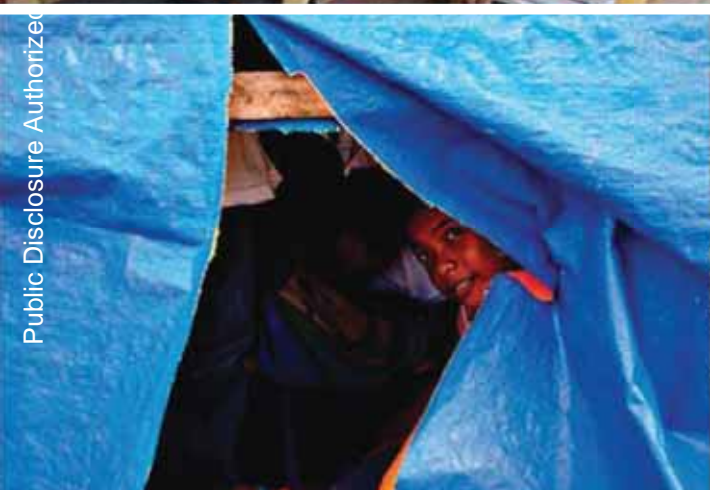


Violent Conflicts and Displacement in Central Mindanao

Challenges for recovery and development



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Challenges to Recovery and Development

December 2011 – Data Collected in November and December 2010

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The full dataset can be accessed at
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World Food Programme



THE WORLD BANK GROUP

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1. INTRODUCTION

Central Mindanao has long been affected by cycles of displacements. These intensified during the first decade of the 21st century. After years of relatively low intensity conflict between 1976 and 2000, President Estrada's "All Out War" strategy declared in 2000 led to the displacement of more than 930,000 individuals. In the decade or so since then, there has been some patient progress in talks between the Government of the Philippines (GPH) and the Moro Islamic Liberation Front (MILF), but these are intermittently put under intense strain by the escalation of armed conflict on the ground.

When fighting does erupt, it leads to mass population displacement.¹ Renewed military operations in 2003 displaced at least 411,000 individuals. Many people were affected by military operations in 2005-07, and then, in 2008, the collapse of GPH-MILF negotiations over the Memorandum of Agreement on Ancestral Domain (MoA-AD) once again displaced hundreds of thousands individuals. 'Vertical' conflicts over questions of self-determination are complicated by political power struggles at the local level, often in the form of clan conflicts (*rido*).

A number of studies have been undertaken to document the experience and needs of conflicted affected communities and Internally Displaced Persons (IDPs).² However, the complex set of factors that determine vulnerability³ among the general population and influence IDPs' settlement decisions have been less researched. Public perceptions on the most important ways to move forward have also not been explored in depth.

To address this information gap and provide a deeper evidence-base for operational planning, the World Bank and the World Food Programme commissioned a large-scale survey of 2,759 individuals in eight provinces and one urban center (Cotabato City) of Central and Western Mindanao. This was undertaken in November and December 2010. The main sections of this report present the results of that survey in Central Mindanao. The annex sets out some of the key findings from the islands of Tawi Tawi and Basilan.

The report begins with a summary of the methodology used for the survey and a description of the sample. It is then organized in three sections. The first section provides an overview of the context, scope and nature of displacement in Central Mindanao. The second section explores the environment (e.g. security) and resources or capital (social, natural, economic) available to households. It also looks at how those resources are used to shape livelihood strategies and livelihood outcomes such as food security. The third section explores respondents' priorities for resettlement, recovery and reconstruction. It analyzes the complex set of factors that influence whether displaced households decide to return to their places of origin, settle in new sites, or remain displaced.

¹ Oquist, Paul (2000). *Multi-Donor Support to Peace and Development in Mindanao – Phase 4 Preparation*, UNDP unpublished report in The International Bank for Reconstruction and Development/The World Bank (2005) *Joint Needs Assessment for Reconstruction and Development of Conflict-Affected Areas in Mindanao*.

² See for example Internal Displacement Monitoring Centre (IDMC) and the Norwegian Refugee Council (NRC), *Cycle of conflict and neglect: Mindanao's displacement and protection crisis*, May 2009; Mindanao Land Foundation, Inc., World Bank, *Unveiling what is behind the conflict-IDP component of the study on growth and lagging areas in Mindanao*, December 2008.

³ 'Vulnerability' is used here in relation to income, ownership of assets and access to services. It denotes a high degree of exposure to natural, social and political forces that can destroy or harm lives and livelihoods.

2. METHODOLOGY

The Study

Survey Design and Sample

The study is a general population survey and did not specifically target IDP areas or communities. A random sample of barangays was conducted proportionate to the population size using a list of all barangays within the study area of Central Mindanao. This design was adopted because it would yield statistically representative data on the wider population's experience, perceptions and opinions at the time of the survey. It also accorded the ability to compare between groups based on their experience of displacement and current settlement status.

The study focused on Central Mindanao because of the concentration of violence and episodes of mass displacement there over the last decade. Five provinces (also referred to as strata in this report) were selected for the study: (1) Lanao del Norte, (2) North Cotabato, (3) Sultan Kudarat, (4) Lanao del Sur, and (5) Maguindanao. In addition, Cotabato City was included in the sample as a separate stratum. In each of the strata, the selection of respondents was based on a standard multi-stage cluster random sampling procedure.

At the first stage, Enumerated Areas (EAs) were randomly selected proportionate to the EA's population size based on the 2007 census data. All of the EAs were considered, whether they had known episodes of displacement or not, and regardless of their urban/rural status. As a result, the data represents the general population in each of the province. The number of EAs in each stratum was assigned in relation to the population size. A minimum of 40 EAs were selected.

At the second stage, the researchers selected 12 households to participate in the interview in each of the EAs, with a target sample ranging between 40 EAs x 12 = 480 households, and 48 EAs x 12 households = 576 households. The target sample size was determined using a prevalence estimate formula, for an alpha of 5% and 80% power.⁴ The sample size was adjusted for the complex design and non-response. The only exception is Cotabato City for which the target sample was 96.

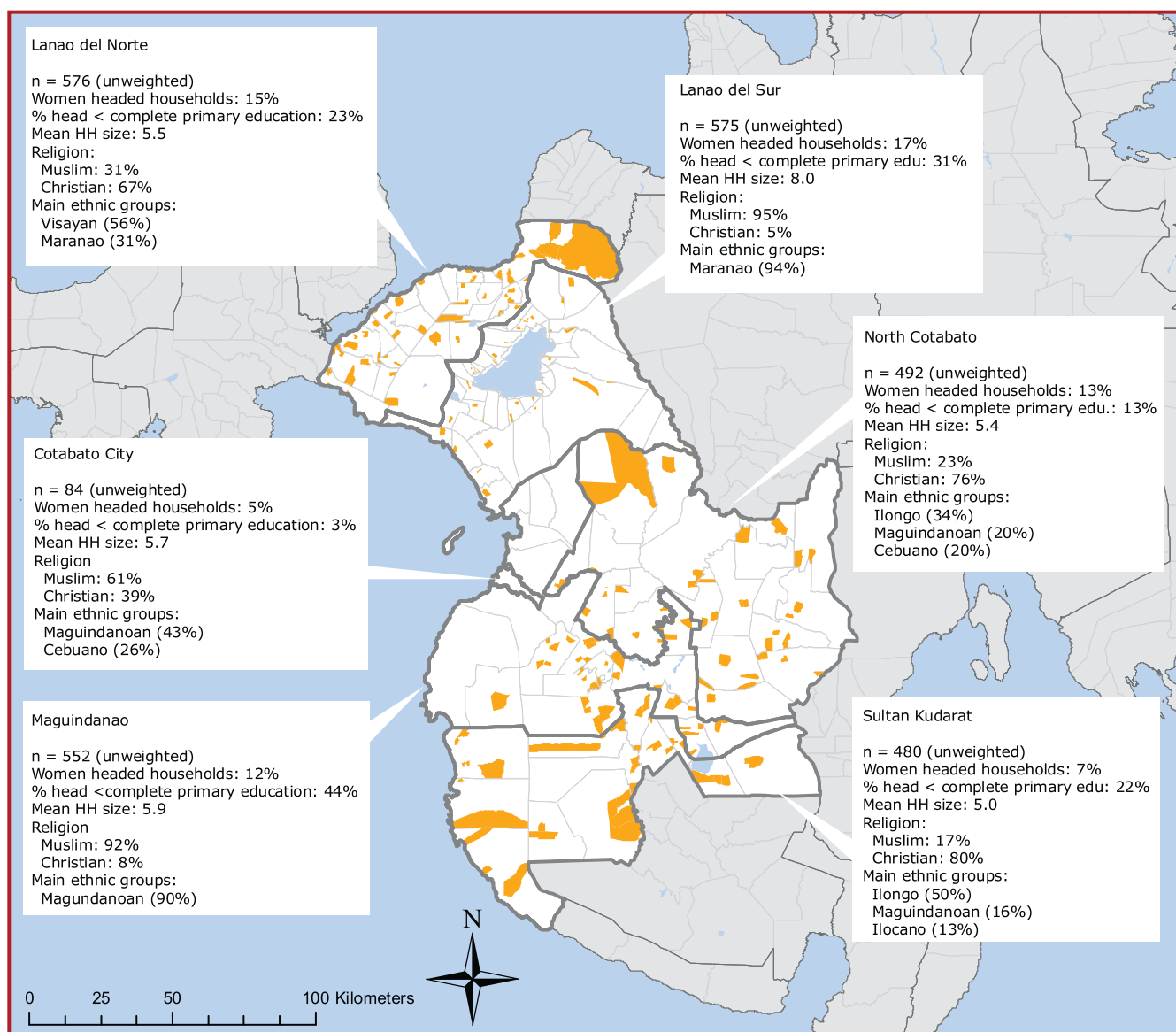
Households were selected using a random geographic method (EPI) in which the enumerator would select a random direction from the center of a locality and would identify every other household in that direction based on a skipping pattern determined by the number of household in that direction. Within each household, one adult was randomly selected using an alphabetical random selection procedure. Three attempts were made to contact a selected household or individual, typically over the course of one day. If a household could not be contacted, the household was substituted in favor of the next eligible household.

Sample Characteristics

The findings of this study are based on a total of 2,759 interviews conducted in selected areas of mainland Mindanao with randomly selected adult residents (i.e. above the age of 18) in November and December 2010. This section provides demographic characteristics and the settlement status of people of five provinces and Cotabato City.

⁴ This sets the probability that results are due to chance rather than reflecting the true population value at 5%.

Figure 1: Sample distribution and characteristics in selected areas of mainland Mindanao, Philippines



The sample included mostly male-headed households (87%). 13 percent of households were headed by women. Ten percent of the households were headed by a widow(er), divorced, or never-married individual. The average age of the household head was 43.2 years. Most households reported that the head was able to read and write simple messages (93%). However, one in four head of households had no formal education (6%) or did not complete primary education (18%). Women heads of household were 1.5 times more likely to be illiterate compared to their male counterparts (O.R. 1.498, $\chi^2 = 7.08$, 1 d.f., $p=0.008$).⁵ The average household was composed of 6 individuals, with an average of 3 children aged 14 years old or less, and 3 adults aged 15-59 years old, resulting in an average dependency ratio (dependents/active) of 1.

⁵ O.R. or Odds Ratio is the ratio of the odds of one event affecting a group to the odds of that same event affecting another group. It indicates the strength of association between groups and events. The chi-square test is used to measure the strength and significance of that association, with a p-value below .05 being considered as statistically significant.

A majority of the population reported being Muslim (53%). 46 percent indicated being Christians, with 1 percent reporting other beliefs. The ethnic distribution of the sample reflected the selected area's population, with the Maranao (29%) representing the largest proportion, followed by the Maguindanaon (23%), Ilongo (17%), Visayan (11%), Cebuano (9%), and Ilocano (4%). Together these six groups accounted for 89 percent of the population. Other groups were represented by 2 percent or less of the population.

Most respondents identified religion as the main factor defining their identity (65%), over clan (23%), ethnicity (7%), and nationality (5%). Religion was the most frequent defining factor among Muslim respondents (82%), compared to 46 percent among Christians, and 17 percent among those with another religious belief. Christian respondents and respondents with another religious belief frequently identified clans as being important to their identity (respectively 31% and 42% of the respondents).

Research Instruments and Measurements

The household survey on which this report is based was designed following a desk review and interviews with key informants. The questionnaire was developed by a team with local knowledge of Mindanao, as well as thematic expertise in issues of internal displacement and resettlement, peace and conflict, and food security. Representatives from various institutions, including UN, government and bilateral donor agencies were consulted. The resulting questionnaire was structured so as to contain both open-ended and close-ended questions covering 16 sections: (1) demographics, (2) priorities, (3) services, (4) livelihood, (5) information, (6) displacement, (7) land, (8) social relations, (9) conflict, (10) security, (11) peace, (12) restitutions, (13) food consumption, (14) credit and expenditures, (15) shocks, and (16) assistance. Response options based on pilot interviews and experience from prior projects were given to interviewers but not read to the respondents. An "other specify" option was always available to record answers that were not pre-coded.

The questionnaire and consent form were prepared initially in English. They were then translated into the main local languages. Given the multiplicity of local languages, however, not all languages could be covered. In situations where a pre-translated questionnaire was not available, interviewers themselves translated the questions into the language spoken by the respondent.

Prior to the interview, the enumerators used an informed consent form to gain permission to conduct the interview. This explained to the respondent the goal of the study, the anonymous and confidential character of the interview, the fact that no remuneration would be provided and that the interviewee could refuse or stop the interview at any time. The interviewee was also informed that the interview would last approximately one hour.

In responding to the survey questions, households self-identified their settlement status based on whether or not they had experienced displacement in the last ten year prior to the survey, and whether or not they considered themselves displaced at the time of the survey, resettled in a new site, or returned home. When reporting the causes of displacement (armed conflicts, ridos natural disasters, or economic reasons) households were able to identify more than one cause of displacement. Since the households self-identified their settlement status, it is possible that other stakeholders would use a different definition and that not all the households would be considered by all agencies to be forcibly, or still, displaced.

Data Collection and Analysis

The data was collected over a six weeks period in November and December 2010 through 2,759 interviews. The data was subsequently entered manually in an access database and imported into a statistical software for analysis (SPSS Statistical Package for the Social Sciences) for analysis. After a first quality check and flagging of outliers, a full review

of the data entry was conducted to minimize data entry errors. Given the sampling methodology summarized above, adjustment weights were computed to provide results representative for the area under study.

	Target sample	Actual sample
Lanao del Norte	576	576
North Cotabato	480	492
Sultan Kudarat	480	480
Lanao del sur	576	575
Maguindanao	576	552
Cotabato City	96	84
Total	2,784	2,759

Figure 1:
Sample distribution

In addition to the slight differences in the size of the planned and actual sample, certain barangays identified for the survey had to be replaced with other barangays. Of the 231 barangays selected for this study, 23 (10%) had to be replaced due to insecurity and/or inaccessibility, most frequently in Maguindanao (8 replacements) and Lanao del Sur (6 replacements). In addition, 420 selected households and 502 individuals had to be replaced, most frequently because they could not be contacted at the time of the interview or because they refused to participate.

Study Limitations

All possible steps were taken to ensure that the results accurately represent the context and situation in the selected areas of mainland Mindanao. Some limitations to the study should nonetheless be noted, along with the mitigation measures taken to counter them:

- The data is representative of the population of each of the provinces selected for the survey. The results do not encompass the population of Mindanao as a whole.
- Some selected households and individuals could not be interviewed for various reasons (e.g. being away, refusal to participate – see sample section). It is not possible to know how these selected respondents might have differed from the rest of the sample. However, appropriate replacement procedures were established to mitigate against any possible selection bias.
- The sample procedure did not specifically target indigenous populations or populations with specific occupations that make them less accessible (e.g. mining). As a result, groups that only represent a small minority of the population may not be well represented in the sample. However, the sample was designed to provide representative data for the population within each of the provinces in the selected areas.
- All of the results were reported by the respondents and there was no fact checking of the responses (e.g. settlement status is based on self-reporting by the respondents).
- Inaccurate recall and quantitative estimates may affect the validity of the findings. To limit the potential of this effect, the enumerators were trained to facilitate recall (e.g. using a locally adapted calendar of events) and to maximize the accuracy of data (e.g. by checking the consistency and logic of responses).
- It is possible that expectations for ulterior benefits influenced the results. However it was explained to respondents that the interview was anonymous and that no benefit was to be expected.
- The questionnaire was developed in English and administered in the language of the respondent. A 5 day intensive training was conducted to reduce individual variations on how enumerators interpreted the questionnaire and understood the questions, and included a field pilot reflecting survey conditions.

3. POPULATION DISPLACEMENT

This section outlines the scope and nature of population movements in the study area, including those driven by man-made and natural causes. The results provide the context of forced population movements for the analysis in subsequent sections.

Settlement Status

In total, 41 percent of the households had been displaced at some point over the 10 year period prior to the survey. At the time of the survey, 29 percent had returned home after being displaced, 7 percent had resettled elsewhere, and 4 percent were currently displaced. The resettlement status of 1 percent of the displaced was not reported. 59 percent of the surveyed households had never been displaced. The proportion of households displaced at the time of the survey was highest in Maguindanao (21%), compared to 4 percent or less elsewhere. Most households who had experienced displacement tended to return home, but selecting a new location (resettled elsewhere) was relatively frequent in Lanao del Sur (14% of the population, or 29% of those displaced in that province).

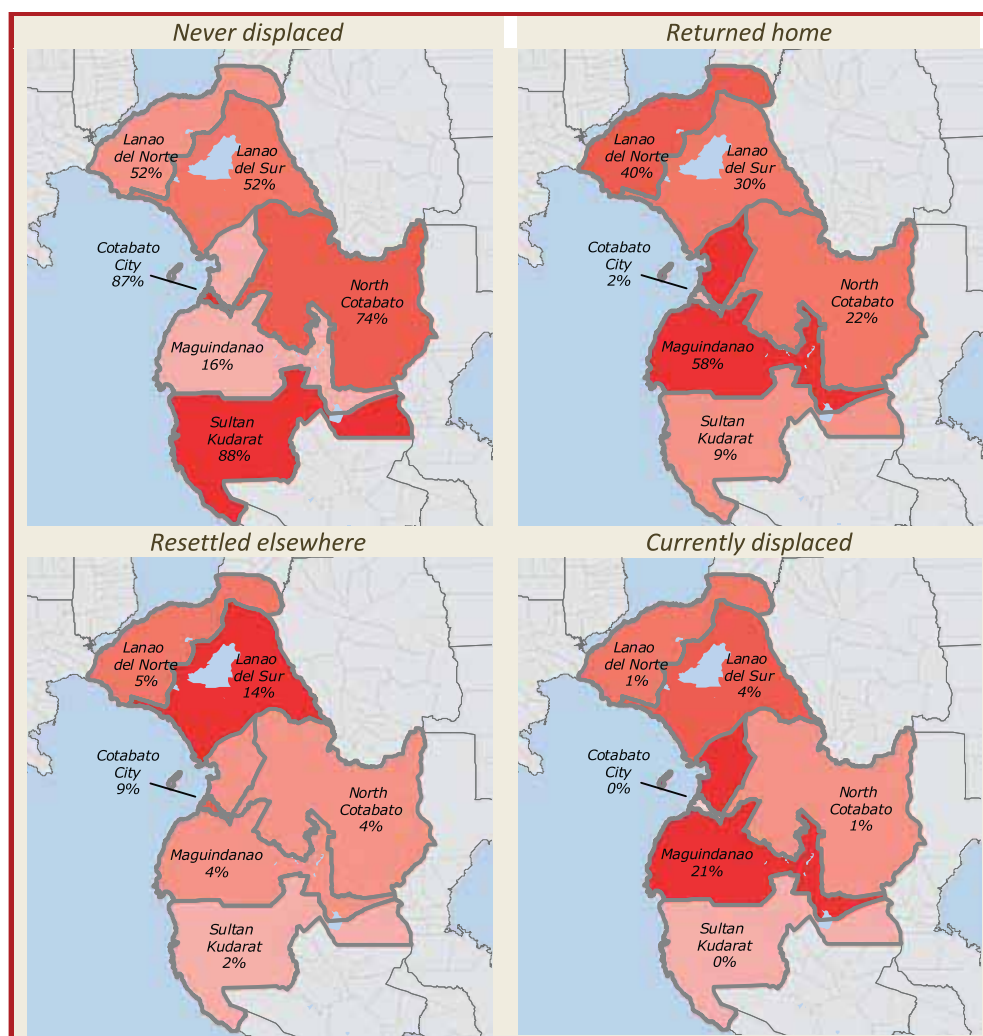


Figure 2:
Current
settlement

In terms of demographics, the head of the household's age or gender were not associated with the settlement status. However, households currently displaced were more frequently headed by an individual with no or incomplete primary education level (48%) compared to those never displaced (17%), resettled elsewhere (21%), or returned home (36%). The results further show that settlement status varied by religious belief. Muslim respondents were significantly more likely to have experienced displacement (59%) compared to Christian respondents (20%). They were also significantly more likely to be displaced at the time of the survey (8% vs. 1%).

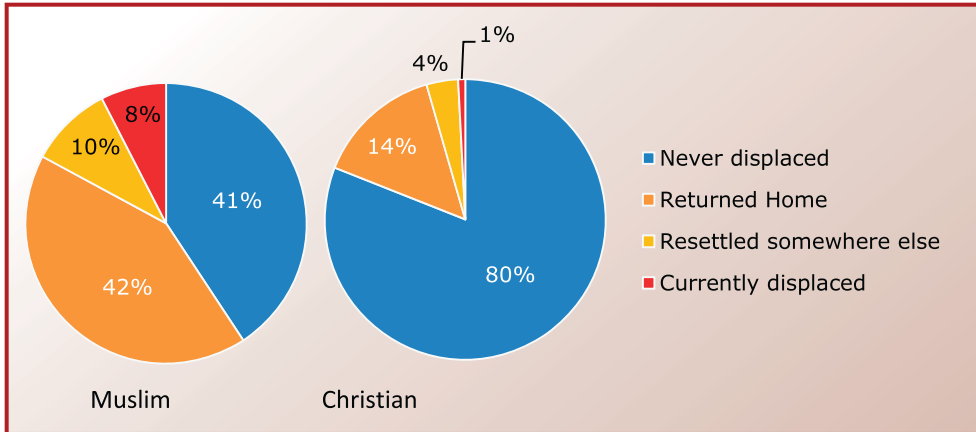


Figure 3:
Settlement status by religious belief

Nature and Causes of Displacement

Prevalence of Displacement

Overall, 41 percent of the adult population in the surveyed areas indicated having experienced displacement, and the same proportion (41%) reported displacement over the ten years period prior to the survey. In Maguindanao, four out of five households (82%) reported at least one episode of forced displacement in the ten year period prior to the survey. In Lanao del Norte and Lanao del Sur, the prevalence of displacement over the 10 year recall period was close to 50 percent, or half the households (48% and 47% respectively). In north Cotabato, displacement had been experienced by 26 percent of the households. In Sultan Kudarat and Cotabato City, one out of ten households reported displacement (11%) at some point in the last ten years.

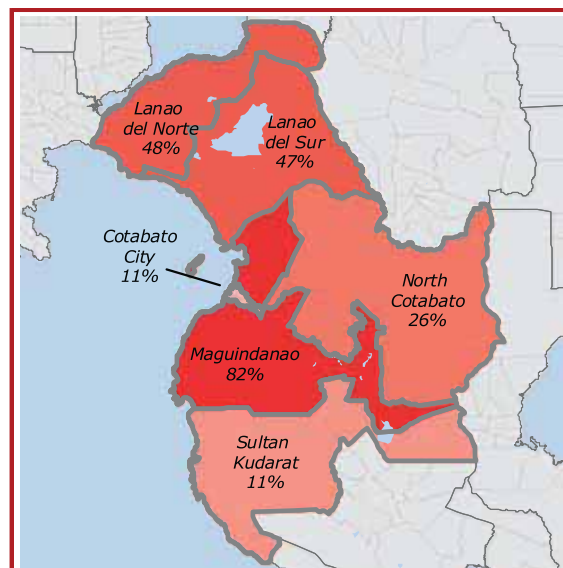


Figure 4:
prevalence of displacement

Violent Conflicts and Displacement in Central Mindanao

The periods of displacement reported by the survey respondents are aligned with the three major upsurges in violent conflict, starting with the “All Out War” of 2000, continuing in 2003 and resurging with the breakdown in the GPH-MILF peace negotiations in 2008. A short period of return in 2001 was followed by large population movements between 2002 and 2004 (affecting mainly Maguindanao), and again in 2008 to 2009. Violent clan conflict (*rido*) has also intermittently caused displacement of households at the local level, as have natural disasters and economic factors.

Maguindanao has been the most affected by displacement throughout the decade, with nearly half the adult population being displaced at any point in time between 2000 and 2004, and again in 2008. Lanao del Norte has also been significantly affected by displacement in 2008, with 25 percent of the households reporting displacement that year. The proportion of households reporting being displaced has been decreasing since 2008, most notably in Maguindanao. The only exception is Lanao del Sur, where displacement rose between 2009 and 2010, likely as a result of localized *ridos*.

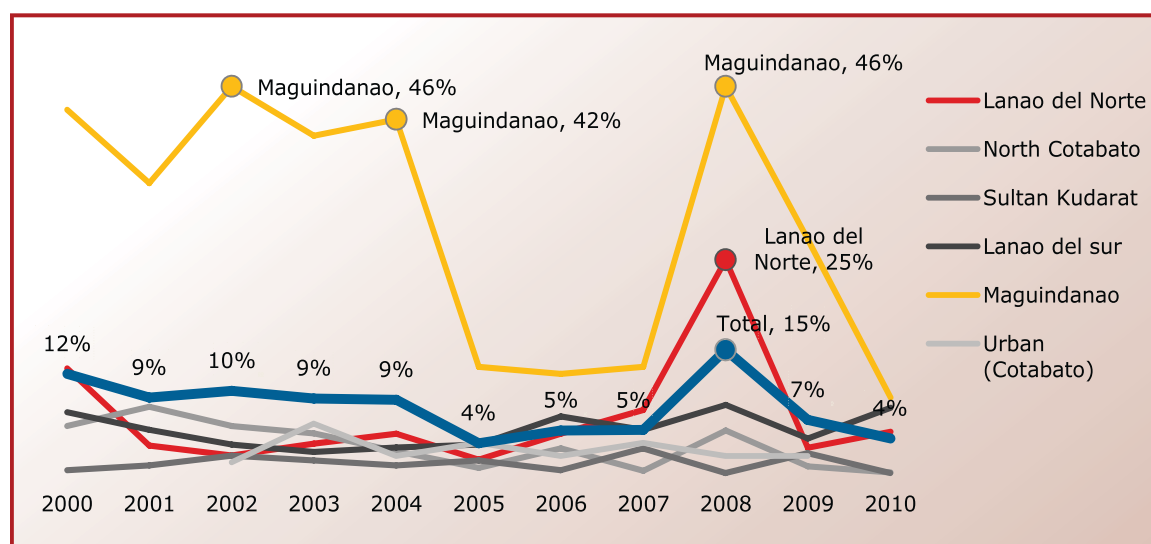


Figure 5:
Displacement
over time

Frequency and Length of Displacement

Forced displacement can be short term or protracted. It can also recur. Among the population under study, 19 percent reported having been displaced once, and 22 percent reported having experienced displacement twice or more. As many as one in ten displaced household (10%) reported being displaced five times or more. The length of displacement averaged 15.6 months for the longest event, with 30 percent displaced for one month or less, 24 percent displaced for one to six months, and 30 percent for over one year at a stretch.

The frequency and length of displacement varied across strata. Multiple displacements were most frequent in Maguindanao (75%). However, the average length of displacement was longest in Lanao del Sur (34.7 months) and Cotabato City (24.9 months). The length of displacement was on average longest among those who resettled somewhere other than their place of origin, and those who reported being displaced at the time of the survey. Among households that resettled in a new location, the average reported length of displacement was 43 months, compared to 23.7 months for those displaced at the time of the survey, and 14.4 for those who returned home.

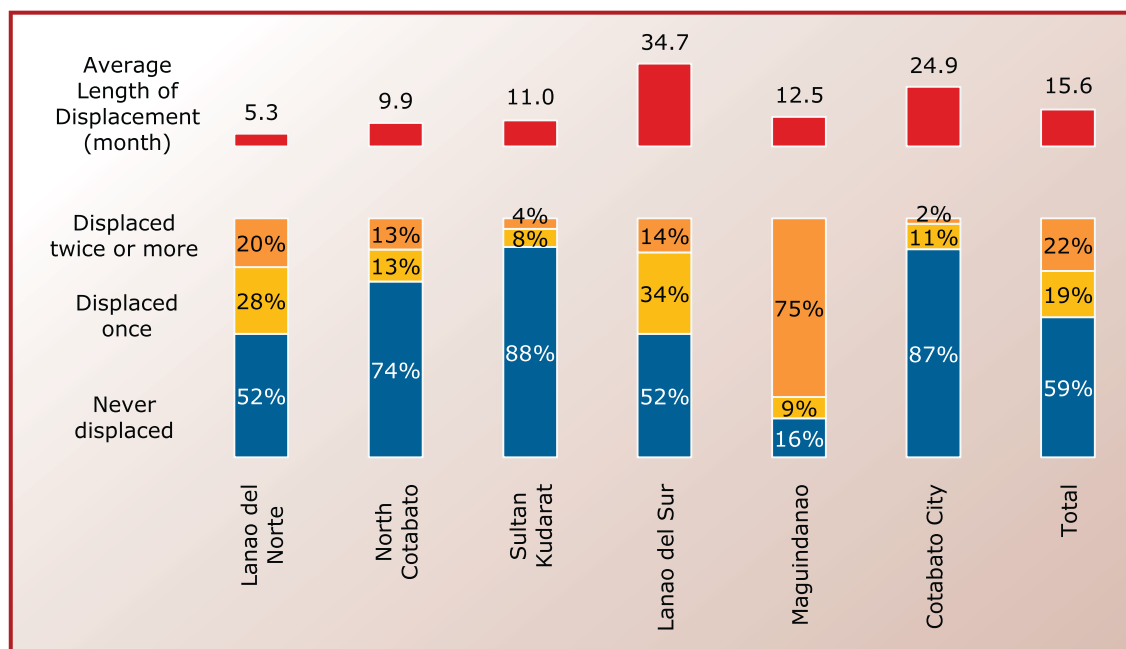
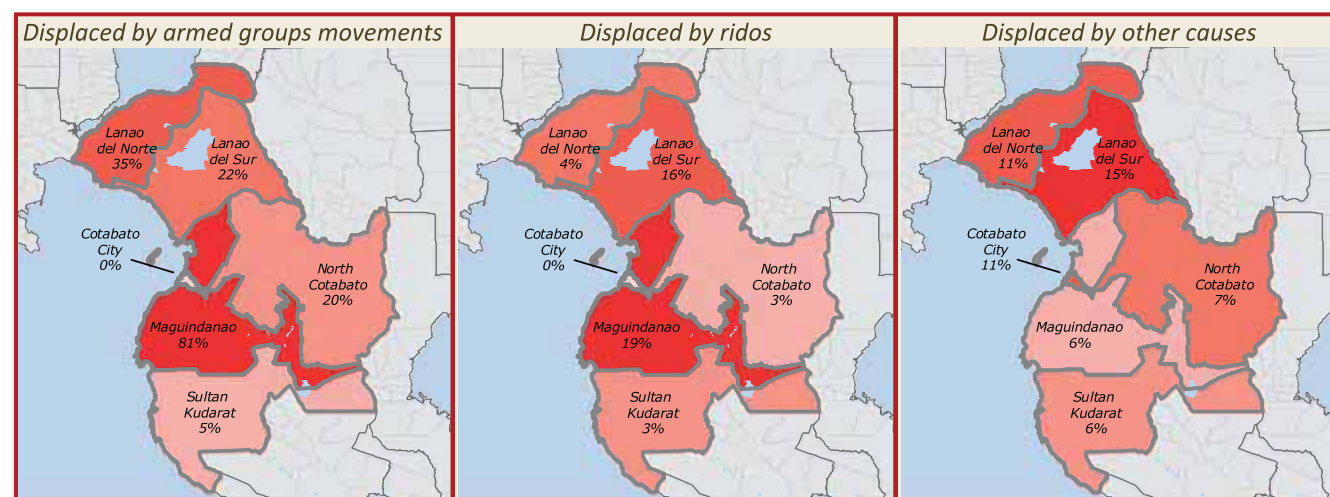


Figure 6:
Frequency and length of displacement by sampling strata

Causes and characteristics of displacement

Violent conflict is the main driver of displacement in Mindanao: 29 percent of all the households reported displacement caused by the movement of armed groups, whether the Armed Forces of the Philippines (AFP), MILF, MNLF or other group. 9 percent identified *rido* as the cause. A further 9 percent identified other causes, such as economic factors (3%) or natural disasters (2%), as the reason that they left their home.⁶

Figure 7: Displacement by cause between 2000 and 2010 (percentage of the population)



⁶ In total 41% of the households reported displacement in the last ten years. Some households reported more than one cause of displacement. Not all respondents specified a cause.

