacement, and significant losses – including loved ones and support networks. Many have stayed in evacuation centers under very difficult conditions for long periods. More have sought refuge on the property of the Datus or in the homes of relatives. Others have gone back to their communities of origin, worse off than before. Already impoverished to begin with, especially as marginalized Muslim and Indigenous Women, war has made them even more destitute.
- As such, it is useful to view these women as 1) persons affected by war (victims), 2) recipients of assistance (beneficiaries), and 3) agents of social change (actors). Programs addressing these three roles will be able to target specific needs for assistance, and create institutions that harness local capacities for change.
- War and poverty affect women differently from men, and they affect the women themselves differently. For example, indigenous women – and the peoples they represent – are trying to assert their right to participate in programs designed in the context of the GRP and MILF peace negotiations. When considering the needs of conflict-affected women, it is important to note that they also belong to other categories based on, among others: faith group, ethnic group, geographical origin, age group, and class. Women also differ as to the degree of their vulnerability with some – such as war widows, victims of sexual violence, and female heads of household – needing greater access to protection and assistance than others.
- Gender roles are affected directly by war and conflict. Whereas the mobility of the men is often not restricted, entire families have relied on women for household survival. Women have acted as both mothers and fathers to their children. Some women have played significant roles in supporting the mujahideen. They have provided food and medicine, acted as emissaries, and collected intelligence information. They have also kept the “hopes of people alive,” particularly during displacement when they often managed food distribution, immunization activities, water and sanitation projects, and childcare programs.
- Women have been in the forefront of ceasefire campaigns (Deles, 2000). They have demanded the resumption of peace negotiations. Upon return to their home communities, they help work the farms, take care of children, and run the household while the men go out to look for work as farm laborers and construction workers. Thus, they have gained skills in management, political participation, and agriculture. In the process, the men are increasingly more dependent on the women for livelihood and other productive activities. This gender issue must be considered seriously when planning future interventions. Many of the stakeholders consulted spoke of the stress of making ends meet and living with fear and insecurity.
- Moro women suggested that spirituality and Islamic values would bring about the necessary transformation of society. They believe they have a role to play in peace building to “make sure our husbands do not go back to war again.”
- Women have traditionally been mediators in cases of “rido” because of the respect men accord women of status in the community. However, as “rido” has become more politically motivated, their role has receded. This social protection mechanism needs to be explored further.
- Three approaches may be taken when designing the programs to be undertaken through the Mindanao Trust Fund. These include: (a) the women focused approach; (b) the gender mainstreaming approach; and (c) the strategic gender needs approach. These approaches are inter-related and may be incorporated into programs simultaneously.
- The women focused approach is directed at meeting women’s practical needs such as water, shelter, livelihood, education, and training. Gender mainstreaming seeks to incorporate women’s capacities and remove obstacles to their participation in programs. The strategic needs approach aims to achieve gender equality to enable women and men to participate fully in the political, economic, and social life of their communities.
- A good starting point for planning programs and activities is the “Capacities and Vulnerabilities Framework” that was designed specifically for use in the humanitarian and recovery context. (*Anderson, 1991*)
- It is also important to continue to monitor school participation rates. At present, there is very little difference between female and male enrolment rates. However, far more males than females are irregular in their attendance, drop out during the course of the academic year, and do not return to school. This is usually due to the need to work the farms or otherwise earn for the family. Females generally end their schooling in order to meet the care needs of the family, for employment as domestic helpers in the homes of more affluent relatives or friends, and/or due to early marriage and pregnancy.

(continued...)

## Existing Resources/Development Actors in the Field Sites

*The women of conflict-affected Mindanao are resources in and of themselves. Their capacities include the following:*

- Women have developed skills as resource distribution managers in the evacuation centers.
- As supporters of the Bangsamoro struggle, they developed non-traditional skills in intelligence gathering, medical aid, advocacy, organizing, and network building – skills that are useful in community peace building.
- As head of household, they manage meager resources to go a long way, enabling them to be efficient in the allocation and utilization of resources.
- They are engaged in agricultural production and entrepreneurial activities.
- In some cases, they have learned to use the law effectively, such as that on violence against women and children.
- They give hope and help to other women by organizing self-help societies with no external assistance.
- They have been elected to leadership positions in groups with combined male and female members.
- They volunteer their time and talent to help others in day care centers, schools, cooperatives, and crisis centers.
- They have shown they can effectively deliver funds to recipients of assistance without taint of corruption and with the least amount spent for overhead.
- They are regarded as good mediators and negotiators.
- They have the capacity to do multi-tasking.
- They are independent and self-reliant. For example, women from various barangays in Pikit said they needed only seeds and fertilizers, or a pair of male and female goats, or capital for a community pharmacy (“botika sa barangay”) and they would be on their way.
- Women who have been Overseas Filipino Workers are more self-confident and independent. They work abroad to send money back to their families. They also come back with money for their education.

*The vulnerabilities of these women include the following:*

- Invisibility – Their contributions are still not quantified in official data.
- Ex-combatants as focus – The demobilization, demilitarization, and reintegration processes in peace agreements tend to focus on ex-combatants (usually male). Women are seen only as family members without a significant role in the struggle.
- Resource constraints: Women have to negotiate continually to get their part of the resources allocated for rehabilitation, reconstruction, and development.
- Men’s attitudes about their role: The view that the role of women is only in the private sphere flies in the face of reality, but prevails and hampers women from taking an active leadership or management role.
- Return to traditional roles: Women are made to return to their “normal” roles (i.e., mainly reproductive) when peace returns.
- Increased workloads, heavy schedules, and multiple activities at once.
- Unpaid or low-grade workers without recognized skills. Women’s work is seldom monetized. They also receive wages lower than men.
- Involved in both production and reproduction. The double burden makes it imperative that projects that involve women in productive activities relieve them of some of the reproductive responsibilities.
- Livelihood usually in the informal sector. Their labor is not recognized and socially protected.
- Sexual and gender-based violence is both visible and invisible. Violence may take the form of beatings, rape, and incest. It may also take the form of life-threatening deprivation of resources like malnutrition and inadequate health care as well as forced marriage.
- Lack of childcare – This is critical especially for women who leave the home to earn a living. However, leaving young girls with the father or male relatives increases the possibility of incest.
- No connections to those with power and authority over resources.
- Low literacy rates.
- No or little access to family planning information and services.
- No or limited political power. Relatively few women are in positions of political leadership.

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Needs Identified by Stakeholders	Delivery Mechanisms Suggested by Stakeholders	Top Three Priorities of the Stakeholders
<ol style="list-style-type: none"> <li>1. Security – specifically, protection from physical harm – is the over-riding need of the women in the CAAs. Provide protection, as well as assistance that is focused on meeting the basic needs for survival.</li> <li>2. Recognize the critical role of women in the survival of their families by giving them a key role in programs that allocate resources for rehabilitation, reconstruction, and development.</li> <li>3. Learn from the lessons of the GRP/MNLF experience: allocated funds specifically for women’s programs.</li> <li>4. Undertake programs to reduce the workload of women to enable them to participate more fully in community activities alongside their male counterparts.</li> <li>5. Provide women and men of all ages with potential for leadership with training in skills to lead and manage rehabilitation, reconstruction, and development programs.</li> <li>6. Support the building of organizations and networks among women and among men to increase opportunities for peace building and social cohesion.</li> <li>7. Ensure women and men are in formal positions in designing and implementing healing and reconciliation programs.</li> <li>8. Increase access to livelihood and provide childcare during training sessions.</li> <li>9. Provide functional literacy training for women and scholarships for their children.</li> <li>10. Enhance the potential for health by establishing water systems near the home and introducing effective nutrition programs and psychosocial services.</li> <li>11. Prevent violence against women and children.</li> </ol>	<ol style="list-style-type: none"> <li>1. Groups of women/women’s organizations and men’s organizations.</li> <li>2. Families/groups of families.</li> <li>3. A respected Ustadz or local mosque.</li> <li>4. Local officials who are seen as honest because they are “God-fearing” (“takot sila kay Allah.”) as opposed to those who are associated with corruption and take most of the resources (“Instead of a carabao, we get a kitten.”)</li> <li>5. Federation of United Mindanawan Bangsamoro Women’s Multi-Purpose Cooperatives, which has successfully developed and tested over time a method of micro-lending based on Islamic values. The Federation reportedly has the capacity to conduct training and undertake organizing. It is believed that it is possible to widen the scope of its work beyond micro-lending to programs in health and education.</li> <li>6. Women’s associations that are organized and registered with DSWD or the Department of Labor and Employment (DOLE).</li> </ol>	<ol style="list-style-type: none"> <li>1. Livelihood assistance in the form of capital, farm animals, and/or small livestock accompanied by training in the local dialect that is appropriate for those who are not literate.</li> <li>2. Education, including functional literacy training for women and men; “catch up” programs for children who have missed school because of armed conflict; basic education for all children; and scholarships for youth.</li> <li>3. Health, with good nutrition for the family and reproductive health for the women as the top priorities. Other health priorities are water systems that are close to the home and services in response to new health problems such as psychosocial trauma, rape, war-related injuries, poor nutrition because of displacement, and loss of livelihoods.</li> </ol>

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Activities Recommended by the Stakeholders and HD Team	Timetable	Three Immediate Projects With Potential for Quick Impact
1. Formulate (in close consultation with the women and men themselves) programs that contribute to protection; are sensitive to women as victims, beneficiaries, and actors; and thoughtful as to their membership in other “categories” according to faith group, ethnic group, geographical origin, age group, and class.	←Year One, with implementation from Years One through Five	1. Provide livelihood assistance that includes training, farm animals, livestock, and/or sufficient capital as well as proper childcare arrangements.
2. Allocate funds specifically for initiatives led by women.		2. Provide functional literacy training and “catch up” programs as well as scholarships for children that will help ensure the completion of a basic education.
3. Begin the planning for all programs with an analysis of capacities and vulnerabilities. Capacities refer to the existing strengths in individuals and social groups that are related to people’s material, social, and physical resources, and their beliefs and attitudes which are built over time and determine people’s ability to cope with a crisis. Vulnerabilities are long-term factors that weaken the ability of people to cope with a sudden crisis or a drawn-out emergency and often make people more susceptible to disaster. Gender is a critical factor in determining the capacities and vulnerabilities of groups not only to cope with disaster but, more importantly, to undertake reconstruction and development.	←Year One	3. Put into place water systems that are near the home and provide health services for women and children, including information and education on basic health issues as well as reproductive health.
4. Analyze the impact of livelihood activities on gender roles and responsibilities.	←Years One to Three	
5. Study the needs and experiences of female-maintained and female-headed households in the conflict-affected communities.	←Years One to Three	
6. Study the role – actual and potential – of women in resolving situations of “rido.”	←Years Three to Five	

(continued...)

Indicators for Monitoring and Evaluation	Risks and Possible Constraints	Mitigation Strategies
1. Conduct baseline survey before interventions.	1. Men become more and more dependent.	←Engage men in related activities.
2. Measure changes in the security situation of the family's food and/or monthly family income as compared to the baseline survey results.	2. Men in power feel threatened by the drive, determination, capacity, and perseverance of women.	←Involve men in power in the design of programs and projects, thus promoting cooperation rather than competition.
3. Assist the women to keep daily calendars of activity by the hour in order to determine the impact of interventions on their roles, responsibilities, and use of time.	3. Religious leaders suggest women are violating the principles and rules of the faith.	←Consult religious leaders from the beginning and encourage their support.
4. Conduct pre and post-tests for literacy training as well as qualitative assessments of the practical application of the training.	4. Men turn their insecurities and frustrations into abuse.	←Educate men on the law, build protective measures into the program, and take definitive action against those who commit abuse.
5. Measure changes in health outcomes as a result of greater access to the water supply, direct health services, and health education.	5. Women fall into the traps of self-interest and corruption.	←Ensure transparency and accountability and remove those who violate the rules.
6. Evaluate, through participatory means, the impact of all interventions on the lives of the women, their men, and their children.		



## YOUTH

### Overview

- Poverty and the absence of livelihood opportunities were the top concerns of 15 to 24 year-old youth in every site visited by the HD Team. Drug abuse was the close second, cited in all but one site. The lack of education – particularly the situation of out-of-school youth – was number three. This was followed by reproductive health issues: prostitution, early marriage and pregnancy, abortion, and family planning.
- The youth – both females and males – are highly vulnerable to a range of risks with little hope for a substantive improvement in the situation.
- The leading causes of death for this population are accidents and injuries (22.14 per 100,000 population) owing, in part, to high-risk behaviors.
- Other primary risks include early marriage and childbirth for females, and recruitment by armed elements and substance abuse for males. More than 32% of females between the ages of 15 and 24 in the ARMM are pregnant with their first child or already mothers (*National Statistics Office*).
- In addition, chronic poverty, armed conflict, and severely limited opportunity to obtain a basic education leave these individuals at risk for long-term unemployment, exploitative labor situations, illegal recruitment for overseas employment, and trafficking.
- Prostitution is frequently seen as the only way to earn income and abortion the ultimate solution to unwanted pregnancies arising from prostitution.
- Risks directly related to prostitution include sexually transmitted infections, including HIV/AIDS.
- Clearly, the rights of these youth are not protected and threats to life, well-being, and dignity are serious indeed. Specific rights that are routinely violated include the following: (a) the right to a peaceful environment; (b) the right to grow healthy and strong; (c) the right to a formal education; (d) the right to improve abilities; (e) the right to leisure; (f) the right to grow with moral values; (g) the right to seek protection from sickness; and, (h) the right to seek medical care when sick.
- In addition to extremely limited protection, education and employment are problematic for this segment of the population.
- Despite having aspirations similar to many of the youth of the Philippines, Muslim and Indigenous youth in the CAAs are highly unlikely to be able to finish elementary school and have only the rarest of opportunities to graduate from high school.
- In the ARMM, only 33.96% of the children who enter first grade finish elementary education, the lowest rate in the Philippines. Many of these will not pursue high school, but of those whom do, only 59.3% will graduate (*Mutilan, 2003*). In short, the overall completion rate – from grade one – is only 11.29% (*Mutilan, 2003*).
- Efforts to turn this situation around must start early – in childhood – with interventions focused on helping children and youth get into/return to school and complete their studies, despite the many challenges to obtaining a basic education.
- The difference between the earnings of those who had some high school education and those who graduated from high school is substantial, indicating that the Philippine labor market places great importance on young workers completing educational stages (*NYC, 1998*).
- In addition, there is a wealth of evidence to suggest that employers discriminate against Muslim applicants as well as Indigenous Peoples.
- Many youth are idle, just standing by (“tambay”) or hanging around, not engaged in any productive activity, but open to high-risk situations.
- Activities that will productively engage and effectively equip youth, as well as underscore the importance of life-long learning, are urgently required.
- Some stakeholders suggested that the root causes of poverty in the area were (a) conflict; (b) marginalization; and (c) poor governance. Others, particularly the youth, argued that poverty is the primary cause of conflict.
- The youth from the CAAs have been neglected, scarred by armed conflict, and are broken to the point of near hopelessness.
- Nonetheless, the aspirations of those consulted included becoming responsible, productive, and peace-loving citizens of the world.
- Comprehensive interventions, involving the youth themselves and multi-sectoral cooperation, are urgently required.
- Each of these should be designed in such manner as to better protect and assist the youth, thereby contributing to peace building.
- They should begin at an early age and recognize the potential for secure and educated youth to be a national resource.
- In addition, further studies that are highly participatory in nature are warranted. These should reflect the voices of the youth and include options for improving protection, fostering empowerment, contributing to good governance, and creating opportunities for peace and development.

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## Existing Resources/Development Actors in the Field Sites

### Donors/Fund Sources

- World Bank
- United Nations Family Planning Association
- AusAID
- USAID

### Government

- Department of Education
- Bureau of Non-Formal Education
- Department of Health
- National Food Authority
- National Youth Commission
- National Commission on Indigenous Peoples
- Local Government Units (e.g., Municipal Agricultural Officer and Municipal Planning and Development Officer)

### Civil Society

- Non-governmental Organizations
  - Consuelo Foundation, Inc.
  - Bangsamoro Youth Development Foundation
  - Tubod Youth Drama Group
- Parent-Teacher Community Associations (PTCAs)
- Association of Recipient Families
- Private business sector

### Examples of Youth-Related Initiatives

Indigenous youth leadership and livelihood projects supported by the Consuelo Foundation in Central and Western Mindanao. Training for youth in building transformative communities carried out by the Federation of United Mindanawan Bangsamoro Women Multi-Purpose Cooperative/Center for Asia-Pacific Women in Politics.

### Recent Publications by NGOs on Children and Youth

“Building Bridges: The Development of a Leadership Training Programme for Indigenous Youth.” Child and Youth Foundation of the Philippines (now Consuelo Foundation, Inc.), 2002.

“Their War, Our Struggle: Stories of Children in Central Mindanao.” Qutoriano and Francisco, Save the Children-UK, 2004.

### Suggested guidelines for those wishing to provide services to youth:

- Build from previous gains and do not re-invent the wheel.
- Identify and work with significant stakeholders.
- Coordinate with, and involve, community-based organizations.
- Do not underestimate the value of community organizing.
- Service delivery is most efficient at the municipal level.
- Consider capability building and staff augmentation of local NGO partners for the sustainability of youth development programs.
- Make use of partners’ assets such as office space, equipment, staff, networks, and skills to save time and money.
- Involve the Municipal Youth Council/Sangguniang Kabataan (SK). They should have access to five percent (5%) of the total Internal Revenue Allotment (IRA).
- Have a dedicated monitoring and evaluation (M&E) officer in place from the very start of youth project implementation.
- Establish geographically oriented Project Management Offices to oversee administrative matters and operational development in support of youth-related initiatives.

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Needs Identified by Stakeholders	Delivery Mechanisms Suggested by Stakeholders	Top Three Priorities of the Stakeholders
<ol style="list-style-type: none"> <li>1. Out-of-school youth: Children and youth of school age are unable to avail of educational opportunities or have dropped out owing to poverty, armed conflict, the need to work, pregnancy, and distance between home and school.</li> <li>2. Lack of education: Less-educated youth find it difficult to understand complex situations and participate in the life of the community.</li> <li>3. Idleness: Many youth are not in school and not engaged in any productive activity. They are hanging around (“tambay”) and thus vulnerable to recruitment by armed elements and drug dealers.</li> <li>4. Child labor: Children of school age are required by their parents to carry out menial labor to augment family income. This affects their growth and development and limits their participation in educational activities.</li> <li>5. Poverty: The families of many youth lack funds, food, and other basic resources for a decent, healthy, and happy life.</li> <li>6. Lack of livelihood: Large numbers of youth lack livelihood skills and productive assets with which to generate income and obtain employment.</li> <li>7. Peace and order: Armed conflict, kidnap for ransom groups, petty crime, and substance abuse are threats to life and well-being.</li> <li>8. Substance abuse: Illegal drugs are increasingly available, and stealing and prostitution are growing in support of abuse habits.</li> <li>9. Prostitution to make ends meet or to purchase drugs creates high risk of sexually transmitted diseases, including HIV/AIDS.</li> <li>10. Reproductive health knowledge and practices are limited and not frequently addressed.</li> <li>11. Early marriage and pregnancy is a major issue for both sexes, but particularly females.</li> <li>12. Abortions are illegal, but growing in number.</li> </ol>	<ol style="list-style-type: none"> <li>1. Department of Education</li> <li>2. School-based Personnel (Principals, Teachers, Health Coordinators, and Nurses)</li> <li>3. Parent-Teacher-Community Associations</li> <li>4. NGOs</li> </ol>	<ol style="list-style-type: none"> <li>1. Enable the youth to obtain an education that will improve their prospects for safety, good health, employment, and participation in the life of their communities.</li> <li>2. Provide the youth with the knowledge, attitudes, skills, and resources required for adequate and sustained livelihoods.</li> <li>3. Prevent substance abuse – particularly the spread of “shabu” – and the criminal or immoral behavior frequently required to ensure access to this illegal substance.</li> </ol>

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Activities Recommended by the Stakeholders and HD Team	Timetable	Three Immediate Projects With Potential for Quick Impact
<p>1. Keep young children in school through a feeding program so as to break the vicious cycle of “drop outs,” little education, and a high degree of poverty. The provision of food will encourage parents to keep their children in school (instead of working the fields) and will reduce the economic burden of the family by having one less mouth to feed. Keeping the children in school increases knowledge and skills, while reducing the risks associated with non-school attendance. Carrying out this program in elementary schools will reduce, over time, the proportion of youth who are uneducated.</p>	<p>←Year One, but to be continued annually.</p>	<p>1. Initiate a “school feeding” program for hungry and malnourished elementary school students that will keep them in school and reinforce the value of obtaining a basic education.</p> <p>2. Provide scholarships for five out-of-school youths per year level in at least two high schools per conflict-affected area</p> <p>3. Provide non-formal and creative, alternative education opportunities for children and youth in the conflict-affected areas who are geographically disadvantaged, engaged in labor, and out-of-school.</p>
<p>2. Establish a scholarship program for deserving youth who are poor, conflict-affected, and/or otherwise vulnerable. The aim is to enable these individuals to continue their schooling, avoid the risks associated with being out-of-school, prevent males from being recruited by armed elements, reduce the prospect of early marriage and pregnancy among females, and break the cycle of low education and poverty.</p>	<p>←Year One, but to be continued annually.</p>	
<p>3. Provide alternative learning systems as well as modes of delivery for out-of-school children and youth with a focus on viable livelihood skills training. Such systems have been tested in various parts of the Philippines.</p>	<p>←Year One, but to be continued annually.</p>	
<p>4. Take measures to prevent drug abuse and all the behaviors that frequently go with it (e.g., stealing and prostitution to buy more drugs).</p>	<p>← Year Two, but to be continued annually.</p>	
<p>5. Increase opportunities for youth participation in peace building, responsible governance, and institution building.</p>	<p>← Year Three, but to be continued annually.</p>	

(continued...)

