



# Municipal Protection Profile conducted in Maguindanao

Guindulungan



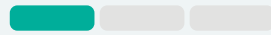


# Municipality of Guindulungan

Province of Maguindanao | Bangsamoro Autonomous Region in Muslim Mindanao (BARMM)

## Overview

Risk rating: **Low**

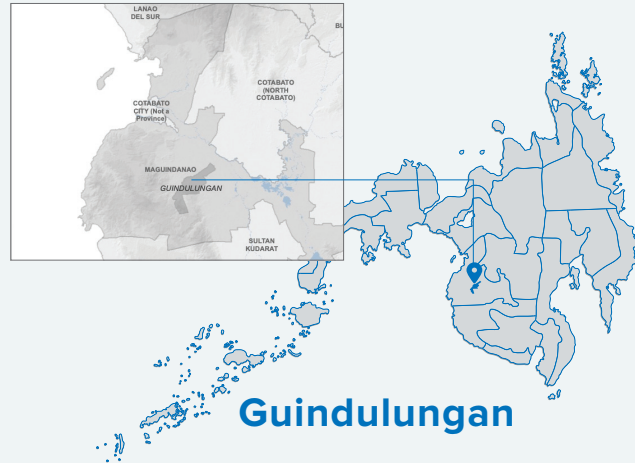


### Quick facts

Guindulungan is a 6th class land-locked municipality in the Province of Maguindanao of the Bangsamoro Autonomous Region in Muslim Mindanao (BARMM).

It was created under the Muslim Mindanao Autonomy Act No. 139 on March 31, 2003 carved out of the Municipality of Talayan.

Guindulungan is politically subdivided into 11 barangays, namely Ahan, Bagan, Datalpandan, Kalumamis, Kateman, Lambayao, Macasampen, Muslim, Muti, Sampao and Tambunan II.



Population

**19,911**



Families

**3,982**



Income Class

-



Land Area

**130.68**sq.km.



Barangays

**11**



Climate type

**Tropical**



Languages spoken

**Maguindanao, Tagalog**

Though some of the barangays are located away from the national road, these are still accessible but during rainy days, there is a challenge of transportation especially in the highland barangays.

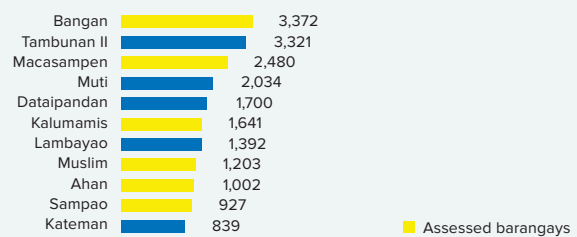
The municipality has a total land area of 130.68 square kilometers or 50.46 square miles which constitutes 1.34 percent of Maguindanao's total area. Its population as determined by the 2015 census, was 19,911. This represented 1.70 percent of the total population of Maguindanao province, or 0.053 percent of the overall population of the Bangsamoro Autonomous Region in Muslim Mindanao (BARMM). Based on these figures, the population density is computed at 152 inhabitants per square kilometer or 385 inhabitants per square mile.

According to the Bureau of Local Government Finance, the annual regular revenue of Guindulungan for the fiscal year 2016, was ₱69,106,009.61.

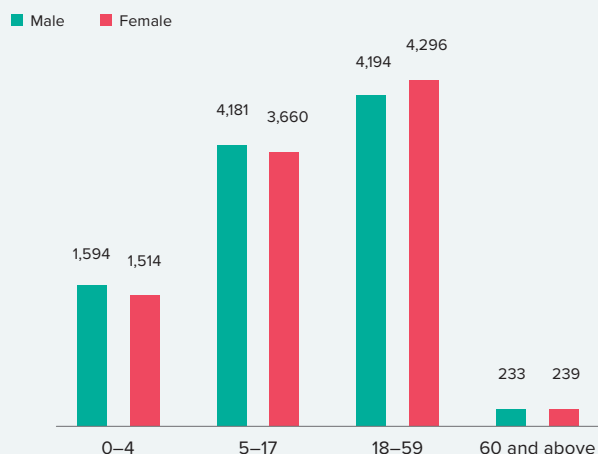
The economy of Guindulungan is agriculture-based. The major agricultural products include rice, corn, coconut, banana, lanzones, mango, vegetables and livestock.

Its neighboring municipalities are Talayan (north-west), Datu Saudi (east) and Datu Unsay (south). It is located at the coordinates of 6°57'57"N 124°20'53"E.