Among all households:

- **Displacement caused by armed groups** was most frequent in Maguindanao (81%) and affected a smaller proportion of the population in Lanao del Norte (35%), Lanao del Sur (22%), and North Cotabato (20%). Displacement due to the movements of armed groups averaged 11.9 months. Conflict-induced displacement was most likely to have affected households multiple times: over half those displaced by armed movements were displaced more than once (17% of all the households). Displacement due to armed groups was frequently associated with suffering (77%), economic losses (42%), loss of home (37%) and delayed education (30%), and loss of cattle (20%). Out of the 29 percent who were displaced by armed movements, 26 percent mentioned the AFP as one of the group involved. The same proportion (26%) mentioned the MILF.
- **Displacement caused by ridos** was most frequent in Maguindanao (19%) and Lanao del Sur (16%), compared to 4 percent or less elsewhere. The length of displacement due to ridos averaged 11.1 months. One third of the households displaced by ridos had been displaced more than once (3% of all the population). Displacement due to ridos had a negative impact similar to that of armed group-induced displacement, with 74 percent reporting suffering, 43 percent reporting economic losses, 34 percent reporting losing their home, and 21 percent losing cattle. The main reasons for the ridos were identified as killings (53%), fights over power (30%), and land issues (11%).
- **Displacement due to other reasons**, such as natural disasters, flooding, or economic conditions, was found across strata, and most frequent in Lanao del Sur (15%) and Lanao del Norte (11%). Displacements due to other reasons were the longest, averaging 23.9 months. This mainly reflects long term economic displacement reported by respondents. One third of the households displaced by reasons other than ridos and armed movements had been displaced more than once (3% of all the households). Compared to the other causes of displacement, displacements due to other reasons were less frequently associated with economic losses (19%) or other losses (home – 29%, cattle – 11%). Nevertheless, 53 percent associated it with some form of suffering, compared to 74 percent or more for displacement caused by ridos and /or armed groups.

Other forms of Violence

There was a strong statistical association between experience of displacement and experience of other forms of conflict-related violence in the ten year period prior to the survey. Interviewers assessed respondents' exposure to a series of events including direct exposure to, and witnessing of, violence, and experience of coercion. Among households that were never displaced, exposure to each item was reported by less than 1 percent of respondents. Among the 41 percent of households who had experienced displacement in the last ten years, up to 27 percent reported having their house destroyed by armed groups, 21 percent reported having their harvest or goods destroyed by armed groups, 19 percent reported witnessing the looting or destruction of their house and/or goods, and 11 percent reported having been attacked by someone with a weapon. As would be expected, experiences of other forms of violence were most frequent among households who had been displaced by the movements of armed groups. The survey did not assess whether the violence was experienced before, during or after displacement, or whether the violence caused or resulted from displacement.

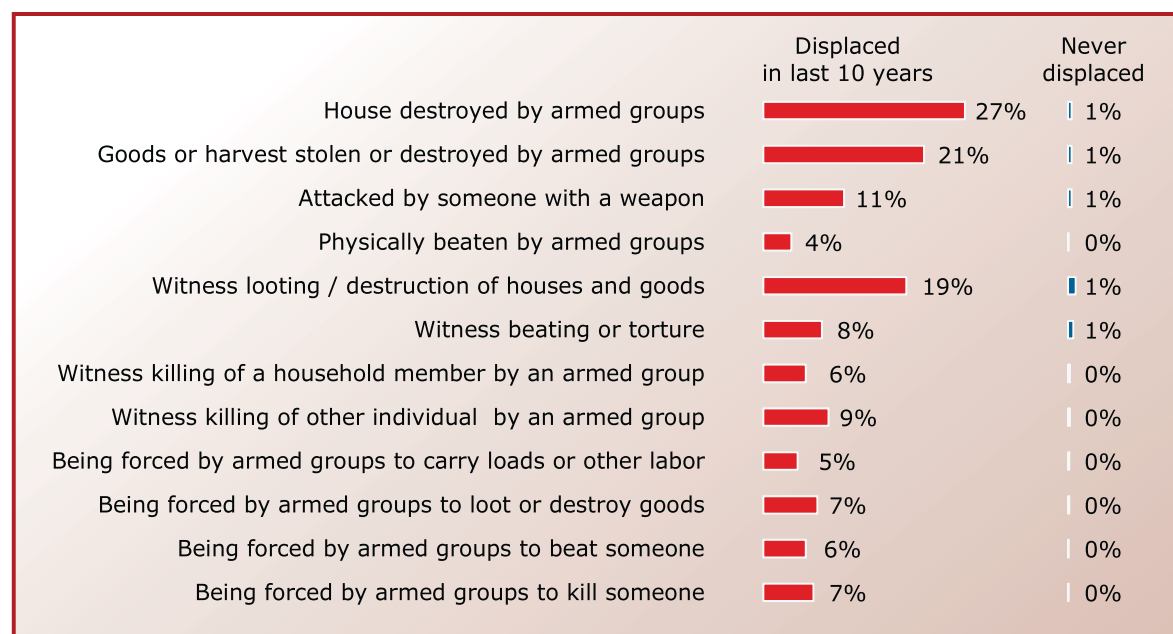


Figure 8:
Exposure to violence by displacement status

Exposure to a violent event was on average more frequent among households that were displaced at the time of the survey. Over half the households displaced at the time of the survey (56%) reported having had their house destroyed due to the conflicts, compared to 22 percent of those who returned home, 11 percent of those who resettled elsewhere, and none of the households that were never displaced. Households that were displaced at the time of the survey were also more likely to have been looted (42%), attacked by someone with a weapon (24%), or to have witnessed killings of household members (12%) or other individuals (20%).

Exposure to violence over the last ten years was highest in Maguindanao. In that province, 45 percent of the total population reported the destruction of their house. Many respondents indicated exposure to other forms of violence, such as the destruction of goods (37%), being attacked by someone with a weapon (20%), witness looting (32%), and witness killing (16%). In every other stratum, exposure to any of the events was reported by 7 percent of the population or less.

Hosting Displaced Households

In addition to exploring experiences of displacement, the survey asked households whether or not they had hosted any displaced individuals over the ten year period prior to the survey. Overall, 11 percent of the households had done so, with the highest proportion found in Lanao del Sur (17%), Maguindanao (13%), and North Cotabato (11%). Few households (3%) indicated hosting displaced individuals at the time of the survey. Among hosts, the main barriers to the return of those displaced were identified as the destruction of their dwelling in the site of origin (32%), fear (16%), and the lack of job / employment opportunities (15%).

Hosting displaced households or individuals had impacts on the host families. These were most frequently reported as being the financial cost involved with hosting displaced individuals, (49%), the lack of space / crowding that results from the presence of additional individuals in the dwelling (30%), and the need to sell goods or assets to provide food and support to the displaced (15%).

Site of Displacement

For each cause of displacement, respondents were asked a series of questions about the site to which they moved upon leaving their place of origin. The results show that the majority moved within the same province: 15 percent moved to another sitio/purok but in the same barangay, one-third moved to another barangay in the same municipality (33%) and a little more than one-third moved to another municipality but in the same province (36%). A few households moved to another province (9%). Households tended to move further (i.e. other municipality) for rido-induced displacement, while they tended to stay closer (i.e. same Barangay but different sitio/purok) for other causes of displacement.

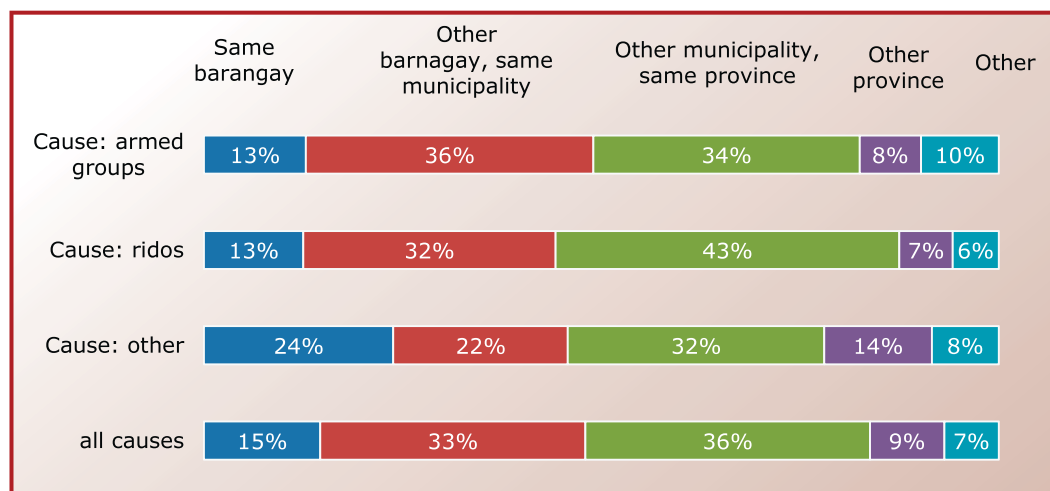


Figure 9:
Location of the site of displacement by cause.

For 67 percent of the displaced household, family ties were the most important factor in selecting a site of displacement. This was followed by the perceived security risk (59%). Other factors including the availability of services and assistance (27%), access to land (9%) or employment opportunities (4%) were less frequently mentioned. Disaggregated by causes of displacement, the results suggest that family ties and perceived security risk are the main factor influencing decisions for armed group-and rido-induced displacement, while access to land and employment opportunities were important criteria among those displaced for other reasons (e.g. environmental causes) of displacement.

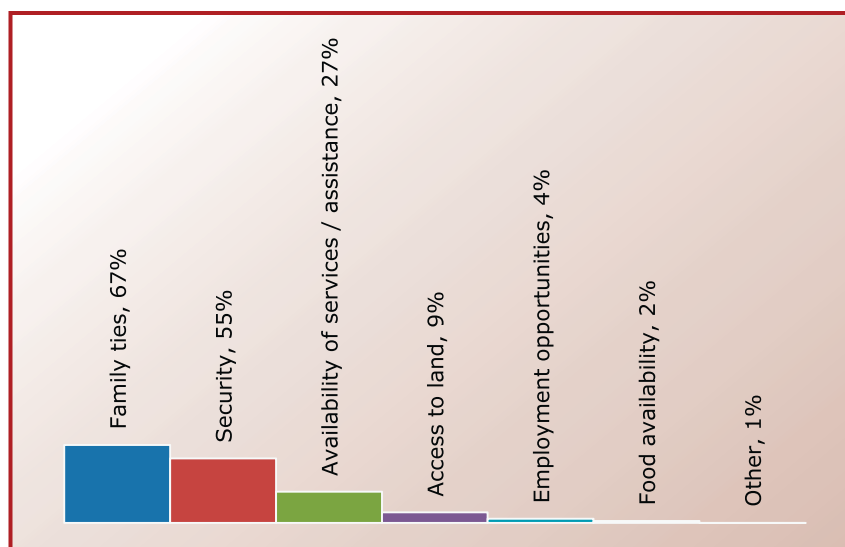


Figure 10:
Factors influencing the selection of the site of displacement

4. RESOURCES, SECURITY AND LIVELIHOOD

This section examines households' perceptions of their surrounding environment (e.g. security). It looks at their resources or capital (social, natural, economic) available to households, as well as how those resources were being used to shape livelihood strategies and livelihood outcomes such as food security. The results give insights into the complex interaction between, on the one hand, displacement and settlement options, and, on the other hand, access to basic needs, services and livelihood strategies.

Services and Social Relations

Access to Services

Across the study strata, about one-third of the households ranked their access to services negatively, including access to education (22%), access to (35%) and quality of (32%) health care, and access to roads (37%). Respondents in Maguindanao ranked on average all services more negatively than any other strata. Disaggregated by settlement status, respondents who were displaced at the time of the survey were more likely to rank services negatively compared to others, with the exception of access to roads. Nearly the same percentage of households who were displaced at the time of survey and those returned home found the road to be bad or very bad (47% and 55%, respectively).

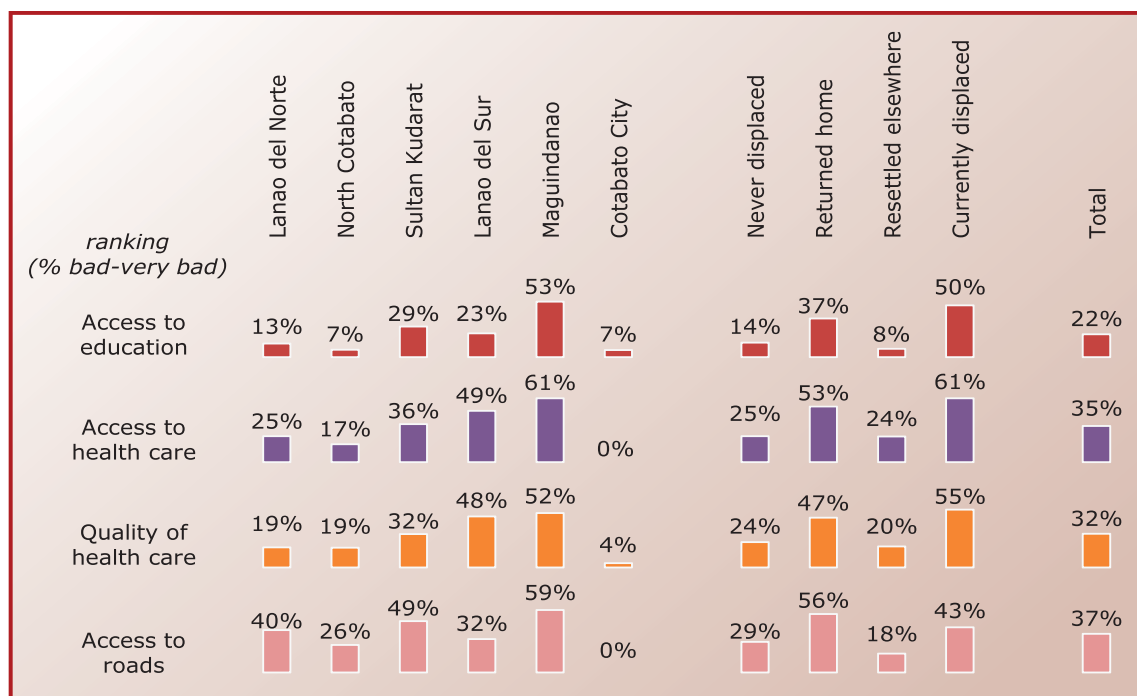


Figure 11:
Ranking of
services
(% bad - very
bad)

Two-thirds (67%) of the sampled households had children aged 6-12 years, and among them nearly all had children enrolled in primary school (97%). However, 36 percent of the households reported that their school-enrolled children missed school for at least a week within the 6 months prior to the survey. Sickness was the main reason to miss school, followed by poor access (long commuting distance – 19%) and children not wanting to go to school (15%). Commuting time (distance) to school was most lengthy in Maguindanao, where travel time to school averaged 36 minutes, about twice longer than in any other area. This likely explains the poor rating of access to education in that area. The proportion of households with children missing school was similar across settlement status. However,

children in households displaced at the time of the survey were furthest away from the school (33 minutes on average) followed by those who returned home to their place of origin (26 minutes). Households that were never displaced or resettled in a new location were closest to school (respectively 14 minutes and 15 minutes).

When needed, most households tended to seek services from public hospital (43%), or a health center (25%). Walking time to the facility was significantly higher than that to their children schools, with an average of 40 minutes' walk, and up to 73 minutes in Maguindanao. Households that returned home reported on average the longest walking distance to a health facility (61 minutes as opposed to 27 for those never displaced).

Trust

The survey examined levels of trust towards 26 groups and/or institutions among the population. For each group or institution, respondents were asked to rank their level of trust on a 5-point scale, from *not at all [trusting]* to *extremely [trusting]*. Figure 12 presents the aggregate of the ratings for moderate, high and extremely high levels of trust. In general, respondent trusted their clan (89%), community (85%), ethnic group (82%), or people of the same religion (87%). Levels of trust were significantly lower towards people from other clans (62%), other ethnic group (56%), or other religions (53%). Several professional categories were assessed, showing high levels of trust toward teachers (82%), nurses and doctors (84%), and local NGOs (79%) Foreign assistance agencies (72%) and traders each scored 72 percent.

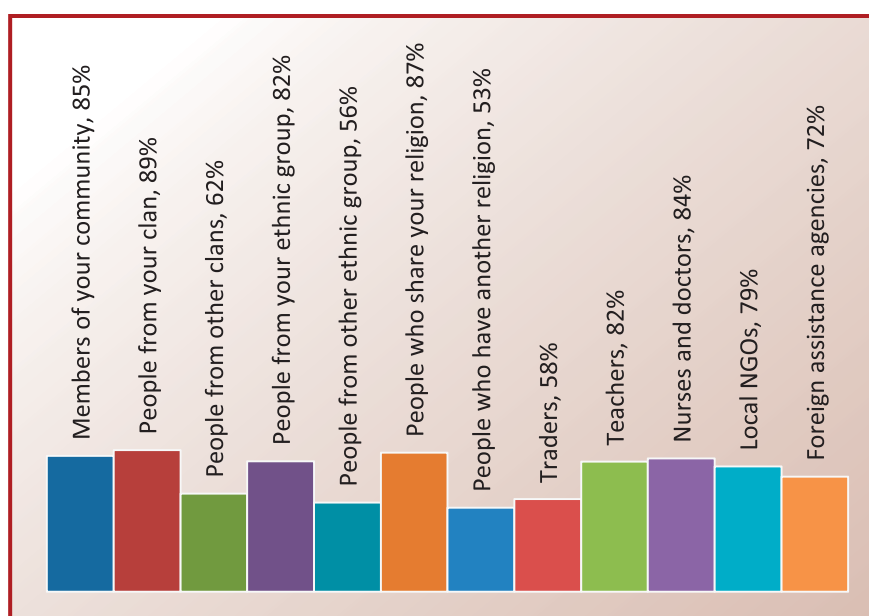


Figure 12:
Trust levels
(% moderate
to extremely
trusting)

There were important differences across strata and settlement groups:

- Across strata, trust in people from other clans, other ethnic groups and other religions was lowest among respondents from **Maguindanao** (respectively 33%, 30% and 30% held moderate to positive trust, compared to an average of 53% or above). Levels of trust towards other clans, ethnic and religious groups were also low among respondents in **Lanao del Sur** (respectively 35%, 23% and 43% held positive views). In addition, trust in foreign assistance agencies was lowest in Lanao del Sur (43%) and Maguindanao (57%), compared to 85 percent or above elsewhere. Compared to the other strata, a higher proportion of respondents in Lanao del Sur ranked negatively their relations with members of other ethnic groups (19% judged it bad or very

bad, compared to 6% or less elsewhere), and with members of other religions (21% ranked it negatively compared to 2% or less elsewhere).

- Disaggregated by settlement status, **displaced households** showed the lowest levels of trust toward people from other clans (35%), other ethnic group (34%), other religion (31%), as well as traders (37%), local NGOs (47%), and foreign assistance agencies (50%).

Levels of trust toward various institutions were also examined. A majority of respondents indicated that they trusted the barangay officials (82%) and barangay tanod (71%), as well as their mayor (93%), governor (92%), and more generally, national government officials (87%). Over two-thirds of the respondents reported that they trusted the police (72%) and the AFP (68%). Over half the total population in the surveyed area also indicated trusting the ARMM government officials (62%) and Civilian Volunteer Organizations (CVOs - 59%).

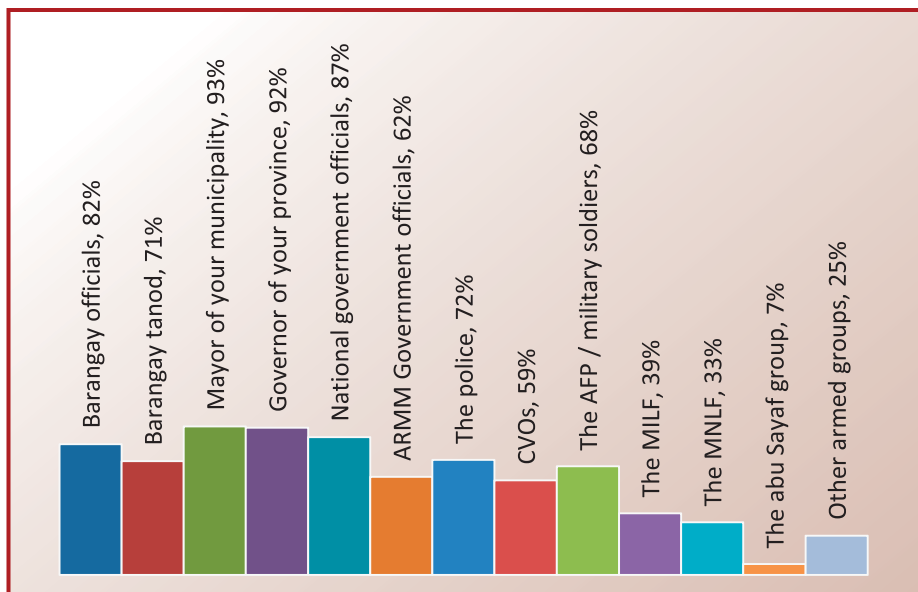


Figure 13:
Trust levels (2)
(% moderate
to extremely
trusting)

Again there were important differences in the level of reported trust among various institutions across strata and settlement status.

- Trust in the barangay officials and barangay tanod was lowest in **Lanao del Sur** (71% and 43% respectively) and **Maguindanao** (69% and 57%). Trust in CVOs was also lowest in the two strata (29% and 25% respectively, compared to 75% or more elsewhere). In the two strata, trust in the AFP (respectively 47% and 40%) and the national police (respectively 51% and 52%) was lowest, compared to 80 percent of the respondents indicating trusting either institution in the other strata.
- Inversely, trust in the MILF and MNLF was highest in **Lanao del Sur** and **Maguindanao**. Two-third of the population in Lanao del Sur (66%) and Maguindanao (67%) stated that they trusted the MILF compared to less than 39 percent elsewhere, and over half trusted the MNLF (respectively 57% and 62%) compared to less than 43 percent elsewhere. Level of trust in the MILF and MNLF was lowest in Sultan Kudarat (10% and 4%, respectively).
- Households that were **displaced at the time of the survey** had the lowest levels of trust toward barangay officials and tanod (respectively 66% and 58%), as well as CVOs (30%) and the police (41%). Inversely, they had the highest levels of trust towards the MILF and MNLF (in each case, about 60%), likely reflecting the preponderance of Maguindanao residents among the currently displaced.

Groups and Associations

The survey examined households' membership in organized groups or associations to measure their level of engagement with their community. Most frequently, respondents indicated being part of a religious association (38%), a farmer association (24%), a school committee (19%), a town village committee (16%), a sports team (15%), and/or a women's association (15%). Other group memberships include political associations (11%), cultural troops (7%) and youth groups (6%). While group membership did not vary significantly based on settlement status, respondents in Lanao del Sur tended to report participation in groups and associations less frequently than elsewhere.

Elections and Participation

Several questions were posed to examine respondents' participation in and perception of electoral processes. The objective was to assess how much respondents are engaged in political processes. The large majority of respondents indicated having voted during the previous municipal (95%), general (95%) and party-list elections (95%). A majority of respondents further ranked these elections as having been completely or mostly free and fair (90% for all three elections). Participation rates and perception of the elections were similar across strata and settlement status. The only exception concerned the Barangays elections in Lanao del Sur, where 52 percent indicated voting in the last Barangay elections. Among the 48 percent of respondents who did not vote, 71 percent cited that there had been no elections held in their Barangay.

In addition to elections, the survey examined respondents' participation in public affairs at the local level. The first set of question asked about their awareness of regular meetings held in the Barangay. The majority of respondents (86%) indicated that their Barangay held regular meetings. Among them, 89 percent indicated that a meeting had been held in the last 6 months and among this subgroup, 84 percent indicated that a household member had participated in the meeting. In other words, 64 percent of all the households had a member who participated in a Barangay meeting in the 6 months prior to the survey. About the same proportion of respondents (56%) believed they had the ability to contribute to decision in their Barangays. Fewer believed they had the ability to contribute to decisions in their municipality (40%), or in Mindanao in general (31%).

Across strata, the proportion of households who participated in a Barangay meeting in the last 6 months prior to the survey was highest in Cotabato City (82%), North Cotabato (79%), and Sultan Kudarat (78%). Inversely, it was lowest in Lanao del Sur (48%) and Maguindanao (53%). In terms of settlement status, just 33 percent of the households displaced at the time of the survey had participated in a Barangay meeting. The proportion was 45 percent among those resettled in a new location. Over half the households who returned home had participated in such meeting (55%) compared to 73 percent of the households that were never displaced. Despite the important differences in the frequency of participation in Barangay meetings, the proportion of households who believed they had the ability to contribute to decisions in their Barangay, municipality, or in Mindanao in general was similar across settlement status groups.

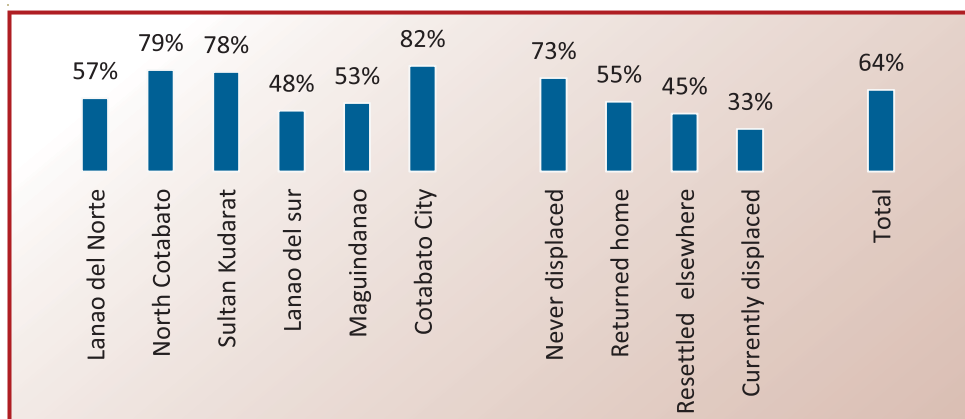


Figure 14:
Households who participated in a barangay meeting in the last 6 months

Access to Information

The survey included a series of questions on access to information and media, and the perception of various sources of information. It sought to explore the extent to which long-term prospects for displaced people to resettle, return and to escape poverty are hindered by the lack of access to basic information about what is going on their province or wider environment.

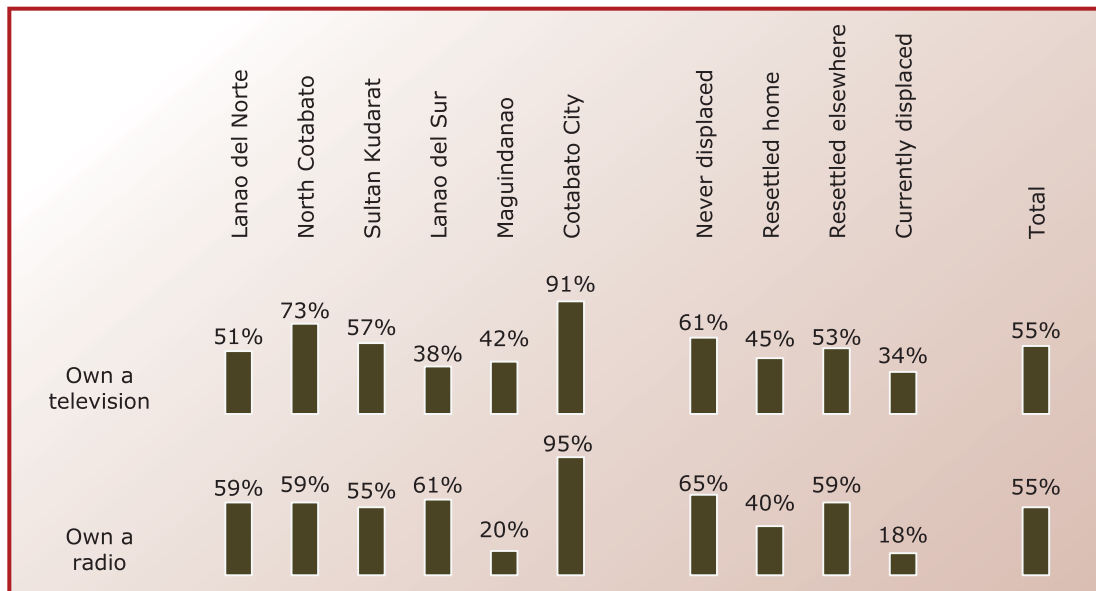


Figure 15:
Respondents' main source of information

Nearly half the respondents (46%) identified the television as their main source of information, while 23 percent mentioned friends and family, and 22 percent mentioned the radio. Other sources of information were mentioned by 9 percent of the respondents. Over half the households indicated owning a television (55%) and/or a radio (55%), falling to 20 percent and 42 percent respectively in Maguindanao.

The nature and level of access to information were highly unequally distributed between strata and settlement groups. Radio and televisions were the main source of information for 60 percent or more of the households in Lanao del Norte (62%), Sultan Kudarat (79%), North Cotabato (81%), and Cotabato City (90%). In Lanao del Sur and Maguindanao, informal sources of information such as family and friends were more frequently the main source of information (53% and 44% respectively), while the radio and television played less of a role (35% and 44% respectively). Only 43 percent and 57% of people in those provinces said they sometimes listened to the radio. This may partly explain why respondents there ranked their level of information about events in their province and in Mindanao more negatively than those in other provinces:

Overall, one third of the respondents reported being not at all or little informed about events in their province (36%) and in Mindanao (33%). In Maguindanao and Lanao del Sur, respectively 64 percent and 49 percent said they had no or little information about events in their province, compared to the average of 35 percent. Similarly, respectively 58 percent and 49 percent said they had no or little information about events in Mindanao compared to an average of 33 percent.

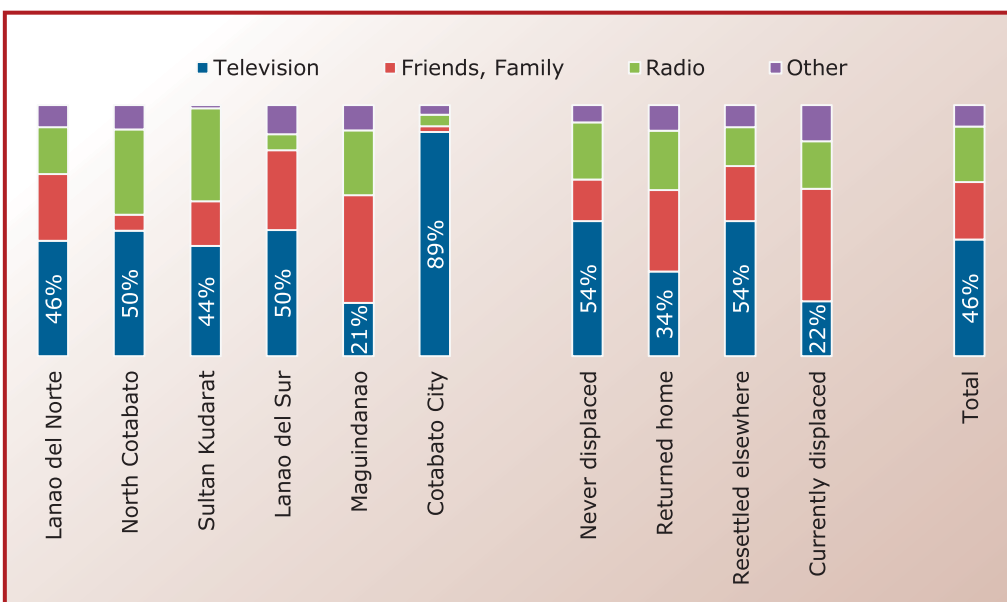


Figure 16:
Respondents' main source of information

The results further suggest that households that were displaced at the time of the survey were most likely to rely on informal sources of information (i.e., friends and family – 53%) and to report that they were not at all or little informed about events in their province (68%) and in Mindanao (63%).

The findings on media consumption further underline the tendency of currently displaced households to rely on informal sources of information. While 70 percent of total respondents reported watching television at least occasionally, only 49 percent of those still displaced did so. This compares to 60 percent of those returned home, and over 70 percent among those never displaced (77%) and those resettled elsewhere (72%). Similarly, two out of three respondents listened to the radio at least occasionally (65%), but the proportion was lowest among displaced households (52%) and those returned home (57%), compared to those resettled elsewhere (64%) and those never displaced (71%). Among the formal media, newspapers were the least consumed (21% of the respondents), especially among displaced households (9%) and those who were formerly displaced and returned back home (11%).

Despite the relatively high scores on media consumption in percentage terms, respondents held mixed views as to how much they trusted the media. Television was cited as the most trusted source (41% said they trusted information on TV a lot or extremely), followed by the radio (25%) and newspapers (15%). Respondents in Maguindanao were the least trusting with 18 percent trusting information on television a lot or moderately and even lower proportion trusting the radio (8%) and newspapers (10%). This is reflected in the low level of trust in the media among displaced households (television: 21%, radio: 9%, newspaper: 10%).

Security

Sense of Security

The survey found that most respondents (72%) considered themselves safe or very safe from crime and violence. Perception of safety, however, was lowest among respondents in Maguindanao (59%), and among respondents that were displaced at the time of the survey (53%). Households relied mainly on friends and family (57%) as their main source of information on security.

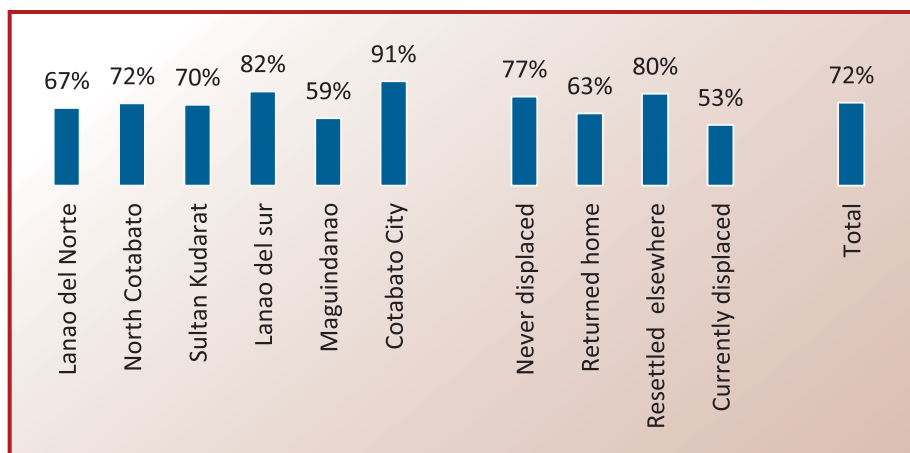


Figure 17:
Respondents' general sense of security

Despite the positive overall results, the sense of safety was low in relation to many daily life routines. Three quarters or more of respondents felt safe or very safe being alone at home (81%) or walking alone during the day (74%) but less than two thirds felt safe going to the field or fetch water (64%) and talking openly about religion (58%). Less than half the respondents felt safe going to the nearest market (47%), walking alone at night (44%), and complaining to authorities (37%) or to the police (37%) if victim of a crime. The situations that were least perceived as safe were talking openly about disputes or conflicts (28%), meeting a stranger from another clan (23%), or generally meeting a stranger (17%).

