



Municipal Protection Profiles conducted in Lanao del Sur

Lumbatan



Municipality of Lumbatan

Province of Lanao del Sur | Autonomous Region in Muslim Mindanao (ARMM)

Overview

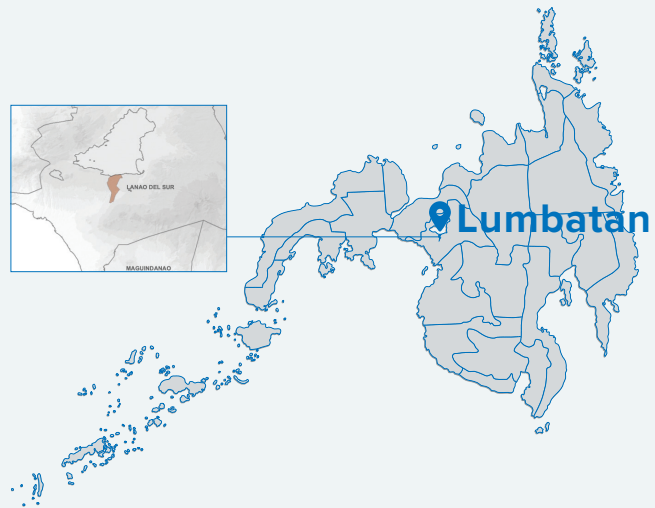
Risk rating: **Medium**

Quick facts

Lumbatan is accessible either by boat on Lake Lanao or by road via two entry points: via 47-km concrete highway from the zero (0) point landmark in Marawi City, passing through District 1 municipalities, or through the Narciso-Ramos highway coming from Malabang or District II.

Its lands are best suited for agriculture, with agricultural land being about 10,295 hectares and 65 percent of this devoted to lowland rice farming (*basakan*). Agriculture is the main source of livelihood. The municipality is also known as the corn granary of Lanao del Sur.

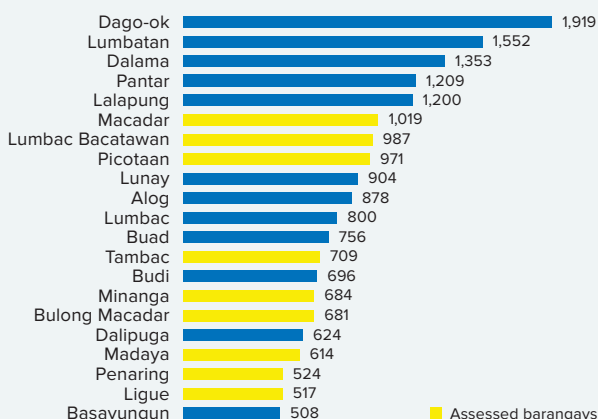
Some portion of the municipality is lakeshore, with about 17 hectares of agricultural land utilized for inland fishery.



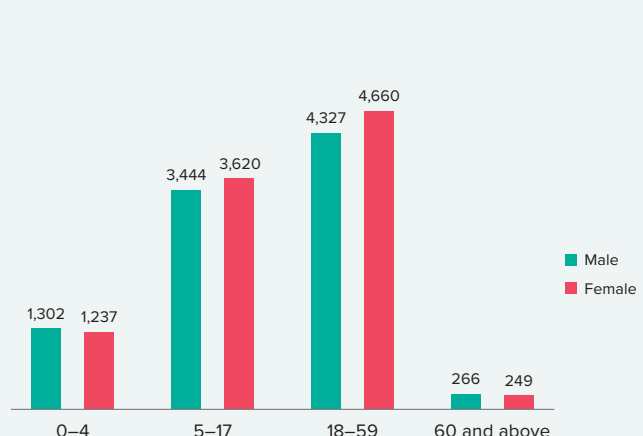
Assessed barangays

The barangays assessed for the MPP in Lumbatan are: Lumbac Macadar, Macadar, Penaring, Picotaan, Madaya, Tambak, Minanga, Bubong Macadar and Ligue.