### Population<sup>1</sup> by barangay



### Population<sup>1</sup> by sex and age group



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

## Assessed barangays

The table below shows the population of barangays in Guindulungan that were assessed for the MPP.

Barangay	No. of HH	No. of Families	No. of People	No. of Male	No. of Female	No. of Children	No. of Adults	No. of Elders
Ahan	556	571	2,776	1,110	1,666	1,098	900	778
Bagan	674	674	3,374	1,680	1,694	1,451	1,731	192
Kalumamis	328	330	1,641	656	985	706	841	94
Macasampen	603	544	3,015	1,465	1,550	1,296	1,547	172
Muslim	444	1,203	2,222	1,101	1,121	955	1,140	127
Sampao	2,000	195	927	454	473	586	289	52

### Protection Profile Summary

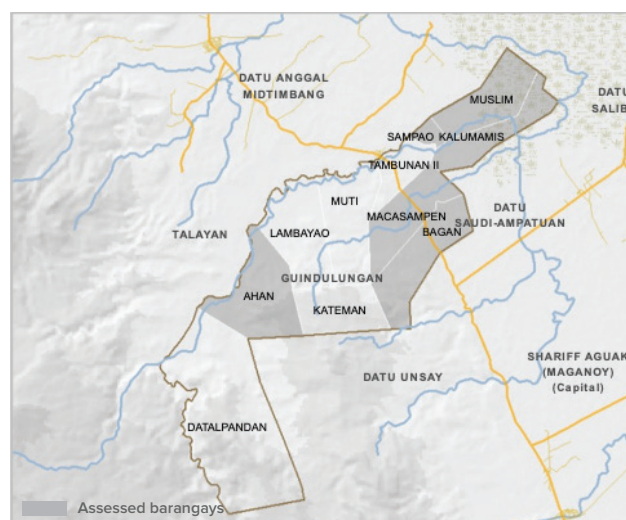
The six communities (Ahan, Sampao, Bagan, Muslim, Kalumamis and Macasampen) of Guindulungan Municipality are vulnerable areas due to continual hazards.

The recurring armed conflicts that result to forced displacement is caused by the presence of armed group such as the Bangsamoro Islamic Freedom Fighters (BIFF), which are the subject of military operations. Another cause of displacement is clan feud, or “rido”, in which parties involved in the fighting are supported by armed groups and private armies.

The repeated conflicts and clan feuds often resulted in displacements that put the affected communities at risk. This situation is aggravated by weak protection mechanisms, lack of resources and capacity building for the Barangay Violence Against Women and Children (VAWC) Desk, Barangay Council for the Protection of Children (BCPC) and the Barangay Disaster Risk Reduction and Management Council (BDRRMC).

There is a lack of a warning system and evacuation plan to prevent and/or minimize the effect of violent conflicts. There is a need to capacitate the members of BCPC, VAWC desk and other local protection mechanisms to ensure that protection issues are addressed appropriately, and protection needs are responded to, particularly with older persons, persons with disabilities, women and children.

Limited access to basic social services by reason of insufficient or inadequate resources and capacities of local authorities also has to be given attention.



Enhancing capacities of protection mechanisms and BDRRMC through trainings and providing linkage will strengthen the operations and mandate of the protection mechanisms to be able to provide better protection to the affected population. Likewise, communities should be considered as active partners in all these undertakings to ensure ownership and sustainability.

## Protection analysis

### Displacement

Data show that 5,070 families (24,202 people) or 4,604 households are currently living in the 6 barangays which are included in the protection profiling. Male population constitutes 52 percent while female population is 48 percent. Population by age group shows that 47 percent are adults of working age, 44 percent are children and 9 percent are elderly.

Data above was generated through clustered focus group discussions (FGDs) and interviews. A total of 79 participants attended the FGDs, composed of 26 community leaders, 22 men, 19 women, 6 older people and 6 children from the 6 barangays.

#### Nature of Violations and Threats

The six communities have experienced numerous displacements due to protracted armed conflicts between the government security forces and armed groups such as the BIFF and the Moro Islamic Liberation Front (MILF).

The armed conflict between the government security forces and the armed groups are identified by four respondent barangays (Ahan, Sampao, Bagan and Muslim) as current major threats in the lives of the people in these communities. Sporadic fighting caused by rido is reported in barangay Kalumamis. Barangay Macasampen is often affected by the tensions caused by rido in neighboring Kitapok of Datu Saudi Ampatuan Municipality.