Indicators for Monitoring and Evaluation	Risks and Possible Constraints	Mitigation Strategies
<ol style="list-style-type: none"> <li>1. Desired outcome: Increased percentage of youth acquiring knowledge and skills in school.</li> <li>2. Indicator: Cohort survival rates for those who enter or re-enter the school system.</li> <li>3. Indicator: Completion rates for the school year or training periods.</li> <li>4. Indicator: Changes in malnutrition rates.</li> <li>5. Desired outcome: Increased number of high school students acquiring knowledge and skills in school.</li> <li>6. Indicator: Number of high school graduates.</li> <li>7. Indicator: Number of high school “drop outs.”</li> <li>8. Desired outcome: Increased number of “drop-outs” with non-formal education and increased skills development.</li> <li>9. Indicator: Number of participants completing alternative learning systems courses.</li> <li>10. Indicator: Individual test scores.</li> </ol>	<ol style="list-style-type: none"> <li>1. Inadequate rice storage facilities and distribution system for schools participating in the school feeding program.</li> <li>2. Theft, graft and corruption, and complications in system of disbursement, recording, and auditing.</li> <li>3. Difficulty in recruiting “para-teachers” for the alternative learning systems.</li> <li>4. Livelihood skills training not appropriate to the situation in the community.</li> </ol>	<p>←Prepare contingency plans and negotiate back-up arrangements.</p> <p>←Ensure broad-based participation with sufficient checks and balances; promote transparency and accountability in all transactions; and engage an external auditing body.</p> <p>←Undertake effective social preparation and provide sufficient information as well as performance incentives where required.</p> <p>←Work closely with envisaged participants and other stakeholders from the beginning to ensure a “good fit.”</p>

## EDUCATION

### Overview

- Education in Mindanao has long suffered from systematic neglect. In 1995, 28% of its barangays had no school and the need for improvements in facilities, equipment, books, and teacher competencies – as well as the need for a culture-sensitive and peace-oriented curriculum – were deemed acute. Low completion rates, high drop-out rates, large average class size, low scores on national tests, poor learning quality, and endemic corruption were, and are, an indictment of the system, not just markers of the poverty of the people. Presently, Mindanao has the lowest simple and functional literacy rates in the country with the situation in the ARMM worse than that of the rest of the island. A recent study suggests 27% of ARMM households have had no formal education compared to 2.7% for the Philippines as a whole (*Social Weather Station and the Asia Foundation, 2004*).
- The cumulative effects of 30 years of recurrent armed conflict are pronounced, more so since the war of 2000 and the military offensive of 2003. Many school buildings and madaris<sup>7</sup> were destroyed during the war and subsequently abandoned. Classes were cancelled for long periods owing to the danger associated with the hostilities and the fact that many school buildings became makeshift evacuation centers for IDPs.
- The public school curriculum is seen as insensitive, if not hostile, to Muslims and Indigenous Peoples. Their rights, cultures, traditions, faith, way of life, and institutions are frequently ignored, denigrated, or violated. In addition, Indigenous Peoples have been displaced from their ancestral domains and driven away to the remotest areas where the environment is harsh and social services, including schools, are limited or absent.
- Generally, the people in the CAAs view education as the means by which they and their children can improve their quality of life. Muslims are obliged to educate themselves in accordance with the faith and aspire for an educational system that is responsive to their values and needs. Indigenous Peoples also aspire for an accessible educational system that affirms their identity and values, even as it improves their prospects in life.
- Education is a fundamental human right and recognized as such in the Philippines. The desired policy outcome is education for all, as suggested by human rights law,<sup>8</sup> the Indigenous Peoples' Rights Act of 1997, the Millennium Development Goals, and the Medium Term Philippine Development Plan.
- Government – at the highest level – is responsible for providing basic education. The DepEd has the national mandate, with DepEd-ARMM specifically responsible for the ARMM. Structures, policies, and implementing guidelines are formulated at the national level. Implementation is carried out through Divisions at the Regional level and, still lower, in the Districts.
- Madaris are deemed part of the regional educational subsystem. There are 665 madaris in Mindanao, of which 568 are in the ARMM. Only 4% of the madaris are accredited as public schools and therefore entitled to public funding. Less than a third of the madaris are recognized or registered with either the Office of Muslim Affairs or DepEd. As such, most are unregulated.
- Public school enrollment rates are essentially the same for females and males, but male attendance is lower and the male “drop-out” rate is higher. This is generally due to male responsibility for helping to augment the family income, especially during times of planting or harvesting. However, the recruitment of males – including children – by armed elements and drug traffickers is also an issue. Muslims and Indigenous Peoples experience less access and lower quality basic education than others. In addition to armed conflict, displacement, poverty, hunger, distance between school and home, and the nature of the curriculum are the major constraining factors in the CAAs.
- Recognizing the need to immediately improve access to education, particularly within Muslim communities, the DepEd Secretary enjoined all public schools and private madaris to pilot, during School Year 2005–2006, a standard curriculum that integrates Madrasah Education and the National Educational System. This curriculum was developed in close consultation with the Accrediting Association of Muslim Schools and Colleges, Inc. (AAMSCI) and the BDA. It aims to “. . . establish a smooth transfer of students from public to private Madrasah or vice versa; unify the long history of dichotomy among Muslims; and promote the Filipino national identity while preserving the Muslims' cultural heritage” (DepEd Order No. 51, 2004). Both the development of this curriculum and efforts to pilot it should contribute to peace-building efforts.
- Those consulted in Davao and Metro Manila, as well as those consulted during the HD Team field visits, spoke of destroyed, damaged, and poor public facilities, severe resource limitations, grossly insufficient supplies, teacher shortages, hungry and malnourished students, and a variety of other constraints to effective education. For example, there were – in August 2004 – an average of 83 students in each of the 5,054 classrooms in the conflict-affected communities. These same communities urgently need 4,408 new classrooms, in addition to the reconstruction of those damaged during the war of 2000. (See Appendix G for details.) This suggests at least 4,408 additional teachers are also required. Moreover, desks, books, and supplies are desperately needed.
- Stakeholders indicated the quality of education and instruction in public schools in the conflict-affected communities is generally poor. Curriculum development, programme enrichment, and teacher training are all needed, but difficult to access or provide due to resource constraints, security and logistical challenges, and differences in perspectives as well as priorities. Graft and corruption are endemic concerns.

<sup>7</sup> Madaris is the plural form of Madrasah—an Islamic school.

<sup>8</sup> Relevant human rights instruments include the Convention on the Rights of the Child and the UN's Draft Declaration on the Rights of Indigenous Peoples.

(continued...)

- The situation of the madaris is even more challenging. Approximately 87% function only on the weekends and teach only the Koran and Arabic. Ten percent (10%) are more development-oriented and teach – in addition to the Koran, Islamic values, and Arabic – math and science subjects. The remaining madaris, representing four percent (4%) of the total, have an integrated curriculum that is recognized by the Department of Education and includes both Islamic education and the national curriculum. Reports suggest total enrollment for all the madaris involves approximately 85,000 persons.<sup>9</sup> Stakeholders indicated most madaris have little in the way of facilities, equipment, and supplies.
- The education of Indigenous Peoples (IPs) is constrained by: their place of residence (i.e., in mixed communities where they are a minority or in hard-to-access isolated areas); security issues; lack of teachers, particularly teachers who are also IPs; lack of teaching materials in the languages of the IPs; and poor or absent facilities, equipment, and supplies. This, despite the fact that the Indigenous Peoples Rights Act of 1997 (RA 8371), the United Nation's Draft Declaration on the Rights of Indigenous Peoples, and the Philippine Medium Term Development Plan make reference to education for IP communities.
- Internally displaced persons (IDPs) also reported finding it difficult to access education.
- In addition to reconstructing war-damaged school buildings; building new schools; obtaining the necessary equipment, furniture, and supplies; promoting cooperation between public schools and madaris; hiring more teachers; revising the curriculum to make it more inclusive, relevant, and peace-oriented; and generally promoting greater access, stakeholders suggested significant investments be made in teacher training.
- Teacher capacity needs to be increased in terms of: classroom effectiveness; the use of participative learning techniques; fostering inclusiveness; understanding Islam and the practices/values of Indigenous Peoples; promoting the psychosocial recovery and well-being of IDPs and others affected by war or natural disaster; conflict-resolution and peace-building strategies; and increasing student-teacher-community (including private sector) cooperation.
- For example, the classroom – be it under a mango tree, a tent, or in a building – provides an opportunity to bring structure and a sense of safety back into the days of children who have been affected by armed conflict and displacement. In addition to these psychosocial needs, such gatherings create opportunities for sharing, clarifying, and normalizing child reactions to what should be abnormal events (e.g., armed encounters). Emergency education initiatives such as these also provide excellent opportunities to mobilize parents and the community at large to work together towards a common goal – re-establishing a school setting; establishing schools as “Zones of Peace,” promoting private sector involvement in education, etc. Working towards a common goal helps re-establish social relationships and fosters trust, hope, and confidence – essential elements for building social capital, cohesion, and peace.
- Stakeholders reported that alternative forms of education, as well as alternative delivery mechanisms, are being piloted or carried out in the CAAs and need to be expanded. The general aims include reaching children and youth who have missed out on schooling; educating youth who have dropped out and need marketable skills or livelihood opportunities; helping youth develop life skills (e.g., active listening; problem-solving; conflict resolution, etc.); literacy and livelihood training for adults, particularly women; and vocational and technical training. Some of the examples cited included the Accreditation and Equivalency Program of DepEd; the Literacy, Livelihood, and Food Sufficiency Program of the ARMM Social Fund Project; the Peace Literacy Education Initiative of the Mindanao Literacy and Education Network; and support to indigenous youth initiatives from the Consuelo Foundation.

### Existing Resources/Development Actors in the Field Sites

#### Donors/Fund Sources

- World Bank: Third Elementary Education Project and the Secondary Social Expenditure Management Project
- ADB: Secondary Education Development and Improvement Project
- AusAID: Basic Education Assistance for Mindanao (BEAM)
- USAID
- UNICEF: Fifth Country Programme for Children

#### Government

- DepEd  
Government School Building Programme in cooperation with the Department of Public Works and Highways (DPWH); Alternative Learning Systems; “Balik-Aral” Programme; School Feeding Programme; “Bridge Programme;” “Fund Assistance for Private Education (FAPE); “Accelerated Functional Literacy Teachers’ Training for Indigenous Communities.”
- DepEd/ARMM  
Teacher competency and capacity building training for Madrasah teachers and administrators in cooperation with Mindanao State University; formulation of a comprehensive development plan for Madrasah education.

<sup>9</sup> AusAID BEAM, 2004.

(continued...)

- Office of Muslim Affairs
- Madrasah Development Coordinating Committee (MDCC)
- LGUs
- Local School Boards

Civil Society

- Parent-Teacher-Community Associations (PTCAs)
- Tiduray Lambangian Women's Organization
- Notre Dame Foundation for Charitable Activities, Inc. – Women in Enterprise Development
- Community and Family Services International (CFSI)
- Lumad Development Center, Inc.
- Consuelo Foundation, Inc. (CFI)
- OXFAM (Netherlands)

Examples of Public/Private Sector Partnerships for Education in the Conflict-Affected Communities:

NGO-LGU-DepEd/GRP Partnerships

Educational reconstruction in 25 barangays in the provinces of Maguindanao and North Cotabato

- NGO: Community and Family Services International (funded by AusAID)
- Tribal education curriculum and cultural awareness for children and adults
- NGO: Tiduray Lambangian Women's Organization

Livelihood training for accreditation and equivalency youth learners and female participants in adult literacy program.

- NGO: Notre Dame Foundation for Charitable Activities, Inc. – Women in Enterprise Development

Literacy, Livelihood, and Food Sufficiency for Women and Youth

- NGO: Community and Family Services International on behalf of the ARMM Social Fund Project (funded by World Bank)

NGO Partnerships

Literacy programs for Indigenous Peoples; indigenization of the curriculum; and Trainings on Islamic awareness for Bangsamoro women in Buldon, Maguindanao

- NGOs: Lumad Development Center, Inc. (funded by the Consuelo Foundation, Inc., and OXFAM-Netherlands)

NGO Networks

Functional literacy; basic and adult education; peace literacy education; accreditation and equivalency programme for out-of-school youth (tri-people)

Network: Mindanao NGO Literacy and Education Network (comprised of 30 member organizations from all over Mindanao and led by Notre Dame Foundation for Charitable Activities, Inc. – Women in Enterprise Development)

(continued...)

Needs Identified by Stakeholders	Delivery Mechanisms Suggested by Stakeholders	Top Three Priorities of the Stakeholders
<ol style="list-style-type: none"> <li>1. Increase access to education.</li> <li>2. Rebuild and re-open destroyed and abandoned school buildings.</li> <li>3. Upgrade existing school facilities.</li> <li>4. Improve access roads to schools.</li> <li>5. Build new schools where none existed before.</li> <li>6. Assist IDPs to leave school buildings and return home safely.</li> <li>7. Require military personnel to leave the vicinity of madaris and mosques.</li> <li>8. Provide public schools with teachers, classrooms, textbooks, and other supplies.</li> <li>9. Provide grants, scholarships, and training to former combatants and their children.</li> <li>10. Explore technical, vocational, and literacy training for adults.</li> <li>11. Mobilize local government resources for education.</li> <li>12. Design a curriculum integrating Islamic values and the requirements of the national educational system.</li> <li>13. Review and revise textbooks in accordance with Muslim history and culture.</li> <li>14. Enhance the learning environment by making sure the curriculum and all materials are culturally, socially, and linguistically relevant.</li> <li>15. Develop the cultural sensitivity, teaching, and management competences of teachers and school administrators.</li> <li>16. Strengthen the links between basic and tertiary education.</li> <li>17. Develop the capabilities of the PTCAs.</li> <li>18. Strengthen local networks for education.</li> </ol>	<p>←DepEd in close cooperation with: school heads, madrasah operators, PTCAs, LGUs, and NGOs as well as the DPWH.</p> <p>←DepEd, in close cooperation with school heads and PTCAs</p> <p>←DepEd, in close cooperation with school heads and PTCAs</p> <p>←DepEd, NGOs, and the concerned communities</p>	<ol style="list-style-type: none"> <li>1. Increase access to education. Specifically: repair/reconstruct school buildings; construct new school buildings; withdraw military personnel from the vicinity of public schools and madaris; establish school feeding programs for young children and life skills training for older ones; and provide scholarships for deserving students.</li> <li>2. Improve the learning environment. Specifically: provide chairs, desks, textbooks, supplies, and materials as well as an enhanced curriculum and materials that are culturally, socially, and linguistically relevant.</li> <li>3. Train school personnel – teachers and administrators. Specifically: identify teaching competencies to fit cultural requirements and management competencies that will contribute to excellent performance; design as well as conduct training programs to develop these competencies.</li> </ol>

(continued...)

Activities Recommended by the Stakeholders and HD Team	Timetable	Three Immediate Projects With Potential for Quick Impact
<ol style="list-style-type: none"> <li>1. Immediately and significantly improve child protection by increasing access to an education that promotes inclusiveness and peace building.</li> <li>2. Equip teachers and para-teachers to effectively apply the new integrated curriculum outlined in DepEd Order 51.</li> <li>3. Resume or start classes even if they must be held in makeshift facilities and under less-than-ideal circumstances.</li> <li>4. Provide instructional materials that foster participative learning and are supportive of cultural diversity as well as acceptable to Muslims, Lumads, and Christians.</li> <li>5. Foster regular attendance and improvements in health by food-in-and-through the school.</li> <li>6. Support activities and services that promote psychosocial recovery and well-being.</li> <li>7. Mobilize communities – particularly out-of-school male youth – to help construct and equip classrooms through food-for-work schemes.</li> </ol>	<p>←Year One</p>	<ol style="list-style-type: none"> <li>1. Implement DepEd Order 51. Specifically: (a) develop instructional materials and provide teachers’ training for the teaching of Islamic values and Arabic language in public schools; (b) develop instructional materials and provide teachers’ training for the teaching of the national curriculum in the madaris; and (c) agree on portability requirements.</li> <li>2. Increase access to education. Specifically: (a) repair school buildings; (b) construct new classrooms; (c) improve access roads to schools; (d) relocate military personnel far from the vicinity of public schools and madaris; (e) establish a school feeding program; and (f) provide scholarships to deserving students.</li> <li>3. Improve the learning environment. Specifically: (a) provide chairs and desks; (b) provide textbooks, supplies, and materials; (c) begin enhancing the curriculum and developing appropriate teaching materials.</li> </ol>
<ol style="list-style-type: none"> <li>8. Build broad-base support for education by supporting the organization of action-oriented Parent-Teacher-Community Associations (PTCAs), local school boards, and partnerships with the private sector.</li> <li>9. Continue to enhance teacher capacities by providing English language training for those who teach in Madaris and Arabic as well as the relevant indigenous languages for those who teach in public schools.</li> <li>10. Continue to rehabilitate, build and equip classrooms through food-for-work and applied skills training programs that simultaneously equip the workers for future livelihood opportunities.</li> <li>11. Establish alternative learning programs for youth and adults who are illiterate, special education for the differently-abled, and other special needs groups.</li> </ol>	<p>←Year One, with implementation between Years One and Five.</p>	

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Indicators for Monitoring and Evaluation	Risks and Possible Constraints	Mitigation Strategies
1. Pre-and post-tests of teachers participating in capacity-building efforts.	1. Continued presence of armed groups may lead to the deterioration of the security situation and create insecurity among the envisaged participants of the program.	←Negotiate a covenant between the military (or other armed groups) and community leaders that requires withdrawal from agreed zones for the purpose of rehabilitation efforts in the area.
2. Number and location of classes; daily attendance records; and student progress reports.	2. Frightened participants of training programs and/or teachers and administrators may abandon rehabilitated or newly constructed buildings and/or refuse to participate in project activities.	←Confidence building measures should be initiated before project activity begins.
3. Evaluation of instructional materials produced; numbers disseminated; names and comments of parties consulted about appropriateness to diverse communities.	3. Corruption and theft could lead to funding challenges and other difficulties.	←Build into the program, measures for ensuring transparency, accountability, and the proper management as well as control of resources.
4. Number of children and families receiving food vis-à-vis class attendance records; changes in weight and nutritional status of children.		
5. Number and location of classrooms rehabilitated, built and equipped; number, age, and backgrounds of persons involved in construction and equipping these classrooms.		
6. Social audits will be conducted to: (a) assess inputs; (b) identify what is still needed as well as what is actually available, and (c) determine the effectiveness of the interventions.		
7. Charter and/or By-Laws, minutes of meetings, and activity reports of PTCA's, and Local School Boards.		
8. Activity reports and lists of contributions made by the private sector in support of education.		
9. Number and types of alternative learning programs established; number of students; attendance records and student progress reports; and program evaluation reports.		

## HEALTH

### Overview

- The health status of populations is highly vulnerable to armed conflict. Health mirrors the situation in the conflict zone, with the impact ranging from the more visible physical injuries like gunshot wounds to the more insidious effects of psychosocial trauma. It comes as no surprise, therefore, that the health situation in the CAAs of Mindanao is nothing short of appalling.
- Life expectancies are at least a decade less than the national average. Infant and maternal mortality rates are significantly higher with less than 21% of births in the ARMM attended by trained health personnel. Less than half of pregnant women are vaccinated against tetanus and many births are not registered. (NSO)
- Outstanding health issues encountered during the HD Team field visits included: (a) high prevalence of infectious diseases; (b) high incidence of skin diseases and gastro-intestinal diseases related to the environmental health situation (e.g., poor access to safe drinking water and sanitary facilities); (c) substandard health facilities; (d) poor access to essential medicines; (e) low access to reproductive health services; (f) poor access to health services; (g) low financial ability to pay for health services; and (h) constant fear of conflict and the possibility of once again being displaced.
- Infectious diseases reported by the stakeholders included: tuberculosis, malaria, dengue, leprosy, yaws, filariasis, and schistosomiasis. The long-time presence of some of these diseases suggests neglect by the health sector, perhaps due to armed conflict, and/or treatment compliance problems. Some of these diseases have economic and social impacts that should not be ignored. Some economic activities, such as prostitution, also threaten health, as does substance abuse.
- Although the Department of Health has repeatedly reported good immunization coverage in the area, the statistics are based on the denominator population groups that are known. These are usually stable communities. The presence of measles in the evacuation centers hints at the possibility of displaced populations not being included in the denominator group owing to their mobility. Moreover, reports from health service providers in the ARMM suggest full immunization rates are actually much lower than reported by national health authorities. As such, special immunization campaigns should be seriously considered. In addition, both reproductive health and women's health issues need greater attention and resources.
- In all of the communities visited by the HD Team, the poor state of environmental health was alarming. This confirmed published reports of extremely limited access to potable water and proper sanitary facilities. It also underscored how difficult it will be to prevent diarrhea and skin infections, such as scabies, which was seen by the HD Team in every field site and reported to be highly prevalent in CAAs in Maguindanao and North Cotabato.
- Human resources for health are concentrated in urban areas and in insufficient number to reach the interior areas with any kind of regularity. In those areas, the primary health service providers are barangay health workers, who were reported to be active in large numbers in some communities. Some health workers in the urban areas have received significant training – including a few who obtained their master's degrees in European universities on scholarship. Others, particularly those in the interior areas, desperately need even basic training.
- Many of the health workers are neither Muslim nor belonging to one of the Indigenous People's group, resulting in trust and access gaps.
- The retention of health workers was considered a serious challenge owing to: armed conflict in the area, insufficient financing for health programs, dilapidated facilities, inadequate equipment, and the "pull" of overseas employment opportunities.
- While the HD Team did not have the luxury of visiting many health facilities, those that were visited were reported to be in better condition and better equipped than those that the Team could not access. Even still, these facilities lacked medicine and equipment and, in at least one case, needed major rehabilitation. Stakeholders lobbied for the construction of Barangay Health Stations – even if only made out of light materials.
- Targeting of the most vulnerable populations was insufficient, even if basic health services were present. There was no evidence of psychosocial support services being available in the communities visited, although there were reports of these services being present to at least some degree in other communities.
- Health programs in most of the CAAs should be designed to address health issues in times of crises. This requires flexibility in mechanisms for the provision of services; skillful contingency planning; targeting the "unreached" and highly mobile, diverse populations; ensuring the safety of health personnel during the delivery of services; sensitivity to the psychosocial state of the communities; sensitivity to gender and socio-cultural issues; emergency disease surveillance capacities; and the possibility of augmenting the resource capabilities of the concerned communities.
- Health financing is particularly problematic in the CAAs owing to the limited opportunities to earn or raise funds.
- Indigenous health resources – such as medicinal herbs and plants – as well as traditional practices will likely be the first recourse for many in these areas.

(continued...)

