



# Municipal Protection Profile conducted in Maguindanao

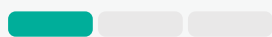
Pagalungan

# Municipality of Pagalungan

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

## Overview

Risk rating: **Low**

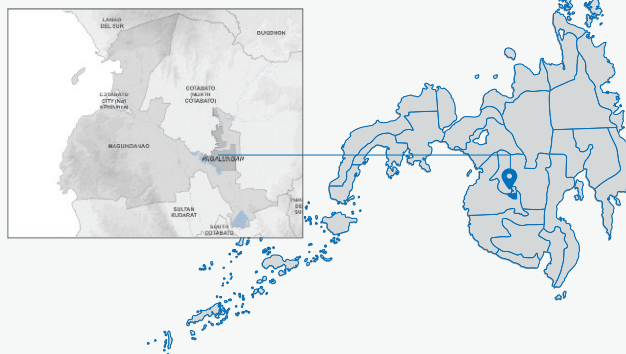


### Quick facts

#### History

The Municipality of Pagalungan is a 1st class municipality in the province of Maguindanao, BARMM, Philippines. By virtue of Executive Order No. 41 issued during the administration of then-President Manuel A. Roxas on 18 August 1947, Pagalungan officially separated from the Municipality of Midsayap and became a regular

## Pagalungan



Population

**39,653**



Households

**7,931**



Income Class

**1<sup>st</sup> Class**



Land Area

**898.76**sq.km.



Barangays

**12**



Climate type

**Tropical**



Language Spoken

**Maguindanao,  
Tagalog**

municipality. In 1973, municipality also ceased to be the capital of Cotabato province as it was included as an integral part of the newly created province of Maguindanao, where it currently belongs today

The first appointed and elected mayor was the late Gorgonio P. Initan, a former public-school teacher. The succeeding mayors were Datu Tumindig Sultan, 1950-1953; Hadji Abubacar Pendatun, 1954-1962; Bai Tonina P. Matalam Adil, 1963-1971, Datu Malunsing Matalam, 1972-1975; Datu Balumul P. Mama, 1975-1977; Bai Chito Matalam, 1973-1986, Datu Norodin M. Matalam, 1986-1988, Datu Udtog P. Matalam, Jr., 1988- 16 December 1995; Datu Macabangen K. Montawal, December 1995-June 2007; Datu Norodin M. Matalam, 2007-2013, and from the later date to present is Datu Salik P. Mamasabulod.

The municipality was the capital of the province of Cotabato, during the time when it encompassed the present-day provinces of Cotabato, Maguindanao and Sultan Kudarat, from 1967 to 1973. During that time, at an estimated population of 30,000-40,000 in 1960, it was also the most populous municipality in the province, almost to be converted into a city during the decade, but internal conflicts and sporadic rebellions in its vicinity especially during 1970s and 1980s resulted in the somewhat stagnant population growth of the town until the foundation of ARMM in 1990 as some of its inhabitants fled towards parts of what was now the South Cotabato Sultan Kudarat Sarangani General Santos (SOCSKSARGEN) region, particularly in what is now the Cotabato province, to avoid strife. The municipality ceased to be the capital of Cotabato

province in 1973 as it was included as an integral part of the newly created province of Maguindanao, where it currently belongs today.

#### Demographics

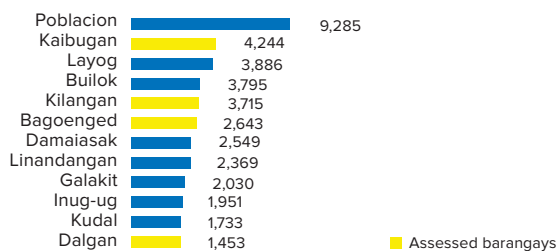
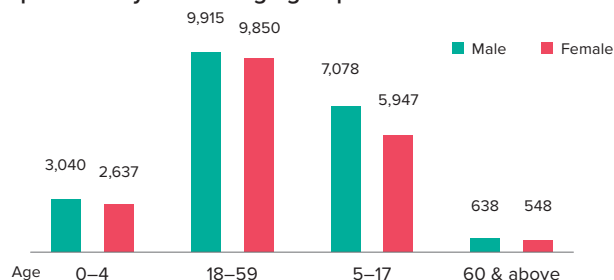
The municipality population as determined by the 2015 Census of the Philippine Statistics Authority was 39,653 which represented 3.38 percent of the total population of Maguindanao province, or 1.05 percent of the overall population of the BARMM. In terms of age distribution, the age group with the highest population is 5 to 9 (5,500 individuals) while the age group with lowest population is 75-79 years old with only 104 individuals. Young dependent population which includes infants/ babies, children and young adolescents/teenagers on the other hand made up an aggregate of 40.07 percent (15,890). The economically active population and actual or potential members of the work force belonging to aged 15-64, constitute a total of 58.06% percent (23,023). The calculated population density is computed at 44 inhabitants per square kilometer or 114 inhabitants per square mile.