The ongoing implementation of the Martial Law in Mindanao since May 2017 is posing a threat to the communities, as the government will continue operations against the armed groups affecting the six barangays.

Respondents stated that during displacements, three out of the six barangays (Sampao, Muslim and Macasampen) are moving in Tambunan II (Poblacion) while the other three barangays (Kalumamis, Ahan and Bagan) are within their respective barangays. The displaced families are taking refuge in evacuation centers and in the homes of their relatives.

The length of displacement varies. Barangay Sampao stayed in the evacuation camps from 91 days to 1 year. Four barangays disclosed that it lasted less than 30 days while Barangay Bagan stayed 31-60 days.

All responded that armed conflict is the main cause of displacement.

Due to the conflicts that caused displacement, people expressed that the affected population become more vulnerable. Among the needs and concerns of the affected population are food and nutrition, disrupted economic activities, education and health-related issues.

Women and children as well as persons with specific needs (PWSNs) and indigenous peoples are the sectors that are most vulnerable and are affected in different ways.

As expressed by the communities, the immediate protection needs of the vulnerable groups were basic humanitarian assistance such as food, shelter, medicine, and WASH facilities, while the long-term protection needs were mostly related to the social and economic aspects including food security, livelihoods and support to protection mechanisms in the communities to improve their response to protection issues.

#### Impact and Effects of Violations

The immediate effects of conflicts and displacements include damage to properties such as houses and public assets, and loss of livelihood assets including farm animals. Community members are also restricted in terms of movement due to security reasons, thus limiting their access to food and income sources.

In many instances, the displaced families stay longer in evacuation centers, which makes them vulnerable to illnesses due to congestion as well as lack of hygiene and sanitation facilities. While people are displaced and there are high security risks, the education of children is disrupted, causing them to stop going to school.

The immediate needs of the affected population are food, water, shelter, medicine, facilities related to water, sanitation and hygiene. Support for livelihoods and access to food assistance are the expressed needs of those IDPs in the evacuation center and the returnees.

The long-term protection supports needed include safety and security in places of origin, basic social services, and livelihood supports related to local context.

While the barangay and municipal Local Government Unit (LGU) is proactively responding to the need of the affected population, the duration and extent of the displacement require more resources in which the LGU needs supports from the provincial LGU, other agencies and humanitarian actors.

Five of the six profiled barangays disclosed that there are IDPs who are still displaced in their communities. These IDPs have opted to integrate in the host communities because of the recurrence of conflicts and the presence of armed groups in their communities, which put them at high risk. They have nothing to return to because their houses were destroyed, including their sources of livelihoods.

### Coping Mechanisms of Affected Population

The respondents from the six profiled barangays have shared that the displaced families often dwell with their relatives within and outside of their communities.

While waiting for possible support or humanitarian assistance either from government or non-government organizations to sustain the needs of the family during this crisis, the affected populations resort to borrowing money from relatives and friends. They are also forced to sell their animals (if they have any) and sell jewelry and other personal property. Children are stopped from schooling to help their parents earn a living in order to provide the daily needs of the family.






All six profiled barangays disclosed that they know their rights as IDPs such as the right to access food and the right to support their needs and have the right to raise their issues and concerns during displacement and upon return to their places of origin.

All respondent barangays revealed also that they are able to raise their concern through the local officials, local government agencies and humanitarian organizations assisting them.

Communities also revealed that local authorities activated the BPATs and supported by CAFGU to protect IDPs during displacement. They tasked the BPATs to provide regular patrolling during the night to ensure that all the IDPs are protected from different forms of abuses and violations.

### Recommendations

The six profiled communities are still exposed to threats of armed conflicts and their access to protection services is still limited. The points below are recommended to ensure that communities and specifically those affected by the conflicts and displacement are protected through building their local capacity and in linking them with the relevant agencies and actors.

	Strengthen Barangay/Municipal disaster risk reduction and management council through capacity building and update M/BDRRM Plan (participative formulation when this is not available).
	Ensure that all vulnerable barangays of Guindulungan reactivate and strengthen BDRRMC and make their own contingency plan based on the prevalent hazards.
	Establish a community-based early warning system to prevent, mitigate and reduce the negative impacts of conflicts and displacement and respond to the needs of the affected population.
	Provide capacity-building opportunities to the local population on disaster preparedness to be more resilient in the face of the recurring threats.
	Ensure that barangay and municipal LGU institutionalize the available protection mechanisms mandated by the law particularly at the community level to ensure appropriate protection of the affected population during conflicts and displacements.