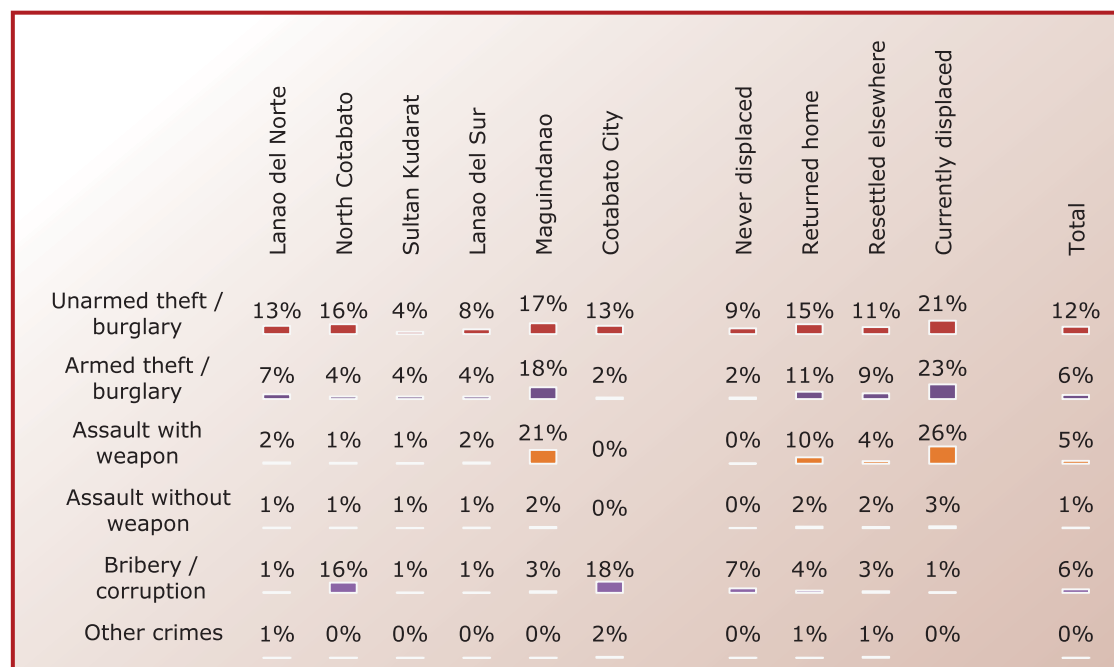


Figure 18:
Respondents' experience of crimes in the one year period prior to the survey

The sense of safety could partly reflect exposure to on-going violence and crime. The survey assessed exposure to crime during the year before the survey. Respondents most frequently reported unarmed theft / burglary (12%), and armed theft or burglary (6%). Assault with or without weapons were reported by respectively 5 percent and 1 percent

Violent Conflicts and Displacement in Central Mindanao

of the respondents, respectively. As was the case for exposure to war-related violence, respondents in Maguindanao and displaced respondents were more likely to report exposure to crimes compared to the rest of the population.

Security Sector Actors

The respondents were asked to identify whom, in their opinion, provides security in their community. The most common response was the community itself (70%), followed by the police (53%), the government (38%), and the AFP (22%). The MILF and MNLF were mentioned by respectively 9 percent and 4 percent of the respondents, but with a higher proportion in Maguindanao (respectively 40% and 24%). Displaced households were more likely to say that the government provided security (69% compared to 46% or less among other groups). Displaced households and returnees were least likely to say that the community provided security (respectively 60% and 57% compared to an average of 70%).

Table 2:
Who
provides
security

	Lanao del Norte	North Cotabato	Sultan Kudarat	Lanao del Sur	Maguindanao	Cotabato City	Never displaced	Returned home	Resettled elsewhere	Currently displaced	Total
The community itself	48%	89%	82%	64%	54%	93%	76%	57%	71%	60%	70%
The police	55%	59%	70%	28%	49%	94%	60%	41%	46%	40%	53%
The government	23%	31%	41%	33%	74%	34%	33%	42%	46%	69%	38%
AFP	10%	40%	23%	9%	16%	51%	25%	18%	18%	13%	22%
MILF	3%	4%	5%	4%	40%	6%	4%	18%	8%	34%	9%
MNLF	1%	0%	0%	0%	24%	0%	0%	8%	2%	25%	4%
Private armies	6%	8%	0%	3%	0%	2%	4%	4%	3%	1%	4%
Tanod / CVOs	12%	7%	9%	1%	0%	0%	7%	4%	3%	0%	5%
Barangay captain/official	17%	3%	4%	4%	13%	0%	6%	11%	4%	8%	7%
Mayor/Muni. official	3%	0%	0%	8%	0%	0%	1%	5%	3%	6%	2%
Other	2%	1%	2%	8%	1%	2%	3%	3%	3%	1%	3%
Nobody	0%	0%	0%	0%	8%	0%	0%	3%	0%	7%	1%

Disputes and Dispute Resolution

Respondents were asked what disputes, if any, were most frequent in their area, and what disputes, if any, tended to become violent. The disputes that were most frequently reported were household disputes (59%), followed by disputes over power (51%) and clan conflicts (32%). Among these, disputes over power were most frequently identified as potentially turning violent (76%), followed by clan disputes (37%). The proportion of households reporting disputes over power and clan disputes was highest in Maguindanao (respectively 92% and 66%).

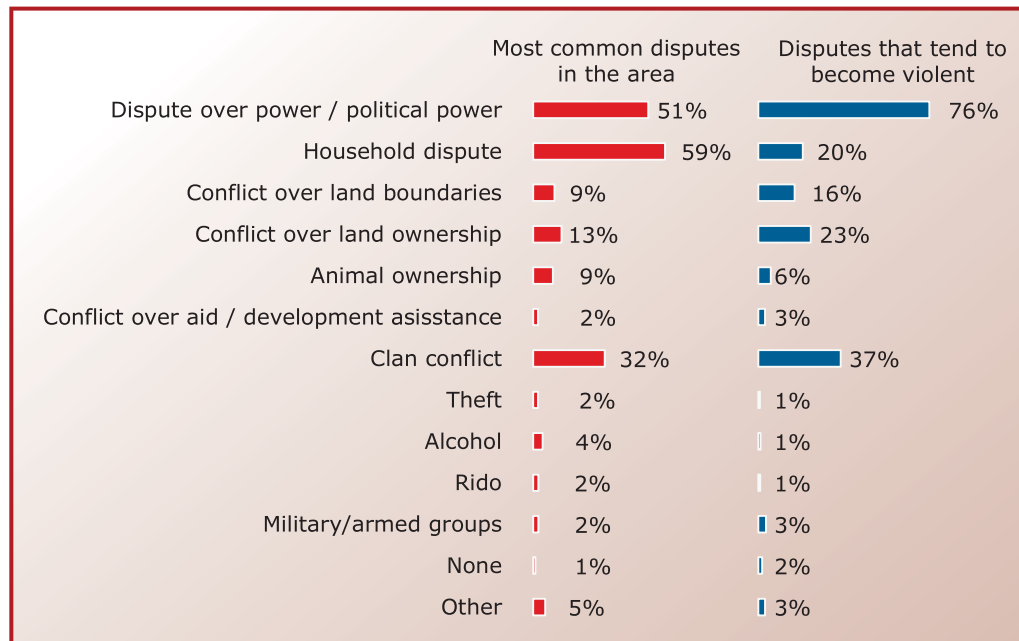


Figure 19:
Most common dispute in respondents' area

While a high proportion of households mentioned the presence of disputes in their area, few indicated having directly experienced any form of disputes. Six percent reported having ever experienced a land dispute, equally distributed between disputes over farmland and residential plots. Three percent had experienced a land dispute in the year prior to the survey. Land disputes were most frequently mentioned in North Cotabato (11%), and were also more frequent among households who decided to resettle elsewhere (16%).

Given the small number of conflicts reported, comparisons across groups are not possible. In most of the reported cases, households who experienced a land disputes approached someone to resolve the issue, generally the barangay captain or the other party. For non-land disputes, the respondent mostly approached the barangay captain. Land disputes were equally distributed between disputes with someone from the same clan, or someone from another clan but within the same ethnic group.

To further explore how disputes and conflicts were resolved, respondents were asked to identify whom they would go to resolve a range of hypothetical events. The results are as follows:

- To address **clan disputes**, a majority of the respondents said they would consult with a Barangay official (38%), with the clan itself (26%), or with the family (13%). In Maguindanao, one in four respondents (23%) mentioned Shari'a courts.
- To solve **money disputes**, over half the respondents mentioned a Barangay official (52%), while 25 percent indicated resolving such disputes themselves or within their family. Barangay officials were least frequently mentioned in Maguindanao (33%). There the disputes were more frequently resolved within the family (40%).
- For **land disputes**, respondents proposed to resolve the issue most frequently with a Barangay official (50%), as well as formal courts (17%). In Maguindanao, respondents also identified Shari'a courts (30%).
- For **theft**, a majority of respondents indicated that they would consult with a Barangay official (65%), and 13 percent mentioned the police. In Maguindanao, 14 percent mentioned the MILF.

- For crimes or actions that resulted in **injuries**, again Barangay officials were most frequently mentioned entity to resolve ensuing disputes (60%).
- For rape and **sexual violence**, views were mixed, with 27 percent mentioning a Barangay official, 24 percent mentioning formal courts, and 24 percent mentioning the police. Shari'a courts were mentioned by 20 percent of the households in Maguindanao.
- Similarly, for **murder**, views on who should be approached were mixed, with 27 percent mentioning the police, 25 percent mentioning Barangay officials, and 23 percent mentioning formal courts. Shari'a courts were mentioned by 19 percent of the households in Maguindanao.⁷

These results suggest that AFP, MILF, and MNLF play a relatively limited in resolving disputes role, whereas barangay officials, chiefly barangay captains, are most often approached. They and traditional leaders were generally perceived as fair (both 89%). Only for the most serious crimes of rape and murder did a fairly significant number of respondents say they would approach the police (24% and 27%) or involve the formal court system (24% and 23%). Most respondents disagreed with the proposition that sometimes violence is the only way to resolve *ridos*, or that violence is an acceptable way to resolve disputes.

Domestic Violence

Households disputes were identified as the most common type of dispute in the survey area (59%), although a smaller proportion described such disputes as potentially violent (20%), and even fewer (2%) mentioned households disputes when asked if they had themselves experienced any dispute or conflict over the last year prior to the survey. A more direct set of questions explored the prevalence of domestic violence. Overall, 7 percent of the respondents indicated having been slapped or beaten violently by their spouse or partner in general, and 2 percent indicated it happened in the last 12 months prior to the survey. Similarly, 7 percent of the respondents indicated having themselves slapped or beaten their spouse or partner, and 2 percent reportedly did so in the last year prior to the survey. Women were slightly more likely than men to report having been slapped or beaten by a spouse or partner (8% vs. 6%). Across strata, the prevalence of such violence was highest in Cotabato City (13%) and North Cotabato (12%).

Natural Capital

Access to Land

Over half the selected households reported having some kind of access to land (60%), with proportions ranging from 50 percent in Lanao del Norte to 68 percent in Maguindanao. The only exception was the urban area of Cotabato City, where 2 percent reported access to land. Most households had acquired the land through inheritance (55%), with 15 percent renting the land, and 19 percent using it in sharecropping. Sharecropping was least frequent in North Cotabato (6%), while renting land was most frequent in Lanao del Sur (36%) compared to 10 percent or less of the households elsewhere. Among the households who had access to land, half (55%) indicated having supporting documents. One third (32%) simply said “the clan knows”. The proportion with documented access to land was lowest in Lanao del Sur (19%) compared to over half of households elsewhere. When asked to rank their access to land, 24 percent of all the households reported it as good or very good, 43 percent were neutral, and 33 percent were negative.

⁷ The frequency at which Shari'a courts are identified to resolve serious crimes such as sexual violence and murder may reflect a lack of knowledge of their function and jurisdiction under Islamic law.

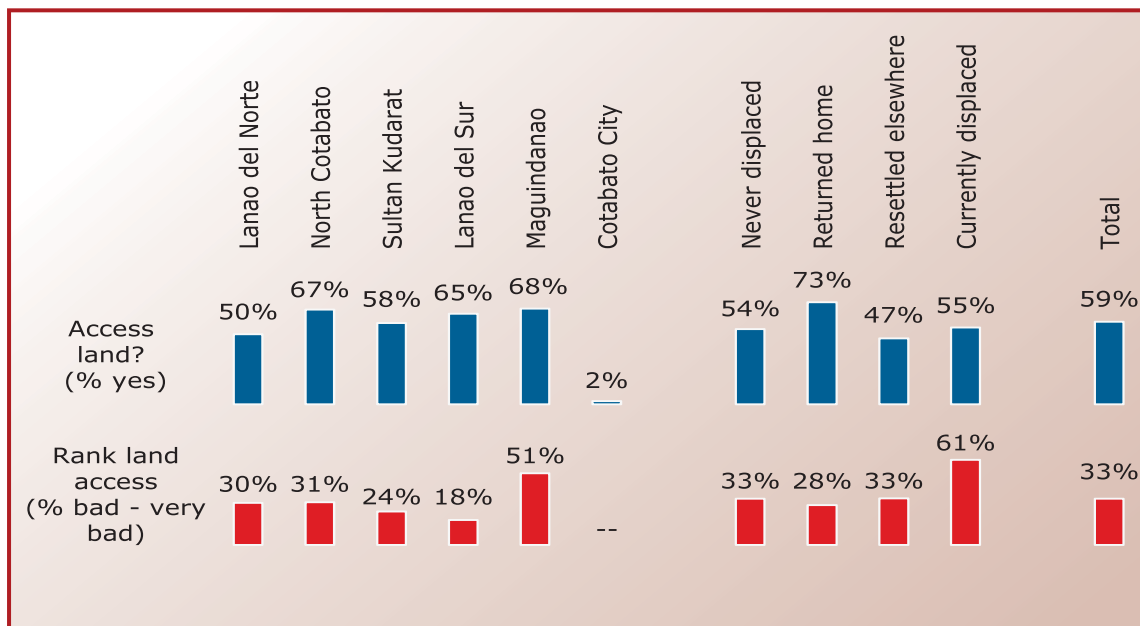


Figure 20:
Rating of access to land

Displaced households reported having access to land as frequently as, or even more frequently than, other settlement groups. However, they ranked their level of access to land significantly worse than others, with 61 percent judging their access to land as bad or very bad, compared to 33 percent or else among other groups. This possibly reflects the long distance between the farm plot and current place of residence among those who were displaced at the time of survey.

The main source of land access among the displaced households was through inheritance (59%). About one in four indicated accessing the land as part of a sharecropping agreement (24%), 9 percent indicated renting the land, and 9 percent indicated having been granted a temporary use. The results suggest that most households that identified themselves as being displaced continued to access land at their place of origin. This is consistent with the finding that most displaced households are located within the same barangay as their place of origin, but within a different sitio or purok.

Agricultural Production

Several questions were asked so as to assess the main agricultural items produced by households and their use. Among the 62 percent of households who reported engaging in agricultural production, cereals were the main products, including rice (30%) and corn (28%). Vegetables were produced by 22 percent of the farming households, and 11 percent produced coconut. Roots and tubers were not frequently mentioned, with 6 percent producing cassava, and 1 percent producing potatoes. Commercial crops, including coffee (3%), rubber (2%), and sugarcane (1%), were not commonly produced. The productions of rice and corn were most frequent in Maguindanao (55% and 40% of the farming households, respectively). Most crops had a mixed use (consumption and sale), with the exception of mung beans and coconut, which were mainly sold, along with commercial crops such as rubber and sugarcane.

Table 3:
Agricultural
products

	Lanao del Norte	North Cotabato	Sultan Kudarat	Lanao del Sur	Maguindanao	Never displaced	Returned home	Resettled elsewhere	Currently displaced	Total
Rice	11%	38%	30%	26%	55%	26%	37%	21%	40%	30%
Corn	23%	26%	26%	33%	40%	22%	41%	20%	28%	28%
Vegetables	21%	38%	24%	15%	11%	23%	21%	13%	19%	22%
Coconut	22%	14%	6%	10%	6%	11%	15%	9%	4%	11%
Banana	17%	16%	4%	4%	6%	8%	12%	8%	9%	9%
Other fruits	3%	16%	6%	2%	0%	7%	3%	6%	0%	6%
Cassava	2%	10%	3%	10%	4%	4%	10%	8%	9%	6%
Coffee	0%	0%	10%	4%	0%	3%	2%	3%	1%	3%
Rubber	0%	7%	0%	0%	0%	3%	0%	1%	0%	2%
Potatoes	1%	1%	0%	0%	0%	0%	1%	1%	1%	1%
Mung beans	1%	1%	1%	1%	1%	1%	2%	1%	1%	1%
Sugarcane	0%	2%	2%	0%	0%	1%	0%	0%	0%	1%
Tobacco	0%	1%	0%	0%	0%	0%	0%	0%	0%	0%
Other	2%	3%	2%	5%	1%	3%	2%	4%	4%	3%

Animal ownership

The majority of the respondents reported owning animals. Over half the households (54%) said they had some sort of poultry birds (chicken, ducks, geese). Ownership of larger farm animals, including cows and bullocks (10%), buffaloes/carabaos (14%), and goats (12%), was less reported. Disaggregated by settlement status, the ownership of farm animals was least common among households who were displaced at the time of the survey, with 38 percent reporting to own poultry compared to 50 percent or more among the other groups. Ownership of cows, bullocks, buffaloes and goats was also lowest among displaced households.

Physical Capital

Housing and Amenities

On average, households were composed of 6 members. Given the limited number of rooms in the dwelling, the crowding index (number of people per room) in the study area averaged 3.9. Two-thirds (63%) of the households had a crowding index of 3 or more, and 30 percent had a crowding index of 5 or more. The crowding index was highest in Lanao del Sur (5.0). Crowding was also associated with the settlement status. Displaced households had an average crowding index of 4.9, compared to 4.6 among those returned home, 4.4 among those resettled elsewhere, and 3.5 among those never displaced.

Households most frequently had a floor made out of rudimentary materials (wood planks, bamboo, palm – 47%) but better materials for the roof (galvanized iron, tiles, shingles, cement – 43%). Displaced households and those returned home relied more frequently on basic materials for the roof (53% and 35% respectively used no roofing, thatch, palm leaf, grass or other basic materials) compared to households resettled elsewhere (15%) or those never displaced (28%). They were less likely to use advanced materials such as tiles or cement for their floors.

A minority of households ranked the quality of their housing as bad (18%) or very bad (1%), but the proportion was highest among displaced households (56% ranked their housing as bad, and 5% as very bad), compared to less than one in four households elsewhere. Twenty-eight percent of the displaced households said that they owned their dwelling compared to over half the households in other settlement groups. Rather, most displaced households had access to free housing, perhaps provided by the host community. Geographically, housing conditions were ranked most negatively in Maguindanao (44% bad or very bad). According to respondents, home ownership averaged 70% but was more frequent in North Cotabato (91%). Elsewhere, 25 percent to 38 percent of the households accessed housing for free, but did not own it.



Figure 21:
Home ownership

The main sources of lighting in the household were electricity (69%) and oil or gas lamps (23%). Households in Maguindanao had least frequent use of electricity (33%) and most frequently relied on oil or gas lamps (46%). With regards to settlement status, displaced households were less likely to rely on electricity (36%) and more likely to rely on oil or gas lamps (46%) compared to other households. Households returned home had the second lowest use of electricity (55% of the households, compared to 75% or more among those resettled elsewhere or never displaced). With 89 percent of households using wood or charcoal as their main fuel for cooking (98% in Maguindanao), the cutting of wood for charcoal and directly for their stove may be contributing to the deforestation of hillsides, a factor behind increased flooding in the area.

Water and Sanitation

Three out of four households (73%) used protected sources of water as their main source of drinking water, most frequently a protected well (25%), an in-house tap (22%), or a public tap (16%). Other households used unprotected sources (27%), most frequently getting their water from open water bodies such as lakes and rivers (12%), open wells (8%), and unprotected springs (6%).

The use of unprotected sources of water was especially high in Lanao del Sur, where 60 percent of the households relied on unprotected sources, including 40 percent who relied on open bodies of water, and 13 percent on an open dug well. In Maguindanao, 40 percent of the households relied on public tap, while 17 percent relied on an open dug well and 7 percent on unprotected springs. Almost four times as many Muslims than Christians used unprotected sources for their water supply (41% vs. 11%) and twice as many had to travel for 10 minutes or more to get water (33% vs. 16%). Five times as many used a drop/overhang toilet or no toilet at all (15% vs. 3%, 28% vs. 5%).

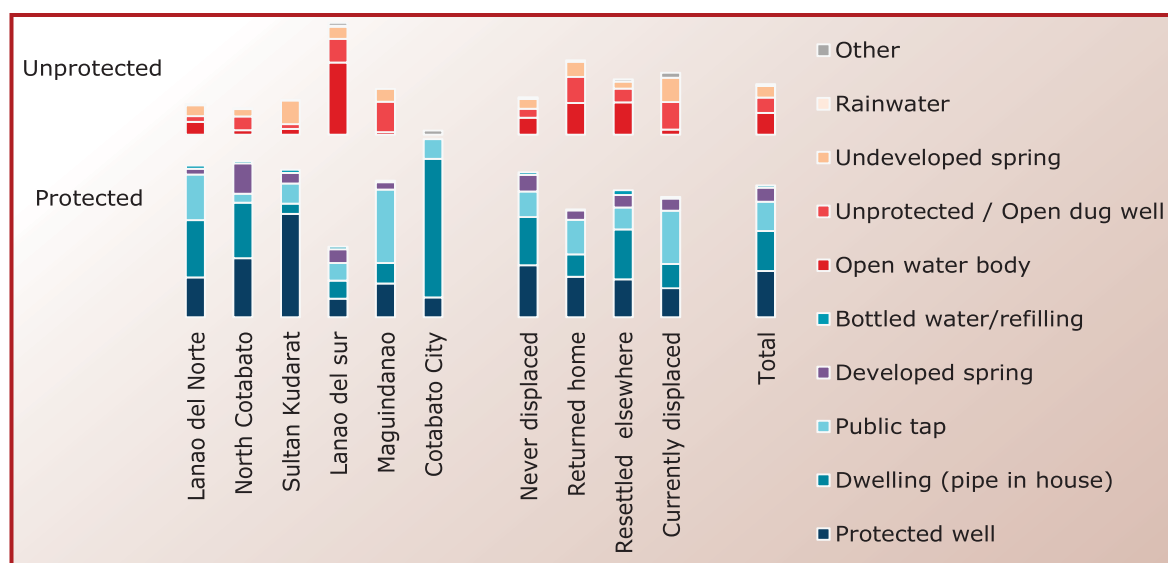


Figure 22:
Sources of
water

Most households had access to water within 250 meters of their dwelling, which may explain why few households ranked their access to water as bad (13%) or very bad (1%). Only in Maguindanao did a large percentage of the population rank their access negatively (40% compared to less than 20% elsewhere). By settlement status, displaced households were most likely to rank their access to water negatively (45%). With regards to sanitation, the proportion of households using no facilities was highest in Maguindanao (40%) and Lanao del Sur (28%) compared to an average of 18 percent for the whole population in the study area. Nearly half of the displaced households (45%) and 31 percent of those returned home used no toilet facilities

Asset Wealth

Using a list of 13 non-productive items, households were asked about the assets they had. Chairs (86%), tables (84%), and beds (81%) were the most frequently owned. The information on ownership was used to compute a household wealth index as a proxy measure of wealth, with a score ranging from 0 to 13 (summative scale). To facilitate the interpretation of the score, five comparative wealth quintiles were computed, ranging from very poor to very rich.⁸

The proportion of households in the poorest wealth quintile was found in Maguindanao (30%), compared to 15 percent or less elsewhere. Two out of three households in Maguindanao belonged to the two poorest quintiles (66%), compared to 36 percent or less elsewhere.

⁸ Results may differ from other measures of poverty in Mindanao. The wealth index is used to compare groups (i.e. by settlement status) but do not provide an estimate of prevalence of poverty.

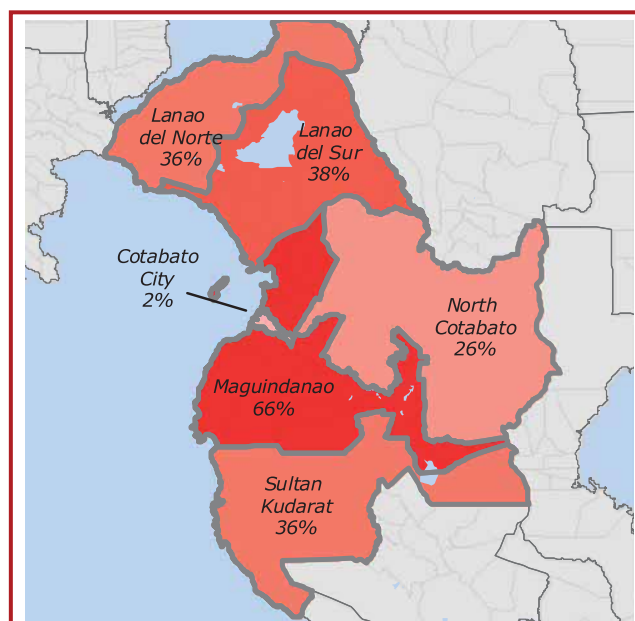


Figure 23:
*Distribution of
the two poorest
wealth quintile*

The household settlement status was strongly associated with its asset wealth status. Households that were never displaced owned an average of 6.2 types of assets, compared to 5.8 among households who resettled elsewhere, 4.4 for those who returned home, and 3.4 for those who were displaced at the time of study. The differences between groups were statistically significant ($F=89.89$, 4 d.f., $p<0.001$). One in three household displaced at the time of the study belonged to the poorest quintile, and 74 percent belonged to the two poorest quintiles. Over half the households that returned home belonged to the two poorest quintiles (53%).

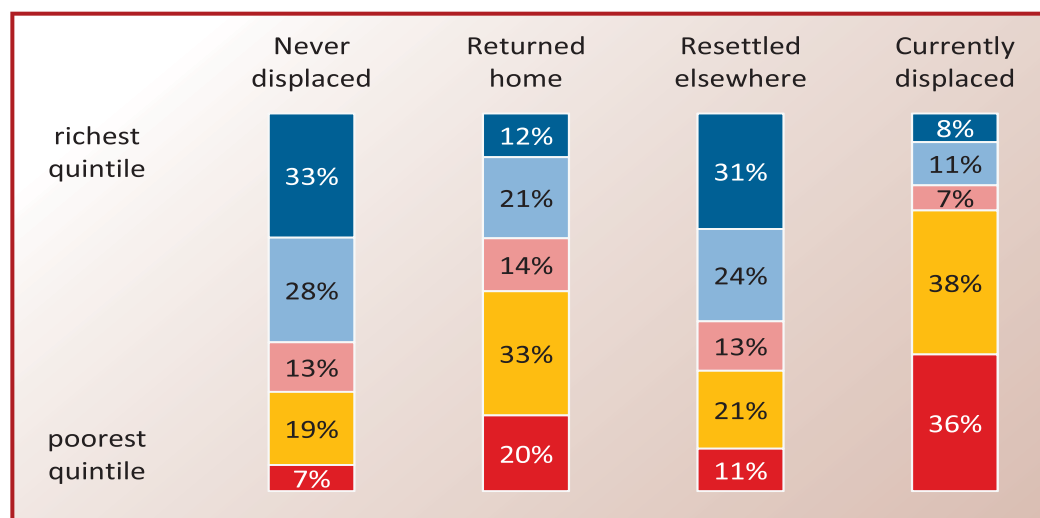


Figure 24:
*Asset wealth by
displacement
status*

In addition to differences in wealth by settlement status, several variables were found to have statistically significant differences ($p<0.05$) with regards to asset wealth.

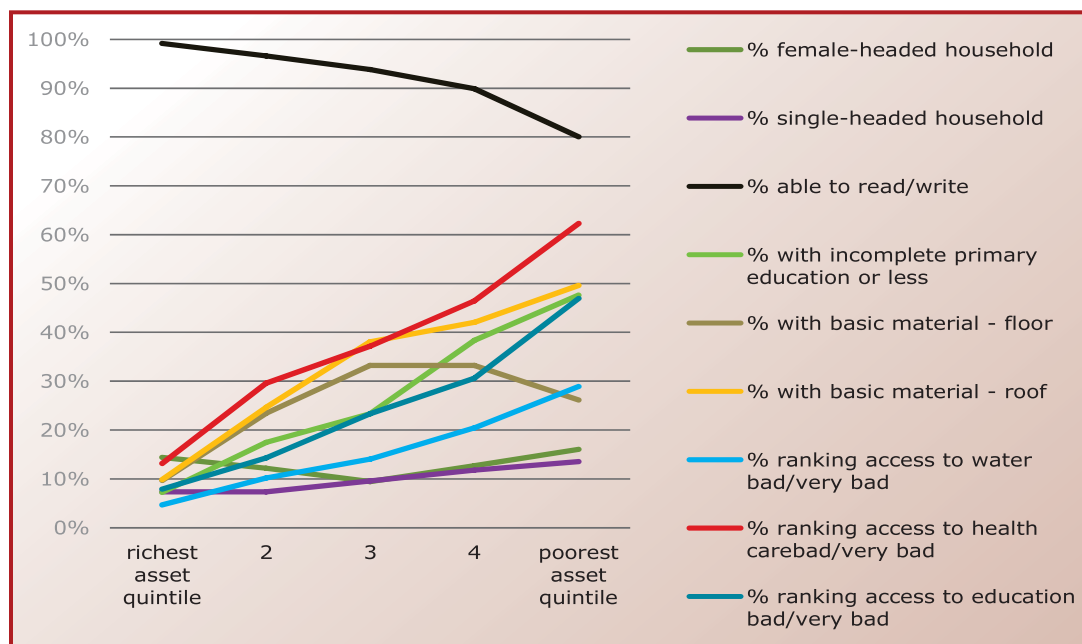


Figure 25:
Variables
associated with
asset wealth

- The proportion of **female-headed** households was higher among households in the poorest wealth quintiles compared to others. Similarly, the proportion of **single-headed** households was highest among households in the poorest wealth quintile.
- Education level of the head of the households improved with wealth, both in terms of reported **literacy** and **level of education attained**.
- The **dependency ratio** (ratio of the number of household members below 15 years old or above 59 years old over the number of active adults aged 15 to 59 years old), and **crowding factor** (number of individuals per room) both decreased with wealth.⁹
- In addition to basic household demographics, housing conditions were poorer among households in the poorest quintiles, with increased use of basic materials for both the **floor** and **roof**.
- Access to services ranked significantly worse among poorer households: 29 percent of the households in the poorest quintile ranked their **access to water** a bad or very bad, compared to 5 percent in the richest quintile. The proportion that ranked poorly **access to education** ranged from 8 percent among the richest quintile to 47 percent among the poorest quintile. For **access to health care**, the proportions ranged from 13 percent to 62 percent.
- The survey further shows that the use of **unprotected sources of water** is most frequent among poorest households, with 52 percent of the households in the poorest wealth quintile relying on unprotected sources of water, compared to 9 percent among the richest quintile.
- Households in the poorest wealth quintile had the **lowest average total expenditures** (2,350 PhP/months) compared to 4,400 PhP among the households in the richest wealth quintile.
- Two thirds (69%) of the households in the poorest wealth quintile ranked their **access to credit** positively compared to 89 percent of those in the richest quintile. 10 percent of the households in the poorest wealth quintile indicated having no access to credit at all, even from family/relatives.

⁹ The dependency ratio ranged from 0.89 among the richest quintile to 1.25 among those in the richest quintile. The quintile ratio ranged from 2.9 to 5.0 between the richest and poorest quintiles.

Livelihood Strategies

Activities and Livelihood Strategies

Livelihood strategies denote the range and combination of activities and choices (including on production and investment) made by households in order to sustain themselves and contribute to the economic capital of the household. This analysis focuses on the combination of activities undertaken. Households in the survey were asked to name up to three livelihood activities, by order of importance. A majority of households reported engaging in agriculture (56%), the most common activity. This followed by trade (25%), day labor (19%), and transportation (13%).

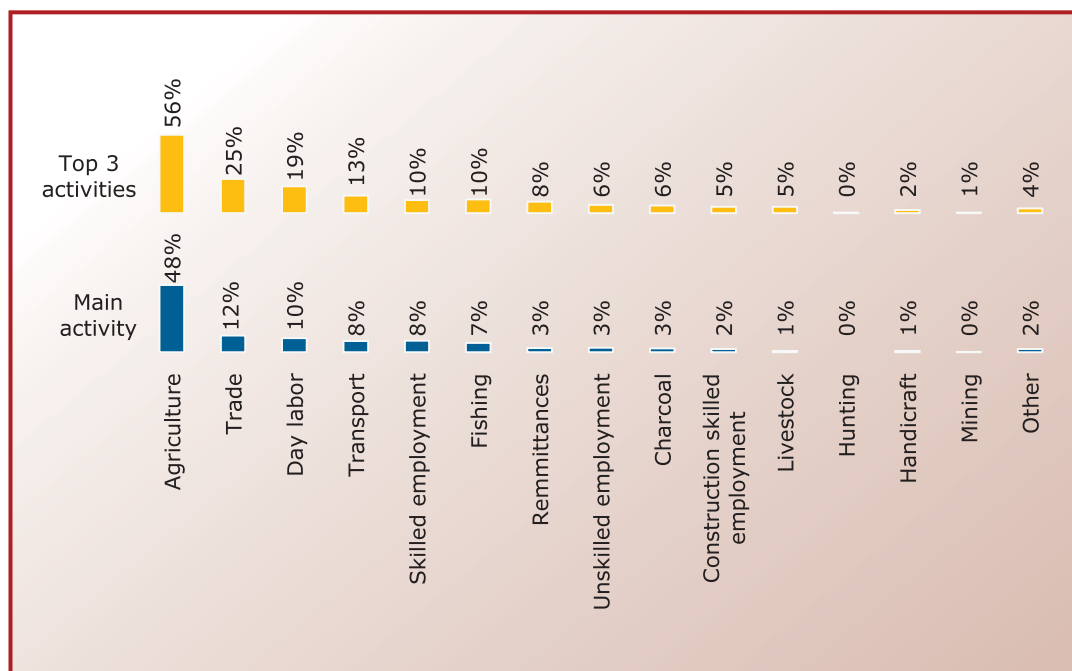


Figure 26:
Main household's activities

There were differences between strata. In Cotabato City, few households engaged in agriculture (2% compared to 45% or more elsewhere), but a larger than average proportion of households engaged in trade, transport, and skilled labor (27% compared to 12% or less elsewhere). Other differences included the higher frequency of fishers in Maguindanao (20% compared to 7% or less elsewhere), and a higher proportion of day laborers in Sultan Kudarat (23% compared to 12% or less elsewhere.)