## Existing Resources/Development Actors in the Field Sites

### Donors/Fund Sources

- USAID
- WHO
- UNICEF

### Government

- DOH
- Mindanao Health Office of the DOH
- ARMM/DOH
- AFP/Medical Corps
- Philippine Health Insurance Corporation
- Provincial Health Offices
- LGUs (e.g., Municipal Health Office)
- Barangay Health Workers
- Mindanao State University (Medical School at Iligan City)
- University of the Philippines-Mindanao (Davao City)
- Western Mindanao State University (Zamboanga City)

### Civil Society

- Philippine National Red Cross (PNRC)
- Mindanao Emergency Response Network (MERN)
- NGOs (e.g. Paglingkawas)
- Zuellig Foundation
- Ateneo University (Davao Medical School Foundation)
- Ateneo University (School of Medicine in Zamboanga City)
- Catholic Church in Ipil City
- Bangsamoro Development Agency (BDA)
- Parents, Teachers, Community Associations (PTCAs)
- Association of Barangay Workers
- "Traditional healers" and "hilots"

### Contributions of the Academe

The schools of medicine and/or nursing of several Mindanao-based universities have the capacity to provide a range of training services for health workers from, or in, the CAAs. Both the Davao Medical School Foundation and the University of the Philippines at Leyte, for example, offer "ladderized" health services training programs. These enable barangay health workers to receive the training that will enable them to move up the health system hierarchy even as they continue to serve in the communities (e.g., mid-wife to nurse to doctor). Evaluation and research, as well as consultancy services, are also available at or through these universities. For example, Ateneo University in Davao City is the convenor of a Mindanao-wide network on reproductive health, including HIV/AIDS.

### New Resources

USAID is presently assisting the ARMM Government to prepare its strategic plan for health. The draft plan is expected to be released for additional stakeholder comment in late 2004 and approved at an ARMM Health Summit scheduled for early 2005. Approval of the plan is expected to result in additional financing for health services in the ARMM.

### Women's Health

Maternal mortality rates in the CAAs are believed to be even worse than reported by the ARMM. All available evidence suggests existing women's health programs could and should be expanded and upgraded to cover all the life stages of a woman and include: (a) adolescent sexual health counseling; (b) pre-marriage counseling; (c) family planning counseling; (d) pre-natal check up; (e) delivery and child services; (f) immunization; (g) nutrition; (h) screening for cervical cancer, HIV, and other sexually transmitted diseases; (i) management of climacterium; and (j) psychosocial support. In addition, adolescent sexuality and women's health could be incorporated in the curriculum of both the National Educational System and Madrasah Education starting at Grades 5 and 6.

(continued...)

Needs Identified by Stakeholders	Delivery Mechanisms Suggested by Stakeholders	Top Three Priorities of the Stakeholders
<ol style="list-style-type: none"> <li>1. Improve the health care delivery system, simultaneously with the empowerment of communities and families to protect health.</li> <li>2. Equip communities to prevent communicable diseases through access to safe water, proper sanitation, immunizations, and health education.</li> <li>3. Increase the utilization of health facilities by ensuring an adequate supply of drugs and the regular attendance of culturally sensitive health workers, more of whom should be Muslims and Indigenous Peoples.</li> <li>4. Increase access to primary health care through mobile health services that reach out to those in the less accessible areas.</li> <li>5. Increase adult and adolescent access to reproductive health services.</li> <li>6. Strengthen health program management, including health during disasters.</li> <li>7. Provide psychosocial support services.</li> <li>8. Rehabilitate and improve health infrastructure.</li> <li>9. Make transparent the processes for drug procurement and stocking.</li> <li>10. Provide culturally sensitive health services with particular attention to the needs of IDPs, vulnerable groups, and women.</li> <li>11. Disseminate health information about, and for, women.</li> <li>12. Address the implications of early marriage.</li> <li>13. Facilitate birth registration.</li> <li>14. Undertake a nutrition survey with a focus on those most directly affected by armed conflict.</li> <li>15. Promote health-related livelihood initiatives, such as the production of herbal medicine.</li> <li>16. Support mechanisms for health financing.</li> <li>17. Strengthen community participation in the management of health programs.</li> </ol>	<ol style="list-style-type: none"> <li>1. Barangay Health Workers and Barangay Health Stations</li> <li>2. Municipal Health Offices</li> <li>3. DOH Accredited Hospitals</li> <li>4. DOH</li> <li>5. Mindanao Emergency Response Network</li> <li>6. NGOs</li> </ol>	<ol style="list-style-type: none"> <li>1. Prevent and control infectious diseases. This includes addressing environmental health issues (e.g., improving access to potable water, ensuring proper sanitation, etc.)</li> <li>2. Rehabilitate, equip, and staff Barangay Health Stations.</li> <li>3. Provide free essential medicines for those who cannot afford to buy them.</li> </ol>

(continued...)

Activities Recommended by the Stakeholders and HD Team	Timetable	Three Immediate Projects With Potential for Quick Impact
1. Assist the DOH and concerned agencies/parties in undertaking an assessment and planning activity that would lead to a comprehensive health plan for the CAAs of Mindanao.	←Year One	1. Expand the reach of primary health care, with a focus on child and women's health, to the most vulnerable communities by organizing and carrying out "mobile health services." Emphasis should be placed on the integrated management of childhood illnesses, immunizations, and maternal health. This effort should be explicitly linked to peace (e.g., the Children as "Zones of Peace" schemes that have proven effective in various settings).
2. Provide technical assistance for a review of the health infrastructure needs (prioritizing where to construct new facilities and/or upgrade existing ones) and the phasing of rehabilitation as well as construction activities.	←Year One	2. Formulate an over-arching "Health as a Bridge for Peace Master Plan" involving both parties to the conflict (i.e., AFP and MILF) and other stakeholders.
3. Develop a strong community organizing component in all health-related initiatives. The aims should include: promoting local ownership; ensuring gender and cultural sensitivity; and laying the foundation for sustainability. This component should help ensure the most vulnerable are targeted, thus reducing risks to the lives, well-being, and dignity. This component should also be actively involved in health promotion activities that contribute to an increase in health knowledge and positive behavioral change.	←Years One to Three	3. Rehabilitate existing health facilities and construct new ones, as needed, with the priority being: safe water supply; sanitary toilets; Barangay Health Stations; main Health Centers; and then selected Provincial Hospitals. These facilities should also be properly equipped. Rehabilitation and construction efforts should be "show cased" as visible elements of peace building. A radio programme for women's health should also be developed with an emphasis on the role of women in promoting health as well as peace.
4. Undertake birth registration campaigns and install sustainable birth registration processes.	←Years One to Three	
5. Conduct immunization campaigns for pregnant women, infants, and very young children.	←Years One to Three	
6. Mobilize interagency effort for psychosocial support services delivery.	←Years One to Three	
7. Engage the academe in capacity building and mentoring.	←Years One to Five	
8. Invest in establishing and/or strengthening the local health boards.	←Years Three to Five	
9. Lobby for the expansion of the indigent program of the Philippine Health Insurance Corporation. (PHIC).	←Years Three to Five	

(continued...)

Indicators for Monitoring and Evaluation	Risks and Possible Constraints	Mitigation Strategies
1. Monitoring and evaluation should be participatory in nature and actively involved community residents.	1. Bureaucratic delays and corruption in government health offices	←Contract accredited NGOs
2. Community-based indicators should be disaggregated by gender, age grouping, and ethno-linguistic grouping and may include use of: (a) task monitoring tools; (b) financial monitoring tools; and (c) community monitoring boards.	2. Insufficient support from local government executives, local government health managers, and/or the community.	←Invest heavily, from the outset, in social preparation
3. General areas to be monitored and evaluated should include: (a) relevance; (b) utilization by diverse groups; (c) accessibility; (d) coverage; (e) quality; (f) efficiency; and (g) impact.	3. Some elements of the concerned communities, particularly conservative religious leaders, might react negatively to efforts in the realms of adolescent sexuality and reproductive health.	←Invest in social preparation and identify “champions” to help promote, as well as defend, these services
4. Indicators will have to be developed further according to the specific areas that will be funded (e.g., access to family planning services in the area of reproductive health).	4. Certain aspects of the program are process intensive, which could result in delays and/or unanticipated events that lead to re-direction or the revision of plans.	←Remain flexible and have a range of contingency plans early on.
4. Indicators will have to be developed further according to the specific areas that will be funded (e.g., access to family planning services in the area of reproductive health).	5. Many of the conflict-affected communities are in disaster-prone areas.	←Develop well-informed contingency plans and stock pile supplies where appropriate.
4. Indicators will have to be developed further according to the specific areas that will be funded (e.g., access to family planning services in the area of reproductive health).	6. Conflict could occur in some areas or all areas.	←Ensure contingency plans offer maximum flexibility.



3

## Recommended Activities

## 3

## Recommended Activities

The sub-sector reports made it very clear that there are significant threats, many urgent needs, and a considerable amount of fear in the CAAs. These must be effectively addressed in order to obtain some degree of human security and, therefore, achieve and sustain peace. This goes beyond the signing of any peace agreement by the national government and the MILF. Towards these ends, the HD Team formulated the following conclusions and recommendations.

### CONCLUSIONS

Seven peace-building principles should inform interventions carried out through the Mindanao Trust Fund in the CAAs:

- 1) Recognise and protect human dignity
- 2) Ensure the protection of fundamental human rights
- 3) Celebrate the diversity of gender, ethnicity, faith, way of life, and experience
- 4) Engage and empower those most directly affected, vulnerable, and marginalized
- 5) Build on capacities and human potentials
- 6) Promote social justice, particularly, equitable access to resources
- 7) Facilitate healing and reconciliation.

The Mindanao Trust Fund should benefit all. The most significant investments, however, should be devoted to protecting the rights and improving the situation of children, women, and youth – in that order.

Those who are displaced should be accorded the highest priority, but in such manner as to foster cooperation, not competition, in the communities to which they voluntarily return or resettle. In addition, all such efforts should acknowledge the helpful roles that have been played and are being played by others. These include, in particular, those families and communities who provided refuge and/or assistance for those displaced by armed conflict.

The children are the future of Mindanao, indeed, the future of the Philippines. Every effort should be made to ensure their survival, promote their psychosocial recovery and well-being, stimulate their intellectual development, and build their problem-solving capacities. In addition, they should be the primary beneficiaries of sustained peace education efforts that underscore the strengths of diversity and cooperative effort. The aim should be breaking the cycles of exclusion, disadvantage, distrust, violence, and conflict. The time to start is now, not tomorrow.

In general, the women are committed to peace and most able to transcend self to the benefit of the broader community. They recognize, more than most, the true cost of war. Supported and enabled, they will keep their families healthy and together, build hope in the affected communities, and improve the quality of life for all. Empowered and held accountable, they will help bring about some of the changes in power relations and social structures that are necessary for human-centered reconstruction and development in the CAAs.

The youth, particularly the males, are at risk. Their future does not today look bright and they cannot go back to childhood for a fresh start. They must be the focus of creative, relevant, timely, and sustained effort or they will rapidly become the new troops and drug traffickers. Provided with alternatives, they could chart a new course in life. Recognized for their potential and



properly equipped, they could become a potent force for positive change.

## RECOMMENDATIONS

Activities funded under the Human Development Sector should be focused on protecting human rights, preventing the most serious threats, and reducing the highest risks, especially among the most vulnerable segments of the conflict-affected populations. They should be highly visible, engage large numbers of people, delivered “close to the ground,” and have quick impact. In short, these activities should help save lives, prevent illness, and foster hope.

Immediate interventions – initiated during year one should have as their priority: (a) those displaced by conflict and natural disaster; (b) those with needs for special protection and assistance; (c) persons in situations of food insecurity; (d) victims of sexual and gender-based violence; (e) pregnant and nursing mothers; and (f) young, out-of-school children.

Every effort should be made to immediately get IDPs, especially those who have experienced secondary displacement due to flooding, into proper shelter – preferably back in their community of origin – that protects them from the elements and, therefore, the threat of illness or death due to infectious disease. Pregnant women should receive tetanus toxoid vaccinations and infants as well as very young children should be immunized against measles and the other diseases listed in WHO’s Expanded Programme of Immunization (EPI). Campaigns to register births should be carried out regularly.

Virtually all children should be in playgroups, day care activities, or educational programs—even if only for a couple of hours per day. This would provide some of the structure they need in their day in order to feel more secure; stimulate their intellectual development; create opportunities for monitoring their safety, health, and well-being; and promote the value of education. Food security issues must be addressed through such mechanisms

as food in/food through the school, food-for-work, and supplementary feeding. Livelihood activities should be initiated, with women in the forefront. Effective ongoing peace education and conflict resolution activities should be expanded. Armed elements should be withdrawn from residential areas and places of worship and education. Much of this basic and humanitarian assistance will have to be provided through organizations working in close partnership with the affected communities.

Short-term interventions – started during year two—should build on the earlier interventions, prevent new threats, and mitigate present as well as emerging risks. The focus of these empowerment-oriented activities should be: (a) IDPs; (b) older out-of school children; (c) the youth—male and female; (d) young families; (e) mothers; and (f) those with the lowest family incomes. Carried out properly, they should help redress some of the exclusion and disadvantage that has been among the causes of conflict.

Short-term interventions should include IDP return and reintegration assistance; return to school and creative, alternative learning programs for out-of-school children and youth; the reconstruction, equipping, and staffing of school buildings; and, enhancing the capacity for disaster management. Maternal and child health services as well as food in/through the school will need to be continued. Interventions for the youth, young families, and mothers should include livelihood projects and education on women’s health, reproductive health (including HIV/AIDS), life skills, effective parenting, and livelihood generation. Most of these activities should be community-driven.

Medium-term interventions will begin in year three. These are also focused on preventing threats but with a greater emphasis on promoting life, well-being, and dignity. Generally, these kind of interventions will be focused on large groups of people and include substantial investments in information, education, and communication campaigns. Others will involve capital outlays.

Human rights education, health education campaigns that encourage attitudinal and behavioral change, improvements in the formal mechanisms for social protection such as the purchase of communication equipment for police and fire trucks, and the establishment of fully equipped health centers will help ensure human security and contribute to peace building.

### SEQUENCING OF ACTIVITIES FOR GREATEST IMPACT

The activities carried out through the Mindanao Trust Fund for Reconstruction and Development should be sequenced for greatest impact on promoting human security and peace building. The tables that follow suggest what the Human Development Sector might look like as well as what impact vis-à-vis human security is envisioned:

IMMEDIATE ACTIVITIES	
Activity	Envisaged Impact
Address the basic assistance needs of the IDPs (i.e., food/non-food items, shelter, health services, psychosocial care, and start-up livelihood assistance)	Protect life, well-being, and dignity
Immunize pregnant women, infants, and young children	Protect life and well-being
Address basic maternal and child health needs	Protect life and well-being
Provide essential medicines to those in need	Protect life and well-being
Ensure access to potable water	Protect life and well-being
Ensure proper sanitation	Protect life and well-being
Establish/re-establish barangay level health services and centers	Protect life and well-being
Establish/re-establish day care programs that include weighing and nutrition services	Protect life and promote well-being
Establish/re-establish basic education services that include food in and/or through the school and an inclusive, peace-building curriculum	Protect life and promote well-being
Provide psychosocial services and invest in model building	Protect well-being and dignity
Provide start-up livelihood assistance that helps reduce food insecurity	Protect well-being and dignity
Reinforce and expand effective, community-based conflict resolution and peace building efforts	Protect well-being and dignity
Assist communities to establish "Spaces for Peace"	Protect well-being and dignity

SHORT-TERM ACTIVITIES	
Activity	Envisaged Impact
Facilitate voluntary and dignified IDP returns and reintegration or resettlement	Protect life, well-being, and dignity
Expand maternal and child health services	Protect life and well-being
Reconstruct, properly supply, and staff barangay health stations	Protect life and promote well-being
Establish mobile health services	Protect life and promote well-being
Initiate information, education, and communications campaigns on women's health, including reproductive health	Protect life and well-being
Expand efforts to build disaster management capacities	Protect life and well-being
Increase participation in early childhood programs by continuing services and constructing additional play centers	Protect well-being and dignity
Increase school participation by continuing food programs and initiating alternative learning programs and delivery approaches	Protect well-being and dignity
Engage large numbers of people in classroom building initiatives through food-for-work schemes	Protect well-being and dignity

(continued...)

Expand literacy and livelihood programs for women and young families	Protect well-being and dignity
Strengthen and capacitate community-based social protection systems and structures	Protect well-being and dignity
Initiate life skills and other types of training programs for youth, young families, and others	Promote well-being and protect dignity
Initiate a scholarship program for deserving, needy youth	Promote well-being and protect dignity
Initiate efforts to have Parent-Teacher-Community Associations, Local Government Units, and the private sector play greater roles in education	Promote well-being
Initiate efforts to organize Local Health Boards	Promote well-being
Initiate “Culture of Peace” Workshops to help build peace	Promote well-being

## MEDIUM-TERM ACTIVITIES

Activity	Envisaged Impact
Publicly honor communities that effectively hosted and/or reintegrated IDPs	Protect life and well-being
Reconstruct, equip, supply, and staff municipal level health facilities	Protect life and well-being
Establish information, education, and communications campaign on major public health issues, including reproductive health, HIV/AIDS, and substance abuse	Protect life and promote well-being
Enhance disaster prevention capacities	Protect life and promote well-being
Rehabilitate and construct, equip, supply, and staff new classrooms	Promote well-being and dignity
Establish tertiary-level scholarship programs for conflict-affected youth, particularly Muslims and Indigenous Peoples	Promote well-being and dignity
Provide entrepreneurship training for women	Promote well-being and dignity
Facilitate the creation of community-savings mobilization schemes	Promote well-being
Increase public participation in localized conflict resolution	Promote well-being
Undertake information, education, and communications campaigns to promote human rights	Promote well-being
Study the role of women in resolving or preventing family or community-based conflict	Promote well-being
Provide communications equipment for the police and fire trucks for municipalities without such equipment	Protect lives and well-being
Enable government and civil society organizations to collect, manage, and disseminate gender and age-group disaggregated statistics	Protect lives and promote well-being
Lobby the national legislature to enshrine in law the “Guiding Principles on Internal Displacement”	Promote lives, well-being, and dignity

### RECOMMENDED BUDGETS

Proposed budgets are included in the sub-sector reports. These are by no means precise and should be seen simply as starting points for further discussion, rather than conclusions. The table

below is simply a summation of the sub-sector budgets. In order to cover all of these costs, it will be necessary to obtain resources beyond those made available through the MTE. As such, the HD Team recommends coordinated, complementary effort by the donor community and government.

Sub-Sector	Proposed Budget (USD)
Internally Displaced Persons	11,500,000
Social Protection	500,000
Gender	2,000,000
Youth	1,000,000
Education	12,000,000
Health (including Women's Health)	10,000,000
<b>Total</b>	<b>37,000,000</b>





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- Needs and Capacities of the MNLF Soldiers, Their Families and Community”  
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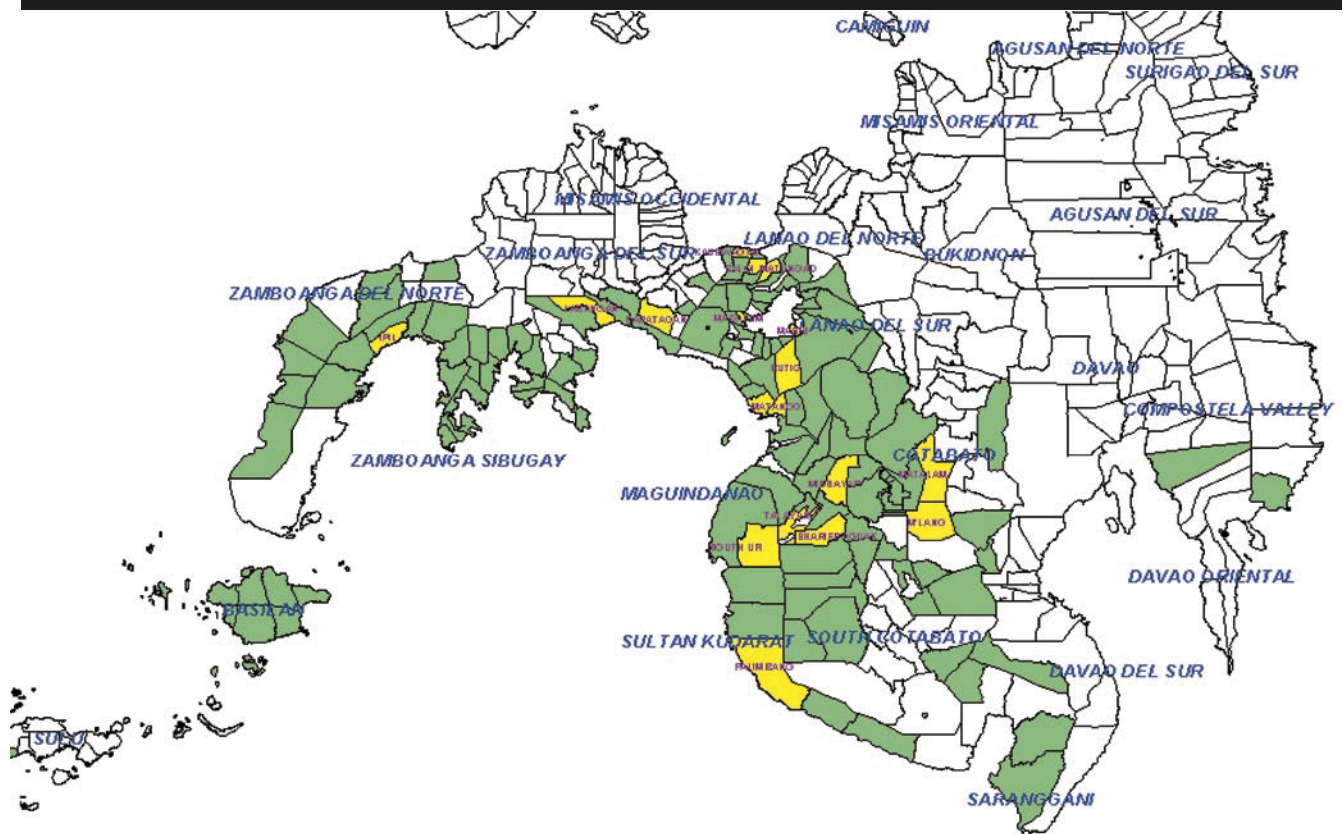
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Appendices