#### Distances

The cities closest to Pagalungan are Tacurong, Kidapawan, Cotabato City, Koronadal, Digos, and Davao City while the nearest municipalities are Pikit, Datu Montawal, Kabacan, Aleosan, Carmen, and Sultan sa Barongis. Its distance from the national capital is 927.39 kilometers (576.25 miles).

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Population<sup>1</sup> of assessed barangayPopulation<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 Pagalungan 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
Bagoenged	455	550	2,643	1,189	1,454	793	1,454	396
Dalgan	252	299	1,453	581	872	509	799	145
Kalbugan	732	849	4,244	2,005	2,239	1,486	2,334	424
Kilangan	1,081	1,199	5,407	2,742	2,665	2,009	3,207	191
<b>TOTAL</b>	<b>2,520</b>	<b>2,897</b>	<b>13,747</b>	<b>6,517</b>	<b>7,230</b>	<b>4,797</b>	<b>7,794</b>	<b>1,156</b>

## Protection Profile Summary

The level of protection risks in the municipality is LOW. Despite the recurring incidents of conflict and seasonal flooding which resulting to repeated displacements, the level of threats to populations has been offset by the high level of coping mechanisms and strategies of the communities affected as well as the responses by the duty-bearers to address the needs and protect the rights of the affected civilians.

To illustrate this finding, all four barangays profiled are conflict-affected. The nature of the conflict are AFP versus MILF, BIFF and local IS-affiliated group, conflict between MILF and BIFF and local IS-affiliated group and rido involving families that are both affiliated with the MILF. Other conflicts in the communities are caused by political disputes, land disputes, and crime and violence. The conflicts occurred because of the presence of MILF in the large part of the municipality. In fact, the headquarters of the Major Camp Radjah Muda of the MILF is located in part of Pagalungan. The conflicts also occurred because of the presence of BIFF and local IS-affiliated group in some remote barangays along Ligawasan Marsh. Aside from the conflict, the communities are also prone to natural disaster such as seasonal flooding, thus increasing vulnerability of the municipality.

However, the IDPs have learned from the all-out war experiences in 2000 and 2003 where Pagalungan was the center and focus of the AFP operations against the MILF forces particularly in Buliok Complex. Since then, IDPs and residents have learned to prepare themselves whenever there are foreseen threats to safety and security. Furthermore, residents have learned to immediately raise their concerns and needs to concerned government agencies such as Barangay Local



Government Units (BLGUs), the Municipal Disaster Risk Reduction Management Office (MDRRMO), Municipal Social Welfare and Development Office (MSWDO), as well as to partner NGOs. In fact, some IDPs were able to build access and links to NGOs to share information about their situation and needs.

The Local Government Unit (LGU) of Pagalungan through the MDRRMO and MSWDO has been actively responding to the needs of the affected families by constantly monitoring their situation and supporting their transportation to secure places in times of displacement. Municipal compound and gymnasium are the usual places of refuge prepared by the LGU for IDPs coming from remote barangays near the Ligawasan Marsh. In addition,

the LGU has been actively linking with Non-Government Organizations (NGOs) to request for additional support and assistance whenever the LGU exhausted their own resources to support the civilians affected by conflict and natural disaster.