## Protection of women and children

### Nature of Violations and Threats

Women are expected by society to perform multiple tasks for the family to ensure survival and to see to it that the immediate needs of the family are met.

Children also become vulnerable. They usually miss school during conflicts as well as their normal childhood life, thus their psychological well-being is easily and adversely affected.

Women and children among the PWSNs and indigenous peoples are equally affected by protection issues, especially during conflicts and displacements. Because of these vulnerabilities, people in the community may be affected severely. They can be abused, either directly or indirectly.

While five of the profiled barangays, namely Ahan, Bagan, Macasampen, Muslim and Kalumamis expressed that women and children are generally safe in the community, respondents in Sampao admitted that women and children are not safe based on different violations committed against them.

However, even though respondent communities disclosed that women and children are generally safe, cases of domestic violence against women, and trafficking are still happening specifically in barangays Ahan and Sampao. The cases are not usually reported in the barangay local government as it is perceived and treated to be a private issue, which must be confined within the home or between parties.

### Coping Mechanisms of Affected Population

Community strategies to prevent protection issues against women and children include raising awareness on the rights of women and children, formation of local committees to deal with protection issues, training of local monitors and distribution of IEC materials.

Five out of six communities are not aware of the women-related laws as including women's rights.

Local duty-bearers and IDPs have work together to respond to the protection needs of women and children through an established referral system and protection mechanism, camp coordination and management during emergencies as both women and children are willing to report protection issues.



Protective Capability and Compliance

The community measures to prevent abuse of women and children are securing IEC materials from different local government agencies with a protection mandate, community awareness-raising, formation of the local committee and mobilization and training of protection monitors at the community level.

Four of the six profiled communities disclosed that they have no temporary facilities for the gender-based violence survivors. Only two barangays have no functional or temporary facilities for child protection cases.

While the local officials are doing their best to respond to the protection needs of women and children that are experiencing protection-related cases, they also recognized that their efforts and response require further improvement due to local governance issue and limited capacities.

Barangays Sampao, Macasampen and Muslim have a functional Barangay VAWC desk, BCPC and GAD council, while Ahan, Bagan and Kalumamis have existing structures that are not functional.

Recommendations

To provide better protection services to women and children in the community, the recommendations below were identified.

	Institutionalize local protection mechanisms given the extent to prevent and respond to women and children protection cases.
	Strengthen local capacities of duty bearers and relevant community structures through capacity building to respond to the immediate and long-term protection needs of women and children.
	Build wider community awareness on women and children rights as part of the proactive intervention to prevent women and children protection cases.
	Establish and publicize referral systems to ensure that all survivors of human rights violations are aware where to ask immediate assistance. Likewise, local authorities must also be aware and trained on how to respond to women and children survivors of human rights violations.
	Ensure local authorities allocate standby funds to respond to the immediate protection needs of survivors of abuses and violence as in most cases, local authorities have no available funds for it.
	Provide psychosocial, legal and medical support to GBV survivors.
	Provide livelihood assistance to the survivors of protection-related violence.

**Persons with specific needs**

Nature of Violations and Threats

Communities disclosed that the common types of persons with specific needs in the community include persons with disabilities, single elderlies, indigenous peoples, pregnant and lactating mothers, solo parents, elderly-headed households, and separated children.

These groups of PWSNs have experienced displacements and have higher risks because of their vulnerabilities during conflicts and tensions. They have issues on accessing humanitarian assistance, restriction of movements, difficulty accessing livelihood opportunities, lack of interventions specific to their needs (mobility, support devices, etc), civil registration and even government programs such as conditional cash transfer or 4Ps, financial support to elderlies and health care services such as provision of health card.

The reported pressing needs of PWSNs include devises for persons with disabilities, care mechanism for children and older persons, humanitarian assistance, medical care for persons with chronic illnesses, psychosocial and medical treatment for survivors of sexual violence.

During emergencies, PWSNs generally need humanitarian assistance such as care mechanism for children, care mechanism for older persons, humanitarian assistance for vulnerable persons. Specifically, PWDs need material assistance such as wheelchair, devises, medicine and hygiene kits; single and solo parents need support mainly for the sustainability of their livelihood; single or solo elderly need medicine, health care and insurance i.e provision of Philhealth and Senior Citizen's Cards.

It was disclosed by three respondent barangays (Sampao, Bagan and Kalumamis) that local government has no budget allocation for PWSNs, while the two barangays (Ahan and Muslim) shared that there is budget allocation for PWSNs in their communities but no specific details on the capacity to cover the needs.