# 5 Appendices

## APPENDIX A JNA Geographic Setting

(Conflict-Affected Areas in Mindanao and the Sample Sites)



Green & Yellow: 150 Municipalities; Yellow: JNA Sample Sites

**APPENDIX B List of Stakeholders Consulted by the Human Development Team**  
 Davao and Manila, April to May 2004

Name	Designation/Section	Organizational/Sector/Area
1. Mr. Nasser Sinarimbo	Officer-In-Charge, ODA Office	ARMM Regional Government
2. Dir. Damar Kadon	Regional Director	Department of Education (DepEd) XI
3. Mr. Mohammad Du	Medical Dental Bureau	DepEd-ARMM
4. Ms. Albaya Barodin	Values Education Coordinator	DepEd-Cotabato City Division
5. Dr. Rimpa Impar	Medical Officer IV	DepEd-Lanao del Sur II
6. Mr. Daud Lala	-	DepEd-Marawi City Division
7. Dr. Jemie Biron	Mindanao Health Office	Department of Health (DOH)
8. Dr. Alinader Minalang	Chief of Staff	DOH-ARMM
9. Hja. Bainon Karon	Regional Secretary	Department of Social Welfare and Development (DSWD)- ARMM
10. Usec. Bai Pombaen Kader	Undersecretary	DSWD-ARMM
11. Hon. Jesus Dureza	PA for Mindanao and MEDCo Chairman	Mindanao Economic Development Council (MEDCo)
12. ASec. Eufemia Calderon	Assistant Secretary and Vice-Chairperson	MEDCo
13. Ms. Felma Joy Tadios	Sr. EDS, Social Development Assistance	MEDCo Secretariat
14. Mr. Jeremiah Estorque	Sr. EDS, Social Development Assistance	MEDCo Secretariat
15. Dr. Thomas Sabal	Chairperson, College of Engineering	Mindanao State University (MSU) Maguindanao
16. Prof. Abdul Nasser Tanggol	Associate Professor, Public Administration	MSU-General Santos
17. Dr. Salipada Tamano	Former DepEd-ARMM Secretary King Faisal Center for Islamic Studies	MSU-Marawi
18. Hon. Teresita Deles	Secretary	Office of the Presidential Adviser on the Peace Process (OPAPP)
19. Dir. Howard Cafugauan*	Director II	OPAPP
20. Ms. Xenia Pacumbaba	Administrator and Area 9 Coordinator	Philippine National Red Cross-Davao City Chapter
21. Mr. Edwin Patalagsa	Representative, Disaster Management	Philippine National Red Cross-Davao City Chapter
22. Dr. Warlito Vicente	-	Davao Medical School Foundation/Center for Education, Research and Development Health
23. Mr. Efren Ricalde	President and Chief Executive Officer	GeoSpatial Solutions, Inc.
24. Mr. Takayoshi Sato	Team Leader, Food Security & Livelihood Team	Organization for Industrial, Spiritual and Cultural Advancement (OISCA)- International
25. Dr. Rodolfo Matienzo	Consultant	OISCA
26. Dr. Elmo Angeles	Consultant	OISCA
27. Ms. Michiko Hayashi	Consultant	OISCA
28. Mr. Cader Mambuay	Chairperson	Action Center for Social Justice, Peace & Dev't, Inc.
29. Mr. Said Sheik	-	Action Center for Social Justice, Peace & Dev't, Inc.
30. Ms. Sapura Mustapha	-	AL-AMAL
31. Mr. Ismail Balayanan	-	Al-Jabaliya Islamic Foundation (North Cotabato)
32. Dr. Pendatun Pangadil	-	Alliance of Bangsamoro for Peace & Sustainable Dev't
33. Ms. Norma Pasandalan	-	Alliance of Concerned Bangsamoro Women
34. Mr. Romulo dela Rosa	Executive Director	Alternative Forum for Research in Mindanao
35. Dr. Ayan Decampong	Resident Physician	Amai Pakpak Medical Center
36. Dr. Ibrahim Macapode	Resident Physician	Amai Pakpak Medical Center
37. Dr. Abas Candao	Chairman	Bangsamoro Development Agency (BDA)
38. Dr. Safrullah Dipatuan	Vice Chairman	BDA
39. Engr. Windel Diangcalan	Secretary	BDA
40. Dr. Rizaldy Piang	Treasurer	BDA
41. Uz. Abdulkadir Abdullah	Member	BDA
42. Dr. Habib Macaayong	Member	BDA
43. Mr. Jamel Macaraya	Member	BDA
44. Mr. Osmena Salisipan	Member	BDA

(continued...)

Name	Designation/Section	Organizational/Sector/Area
45. Mr. Emran Mohamad	Staff	BDA
46. Mr. Abdulmuin Lantong	Staff	BDA
47. Mr. Suwaid Mohamad	Staff	BDA
48. Ms. Ruby Andong	Staff	BDA
49. Ms. Julie Albaya	Staff	BDA
50. Ms. Julhaina Cadon	Staff	BDA
51. Ms. Auliya Alonto	-	Bangsamoro Women Assembly
52. Ms. Zuraida Anayatin	Founding Member	Bangsamoro Women Federation
53. Ms. Turhata Maglangit	-	Bangsamoro Women Solidarity Forum
54. Ms. Fatmawati Salappudin	-	Bangsamoro Women Solidarity Forum
55. Ms. Norma Pasandalan	-	Bangsamoro Women Solidarity Forum
56. Ms. Baicon Macaraya	President	Bangsamoro Youth Lanao Center for Peace and Development (Marawi)
57. Arch. Fernando Capalla	Convener	Bishop-Ulama Forum
58. Ms. Myla Leguro	Program Manager, Peace & Reconciliation	Catholic Relief Services
59. Ms. Celia Santos	Project Coordinator	Community and Family Services International
60. Mr. Guiamel Alim	Chairperson	Consortium of Bangsamoro Civil Society
61. Ms. Wahida Ablahi	Executive Director	Federation of United Mindanawan Bangsamoro Women Multi-Purpose Cooperatives
62. Ms. Pinky Ali	Member	Gender Advocates of Lanao
63. Ms. Irene Santiago	Convener	Global Forum of Women Political Leaders
64. Ms. Mary Ann Arnado	Deputy Director	Initiatives for International Development
65. Prof. Abdul Nasser Lingga	Executive Director	Institute of Bangsamoro Studies/Talaynged Foundation
66. Mr. Amenodin Cali	Executive Director	Kalimudan Foundation (Marawi)
67. Mr. Guiamel Alim	Executive Director	Kadtuntaya Foundation
68. Ms. Dolores Corro	Executive Director	Mindanao Coalition of Development NGOs
69. Ms. Amelita Atillo	Director, Research Unit	Mindanao Commission on Women
70. Bai Dayang Panda	-	Mindanao Islamic Movement Association
71. Mr. Dam Vertido	Executive Director	Mindanao Land Foundation
72. Mr. Arvin Chua	-	Mindanao Land Foundation
73. Mr. EJ Matela	-	Mindanao Land Foundation
74. Fr. Albert Alejo, S.J.	Executive Director	Mindanaon Initiatives for Cultural Dialogue
75. Ms. Miriam Suacito	Executive Director	Nagdilaab Foundation, Inc.
76. Mr. Edgardo Ramirez	Program Officer, Policy Advocacy on Strategic Studies	Notre Dame University-Peace Center
77. Fr. Angel Calvo	President	Peace Advocate Zamboanga Foundation, Inc.
78. Ms. Priscilla Valmonte	Executive Secretary	Peace Advocate Zamboanga Foundation, Inc.
79. Ms. Isabelita Antonio	-	Pilipina Legal Resource Center
80. Ms. Lyca Sarenas	-	Pilipina Legal Resource Center
81. Ms. Tarhata Maglangit	Director	Regional Commission on Bangsamoro Women
82. Ms. Sohura Dipatuan	Pharmacist	Safrullah M. Dipatuan General Hospital
83. Ms. Noronisa Dipatuan	Nurse	Safrullah M. Dipatuan General Hospital
84. Ms. Bagjan Abdulkarim	-	Salam Peace Foundation
85. Ms. Raissa Jajurie	-	SALIGAN-Mindanao
86. Mr. Noel Puno	Emergency Program Officer	Save the Children Foundation
87. Atty. Michael Mastura*	President	Sultan Kudarat Islamic Academy Foundation
88. Ms. Baicon Macaraya	Coordinator	Tabang Mindanaw
89. Ms. Froilyn Tenorio	Chairperson	Teduray Lambiangan Women's Organization
90. Ms. Bagjan Andulkarim	Dean, College of Social Work	Western Mindanao State University
91. Mr. Zaiton Samama	-	IDP/Social Protection (Maguindanao)
92. Mr. Guiamaludin Sampulna	-	IDP/Social Protection (North Cotabato)
93. Mr. Maamon Ibharim	-	IDP/Social Protection (Maguindanao)

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Name	Designation/Section	Organizational/Sector/Area
94. Mr. Muhammad Ali	-	IDP/Social Protection (North Cotabato)
95. Engr. Said Gogo	-	IDP/Social Protection
96. Engr. Cayamora Maute	-	IDP/Social Protection
97. Mr. Toti Montila	Student Leader	IDP/Social Protection
98. Mr. Masbud Gaima	Student Leader	IDP/Social Protection
99. Mr. Al Saliling	-	IP
100. Fr. Bert Layson	Parish Priest, Pikit Parish	Religious
101. Mr. Abdul Nasser Papata	-	Religious
102. Mr. Abdulmajeed Ansano	Ulama	Religious
103. Mr. Richard Ondrik*	Chief Country Officer	ADB
104. Mr. Wilson Camarinas	Programme Coordinator, Program Support and Coordination Team	GOP-UN Multi-Donor Programme 3
105. Mr. Ronillo Dusaban	Component Manager, Relief and Rehab	GOP-UN Multi-Donor Programme 3
106. Mr. Rudy Baldemor	National Project Coordinator, Training on Rural Economic Empowerment	ILO
107. Ms. Ting Gorgonio	Program Officer	OXFAM-Great Britain
108. Ms. Deborah Landey*	UN Resident Coordinator/ UNDP Resident Representative	UN/UNDP
109. Mr. Kyo Naka*	Deputy Resident Representative	UNDP
110. Ms. Alma Evangelista*	Peace and Development Advisor	UNDP
111. Mr. Marco Smoliner*	Coordinator	UN Field Security Coordinator Office
112. Mr. Bhuvan Bhatnagar*	Coordinator, Environment and Social Development	World Bank
113. Ms. Ming Zhang*	Coordinator, Infrastructure	World Bank
114. Ms. Idah Riddihough*	Coordinator, Rural Development (RD)	World Bank
115. Mr. Christopher Ancheta*	Infrastructure Sector	World Bank
116. Ms. Michelle Cullen*	Peace and Conflict Specialist	World Bank-Washington, D.C.
117. Mr. Kenro Oshidari	Deputy Director, Regional Bureau for Asia	World Food Program

\* met in Manila

## APPENDIX C List of Stakeholders Consulted by the Human Development Team During Field Visits August 2004

### 10 August 2004, Cotabato City Consultation Workshop (ARMM)

Name	Designation/Section	Organizational/Sector/Area
1. Dr. Cabaybay Abubakar	President	Shariff Kabunsuan College
2. Armia Ebrahim, Ed.D.	Director, Guidance and Testing Center	Cotabato City State Polytechnic College
3. Maripaz Abbas-Mastura, Ed.D.	Chairperson, Languages and Industrial Psychology	Cotabato City State Polytechnic College
4. Hja. Globay S. Diocolano	President	KFPDAI
5. Bai Embai M. Baraguir	President	Sultan Kudarat Womens Association
6. Bai Carmen Aplal	Community Resident	Pikit, North Cotabato
7. Bai Sittie Honey Pangilamen	Community Leader	Pagalungan, Maguindanao
8. Gina Karon Ibrahim	Chairperson	Women Farmers/Fisherfolk, Upi, Maguindanao
9. Esmeralda Olong	Planning Officer	RCBW-ARMM
10. Sanimbai M. Kalim	Community Resident	Jamiatun Nisah, MPC
11. Rasmia Sandato	Vice Chairperson	AWFRD
12. Arlene Matalam-Maguid	Community Resident	Pagalungan, Maguindanao
13. Amina Pualas	Secretary	ACBWD
14. Kaer Marindig	Auditor	Women Council of Irawa, Barira, Maguindanao
15. Somaera Pacasem	President	Iranon Women Council, Barira, Maguindanao
16. Mohanie Madag	Community Resident	Matanog Women, Maguindanao
17. Saripa Bantilan	Business Manager	Women Council of Iranon
18. Norma Pasandalan	President	Alliance of Concerned Bangsamoro Women for Development
19. Baycon Rainan	Community Resident	Datu Odin Sinsuat, Maguindanao
20. Norhana Abo	Member	UNYPHIL-Women
21. Hja. Anisa Mala	President	Women's Agri-based Community Development, MPC, Sultan Mastura
22. Bai Albaya Wampa	President	Al Jameellah Organization
23. Tarhata Salendab	MNLF-Women	Kabuling, Buluan, Maguindanao
24. Saida Esmael	Community Resident	Kayaga, Buluan, Maguindanao
25. Bai Leilanie "Geget" Paglas	Community Resident	Datu Paglas, Maguindanao
26. Sahada Nampa	Community Resident	Datu Paglas, Maguindanao
27. Bai Eden Dilangalen	Community Resident	Buluan, Maguindanao
28. Tarhata M. Maglangit	Chairperson	RCBW-ARMM
29. Froilyn T. Mendoza	Consultant	TLMOI
30. Michelle B. Martinez	Secretary	Al Jamellah Organization
31. Ginambai d. Ibrahim	Chairperson	Bangsamoro Women Farmers/Fisherfolk
32. H.Bai Albaya B. Wampa	President	WK SRC Al Jamera Organization
33. Sanimban M. Kalim	Chairperson, Audit Committee	Jamiatun Nisah, MPC
34. Bai Carmencita Paplad		MIFPC, Batuburan, Pikit
35. Wahida M. Abtahi	Executive Director	FUMBMW-MPC
36. Lailani M. Paglas	Chairperson	FLORH/MORPA
37. Shariffah G. Agar	Community Organizer	CFSI
38. Ma. Violeta Jennylyn Yap	Social Welfare Officer IV	DSWD-ARMM
39. Annalie I. Ostique	Information Officer	BPI-ARMM
40. Ronnie M. Algan		DYSA
41. Jo R. Henry	Information Officer 2	BPI-ARMM
42. William M. Solano		BPI-ARMM
43. Omar G. Mangorsi	Cameraman	BPI-ARMM
44. Esmael Ebrahim	Director	IBS

(continued...)

Name	Designation/Section	Organizational/Sector/Area
45. Dr. Sulog G. Bra	Director	MSU-Research Extension
46. Lyneto S. Tadle	Executive Assistant	DepEd-ARMM
47. H. Bai Carmen P. Aplad	President	NIFPE, Pikit, Cotabato
48. Sittie Nur-Ainee Usman	WWP staff	DSWD-ARMM
49. Raiza A. Alunto	Social Welfare Officer I	DSWD-ARMM
50. Nahan Abo		WayPhil-Women
51. Sha M. Kalim	Training Officer	RCBW-ARMM
52. Myrna Alfonso	Planning Officer	RPDO-ARMM
53. Sittie Zurhayda P. Candaoo	Clerk	RPDO-ARMM
54. D. Dumagay	Director IV	MPDO
55. Romeo Diocolano	Project Development Specialist	ARMM-ODA
56. Romy Saliga	Admin Officer	LUCI (NGO)
57. Sammy P. Maulana	Program Coordinator	CBCS
58. Bai Teves B. Ayao	Program Officer	KAAGAPAY
59. Leo Alicias	Civil Defense Officer	OCD-ARMM
60. Cliff Winston Alvarico	Project Officer	Kadtuntaya Foundation Inc.
61. Nenita M. Briones	Administrator	PNRC
62. Yennah F. Torres	Executive Director	TRIPOD
63. Hja. Meriam K. Abdulkasa	Social Welfare Officer IV	DSWD-ARMM
64. Iskak G. Daud	Secretary	Al-Ihsan Foundation
65. Roger Acosta	Project Officer	CFSI
66. Rafaelito Handok	Chief, Technical MSP	NCIP XII
67. Wesley Villanueva	Local Project Coordinator	ACH
68. Miguela Barba	Obs. Coordinator	ACH
69. Lita Enek	Regional Director	OCD-ARMM
70. Normina M. Ignacio	Staff	PNRC

**11 August 2004, Cotabato City****Consultation Workshop (North Cotabato and Maguindanao)**

Name	Designation/Section	Organizational/Sector/Area
1. Basaludin Geralaudi	IDP	Pagalungan
2. Max H. Paglala	IDP	Pagalungan, Maguindanao
3. Sandato Sultan	IDP	Raja Muda
4. Abdullah Acob	IDP	Raja Muda
5. Ismael M. Usman	IDP	Kudal
6. H. Sulaiman Gialil	IDP	Inug-ug
7. Amevar H. Usop	IDP	Kudal
8. Maliam Usop	IDP	Sitio Lakig, Kudal
9. Taya Dalanda	IDP	Inug-ug
10. Munalisa Husain	IDP	Raja Muda
11. Yesriya Mamasabagat	IDP	Talitay, Pikit
12. Kalim Srileek	IDP	Nalapaan
13. Esmael Salino	IDP	Pagalungan
14. Usman Dumulaba	IDP	Raja Muda

(continued...)

**12 August 2004, Pikit, North Cotabato**  
**FGDs/Interviews (Pikit)**

Name	Designation/Section	Organizational/Sector/Area
1. Ramon D. Duremdes	MPDC	LGU-Pikit
2. Liberty May E. Sayamsam	Day Care Worker	MSWDO
3. Mary Jane Amelil	Day Care Worker	MSWDO
4. Lt. Romeo Bartiana	BN Ex-O	401B, GID4
5. Pl Santos Bautista	Cop	Pikit MPS
6. Zenaida Villanueva	Volunteer	DSWD
7. Zenaida Takunin	SWA	MSWDO-LGU
8. Mary Grace P. Cadungo	Social Welfare Officer III	MSWDO-LGU
9. Imelda L. Balioc	MSWDO	MSWDO-LGU
10. Camandan A. Balabandan	Principal-in-charge	DepEd, Pikit North District
11. Kolma M. Alonto	Principal-in-charge	DepEd, Pikit West District
12. Marilou P. Mangansakan	Teacher-in-charge	DepEd-Pikit West District
13. Kalima T. Balabandan	District Supervisor	DepEd, Pikit South District
14. Aida S. Mangansakan	NFE Coordinator	DepEd, Pikit West District
15. Mina a. Mamalumpang	Barangay Health Worker	Municipal Health Office, Pikit
16. Aldrin P. Quinano	PHN	Municipal Health Office, Pikit
17. Sabdula Libungan	BHW	Municipal Health Office, Pikit
18. Max Vilorio Boado	General Manager	Pikit Water District
19. Teresita F. Cortes	PHN	Municipal Health Office, Pikit
20. Milagros G. Nortea	RHM	Municipal Health Office, Pikit
21. Julie O. Maliga	staff	Bangsamoro Development Agency
22. Esmael Mangandili	Parent	BDA, Liguasan
23. Hassan Kamin	Parent	BDA, Buliok
24. Kudin Ibrahim	Parent	BDA Baguingued
25. Abdul Laten	Parent	BDA, Buliok
26. Ibrahim Demodoz	Parent	BDA, Buliok
27. Ustz. Eskak S. Esmael	Parent	BDA, Liguasan
28. Mutalib Usmada	Parent	BDA, Buliok
29. Odin Ali	Parent	BDA, Buliok
30. Mama "Max" Pandita	Parent	BDA, Aleosan
31. Sardali H. Solaiman	Parent	BDA, Raja Muda
32. Hanapia H. Ebrahim	Parent	BDA, Talitay
33. Hadiguia Ali	parent	BDA, Buliok
34. Napesa Wahab	Parent	BDA, Pikit
35. Parida Daliasan	Parent	BDA, Pikit
36. Laida Dadtugan	Parent	BDA, Buliok
37. Habiba Ali	Parent	BDA, Pikit
38. Haria Abas	Parent	BDA, Talitay
39. Zaiton Samara	Parent	BDA, Pagalungan
40. Mohamad Paye	Barangay Captain	Balong, Pikit
41. H. Abdullah Ali	Imam	Mananlau
42. Patadar Simon	Fisherman	Rajamuda
43. Edris Aulik	Imam	Lagundi
44. Lakiman A. Tingli	Teacher	Gli-gli
45. Abdul Aziz Kamal	Arabic Teacher	Poblacion, Pikit
46. H. Abdul Karim Aressoran	Imam	Poblacion, Pikit
47. Sulaiman ali Barden	Arabic Teacher	Mananlau
48. Paglas A. Dilangalen		Rajamuda
49. Gerry Dumacon		Bagoinged
50. Mahbober Ibrahim		Talitay

(continued...)



Name	Designation/Section	Organizational/Sector/Area
51. Kongan Gunten		Buliok
52. Hairon Piary		Buliok
53. Esmael K. Rahim	Medical Team	UniPhil
54. Zainodin K. Langguyuan	Medical Team	UniPhil
55. Pahima M. Mustapha		
56. Nida Bandali		
57. Morieha Handic		
58. Fatima Edris		
59. Badrudin Alon		
60. Macmed Abdullah		
61. Abdulkadir Imam		
62. Esmael P. Abdullah		
63. Nasser Gayangay		
64. Morieha Andioc		Talitay
65. Mahboba Ibrahim		Talitay
66. Taya Dalonda		Inug-ug
67. Kongan Gurlen		Buliok
68. Hayron Piarg		Buliok
69. Pao Eslain		Inug-ug
70. Pammy Mamendeg		Bagoinged
71. Mesriya Mamasalagat		Bagoinged
72. Munalisa Husein		Talitay
73. Hairy Abas		Rajamuda
74. Hadiguia G. Kadatuwan		Talitay
75. Maliam Usop		Bagoinged
76. Lukia Sangaban		Bagoinged
77. Fatima Sufeiloc		Bagoinged

### 13 August 2004, Talayan, Maguindanao

#### FGDs/Interviews (Talayan)

Name	Designation/Section	Organizational/Sector/Area
1. Baricledo Miettintlang		
2. Baby Mustapha		
3. Muslima Mustapha		
4. Rowena Malang		
5. Dante Bagamar		
6. Baganian, Zahabudin		
7. Suhor Amelol		
8. Albert P. Hadjilil		
9. Esmail Midtimbang		
10. Rhominie Omar		
11. Emvan Baganian		
12. Ruben S. Ubal		UniPhil
13. Gayak Unos		
14. Amil Uga		
15. Palima Mouluna		
16. Kanumbai Mustapha		
17. Noria Palimbang		LMYSHENS
18. Umo Ikit		
19. Ata Angkua		
20. Kunta Ulak		

(continued...)