Furthermore, the LGU has existing and available the protective services in place in every barangay that respond to the needs and protect the rights of IDPs, including Barangay Disaster Risk Reduction Management Council (BDRRMO), Violence against Women Council (VAWC) Desk, Barangay Council for the Protection of Children (BCPC), Barangay Human Rights Action Office (BHRAO), Barangay Peacekeeping Action Team (BPAT), Barangay Peace and Order Council (BPOC), Barangay Anti-Illegal Drug Abuse Council (BADAC), and Mamayang Ayaw sa Anomalya, Mamayang Ayaw sa Ilegal na Droga (MASA-MASID), which is a community-based initiative to engage volunteers in the fight against criminality, corruption, and illegal drugs.

In terms of capacity of the LGU in responding to the needs and protecting the rights of the affected population, both the IDPs and duty-bearers cited in the FGDs and KIIs that they perceived it good. The IDPs were rather satisfied with the way the LGU responds to their needs in times of emergency. Likewise, the duty-bearers confirmed that while they seem to be always responsive to the situation of IDPs, they still need improvement and support from other agencies both from government and NGOs especially in terms of large-scale emergencies.

## Protection analysis

### Displacement

#### Nature of Violations and Threats

The four barangays profiled have experienced both displacement and hosting of Internally Displaced Persons (IDPs) since year 2000. Major causes of the displacement were armed conflict, natural disaster and crime and violence. The armed conflict that displaced a large population in Pagalungan occurred between Armed Forces of the Philippines (AFP) and Moro Islamic Liberation Front (MILF) forces in 2000, 2003 and 2008. From 2015 to 2018, recurring armed fighting also occurred between the MILF's Bangsamoro Islamic Armed Forces (BIAF) and Bangsamoro Islamic Freedom Fighters (BIFF) troops, and between BIAF and a local Islamic State (IS)-affiliated group, which particularly affected barangays Bagoenged, Kalbugan and Dalgan.

Natural disaster in the form of seasonal flooding also affected and displaced populations in all four profiled barangays since these areas are along the Ligawasan Marsh.

Most of the displacements experienced were usually from 30-60 days, 61-90 days or 91-100 days. The longest period of displacement experienced by residents of Barangay Bagoenged was more than one year.

During displacement, IDPs encountered common problems pertaining to access to assistance and discrimination. The access to assistance seems to be the most common type of problem encountered, while the discrimination ranked second. Conversely, there seems to be no problems/issues were mentioned in relation to shelter, family separation, illegal recruitment/human trafficking, and harassment of IDPs.

#### Impact and Effects of Violations

Participants in the Focused Group Discussions (FGDs) and Key Informant Interviews (KIIs) expressed that displacements affected the lives of IDPs and communities economically, financially, socially, and psychologically. For instance, education of children, religious activities and sources of livelihood were particularly affected. Further effects were loss of lives and properties, disrupted livelihood activities and profound psychological distress especially among women, children and elderlies. For host families and relatives, their financial resources were stretched out to support the needs of hosted IDPs and others affected that also need supports.

The following were immediate needs during displacement expressed in the FGDs and KIIs:

1. foods, shelter, clothing, comfort rooms with facilities;
2. non-food items such as sleeping mats, tarpaulins, kitchen sets, and solar lamps;
3. medicines and water support;
4. cash assistance;
5. family hygiene kits and water containers;
6. psychosocial debriefing and counselling; and
7. health related support such as medicines and hospitalization

The following were long term needs identified in the FGDs and KIIs:

1. farming and fishing support, e.g. farm machinery and implement, water irrigation assistance and fish nets and fish landing;
2. housing projects and construction materials for the repair of damaged houses and infrastructures;
3. livelihood and skills training;
4. permanent evacuation centers,
5. scholarship programs for pupils/students with poor families; and
6. alternative learning system

### Coping Mechanism of Affected Population

The IDPs learned from All-Out War experiences in 2000 and 2003 where Pagalungan was the center and focus of the AFP operations against MILF forces particularly in Buliok Complex. Since then, IDPs and residents have learned to prepare themselves whenever there are foreseen threats to safety and security. For example, every family have to buy and own a big motorized boat so that they can transport themselves and their belongings when conflicts erupt anytime. They have also devised their houses by concrete materials for security against any possible threats.

Furthermore, residents have learned to immediately raise their concerns and protection needs to concerned government agencies such as Barangay Local Government Units (BLGUs), the Municipal Disaster Risk Reduction Management Office (MDRRMO), Municipal Social Welfare and Development Office (MSWDO), as well as to partner NGOs. In fact, some IDPs were able to build access and links to NGOs to share information about their situation and needs.