Population¹ by barangay with highlighting of selected barangays (9) for assessment



Population¹ by sex and age group



¹ 2015 Census of Population, Philippine Statistics Authority (PSA)

In the second quarter of 2018, the CSFI project team conducted coordination meetings with the local chief executive of Lumbatan, the local Disaster Risk Reduction and Management Officer (DRRMO), and Municipal Social Welfare Officer (MSWO) to discuss the background of the project. For the assessment, the LGU officials recommended a list of barangays that had a history of conflict or displacement. Focus group discussions (FGDs) were conducted on May 28, 29, and June 3 2018 among internally displaced persons (IDPs) and barangay residents.

Nine (9) barangays were identified for the assessment.

At the same time, CFSI conducted key informant interviews (KIIs) with the MDDRMO and the MSWO. The project team utilized the MPP Thematic Tool provided by UNHCR in recording the results of the discussions and KIIs on-site. Data was transferred to Excel sheets to consolidate and analyze the data, which were then sent to the UNHCR Information management team for further analysis. Analyzed information was shared back to CFSI as the basis for the drafting of this narrative report.

Protection profile summary

The protection risk rating for Lumbatan is **MEDIUM** with the likelihood of being raised to **HIGH** due to the following factors:



The reported presence of Islamic State (IS)-inspired group believed to be residents from remote barangays in the municipality.



Lumbatan is adjacent to the municipality of Butig, a known stronghold of IS-inspired group. These groups are believed to have links with the Jemaah Islamiyah (JI) and Islamic State of Iraq and Syria (IS or Daesh), groups that have been added to the UN Security Council list of terrorists.



Law Enforcement Operations (LEO) by the Philippine Military. One LEO had resulted in the displacement of two hundred (200) families in the barangays of Lumbac Bacayawan, Penaring, Madaya, Picotaan, and Tambak when Philippine Security Forces conducted a pursuit operation against an IS-inspired group believed to be recruiting new members in the said barangays.



Occurrence of *rido* or “clan feud” in the municipality. The insecurity caused by the feud adds to the fear among members of the community. The LGU is committed to settling *rido*, however, due to limited capacity and lack of training on conflict resolution, resolving *rido* is challenging.



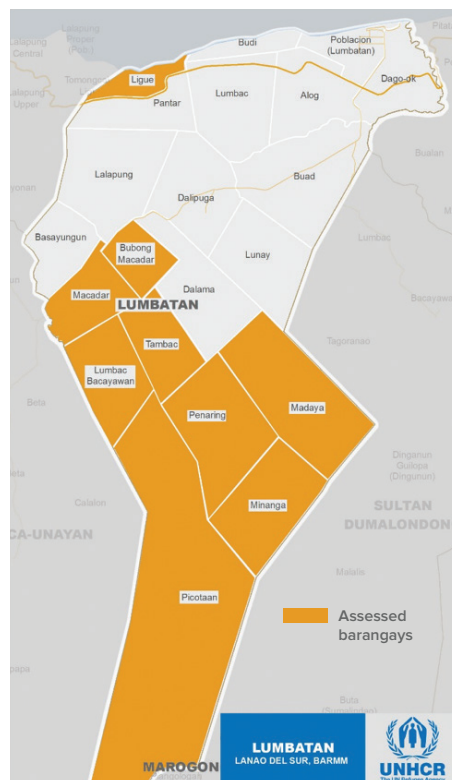
The possible failure of passing the Bangsamoro Organic Law through the plebiscite in January 2019.



Limited resources and weak capacity affect the delivery of basic social services, creating a major gap in the needs of the constituents.