Name	Designation/Section	Organizational/Sector/Area
21. Tayan Mahamad		
22. Bei Abdullah		
23. Ugay Sama		
24. Salipada Tukag		
25. Kera Baganian		
26. Ungka Umal		
27. Ali Baganian		
28. Paunda Tukan		Binagga
29. Baungkong Kusasin		Katibpuan
30. Monera Omar		Buribud
31. Rahma Zacaria		Malada
32. Alungan Baganian		Lambayao
33. Felma Tanumbai		Lambayao
34. Zaldy Usman		Bubuguran
35. Ato Omar		Hahan
36. Saniya Dulig	Elderly	
37. Saguir Musa	Elderly	
38. Lambayu Alod	Elderly	
39. Saguir Rajahmuda	Elderly	
40. Marina Miloy	Elderly	
41. Bukong Amilul	Elderly	
42. Apipa Satar	Elderly	
43. Kayda Paganay	Elderly	
44. Kagligira Baganian	Elderly	
45. Babai Watamanah	Elderly	
46. Kagi Fahad Kalimbang	Elderly	
47. Hadji Abdullay Abubakar	Elderly	
48. Laguiawan Bakar	Elderly	
49. Tidar Naagako	Elderly	
50. Farida Tungao	IDP	Talayan National High School
51. Senorita Mama	IDP	Talayan National High School
52. Limbaya Malang	IDP	Talayan National High School
53. Baila Mustapha	IDP	Talayan National High School
54. Lida Mustapha	IDP	Talayan National High School
55. Guiaibai S. Guialudin	Planning Officer	DepEd-Talayan
56. Bayang S. Panalangin	Teacher-in-charge	DepEd-Talayan
57. Luzviminda L. Midtebang	Classroom Adviser	DepEd-Talayan
58. Nerissa Baganian		INFO
59. Basnarin S. Tasil	Teacher-in-charge	DepEd-Talayan
60. Anggal S. Ibrahim	ESHT-III	DepEd-Talayan
61. Jamarie M. Clao	High School Teacher	DepEd-Talayan
62. Marcito I. Kaling	High School Teacher	DepEd-Talayan
63. Salman s. Saga	High School Teacher	DepEd-Talayan
64. Pendatun A. Ayao	District Liaison	DepEd
65. Akino G. Pendililiang	District Supervisor	DepEd
66. Uz Ibrahim A. Alipid		DepEd-ARMM
67. Kaling Meen		
68. Uz Alie Balinte		
69. Abdulkarim B. Dalimbang	NFE Coordinator	
70. Ishmael Ental		Arabic Language Learning Association, Inc.
71. Kadtungan Inangkalan	Barangay Captain	Brgy. Linamonan
72. Datu Alibasa M.	Barangay Captain	Talayan

(continued...)

Name	Designation/Section	Organizational/Sector/Area
73. Kabiu Ayuwan	Barangay Captain	Fugotan
74. Mawap Matanog	Barangay Captain	N. Binangga
75. H. Esmail Batumanguda	Barangay Captain	Boboguiron
76. Katulan Kaul	Barangay Captain	Marader
77. Datumanong Mupak	Barangay Captain	Lanting
78. Bai Samra Kasim	Barangay Captain	Katibpuan
79. H. Omar Salik	Barangay Captain	Tulunan
80. Blah Esmail	Barangay Captain	Tamar
81. Baibon Ampatuan	Barangay Captain	Timrawan
82. Duma Midtimbang	Barangay Captain	Kidate
83. Diya Kanapia	Barangay Captain	Fukal
84. Francisco M. Galapate	Municipal Health Officer	IPHO-Mag.
85. Corselie G. Tending	Midwife III	DOH
86. Rosana F. Chan	Med Tech II	DOH
87. Pendatun A. Abid	President	BHW
88. Datuali A. Acob	Vice President	BHW
89. Mando A. Kamensa	Malaria Care	IPHO-Mag.
90. Shafina B. Pandita	Midwife	DOH
91. Datu Sukarno M. Midtimbang	Sanguniaang Bayan Member	LGU-Talayan
92. Datu Muslimin L. Kasim	Sanguniaang Bayan Member	LGU-Talayan
93. Datu Sandiale I. Sultan	Sanguniaang Bayan Member	LGU-Talayan
94. Datu Samuel K. Midtimbang	Sanguniaang Bayan Member	LGU-Talayan
95. H. Akmad Kumpania	Sanguniaang Bayan Member	LGU-Talayan
96. Sindo L. Drah	Sanguniaang Bayan Member	LGU-Talayan
97. Tayanglong Midtimbang	Day Care Worker	DSWD Day Care Worker Association - Talayan
98. Alma Midtimbang	Day Care Worker	DSWD Day Care Worker Association - Talayan
99. H. Samra Pagadas	Day Care Worker	DSWD Day Care Worker Association - Talayan
100. Karta Midtimbang	Day Care Worker	DSWD Day Care Worker Association - Talayan
101. Minda Esmail	Day Care Worker	DSWD Day Care Worker Association - Talayan
102. Elvie Abo	Day Care Worker	DSWD Day Care Worker Association
103. Shalmar Usip	Day Care Worker	DSWD Day Care Worker Association - Talayan
104. Vilma Midtimbang	Day Care Worker	DSWD Day Care Worker Association - Talayan
105. Baisan Mangudo	Day Care Worker	DSWD Day Care Worker Association - Talayan
106. Nolbayan Mansol	Day Care Worker	DSWD Day Care Worker Association - Talayan
107. Monaria Midtimbang	Day Care Worker	DSWD Day Care Worker Association - Talayan
108. Sarah Midtimbang	Day Care Worker	DSWD Day Care Worker Association - Talayan
109. Romina A. Abubakar	Day Care Worker	DSWD Day Care Worker Association - Talayan
110. Norhea Guiamalon	Day Care Worker	DSWD Day Care Worker Association - Talayan
111. Rayda Kasim	Day Care Worker	DSWD Day Care Worker Association - Talayan
112. Hibagat S. Kalipapa	Day Care Worker	DSWD Day Care Worker Association - Talayan
113. Candida Sindo	Day Care Worker	DSWD Day Care Worker Association - Talayan
114. Sahrida Magada	Day Care Worker	DSWD Day Care Worker Association - Talayan
115. Aleon A. Mansol	Municipal Agriculture Officer	Department of Agriculture-Talayan
116. H.Akmad P. Kompania		
117. Tho Panalangin	Chairperson	Datu Kasim MPC
118. H.Ebrahim Midtimban	Chairperson	Bli-bli Farmers - MPC
119. Surab S. Laguiamuda	Chairperson	Bayabas Integrated Farm - MPC
120. Jocelyn L. Midtimbang	Representative	Talayan Mag. - MPC
121. Al E. Maguid	Chairperson	Fugotan MPC
122. Zucarno Madsimuda	Treasurer	Linamonan FMPC
123. Pendatun Madidis	Chairperson	Linamonan FMPC
124. Ronnie M. Udzong	Chairperson	Talayan Marketing

(continued...)

Name	Designation/Section	Organizational/Sector/Area
125. H. Thoto Maguda	Chairperson	Malimbang MPC
126. Karla Midtimbang	Chairperson	Talayan Maninindig
127. Mila P. Sultan	MCO/ Chairperson	LGU-Talayan/ United Farmers MPC

**14 August 2004, Matanog, Maguindanao  
FGDs/Interviews (Matanog)**

Name	Designation/Section	Organizational/Sector/Area
1. Adting Ramalan		Bo. Sapad
2. Morib Esmael		Mariga
3. Omar Solainan		Tambak
4. Edris Taado		Tambak
5. Raag Mangagao		Ugui
6. Adtig Salibe		Sugod
7. Usop Saudan		Sapad
8. Lambong		Sur
9. Guiamaludin Didatu		Sur
10. Gobil Didatu		Sur
11. Habil Didatu		Sur
12. Samla Rosi		Sur
13. Bangan		Sur
14. Mila Mamarda		Sur
15. Mawi Sanggi	IDP	Poblacion
16. Bani Cudal	IDP	Sapad
17. Abo Diar	IDP	Legui
18. Yasser Abdulraman	IDP	Sapad
19. Sittie Macaangtos	IDP	Binical, Bugasan Sur
20. H.Karim Didato	IDP	Bugasan Sur
21. Boring Sumatal	IDP	Sapad
22. H. Kusain Panandawan	IDP	Marantao
23. A. Nasser Tadun	IDP	Tambak
24. Carima Bilao	IDP	Mariga Sur
25. Samad Padoman	IDP	S. Pindolanan
26. Mohammad Baraguir	IDP	Mariga
27. Norodin Diminda	IDP	Mag-abo
28. Amina Baraguir	IDP	Pindulunan
29. Saada Ali	IDP	Saada
30. Amer Ramabu	IDP	Lagaar
31. Paisa Guiamaludin	IDP	Poblacion
32. Abdulmanan Ramalan	IDP	Lagan
33. Peping Ramalan	IDP	Lagan
34. Kadiguia Sumakat		Elderly
35. Tina Saud		Elderly
36. Pagnawan Pangkatan		Elderly
37. Sari Dima		Elderly
38. Babay Manalinding		Elderly
39. Zubaida Tumarangca		Elderly
40. Hasmira Rodi		Elderly
41. Zaida Omar		Elderly
42. Fatima Piya		Elderly
43. Biyaw Adil		Elderly
44. Bulon Umaga		Elderly

(continued...)

Name	Designation/Section	Organizational/Sector/Area
45. Bayata Sarip		Elderly
46. Dayar Mimbala		Elderly
47. Liling Makapaar		Elderly
48. Hairosalam C. Marindog		Youth
49. Bai Ali		Youth
50. Bainora Managsa		Youth
51. Fatima Inok		Youth
52. Badrudin A. Acmad		Youth
53. Ramalan A. Anisa		Youth
54. Baila B. Didatu		Youth
55. Zainodin Guiamad		Youth
56. Kadin Rominda		Youth
57. Ibrahim Sanggi		Youth
58. Alimoden Yusof		Youth
59. Ababali Samudin		Youth
60. Nasser Ramalan		Youth
61. Usman Mohammad		Education
62. Ariel S. Sarigan		Education
63. Mosleman Sahedir		Education
64. Samsudin Taup		Education
65. Usop Sanda		Education
66. Guniela Laufoer		Education
67. Ali Tonio		Education
68. Ramalan Malik		Education
69. Tahir R. Somandar		Education
70. Mamona H. Cosain		Education
71. Impo Imam		Education
72. Daong Lagui		Education
73. H. Usman Lomaki		Education
74. Samsodin Gumaga		Education
75. Sulaiman Mangga		Education
76. Ali Imam		Education
77. Camaria L. Diabatan	School PI	PTCA
78. Parida S. Saglayan	School PI	PTCA
79. Awad A. Taogi	Head Teacher I	PTCA
80. Rocaya S. Adil	Teacher 1-C	PTCA
81. Ibrahim A. Abdulsamad	Teacher 3	PTCA
82. Rashid M. Dimaporo	Chairman	Sangguniang Bayan Committee on Education
83. Ibrahim Borero		LGU
84. Mohanie Madag		BHW
85. Linda Imam		BHW
86. Almirah A. Ramalan		BHW
87. Carim G. Tador		DOH (RSI)
88. Rasol M. Diamrod	Kagawad (Councilperson)	Bayanga
89. Abdulrasheed Ambil		
90. Badrobin Imam	Kagawad (Councilperson)	Bugasan Norte
91. Ibrahim Imam	ABC President	Bugasan Norte
92. Kasim B. Aman	Rep of Barangay Chairperson	Bugasan Norte
93. Daud Mote	Rep of SK President	Central Langkang
94. Musa Imam	Kagawad (Councilperson)	Langkang
95. Salik D. Ali	Sangguniang Bayan Member	Sapad
96. Patrick I. Lagui	Sangguniang Bayan Member	Sapad

(continued...)

Name	Designation/Section	Organizational/Sector/Area
97. Bajjirie Usman		
98. Rowena K. Salendab	Municipal Facilitator	
99. Rashid M. Dimaporo	Sangguniang Bayan Member	
100. Bajjirie Usman	MSWDO	DSWD

**16 August 2004, Balabagan, Lanao del Sur  
FGDs/Interviews (Balabagan)**

Name	Designation/Section	Organizational/Sector/Area
1. Rasmia Vicente		Molimok
2. Aisa Datusa Baronanao		
3. Mona dalgan		Purakan
4. Noronisa Alon		Purakan
5. Lala Norodin		Purakan
6. Nida Mamangcao		Purakan
7. Rasmia Magandoga		Molimok
8. Modesta G. Araniego, RSW	MSWDO	PASW, Cursillo Movement
9. Norania M. Vicente	MCR	USRAH, CCSS, CROPS
10. Janisah M. Benito		Banago
11. Asnaira S. Mamenting		Malabing La Sur
12. Riga Ronaifah		Purakan
13. Cairia A. Norodin		Purakan
14. Monabas Magdara		Pendolonan
15. Zolaika Amer		Pendolonan
16. Noraida Amer		Pendolonan
17. Conaipa Batiang		Purakan
18. Mille M. Mamenting		
19. Magdasa Maludong	Farmer	Balabagan
20. H. Amin Canacan	Retired Government Officer	LGU
21. Era Basil	Security Officer	LGU
22. Dima Dirasa	Farmer	Molimok
23. Malantong Cabugatan	Farmer	Molimok
24. Loming Dompaa	Farmer	Molimok
25. Sampenio Maglig	Farmer	Molimok
26. Monet L. Tabug	Barangay Chairperson	Bareroa
27. Adelaida T. Leide	LGOO X	DILG
28. Macmed Sampiaco	NIAO-DAF	Department of Agriculture
29. Epimaco Ibanez	Barangay Captain	Lower Itil
30. Noel Lacambra	Agriculturist	PCA
31. Leo Angelo C. Balboa	Employee	LGU Banago, Balabagan
32. Vic Calubia	Employee	
33. H. Azis G. Dibratun	Barangay Chairperson	Tataya, Balabagan
34. Abdilla P. Mampon	Private Secretary	LGU Mayor's Office
35. Dimasira H. Sampiano	HRMO	LGU Mayor's Office
36. H. Rauf S. Manonsing	P.R.O.	LGU Mayor's Office
37. Naga Pagrangan	Senior Bookkeeper	Treasurer's Office
38. Edris Sampiano	Administrative Assistant	LGU
39. Moli M. Ayoon		
40. Somaisa M. Ambang		
41. Revilla M. Tolino		
42. Monasa Jam Sampiano		
43. Ombosuraga Sampiano		

(continued...)

Name	Designation/Section	Organizational/Sector/Area
44. Mayo Sampiano		
45. Saeda Cali		
46. Sakina Mansing		
47. Comara Maminting		
48. Cristita Arumpac		
49. Mompong M. Ampatua	Member	Bangsamoro Women
50. Celerina M. Tagaylo		Banago
51. Evelyn Bongaitan		Barangay Lorenzo
52. Josefina Capundag	Municipal Employee	Barangay Poblacion
53. Analee S. Glimada	Municipal Employee	Barangay Lorenzo
54. Evelyn L. Gubat	Municipal Employee	Barangay Lorenzo
55. Corazon S. Serencio	Municipal Employee	Banago
56. Lucia A. Sampiano	Municipal Employee	Barorao
57. Riza M. Cardiz	Municipal Employee	Banago
58. Pacambang (Usted) Cadal	Rural Sanitary Inspector	Poblacion
59. Elisea Cruz	Rural Health	Balabagan
60. Mona M. Dimalna	Midwife	BHW, Poblacion
61. Teresita Barreda	PHN	
62. Lingayo C. Masbud	BHW	
63. Ino Sumangka	BHW	
64. Sarah Masbud	Budget Office	
65. Norania A. Sarip		Barorao Central
66. Tiarde M. Donato		Barorao Central
67. Francisco Y. Layson		Balabagan Central
68. Matias G. Madelo		Balabagan South
69. Erlinda A. Calim		Purakan Elementary School
70. Francisca M. Canoos		Lorenzo Elementary School
71. Miriam Hashim		Balabagan Trade School
72. Hidiliza O. Blane		Igabay Elementary School
73. Nobaira L. Abas		Poblacion
74. Fatima T. Boboto		Poblacion
75. Cecilia L. Gordo		Banago Elementary School
76. Malo S. Macaraob	District-in-charge	South Balabagan
77. Remia T. Secheco		Balabagan Central Elementary School

**17 August 2004, Marawi City****Consultation Workshop (Marawi City and Lanao del Sur)**

Name	Designation/Section	Organizational/Sector/Area
1. Sarimanok Norinsa	Member	Salam Womens Group
2. Jamalia M. Macadatar	Member	Salam Womens Group
3. Mokiin S. Malna	Chairperson	Lawanen P&D
4. Padoman G. Papon	Secretary	Lanao GAD Advocates
5. Saripah A. Lamondot	Chairperson	Lanao Women's Assembly
6. Prof. Marlene Hajid Tamano	President	Ladies Civic Circle
7. Pamela Unda Tabao	City Dentist	City Health Office
8. Amerah D. Mapupuno	Pharmacist	City Health Office
9. Ali Dalidig, MD	City Health Officer	City Health Office
10. Normina-Aydah Dirampatan, MD	City Health Officer I	City Health Office
11. Rielani S. Raiikik	Councilor	City Council Office
12. Zenaida Tawagon	EO	AWID

(continued...)

Name	Designation/Section	Organizational/Sector/Area
13. Nur-Hannighas Daneg	Faculty	MSU
14. Faiz S. Disomangcop		RSEUFI
15. Abolais U. Tacoranga	Rarao Socio Economic Upliftment	
16. Sharifa A. Macarandag	President	Mindanao Women's League
17. Mille P. Macarambon	Program Coordinator	MUCARD-RIAP
18. Lawambai L. Usman		LGU
19. Amenodu t. Cali	Executive Director	Kalnudan Foundation
20. Eden L. Barazar	Administrative Officer III	City Government of Marawi
21. Abbet Samporna	Program Coordinator	PMT-TOSCA
22. Ronnie T. Tariman	Extension Officer	Dansalan College, Marawi City
23. Titing D. Atar	City Assessor	City Assessor's Office, Marawi City
24. Maulana S. Zapanta	Program Officer	DCFI
25. Leonora L. Daluma	Principal	Dep.Ed, Datu Xaber
26. Latipha U. Mama	Principal	Dep.Ed, Abdulazis Elem. School
27. Binolawan S. Baunto	ES-I	Dep.Ed, Marawi City
28. Hadji Colimato L. Bantus	P III	Dep.Ed, Marawi City
29. Avelina M. Ramos	Assistant Principal	Dep.Ed, Marawi City
30. Aleen Zainodan Bato	Vice President	JMIF
31. Sobair M. Dicasaran	Head Teacher	Dep.Ed, La-Sur I
32. Norhata M. Macasulung	Principal	Dep.Ed, La-Sur I
33. Amina A. Abantas	Principal	Dep.Ed, La-Sur I
34. Corolain Hamdag	Supervisor	Dep.Ed, La-Sur I
35. Sainodin Abantas	ES-I	Dep.Ed, La-Sur I, Div. Office
36. Antonieta B. Maniri	Assistant Principal	Dep.Ed, La-Sur I, Div. Office
37. Raicon B. Camar	Secretary	Dep.Ed, La-Sur I, Div. Office
38. Mangolamba B. Metmug	LGGD	Raibcom-Madayal
39. Magasoga Alim	Program Coordinator	Kalimudan
40. Asaduddin Alonto	Faculty	JPI
41. Lilibeth Y. Alonto	Faculty	JPI
42. Cosna B. Rigaro	Auditor	AWID
43. Juliet T. Mendoza	Faculty	Dep.of International Relations,KECIAAS
44. Lawambai L. Usman	CSWDO	DSWD
45. Omie B. Malavanie	SWO	DSWD
46. Saripha C. Barra	SWO	DSWD
47. Rasnah M. Solaiman	SWO	DSWD
48. Sittee R. Tanggol	SWO	DSWD
49. Joven P. Saxion	PEO II	DSWD
50. Erlinda S. Olacasan	Chairperson	Buklod Multi purpose Coop
51. Mike N. Alonto	President	Kambiat Foundation
52. Taha M. Donsal	Manager	Lonas Profesional MPC.
53. Villamor P. Bagumbaran	CPDC	LGU
54. Jaime T. Dumarpa	consultant	LGU
55. Mustapha S. Dipatum	PO-IV	CPDO
56. Amina O. Sadar		DILG-Pantar
57. Sultan Alex Dimaro		
58. Alexis Malna		AMIC Foundation
59. Prof Ali Laguindab		BBL-NGO
60. Baironisah A. Mamisca	CDF	KFI
61. Aisah Disoma	CDF	KFI
62. Benjie Mangaan		
63. Abdul Maman		
64. Yalamoeling Hanope		

(continued...)