It was noted that only Bagan is said to have IP representation, while the five other barangays have none.

Coping Mechanisms of Affected Population

Communities disclosed that the common coping mechanism among the PSWNs during displacement is relying on humanitarian protection interventions; but in normal times, they are relying on relatives and limited government support.

Assessment proved that the common community protection strategies are ronda (foot patrol for surveillance), women help desk, consultation meeting to raise their concerns and needs and sending PSWNs to a safe place ahead of a pending crisis.

The three communities of Sampao, Macasampen and Muslim have existing and functional protection services such as Barangay Disaster Risk Reduction and Management Council (BDRRMC), Violence Against Women and Children (VAWC) Desk and Barangay Council for the Protection of Children (BCPC), Barangay Human Rights Action Center (BHRAC) in the communities.

The other three barangays (Ahan, Kalumamis and Bagan) have these protection structures but not functional.









Half of the assessed barangays admitted that the PWSNs know and exercise their rights (Muslim, Kalumamis and Macasampen). The identified rights include right to access to social services, right to protection of the community relationship, the right to live decently, no discrimination, right to have their own decision, privacy, to mingle with others, the right to receive assistance, protect their health and the right to play for the children.

The other half of the six communities (Bagan, Ahan and Sampao) disclosed that they do not know the rights of the PWSNs.

The duty bearers and IDPs Leaders work together to respond to the needs of the PWSNs. They have their meetings and sharing the needs and concerns of the PWNS. The duty bearers get the number of PWSNs and segregate it based on their group and needs. The duty bearers visit and meet the PWSNs. The IDPs leaders have close coordination with the BLGUs to ensure that the PWSNs are prioritized. The PWSNs are willing to share information with all stakeholders.

Recommendations

Based on the above situations and experiences of the communities related to the protection of the PWSNs, the respondents recommended the points below.

	Give proper attention to PWSNs during emergencies to respond to their needs accordingly.
	The assistance must be sensitive and responsive to PWSN's conditions.
	Provide livelihood opportunities to PWSNs especially post-emergency.
	PWSNs should be encouraged and give space to participate in different social and economic activities in the communities.
	Ensure that the BLGU must allocate specific funds for PWSNs.
	Strengthen the protection mechanisms of the barangays to better respond to the needs of the PWSNs especially during crises situation.
	Conduct community-wide awareness raising on the rights of the IDPs specific to PWSNs including the services available to them.
	Provide assistance for civil registrations for the PWSNs.




**Basic social services**

Nature of Violations and Threats

Of the 3,999 households in the 6 respondent communities, there are 650 households that do not have toilets or sanitation facilities. A total of 490 households have no access to safe drinking water and 230 households have no access to electricity.

A lack of sanitation facilities (toilets) is one of the main issues in terms of basic social services in the communities. Barangay Bagan has the highest number of households without toilets (70). Ahan and Sampao have 60 households each without access to toilet, and barangay Muslim has 50 households without safe sanitation facilities.

Recommendations

	Intensify the campaign for the Zero Open Defecation in the barangays with less access to sanitation facilities.
	Conduct further assessment and support for the sources of drinking water.
	Extend electrification services to the remote communities.

**Safety and security**

Nature of Violations and Threats

The recurring conflicts between state and non-state actors, political rivalries, rido and land-related disputes including petty crimes against individuals contribute to people's vulnerability in the six barangays profiled for protection. Most of these threats usually result to displacements adversely affecting the communities individually and collectively.

With this complexity of conflicts and threats, it is challenging to ensure safety and security for the people in the respondent barangays. Communities highlighted the presence of seemingly never-ending armed encounters and firefights, bombardment, and shelling due to continuous pursuit operations carried out by the government forces against armed groups (i.e., BIFF) present in the areas, and destruction of properties perpetrated by conflict actors. Rido, as well as crime, also make people unsafe and insecure.

Impact and Effects of Violations

The conflicts and violations being experienced have undeniably brought different serious effects and impacts to every affected population of the communities.

The lives and livelihoods of the conflict-affected population in the six barangays are adversely affected by the recurring conflicts and displacements. People are having fears – fearing for their life and security. During conflicts and displacements, their freedom of movement is limited, which affects their access to food and income sources diminishing their opportunities to sustain their family needs.

Moreover, it was noted that damage of properties, loss of agricultural products, hunger, malnutrition, illnesses and other forms of protection issues become common especially in the prolonged displacements.