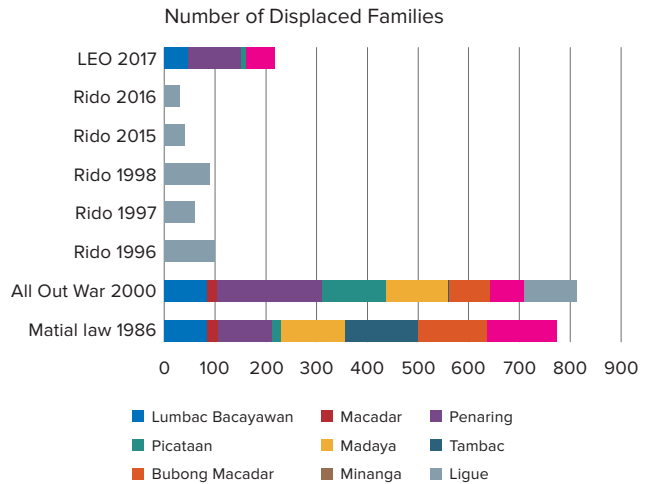
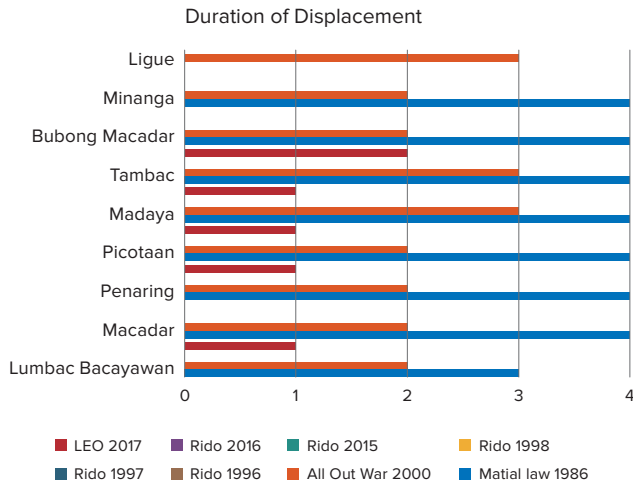


Protective services from the local government are very limited due to the lack of financial resources and the need to improve the capability to deliver services.



Protection analysis data

Displacement



During times of displacement, residents usually seek refuge with their relatives outside the barangay or within the barangay but in areas not affected by the firefights. Barangay Ligue residents shared that they also stayed in Evacuation Centers.

Respondents also find that humanitarian assistance is beset with problems like the insufficiency for all the entitled IDPS, fighting between the recipients, assistance was not fairly distributed among recipients, lack of access roads to the sites, lack of information on the time and location of the distribution, access to the delivery site is difficult and attacks during distribution.

The normalcy and peace in the area were short-lived, as Lumbatan experienced displacement when then-President Estrada declared All-Out-War against the Moro Islamic Liberation Front (MILF) in 2000. The occurrence of *rido* in the municipality also caused displacement. One out of the nine barangays assessed experienced a series of retaliation involving warring families. Fearing of being caught in the middle of the conflict, residents sought safety in other municipalities. In recent years, the suspected presence of ISIS-inspired groups in the Philippines has caused the displacement of residents. In 2017, the Armed Forces of the Philippines (AFP) conducted Law Enforcement Operations in Sitio Mantapoli, Barangay Tambac to neutralize the reported IS-inspired group. During this time, the municipality was hosting IDPs from Marawi City.

Identified issues in the municipality



Lack of livelihood activities



Difficulty in obtaining transportation during evacuation



Lack of finance in time of emergency



Loss of properties in the places of origin



Absence of WASH facilities



Congestion in camp sites



Food scarcity and malnutrition



Shelter



Streetlights



Disrupted education and available schools for children




Available health services



Limited freedom of movement



Denial of assistance



Discrimination

Protection services

There is the availability of protective mechanisms in the community, such as the Barangay Disaster Risk Reduction and Management Council (BDRRMC), Violence against Women and Children (VAWC) Desk, and Barangay Peacekeeping Action Team (BPAT), although all of them responded that there is no BCPC (Barangay Councils for the Protection of Children and they are uncertain whether there is BHRAO (Barangay Human Rights Action Center) in their municipality. The IDPs also are confident in sharing information with their host families and the barangay, as the latter is seen as receptive to feedback.

Protection of Women and Children

IDPs and residents of the assessed barangays report no cases of GBV and child protection-related incidences, except for the attack on schools in Barangay Macadar during the time of armed conflict. Women and children feel safe and have not reported any violations or threats. Islamic teaching serves as a guide in respecting everyone's rights including women and children. Also, the traditional way of preventing and resolving violations or threats against women and children is practiced, applying the Maranao customs and laws locally known as *taritib ago igma*. The traditional leaders can also act as the first-level dispute mediator in the Barangay. Cases not settled at this level are elevated to the Barangay Local Government and on to the Municipal Level for major issues.