### Recommendations

Based on the above findings and observations, CFSI makes the following recommendations:

	<p>Increase access of IDPs and affected populations to their immediate needs including food packs, shelter, cash assistance, clothing, and comfort rooms with facilities; non-food items such as sleeping mats, tarpaulins, kitchen sets, and solar lamps; medicines and water support; family hygiene kits and water containers; psychosocial debriefing and counselling; and health related support such as medicines and hospitalization;</p>
	<p>Facilitate access of IDPs and other affected populations to long term needs such as farming and fishing support, e.g. farm machinery and implements, water irrigation assistance and fish nets and fish landing; housing projects and construction materials for the repair of damaged houses and infrastructures; livelihood and skills training; permanent evacuation centers; scholarship programs for pupils/students with poor families; and alternative learning system;</p>
	<p>Institutionalize disaster preparedness and mitigation in the LGU's development plan</p>

### **Protection of women and children**

#### Nature of Violations and Threats

Participants in the FGDs and KIs cited that the topmost violations reported were concerning rape and sexual abuse of minors and recruitment and use of children case in Barangay Dalgan. These two major violations belong to Grave Child Rights Violations (GCRVs). The participants made no mentions whether or not these violations were already responded to and resolved by the concerned agencies.

All in all, women and children interviewed expressed they feel safe in the community and have access to security services, know about and are able to exercise their rights, and are provided with avenues to be heard in the community. In fact, some women have received information and/or training on the protection of women and children. Hence, they are willing to share information about violations of their rights. During displacement and emergency situation, women were proven to be more efficient and proactive leaders in significant community events such as wedding, social gathering, Kanduli (thanksgiving) and celebration.

#### Coping Mechanism of Affected Population

### **Community's familiarity with VAWC Law**

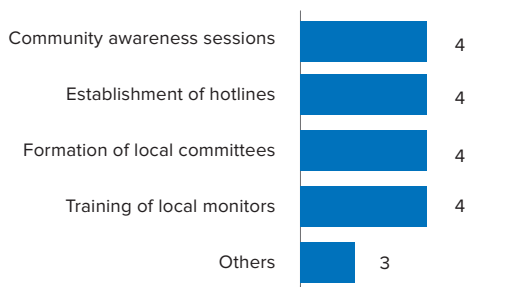


The proportion of the community who are familiar with the VAWC law is much greater than the portion who are unfamiliar with the law.

All in all, women and children have access to protective services of the local government, know and are able to exercise their rights. In addition, the communities are willing to report information related to protection of women and children. The reporting is usually done at community level, where the incidents are usually resolved without need for recourse to formal structures like the police or the courts. However, child protection as well as psychosocial interventions should be better supported for children because of the reported GCRV cases.

Protective Capability and Compliance

**What measures are in place to prevent the abuse of women and children?**



Note: Values represent frequency of response distribution

The bar chart illustrates that training of local monitors, establishment of hotlines, formation of local committees, and community awareness sessions ranked first followed by others including distribution of Information Education Campaign (IEC) materials.

All participants responded that facilities for GBV survivors and child protection were in place. However, 50 per cent of the participants that said the facilities were not functional.

**Persons with specific needs**

Nature of Violations and Threats

Barangay	PWD	Single/Solo Parent	Single/Solo Elderly	Elderly-headed household	Unaccompanied child	Separated child	Pregnant or lactating	Chronic Illness
Kilangan	0	46	86	18	16	0	265	12
Kalbugan	0	25	63	30	17	0	89	15
Bagoenged	0	42	78	46	27	0	123	18
Dalغان	0	32	46	21	27	0	94	19
<b>Total</b>	<b>0</b>	<b>145</b>	<b>273</b>	<b>115</b>	<b>87</b>	<b>0</b>	<b>571</b>	<b>64</b>

Note: Values represent the reported population of persons with specific needs in the profiled barangays

Seventy-five per cent of the respondents said there were projects for PWSNs and IPs implemented by the government, and the IPs were represented in the community.