Name	Designation/Section	Organizational/Sector/Area
65. Mimdaya Contawan		
66. Linangoray Ampaso		
67. Yoraida Romontar		
68. Alimbusar Ampaso		
69. Abobacar Cali		
70. Amino Ampaso		
71. Daijamera Ampaso		
72. Yoraida Camal		
73. Yaamena Yaumay		
74. Camar Amir Umpa		
75. Disomnong Radia	President	Senior Citizen
76. Aziz M. Adtong	Vice President	Senior Citizen
77. Ismael R. Ampur		Senior Citizen
78. Maoki R. Macawadib		Senior Citizen
79. Imam Esmayatri Amuti	Secretary	Senior Citizen
80. Datu Ab.agig Saumay		Senior Citizen
81. Datu David Balimbing		Senior Citizen
82. Aliakbar Angue		
83. Abdul Hakim Abdullah		
84. Abdul Masid Lomondot		
85. Safra Pukunum		PYM
86. Adiong Moamar		

**18 August 2004, Butig, Lanao del Sur  
FGDs/Interviews (Butig)**

Name	Designation/Section	Organizational/Sector/Area
1. Sarebabay Diongat		Bayabao
2. Malano Domato		Bayabao
3. Nananayao P. Ali		Bayabao
4. Saphia B. Macabuntal		Bayabao
5. Sohra Macarang		Tiowi
6. Sarifa L. Macabinta		Poblacion
7. Raina V. Magarang		Tiowi
8. Maino Kiram		Bayabao
9. Kiya Molok		Raya Timbok
10. Aida A. Macabina		Bayabao
11. Maimona Sirad		Bayabao
12. Oki Pansar		Sandaf
13. Sanggod Mangrar		Bayabao
14. Casana Diongat		Bayabao
15. Sinar Diongat		Bayabao
16. Olimpia Amroden		Bayabao
17. Rocaya Kiram		Bayabao
18. Sania Tonanong		Bayabao
19. Teboron Diongat		Bayabao
20. Magansa D. Ismael	Barangay Health Worker	Sandab
21. Kiram Palawan		Bayabao
22. Tolod P. Woon		Bayabao
23. Moroy M. Macasimbar		
24. Abdul B. Pansar	MPDC	Butig
25. Farraidah Daturdacula		Youth

(continued...)

Name	Designation/Section	Organizational/Sector/Area
26. Raihanah Pansar		Youth
27. Amaniel Panuntungan		Youth
28. Jamelah Ronda		Youth
29. Amanie Amoran		Youth
30. Jamil Ronda		Youth
31. Abolais AbdulYabbar		Youth
32. Amila Zainoden		Youth
33. Ismael Magarang jr.	Chairperson	Youth
34. Ismael Magarang	SSP-I	DepEd-ARMM, Tiowi
35. Paisal P. Ronda	acting Principal	DepEd-ARMM, Bayabao
36. Berua S. Mising	assistant Principal	DepEd-ARMM, Bayabao
37. Victoria Q. Panolong	OIC, Supervisor	DepEd-ARMM, Bayabao
38. Buki B. Diamoaden	TIC	DepEd,Dama Sandab
39. Macapantao L. Diamoaden	Sangguniang Barangay	DILG, Sandab
40. Alic L. Kiram	Teacher	Islamic Madrosa, Ratimbab
41. Cairoden U. Caderan	Teacher	Islamic Madrosa,Sundig
42. Macabute Sirad	Teacher	Islamic Madrosa, Bayabao
43. Sultan Masiding	Teacher	Islamic Madrosa, Raya
44. Sambitory D. Dumuatong		DSWD
45. Solvacion B. Ali		DepEd-Armm, Bayabao
46. H. Amir		Delabayan
47. H. Rasol		Sundig
48. Cosou		Bayabao
49. Amerodin		Raya
50. Morao		Bayabao
51. Mosaudo		Sundig
52. Baser		Bayabao
53. Mocasumpa		Bayabao
54. H.Asis		Delabayan
55. Alisora		Sandab
56. Abobocal		Sandab
57. Songgod		Bayabao
58. H.Manan		Tiowi
59. Osel		Proper
60. Manobail		Sandab
61. Desomenong		Raya
62. Magurengca		Bayabao
63. Omar		Bayabao
64. H.Malic		Bayabao
65. Ampatua AbdulKarim	Councilor	Municipality of Butig
66. Monabantog Kiram	Former Mayor	Municipality of Butig
67. Mino Saidona	Farmer	Municipality of Butig
68. Adang Ander	Farmer	Municipality of Butig
69. AbdulNaser Baser	Farmer	Municipality of Butig
70. Macaya Pansar	Former councilor	Municipality of Butig
71. Marcos Pansar	Farmer	Municipality of Butig
72. Mamenta Pansar	Former councilor	Municipality of Butig
73. Padian Sangcopan	Farmer	Municipality of Butig
74. Camar Osngan	Farmer	Municipality of Butig
75. Macalawan Mama	Barangay Chairman	Municipality of Butig
76. Mosa Marogong	Farmer	Municipality of Butig
77. Noroden Bondas	Farmer	Municipality of Butig

(continued...)

Name	Designation/Section	Organizational/Sector/Area
78. Ibrahim Lawi	LGO	Municipality of Butig
79. Mona Ali Casad	Farmer	Municipality of Butig
80. Wahab Misug	Farmer	Municipality of Butig
81. Nokuden Mamarogong	Farmer	Municipality of Butig
82. Mando Panolong	Councilor	Municipality of Butig
83. Bantog Balading	Farmer	Municipality of Butig
84. Abdul Pangcoga	Farmer	Municipality of Butig
85. Ibrahim Mama	Farmer	Municipality of Butig
86. Abdulgani Gamama	Farmer	Municipality of Butig
87. Guro Borongo	Farmer	Municipality of Butig
88. Ibra Macadaon	Farmer	Municipality of Butig
89. Osop Pangcoga	Farmer	Municipality of Butig
90. Mato Abdul	Farmer	Municipality of Butig
91. Alongana Muna	Driver	Municipality of Butig
92. Salic Guinar	Farmer	Municipality of Butig
93. Gasalaito	Farmer	Municipality of Butig
94. Gomto Laito	Farmer	Municipality of Butig
95. Mecawayan Usngan	Farmer	Municipality of Butig
96. Antor Ander	Farmer	Municipality of Butig
97. Somerado Ander	Farmer	Municipality of Butig
98. Cosain Panaodan	Farmer	Municipality of Butig
99. Antingan Sandona	Farmer	Municipality of Butig
100. Munso Diamoaden	Farmer	Municipality of Butig
101. Ameloden Diamoaden	Farmer	Municipality of Butig
102. Esmail Liona	Farmer	Municipality of Butig
103. Abdullah Macatbar	Bussinessman	Municipality of Butig

**19 August 2004, Kauswagan, Lanao del Norte  
FGDs/Interviews (Kauswagan)**

Name	Designation/Section	Organizational/Sector/Area
1. Macalonto Abubacar	Farmer	Kauswagan
2. Rasid Macalimbon	Farmer	Kauswagan
3. Bangki Paoti	Farmer	Kauswagan
4. Pelex Macalonto	Farmer	Kauswagan
5. Felmore M. Recopelacion	Public Health Nurse	LGU-Kauswagan
6. Laureta I. Tosoc	RHM	LGU-Kauswagan
7. Binolawan Itawa	Barangay Health Worker	LGU-Kauswagan
8. Dolores S. Balucan	Barangay Health Worker	LGU-Kauswagan
9. Marilyn J. Rico	Mun. Health Officer	LGU-Kauswagan
10. Sr. Lita Imelda Lizares, R.A.	Nun	Religious of the Assumption
11. Sr. Monica Eugenia, R.A.	Nun	Religious of the Assumption
12. Deodora Agape	Teacher	DepEd-Kauswagan
13. Paquito P. Velez	ESP-I	DepEd-Kauswagan
14. Fr. Eking Lacostales	Priest	Roman Catholic
15. Mustapha Sarguila	Imam	
16. Datumanong Tibor	Farmer	
17. Anisah Patinsong	Teacher	Islamic Madrosa-Kauswagan
18. H. Raisah Mananggola		
19. Saraminah Asi	SB member	Mindanao Womans League
20. Alice B. Pala	Principal	Kauswagan Central School
21. MyrsaLyn M. Marohom	Dist. Supervisor	DepEd-District Office

(continued...)

Name	Designation/Section	Organizational/Sector/Area
22. Florante Capitan	Barangay Captain	LGU-Kauswagan
23. Melicent U. Juliada	Mun. Treasurer	LGU-Kauswagan
24. Ceriaca R. Estender	Brgy.Secretary	Barangay Council
25. Milagros P. Rico	Budget Officer	LGU-Kauswagan
26. Felimon o. Bigornia		Delabayan
27. Abobaca Macalonto		Delabayan
28. Alex C. Beranio	Proj.staff	Pakigdait, INC.
29. Macabangkit Pautie	Farmer	Delabayan
30. Burlina V. Batilla	Couples for Christ	Pob.Kauswagan
31. Teresita M. Lucalia	MSWD	LGU-Kauswagan
32. Segundina C. Ora	MCTC-Interpreter	MCTC-Kauswagan
33. Natividad R. Gonzaga	MLGOO	DILG-Kauswagan
34. Ignacio C.Orquile	MASSO	LGU-Kauswagan
35. Blenda M. Desierto	Chairperson	Tacub Fishfolks ass'n inc
36. Mariette Sahaner	Mun.accountant telabayan Coop.	Kauswagan
37. Avelor Wartiya	Mun.accountant telabayan Coop.	Kauswagan
38. Edilberto Lumboy		
39. Abubacar Macalonta	Farmer	Delabayan
40. Filemon Bolobid	Farmer	Kawit Occ.
41. Alim Sarip Pasinsong	Chairman	Kaus.Mus.Com.MPC
42. Gregorio M.Gumaraw	Farmer	Kawit Occ.
43. Federico Desierto		PTA-Coop.
44. Anecita Montejo		Womens Organization-bagumbayan
45. Leah O. Paudoc		Womens Organization-Inudaran
46. Hermosa A. Bobadilla		KSWO Inc.
47. Maecelina Gutang	Chairperson	Tugar, Kauswagan
48. Divina M. Payno	Brgy. Treasurer	Inudaran
49. Potri P. Dimasimpon	Brgy.Secretary	Inudaran
50. Fermina L. Balusan	Brgy.Secretary	Tugar, Kauswagan
51. Anunciacion Saliceran		Womans organization-kawit
52. Wartiya Anstar		Delabayan
53. Melissa Orate		Tacub
54. Mirasol S. Pambaya		Inudaran
55. Granada Felbert		Kawit Occ.
56. Marieta J. Barandia	AT/MCO designate	Dept. of Agriculture
57. Teresita D.Nillama	Board of Director	BHW/Hilot
58. Rey Paule R Lagat	Secretary	BHW/Hilot

(continued...)

**20 August 2004, Tubod, Lanao del Norte  
Consultation Workshop (Tubod and Lanao del Norte)**

Name	Designation/Section	Organizational/Sector/Area
1. Monaderio A. Isanding	Gen. Foreman	PPDO-Lanao del Works
2. Fernando Menasqua	President	Pescap
3. Clemencio Bumulina	President	Mfscap
4. Feliciano Joloro	Senior Citizen	Maigo
5. Dedicacion L. Madale	President	SCP-Lanawin
6. Silvestre M. Bantuyase	Chairman	SCP-bacoy
7. Lope A. Fuentes	Chairman	ESCAP-DSWD-tubod
8. Anecita R. Lendio	POII	PPDO
9. Mirafe Gonzaga	Chairman	SCP-maigo
10. Jay Ness J. Sotto		Bacolod L.D.N.
11. Reymund B. Patino		Bacolod L.D.N.
12. Christian Lloyd S. Ibarra		Linkmon L.D.N.
13. Gavina V. Galbines M.D.,MPH	Public Health Officer II	PMA, LNMS
14. Tawanyawan M. Calintongan	SP	LGU
15. Victoria R. Bantils	Nurse II	PNA
16. Flore T. Rom	Nurse II	PNA
17. Elmo T. Tomale	MSIV	PMA, PAFP
18. Lorna B. Daligdig	Nurse III	PNA
19. Demetrio U. Opamen	MSII	PMA, DPBG
20. Transfiguracion C. Lee	NurseV	PNA
21. Leonard B. Miranda	Med. Director	LNMS
22. Dorothy M. Aguipo	Nurse III	PNA
23. Melba A. Maghuyo	Parent-TCES	PTCA
24. Nancy C. Tampus	Registrar	MCIT
25. Alem S. Alawi	Madaris , IMAM	
26. Tominaman Sumaliza	Prov'l Board member	
27. Roqueza P. Tejada	Teacher	Mercy Junior College
28. Emilio L. Cruz	Teacher	Mercy Junior College
29. Ruth B. Pepito	ESPI	DepEd
30. Fely T. Sularte	ESPI	DepEd
31. Fe T. Mahinay	ESPI	DepEd
32. Elmira G. Olavides	Dist. Supervisor	DepEd
33. Alicia M. Virtudez	Parent TCES	DepEd
34. Romeo J. Alajas	FPTCA President TCES	DepEd
35. Genjie Maceda	FPTCA PRO RCMS	DepEd
36. Emelyn Ricafort	FPTCA PRO RCMS	DepEd
37. Rosita Nagac	FPTCA treasurer RCUS	DepEd
38. Marilou Morales	Peace educ. Facilitator	Hope for Change
39. Sarah T. Doromal	Crisis center incharge	RWCRC.INC.
40. Adona Orquillas	Exec. Director	RDRRAC, Inc.
41. Antonio J. Llanguri	Peace Coordinator	Christian, Muslim Association
42. Capt. Julito P. Garay	S2, 67IB	PA
43. Lucino Bongat		Bualan
44. Florencio Duterte	Brgy. councilor	LGU
45. Lacson W. Daniday	ABC President	LGU

(continued...)

**21 August 2004, Labangan Zamboanga del Sur  
FGDs/Interviews (Labangan)**

Name	Designation/Section	Organizational/Sector/Area
1. Ellen Cerbo		Youth
2. Salude Balimbingan		PYA
3. SPO4 Victor C. Jarlega	OIC	Phil.National Police
4. Sele D. Balimbingan		MSWDO
5. Rosito Claro	Chairman	IMPO
6. Sapora Calalagan		
7. Hja.Safia Dalingdingan		
8. George Sampang		
9. Hja. Azidza Manupac	Teacher	
10. Mohaimen Laguiaab	Farmer	
11. Agcong Hamira		DSWD
12. Arab Damada	Farmer	
13. Haron M. Salipada	Technician	Mun.Sound System
14. Lito Ampang	Information Officer	PGO
15. Manny S. Maulana	Mng.Director	The Pagadian Tribune
16. Muhamedin Digcaulan	M.O.	
17. Samaen Y. Manza		
18. Marrox G. Amlong	Personal Escort	
19. Masher M. Cadingilan		
20. Vhy Udsag		
21. Thelma Cartin	M.O.	
22. Ellen Gerbo	Mayors Office	
23. Estrella E. Vino	Office AIOE	
24. Hanera Agcong	Office AIOE	
25. Mando Dandoy		
26. Rosemarie Archival	M.O.	
27. Jojo A. Cand		
28. Sanny Panalosong		
29. Banagan	A.B.	
30. Cyrus Templa		
31. Haron M. Salipada	M.O.	
32. Genara C. Ortiz	MBO	
33. Lovie Pulmano	M.O.	
34. Eliezer M. Abenes		PNP
35. Lucman L. Manupac	School Head	DepEd-Labangan
36. Daylinda P. Sulong	Board member	Committee on Education
37. Embai M. Dipatuam	Teacher	DepEd-Labangan
38. Thelma C. Corpuz	School Head	DepEd-Labangan
39. Rebecca D. Manupac	School Head	DepEd-Labangan
40. Manuel A. Getigarc, Sr.	Head Teacher	DepEd-Labangan
41. AbdulRacman M. Laguiaab	Dist. Staff	DepEd-Labangan
42. Maximina D. Dominado	School Teacher	DepEd-Labangan
43. Consuelo C. Doliente	Head Teacher	DepEd-Labangan
44. Albert S. Corpuz	District Supervisor	DepEd-Labangan
45. Michael Radi, MD	MHO	Municipal Health Office
46. Veronica Braga	Nurse II	Municipal Health Office
47. Lydia L. Labio	Midwifell	Municipal Health Office
48. Garry S. Erdantanto	RSI II	Municipal Health Office
49. Marcelina S. Gengania	Midwife III	Municipal Health Office

(continued...)

**23 August 2004, Ipil, Zamboanga Sibuguey  
FGDs/Interviews (Ipil)**

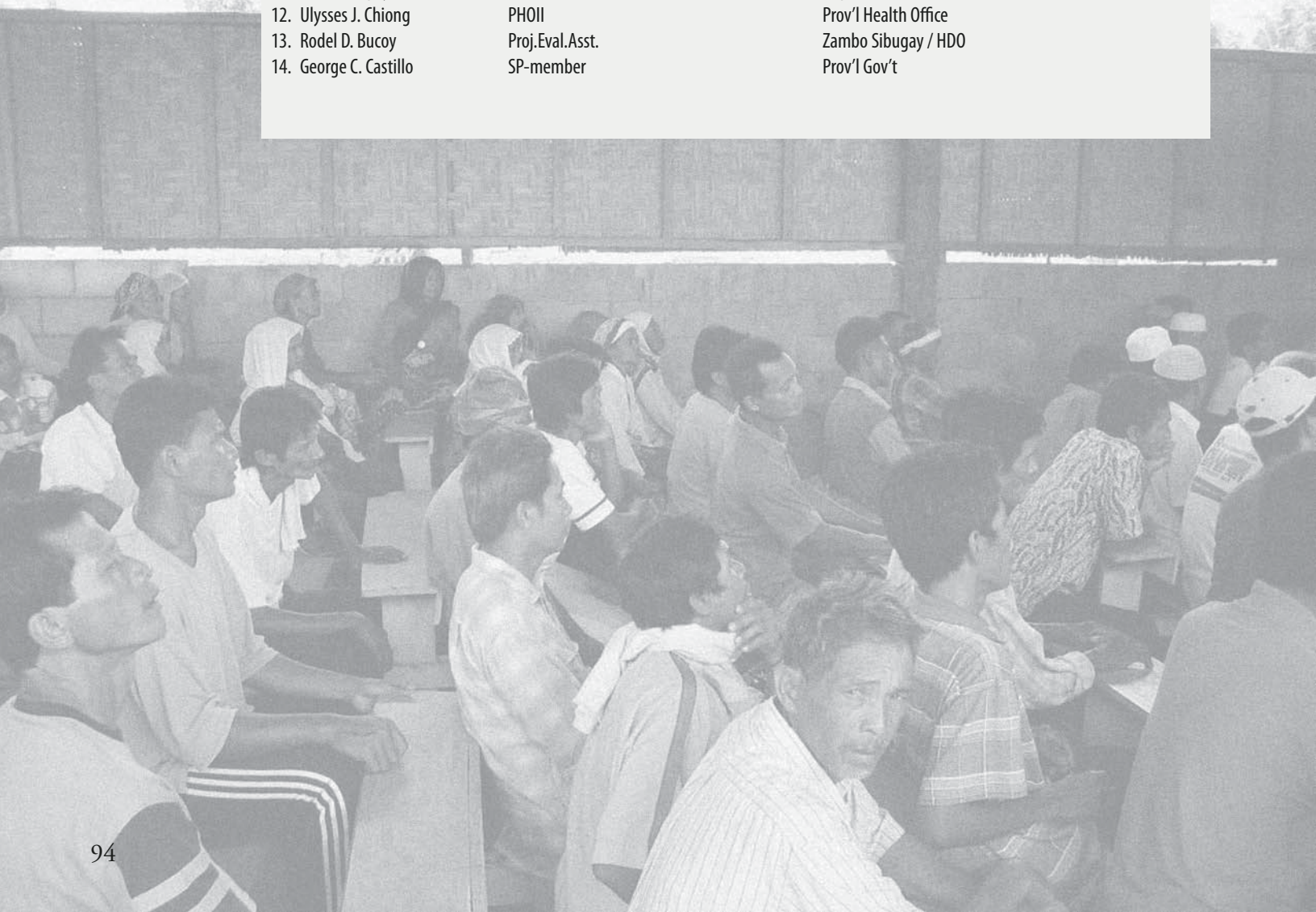
Name	Designation/Section	Organizational/Sector/Area
1. Armida B. Perater	Prefect of Student Affairs	Miriam College
2. Isabel A. Muyangas	Public School District	DepEd-Ipil
3. Ariel M. Eraldo	Supervisor	DepEd-Ipil
4. Ronaldo M. Chio	School Head	DepEd-Ipil
5. Antonio E. Hubilla	Head Teacher	DepEd-Ipil
6. Aqueleo V. Mejorada	School Teacher	DepEd-Ipil
7. Rosmindo L. Anchete, Jr.	Head Teacher	DepEd-Ipil
8. Froilan M. Menj	Principal I	DepEd-Ipil
9. Ariel J. Ortega	NFE Coord.	DepEd-Ipil
10. Jerry C. Bakingkito	Principal I	DepEd-Ipil
11. Nena Josefa B. Yap	NGO	Miriam College
12. Ralph Olegario	SB-LGU	LGU-Ipil
13. Blandina E. Carpio	MBO	LGU-Ipil
14. Sally G. Lao	MSWDO	LGU-Ipil
15. Nora B. Albiso	SWO-1	LGU-Ipil
16. PSI Geraldo Benjamin Avengoza	COP	PNP-Ipil police stn.
17. PSR Insp. Pablo H. Inferido, Jr.	MFM	Ipil F/SIN
18. Brando P. Alfori	S.B. LGU	LGU-Ipil
19. Emilia O. Zozabrach	Peace Program Officer	OPAPP, Pasig City
20. Elisa R. Dal		DILG
21. Robert R. Leyson	Head Teacher	DepEd-Poblacion
22. Jacqueline Chiong	MHO	LGU-Ipil
23. Rema C. Anino	Midwife III	LGU-Ipil
24. Felipa C. Ladot	Midwife II	LGU-Ipil
25. Mildred A. Oxeni	Nurse II	LGU-Ipil
26. Marco B. Simon	Member, Local Health Board	M.Simon Hospital
27. Bernardita L. Detallo	RHMII	LGU-Magdaup
28. Jocefa B. Yap	Teacher	Miriam College
29. Xyla kristi R. Agbayani	PHN-I	LGU-Ipil
30. Cabrina B. Galambao	Accounting Exec.	AMMC-Ipil
31. Brenda P. Alfaro	SB-LGU	LGU-Ipil
32. Mary Jane Badibi		Samto
33. Victorio C. Gome	Brgy. Kagawad	Vet. Village
34. Yelinita Alejo		Bangkerohan
35. Cristy Mangabat		Vet. Village
36. Andres Martinez		Magdalip
37. Elizabeth C. Kasim		Don.Andres
38. Regino A. Ricafort	Brgy. Kagawad	Tirso Babiera
39. Nacenciano L. Evangelista		Pob.Ipil
40. Marice A. Grino		Tirso Babiera
41. Arlene S. Trance	DCW Brgy.I	Ipil heights
42. Romeo A. Moreno	Minister	Ipil heights
43. Catalina Paulo	Fire Victim	
44. Donna Gay Paulo	Fire Victim	
45. Mercedita Rouullo	Fire Victim	
46. Rosalita Gines	Fire Victim	
47. Joy L. Brito	BHW	Don.Andres
48. Mochesta Silvano	Senior Citizen	
49. Elisa R. Dal	Fire Victim	Ipil, ZS
50. Melodia C. Glegaca	Fire Victim	Ipil, ZS

(continued...)