Principal component and cluster analyses were used to group together households that shared similar patterns of activities based on the relative importance of those activities to the overall livelihood. The analyses resulted in a total of eight groups: (1) Farmer, (2) Day laborer, (3) Skilled workers, (4) Alternative livelihood, (5) Natural resources exploiter, (6) trader, (7) Fisher, and (8) Transporter. Farmers alone accounted for 39 percent of the population. Day laborers (14%) and skilled workers (11%) were the second and third most frequent group. The following table presents a brief description of the characteristics of each of the eight groups, such as the average monthly income and the proportion of households in the two poorest wealth quintiles.

Table 4:
Characteristics
of livelihood
groups

Group (% of households)	Description	% two poorest wealth quintile
Farmer (39%)	<i>Households who depend almost exclusively on agriculture (87%) to support their livelihood. They have the second highest proportion of households engaging in only one activity (52%), and the third lowest estimated monthly income (5,150 PhP/month). They are the main livelihood group (39%). In North Cotabato and Lanao del Sur, they account for 49% of the population.</i>	42%
Day laborer (14%)	<i>Households who rely primarily on day labor (54%) or unskilled labor (19%) to support their livelihood, with an additional contribution from agriculture (13%). They have on average the lowest monthly income (4,750 PhP/month). They account for 14% of the total surveyed population. In Sultan Kudarat, this rises to over one in four households (29%).</i>	45%
Skilled Worker (11%)	<i>Skilled workers rely primarily on skilled employment (60%) and construction skilled employment (19%) to sustain their livelihood. They have on average the highest monthly income, at 13,750 PhP/month. Skilled workers account for 11% of the population and are most frequent in the urban area such as Cotabato City, where they account for 24% of the households.</i>	12%
Alternative livelihood (9%)	<i>The alternative livelihood group clusters households that rely on remittances (31%) and a range of less frequent activities (24%) to support their livelihood. They have the second highest average income (8,350PhP / month). They account for 9% of the households and are present in a similar proportion across all regions.</i>	32%
Transporter (8%)	<i>This group relies on transport as a mean to support its livelihood (average 70% contribution). It represents 8% of the total population, and is most frequent in the urban areas (36% in Cotabato City compared to 10% or less elsewhere). Their mean income, at 5,800 PhP/month is below average (6,500 PhP/month).</i>	18%
Trader (7%)	<i>Traders are the most specialized and least diversified group in terms of activities, with 59% of them engaging in only one activity. Trade contributes to an estimated 89% of their livelihood, and their average income is 6,700 PhP/month, just above average. They represent 7% of the population and are present throughout the study area.</i>	28%
Fisher (7%)	<i>Fishing contributes to an average of 70% of the livelihood among these households, with agriculture contributing an average of 16%. Fisher are found throughout the region (7% of the population), but were most frequent in Maguindanao (20%). They have the second lowest average income, at 4,800 PhP/month</i>	55%
Natural resources exploiter (5%)	<i>The natural resource exploiters group clusters households that rely directly on the exploitation of natural resources to sustain their livelihood, including the sale and preparation of charcoal (38%), agriculture (22%), and livestock (17%). They rely on a range of activities with most households engaging in two (62%) or three (19%) activities. They have an average income, of 5,400 PhP/month. They are found throughout the study area and represent 5% of the population.</i>	56%

- As outlined in the previous table, the average cash income is lowest among day laborers (4,750 PhP/month), fishers (4,800 PhP/month), and farmers (5,150 PhP/month).
- The highest proportion of households in the two poorest wealth quintile were found among natural resources exploiters (56%), fishers (55%), day laborers (45%) and farmers (42%)

In addition to differences in livelihood activities, income, and wealth, livelihood groups were found to have statistically significant differences ($p < 0.05$) with regards to several variables typically considered to be vulnerability or poverty indicators.

	Farmer	Day laborer	Skilled worker	Alternative livelihood	Natural resources Exploiter	Trader	Fisher	Transporter
Average age head	43.5	41.9	43.5	47.3	43.0	45.1	41.8	38.8
Women head (%)	10%	12%	15%	27%	8%	25%	8%	8%
Single headed (%)	8%	11%	6%	19%	6%	20%	10%	4%
Incomplete primary education or less (%)	32%	21%	8%	19%	35%	20%	39%	10%
Dependency ratio	1.07	1.02	1.00	0.97	0.97	1.13	1.09	0.96
Crowding factor	4.12	4.06	3.35	3.38	4.07	3.75	4.49	3.72
Basic floor material (%)	20%	38%	12%	23%	51%	12%	33%	24%
Basic roof Material (%)	27%	47%	13%	30%	56%	14%	43%	27%
Poor access to education (%)	28%	20%	4%	18%	30%	17%	40%	11%
Poor access to health care (%)	45%	27%	21%	28%	41%	21%	61%	9%

Table 5:
Factors associated with livelihood groups

- The **average age** of the head of household was highest among households with an alternative livelihood (47.3 years old), and lowest among those engaging in transportation (38.8 years old).
- Trader and households with an alternative livelihood had the highest proportion of **female-headed** households (respectively 25% and 27%)
- The average **dependency ratio** was highest among traders (1.13) and farmers (1.07), and lowest among transporters (0.96), natural resources exploiters (0.97) and alternative livelihoods (0.97). However, the **crowding factor** was highest among fishers (4.49), and farmers (4.12)
- Heads of Household had on average the lowest **education level** among fishers (39% with incomplete primary education or less), natural resources exploiters (35%), and farmers (32%)
- **Construction materials** for the roof and floor were most frequently basic among natural resources exploiters (51% and 56% respectively), day laborers (38% and 47%), and fishers (33% and 43%).
- **Home ownership** was least frequent among day laborers (59%) and natural resources exploiters (58%), compared to the average of 70 percent.
- **Access to health care and education** was often ranked negatively (bad or very bad) among fishers (40% and 61% respectively), farmers (28% and 45%) and natural resources exploiters (30% and 41%).

These results suggest that day laborers are on average among the least wealthy households in terms of income, assets, and housing material. Farmers, fishers, and those dependent on the exploitation of natural resources were generally characterized by poor income and asset ownership, low education of the household head, high dependency ratio and crowding factor, and poor access to services.

Livelihood and Displacement

This section examines the relationships between households' settlement status and their livelihood activities and strategies. Among all groups, farming is the most common activity. However, compared to the rest of the population, households who were displaced at the time of the survey were more likely to engage in the exploitation of natural resources as a livelihood strategy, and, to a lesser extent, trading.

Over half the households who identified themselves as having returned home after displacement were farmers (51%). The distribution of livelihood profiles among households who resettled elsewhere closely resembles that of households who were never displaced.

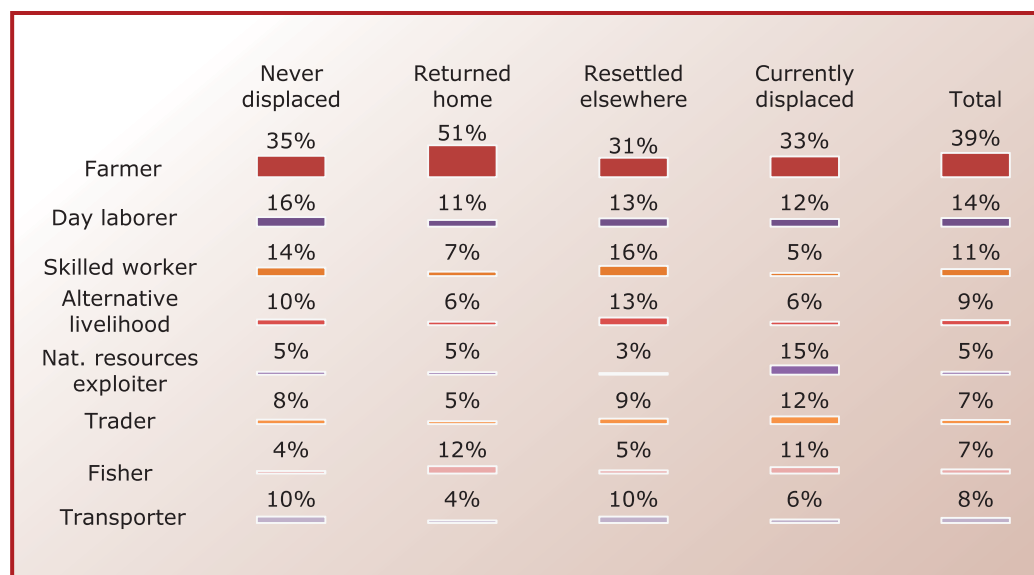


Figure 27:
Distribution of livelihood profiles by settlement status

The survey explored activities that households undertook while being displaced. Most frequently, they reported relying during that experience on assistance from family and relatives (36%) or other sources (36%). However, some reported engaging in agriculture (29%), day labor (16%), and trading activities (15%). Disaggregated by settlement status, there were some important differences. Over 40% of the households that had returned home had benefited from assistance from their relatives and family (42%) and other sources (43%) while displaced. This was significantly more than households who resettled elsewhere (24% and 10% respectively), and households that were displaced at the time of the survey (19% and 29% respectively). Inversely, households that had then returned home had, while they were displaced, relied less frequently on activities such as day labor or trade compared to other groups.

The results indicate that households that were displaced at the time of the survey were more likely to have relied on the production of charcoal to sustain themselves (26%) compared to less than 6 percent among those who returned home or elsewhere. It is possible that the production of charcoal is one of the few livelihood strategies available to them in the absence of external assistance. This is consistent with the finding that natural resources exploiters were more common among currently displaced households compared to the rest of the population.

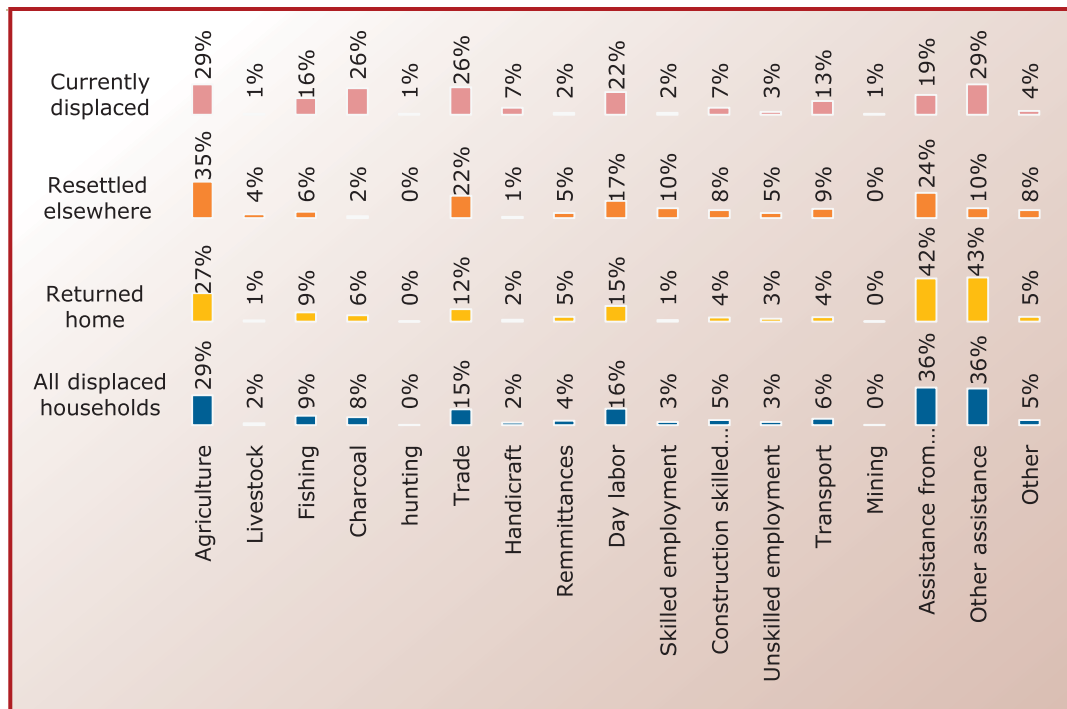


Figure 28:
Economic activities undertaken while displaced

Remittances

Among the overall study population, 8 percent of the households said that they relied on remittances as one of their main sources of livelihood. When asked directly whether or not their household receives remittances, 12 percent of the households responded positively. The proportion was highest in Lanao del Norte (20%) and Sultan Kudarat (16%), compared to 6 percent in Maguindanao. The proportion of households receiving remittances was highest among households with an 'alternative livelihood' strategy (49%), compared to 12 percent or less among the other livelihood profiles. For this group, remittances contributed an average of 33 percent of the total livelihood activities.

Among the 12 percent of households who received remittances, 62 percent indicated receiving remittances from women, and 42 percent indicated receiving remittances from men. In a majority of cases, remittances came from abroad (60%), and, to a lesser extent, from Manila (21%). While remittances are an important source of support for the households, it was generally seen as temporary, with 94 percent of the households indicating that the individuals sending remittances had plans to return to their place of origin.

Disaggregated by settlement status, 3 percent of the displaced households received at least some remittances compared to 10 percent among those returned home, and 14 percent among those resettled elsewhere and those never displaced. Although the number of households concerned is too limited to provide a definitive answer, the results further suggests that displaced households mainly received remittances from Manila (67%), while the majority of the beneficiaries among the other groups received remittances from abroad (50% or more). Households in the richest wealth quintile were more likely to receive remittances from abroad (75%) compared to the other households. The figure for the poorest asset quintile was 56 percent.

Expenditures

The survey gathered information on cash, credit and/or barter (in-kind trade) forms of expenditures at the household level. For 14 food items and 17 non-food items, interviewers asked respondents to estimate their expenditures using a 30 day recall period for common purchases, and a one year recall period for occasional expenditures (e.g. school fees, medical care). The expenditures were then converted to food, non-food and total household monthly expenditures and per capita monthly expenditures. Proportions of food and non-food expenditures in the total expenditures were examined at the aggregated level.

The survey is not a comprehensive expenditure assessment and absolute values of expenditure are only approximated for the expenditure categories examined. Nonetheless, the results provide a good basis for comparison between groups within the survey. A correlation analysis shows that the estimated expenditures is positively correlated with estimated income (Pearson Correlation 0.39, $p < 0.001$) and the total number of asset types owned (wealth index - Pearson Correlation 0.22, $p < 0.001$).

Food and Non-food Expenditures

Monthly expenditures averaged 5,750 PhP among the sampled households, with food accounting for an average of 53 percent of all the expenditures. Cash expenditures accounted for 91 percent of expenditures, while credit accounted for 9 percent. Barter was practically not used. Total expenditures varied across strata, with the lowest average expenditure found in Maguindanao (estimated at 3,000 PhP) and Sultan Kudarat (3,100 PhP). It is also in these two provinces that the share of food as a percentage of the total expenditures was highest (respectively 77% and 66%).

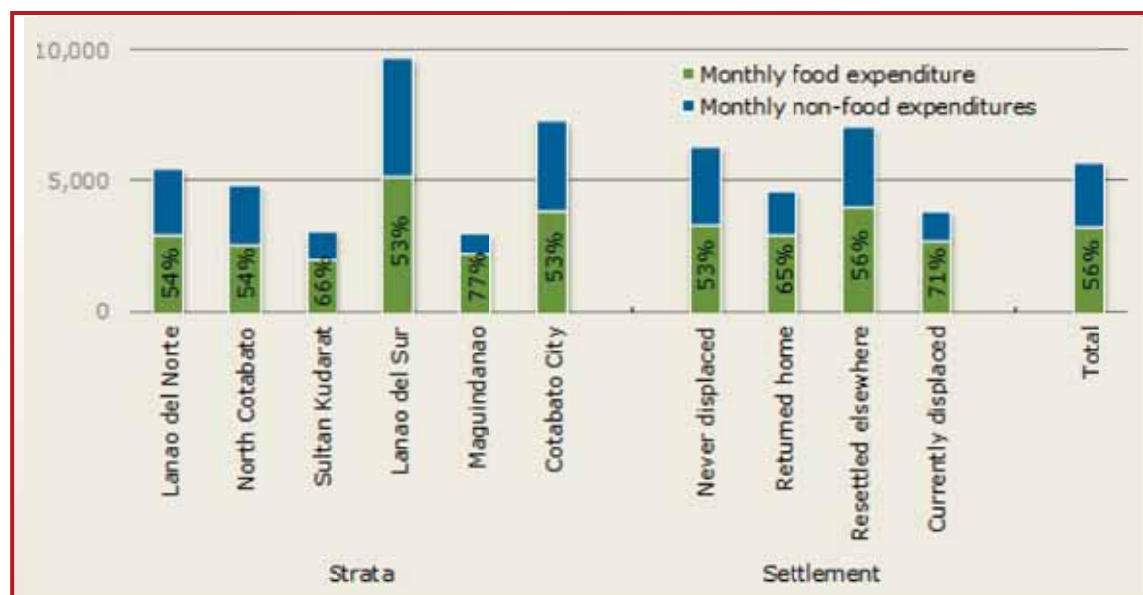


Figure 29:
Food and non-food expenditures (PhP/month) by strata and settlement status

When disaggregated by settlement status, the findings showed important variations. Households that were displaced at the time of the survey had the lowest expenditures in absolute value (3,800 PhP/month) and the highest proportion of expenditures going to food purchases (71%). Across livelihood groups, the average household monthly expenditures were lowest among day laborers (4,000 PhP/month) and the natural resources exploiters (4,300 PhP/month). These two groups, along with fishers, reported the highest levels of food expenditures as a proportion of total expenditures (respectively 66%, 63% and 69%).

The asset wealth was found to be statistically associated with expenditures. The Pearson correlation between the total number of assets owned and the total expenditures was 0.26 ($p < 0.01$) and 0.36 ($p < 0.01$) with the total cash expenditures. Households in the poorest wealth quintile had the lowest average total expenditure (2,350 PhP/months) compared to 4,400 PhP among the households in the richest wealth quintile. The difference was even more important regarding non-food expenditures, with households in the poorest wealth quintile spending an average of 900 PhP/months on non-food items, over five times less than the non-food expenditures in the wealthiest asset group (5,000 PhP / months). Among the poorest wealth asset group, food represented 72 percent of the expenditures, compared to 46 percent among the wealthiest asset group.

Details on food expenditures show that most food expenditures go towards buying rice (24% of the total expenditures, or over 40% of the food expenditures at the time of the survey). Fish represent the second largest food expenditure (7% of the total expenditures). Among non-food expenditures, transportation was the heaviest financial burden, accounting for 10 percent of the total expenditures, followed by amenities such as electricity and water (4%), and services including education (4%) and health care (3%).

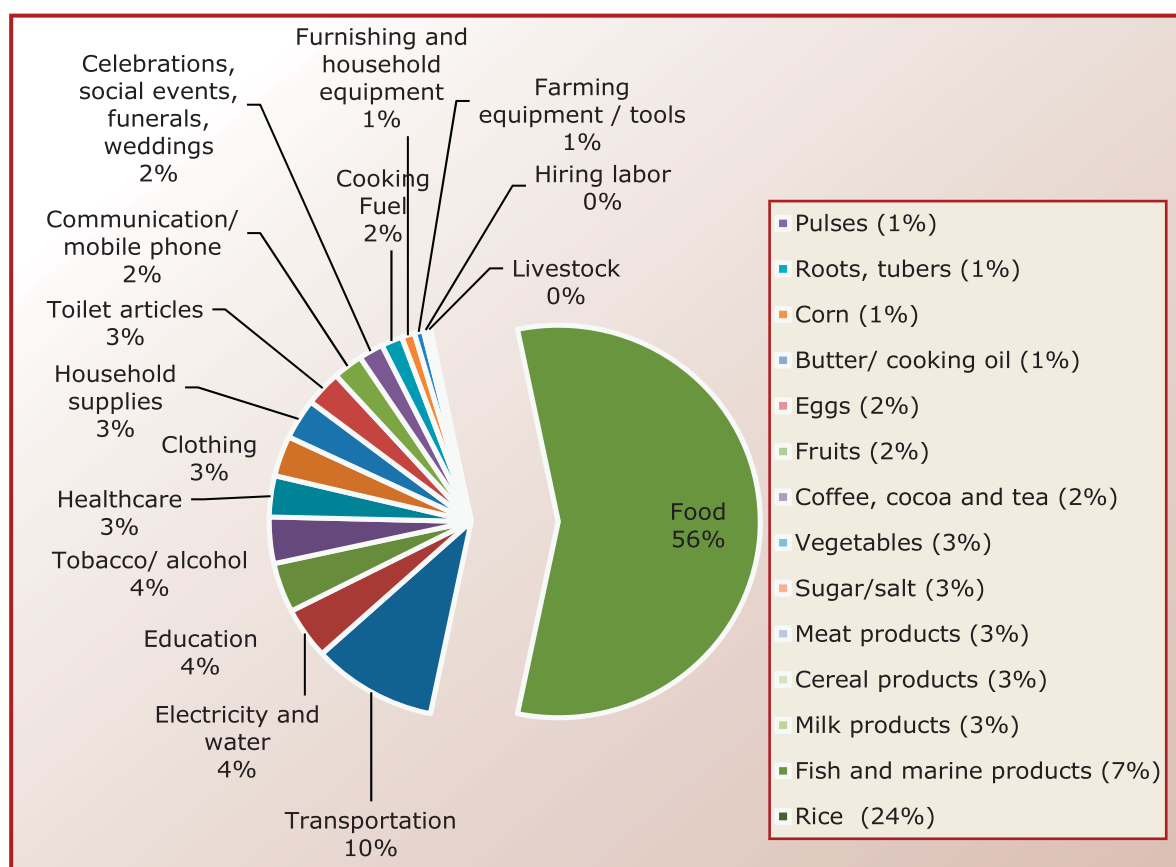


Figure 30:
Food and non-food expenditures

Among displaced households, transportation cost accounted for up to 18 percent of the non-food expenditures, putting a significant burden among households who already have little resources to purchase items other than food. Households that were never displaced and those who resettled elsewhere spent respectively 25 percent and 34 percent of their expenditures on education. In comparison, education accounted for 7 percent of the expenditures among displaced households and 13 percent among households that returned home. Similar trends were found with regards to health care expenditures. Since the need for education and health care are unlikely to be different between groups, the results suggest that displaced households, and those returned home do not have adequate resources to afford basic care and education. This is consistent with the findings on access to education and health care.

Credit

As noted above, credit accounts on average for 9 percent of all expenditures. Credit was more frequently used to purchase food. It accounted for 13 percent of food expenditures, compared to 5 percent of non-food expenditures. The use of credit was especially high in Sultan Kudarat (20% of all expenditures), and North Cotabato (16%). In total, 79 percent of all households indicated borrowing money to purchase food at least occasionally. Over half the households (58%) said that they had borrowed money to purchase food at least twice in the last two months.

Among the overall surveyed population, the main source of credit for households was family and relatives (86%). A small proportion of households (10%) went to local moneylenders and only 3 percent accessed banks. Even among households in the wealthiest asset quintile, just 9 percent accessed banks. In North Cotabato and Sultan Kudarat, local lenders were more frequently reported as being sources of credit (identified by 22% and 19% of households, respectively, compared to an average of 10%). The use of credit was also more frequent in these two provinces compared to the rest of the survey area.

Displaced households used credit least frequently. This may reflect the scarcity of credit sources for displaced population: nearly one in three displaced household ranked their access to credit negatively (bad-very bad: 31%), compared to 19 percent of those returned home, 11 percent of those resettled elsewhere, and 12 percent of those never displaced. The sources of credit varied little by resettlement status. Access to credit was associated with the household's wealth. Two thirds (69%) of the households in the poorest wealth quintile ranked their access to credit positively compared to 89 percent of those in the richest quintile, suggesting that those who are most likely to need credit have the least access: 10 percent of the households in the poorest wealth quintile indicated having no access to credit at all, even from family/relatives.

Access to Markets

Four out of five respondents ranked their access to markets positively (average to very good – 80%), with the lowest proportion found in Maguindanao. In that province, the market accessible to respondents was most frequently open only weekly (55%), while over 90 percent of the respondents in North Cotabato (90%), Sultan Kudarat (97%) and Cotabato City (98%) had access to a daily market. In Lanao del Sur, half the respondents (55%) had access to a daily market and 28 percent had access to a weekly market. Among the various livelihood groups, about two third of the natural resources exploiters (66%) and fishers (67%) ranked their access to market positively, compared to over 75 percent of the respondents in every other groups. Considering the settlement status, those displaced at the time of the survey or returned home were least likely to rank their access to markets positively (respectively 61% and 68%), compared to over 85 percent of the respondents that resettled elsewhere (89%) or were never displaced (86%).

Food Consumption

Diet Diversity

At the time of the survey, the majority of households in the selected areas of Mindanao reported average or above access to food (87%), and 13 percent reported a bad or very bad access to food. Half the households in Maguindanao (50%) said that they had poor access to food, compared to 16 percent in Sultan Kudarat, 12 percent in Lanao del Norte, and less than 5 percent elsewhere.

The most commonly consumed items during the week prior to the survey were cereals, consumed on average every day of the week, followed by animal products, sugar and vegetables (average of 5 days a week). The cumulative distribution of food item consumption suggest that, on average, households in Maguindanao consume food items less frequently than other households in the survey area.

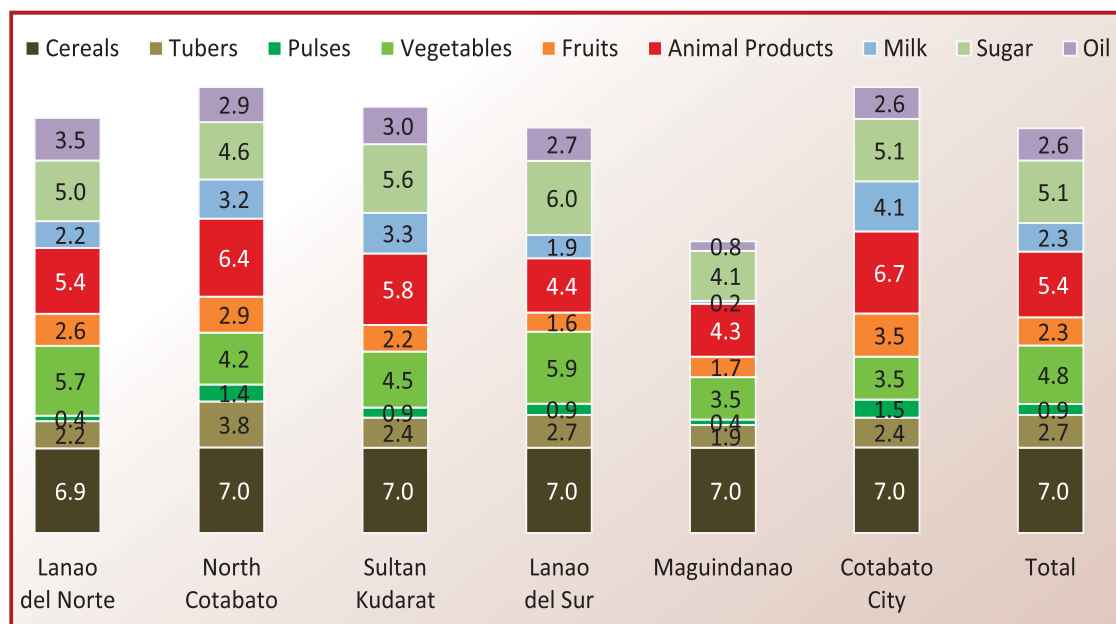


Figure 31:
Food groups
consumption
by strata

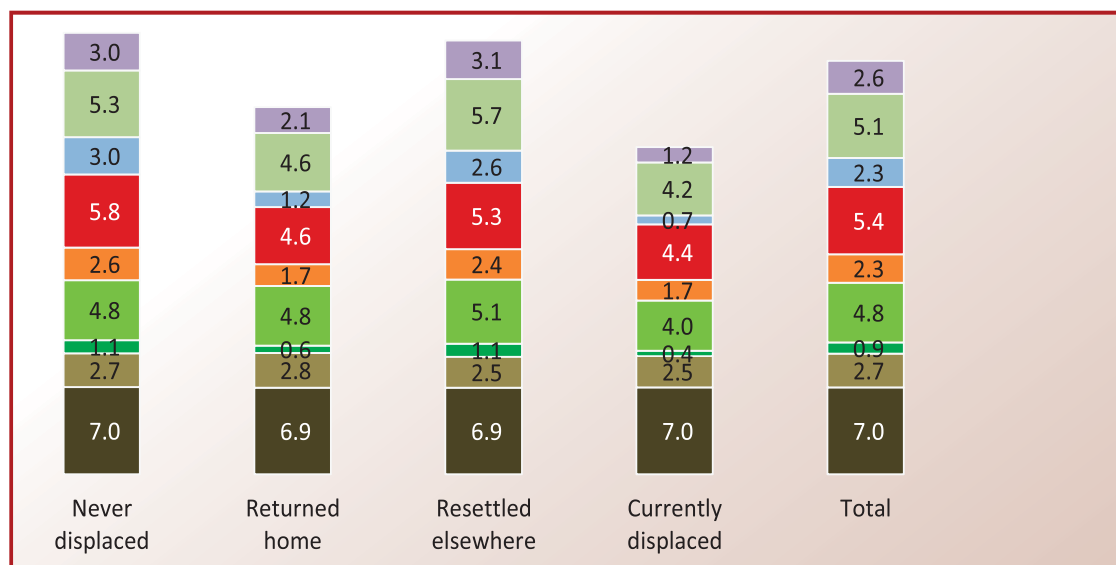


Figure 32:
Food groups
consumption
by settlement
status

Comparing across settlement status, currently displaced households and those who returned home consumed fewer food items (especially vegetables, animal products and sugar) compared to other households. Their poorer access to food may be due to the limited availability of resources to acquire it and/or their more limited ability to produce or obtain food.

Food Consumption Groups

A Food Consumption Score (FCS) was computed to reflect the diversity, frequency, and nutritional value of the food items consumed by the household during the 7-day recall period. Each food group was assigned a standardized weight representing the nutritional importance of the food group.¹⁰ The FCS is the sum across food groups of the product of the frequency by the weight. The resulting FCS is a continuous variable. To facilitate interpretation of the results, two thresholds are used to distinguish consumption level: a FCS of 28 and a FCS of 42. The thresholds define three groups: Poor consumption (FCS ≤ 28), Borderline Consumption (FCS >28 and ≤ 42), and Acceptable Consumption (FCS >42).

The cross-tabulation of the consumption of food groups with the FCS shows that cereals are the basis of all diets. Over the recall period, households in the poor consumption group consumed most frequently cereals (on average 6.7 days/week), vegetables (4.1 days), sugar (2.7 days) and tubers (2.5 days). Households in the borderline consumption group had on average a higher consumption of all the food items compared to those with poor food consumption, and most notably, increased consumption of animal products (3.0 days a week). Among households with an acceptable consumption score, consumption of all the food groups continues to increase, and most significantly, the consumption of animal products reaches an average of 6 days a week. The consumptions of milk and pulses are almost exclusively found among individuals with an acceptable FCS.