The barangay local government performance on the protection of women and children is commonly perceived by respondents to be good despite the lack of protective services, capacity, and budget. Common to the nine profiled barangays is the lack of training on children and women protection. All the nine barangays have functional Barangay Local Government Peacekeeping Action Teams (BLGU-BPAT), and six barangays had formed a group to respond for VAWC. However, there is no barangay committee for the protection of children. Despite its absence, barangays are able to lead and sustain locally formed committees composed of traditional and religious leaders. These committees serve as multi-functional bodies for conflict resolution, information dissemination, resolution of grievances, and other protection matters important to the community. Despite the presence of peace and order bodies in the barangays, it was assessed that the individual capacities of the barangays remain weak. More so, the resources to deliver social services are proving to be a challenge due to the low economic income of the municipality. Most of the time, barangay leaders use their personal funds to address the emergency needs of their constituents.

Generally, women's participation in the community is notable. Women participate and hold positions at the regular barangay councils and the traditional councils. Women respondents feel confident in sharing information and are able to voice out their concerns in the community. Unfortunately, there are still instances of children separated from their parents or family like in Barangay Lumbac Bacayawan and Macadar as their parents must find a livelihood, ensure safer conditions or due to emergency events. These children are in the custody of their grandparents or other relatives.

People with special needs

With the nine barangays profiled, there are 668 individuals in Lumbatan municipality considered to be Persons with Special Needs. The table below shows the number of PWSNs in the nine barangays. Two barangays reported that not all of the senior citizens can access the social services for the senior citizen. Due to limited resources, barangay LGUs need to prioritize those who are vulnerable. It was also reported that the nine barangays have limited financial resources to provide basic social services, such as the provision of assistive devices, child protection, medical care, and psychosocial treatment for the PWSNs. Because of this, there is a general perception held both by duty bearers (six out of nine barangays) and residents (five out of nine barangays) that performance on this aspect needs improvement. Barangay Minanga duty bearers gave themselves a self-rating of Excellent, due to the efforts of the BLGU to "provide all efforts in assisting" PWSNs.

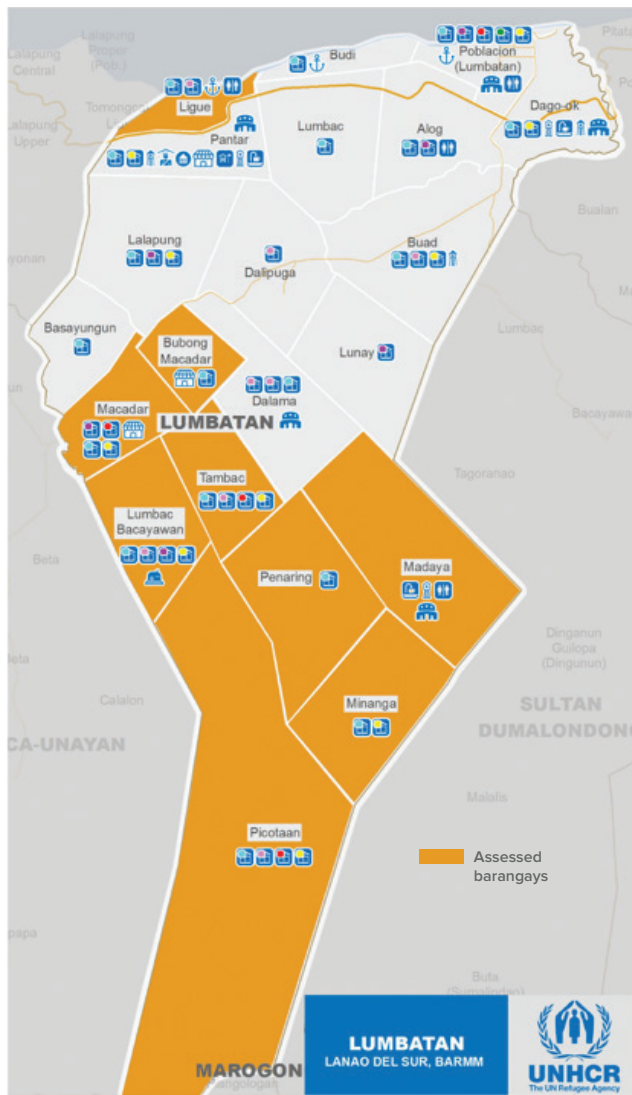
The limited financial resources of the Local Government Unit hinder the solution to protect the PWSN. To be able to cope up, Barangay Local Governments are soliciting assistance from politicians, private donors and non-government organizations.