Impact and Effects of Violations

Respondents cited concerns on responding to the pressing needs of the PWSN as follows:

1. Care mechanisms for children
2. Care mechanisms for older persons
3. Humanitarian assistance for the vulnerable persons
4. Medical care for persons with chronic illness
5. Psychosocial treatment
6. Family reunification for separated and children
7. Livelihood, financial and scholarship assistance

Recommendations

Based on the information gathered on the protection of women and children, CFSI makes the following recommendations:

- There should be a mass campaign for child rights and protection awareness and against GCRVs at the barangay level.
- Ensure that facilities for both GBV survivors and child protection are functional in every barangay;
- The LGU should devise a context-specific referral and reporting mechanism in each barangay, and ensure people and the community including women and children are aware of the mechanisms.
- Provide the protection needs of women and children, including immediate needs such as foods, medicines and hygiene kits, adequate spaces with privacy in the evacuation center, psychosocial counselling, and temporary learning structures and facilities in the evacuation sites, and long-term needs such as educational scholarship, livelihood skills enhancement training, alternative learning system, permanent evacuation center with facilities, and livelihood supports

Recommendations

Based from the above findings, CFSI makes the following recommendations:

- Provide the pressing needs of PWSNs identified and expressed in the FGDs and KIIs;
- For all interventions intended for PWSNs, always consult and involve them and their families to ensure that their needs are met especially during emergencies.
- Raise awareness on PWSN-inclusive interventions with authorities, NGOs/INGOs, UN agencies, and other private organizations;
- Provide core relief items (CRIs) that will address the humanitarian needs of the PWSNs during emergencies

## Basic social services

### Nature of Violations and Threats

Barangay	No. of HH without Electricity	No. of HH without Safe Water	No. of HH without Toilets
Kilangan	127	172	157
Kalbugan	349	349	364
Bagoenged	250	295	240
Dalغان	252	252	234
<b>Total</b>	<b>978</b>	<b>1068</b>	<b>995</b>

Meanwhile, the following structures and programs are existing and functional in the four profiled barangays:

1. four health centers (one in each barangay profiled)
2. four schools (one in each barangay profiled)
3. 4Ps program
4. PhilHealth
5. SSS
6. senior citizen pensions
7. free birth registration
8. programs and services to assist the displaced populations, e.g. training, on-site feeding, birth registration programs for senior citizens, relief distribution through MSWDO and MDRRMO.

With regard to the delivery of development and humanitarian assistance, the community cited that the issues/barriers or challenges in the implementation of these services include unfair distribution of assistance, lack of information on the distribution site and distribution was interrupted by attack.

### Recommendations



Provide support for electricity, safe water and toilet services and safe water to Barangay Kalbugan;



Implement reconstruction and development projects to address the post-conflict and disaster needs of the MILF communities, such as WASH facilities, farm to market roads, solar dryers, farm tools, inputs and implements, small-scale business enterprises, agricultural production, etc.

## Safety and security

### Nature of Violations and Threats

All the four profiled barangays are conflict-affected. Armed conflicts exist between the AFP and various armed groups, such as MILF, BIFF, and a local ISIS-affiliated group. Other conflicts in the communities were caused by political disputes, land disputes, and crime and violence. The conflicts occurred because of the large presence of MILF in most areas. In fact, the headquarters of the Major Camp Radjah Muda of the MILF is located in part of Pagalungan. The conflicts also occurred because of the presence of BIFF and the local ISIS-affiliated group in some remote barangays along Ligawasan Marsh. Aside from the conflict, the communities are also prone to natural disaster such as seasonal flooding.

### Impact and Effects of Violations

Of the four profiled barangays, residents of Barangay Kulambog, Kalbugan and Bagoenged expressed they did not feel safe because of the presence of armed groups in the communities. The following are the usual risks were faced by the communities.

1. Armed encounters and firefights
2. Bombardments and mortar shelling
3. Bombing
4. Rido or clan feud
5. Stray bullets and restricted movement of civilians during military operations

The recurring incidents mentioned above have affected the lives, infrastructure and well-being of the civilian population. For example, destruction/loss of houses, personal property, farming facilities, working animals, and livestock and poultry, increased psychological distress, and disrupted livelihood, education and social activities.