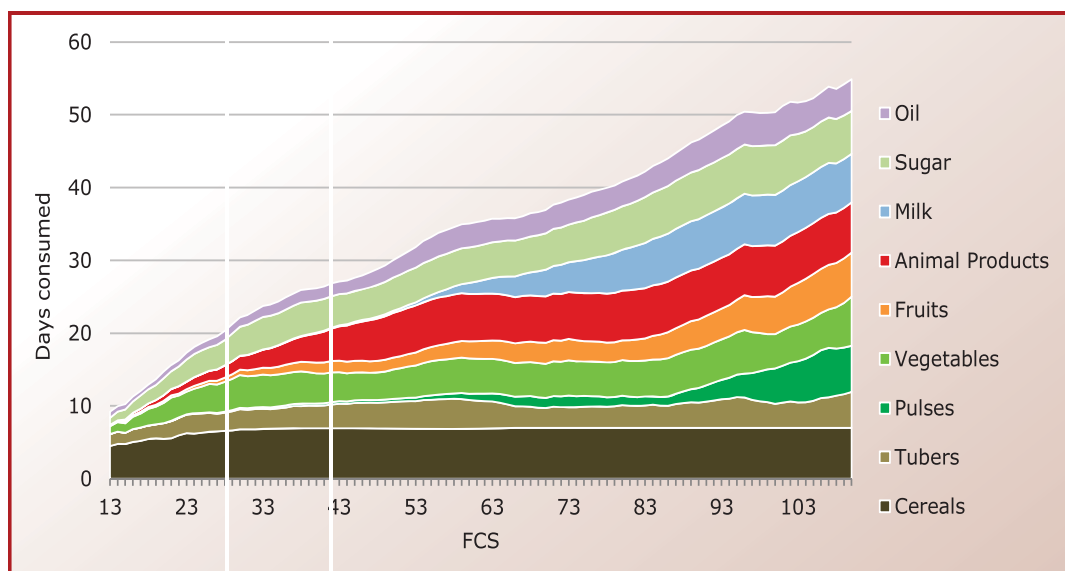
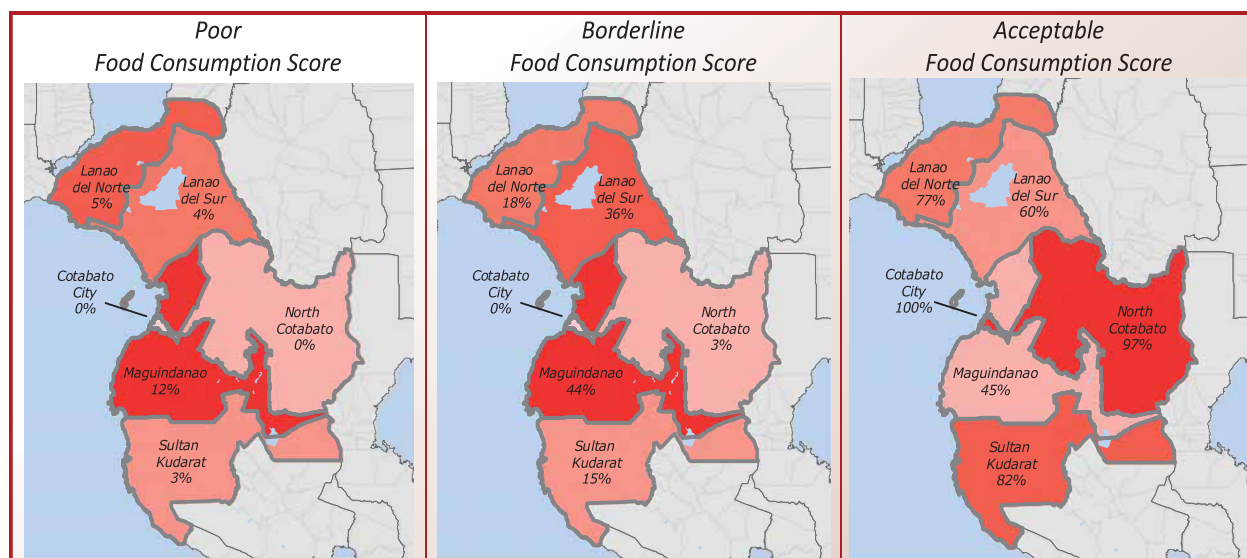


Figure 33:
*Food groups
consumption
by FCS*

¹⁰ The standardized weights are as follow: Cereals and tubers: 2; Pulses: 2; Vegetables: 1; Fruits: 1; Meat: 4; Milk: 4; Sugar: 0.5; Oil: 0.5. Source: WFP, 2008. Food Consumption Analysis

Characteristics of Food Consumption Groups

Four percent of the households in the surveyed area had a poor FCS, and 21 percent came into the category of borderline FCS. The proportion of households with a borderline FCS was highest in Maguindanao and Lanao del Sur. Similarly, the proportion of households with a poor FCS was highest in Maguindanao (12%). In Maguindanao, over half the population had either a poor (12%) or borderline (44%) FCS. In Lanao del Sur, the percentages were 4 percent and 36 percent, respectively. Differences between strata were statistically significant (Pearson $\chi^2 = 462$, 10 df, $p < 0.01$).



In addition, a household's food consumption was found to be associated with settlement status at the bivariate level (Pearson $\chi^2 = 252$, 8 df, $p < 0.01$). Over half the households displaced at the time of the survey had either a poor (10%) or borderline FCS (45%). Households who had returned home were also more likely to have a poor (9%) or borderline FCS (34%) compared to others. In comparison, 15 percent of the households who were never displaced, or 20 percent of those who had resettled in a new location had a poor or borderline FCS.

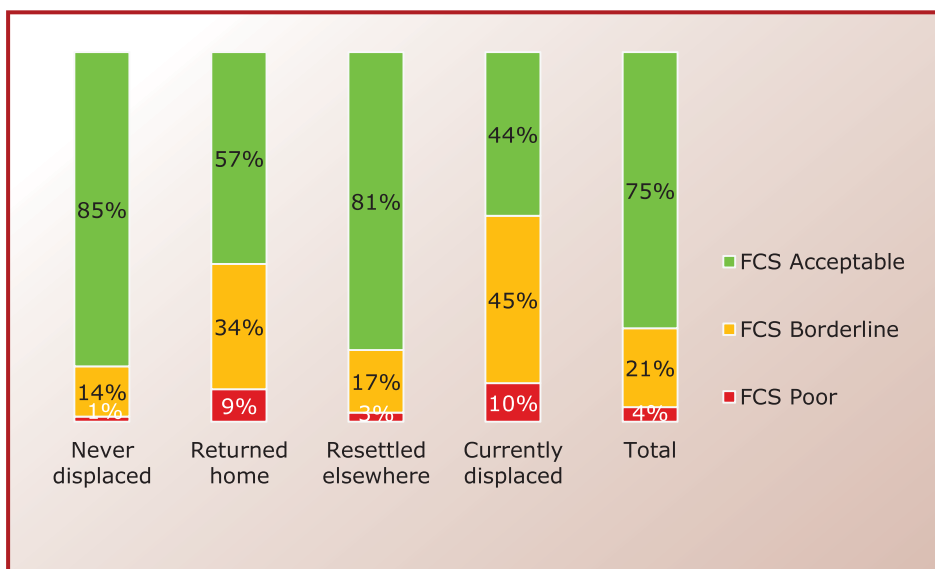


Figure 34:
Food consumption groups by settlement status

Other variables were found to be significantly associated with food consumption at the bivariate level:

- The food consumption score was strongly associated with the total number of assets owned, a proxy measure of **wealth** (Pearson Correlation 0.45, $p < 0.001$). Among households in the richest wealth quintile, 1 percent had a poor FCS, and 6 percent had a borderline FCS, compared to 14 percent and 43 percent respectively among households in the poorest wealth quintile.

FCS	Asset wealth quintiles				
	Richest asset quintile	2	3	4	Poorest asset quintile
Poor	1%	2%	3%	6%	14%
Borderline	6%	16%	22%	32%	43%
Acceptable	94%	82%	75%	63%	43%

- Similarly, there was a significant correlation between the FCS and **expenditures** (Pearson Correlation 0.30, $p < 0.001$). Food expenditures averaged 1,920 PhP per month among households with a poor FCS, compared to 3,000 PhP for those with a borderline FCS, and 3,400 PhP for those with an acceptable FCS.
- Female headed households** were more likely to have a poor FCS, compared to male headed households: 7 percent had a poor FCS and 20 percent had a borderline FCS, compared to 4 percent and 21 percent of the male-headed households, respectively (Pearson $\chi^2 = 8.4$, 2 df, $p = 0.015$). **Elderly-headed households**, however, were not found to be more likely to have a poor or borderline FCS.
- Although there was no association between a **household size** and its FCS, households with poor and borderline FCS tended to have a worse **dependency ratio** (number of dependents per active household member - 1.06 and 1.11 respectively) compared to those with an acceptable FCS (1.00) ($F = 3.295$, 2d.f. $p = 0.037$).

FCS	Household size	Dependency ratio	Monthly cash food expenditure	Monthly cash non-food expenditure	Gender of the head	
					Man	Woman
Poor	5.8	1.06	1,920 PhP	850 PhP	4%	7%
Borderline	6.4	1.11	3,000 PhP	1,350 PhP	21%	20%
Acceptable	6.0	1.00	3,400 PhP	2,950 PhP	75%	73%

- There was a strong association between the head of household **literacy level**, and the households' FCS: 11 percent of the illiterate-headed households had a poor FCS, and 38 percent had a borderline FCS, compared to 4 percent and 20 percent respectively among households with a head that can read and write simple messages (Pearson $\chi^2 = 55$, 2 df, $p < 0.001$). Consistent with those results, the highest proportion of households with a poor or borderline FCS was found among households with a head that had no education (11% and 41% respectively), and those with incomplete primary education only (7% and 36% respectively).
- Food consumption increased with home ownership. Among households in the poor FCS group, 49 percent said that they owned their dwelling, compared to 64 percent among households in the borderline FCS group, and 73 percent of those with an acceptable FCS.

- Among **livelihood groups**, the proportion of households with a poor or borderline FCS was highest among agriculturalists (respectively 5% and 29%), followed by natural resources exploiters (7% and 23% respectively). Differences between groups were statistically significant (Pearson $\chi^2 = 94$, 14 df, $p < 0.01$).

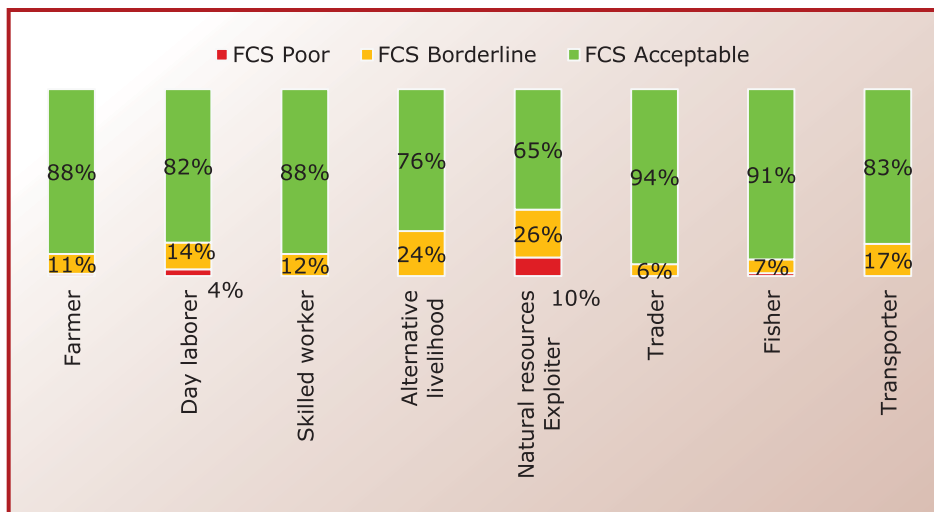


Figure 35:
Food consumption groups by livelihood profile

A multivariate stepwise (forward) logistic regression was conducted to explore factors associated with food insecurity. The dependent variable was a dichotomized one indicating whether a household had an acceptable FCS, or a poor and borderline FCS. The resulting model had a R^2 of 0.44 indicating that the factors in the model explain 44 percent of the variance in FCS. The logistic regression was chosen to facilitate interpretation and the use of adjusted odds ratio.

The results show that, after adjusting for the other variables:

- Settlement status** was significantly associated with FCS. Compared to those who were never displaced, households who were displaced at the time of the survey were 1.9 times more likely to have a poor or borderline FCS (adjusted O.R. 1.92, 95% CI 1.13-3.25), and households who returned home were 2.0 times more likely have a poor or borderline FCS (adjusted O.R. 2.01, 95% CI 1.52-2.66). Those who had resettled in a new location were as likely as those who were never displaced to be food insecure (adjusted O.R. 0.72, 95% CI 0.44-1.19).
- Across **strata**, and after adjusting for settlement status, households in Maguindanao and Lanao del Sur were 2.7 times more likely to be food insecure compared to those in Lanao del Norte. (adjusted O.R. Maguindanao vs. Lanao del Norte: 2.73, 95%CI 1.87-3.98; Lanao del Sur vs. Lanao del Norte: 2.68, 95% CI 1.91-3.77). Inversely, respondents in North Cotabato were less likely than those in Lanao del Norte to be food insecure (adjusted O.R. 0.13, 95% CI 0.07-0.22). There was no significant difference between Sultan Kudarat and Lanao del Norte.
- All **livelihood groups** were less likely to be food insecure compared to agriculturalists, except day laborers and transporters, for whom no significant differences with agriculturalists were found
- After adjusting for the other variables, ownership of additional **assets** assessed by the survey reduced the odds of being food insecure by a 0.78 factor (adjusted O.R. 0.78, 95% CI 0.74-0.82).
- Finally, heads of households who had any **level of education** were between 0.2 and 0.6 times less likely to be food insecure compared to those with no education.

Shocks and Coping Strategy

Some events can trigger a decline in well-being, whether for individuals (illness, death) or affecting a wide area (natural disaster, macroeconomic crisis). The survey assessed respondents' experience of such events or shocks. Across provinces, high food prices were the most common shock that affected households in the one year period prior to the survey. Other shocks were more specific to a location. A reduced income was most frequently reported in Cotabato City (30%), Maguindanao (22%) and North Cotabato (17%). On the other hand, serious illnesses were most frequent in Lanao del Norte (25%).

Households that were displaced at the time of the survey were more likely to report experiencing a shock (95%), compared to those who returned home (90%), resettled elsewhere (81%) or were never displaced (84%). Households that were displaced at the time of the survey were more likely that the average household to report displacement as a shock (30% vs. 4% average), conflict (15% vs. 2% average), reduced income (25% vs. 12% average) and lack of employment (20% vs. 12% average). High food prices remained the most frequent shock across settlement groups and were reported by 47 percent of those still displaced.

Table 6: Exposure to shocks in previous year

	Lanao del Norte	North Cotabato	Sultan Kudarat	Lanao del Sur	Maguindanao	Cotabato City	Never displaced	Returned home	Resettled elsewhere	Currently displaced	Total
High food prices	40%	39%	32%	29%	46%	38%	36%	36%	44%	47%	37%
Reduced income	9%	17%	9%	2%	22%	30%	12%	11%	15%	25%	13%
Serious illness /accident	25%	8%	9%	13%	12%	13%	12%	14%	19%	9%	13%
Lack of employment	18%	14%	8%	3%	18%	11%	11%	13%	7%	20%	12%
Drought/irregular rains	6%	13%	18%	4%	13%	2%	10%	9%	9%	5%	10%
Floods	7%	8%	10%	2%	30%	2%	5%	18%	6%	15%	10%
Crop pests & disease	3%	11%	15%	4%	23%	0%	8%	14%	4%	12%	10%
Unavailability of food	9%	6%	1%	20%	11%	2%	8%	13%	11%	8%	10%
High costs of inputs	0%	17%	4%	2%	5%	0%	7%	6%	2%	2%	6%
Loss of employment	4%	5%	8%	1%	5%	12%	5%	3%	4%	5%	5%
Death of working adult	2%	1%	3%	0%	10%	2%	2%	4%	1%	8%	3%
Death of other member	3%	4%	2%	1%	4%	2%	2%	3%	2%	6%	3%
Conflict	1%	1%	0%	2%	10%	0%	0%	5%	1%	15%	2%
Displacement	6%	1%	0%	1%	17%	0%	0%	8%	2%	30%	4%
Landslides, erosion	1%	0%	3%	0%	1%	0%	1%	1%	0%	0%	1%
Livestock diseases	0%	1%	5%	1%	1%	0%	1%	1%	2%	0%	1%
Human disease	0%	2%	1%	0%	1%	4%	1%	1%	1%	1%	1%
Theft of Money/valuables	3%	1%	0%	1%	1%	2%	2%	1%	1%	2%	1%
Theft of Animals	0%	1%	0%	0%	4%	0%	0%	2%	1%	4%	1%
Other	8%	2%	0%	11%	0%	2%	4%	5%	12%	7%	5%

Exposure to shocks is often associated with food security. Households with a poor FCS were more likely to have experienced a shock in the last 6 months prior to the survey (94%) compared to those with a borderline (88%) or acceptable (86%) FCS. While high prices remained the main shock reported among those with a poor FCS (41% vs. 37% average), those with poor food security were more likely to report floods (16% vs. 10% average), lack of employment (21% vs. 11% average), and displacement (16% vs. 4% average).

Almost all the households who had experienced a shock said it had had an impact on their ability to produce or purchase food, and that it had led to lower income. For over half the households it also affected their assets (56%). 58 percent indicated that they had recovered from the shock. While the impact on food and income was widespread, assets were most often affected in Maguindanao (79%) and Lanao del Norte (78%). It is also in these two provinces that the lowest proportion of households said that they had recovered from the shocks (respectively 30% and 45%). Disaggregated by settlement status, households that were displaced at the time of the survey were the most likely to have lost assets (76%), and the least likely to have recovered (27%).

About all the households who reported having experienced a shock also reported using coping mechanisms in response to the shock. Relying on less preferred food (25%), borrowing money (24%) and borrowing food (15%) were the most commonly reported mechanisms. Using less preferred food and borrowing food was most frequently noted among displaced households (respectively 32% and 20%) and among households who resettled elsewhere (respectively 38% and 19%). Among households who returned home or were never displaced, borrowing money was a more frequent mechanism (28% and 24% respectively).

Female-Headed Households

The results of the survey highlight some distinct characteristics of female-headed households. Compared to those headed by a man, households headed by a woman were more likely to have a poor FCS (5% vs. 3%) and to be among the poorest wealth quintile (33% vs. 21%). Female headed households were also less likely to have access to land (49% vs. 56%) and had on average a higher dependency ratio (i.e. more dependents per working adults). Female headed households were not significantly more likely to have received assistance in the year prior to the survey (56% vs. 53%). The priorities identified by respondents in female-headed households were not different from those in male headed households, with money being the main priority.

	Men head of HH	Women head of HH
Average age head	42.5	44.1
Incomplete primary education or less (%)	26%	26%
Dependency ratio	.99	1.18
Crowding factor	4.2	4.1
Basic floor material (%)	29%	31%
Basic roof Material (%)	38%	35%
Poor access to education (%)	36%	37%
Poor access to health care (%)	27%	30%
Poorest asset quintile (%)	21%	33%
Has access to land (%)	56%	49%
Total expenditures (PhP)	5,250	5,450
Poor FCS (%)	3%	5%
Received assistance	53%	56%

Table 7:
Factors associated
with livelihood
groups

5. RECOVERY AND PEACE

Results from the survey highlight the dramatic consequences of displacement on affected households. It destroys or damages their livelihoods and assets, or separates them from those means of survival. Regardless of their settlement status at the time of the survey, households who had experienced displacement were more likely to be poor and food insecure compared to the rest of the population.

This last section explores some of the respondents' priorities for recovery and peace and security. It then examines the presence and role of development assistance in the affected areas. It concludes with analysis of the complex factors that influence whether displaced households decide to return to their places of origin, settle in new sites, or remain displaced.

Priorities

Priorities of Households

Although many efforts have been made in recent years to address the humanitarian and longer term recovery needs of the population in Mindanao, most respondents reported and expected no or little improvement in their daily lives. A majority (77%) judged their lives in general at the time of the survey to be the same compared to a year before, and the same proportion (77%) expected their situation to be the same for the foreseeable future (a year from the survey). There were some differences across strata. Respondents in Lanao del Norte, for example, held mixed views about progress over the previous year: 31 percent judged their situation has having worsened, and 21 percent judged it has having improved. Elsewhere, a large majority of the population judge the situation to be the same (76% and above).

By resettlement status, it is displaced households that were the most negative about both past and future progress: 29 percent of the displaced households judged their situation as having worsened over the year prior to the survey, and 26 percent judged that their situation would worsen over the following 6 months period.

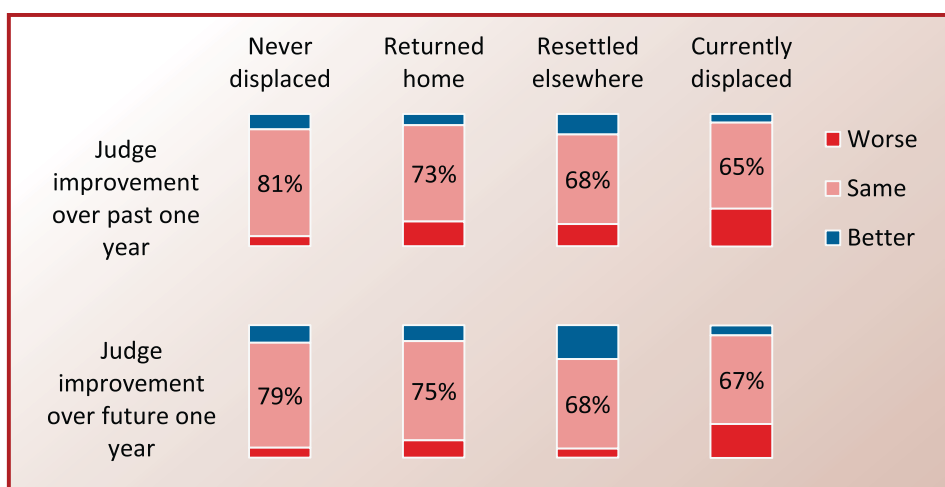


Figure 36:
Past and future progress (life in general)

To give insights into respondents' priorities going forward, the survey asked respondents to list and rank up to three of their most pressing problems or priorities. In general, their responses highlight the importance of socio-economic development. Among respondents' top priorities, money (74%) and employment (45%)

ranked highest, followed by basic needs and services such as food (39%), health (27%), and education (20%). In Maguindanao, addressing the violence was most frequently placed among people's main priorities (18% mentioned violence as their main priority, and 33% mentioned it among their three main priorities). In comparison, a low number of people in other provinces mentioned this, leading to an overall average of 4 percent and 8 percent respectively in the survey area.

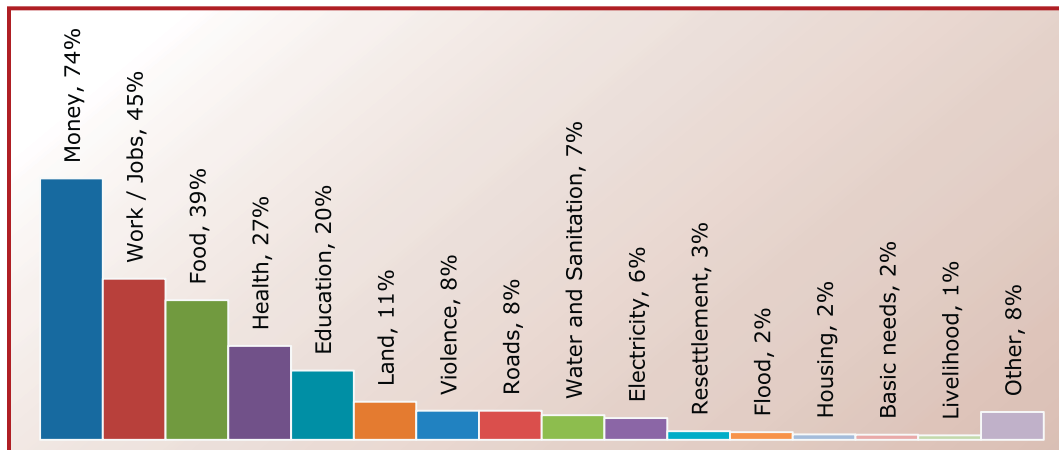


Figure 37:
Respondents' individual priorities

People were also requested to identify priorities for government action. Their responses were largely aligned with their own priorities and concerns. They most frequently identified employment (48%), poverty reduction (34%), and money (33%) as priorities, as well as basic needs and social services, including food (23%), water (22%), health services (21%), and education programs (15%). The notable differences with respondents' own priorities were roads (30%) and electricity (13%) which were more frequently mentioned, possibly because they are seen as being among the responsibilities of the government, rather than individual ones.

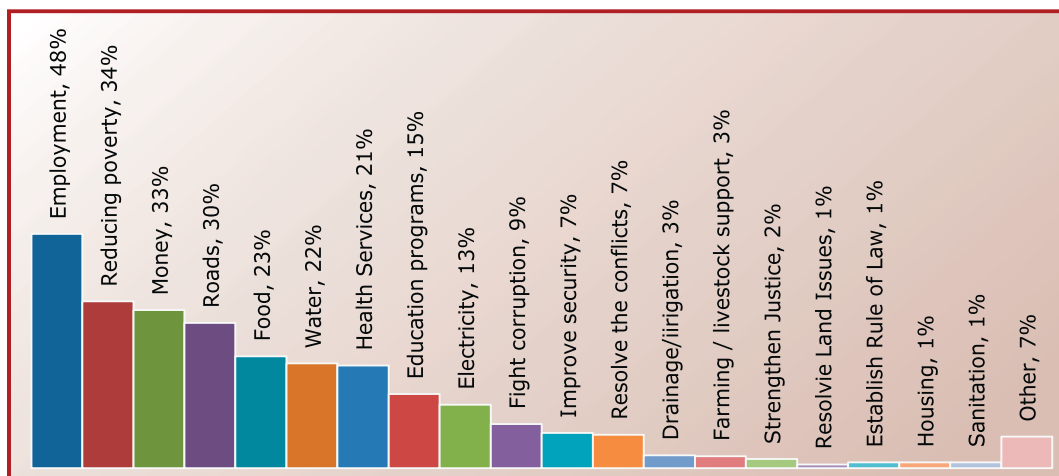


Figure 38:
Respondents' priorities for the government

Priorities varied across groups, suggesting differences based on local conditions and resources. Households displaced at the time of the survey had priorities notably different from those of other groups. They identified resettlement (39%), ending the violence (35%) and education (25%) as their own priorities more frequently than any other settlement group. Similarly, they most frequently proposed the government's priorities to be resolving the conflicts (38%), education programs (24%), and improving security (23%). Currently displaced households focused less frequently on employment and money, although employment was still the second highest single top priority (12%).

Measures for displaced households and victims of violence

Two questions were asked of all respondents to assess what, if anything, they believed should be done for the people who were displaced and those who were victims of violence. Most proposed that displaced households should receive food (82%), money (60%), health care (49%), employment (47%), as well as land (22%) and livestock (19%). Displaced households themselves emphasized food (92%) and money (75%).

To facilitate the return of the displaced, a majority of respondents identified the need to provide food assistance (89%), followed by improving security (49%), assistance for rebuilding shelters/housing (44%), farming tools (21%) and providing access to land (19%). The households that were displaced at the time of the survey emphasized most frequently the need for food (90%) and the need for assistance to rebuild houses (73%). In addition, 58 percent said 'bring security' and 44 percent said "give tools/inputs for farming". Respondents most frequently identified barangay captains (89%), and municipal authorities (64%), and, to a lesser extent provincial authorities (28%), as being in charge of the return and resettlement processes.

Asked what should be done for victims of violence, respondents provided similar responses, but with a higher emphasis on health care (63%), followed by food (57%), employment (56%), and money (53%). Households that were displaced at the time of the survey emphasized that measures for victims of violence should include money (76%), food (66%), and health care (65%). For most respondents, municipal (81%), provincial (69%) and central (63%) authorities should be in charge of providing assistance to those who were displaced and/or affected by violence. Few mentioned the MILF (10%), ARMM (8%) and MNLF (4%), although the responses on these three options were more frequent in Maguindanao (respectively 40%, 10% and 23%).

Building Peace and Security

Building Peace

Improving security and resolving the conflicts were priorities among displaced households, and to a lesser extent among others. The survey explored further if the respondents believed that peace was possible, and their opinion as to what was needed to end the violence and improve security. Respondents generally felt that violent conflict at some level was likely to persist in Mindanao. When asked whether they believed that all the religious groups, clans, and peoples of Mindanao could live together peacefully, without violence, 40 percent or more responded negatively thinking about the clans, and 29 percent believed religious groups could not live together peacefully. Negative views on peace were found throughout the survey area in mainland Mindanao in similar proportions, except in Maguindanao, where respondents were, on average, more optimistic about the prospect for peace compared to the rest of the population (94% believed all religious groups could live together). Views on peace did not vary significantly by settlement status.

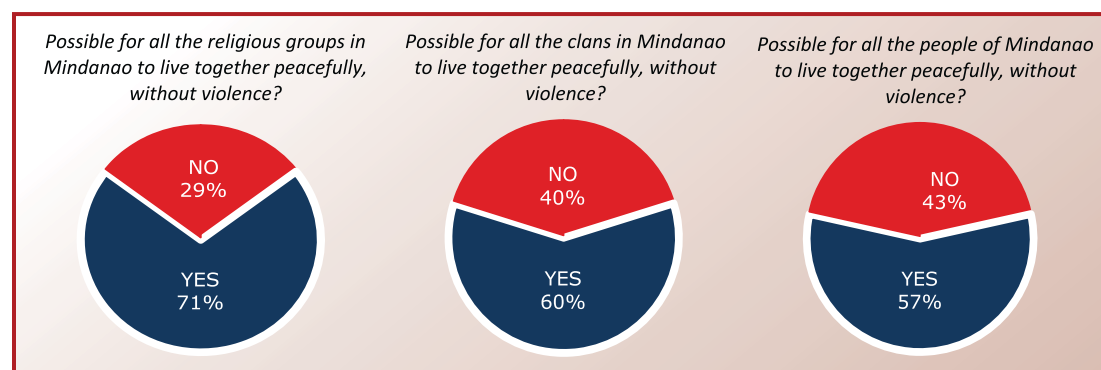


Figure 39:
Views on
Peace

Notwithstanding these pessimistic views, a majority of respondents believed that parties to the conflict and other authorities were committed to end the violence, including the central government (80%) and provincial authorities (78%). Views on the central and provincial authorities were similar across strata. However, respondent views were more divided regarding the AFP, MILF, MNLF and clan leaders:

- One third of the respondents in Maguindanao (32%) and about half in Lanao del Sur (56%) believed the AFP was committed to ending the violence, compared at least 73 percent elsewhere.
- Less than half of total respondents believed the MILF was committed to ending the violence (48%), rising to 76% in Maguindanao and 73% in Lanao del Sur, compared to less than 40 percent elsewhere
- Similarly, just 39 percent of the respondents believed the MNLF was committed to ending the violence, with the highest proportion found in Maguindanao (64%) and Lanao del Sur (57%)
- 48 percent believed clan leaders were committed to building a lasting peace, with the lowest proportion found in Lanao del Sur (22%).
- When asked to rate how hard different actors were working to end the violence (from 'not at all' to 'extremely', the responses by province varied as follows:

Table 8: Perception of commitment to end violence in Mindanao

Selected actors		Lanao del Norte	North Cotabato	Sultan Kudarat	Lanao del sur	Maguindanao
Central Government	Not at all	1%	0%	0%	2%	1%
	A little	11%	6%	11%	28%	28%
	Moderately	50%	71%	62%	43%	50%
	A lot	35%	23%	22%	26%	20%
AFP	Extremely	3%	0%	5%	1%	1%
	Not at all	3%	1%	2%	15%	19%
	A little	12%	22%	8%	28%	49%
	Moderately	57%	54%	70%	49%	27%
MILF	A lot	28%	17%	17%	7%	5%
	Extremely	1%	6%	3%	0%	0%
	Not at all	43%	38%	68%	4%	3%
	A little	31%	39%	24%	25%	26%
MNLF	Moderately	21%	13%	5%	44%	36%
	A lot	5%	9%	3%	24%	24%
	Extremely	0%	0%	0%	2%	12%
	Not at all	46%	40%	71%	8%	5%
	A little	31%	42%	24%	32%	31%
	Moderately	19%	12%	4%	41%	38%
	A lot	3%	6%	1%	18%	25%
	Extremely	0%	0%	0%	1%	0%

In North Cotabato, Maguindanao, and Lanao del Norte the struggles for self-determination were identified as the main cause of the violence in Mindanao since 2000 (76%, 70%, and 57% of respondents, respectively). In Lanao del Sur and Sultan Kudarat, it was mentioned by 27 percent and 41 percent of people. The root cause was most frequently identified as clans fighting for power in Lanao del Sur and Sultan Kudarat (59% and 51% respectively), whereas in North Cotabato, Maguindanao and Lanao del Norte, clan struggles were identified by 19 percent, 24 percent and 27 percent, respectively. Other root causes identified by respondents included fights over land (8% in Lanao del Sur, and 7% in Sultan Kudarat).

Ending the Violence

In the light of these root causes identified by the respondents, the survey explored perspectives on what needed to be done to end the violence. Most frequently, their answers focused on economic development (64%), signing of the peace agreement (48%), ending impunity (43%), and ending land disputes (31%). Signing the peace agreement was proposed by about everyone (93%) in Maguindanao, where self-determination was identified as the main root cause of violence. In that province, 17 percent also wanted AFP removed from the area. Respondents further proposed having a dialogue between armed groups (53%), between clans (38%) and between religious groups (37%), as well as training the police (17%) as the best means to improve security.