The identified needs of the PWSNs are context-specific, such as:

 <p>Elderly-headed Household Shelter, Food assistance, beddings, financial supports, medicine, hygiene kits and clothes for children</p>	 <p>Elderly but not a HH Head Food assistance, assistive devices, medicine, clothes¹, kitchen sets, and shelter</p>
 <p>Single Parent Food assistance, financial assistance and hygiene kits</p>	 <p>Orphans Clothes¹, medicine, shelter, food, safety and security, hygiene kits and financial assistance</p>
 <p>Pregnant and Lactating Women Medicine, vitamins, regular check-ups, nutritious food and clothes for infant</p>	

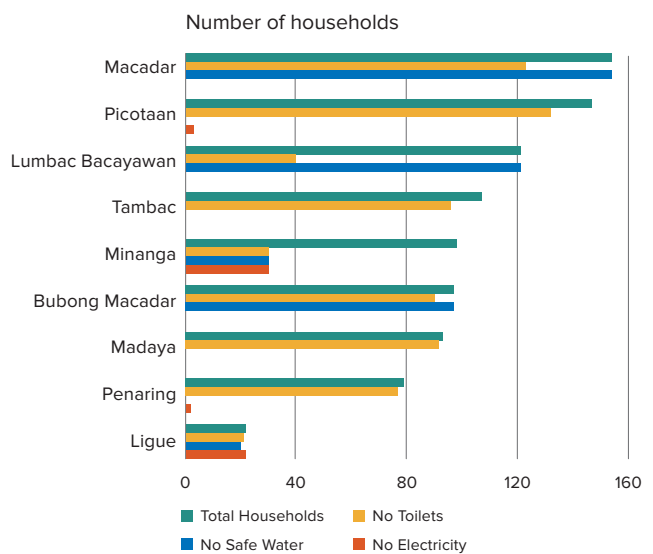
¹ While strictly not a separate vulnerability criteria, communities assessed give importance to specific needs of orphans due to the added protection that is needed, usually expected from extended relatives and the bigger Muslim community.

Access to basic services



- Day Care Center
- Public Toilet
- Primary School
- Market
- Elementary School
- Municipal Hall
- High School
- Wharf
- College
- Police Station
- Madrasah
- Military Outpost
- Health Unit
- CAFGU Outpost
- Water Reservoir
- Gym / Social Hall
- Water System

Lacking Basic Social Services



Education





Primary and elementary education is available in the municipality. Children from barangays with no primary (Grades 1-4) or elementary school (Grades 1-6) can enroll in schools located outside their barangay. There are 4 secondary schools in the municipality (1st year to 4th year). The sole tertiary school, Mindanao State University - Lanao Agricultural Community College (LAC), is limited to agriculture courses.

Three barangays (Penaring, Bubong Macadar, Minanga) consider displacement as a factor for the disruption of education of children in their barangay. In Minanga and Bubong Macadar, children are able to finish primary school, but due to the distance to the elementary school, some children lose motivation and decide to stop.

Health

In all the nine barangays profiled, there are no functional barangay health centers. Residents can access health services through the rural health unit (RHU) at the municipal hall compound, which has a doctor (doctor to the barrio), nurse, and midwife and RHU is equipped with basic medicines. The RHU provides primary health services as well as free vaccination, TB DOTS treatment, and reproductive health services such as counseling for pregnant women. Health services are provided regardless of residence status in the municipality. Residents are also able to seek health care outside the municipality such as the district hospitals in Unayan (Binidayan), Tamparan, and Malabang.

Other Social Services and Protection:

 Pantawid Pamilyang Pilipino Program (4Ps) of DSWD	 Social pension for elderly
 PhilHealth registration for indigents and 4Ps beneficiaries	 Free Birth Registration for senior citizens

However, not all residents in each barangay have access to these social protection services like the 4Ps and Social Pension since there are criteria that need to be met in order to avail the program.