Name	Designation/Section	Organizational/Sector/Area
51. Lilia Derico Chions	Fire Victim	Ipil, Sibugay
52. Belinda Bermudez	Fire Victim	Ipil, Sibugay
53. Genava Canillo	Fire Victim	Ipil, Sibugay
54. Rosafe Chiong	Fire Victim	Ipil, Sibugay
55. Alex T. Galbastro	Brgy. Kagawad	Pangi, Ipil

**24 August 2004, Zamboanga City  
Consultation Workshop (Zamboanga del Sur and Zamboanga Sibuguey)**

Name	Designation/Section	Organizational/Sector/Area
1. Roberto D. Dugoy	HT-I	DepEd-Legarda
2. Glyn V. Sayson	EsHTIII	DepEd-Kumalarang
3. Elena V. Katigbak	MT-II	DepEd-Dinas
4. Constancia S. Descaller	Principal	DepEd-Dumalinao
5. Carlos B. Gorreon	PEOII	PPDO-Prov'l Cap.Pag.City
6. Jereme J. Ceballos	Dent.III	IPHO-Tubakay
7. Linda M. SanieI	HT-3/Asst. school Principal	DepEd-Molave
8. Estrella S. Montealto	Public schools District Supervisor	DepEd-Molave
9. Conchita H. San Diego	PSWDO	PSWDO
10. Emelina S. Bacatan	SWOIV	PSWDO
11. Perla G. Japay	MT-I	DepEd
12. Ulysses J. Chiong	PHOII	Prov'l Health Office
13. Rodel D. Bucoy	Proj.Eval.Asst.	Zambo Sibugay / HDO
14. George C. Castillo	SP-member	Prov'l Gov't





## APPENDIX D Sample of Input Provided by Stakeholders During Field Visits

Area	Issues	Needs
<b>1 ARMM</b>	<ul style="list-style-type: none"> <li>damaged/destroyed Madaris buildings should be included in reconstruction efforts</li> <li>types of assistance to be provide to IDPs and the delivery mechanisms should be clarified</li> <li>armed elements in the vicinity of mosques and madaris causes fear and prevents IDP returns</li> <li>combatants should be assisted when they are prepared to disarm and demobilize</li> <li>LGU resources should be mobilized for education</li> <li>a “Bangsamoro Curriculum” that integrates Islamic values and Arabic language into the public school system is needed</li> <li>IDPs remain in need of assistance</li> <li>IDPs remain IDPs until they have voluntarily returned home or resettled with basic needs met</li> </ul>	<ul style="list-style-type: none"> <li>construct additional—and improve existing—educational facilities</li> <li>include psychosocial activities in the school system</li> <li>address the needs of the vulnerable sectors</li> <li>improve the competencies of school administrators, particularly in the madrasah and IP schools</li> <li>reliable statistics on destroyed and abandoned school facilities need to be obtained</li> <li>develop and implement a culturally-appropriate educational system (curriculum, textbooks, etc.) for Muslims and IPs</li> <li>share information on research studies on conflict-affected areas</li> <li>implement, do not just explore, technical, vocational, and literacy training for adults.</li> </ul>
<b>2 North Cotabato and Maguindanao</b>	<ul style="list-style-type: none"> <li>some IDPs no longer have homes to return to</li> <li>armed elements occupy or are in the vicinities of mosques and madaris</li> <li>combatants/former combatants have expectations of assistance.</li> <li>there appear to be no interventions that are specific to the needs of Indigenous Peoples</li> <li>flooding remains an issue in Maguindanao</li> </ul>	<ul style="list-style-type: none"> <li>address psychosocial needs and provide services that will help with integration of war-affected children and youth into the public school system</li> <li>establish functional literacy programs for IPs</li> <li>non-formal education should be available for adults, out-of-school youths, and IPs</li> <li>community-based support systems for education should be established.</li> <li>local school boards should be created or established.</li> </ul>
<b>3 Pikit, North Cotabato</b>  Population: 68,455 Households: 13,081 Income Classification of Municipality: 1st	<ul style="list-style-type: none"> <li>school buildings destroyed/damaged and/or used as evacuation centers during displacement</li> <li>teachers are themselves displaced</li> <li>recurrent displacement/ conflict</li> <li>displacement is main reason for school drop-out</li> <li>presence of military personnel in the area, does not encourage a culture of peace</li> <li>volunteer teachers and Ustadzs are not compensated for their services</li> <li>drug use/addiction among the youth</li> <li>prevalence of infectious and water-borne diseases</li> <li>sub-standard health facilities</li> <li>poor access to health services and medicines</li> <li>low ability to pay for health services and medicines</li> <li>constant fear of armed conflict and displacement</li> </ul>	<ul style="list-style-type: none"> <li>school buildings, teachers, textbooks, supplies and teaching aids need to be provided</li> <li>provide teacher training and include the madrasah curriculum into the public school system</li> <li>support and expand peace education and peace-building initiatives</li> <li>500-1,000 IDP families need to return home or be resettled</li> <li>pull out military forces from communities, especially outposts near residences, mosques, and madaris</li> <li>provide livelihood support/opportunities</li> <li>mitigation measures for calamities, specifically flood control mechanisms</li> <li>education and other activities for the youth</li> <li>control of infectious diseases</li> <li>improve environmental health</li> <li>strengthen health infrastructure and services</li> <li>strengthen health management including disaster/emergency health management</li> <li>provide essential medicines</li> </ul>

(continued...)

Area	Issues	Needs
		<ul style="list-style-type: none"> <li>• provide psychosocial support services</li> <li>• support mechanisms for health financing</li> <li>• strengthen community participation in the management of health programs</li> <li>• ensure essential medicine, personnel and equipment are available at the Municipal Health Center and referral hospital</li> <li>• address the issue and realities of early marriage</li> </ul>
<p><b>4 Talayan, Maguindanao</b></p> <p>Population: 33,129 Households: 5,573 Income Classification of Municipality: 6th</p>	<ul style="list-style-type: none"> <li>• recurrent displacement of school age population discourages parents from keeping children in school</li> <li>• prevalence of family feuds or “rido”</li> <li>• schools used as evacuation centers</li> <li>• “portability” of school credits</li> <li>• no compensation for volunteer teachers and Ustadz, donation on voluntary basis only</li> <li>• drug use/addiction among youth</li> <li>• prevalence of infectious and water-borne diseases</li> <li>• sub-standard health facilities</li> <li>• poor access to health services and medicines</li> <li>• low ability to pay for health services and medicines</li> <li>• constant fear of armed conflict and displacement</li> </ul>	<ul style="list-style-type: none"> <li>• additional classrooms, teachers, textbooks, supplies, and teaching aids are required</li> <li>• funds are required for student transportation requirements</li> <li>• teacher training is required and the madrasah curriculum and the public school curriculum need to be integrated</li> <li>• peace education and peace-building initiatives need to be initiated and sustained</li> <li>• livelihood opportunities are urgently required</li> <li>• capital/seed fund for cooperatives is necessary</li> <li>• farm-to-market roads should be constructed</li> <li>• provide education and other activities for the youth</li> <li>• control infectious diseases</li> <li>• improve environmental health</li> <li>• provide essential medications</li> <li>• strengthening health management including disaster/emergency management</li> <li>• reconstruct destroyed homes so IDPs can return</li> <li>• provide psychosocial support services</li> <li>• support mechanisms for health financing</li> <li>• address the issue of illegal recruitment for overseas employment</li> <li>• improve governance</li> </ul>
<p><b>5 Matanog, Maguindanao</b></p> <p>Population: 19,006 Households: 3,125 Income Classification of Municipality: 5th</p>	<ul style="list-style-type: none"> <li>• recurrent armed conflict</li> <li>• great damage to property, e.g.municipal hall damaged by mortar fire</li> <li>• conflict over political matters has resulted in deaths and made it unsafe/impossible to carry out governance and related municipal tasks in the Municipal Hall</li> <li>• no infrastructure or appropriate equipment for social protection/social welfare services</li> <li>• prevalence of infectious and water-borne diseases</li> <li>• sub-standard health facilities</li> <li>• poor access to health services and medicines</li> <li>• little access to potable water</li> <li>• constant fear of armed conflict and displacement</li> </ul>	<ul style="list-style-type: none"> <li>• hire more teachers and provide school supplies</li> <li>• increase training and incentives for teachers</li> <li>• renovate/repair existing school infrastructure to include laboratory, gymnasium, multi-purpose building, comfort rooms, and fences.</li> <li>• start a scholarship program for out-of-school youth standardize Madrasah education</li> <li>• offer all grade levels in presently ‘incomplete’ schools</li> <li>• provide livelihood opportunities</li> <li>• build an effective community water system</li> <li>• find a lasting solution to armed conflict, including feuds between political clans</li> <li>• provide core shelters for IDPs and others</li> <li>• strengthen health services and improve facilities</li> <li>• strengthen health management capacities, including disaster/emergency mitigation</li> </ul>

(continued...)

Area	Issues	Needs
		<ul style="list-style-type: none"> <li>• provision essential medicines for the most needy</li> <li>• increase supplies in the “Barangay Botika”</li> </ul>
<p><b>6 Balabagan, Lanao del Sur</b></p> <p>Population: 24,558 Households: 3,821 Income Classification of Municipality: n/a</p>	<ul style="list-style-type: none"> <li>• school buildings destroyed due to hostilities; electrical and water facilities faulty</li> <li>• access to education—school building is far from students’ residence</li> <li>• allocated funds/budget do not reach intended school beneficiaries</li> <li>• centralized budget for education</li> <li>• no compensation given to volunteer teachers and Ustadz, donation on voluntary basis only</li> <li>• Madrasah education taken from a separate institution, not incorporated in the regular curriculum</li> <li>• problem in drug addiction among the youth is getting worse</li> <li>• flooding exacerbates poor access to schools</li> <li>• prevalence of infectious and water-borne diseases</li> <li>• sub-standard health facilities</li> <li>• poor access to health services and medicines</li> <li>• low ability to pay for health services and medicines</li> <li>• constant fear of armed conflict and displacement</li> </ul>	<ul style="list-style-type: none"> <li>• teachers, textbooks, supplies, teaching aids and school chairs are needed</li> <li>• additional funds are needed for teacher salaries and training</li> <li>• additional school facilities: classrooms, computers, etc. are needed</li> <li>• livelihood opportunities must be increased</li> <li>• housing is required for returning IDPs</li> <li>• community water system needs to be established</li> <li>• control infectious diseases</li> <li>• improve environmental health</li> <li>• strengthen and properly equip health infrastructure</li> <li>• improve health management capacities, including disaster/emergency response</li> <li>• provide essential medicines and health services</li> <li>• provide psychosocial support services</li> <li>• provide conflict-resolution training</li> <li>• address issues of early marriages/pregnancies</li> </ul>
<p><b>7 Marawi City and Lanao del Sur</b></p>	<ul style="list-style-type: none"> <li>• public school has access to information communication technology (ICT): computer facilities and science laboratories with competent and dedicated teachers</li> <li>• school buildings and other infrastructure projects undertaken by DepEd are sub-standard.</li> <li>• school clinics do not have adequate supply of medicine</li> <li>• there are no facilities for non-formal/alternative education programs</li> <li>• recruitment and promotion of teachers is subject to political interference</li> <li>• lots used for school site are now being retrieved by owners</li> <li>• low pay of teachers and their poor economic conditions affects their teaching quality</li> <li>• local school boards are non-functional.</li> <li>• insufficient madaris personnel with low competencies</li> </ul>	<ul style="list-style-type: none"> <li>• devoted school coordinators and supervisors are backed with strong political will, but need greater compensation</li> <li>• strengthen the involvement of PTCAs in promoting education</li> <li>• funds for the rebuilding of schools are required</li> <li>• ICT facilities and training for teachers on IT should be expanded</li> <li>• LGU commitment to education needs to be reinforced</li> <li>• facilities for non-formal/alternative education are needed</li> <li>• funds should be provided for the purchase of land for public school sites</li> <li>• teachers should have access to a credit facility</li> <li>• operationalize the Local School Board and increase the PTCA in planning exercises</li> <li>• create a Department for Islamic and Arabic Education within ARMM.</li> <li>• provide subsidies to private schools that reach out to disadvantaged children and youth</li> <li>• integrate Islamic education in the Philippine</li> </ul>

(continued...)

Area	Issues	Needs
	<ul style="list-style-type: none"> <li>• low quality of education from public schools which causes students to transfer to private schools; private schools have more students than they can accommodate</li> <li>• drug use/addiction among the youth is rising</li> <li>• youth are recruited by “rebel” groups</li> <li>• insufficient health services personnel</li> <li>• lack of barangay health stations IDPs are long-staying and make it impossible to use two public facilities for other purposes</li> <li>• IDPs are drawn to Marawi City and have a tendency to occupy land that is not theirs to occupy</li> <li>• dilapidated City Health Office</li> </ul>	<p>educational system</p> <ul style="list-style-type: none"> <li>• provide scholarship, livelihood, and sports activities for OSYs</li> <li>• provide IDPs with humanitarian assistance</li> <li>• assist IDPs to voluntarily return home or permanently resettle on undisputed property</li> <li>• include the needs of IDPs in urban planning efforts recognize the “pull factor” of the City for migrants</li> </ul>
<p><b>8 Butig, Lanao del Sur</b></p> <p>Population: 16,283 Households: 2,454 Income Classification of Municipality: n/a</p>	<ul style="list-style-type: none"> <li>• homes burned; schools and farmlands destroyed during the conflict; municipal hall and market damaged</li> <li>• prevalence of politically motivated “rido” and family feuds</li> <li>• large number of Marines in the municipality and close proximity to the MILF’s Camp Bushra</li> <li>• many families afraid and unable to return</li> <li>• most of the youth are idle, unproductive and vulnerable to drug use/addiction</li> <li>• prevalence of infectious and water-borne diseases</li> <li>• sub-standard health facilities</li> <li>• poor access to health services and medicines</li> <li>• low ability to pay for health services and medicines</li> <li>• constant fear of armed conflict and displacement</li> <li>• isolated, insecure location results in little opportunity for visits by aid community and donor governments</li> <li>• many of the residents remain highly anxious</li> <li>• homes outside the center of the municipality remain vacant owing to fear of being caught—again—in the crossfire between the AFP and the MILF</li> <li>• farmers are finding it difficult to rebuild their lives</li> <li>• the presence of a large force of Marines makes some people uncomfortable</li> <li>• some people have been highly traumatized</li> </ul>	<ul style="list-style-type: none"> <li>• teachers, textbooks, supplies, teaching aids and school chairs need to be available</li> <li>• funds for teacher salaries and training need to be increased</li> <li>• school buildings and related facilities need to be repaired/reconstructed</li> <li>• additional plantilla position for teachers necessary</li> <li>• peace-building initiatives should be supported</li> <li>• livelihood opportunities need to be significantly increase</li> <li>• health systems need to be established</li> <li>• core shelter needs to be available for roughly 250 IDP families</li> <li>• infectious diseases should be controlled through increased access to clean water, proper sanitation, and expanded health services</li> <li>• environmental health needs to be improved</li> <li>• health infrastructure must be reconstructed and expanded as well as properly supplied with medicines and other essential items</li> <li>• strengthen health management including disaster/emergency services</li> <li>• provide essential medicines</li> <li>• provide farmers with draft animals and seeds</li> <li>• establish alternative livelihood programs</li> <li>• establish psychosocial support services</li> </ul>

(continued...)

Area	Issues	Needs
<p><b>9 Kauswagan, Lanao del Norte</b></p> <p>Population: 15,364 Households: 3,095 Income Classification of Municipality: 5th</p>	<ul style="list-style-type: none"> <li>• extensive damage to property, two barangays completely razed to the ground</li> <li>• mixed population—Christians, Muslims, and IPs—represents opportunity for tri-people cooperation as well as for conflict</li> <li>• post-conflict projects initiated earlier by international NGOs were unsustainable</li> <li>• 30% of school-age population reportedly out of school</li> <li>• drug use/addiction among the youth as well as drug trafficking are major community concerns</li> <li>• many youth are idle and unproductive</li> <li>• no facilities for vulnerable groups such as senior citizens</li> <li>• prevalence of infectious and water-borne diseases</li> <li>• sub-standard health facilities</li> <li>• poor access to health services and medicines</li> <li>• the poor have little access to health care</li> <li>• constant fear of armed conflict and displacement</li> <li>• past violence and conflict has affected municipality's tourism promotion efforts</li> <li>• efforts to recover and rebuild need great resources plus acknowledgement from the national government</li> </ul>	<ul style="list-style-type: none"> <li>• textbooks, supplies, teaching aids, and other essential tools for education are insufficient</li> <li>• madrasah education should be integrated into the formal school curriculum</li> <li>• additional school services (e.g., guidance counseling and medical clinics) are necessary</li> <li>• school buildings and facilities need to be repaired/reconstructed</li> <li>• additional livelihood opportunities need to be created</li> <li>• peace-building initiatives need to be sustained and reinforced</li> <li>• the madrasah needs regular support for its operations</li> <li>• livelihood support for youth and widows is required</li> <li>• former combatants need peace education and assistance</li> <li>• the youth desire productive activities to counter idleness, the temptation of drug use, and/or recruitment by armed elements</li> <li>• infectious diseases need to be controlled</li> <li>• environmental health needs to be improved</li> <li>• health infrastructure and services, in particular, health services for women, need to be strengthened</li> <li>• IDPs—particularly farmers—need assistance with return and reintegration issues, including access to farm animals and supplies</li> </ul>
<p><b>10 Tubod and Lanao del Norte</b></p>	<ul style="list-style-type: none"> <li>• instructional materials for non-formal education and Arabic/Islamic education are lacking</li> <li>• teaching aids and facilities, such as computers, overhead projector. TV with VCD/DVD player are required for more effective teaching</li> <li>• teacher training to update skills and knowledge is not readily available or regularly provided</li> <li>• madaris lack furnishings and equipment</li> <li>• teacher salaries are low</li> <li>• no collaboration between school principals and Ustadz in preparing reports.</li> <li>• teacher manuals/workbooks and student textbooks are far too few</li> <li>• low family incomes/poor economic conditions, coupled with high cost of prime commodities</li> <li>• high incidence of out-of-school youth</li> <li>• livelihood opportunities are limited</li> </ul>	<ul style="list-style-type: none"> <li>• government subsidy for instructional materials of teachers</li> <li>• mobilize DepEd resources and other donor resources for school furnishings and equipment</li> <li>• mobilize resources for teacher training</li> <li>• transfer management and funds of building repairs to school administrator and parent organizations</li> <li>• aim for 1:1 student to textbook ratio</li> <li>• provide livelihood assistance for parents</li> <li>• roads in the outlying areas badly need repair</li> <li>• increase the salaries and benefits of health workers by fully complying with the Magna Carte for Health Workers</li> <li>• ensure IDPs receive the assistance they need to effectively reintegrate or voluntarily resettle elsewhere</li> <li>• successful efforts to promote tri-people cooperation need to be reinforced and replicated to sensitive areas</li> <li>• limited employment opportunities for youth require creative livelihood training and assistance programs</li> </ul>

(continued...)

Area	Issues	Needs
	<ul style="list-style-type: none"> <li>• drug use/addiction, prostitution and abortion amongst the youth</li> <li>• lack of medical equipment and supplies</li> <li>• lack of health personnel</li> <li>• lack of hospital building and equipment</li> </ul>	
<p><b>11 Labangan, Zamboanga del Sur</b></p> <p>Population: 39,530 Household: 7,320 Income Classification of Municipality: 4th</p>	<ul style="list-style-type: none"> <li>• presence of communist New People’s Army in some areas</li> <li>• teachers evacuated because of extortion activities perpetrated against them</li> <li>• some schools need repair, other schools do not have toilets, others far from the center of the municipality without transport facilities</li> <li>• parents do not have resources to buy workbooks and activity books needed for school</li> <li>• LGUs cannot provide counterpart funding to participate in TEEP (construction of school buildings)</li> <li>• many youth are idle, unproductive, and vulnerable to drug use/addiction and other risks</li> <li>• prevalence of infectious and water-borne diseases</li> <li>• sub-standard health facilities</li> <li>• poor access to health services and medicines</li> <li>• low ability to pay for health services and medicines</li> <li>• constant fear of armed conflict and displacement</li> <li>• Abu Sayyaf and other armed elements operate in the area</li> <li>• the organizing activities of the BDA are unclear and thus a concern</li> <li>• prostitution and the related sexually transmitted diseases are growing concerns</li> </ul>	<ul style="list-style-type: none"> <li>• teachers, textbooks, supplies, teaching aids, etc. are in short supply</li> <li>• repair/reconstruction of school buildings and facilities is necessary</li> <li>• livelihood opportunities for parents must be established</li> <li>• support infrastructures such as road, water system, and electricity are quite limited</li> <li>• programs to attain sustainable peace and build cooperation with others are needed</li> <li>• building and communication facilities for fire and police departments</li> <li>• educational needs of youth and adults must be met</li> <li>• productive activities to counter idleness, drug use/addiction and/or recruitment by armed elements should be initiated</li> <li>• youth organization and activities such as sports are necessary</li> <li>• control infectious diseases, including sexually transmitted infections</li> <li>• improve environmental health</li> <li>• strengthening and expand health infrastructure and services</li> <li>• strengthening emergency and disaster management capacities</li> <li>• enhance the capacity of peoples organizations and encourage the participation of NGOs in addressing the needs of the municipality</li> </ul>
<p><b>12 Ipil, Zamboanga Sibugay</b></p> <p>Population: 52,481 Households: 10,293 Income Classification of Municipality: 3rd</p>	<ul style="list-style-type: none"> <li>• town was devastated by conflict, specifically the rampage of the Abu Sayyaff Group</li> <li>• many youth are idle, unproductive, and vulnerable to drug use/addiction and recruitment by criminal elements</li> <li>• prevalence of infectious and water-borne diseases</li> <li>• sub-standard health facilities</li> <li>• poor access to health services and medicines</li> <li>• low ability to pay for health services and medicines</li> </ul>	<ul style="list-style-type: none"> <li>• classrooms, teachers, textbooks, supplies, and teaching aids are needed</li> <li>• existing school buildings and facilities need to be repaired/reconstructed</li> <li>• braille books and a language laboratory for special education services are needed</li> <li>• day care center workers need training</li> <li>• livelihood support programs must be established</li> <li>• the elderly, particularly those who are without families, need additional social protection and support services</li> <li>• capital/seed money is needed for income-generating projects</li> </ul>

(continued...)