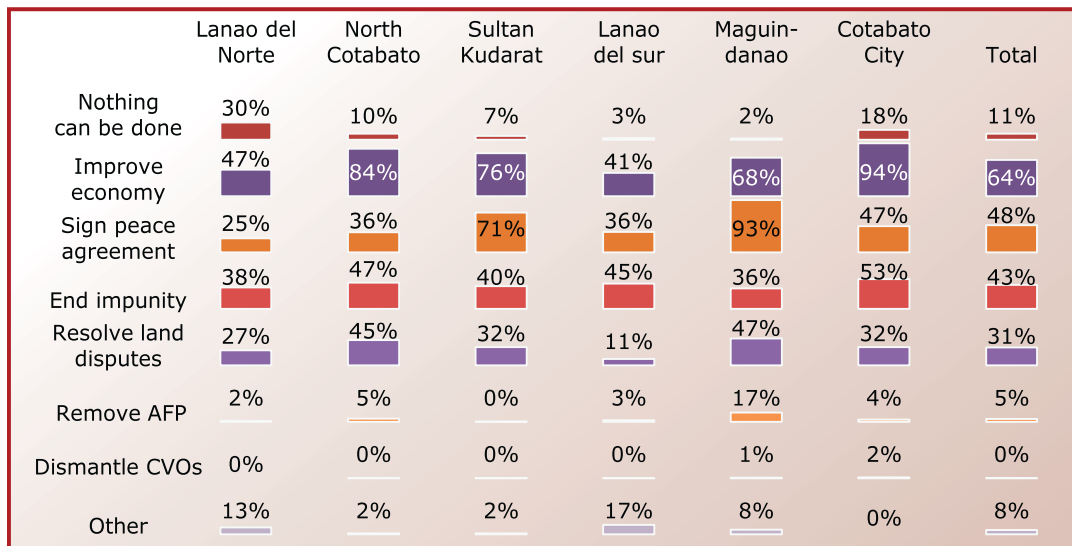


Figure 40:
Proposed means to end the violence

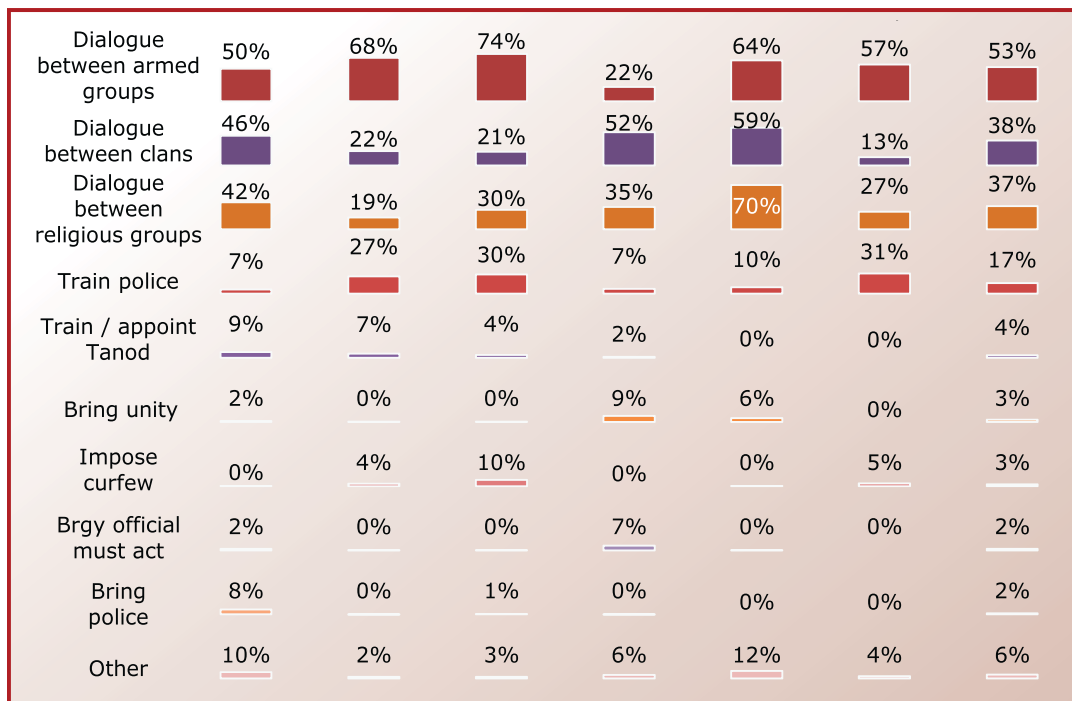


Figure 41:
Proposed means to improve security

Peace and Religious Beliefs

While the respondents identified the struggle for power and self-determination as the roots of the conflicts in Mindanao, conflicts have also been shaped by religious identity.¹¹ Compared to respondents with a Christian religious belief, Muslim respondents were:

- Less likely to feel safe in all of the daily life situations explored, such as going to work or fetch water (54% vs. 76% felt safe or very safe) or walking alone at night (33% vs. 55%). However, Christian respondents reported less frequently feeling safe talking openly about their religion (64% of the Muslim respondents felt safe or very safe doing so, compared to 52% of the Christian respondents).
- More likely to say that inter-community assistance has improved over the last 10 years (33% vs. 16%)
- More likely to believe that the central government only cared about some groups in Mindanao (60% vs. 51%)
- More likely to believe that it is possible for all the religious groups to live in peace in Mindanao (75% vs. 65%), but less likely to trust people who have another religion (39% vs. 68%)
- Less likely to believe that the central government (77% vs. 83%) and clan leaders (44% vs. 53%) are committed to peace, but more likely to believe that the MILF (71% vs. 23%) and MNLF (55% vs. 21%) are.
- Less likely to trust the AFP (47% vs. 15% said they did not trust at all or trusted only “a little” the AFP), but more likely to trust the MILF (65% vs. 9% said moderately to a lot) and MNLF (56% vs. 7% said moderately to a lot).

These results highlight some key differences in perception of security and political actors, as well as a lack of trust between groups. This in turn may affect how respondents believed peace can be achieved. While 59 percent of the Muslim respondents believed that signing a peace agreement would end the violence, just 36 percent of the Christian respondents believed so, likely reflecting their lack of trust in the MILF and MNLF. Rather, Christian respondents emphasized the need to improve the economic situation (74% vs. 56% amongst Muslims), end impunity (45% vs. 40%), and resolve land conflicts (35% vs. 28%).

Assistance

Presence of Aid and Relief Assistance

This sub-section focuses on respondents experience with recovery and development programs in the sampled communities. Overall, 72 percent stated that there had been development project in their respective barangay over the one year period prior to the survey. While a large majority of the respondents in Cotabato City (94%), Sultan Kudarat (89%), and North Cotabato (88%) stated that there had been development project in their communities, only 36 percent said so in Maguindanao.¹² According to the survey respondents, support for the projects was most frequently given by the barangay (33%), provincial (21%), and municipal (19%) authorities. A smaller percentage of the population mentioned national government agencies (11%), the Congressional development fund (8%), foreign assistance (10%), and 1% mentioned NGOs.

Respondents most frequently reported projects such as the construction of the Barangay hall (17%), livelihood support (16%), and construction of roads (13%). The type of assistance mentioned by the respondent also varied between strata. In Lanao del Sur, 44 percent of the respondents mentioned the

¹¹ Schiavo-Campo S, Judd M, *The Mindanao Conflict in the Philippines: Roots, Costs, and Potential Peace Dividend*, Social Development Papers, Conflict Prevention & Reconstruction Paper No. 24/ February 2005

¹² Results are based on self-reported data. The presence or absence of development projects was not verified.

construction of a Barangay hall compared to 1 percent in Maguindanao. There does not appear to be an association between the type of assistance provided and the priorities expressed by respondents.

In addition to recovery and development projects provided at the community level, the survey assessed whether respondents were aware of anyone in their barangay, including members of their household, had received aid or relief assistance. Over half the respondents indicated that aid or relief assistance had been given to at least some members of the Barangay (53%), most frequently in the form of food (44%), while other forms of assistance were reported by few respondents, including health care (7%), construction materials (3%), or farming support (3%). About half the respondents also indicated that their household had benefited from assistance (45%), with 40 percent indicating to have received food. Few mentioned health care (6%) or farming support (2%). The sources of assistance were (in roughly equal proportion) the barangay authorities themselves, as well as national government agencies, and foreign assistance.

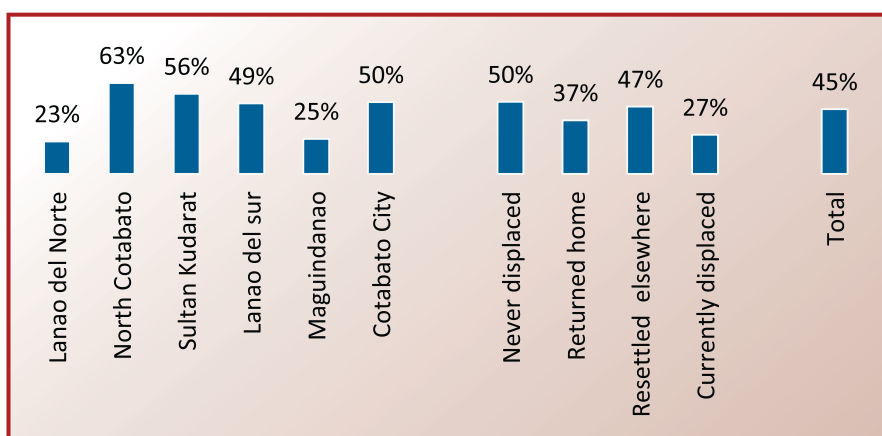


Figure 42:
Percentage of households who received aid or relief assistance in the one year period prior to the survey

The proportion of households who reported having received aid or relief assistance in the one year period prior to the survey was lowest in Lanao del Norte (23%) and Maguindanao (25%). About half the households in Lanao del Sur (49%) or more in Sultan Kudarat (56%) and North Cotabato (63%) reported receiving such assistance. By settlement status, displaced households were least likely to report having received assistance in the year prior to the survey: a little over one-quarter (27%) of the displaced households indicated having received aid or relief assistance, compared to 37 percent of those returned home, 47 percent of those resettled elsewhere, and 50 percent of those never displaced. Among all groups, food was the main type of assistance received.

The results show that 40 percent of the households with a poor FCS had received any form of aid or relief assistance, compared to 40 percent among those with a borderline FCS, and 47 percent of those with an acceptable FCS. This indicates that those with a better FCS are receiving more aid and relief assistance than those with worse FCS. Similarly, the proportion of households who received assistance in the poorest wealth quintile (40%) was slightly lower than the proportion among households in the richest wealth quintile (43%).

Aid and Governance

Across strata, two thirds or more of the respondents indicated that decisions on what development projects to undertake and who should be the recipient of aid and relief assistance were made by the Barangay captain (83%) and/or Barangay council (65%). Municipalities were also seen as making decisions on both projects (33%) and assistance (26%). Few respondents, however, indicated that communities as a whole and/or beneficiaries were involved in the decision-making process: as little as 11 percent said that the decisions on

development projects were made by the Barangay assembly with most people present, and only 1 percent said a referendum was held in the Barangay. 68 percent were satisfied about how projects decisions are made, and 63 percent were satisfied about how decisions on who receives assistance are made.

Results were similar across regions and settlement status, although respondents in Lanao del Norte and Maguindanao tended to be least satisfied about both types of decisions. The main reasons for not being satisfied with the development projects that are decided for the barangay included the lack of involvement of respondents (38%), the perception that decisions are made to benefit leaders (30%), or that ultimately, nothing is implemented (28%). Nevertheless, few households (1%) reported having experienced disputes over aid or relief assistance.

While about a third of respondents were dissatisfied with how decisions on assistance are made, the results suggest that the presence of aid and relief assistance has a positive impact on perception of local authorities. Compared to respondents, who indicated that there had been no assistance or development projects in their barangay, those where such projects took place were:

- More likely to trust Barangay officials (85% vs. 73% had moderate to extreme trust) and tanod (76% vs. 60%)
- As likely to trust the mayor (94% vs. 91%), governor (93% vs. 90%), and government officials (89% vs. 85%)

With respect to the MILF and MNLF, the findings are more mixed and there were important differences across strata. Overall, among people in barangays where a development project had been implemented, 33 percent said that they were moderately to extremely trusting of the MILF, compared to 55 percent in barangays where no projects had taken place.¹³ In itself, this could suggest that development leads to lower levels of trust in these Moro groups. However, in Maguindanao, the presence of projects was, in fact, associated with higher levels of trust in the MILF (40% vs. 28%) and MNLF (46% vs. 33%) – the opposite trend appeared in Lanao del Norte (trust MILF: 20% vs. 29%; MNLF: 17% vs. 25%) and North Cotabato (trust MILF: 17% vs. 46%; MNLF: 13% vs. 41%).

At a minimum, these results on aid and trust suggest a complex association between the two. Ultimately, however, given the cross-sectional nature of the survey, the findings cannot themselves definitively determine whether development projects impact trust, or whether the level of trust is associated with project targeting.

Settlement status and perceptions of location

Several questions in the survey aimed at improving understanding of the factors that influence settlement choices among respondents. The results are presented by settlement status.

Currently displaced households

Across the settlement strata, it was the households still displaced at the time of the survey who were consistently the worst off and felt the least secure. They face numerous and complex barriers to resettlement. The main constraints to return identified by these households was the destruction of their housing (48%), the lack of security (31%), and the lack of employment opportunities (13%).

¹³ For the MNLF, the proportions were, respectively, 27% for barangays where a project had been implemented and 49% where no project had taken place.

- Highest exposure to conflict-related violence including destruction of the dwelling (53%) and loss of goods or harvest (42%)
- Worst average ranking of services including access to education (53%) and health care (61%), as well as access to markets. Nonetheless, the delivery of education and health is rated to be better in the place of displacement than the place of origin
- Lowest levels of trust toward individuals from other clans, ethnic groups, or religion
- Highest reliance on informal sources of information (53%)
- Worst general sense of security
- Highest reported exposure to violence, including the destruction of their house (56%), physical assault (24%) and witnessing killing (24%).
- Worst ranking of access to land and lowest level of home ownership
- Most frequent use of basic construction material for the dwelling
- Highest proportion of households using no toilet (45%)
- Highest proportion of household in the two poorest quintiles (74%, with 36% in the poorest quintile)
- Highest proportion of households adopting the production of charcoal as a livelihood strategy.
- Lowest average expenditure, reflecting the low income, and highest proportion of expenditures devoted to food
- Highest proportion of households with a poor (10%) or borderline (45%) food consumption score

Table 9:
Characteristics of households displaced at the time of the survey

When asked to compare their current place of living with their place of origin, displaced households found little advantage to their current location. A majority did rank access to education and health services as better, and most found security to be better or the same. However, every other aspect was considered to be similar or worse compared to their place of origin, including access to food, water, land, and employment. These results suggest that displacement locations have little pulling effect on displaced households, but rather that practical constraints (e.g. housing) prevent households from returning.

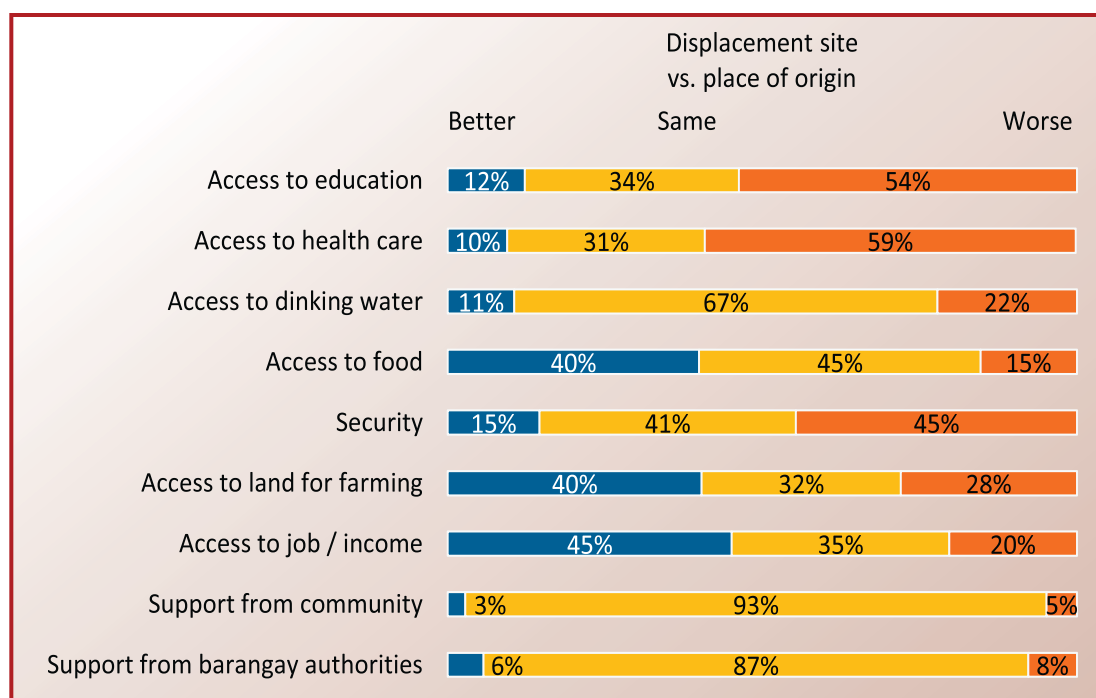


Figure 43:
Comparison of settlement sites among displaced households

When asked where they would rather go now from their displacement location, just one third (31%) of the displaced respondents indicated wanting to return to their sitio/purok of origin. About the same proportion (32%) would rather stay in another Barangay but in the same municipality (32%), while 15 percent wanted to stay in the same Barangay, but another sitio. One fifth (22%) indicated wanting to settle in a different municipality (15%) or different province (7%).

Households Returned Home

Violent conflict and displacement has grave impacts on the socio-economic fabric and infrastructures in the areas of origin. The experience can often lead to the loss of assets and means of making of living. Households that had returned home, therefore, were almost as vulnerable as those who were still displaced and their problems of food insecurity, income poverty and poor access to services were almost as severe. Returnees saw their access to land and employment as being better than in the displacement site, most also judged their access to health and education to be worse.

Table 10: Characteristics of households returned home at the time of the survey

Compared to the households that were never displaced or those who resettled elsewhere, those who returned home had on average:

- A low ranking of access to amenities and services including access to markets and clean water,
- Higher reliance on informal sources of information,
- Higher prevalence of poverty (asset wealth) and food insecurity (food consumption score),
- Higher proportion of households adopting a farmer livelihood strategy, characterized by a dependency on agriculture and low income levels.
- Lower levels of expenditures and higher proportion of expenditures devoted to food.

Most of the displaced households that had returned to their place of origin indicated that they had managed to recover both their residential plot (86%) and their farmland (72%). Only in Sultan Kudarat did virtually all displaced households retrieve their land when returning (95%). Elsewhere, the proportion was 75 percent or less, with the lowest proportion found in Maguindanao (69%). In contrast, over 85 percent of the displaced households retrieved their residential plot upon resettling home in every province, except Lanao del Sur (70%).

When comparing their place of origin and displacement location, the households found no advantage to the displacement site, including in terms of security or access to services. Rather most households reported the conditions in both sites to be similar, with the site of origin being more frequently seen as providing better access to land and employment. When considering the option of resettling elsewhere, most households indicated that their place of origin offered better access to farmland (30%), employment (21%), food (17%), and education (14%).

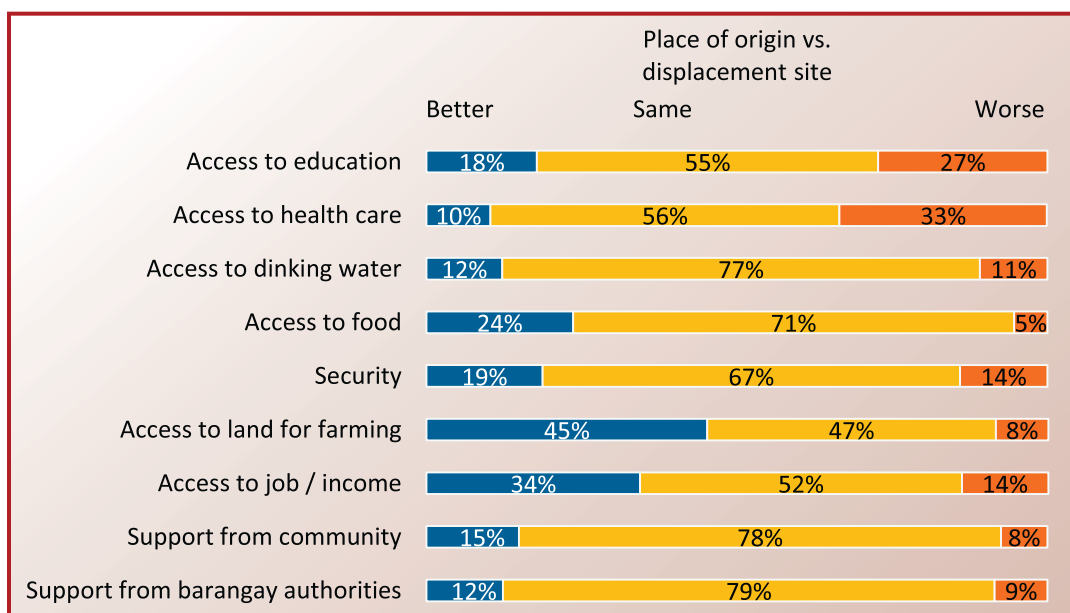


Figure 44:
Comparison of settlement sites among households who returned home

Households Resettled Elsewhere

When comparing their new location with their place of origin, the new settlers found that their new place held advantages over their place of origin with respect to several of the factors explored. A larger proportion ranked access to education, health care, security, and employment opportunities to be better in the new location. However, support from community and from Barangay officials were most frequently considered to be similar in both sites, as well as access to water and food.

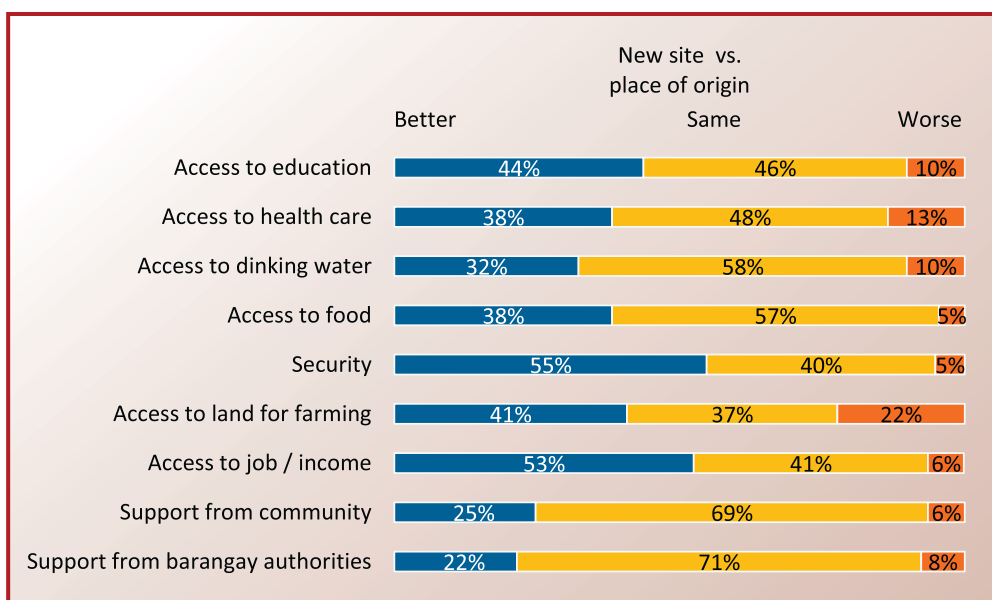
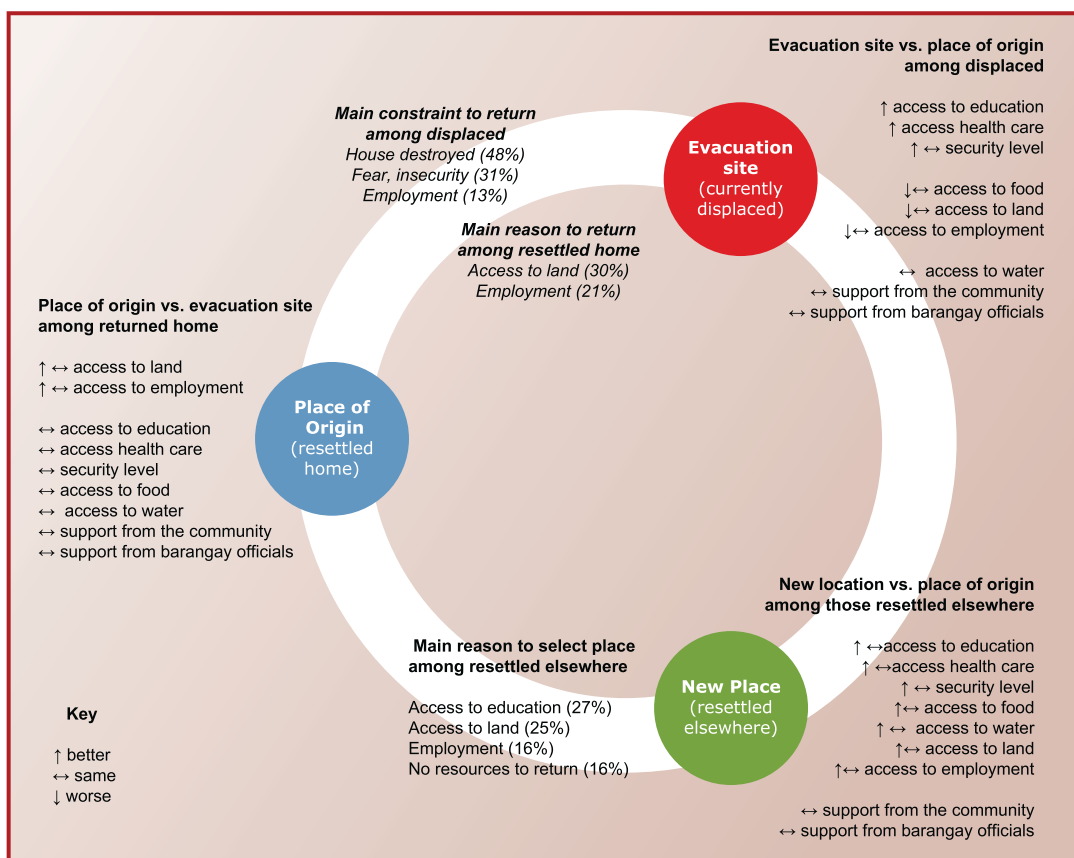


Figure 45:
Comparison of settlement sites among households who resettled elsewhere

When provided with various hypothetical options, only 13 percent of those who resettled in a new site said they would return to their place of origin, suggesting that most see the move as being permanent. The factors that led the household to choose that specific location were identified as access to education (27%), access to land (25%), access to employment (16%), as well as the lack of money to return (16%).

Figure 46: Factors influencing settlement choices



6. CONCLUSION

Mass displacement is one of the defining characteristics of violent conflict in Central Mindanao. Between 2000 and 2010, over 40 percent of families were displaced at least once. One in ten was displaced five times or more. 30 percent had been displaced for more than a year during that time.

Although it is not possible to conclude a causal relationship between displacement and the range of problems faced by the peoples of Central Mindanao, the survey nevertheless reveals much about the nature and extent of vulnerability in the affected area – across provinces, population categories and livelihood groups.

The following strategy and operational implications emerge from this study:¹⁴

Displacement is not only a humanitarian concern. It is a significant, multi-faceted development issue

Displacement is more than a humanitarian crisis or short-term emergency. It drives long-term development problems such as poor access to services, lack of trust in institutions, reduced income and insecurity. The survey results draw a grim picture of livelihoods and well-being and point to numerous and complex barriers to resettlement and recovery.¹⁵ Dire education levels among populations who endure prolonged displacement underlines how displacement robs children of opportunity and perpetuates the intergenerational transmission of poverty.

The challenges of displacement do not end with a return to home

Following spikes in violence and associated displacement, the understandable response of most humanitarian assistance from government and the international community is to return people to their place of origin. Support often ends at this point, but the study demonstrates that populations returned to their place of origin were almost as badly off as those currently displaced. Thus, as a matter of priority, development assistance must be targeted also to those recently returned in their places of origin.

Urgently improve the targeting of assistance

Aid is not adequately directed at those who are suffering most. For example, displaced households were least likely to report having received assistance in the year prior to the survey, and, despite being the province with the worst indicators on access to services, only 36 percent of households in Maguindanao said that there had been a development project in their communities, compared to over 80 percent elsewhere.

The National Household Targeting System for Poverty Reduction (NHTSPR) of the Department of Social Welfare and Development provides an objective assessment of needs and is a good starting point for targeting assistance.

Pay more attention to the participatory process

Among the third or so of the population who were unhappy with development projects in their barangay, their dissatisfaction was generally due to the lack of popular involvement in making these decisions. Only 11 percent said that the decisions on development projects were made by the barangay assembly with most

¹⁴ The report does not purport to define specific recommendations, since the various agencies to which it is targeted have highly varied mandates, capacities and resources.

¹⁵ Because of the cross-sectional nature of the survey, it is not possible to establish whether the characteristics of displaced households result from displacement, or whether the households are still displaced as a result of these characteristics.

people present. The main reasons for not being satisfied with the projects included the lack of involvement of respondents (38%), the perception that decisions are made to benefit leaders (30%), or that ultimately, nothing is implemented (28%). These issues can be addressed through more effective community participation and through better implementation and monitoring.

The data suggests that international assistance agencies should be concerned about their engagement in Lanao del Sur and Maguindanao, in particular. In those ARMM provinces, 43 percent and 57 percent, respectively, of people indicated low trust in foreign agencies, compared to over 85 percent elsewhere.

Investigate needs that may not be self-identified by the population

There are certain disparities between, on the one hand, the priorities mentioned by households and/or the type of assistance provided in their community, and on the other hand, data about other needs.

The most striking example is water and sanitation. Just over half of households in the poorest wealth quintile rely on unprotected sources of water (52%), with all of the associated health implications. Yet only a minority of the survey respondents identified water as a priority: 2 percent mentioned it as their top priority, and 7 percent mentioned it among their top three priorities. In Lanao del Sur, 40 percent of people draw directly from lakes, rivers or streams and 13 percent on open dug wells. Yet, the community development activity reported by 44 percent of respondents in the province was the construction of a barangay hall.

Regular population surveys are essential for exploring people's concerns and preferences, but technical research and public awareness campaigns will also be necessary to try to ensure that underlying causes (for example of health problems) are not left unaddressed.

Apply more efforts to improve access to information

In Central Mindanao, a key building block to sustainable development will be to improve access to information which was shown to be highly unequally distributed between strata and settlement groups. For information on development, effective participatory processes can be particularly helpful. As indicated by the findings on the association between assistance and higher levels of trust, such processes can serve to bridge the gap between individuals and institutions. A continuing trend towards greater trust in state institutions would underpin public perceptions of their legitimacy. This has been highlighted by the 2011 World Development Report as a critical pathway out of conflict towards lasting peace.¹⁶

¹⁶ World Development Report 2011: Conflict, Security and Development, The International Bank for Reconstruction and Development / The World Bank, 2011. See: wdr2011.worldbank.org

ANNEX: FINDINGS FROM ARMM ISLANDS

In addition to the survey in Central Mindanao, the project collected data in Tawi-Tawi, Basilan, and Sulu islands. In total, 168 interviews were conducted in each island, using the random selection procedure outlined in the methodology section of the main report.

In Sulu, a number of limitations in the data, including the large number of replacements and sampling issues resulted in low level of confidence in the representativeness of the data. As a result, it was discarded for the analysis. Key results and analysis for Tawi-Tawi and Basilan are presented here and contrasted with data from the survey area in Central Mindanao.

Tawi-Tawi

Ethnically, the sample in Tawi-Tawi was mainly composed of Tausug (51%), as well as Samal (21%), and Blaan (12%). In terms of religious belief the island had a majority Muslim population (96%).

Vulnerability

The island group has been less affected by violent conflict and displacement than Central Mindanao. 2% of the respondents in Tawi-Tawi indicated having experienced displacement, with 1% displaced at the time of the survey (compared with 41% and 4%, respectively, in the mainland areas). The people of the province have relatively better food security compared to the average in Central Mindanao. However, with 2% of households suffering poor Food Consumption Scores and 14% borderline, a sizeable proportion of households nonetheless have difficulties in this regard.

Across multiple other indicators, vulnerability in Tawi-Tawi is shown to be acute, suggesting a crisis of development in the province. The data suggests high levels of hardship in the province, including:

- A high reliance on basic and rudimentary materials for floor (92%) and roof (81%) compared to 71% and 57% for respectively for the mainland areas.
- A high reliance on unprotected water sources (68% compared to 27% in mainland).
- A high reliance on open pit for toilet facilities (62% compared to 6% on average for the mainland) and other poor facilities
- Low average income (5,576) similar to Maguindanao and below the mainland average
- The head of households had on average lower education levels compared to those in the mainland area: 25% did not know how to read and write, compared to 9% for the mainland; and 47% of the heads of households had not completed elementary (primary) education compared to 24% for the mainland areas.
- One in four households (25%) were headed by a woman, and the same proportion (25%) of the head of household were reportedly widow(er). For mainland Mindanao, the proportions were respectively 13% and 7%.

Over half the households (57%) belong to the poorest asset quintile category, compared to 30% in Maguindanao (the highest proportion in the mainland study area).¹⁷

¹⁷ The results on wealth quintiles may be shaped particularly by the tendency of households in Tawi Tawi to have a limited number of non-productive assets.

Access to services was also limited. The average distance to health facility was significantly longer compared to the mainland area (average of 70 minutes compared to 40 minutes). The average distance to school was similar to that of the mainland; however, the rate of absenteeism is higher, with 44% of the households having children who missed school for at least a week in the 6 months prior to the survey, compared to 36% for the mainland. The reason for missing school was sickness (56%, similar to mainland), and, most strikingly, the fact that households could not afford school (41% compared to 5% for the mainland areas.)

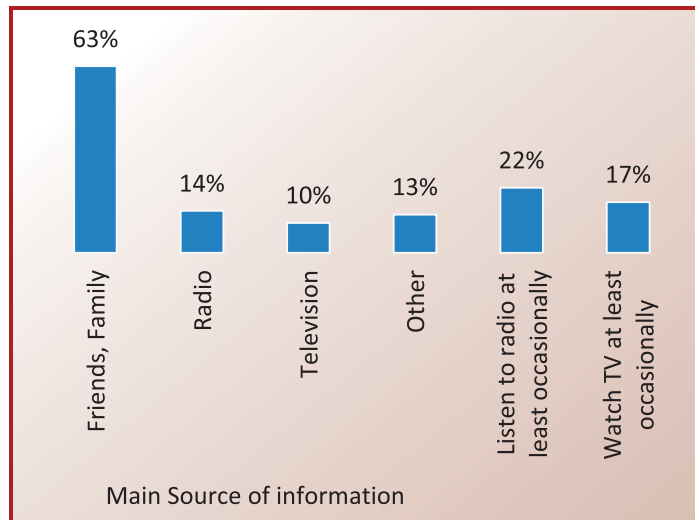


Figure 47:
Information

Overall, people's access to information was poor, with most respondents relying on friends and family as their main source of information (78%). Just 22% listened to radio at least occasionally, compared to an average of 65% for Mainland (43% in Lanao del Sur, and 57% for Maguindanao), and just 17% watch television at least occasionally, as opposed to 70% of the households in Central Mindanao.

A majority of the households engaged in fishing and were classified as Fishers (49%), a group characterized by low average income and high level of asset poverty. Access to land is limited, with just 23% reporting to have access to land compared to 59% among households in the mainland study area. Half of those accessing land said that this was due to an inheritance, while 44 percent had temporary use only. Just under half (49%) reported having supporting documents, while 17 percent said "the clan knows".