Other functional basic services:

 Various government functions and services such as business permits issuance and registration, assessor's office, agricultural support, social welfare, etc. in the municipal hall which is located in Barangay Pantar	 Maintenance and management of public markets in Brgy Macadar, Bubong and Pantar
 Reception of various grievances, community meetings and assemblies in barangay halls	 Maintenance of peace and order provided by the PNP through their police station and outposts and roving teams
 Construction of three wharfs (Poblacion, Budi, Ligue) utilized by boats from other areas surrounding Lake Lanao	 Security support provided by military detachment in the municipality (51st IB)
 Provision of community spaces for gatherings and major events (e.g. gyms, social halls)	

Safety and Security

State and non-state armed actors are present in the municipality like AFP, PNP and MILF, and some few MNLF forces. The municipality is near the MILF Camp Bushra while MILF Camp Unayan is located within the municipality. At the time of the interviews, the residents expressed feelings of insecurity due to any possible conflict that might occur in case the passage of BOL fails. The occurrence of armed conflict is considered to be the most serious threat to the safety and security of the whole municipality.



Principal causes of conflict and displacement:

 Tension between civilians	 Political disputes	 Armed conflict	 Crime
 Clan feuds due to misunderstanding	 Protection of family pride (maratabat)	 Bombings	 Arson
 Extra-judicial killings	 Natural disasters/hazards		

Outcomes of unresolved conflicts:

 Forced evacuation	 Threats to life	 Killing involving male residents
 Lack of peace of mind	 Absence of economic development	 Damage to properties
 Interruption in the schooling of children	 Death of family members	 Loss of livelihood

Local authorities have some ways to prevent the occurrence of conflict or protect their constituents, such as:

	Mobilizing Barangay Tanod and BPATS. There is a total of 109 registered BPAT members in all 9 barangays. The BPAT personnel are trained by the PNP on maintaining peace and order. The LGU also institutionalized the Peace and Development Council led by the Municipal Mayor and supported by traditional leaders, which is responsible for the formation of strategies and resolution of local conflicts.
	Barangays conduct “mashuwara” or community meetings where the issues are discussed (prioritizing the safety of children and women), and where actions to protect residents are decided, such as reporting of the incident to the appropriate group/agency, immediate evacuation (if needed), self-preparedness, the conduct of search operation, arrest of suspected perpetrators of petty crimes, conflict mitigation or resolution mechanisms, and finding ways to sustain faith to the creator.
	It is a common practice that conflicts are resolved through the efforts of various groups like the barangay council, municipal authorities, Shari’ah court, traditional leaders, religious leaders, or women leaders.

Other proposal by respondents to make their place more secure are:

 Strengthening of BPAT and barangay Drug Abuse Council (BADAC)	 Organizing local volunteers that can monitor local issues and conflicts
 Installation of CCTVs for easier identification of perpetrators	 Installation of security streetlights
 Dialogues with community members regarding conflict resolution	 Setting up of coordination mechanism with AFP and PNP

On the issues of violation of rights, these are reported to barangay/municipal local government, PNP, Religious/traditional leaders, social workers, and civil societies. However, respondents admitted that they are not familiar with or have no knowledge about CHR and that there is no presence of Commission on Human Rights (CHR) or Regional Human Rights Commission (RHRC) in the municipality.

Civil documentation

Reasons for not applying for civil documentation:







 They never needed one	 Cannot afford the fees
 They do not know how to acquire civil documents	 Cannot write, read, and apply
 Cannot secure supporting documents	 Birth municipality is different from current address
 They do not know about the importance of having civil documents	 Difficult access to civil registrar's office
 Prefer not to have identification for security purposes	 Have other means of proving identification (IDs)

Reasons for not applying for civil documentation:




 Inability to travel	 Inability to go to school
 Inability to vote (but some say they were able to register without them being required of their birth certificate)	 Inability to access assistance
 Inability to claim pension or government support	 Inability to claim 4Ps
 Inability to work (but others claim that some can work even without birth certificate)	 For specific sectors such as elderly, farmers, out-of-school youth, and newborns cannot be beneficiaries of government programs

Housing, Land and Property





Ways of acquiring or coming into possession of properties:

 Inheritance	 Purchase	 Right to use
 Ancestral claim	 Dowry	 Rental or mortgage

Ways of acquiring or coming into possession of properties:

	In Macadar there are internal disputes between claiming families
	Tambac residents deal with destruction resulting from bombardment and shelling and armed encounter
	Ligue residents experienced forced eviction because of <i>rido</i> , destroyed houses, secondary occupation, and lack of documentation

Information is most commonly disseminated through:

-  Community meetings
-  Mobile call and short messaging services (SMART and GLOBE networks are available)
-  Conduct of community/Barangay assembly meetings with a special invitation to purok leaders, concerned committees, Barangay Peace-keeping Action Team and other community leaders
-  Barangay programs like 4Ps, disaster alerts, schedules and details of community awareness/training, barangay policies/ ordinance, social or barangay activities and national programs.