### Coping Mechanisms of Affected Population

Identified coping mechanisms and protection strategies of the affected communities include the following:

1. IDPs and residents have learned to prepare themselves whenever there are possible threats to their safety and security.
2. Residents have built housing out of concrete for structural integrity.
3. Residents have learned to immediately raise their safety and security concerns and protection needs to concerned government agencies such as BLGUs, MDRRMO, MSWDO, as well as to partner NGOs. In fact, some IDPs were able to build access and links to NGOs to share information about their situation and needs.
4. Local authorities respond to the security-related incidents and/or threats to the safety and security of the community thorough reporting to higher authorities, conducting search operations and reporting to municipal authorities.
5. The means of the community to report and raise their concerns when there are security threats were through reporting to community leaders personally or via call and text.

6. Foreseeing the coming threats, communities learned about pre-emptive displacement and moving to safer places (evacuation centers or relatives) ahead of time.

Further, the community identified the following community leaders who would help settle disputes and other security concerns:

1. barangay officials,
2. MILF political and military leaders,
3. religious leaders,
4. traditional leaders,
5. women leaders, and
6. Shari’ah courts.

Recommendations

Based on the above findings, CFSI makes the following recommendations:



Ensure the protective services at the community level are all functional and people are aware of these services;



Carry out a series of trainings and orientations on International Humanitarian Law (IHL), United Nations Guiding Principles on Internal Displacement (UNGPID) and other related international laws and guiding principles targeting LGU officials and security actors including MILF military and political committees;



Conduct regular coordination meetings or Municipal Peace and Order Council (MPOC) meetings with concerned security stakeholders to address and mitigate the effects of the safety and security-related threats in every affected barangay


## Documentation

Nature of Violations and Threats


Barangay	No. of Individuals without Birth Certificates	No. of Individuals without Marriage Contracts
Kilangan	3,244	757
Kalbugan	637	340
Bagoenged	793	330
Dalغان	1,017	269
Total	5,691	1,696

Most commonly, the reasons for not having a birth certificate are lack of awareness of the importance of the birth certificate and lack of financial resources, whereas difficulties encountered by residents who have no birth certificates include obstacles to freedom of movement, access to education, access to assistance, and access to 4Ps, pension claims and other government programs.

Recommendations



Increase awareness of Barangay Kilangan residents on the importance of birth certificates and marriage contracts;



Facilitate access of the residents to civil documentation

## Housing, land and property (HLP)


Nature of Violations and Threats

Barangay	No. of Landowners	No. of Land Tenants
Kilangan	100	100
Kalbugan	100	97
Bagoenged	55	100
Dalغان	20	100
Total	275	397

The participants identified the following means of acquiring the lands and properties:

1. inheritance,
2. ancestral claim,
3. purchase,
4. right to use,
5. dowry, and
6. rental

Recommendations



Facilitate access of the residents to HLP-related interventions



## Information

### Nature of Violations and Threats

In terms of access to information, the types of protection information that the community received include the following:

1. security alerts/updates,
2. disaster alerts,
3. barangay ordinances/policies,
4. barangay programs,
5. barangay events/social activities, and
6. community awareness/trainings

The community wants to be informed of the protection-related information through the following:

1. community meetings,
2. barangay and purok leaders,
3. women leaders,
4. religious leaders,
5. MILF commanders and political committee leaders,
6. text messages,
7. social media, such as Facebook,
8. TV and radio,
9. bulletin board, and
10. others, such as two-way radio ICOM

### Recommendations



Devise mechanisms to include protection related information in the early warning system to PWSNs and other extremely vulnerable members of the community

## Peace processes

### Recommendations



Implement/provide reconstruction and development projects to address the post-conflict and disaster needs of the MILF communities, such as WASH facilities, farm to market roads, solar dryers, farm tools, inputs and implements, small-scale business enterprises, agricultural production, etc.

## SOURCES / REFERENCES:

Focus Group Discussions (FGD)

Key Informant Interviews (KII)

Secondary Data Review





 **UNHCR**  
The UN Refugee Agency

 **CFSI**  
Community and Family Support Initiative

Maguindanao Protection  
Quick Impact Project

**Handover of**  
Storage and  
Chairs and

Barangay. Kalbugan, Pa  
Maguindanao  
31 October 2023

Quick Impact Project (QIP) handover in Barangay Kalbugan, Pagalungan Municipality, Maguindanao Province. ©CFSI/ Sahrullah Bansuan