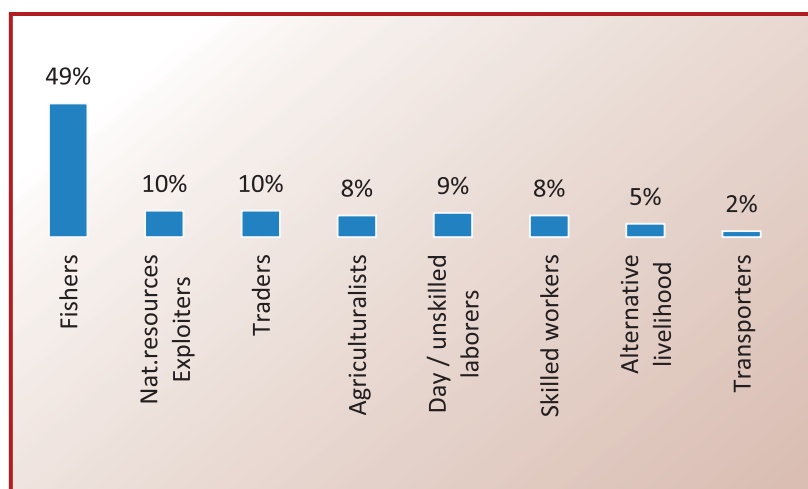


Figure 48:
Livelihood Strategy
(Tawi-Tawi)

Not only is the average household income in Tawi-Tawi low but there is a striking lack of access to markets and credit: 43% and 35% ranked their access to markets and credit as bad and very bad, respectively, compared to averages of 20% and 15% for the mainland area. No-one reported accessing a bank for credit, though 23% went to local money-lenders - a higher figure than for any province in Central Mindanao. 66 percent reported that they borrow money occasionally to buy food, 42 percent once every two months, and 22% twice. However, nearly a third of people (32%) said they had no sources of credit at all, compared to 5% for the mainland.

Tawi Tawi is poorly served by development assistance. Just 30% of people reported that a development project took place in their community, compared to 72% in the mainland area. Similarly few reported being direct beneficiaries of assistance (8% compared to 45% in the mainland area.) No-one reported receiving food, construction materials or agricultural assistance. Two percent mentioned health care.

Security and Risk Factors

Although very few or no households reported personal experience of displacement, violence or disputes, contests over power (73%) and clan conflict (24%) were identified as the most common type of dispute in their areas.

Overall, 26% said nobody provided security in their areas compared to 1% for the mainland area. Yet the sense of security was nonetheless higher compared to mainland Mindanao, with 84% feeling safe or very safe. For all the daily life situations, respondents in Tawi-Tawi were more likely to report being safe compared to Mainland Mindanao.

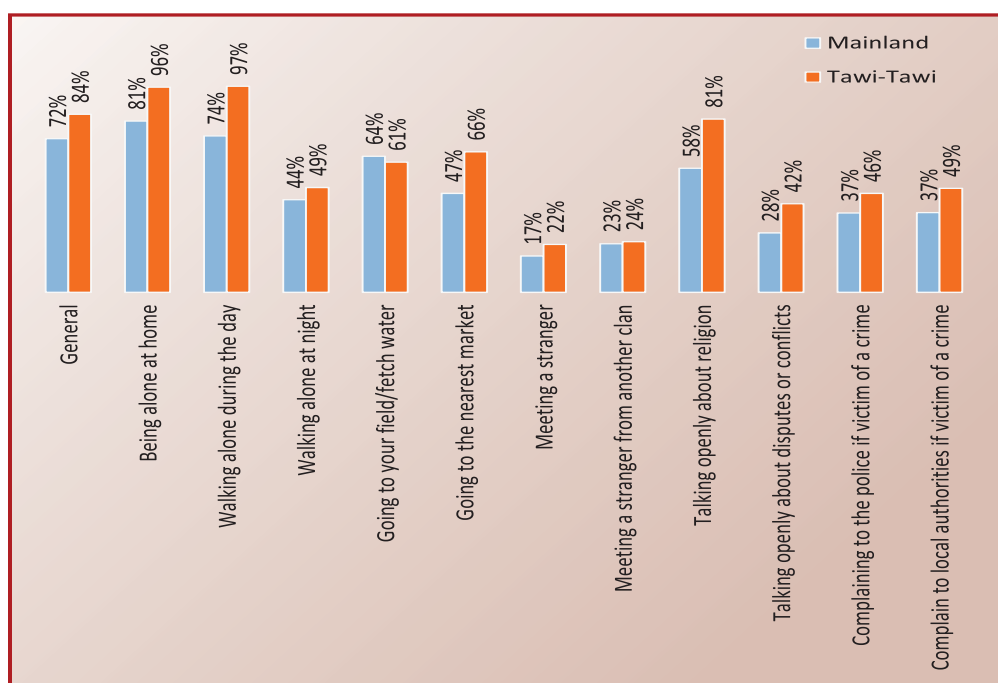


Figure 49:
Sense of security (% safe or very safe)

While these results suggest a positive security environment, results on trust point to areas of limited cohesion within society. Overall, trust among members of the community was lower compared to the mainland: 68% trusted community members moderately to a lot, compared to 85% in the mainland area. Trust toward respondents own clan and own ethnic group was also generally lower compared to the average for the mainland area.

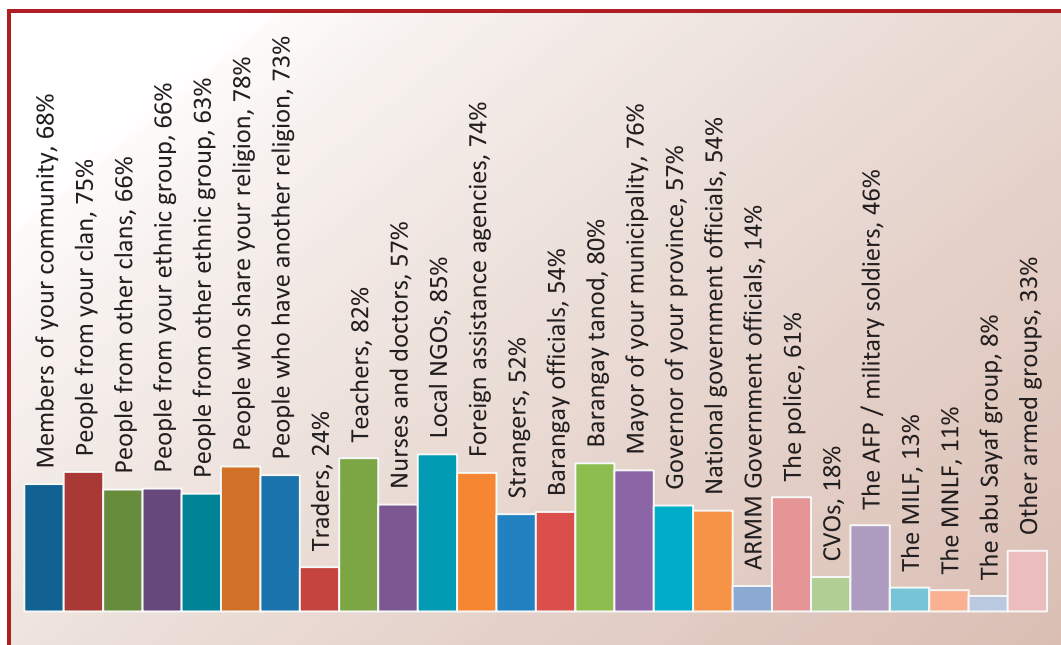


Figure 50:
Level of Trust
(% moderate
to extreme)

Priorities

In tune with the findings on extensive use of unprotected water sources, access to water was most frequently identified as being among the top three priorities that the government should pursue (49%). This was followed by jobs / employment (44%), and electricity (39%). Access to water and electricity was mentioned over twice as often than in the mainland area. In terms of their own personal priorities, respondents emphasized money (67%), water and sanitation (34%) and health (32%).

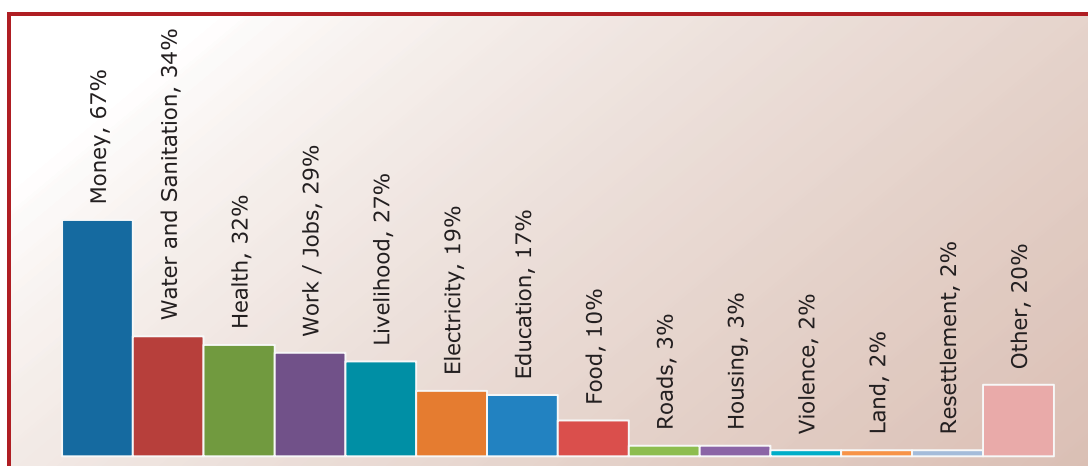


Figure 51:
Top three
priorities
for the
government

Basilan

The sample in Basilan was composed in majority of Yakan (45%) and Tausug (39%). Although most respondents indicated being Muslim (85%), there was a relatively significant number of Christians (14%).

Vulnerability

In contrast to Tawi-Tawi, the people of the Basilan have experienced the disruption of their lives and livelihoods wrought by displacement. 2% of households reported being displaced at the time of the survey but 37% have suffered displacement at least once in the ten years prior to the survey. Most of those displaced had been displaced only once in the ten years prior to the survey. This was generally identified as having been caused by a lack of employment or other reasons. One in ten had been displaced by the movement of armed groups. 80% of these had stayed within the same municipality either in a different sitio or barangay during their displacement.

Among those who had experienced displacement in the past decade, 22% had resettled in a new location and 13% resettled home. A majority of those (22% among 37% displaced, or 59%) decided to resettle in a new site, rather than return home; far more than among those displaced on the mainland (7% among 41% displaced, or 17% of those displaced).

Households on Basilan face some of the challenges that are found in Tawi-Tawi, including a high reliance on open pit toilets (42%) and other poor facilities. Fewer households had to rely on unprotected sources of water (17% compared to 27% for the mainland and 68% for Tawi-Tawi), and the travelling times to the nearest elementary school and healthcare facility were better than the average in Central Mindanao (13 mins vs. 18 mins, and 19 mins vs. 40 mins, respectively), and broadly similar to distances in North Cotabato. The average reported income was reported as being among the highest across all provinces (13,090 PHP/month).

Food insecurity is also relatively rare, with 98% of the households meeting the criteria for an acceptable FCS, and 2% having a borderline FCS. Nevertheless, although the overall average income was high, 35% of the households ranked among the lowest asset quintile. The proportion of female-headed households was as high as in Tawi-Tawi with one in four households (25%) headed by a woman.

Overall, although access to information was better relative to Tawi-Tawi, compared to the mainland, a higher proportion of households relied on friends and family as their main source of information (53%), and lower numbers of people watched television either occasionally or more often (32% compared to 70% for the mainland).

In terms of livelihoods, fishers remain more frequent than on the mainland, but there is also a large proportion of traders (24%). Livelihood options may be constrained by the lack of access to land: just 5% reported having access to land. Credit plays a significant role in people's financial practices, with four in every five (80%) reporting that they borrow money occasionally to buy food. 44% had done so twice or more in the two months prior to the survey. As in Tawi-Tawi, no-one reported accessing a bank for credit. More people had access to credit, mainly from mainly from relatives (79%), but still 19 percent said they had no sources of credit at all, compared to 5% for the mainland.

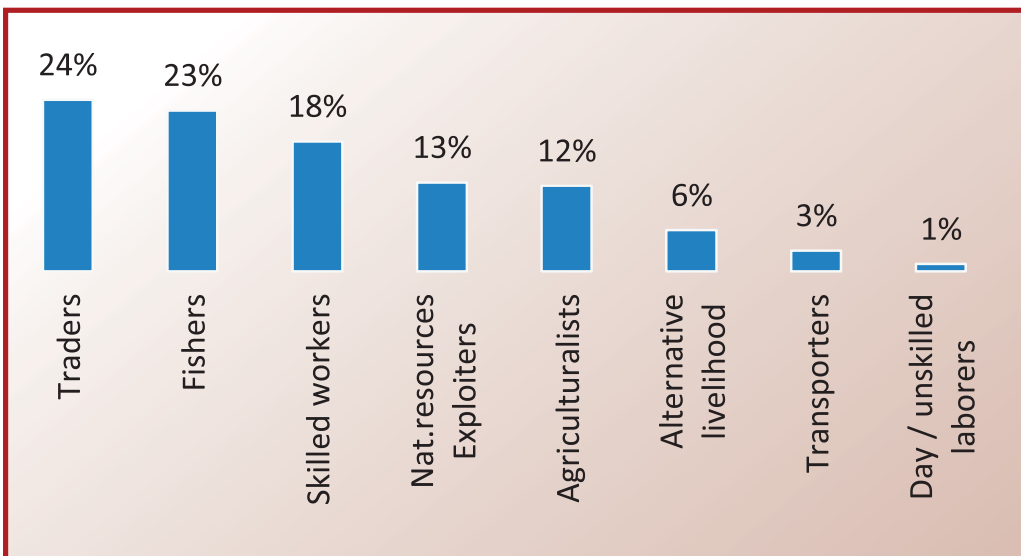


Figure 52:
Livelihood
Strategy
(Basilan)

Development projects are less frequent than on the mainland, but more common than on Tawi-Tawi. 54 percent reported that a development project took place in their community in the year prior to the survey. Those projects were almost exclusively focused on health and nutrition. 55 per cent said that someone in their household had received assistance, largely in the same sector, though 13 percent reported that the family member was given food.

Security and Risk Factors

The survey results in Basilan suggest socio-economic indicators that were generally better than the other sample provinces most households reported feeling generally safe. However, a high proportion felt unsafe in certain aspects of daily life events, especially meeting strangers, meeting strangers from another clan, talking openly about disputes or conflicts, or walking alone at night.

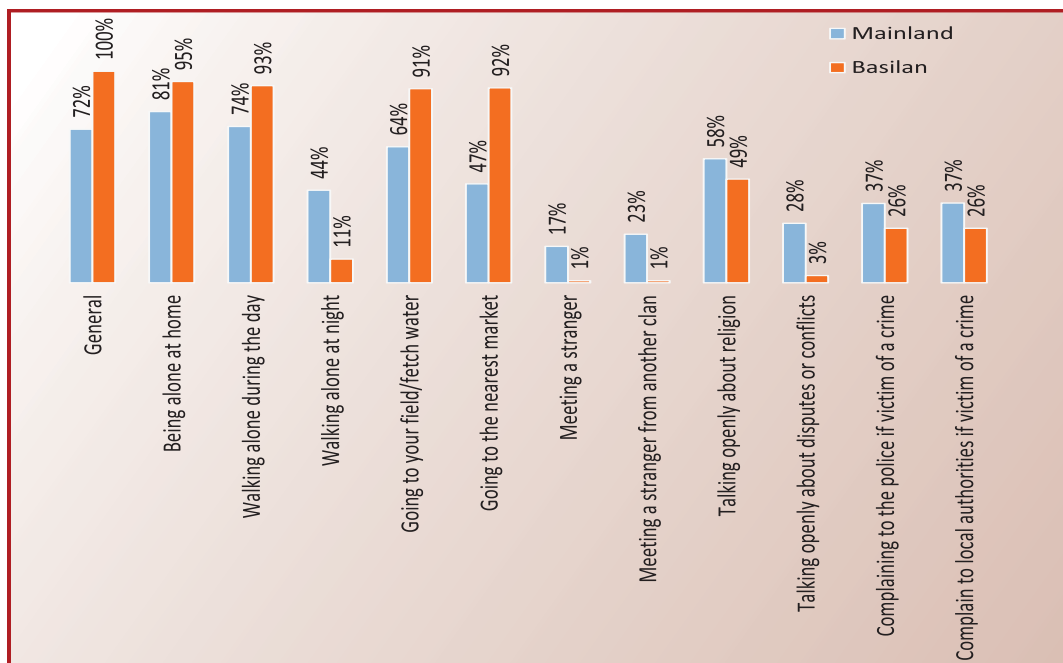


Figure 53:
Sense of
security (%
safe or very
safe)

Trust towards other community members, clans, and institutions and authorities was markedly lower than the level found on the mainland and even Tawi-Tawi. Trust in members of the community was lower than mainland (68% had moderate to extreme trust in Basilan, compared to 85% for the mainland). Similarly, levels of trust were low toward people from other clans (35% compared to 62%), people from other ethnic groups (25% compared to 56%), and people with another religion (18% compared to 53% on the mainland).

Trust toward authorities was low, especially towards the police (26% compared to 72% on average). Despite this lack of trust, the police was identified by far the most frequently as providing the main source of security (85%), followed by the AFP (25%). Further police training (48%) and dialogue between religious groups (24%) were the most frequently proposed means to improve security.

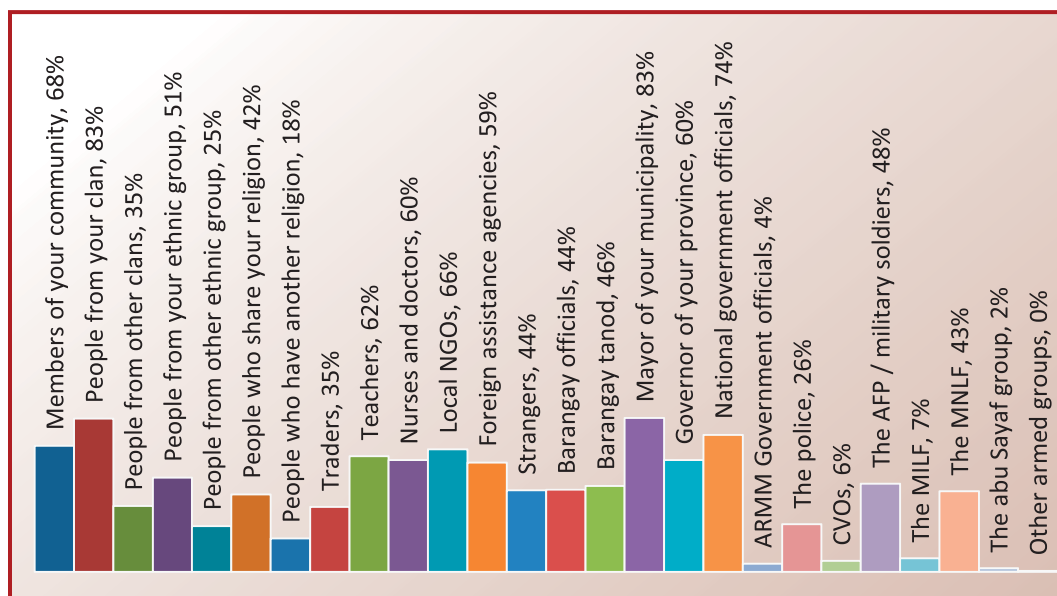


Figure 54:
Level of Trust
(% moderate
to extreme)

Priorities

The respondents' own priorities focused on water and sanitation (43%), electricity (23%), money (23%), and roads. As priorities for the government, they similarly proposed water (56%), roads (46%), and electricity (30%).

Building Peace in Tawi-Tawi and Basilan

As in Central Mindanao, the survey explored if the respondents believed that peace was possible, and their opinion as to what was needed to end the violence and improve security. In Basilan respondents were much more likely than in other province to feel that violent conflict was likely to persist in Mindanao. When asked whether they believed that all the clans and peoples of Mindanao could live together peacefully, without violence, 81 percent or more responded negatively thinking about the clans, and 87% percent believed people could not live together peacefully. In Tawi Tawi, people were also more pessimistic than the average in the mainland survey area (64% negative on clans and peoples co-habiting peacefully vs. 43% and 40%).

These pessimistic views applied also to the question of whether parties to the conflicts and other authorities were committed to end the violence. In Basilan, the central government was seen a little better (7% saying

‘not at all committed’, 47% ‘a little committed’) than provincial authorities (48% and 40%), and barangay authorities (62% and 32%). In both island provinces, a majority held negative views on the commitment to peace of the AFP and, particularly the MILF. People in Basilan were less negative about the MNLF’s commitment than in Tawi-Tawi.

Table 11: Perception of commitment to end violence in Mindanao

Selected actors	Tawi Tawi	Basilan
Central Government		
Not at all	32%	7%
A little	27%	47%
Moderately	39%	38%
A lot	2%	8%
Extremely	0%	0%
AFP		
Not at all	6%	1%
A little	47%	50%
Moderately	43%	48%
A lot	3%	0%
Extremely	0%	0%
MILF		
Not at all	64%	57%
A little	24%	30%
Moderately	12%	8%
A lot	0%	4%
Extremely	0%	0%
MNLF		
Not at all	58%	22%
A little	30%	21%
Moderately	11%	52%
A lot	0%	4%
Extremely	0%	0%



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Violent Conflicts and Displacement in Central Mindanao

Challenges for recovery and development

Key Findings



Violent Conflicts and Displacement in Central Mindanao

Challenges to Recovery and Development

Key Findings

December 2011 – Data Collected in November and December 2010

'Key Findings' is written by Ed Bell, Coordinator of the World Bank's State and Peacebuilding Fund in the Philippines, based on the full report written by Patrick Vinck, Harvard Humanitarian Initiative, Harvard University, with Ed Bell.

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The full report is available at
www.emindanao.org/conflict-and-displacement
www.wfp.org/content/conflict-and-displacement
www.worldbank.org/philippines

The full dataset can be accessed at
www.peacebuildingdata.org/philippines

Violent Conflicts and Displacement in Central Mindanao

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World Food Programme



THE WORLD BANK GROUP



MESSAGE

Cycles of conflict in Central Mindanao have repeatedly destroyed people's lives and livelihoods. Tens of thousands have been uprooted from their homes. Some families have been displaced several times over the past decade.

For relief and recovery efforts to be more effective, policy makers and development agencies need more information on what drives displacement and how people adapt to it. Government institutions and international partners must better understand people's experience of governance, security and access to services in the conflict-affected communities. It is also important that decisions are based on detailed knowledge of livelihoods and access to land, credit availability and food supply. Relatedly, these indicators vary from place to place.

For this reason, in November and December 2010, the World Bank and the United Nations World Food Programme (WFP) collaborated on a general population-based survey in Central Mindanao. Its findings provide important insights on the inter-related dimensions of conflict and displacement and economic growth. The data will enable the relevant branches of government and their international partners to identify and provide extensive targeted support in the affected areas, most especially the vulnerable households. We would like to commend the World Bank and WFP team for this initiative. We hope this collaborative work will continue to encourage sustainable recovery and development efforts in Mindanao.

Teresita "Ging" Quintos-Deles

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Key Findings

Summary

1. Mass displacement is one of the defining characteristics of violent conflict in Central Mindanao. Between 2000 and 2010, over 40 percent of families were displaced at least once. One in ten was displaced five times or more. 30 percent had been displaced for more than a year during that time.¹
2. Displacement exacts an immense socio-economic cost. Displaced people were consistently worst off and least secure compared to the rest of the population. They were least optimistic about the future.
3. The impact of displacement does not end when people return home. Returned households were almost as vulnerable as those who were still displaced and their problems of food insecurity, income poverty and poor access to services were almost as severe.
4. As many as 82 percent of households in Maguindanao had been displaced at least once in the past decade. Maguindanaons had the highest exposure to violence and suffered the worst poverty, food insecurity and access to services. People in Lanao del Sur had the worst access to safe drinking water and sanitation. Access to information was worst in these two provinces, as was the reported level of trust in state institutions.
5. Almost four times as many Muslims as Christians were at risk from unprotected water sources. Muslims travelled twice as long to access a health clinic and elementary school. They were almost three times more likely to have experienced displacement.
6. In times of need, the family is the main source of support. Remittances and family credit were important backstops for livelihoods. 8 percent relied on money sent home, while 58 percent had borrowed money in the previous two months to buy food, largely from their relatives. Only 3 percent accessed credit from banks.
7. Although half of respondents had received some kind of aid, it was not well targeted. Displaced households were least likely to have received assistance in the year prior to the survey. A higher proportion of food secure households had been assisted than those with poor food security.
8. In North Cotabato (76%) and Maguindanao (70%), a large majority saw the struggle for self-determination as the main cause of conflict. Among Muslims, 59 percent proposed signing a peace agreement as the best means to end the violence (93% in Maguindanao). This compares with 36 percent of Christians. The latter gave more emphasis to the need to improve the economic situation (74% vs. 56); end impunity (45% vs. 40%) and resolve land conflicts (35% vs. 28%).

¹ The findings apply to the population of the five provinces covered by the population survey commissioned by the World Bank and WFP: Lanao del Sur, Maguindanao, Lanao del Norte, North Cotabato and Sultan Kudarat, as well as Cotabato City.

1. Introduction

The people of Mindanao have long been hit by cycles of violent conflict and displacement and these have intensified in the past decade. “All Out War” in 2000 and hostilities in 2008 each led to the displacement of nearly a million individuals. Tens of thousands were displaced by military operations in 2003 and, more recently, thousands of families had to leave their homes when fighting escalated in parts of Zamboanga Sibugay and Basilan in October 2011. Currently, several thousand people across Mindanao remain displaced, particularly in Maguindanao.

To better understand the development challenges caused by violence and displacement in Central Mindanao, the World Bank and the United Nations World Food Program (WFP) commissioned a random cluster population survey. This was conducted in November and December 2010 and covered 2,759 adults in a total of 231 barangays across five provinces: Lanao del Sur and Maguindanao in the Autonomous Region of Muslim Mindanao (ARMM), as well as Lanao del Norte, North Cotabato and Sultan Kudarat. A smaller urban sample was taken in Cotabato City. The sample was designed and the data weighted so as to provide findings that would be representative of the whole population within each of the selected provinces.

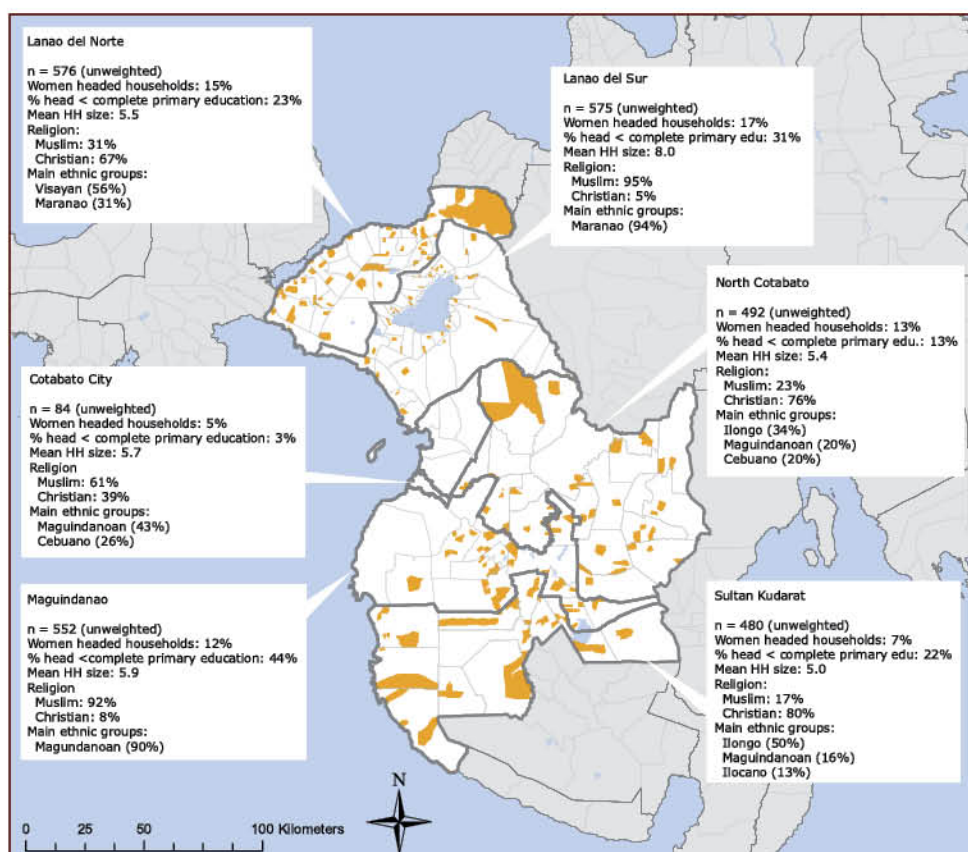


Figure 1: Sample distribution and characteristics in selected areas of mainland Mindanao, Philippines

The objective of the study was to provide a detailed evidence-base for recovery and development strategies in the conflict-affected areas. The study sought to investigate the nature, scope and impact of a range of vulnerabilities.² In particular, it explored people's experience of displacement, as well as the complex factors that have driven and shaped the settlement decisions of IDPs. It asked all respondents their views of state and non-state institutions and what government and donors should prioritize in their efforts to support peaceful, sustainable development.

It is hoped that this summary, and the full report it accompanies, can serve to shape the operational choices of humanitarian, recovery and development agencies and improve outcomes for the population on the ground. The findings it presents shed considerable light on the nature and extent of vulnerability in the affected area – across provinces, population categories and livelihood groups.³

2. Patterns of Vulnerability

Settlement Status

Vulnerability in Central Mindanao has been shaped by the long and repeated experience of violent conflict and displacement. Across virtually every key indicator – from food security to access to services, income poverty to housing – displacement is detrimental to livelihoods, welfare and social cohesion. It has been experienced by large swathes of the population in recent years.

Four in every ten households (41%) in the surveyed area reported having experienced displacement between 2000 and 2010. Over one in five (22%) had been displaced twice or more. As many as one in ten had been forced to leave their homes five times during the decade. A quarter of people had been displaced from one to six months and almost a third (30%) had been displaced for a continuous duration of over one year.

Households who have experienced displacement in the last decade have been frequently exposed to violence. Over a quarter of people (29%) reported that they had been displaced by the movement of armed groups⁴, the biggest driver of displacement in the area.⁵ Over half of those displaced by armed group movements had been displaced more than once (17% of all the households). 9 percent identified clan conflict or *rido* as the cause of their displacement.⁶ In armed group- and *rido*-induced displacement, equally significant numbers of people reported economic losses (respectively 42% and 43%), loss of home (37% and 34%), and loss of cattle (20% and 21%).

² 'Vulnerability' is used here in relation to income, ownership of assets and access to services. It denotes a high degree of exposure to natural, social and political forces that can destroy or harm lives and livelihoods.

³ The report does not purport to define specific recommendations, since the various agencies to which it is targeted have highly varied mandates, capacities and resources.

⁴ Armed group movements include those of the Armed Forces of the Philippines (AFP), the MILF, MNLF and others.

⁵ The causes of displacement were not mutually exclusive and individual households may have reported more than one cause of displacement. Other than the movement of armed groups and clan conflict, 9 percent noted causes such as economic displacement (3%) or natural disasters (2%)

⁶ The main (sometimes overlapping) reasons for *rido* were killings (53%), fight over power (30%), and land issues (11%).

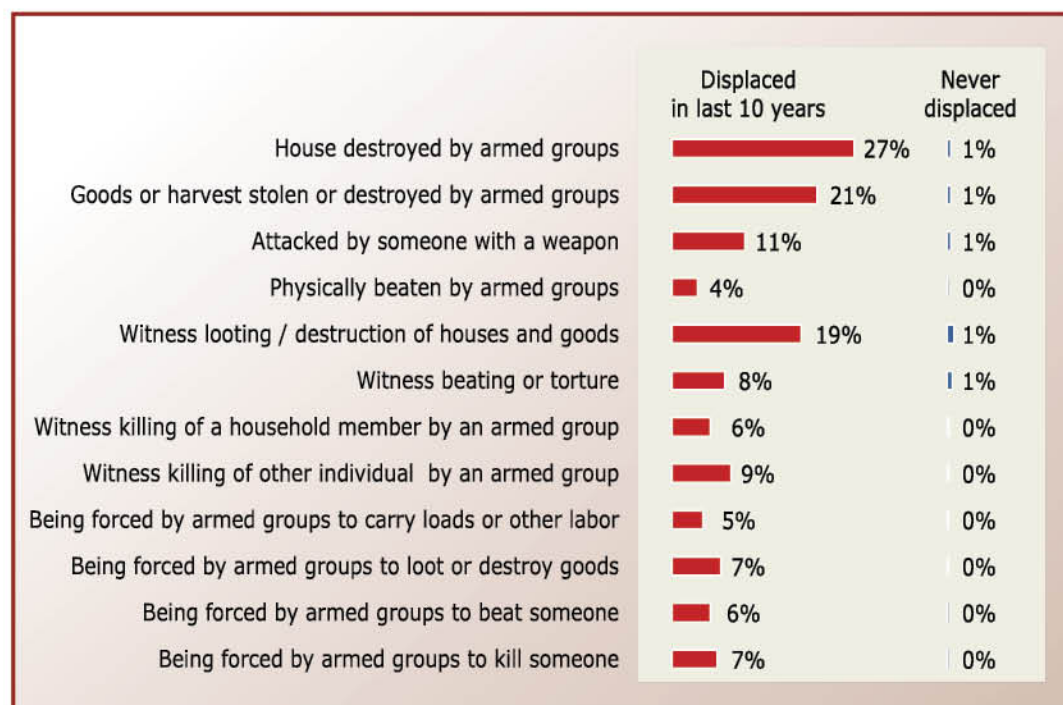


Figure 2:
Exposure to
violence by
displacement
status

Across the settlement categories, **the greatest vulnerability is experienced by households displaced at the time of the survey, closely followed people who have returned home to their place of origin** (respectively 4% and 29% of the population). Those who have chosen to resettle somewhere else other than their place of origin (7%) and those who had never been displaced (59%) recorded higher levels of welfare across the board.