Peace Process

The peace process is a central topic in the municipality. Its update is widely disseminated in the municipality. As the peace process elevated on the conduct of plebiscite for the passage of Bangsamoro Organic Law, people are foreseeing that the failure from the plebiscite can result in an armed encounter between the state armed actors and MILF.

Dissemination of information is still a challenge in the municipality. Respondents admit that there are still a group of people who are not reached like those who are located in far flung areas and have no communication signal, PWDs such as the hearing-impaired, children, elderly, and chronically ill persons.

Protection Capability, Intent and Compliance Aptitude

The barangay and municipal local government face immense challenges during emergency response and development because of limited financial resources. Nevertheless, the active leadership of the LGU Executive Offices down to the BLGU level, with the support from government agencies is an example of their perseverance to help deliver social protection services to their constituents.

Strategies that the LGU have exerted to benefit the residents and IDPs being hosted in the municipality include the following:

-  Support and assistance provided by the barangay government lessen the protection risk that the people face
-  Active and visible participation of the Municipal Disaster Risk Reduction Management Office (MDRRMO) and the DSWD
-  LGU linkages with different UN agencies, INGOs, NGOs, and private sectors
-  The establishment of a proper system in resolving issues is significant evidence of the commitment of the LGU to protect the residents
-  MILF and formation of local peace and order committees
-  LGU provided food assistance to the hosted IDPs that came from Marawi City

Recommendations

Based on the results of the municipal protection profiling and field experience during the conduct of FGDs/KIIs, CFSI makes the following recommendations:

1

For the government (LGU/BLGU and other line agencies)

- Mainstream protection in the services of the local government unit;
- Enhance the capacities of traditional leaders as well as religious leaders in leadership skills and conflict resolution;
- Localize various mandates of LGUs at the barangay level (not only at the municipal level) such as VAWC desks, BDRRMCs, Barangay Committee on the Protection of Children (BCPCs), BHRAOs, and Barangay Health Services;
- Strengthen capacities of the Municipal and Barangay Peace and Order Councils;
- Advocate and strengthen the conflict/disaster preparedness and response in communities;
- Strengthen the capacity of the BPAT to enforce laws and ordinance in the barangays;
- Ensure effective, functional, and operational reporting mechanisms are in place, and communities are aware of these mechanisms;
- Ensure participation of communities in the development of safety and security strategies;
- Ensure access to electricity by installing electrical posts and transformer units, especially in Barangays Minanga, Picotaan, and Penaring;
- Construct additional public toilets especially in lakeside barangays and those that have a high number of households with no toilets;
- Strengthen campaign on Violation Against Women and Children Law in every barangay;
- Integrate projects and programs for PWSN, women, and children in the Annual Investment Plan (AIP) or the (Comprehensive Development Plan- Executive Legislative Agenda) CDP-ELA;
- Strengthen information management and sharing from barangay to municipal levels;
- Strengthen partnerships with local NGOs, INGOs, private sectors, and United Nations agencies through the conduct of stakeholders' meetings;
- Strengthen and sustain communication and coordination between the LGU/BLGU and the MILF; and
- Explore the use of social media such as Facebook and other mobile application-based media for real-time information dissemination and resource mobilization demonstrated by the power of social networking in humanitarian action.

2

For NGOs, INGOs, UN agencies and other humanitarian agencies

- Assist the LGU in identifying, analysing, and managing risks in all humanitarian and development programming;
- Coordinate with other actors operating in the municipality to build and establish accountability and complementarity;
- Monitor measures for return, integration, or settlement of IDPs, with a keen eye on protection and human rights; and
- Assist the LGU in developing contingency plans during disasters, both natural disasters and conflict-related disasters.

SOURCES / REFERENCES:

Focus Group Discussions (FGD)
Key Informant Interviews (KII)
Secondary Data Review



Water brings life to Hasmin and her daughter Caramina. The community in Brgy. Bacawayan, Marantao hosts internally displaced families from Marawi City since the siege in May 2017. They now have a sustainable source of water for sustenance and basic hygiene. © UNHCR/Lyka Gonzalez