Area	Issues	Needs
	<ul style="list-style-type: none"> <li>• constant fear of armed conflict and displacement</li> <li>• fire has been the cause of displacement for many families</li> <li>• street children are a growing concern</li> <li>• the municipality is rapidly urbanizing and must prepare for the challenges this represents</li> <li>• migration is a concern, especially as many of the migrants who believe Ipil is safe than their own municipality as well as more attractive from the socio-economic perspective</li> <li>• migrants are living along the river/ waterways in areas that are prone to disastrous flooding</li> </ul>	<ul style="list-style-type: none"> <li>• children, youth, and adults need greater access to educational services</li> <li>• productive activities for youth to counter idleness, drug use/addiction and/or recruitment by armed or criminal elements is a priority</li> <li>• youth organizations and activities such as sports should be supported</li> <li>• programs to protect and re-integrate street children and victims of violence and exploitation should be established</li> <li>• environmental health should be improved and the spread of infectious disease prevented</li> <li>• strengthen of health infrastructure</li> <li>• strengthen health management including disaster/ emergency management</li> <li>• psychosocial support services should be available for disaster victims and those with special needs</li> </ul>
<b>13 Zamboanga del Sur and Zamboanga Sibugay</b>	<ul style="list-style-type: none"> <li>• high drop-out rates, low participation in school</li> <li>• malnourished students</li> <li>• no medicine in school districts</li> <li>• flooding in schools</li> <li>• dilapidated school buildings</li> <li>• low competency of health personnel</li> <li>• health facilities, supplies and equipment are lacking</li> <li>• access to potable water system is limited</li> <li>• LGU support for health initiatives is lacking</li> <li>• children and women are sexually and physically abused and exploited</li> <li>• police and fire services are unstaffed and poorly equipped</li> <li>• human service professionals, particularly health workers, make very low salaries and are therefore easily attracted to employment opportunities in the major urban areas of the Philippines or abroad</li> </ul>	<ul style="list-style-type: none"> <li>• design and implement Alternative Learning Systems for out-of-school youth and adults with no or low levels of education</li> <li>• establish school-based feeding programs</li> <li>• establish flood control mechanisms and enhance disaster preparation and response capacities</li> <li>• rehabilitate/reconstruct school buildings and provide the necessary equipment and supplies</li> <li>• enhance the capacities of health personnel</li> <li>• reconstruct/construct, equip, and properly staff health facilities</li> <li>• establish protective programs and services—including psychosocial support—for abused, exploited, and neglected children and women</li> <li>• provide the police and fire services with the equipment and vehicles necessary to effectively carry out their responsibilities</li> <li>• promote efforts to build and sustain collaboration between different groups</li> </ul>

APPENDIX E Sample of Existing Resources Cited by Stakeholders During Field Visits		
Area	Resources	Interventions
<b>1 ARMM</b>	Mindanao Islamic Foundation, Polytechnic College of Pikit CFSI  TLWO  LDCI-Consuelo Foundation Buldon DSWD-ARMM BDA MSU-Maguindanao NDU  DepEd-ARMM, AusAid/ BEAM Project	community-initiated and supported madrasah  educational reconstruction in 25 barangays in Maguindanao and North Cotabato tribal education curriculum and cultural awareness for children and adults literacy program for IPs training on Islamic awareness for Bangsamoro women training for solo parents, children, etc. preparation of a Bangsamoro curriculum teacher training scholarship for technical-vocational training for youth, including IP youth teacher training, curriculum development, upgrading educational facilities
<b>2 North Cotabato and Maguindanao</b>	Maguindanao Provincial Government  Municipality of Upi LGUs, NGOs and DepEd	support to health, education and social services; salaries of Ustadz who work in the madaris compensation for Ustadz pilot programs for conflict-affected children
<b>3 Pikit, North Cotabato</b>	DepEd  Balay OXFAM  Balik-Kalipay GMA Kapuso Foundation  DSWD, with LGUs, CRS, Pikit Parish, Tabang Mindanaw, Movimondo, OXFAM, CFSI, and Balay Kalipay	non-formal adult literacy; various in-house and foreign-assisted education projects school supplies and psychosocial training for teachers temporary classroom construction and training for teachers school supplies and psychosocial training for teachers classroom building repair, playground and school supplies 627 core shelters, Emergency Shelter Assistance (ESA: PhP15,000 each to 415 families), and a range of humanitarian assistance activities for people displaced by armed conflict and natural disasters
<b>4 Talayan, Maguindanao</b>	Government's TEEP LandBank and Quedancor	books for Midtimbang and Guindolongan District loans for cooperatives
<b>5 Matanog, Maguindanao</b>	DOST UNICEF Accion Contra el Hambre CO-Multidiversity DSWD, World Bank, and ARMM	teacher training on science education teacher training; books sanitation project training on community organizing core shelter construction and agricultural inputs
<b>6 Balabagan, Lanao del Sur</b>	DSWD, ACH, and Lihuk-Iligan	health and sanitation services, day care center, solar driers, community organizing
<b>7 Marawi City and Lanao del Sur</b>	Municipal Government  Gerry Roxas Foundation	functional literacy programs, sustainable livelihood programs support for Barangay Justice System Programme; integration of Sharia and Philippine legal systems; organization of Barangay Justice Advocates

(continued...)



Area	Resources	Interventions
<b>8 Butig, Lanao del Sur</b>	DSWD private school LGU	constructed 300 core shelters integrated education: madrasah/arabic and english repainting and fencing of municipal hall and renovation of public market
<b>9 Kauswagan, Lanao del Norte</b>	DSWD Movimondo ISLAM Foundation Hongkong Organization  PAKIGDAET Congressman Badelles UN-MDP CRS, VSO-Toscadar Asia Foundation and CIDA Executive Task Force TESDA Panglengkawas Foundation	construction of 40 core shelters agricultural inputs construction of 110 core shelters construction of Youth Center, which was converted to a Madrasah operates 2 Madrasahs, funds Maranao language lessons science equipment potable water systems peace-building initiatives housing project in Paiton training crisis center
<b>10 Tubod and Lanao del Norte</b>	Network of NGOs and POs Provincial Government	humanitarian assistance for IDPs; advocacy assistance for IDPs; shelter and other basic services
<b>11 Labangan, Zamboanga del Sur</b>	Government  Some schools UN-MDP, USAID-LEAP, SZOPAD, LGUs	TEEP and Program on the Child-friendly School System (CFSS); functional literacy program milk feeding program peace-building initiatives, livelihood programs
<b>12 Ipil, Zamboanga Sibugay</b>	Government  DSWD and LGUs Marines World Bank	Balik-aral Program, SPED, Alternative Learning System, school feeding program, Bridge Programme, Day-Care Program, TEEP programs for senior citizens security Third Elementary Project, skills and capability-building
<b>13 Zamboanga del Sur and Zamboanga Sibugay</b>	DepED DSWD  DOH	education social welfare services with particular reference to vulnerable groups broad range of health services

<b>APPENDIX F Internally Displaced Persons in Conflict-Affected Areas of Mindanao</b>						
<b>(Comparative Listing as reported by DSWD)</b>						
<b>Location</b>	<b>IDPs inside ECs</b>	<b>IDPs outside ECs</b>	<b>Total IDPs</b>	<b>IDPs inside ECs</b>	<b>IDPs outside ECs</b>	<b>Total IDPs</b>
	<b>23.10.00</b>	<b>23.10.00</b>	<b>23.10.00</b>	<b>09.10.03</b>	<b>09.10.03</b>	<b>09.10.03</b>
<b>Grand Totals</b>	<b>471,069</b>	<b>300,865</b>	<b>771,934</b>	<b>166,797</b>	<b>244,207</b>	<b>411,004</b>
<b>ARMM REGION</b>	<b>207,694</b>	<b>165,596</b>	<b>373,290</b>	<b>97,758</b>	<b>129,930</b>	<b>227,688</b>
<b>Basilan</b>	<b>903</b>	<b>15,972</b>	<b>16,875</b>	<b>0</b>	<b>2,631</b>	<b>2,631</b>
Lamitan	596	441	1,037		2,631	2,631
Lantawan		7,136	7,136			
Maluso		2,504	2,504			
Sumisip		1,260	1,260			
Tipo-tipo	307	4,631	4,938			
Tuburan			0			0
<b>Maguindanao</b>	<b>148,693</b>	<b>90,681</b>	<b>239,374</b>	<b>84,307</b>	<b>69,224</b>	<b>153,531</b>
Ampatuan	2,273	867	3,140		3,325	3,325
Barira	11,668	10,741	22,409			
Buldon	15,008	6,863	21,871		3,990	3,990
Buluan	7,338	7,890	15,228	1,443	6,664	8,107
Datu Odin Sinsuat	9,158	6,451	15,609	360	325	685
Datu Paglas	12,408	1,350	13,758	13,733	5,005	18,738
Datu Piang ( <i>aka Datu Unsay</i> )	6,095	0	6,095	491	2,644	3,135
Kabuntalan	690	241	931		2,631	2,631
Mamasapano			0	2,875	6,422	9,297
Matanog	1,673	3,290	4,963			
North Upi			0		1,240	1,240
Pagagawan ( <i>aka Datu Montawal</i> )	8,999	0	8,999	12,295	2,044	14,339
Pagalungan	27,324	19,183	46,507	25,110	1,730	26,840
Paglat*			0	7,644	2,874	10,518
Parang	29,009	25,009	54,018	966	360	1,326
S.K. Pendatun	6,370	2,851	9,221	8,786	9,696	18,482
Shariff Aguak ( <i>aka Datu Saudi Ampatuan</i> )	0	1,882	1,882	2,875	7,054	9,929
South Upi	3,410	0	3,410	2,230	1,540	3,770
Sultan Kudarat	3,606	3,828	7,434		118	118
Sultan sa Barongis	2,735	235	2,970	4,204	6,301	10,505
Talayan	929	0	929	1,295	4,577	5,872
Talitay			0		684	684
<b>Lanao del Sur</b>	<b>16,908</b>	<b>12,442</b>	<b>29,350</b>	<b>11,048</b>	<b>31,798</b>	<b>42,846</b>
Bacolod Kalawi			0		993	993
Balabagan	3,361	0	3,361	2,290	1,996	4,286
Balindong			0		3,805	3,805
Bayang			0			0
Binidayan			0		310	310
Buadiposo-Buntong			0			0
Bubong			0		180	180
Bumbaran			0			0
Butig			0			0
Ditsaan-Ramain			0			0
Ganassi	0	4,730	4,730		1,779	1,779
Kalanogas	3,428	0	3,428		813	813
Kapai			0	84	1,279	1,363
Kapatagan	2,880	0	2,880			0
Lumba Bayabao			0			0
Lumbatan			0			0

(continued...)

Location	IDPs inside ECs	IDPs outside ECs	Total IDPs	IDPs inside ECs	IDPs outside ECs	Total IDPs
	23.10.00	23.10.00	23.10.00	09.10.03	09.10.03	09.10.03
Lumbayanague			0			0
Madalum			0		3,879	3,879
Madamba			0		3,717	3,717
Maguing			0		1,621	1,621
Malabang	5,388	7,712	13,100	800	1,920	2,720
Marantao			0			0
Marogong			0			0
Maslu			0			0
Mulondo			0			0
Pagayawan			0		390	390
Piagapo			0	7,670	7,330	15,000
Poona Bayabao			0			0
Pualas	1,851		1,851			0
Saguiaran			0	204	1,786	1,990
Sultan Dumalondong			0			0
Sultan Gumander			0			0
Tagoloan			0			0
Tamparan			0			0
Taraka			0			0
Tubaran			0			0
Tugaya			0			0
Wao			0			0
<b>Sulu</b>	<b>42</b>	<b>6</b>	<b>48</b>	<b>969</b>	<b>23,472</b>	<b>24,441</b>
Indanan*			0	413	2,257	2,670
Jolo*			0		1,032	1,032
Lugus*			0		2,496	2,496
Maimbong*			0	21	1,371	1,392
Panamao*			0		227	227
Parang*			0		820	820
Patikul*			0	55	13,612	13,667
Talipao*	42	6	48	480	1,657	2,137
<b>ARMM Cities</b>	<b>41,148</b>	<b>46,495</b>	<b>87,643</b>	<b>1,434</b>	<b>2,805</b>	<b>4,239</b>
Marawi City	41,148	46,495	87,643	1,434	2,805	4,239
<b>REGION XII</b>	<b>178,770</b>	<b>49,642</b>	<b>228,412</b>	<b>50,343</b>	<b>91,659</b>	<b>142,002</b>
<b>North Cotabato</b>	<b>108,392</b>	<b>42,546</b>	<b>150,938</b>	<b>43,919</b>	<b>43,792</b>	<b>87,711</b>
Alamada	2,888		2,888			0
Aleosan	7,928	2,157	10,085	4,070		4,070
Arakan			0			0
Banisilan			0			0
Carmen	21,480	6,742	28,222	9,883		9,883
Kabacan	22,168		22,168	1,735	4,285	6,020
Libungan			0			0
Makilala			0			0
Matalam	5,040	3,615	8,655			0
Midsayap	23,495	6,519	30,014	5,405	334	5,739
M'lang	600	275	875	20	114	134
Pigcawayan	273		273			0
Pikit	24,520	23,238	47,758	16,245	28,960	45,205
President Roxas*			0	1,244	2,500	3,744
Tulunan*			0	5,317	7,599	12,916
<b>Sarangani</b>	<b>10,351</b>	<b>2,365</b>	<b>12,716</b>	<b>2,245</b>	<b>239</b>	<b>2,484</b>
Alabel*	236		236	386		386
Glan			0	50		50
Klamba	3,751		3,751			0
Maasim	3,588	484	4,072			0

(continued...)

Location	IDPs inside ECs	IDPs outside ECs	Total IDPs	IDPs inside ECs	IDPs outside ECs	Total IDPs
	23.10.00	23.10.00	23.10.00	09.10.03	09.10.03	09.10.03
Maitum	2,669	1,881	4,550			0
Malapatan	107		107	1,809	239	2,048
<b>South Cotabato</b>	<b>16,478</b>	<b>1,669</b>	<b>18,147</b>	<b>426</b>	<b>212</b>	<b>638</b>
Banga*	3,355	500	3,855			
Lake Sebu*			0	414		414
Polomolok	1,555		1,555			0
T'boli*	5,648	827	6,475			
Tantangan*			0	12	212	224
Tupi	5,920	342	6,262			0
<b>Sultan Kudarat</b>	<b>43,549</b>	<b>3,062</b>	<b>46,611</b>	<b>3,753</b>	<b>47,416</b>	<b>51,169</b>
Bagumbayan			0			0
Colombio	6,029		6,029	3,225	3,070	6,295
Esperanza	2,824		2,824		350	350
Isulan	3,700		3,700		4,035	4,035
Kalamansig			0			0
Lebak			0		20,875	20,875
Lambayong	2,413	1,392	3,805			0
Lutayan	2,907	650	3,557			0
Palimbang	24,842	1,020	25,862		17,500	17,500
President Quirino			0	528	1,356	1,884
Senator Ninoy Aquino	834		834			0
Tacurong City*			0		230	230
<b>REGION XI</b>	<b>10,759</b>	<b>6,584</b>	<b>17,343</b>	<b>0</b>	<b>636</b>	<b>636</b>
<b>Compostela Valley</b>	<b>2,640</b>	<b>36</b>	<b>2,676</b>	<b>0</b>	<b>636</b>	<b>636</b>
Monkayo*		36	36			
Pantukan	2,640		2,640		636	636
<b>Davao del Sur</b>	<b>0</b>	<b>1,028</b>	<b>1,028</b>	<b>0</b>	<b>0</b>	<b>0</b>
Matanao*		628	628			
Kibiawan*		400	400			
<b>Davao Oriental</b>	<b>8,119</b>	<b>5,520</b>	<b>13,639</b>	<b>0</b>	<b>0</b>	<b>0</b>
Banay-banay*	139		139			
Mati*	573	3,110	3,683			
Tarragona	7,407	2,410	9,817			0
<b>REGION X</b>	<b>55,377</b>	<b>59,891</b>	<b>115,268</b>	<b>14,870</b>	<b>13,912</b>	<b>28,782</b>
<b>Bukidnon</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>2,304</b>	<b>1,046</b>	<b>3,350</b>
Damulog*				2,304	1,046	3,350
<b>Lanao del Norte</b>	<b>55,377</b>	<b>59,891</b>	<b>115,268</b>	<b>12,566</b>	<b>12,866</b>	<b>25,432</b>
Bacolod	882	2,932	3,814	406	1,312	1,718
Baloi	16,138	2,766	18,904	336		336
Kauswagan	294	1,458	1,752	722	249	971
Kolambugan*	1,607	19,352	20,959	990	878	1,868
Linamon	1,696	9,909	11,605			0
Magsaysay	417	1,696	2,113			0
Maigo*	2,501	2,995	5,496	5,606	919	6,525
Matungao	2,564	707	3,271			0
Munai	5,058	583	5,641	2,190	2,320	4,510
Nunungan	3,057	791	3,848			0
Pantao Ragat	2,947	242	3,189	865	2,805	3,670
Pantar	1,385	2,603	3,988			0
Piagapo*	1,926	2,369	4,295			0
Poona-Piagapo	834	1,626	2,460	492	1,815	2,307
Salvador	99	2,522	2,621			0
Sapad	8,995	1,880	10,875			0

(continued...)

Location	IDPs inside ECs	IDPs outside ECs	Total IDPs	IDPs inside ECs	IDPs outside ECs	Total IDPs
	23.10.00	23.10.00	23.10.00	09.10.03	09.10.03	09.10.03
Sultan Naga Dimaporo	1,224	1,561	2,785			0
Tagaloan	2,388	0	2,388			0
Tangcal	1,067	1,690	2,757	623	2,568	3,191
Tubod*	298	2,209	2,507	336		336
<b>REGION IX</b>	<b>4,901</b>	<b>257</b>	<b>5,158</b>	<b>0</b>	<b>7,790</b>	<b>7,790</b>
<b>Zamboanga del Norte</b>	<b>4,901</b>	<b>0</b>	<b>4,901</b>	<b>0</b>	<b>7,790</b>	<b>7,790</b>
Baligulan			0			0
Kalauit			0			0
Labason			0			0
Salug	2,400		2,400			0
Sibuco	2,501		2,501		2,180	2,180
Siocon			0		3,150	3,150
Sirawai			0		2,460	2,460
<b>Zamboanga del Sur</b>	<b>0</b>	<b>257</b>	<b>257</b>	<b>0</b>	<b>0</b>	<b>0</b>
Aurora			0			0
Dimataling			0			0
Dinas			0			0
Kumalarang			0			0
Labangan			0			0
Lapuyan			0			0
Margosatubig			0			0
Pagadian			0			0
San Pablo			0			0
Tabina			0			0
Tukuran		257	257			0
<b>Zamboanga Sibugay</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
Alicia						0
Buug						0
Diplahan						0
Imelda						0
Ipil						0
Kabasalan						0
Mabuhay						0
Malangas						0
Naga						0
Olutanga						0
Payao						0
RT Lim						0
Siay						0
Talusan						0
Titay						0
Tungawan						0
<b>OTHERS</b>	<b>13,568</b>	<b>18,895</b>	<b>32,463</b>	<b>3,826</b>	<b>280</b>	<b>4,106</b>
Cotabato City*	10,520	13,659	24,179			0
Davao City*	125	679	804			0
General Santos City*	1,055	1,091	2,146	1,597		1,597
Iligan City*	754	2,989	3,743			0
Kidapawan City*	91		91			0
Koronadal City*	1,023		1,023		55	55
Isabela City*		460	460			
Zamboanga City*		17	17	2,229	225	2,454

Statistics produced by DSWD Disaster Response Operations Monitoring and Information Center (DROMIC) as of 23 November 2000 and 09 October 2003.

□ Provincial Totals      ■ Regional Totals      ■ Grand Totals

\* Municipalities/Cities not included in the list of 150 GRP/MILF recognized CACs


<b>APPENDIX G Number of Existing and Required Classrooms Relative to Enrolment</b>								
Province	Elementary Schools				Secondary Schools			
	Enrolment	Required No. of Classrooms	Existing No. of Classrooms	Shortage	Enrolment	Required No. of Classrooms	Existing No. of Classrooms	Shortage
Basilan	26,557	590	39	551	8,534	190	46	144
Lanao Sur I	18,160	404	265	139	9,350	208	106	102
Lanao Sur II	25,283	562	354	208	22,887	509	235	274
Maguindanao	62,162	1,381	782	599	11,084	246	154	92
Marawi City	8,340	185	118	67	5,368	119	51	68
Sulu	18,654	415	224	191	9,769	217	135	82
Isabela City	851	19	13	6	5,169	115	82	33
Pagadian City	1,087	24	16	8	2,518	56	34	22
Zamboanga Norte	3,807	85	32	53	2,623	58	29	29
Zamboanga Sur	3,682	82	53	29	10,917	243	128	115
Zamboanga Sibugay	15,324	341	174	167	24,964	555	283	272
Lanao Norte	3,331	74	44	30	4,019	89	50	39
Compostela Valley	2,162	48	23	25	4,179	93	57	36
Davao Oriental	319	7	4	3	541	12	9	3
Cotabato	27,522	612	340	272	31,835	707	484	223
Sarangani	3,772	84	55	29	6,823	152	84	68
South Cotabato	2,132	47	34	13	9,163	204	124	80
Sultan Kudarat	9,460	210	86	124	23,422	520	307	213
Sub-total				2,513				1,895
<b>Grand Total</b>								<b>4,408</b>

**Notes:**

Classroom shortage refers to the number of classrooms whose construction in considering the number of students divided by the existing number of classrooms shall result in a student-classroom ratio of 45:1

Provincial tallies include only those municipalities covered by Local Monitoring Teams of the GRP-MILF Joint Coordinating Committee on the Cessation of Hostilities





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