According to the respondent communities, humanitarian assistance that is sensitive and responsive to the needs of the community is identified as the immediate protection needs while sustainable livelihood support and durable solutions to violent conflicts and issues of IDPs are the long-term protection needs of the affected populations.

Coping Mechanisms of Affected Population

Aside from keeping self and families safe and secured within their homes, communities revealed that the available coping mechanisms to minimize the negative consequences of conflicts and or issues of safety and security were the consistent and close monitoring of both the members of the community and the local authorities of the situation in the ground, and contingency planning for possible pre-emptive displacement.

Proper coordination and collaboration of community and local authorities is also noted as helpful means to prevent or minimize the adverse effects of conflict. Functional and active protection mechanisms (e.g., presence and duty of Barangay Protection Action Team) were noted to be a significant factor to facilitate safe and secured evacuation of affected populations when conflict erupts.

The communities also listen to the local authorities’ security briefings and abide by precautionary measures implemented by the local authorities. Other communities’ coping mechanisms include influencing local leaders to facilitate dialogue between the conflict parties to explore best options and solutions to the problems.

There are mechanisms to resolve disputes such as the intervention of the barangay council, traditional and religious leaders in resolving local conflicts or preventing escalation of tensions. In instances that the barangay council and traditional/religious leaders do not work, the issue is brought to the municipal authorities. If the case is domestic/family-related issues, the case is brought to the municipal shariah court.

Five of the six communities informed that the local officials are effective in maintaining peace and order in their respective community.

Recommendations

To provide better services and responses to issues of safety and security, the points below are recommendations:

-  Strengthen local authorities and mechanisms such as barangay disaster risk reduction and management council (BDRRMC) with emphasis on early warning system, Barangay Peace and Order Council (BPOC), and Barangay Protection Action Team (BPATs).
-  Train local officials on conflict management and resolution as well as dialogue facilitation.
-  Strengthen the operation of joint ceasefire monitoring posts composed of government and MILF forces established in the area.
-  Conduct community peace advocacy to support local peace initiatives that that aims to end the decade conflict in Mindanao.
-  Hold capacity building exercises for community related to keeping themselves safe and secured in times of emergencies to include but not limited to reporting and referral.


**Documentation**

Nature of Violations and Threats

Barangay	No. of Individuals without Birth Certificates	No. of Individuals without Marriage Contracts
Ahan	50	100
Bagan	50	50
Kalumamis	40	60
Muslim	40	50
Sampao	10	50
Total	190	310

Those without birth certificates cited the following reasons for not having one: they do not feel the need to have it, they are not aware of the importance or use, they do not know how to register or apply for registration, the Local Civil Registrar (LCR) is not accessible to the community, they cannot read/write, they are unable to secure needed supporting documents, or they lack financial resources.

Recommendations

-  Civil registration should support those barangays that have issues related to birth certificate, marriage certificates, land registration, etc.



## Housing, land and property (HLP)

### Nature of Violations and Threats

The number of landowners possessing land titles of their land is small. Ahan has 49 landowners with land titles while Sampao, Bagan, Muslim, and Kalumamis each have 50 landowners with land titles.

The main reasons identified for why people have no property deeds or titles include lack of documentation, conflicts or grievances related to land registration.

### Recommendations



Strengthen the mechanisms to prevent conflicts among local population due to land ownership issues.

## Information

### Nature of Violations and Threats

Only three of the profiled communities had access to information about the peace processes between the government and resistance movements (GPH-MILF/MNLF) but of very limited details. During the assessment, communities expressed their hope that the peace process and corresponding signing of agreements will pave the way to reduce conflicts and eventually develop the areas.

While they are optimistic about the implementation of the Bangsamoro Organic Law (BOL) in the region, communities are also apprehensive about the possible conflict it may create if other organizations, such as MNLF and BIFF, do not agree to the peace treaty.

Communities believe that the BOL will be able to resolve and end the recurring conflict and address the problems and issues of IDPs. Communities are likewise optimistic about the BOL and that the new BARMM shall benefit Bangsamoro, in general, and be able to facilitate sustainable peace and development in the region.

Communities suggested strengthening local peace dialogues and initiatives to ensure that people are aware of what is going on, thus contributing in maintaining peace and security of the vulnerable population

## Peace processes

### Recommendations



Put up a feedback mechanism for people to get more updates on the status of the peace process.

## SOURCES / REFERENCES:

Focus Group Discussions (FGD)

Key Informant Interviews (KII)

Secondary Data Review



BDRR Planning-Workshop for 6 Vulnerable communities of Guindulungan, Maguindanao Province. ©MMI