Currently displaced households were consistently the worst off and felt the least secure. Three quarters of them were in the poorest two wealth quintiles and one in three was in the poorest quintile. One in ten had a poor Food Consumption Score (FCS) ⁷ and 45 percent were borderline food insecure. Over half of these households (56%) reported having had their house destroyed due to the conflicts and 42 percent had had their possessions looted. These households reported the lowest levels of trust toward individuals from other clans, ethnic groups, or religion. Although the level of trust in non-state armed groups was recorded as being low in the surveyed area as a whole, relative to the rest of the population it was higher amongst currently displaced households.

⁷ FCS was computed to reflect the diversity, frequency, and nutritional value of the food items consumed by the household during the 7-day recall period. Each food group was assigned a standardized weight representing the nutritional importance of the food group. The FCS is the sum across food groups of the product of the frequency by the weight.

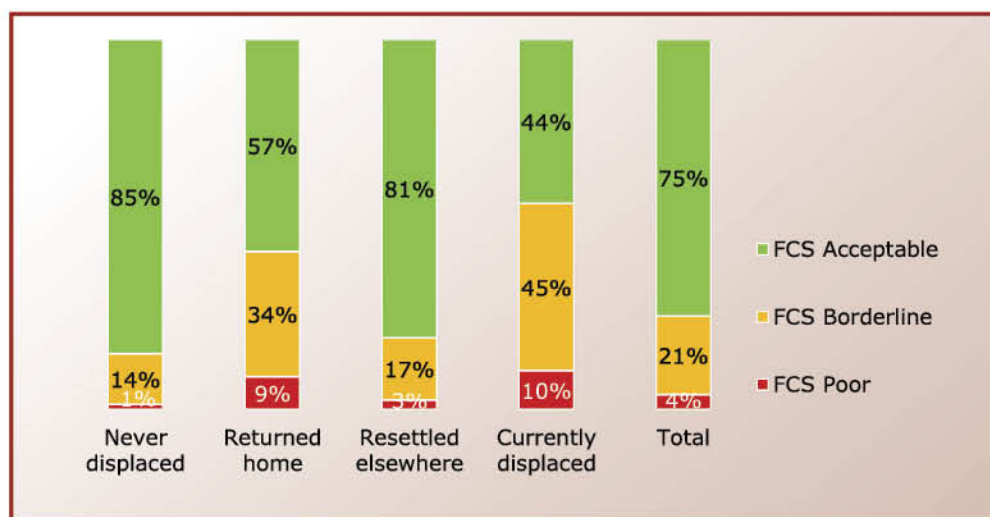


Figure 3: Food consumption by settlement status

Households who have been able to return home were almost as vulnerable as the currently displaced. Over half belonged to the two poorest wealth quintiles (53%) and they scored similarly badly on food consumption (9% poor and 34% borderline levels). In comparison, 20 percent or less of the households who were never displaced or who had resettled in a new location had a poor or borderline FCS. Among those who had returned home in Maguindanao, 31 percent of households had not been able to retrieve their farmland. In Lanao del Sur, a similar proportion had not retrieved their residential plot.

Access to basic services was equally bad amongst the currently displaced and those who have returned home. Their children were furthest away from the school: 33 minutes on average for the currently displaced and 26 minutes for those who returned home, compared to 14 minutes for those never displaced. Households that had returned home reported the longest average walking distance to a health facility (61 minutes as opposed to 27 for those never displaced). Education accounted for 7 percent of the expenditures among currently displaced households and 13 percent among households that returned home, compared to 25 percent and 34 percent for households that were never displaced and those who resettled elsewhere. Poor access to education demonstrates how displacement causes the inter-generational transmission of poverty and lack of opportunity.

The settlement groups most exposed to a weather-related shock were also the currently displaced and those who had returned home. Floods had affected 13 percent of the former and 15 percent of the latter. Crop disease had adversely affected 7 percent and 10 percent of respondents, respectively.

Displacement also places pressures on host families – constituting 11 percent of households in Central Mindanao over the period since 2000.⁸ Almost half of them reported the financial cost involved (49%), while 15 percent said that they had to sell goods or assets to provide food and support to the displaced.

⁸ The highest proportion of host families was in Lanao del Sur (17%), followed by Maguindanao (13%), and North Cotabato (11%).

Findings by geography

Vulnerability was particularly concentrated in Maguindanao, the province that has been most affected by displacement. Between 2000 and 2010, displacement affected four out of every five households in the province (82%). 75 percent of those experienced displacement twice or more. Nearly half the adult population was displaced at some point in time between 2000 and 2004, and again in 2008. One in five households in the province were displaced at the time of the survey (21%), compared to 4 percent or less elsewhere.

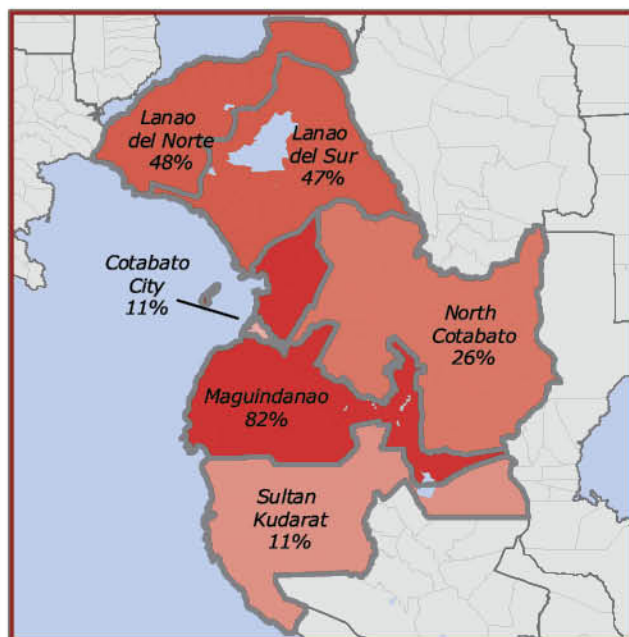


Figure 4:
Percentage of
people who
experienced
displacement
between 2000
and 2010.

The findings on Maguindanao clearly illustrate the association between displacement and a range of forms of vulnerability. Two thirds of people in the province belonged to the two poorest wealth quintiles (66%), compared to 36% or less elsewhere. Households suffered the highest levels of food insecurity and the lowest average monthly expenditures (3,000 PhP compared to an average of 5,750 PhP). In the one year period prior to the survey, people in the province were particularly affected by weather events. 13 percent of people were affected by drought or irregular rains, and 30 percent by floods. Crop pests and diseases were also a particular problem, with nearly a quarter of people saying they were affected (23%).

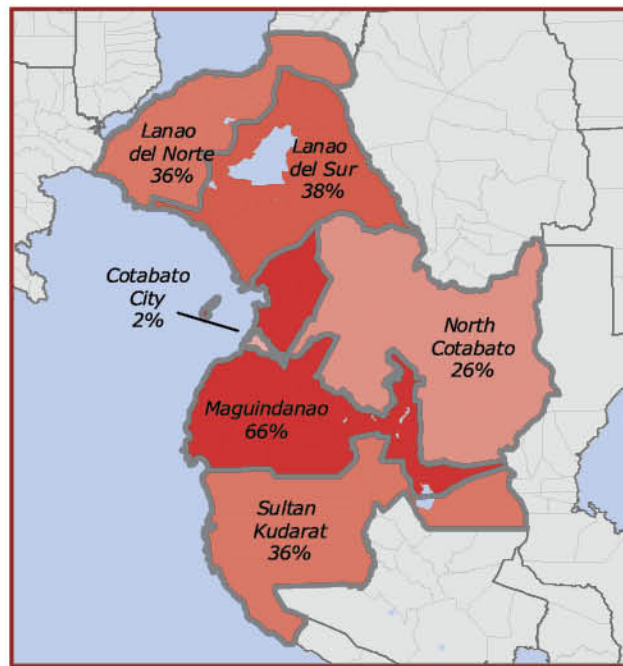


Figure 5:
Distribution of
the two poorest
wealth quintiles

Maguindanaons reported the worst access to land and to services. Just over half (51%) ranked their access to farm land as being bad or very bad, compared to a survey average of 33 percent. Commuting time in the province averaged 36 minutes to school and 73 minutes to a health facility (almost twice longer than in any other area). Two in five households in the province said they did not use a toilet.

Exposure to violence over the last ten years was also highest in Maguindanao and perceptions of safety were correspondingly lowest (59%). 45 percent of the population reported the destruction of their house. One in five had experienced being attacked by someone with a weapon (20%) or had witnessed a looting (32%) or a killing (16%). The proportion of households reporting disputes over power and clan disputes was highest in Maguindanao (92% and 66%, respectively).

The use of unprotected sources of water was especially high in Lanao del Sur, where 60 percent of households relied on unprotected sources, including 40 percent who relied on open bodies of water, and 13 percent who relied on open dug wells. 28 percent of households in the province had very poor sanitation. Lanao del Sur had the second worst FCS, with 4 percent of the population rated poor and 36 percent rated borderline. Overall, households in the two ARMM provinces were 2.7 times more likely to be food insecure compared to those in Lanao del Norte, for example.

Findings by religious identity⁹

Muslim respondents were significantly more likely to have experienced displacement (59%) compared to Christian respondents (20%). They were also significantly more likely to be displaced at the time of the survey (8% vs. 1%).

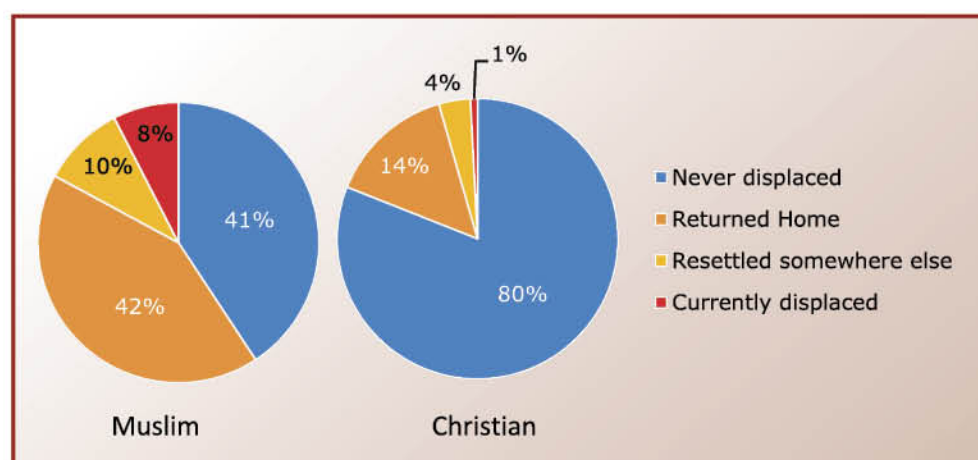


Figure 6: Settlement status by religion

Muslims had poorer welfare indicators and worse access to services relative to Christians. Almost four times as many used unprotected sources for their water supply (41% vs. 11%) and twice as many had to travel for 10 minutes or more to get water (33% vs. 16%). Five times as many used a drop/overhang toilet or no toilet at all (15% vs. 3%, 28% vs. 5%). Muslims, on average, travelled twice as far to the nearest elementary school and health facility (22.5 minutes vs. 12.5, and 50.7 minutes vs. 26.2). In addition, Muslims were also less likely to feel safe in daily situations, such as going to work or fetching water (54% felt safe or very safe vs. 76% of Christians) or walking alone at night (33% vs. 55%).

Findings by livelihood group

Principal component and cluster analyses were used to group together households that share similar patterns of activities based on the relative importance of those activities to their overall livelihood.¹⁰ The analyses resulted in a total of eight groups: (i) Farmer, (ii) Day laborer, (iii) Skilled worker, (iv) Alternative livelihood¹¹, (v) Natural resources exploiter, (vi) Trader, (vii) Fisher, and (viii) Transporter. Farmers alone accounted for 39 percent of the population. Day laborers (14%) and skilled workers (11%) were the second and third most frequent group.

⁹ 53 percent of respondents identified themselves as Muslim and 46 percent Christian. 82 percent of Muslims cited religion as the most defining factor of their identity (as opposed to clan, ethnicity or nationality) compared to 46 percent of Christians.

¹⁰ Households sampled in the survey were asked to name up to three activities, by order of importance.

¹¹ This group (9% of the population) clusters households that rely on remittances (providing a mean livelihood contribution of 31%), handicrafts (12%) and a range of less frequent activities (24%) to support their livelihood.

Natural resource exploiters and fishers were the two worst off livelihood groups. More than half of each group was in the two poorest quintiles (56% and 55% respectively).¹² The latter had one of the lowest average monthly incomes at 4,800 PhP/month, second only to day laborers (4,750 PhP/month). This compares to an overall average of 6,500 PhP/month. Farmers had the third lowest estimated monthly income at 5,150 PhP/month and had the highest proportion of households with a poor or borderline FCS. These same groups also recorded the worst scores on educational attainment, with around one-third of heads of household having incomplete primary education or less (39% for fishers, 35% for natural resources exploiters, and 32% for farmers).

Indicators of vulnerability were worse among women headed households compared to those headed by men. They were more likely to have a poor FCS (5% vs. 3% for male-headed households) and to be in the poorest wealth quintile (33% vs. 21%). Women head of households were also 1.5 times more likely to be illiterate compared to their male counterparts. They were also less likely to have access to land (49% vs. 56%) and had on average a higher dependency ratio (i.e., more dependents per working adult).

Across the surveyed areas, **a low level of education was associated with higher vulnerability.** The highest proportion of households with a poor or borderline FCS was found among households with a head that had no education (11% and 41% respectively), and those with incomplete primary education only (7% and 36% respectively). Overall, one in four head of households had no formal education (6%) or did not complete primary education (18%).

3. General characteristics of vulnerability

Sense of security

A lack of security continued to prevail in most communities in many daily life routines. Less than half the respondents felt safe going to the nearest market (47%) and complaining to authorities (37%) or to the police (37%) if a victim of a crime. Less than a quarter of people (17%) felt safe meeting a stranger. With regards to experience of domestic violence across the survey area, 7 percent of the respondents indicated having ever been slapped or beaten violently by their spouse or partner in general. 2 percent indicated that it had happened in the 12 months prior to the survey.

Access to services

About one-third of the households in the surveyed areas ranked their access to services negatively, including access to education (22%), health (35%) and roads (37%). Over one in four households (27%) used unprotected sources of water, most frequently drawing their water from lakes and rivers, open wells or unprotected springs. On average, 18 percent of households in the study area had no access to sanitation facilities.

¹² Natural resource exploiters were households (about 5% of the population) that relied directly on the exploitation of natural resources to sustain their livelihoods, such as the sale and preparation of charcoal (providing a mean contribution to their livelihood of 38%) combined with some agriculture (22%) and livestock (17%). Fishers made up an average of 7 percent of total households but 20 percent of those in Maguindanao. Day labourers amounted to 14 percent of the population.

Access to land

A third of households scored their access to land negatively and less than a quarter reported it to be good or very good. Although more than half the selected households reported having access to land (60%), only 55 percent of them indicated having documents that guaranteed ownership / access. One third (32%) simply said “the clan knows”. The proportion with documented access to land was lowest in Lanao del Sur (19%) compared to over half of households elsewhere. Six percent of people reported having ever experienced a land dispute, equally distributed between disputes over farmland and residential plots, and three percent had experienced land dispute in the year prior to the survey.

Variable trust in institutions

Respondents largely expressed at least moderate trust in barangay, municipal and national government officials (in each case, on average, over 80%), notwithstanding their limited access to basic services and poor senses of security. Taking the survey area as whole, a majority also trusted the Armed Forces of the Philippines (AFP), police and Civilian Volunteer Organizations (CVOs) (68%, 72% and 59%, respectively).

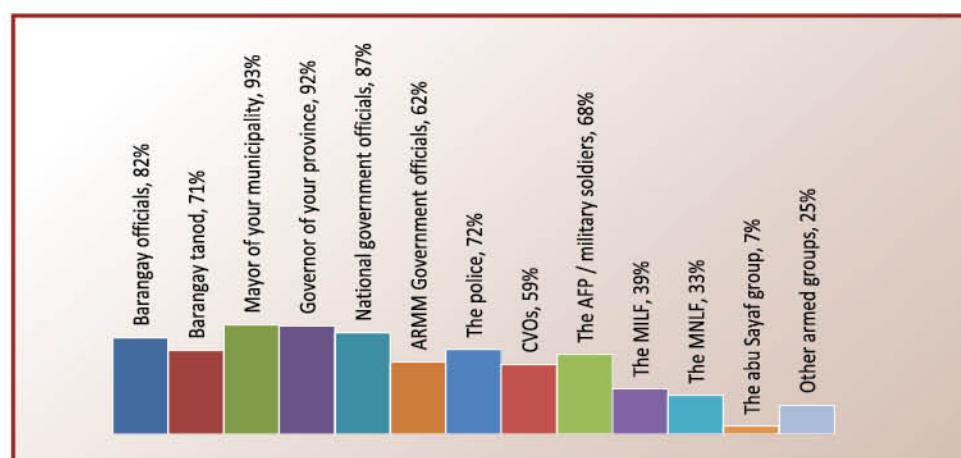


Figure 7: Trust levels (% moderate to extremely trusting)

There were significant geographic variations in the proportion of people reporting trust (or a lack of it) in key institutions. The people of Lanao del Sur were the least trusting of national government officials (27% either a little or not at all), while Maguindanaons were the least trusting of barangay officials (32%) and the AFP (60%). Levels of trust in the MILF were broadly higher in those two provinces compared to other provinces, although, in each case, about a third of the population expressed little or no trust in that group. The variations point to areas affected by relative weakness in the social fabric and in the relationship between citizens and institutions of the state.

Table 1: Trust in selected actors

	Lanao del Norte	North Cotabato	Sultan Kudarat	Lanao del Sur	Maguindanao
National Government					
Not at all	0%		1%	5%	
A little	9%	4%	13%	22%	13%
Moderately	39%	61%	61%	59%	52%
A lot	37%	33%	23%	13%	34%
Extremely	15%	2%	2%	1%	1%
Barangay officials					
Not at all	0%	0%	1%	2%	2%
A little	11%	9%	8%	27%	30%
Moderately	28%	64%	65%	42%	35%
A lot	53%	25%	25%	27%	33%
Extremely	8%	1%	2%	2%	1%
AFP					
Not at all	5%	2%	3%	12%	10%
A little	15%	15%	11%	41%	50%
Moderately	46%	53%	63%	42%	32%
A lot	33%	19%	21%	4%	6%
Extremely	1%	10%	2%	0%	2%
MILF					
Not at all	49%	44%	72%	4%	6%
A little	29%	35%	18%	29%	26%
Moderately	17%	13%	8%	39%	44%
A lot	6%	8%	2%	24%	14%
Extremely	1%	0%		3%	9%

The efforts of different groups to end the violence in Mindanao were also perceived differently from place to place. Overall, **a little under half of respondents believed the MILF was working moderately, greatly or extremely hard to end the violence** (42%). Much lower numbers of people in Sultan Kudarat (8%), North Cotabato (22%) and Lanao del Norte (26%) felt the MILF was working at least ‘moderately’ to that end, compared to Lanao del Sur (70%) and Maguindanao (72%). Overall, the national government scored an average of 83 percent in the surveyed area, including 70 percent and 71 percent, respectively, in Lanao del Sur and Maguindanao. In those two provinces, however, 19 percent and 15 percent, respectively, said the AFP was not working at all to end the violence, while 49 percent and 28 percent saw only ‘a little’ effort.

Disaggregating by religion, Muslims were less likely than Christians to trust the AFP (47% vs. 15% said they did not trust the military at all or trusted only “a little”), but more likely to trust the MILF (65% vs. 9% said moderately to ‘a lot’) and MNLF (56% vs. 7% said moderately to a lot). 71 percent believed that the MILF is committed to peace (55% for MNLF).

Mistrust of other identity groups

Respondents reported less trust in identity groups other than their own. In general, respondents had higher trust in people from their own clan (89% vs. 62%), religion (87% vs. 53%) and ethnic group (82% vs. 56%) compared to outsiders.

Access to Information

A significant proportion of people were unaware or distrustful of news in their province and on Mindanao. Overall, about one third of the respondents reported being not at all or little informed about events in their province (35%). The scores were worst in Maguindanao and Lanao del Sur, where 64 percent and 49 percent said they had no or little information. People in those two provinces were also most poorly informed about events in Mindanao (58% and 49% compared with an average of 33%).

Reliance on informal channels of information was high, especially in Lanao del Sur and Maguindanao, where friends and families were the most frequent sources of information (53% and 44% respectively). Households that were displaced at the time of the survey were most likely to rely on informal sources of information (i.e. friends and family – 53%) and to report that they were not at all or little informed about events in their province (68%) and in Mindanao (63%).

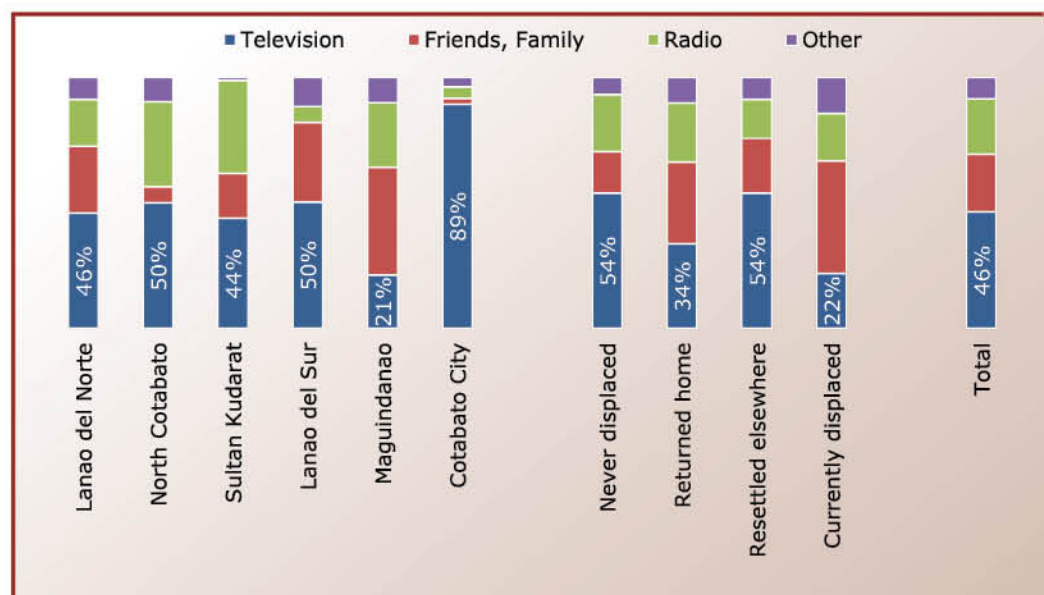


Figure 8:
Respondents’
main source of
information

Respondents held mixed views as to how much they trusted the news sources. Television was cited as the most trusted source (41% said they trusted information on TV a lot or extremely), followed by radio (25%) and newspapers (15%). Respondents in Maguindanao were the least trusting with 18 percent trusting information on television a lot or moderately and even lower proportion trusting radio (8%) and newspapers (10%).¹³

4. Coping Strategies

Whether still displaced, resettled somewhere else or located in (or returned to) their place of origin, households adapt to vulnerability with strategies for their livelihood and food security. They may also make choices with a view to avoiding violence and improving their sense of safety in their surrounding environment. In some cases, they are assisted by development or humanitarian aid.

Livelihoods

The most common form of livelihood was agriculture which featured in the top three activities of 56 percent of households. This was followed by trade (25%), day labor (19%), and transportation (13%). Trader and households with an alternative livelihood¹⁴ had the highest proportion of woman-headed households (respectively 25% and 27%). Among those who had returned home, 51 percent identified themselves as farmers.

Currently displaced households were more likely to have relied on the production of charcoal to sustain their income (26%) compared to less than 6 percent among those who had returned home or resettled elsewhere. This is consistent with the finding that currently displaced households were more likely to turn to exploitation of available natural resources than the rest of the population. With 89 percent of households using wood or charcoal as their main fuel for cooking (98% in Maguindanao), the cutting of wood for charcoal and directly for their stove is likely to be leading to hillsides denuded of trees, a contributing factor to floods.

Almost one in ten saw remittances as one of a main source of support for their livelihood (8%). 12 percent of the households indicated that they received them. The money was sent primarily by women (62%) and from either abroad (60%) or Manila (21%). The proportion was highest in Lanao del Norte (20%) and Sultan Kudarat (16%), compared to 6 percent in Maguindanao. Remittances generally benefitted the relatively better off, with only 3 percent of the currently displaced receiving them compared to 14 percent among those resettled elsewhere and those never displaced.

A high percentage of people in all provinces occasionally borrowed money to purchase food. Credit accounted on average for 9 percent of all expenditures. Over half the households (58%) said that they had borrowed money to buy food at least twice in the last two months. 86 percent of them said their family and relatives were their main sources of credit. A smaller proportion of households (10%) went to

¹³ In the survey area, more than half of households indicated owning a television (55%) and/or a radio (55%). In Maguindanao, ownership was, however, significantly lower (42% and 20%).

¹⁴ The alternative livelihood group is constituted by households that rely on remittances (31%) and a range of less frequent activities (24%) to support their livelihood

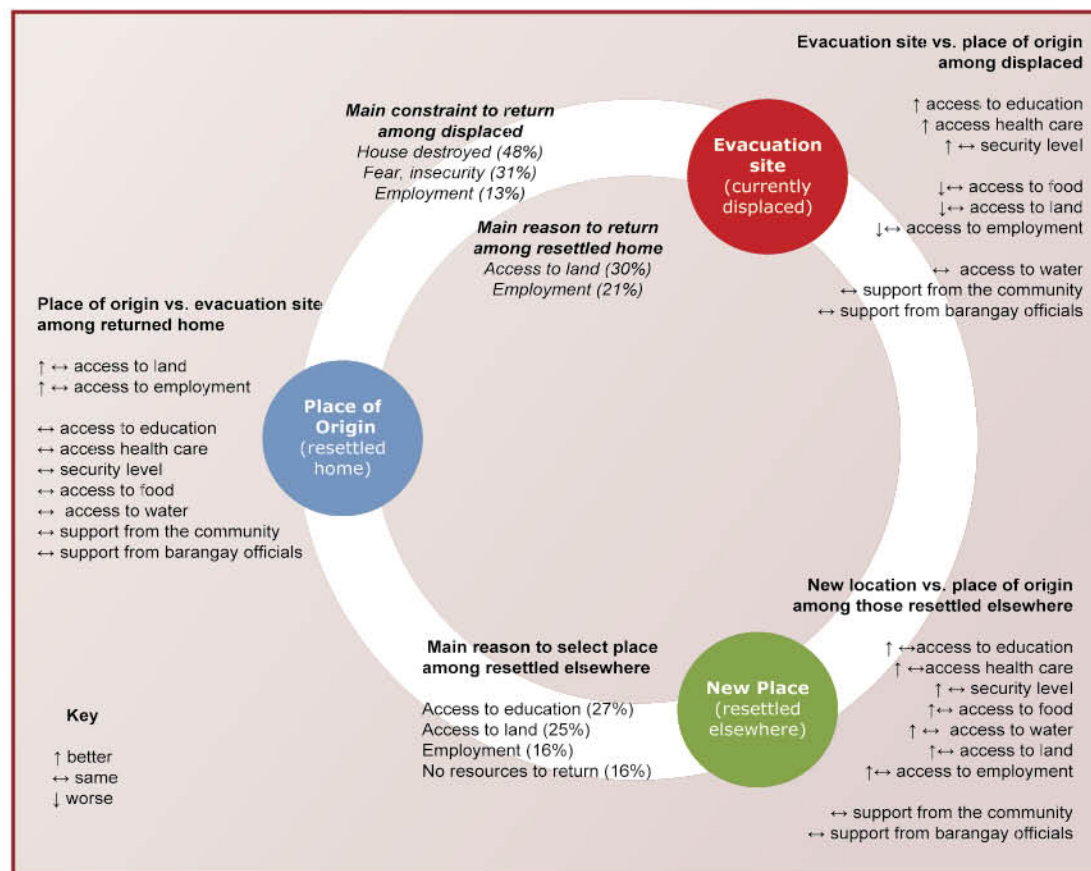
local moneylenders. Only 3 percent accessed banks. Even among households in the wealthiest asset quintile, just 9 percent accessed banks. **One in ten households in the poorest wealth quintile were reported as having no access to credit at all**, even from family/relatives.

Among households who had experienced a shock in the preceding year, **the most common coping mechanism was to rely on less preferred food, borrowing money, and borrowing food** (25%, 24% and 15%, respectively). Using less preferred food and borrowing food was more frequent among displaced households (32% and 20%). Among households who returned home, borrowing money was more common (28%).

Selecting a place of residence

When people leave their homes due to military operations, clan conflict or other causes, there are a number of factors that they consider in deciding where to go and how best to cope.

Family ties were the most important factor in selecting a site of displacement (67%), followed by perceived security risk (59%). People who had been displaced reported better security and access to services in their place of displacement relative to their place of origin. However, access to land, employment and food were reported as worse, demonstrating the challenges of securing a livelihood in the displacement location.



Most displaced households were located within the same barangay as their place of origin (i.e., in a different *sitio* or *purok* - 15%) or in another barangay of the same municipality (33%). A little more than one-third had moved to another municipality in the same province (36%). This was relatively more common in cases of rido-induced displacement.

Provision of security and justice

Most respondents saw the community itself as the provider of some level of security (70%), while barangay officials were the main authority contacted to resolve most types of disputes. About half of the respondents mentioned the police (53%) as the provider of security, followed by government (38%) and/or the military (22%). The MILF and MNLF were mentioned by only 9 percent and 4 percent of the respondents, respectively. Maguindanao was the only province where a significant proportion of people said that they looked to the MILF and MNLF to provide safety from crimes (40% and 24%, respectively).

Overall, few households referred disputes directly to the AFP, MILF, or MNLF. Barangay officials, chiefly Barangay captains, were commonly approached to help resolve disputes (52% where the case involved money, 65% for theft, and 60% for an injury). They and traditional leaders were generally perceived as fair (both 89%). Only for the most serious crimes of rape and murder did a significant number of respondents say they would approach the police (24% and 27%) or involve the formal court system (24% and 23%).

Development assistance

More than half of respondents reported that some kind of aid or relief had reached their barangay (53%), at least for some members of it. Most frequently, and for all groups, this came in the form of food (44%). Other forms of assistance, such as health care (7%), construction materials (3%), or farming support (3%), were also mentioned. The sources of assistance were identified (in roughly equal proportion) to be the barangay authorities, national government or foreign agencies.

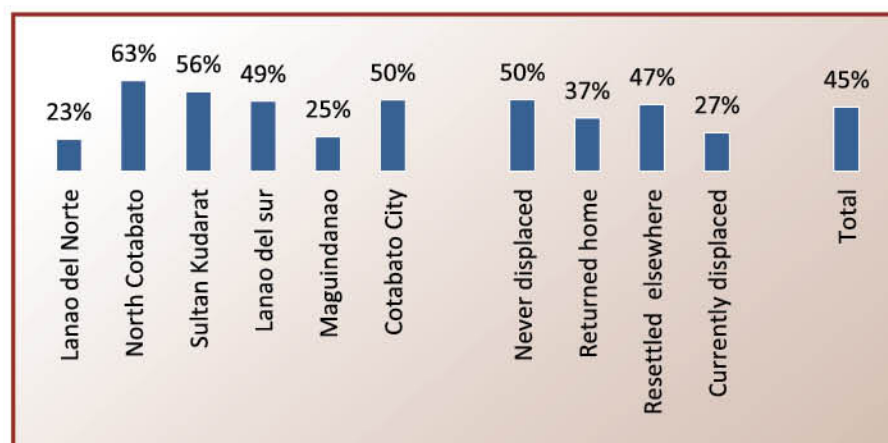


Figure 10: Percentage of households who received aid or relief assistance in the one year period prior to the survey

Although half of respondents had received some kind of aid, it was not well targeted. A little over one-quarter (27%) of the displaced households indicated having received aid or relief assistance, compared to 37 percent of those returned home, 47 percent of those resettled elsewhere, and 50 percent of those never displaced. Relief assistance went to a higher proportion of people with an acceptable level of food security (47%) than for those with poor or borderline Food Consumption Scores (both 40%). The proportion of households who received assistance in the poorest wealth quintile (40%) was also slightly lower than those in the richest wealth quintile (43%).

Development aid increased trust, but this is largely limited to village officials. While 68 percent of respondents were satisfied with how project decisions are made, and 63 percent were satisfied about how decisions on who receives assistance are made, the presence of aid and relief assistance largely had a positive impact on popular perceptions of local authorities. Compared to respondents who reported no assistance or development projects in their barangay, those where such projects took place were more likely to trust barangay officials (85% vs. 73% had moderate to extreme trust) and the barangay tanod (76% vs. 60%). Interestingly, development assistance made little difference to levels of trust in municipal, provincial or national government officials.

5. Priorities to improve welfare and build peace

Respondents were asked about their top priorities to improve welfare and build peace.

Improving well-being

The top three priorities identified by respondents were dominated by socio-economic needs. Money (74%) and employment (45%) ranked highest, followed by basic needs and services such as food (39%), health (27%), and education (20%). Those listed for government attention were broadly similar, but with roads (30%) and electricity (13%) placed higher than for respondents' own priorities. In Maguindanao and among the currently displaced, however, a third of respondents put the need to address the violence among their three main priorities.

Building Peace

There was considerable variation in how different groups assessed the main causes of violence and, by association, identified measures to address peace and security. In North Cotabato and Maguindanao, around three quarters identified the struggle for self-determination (76% and 70%, respectively). In Lanao del Sur and Sultan Kudarat, the root cause of conflict was most frequently identified as clans fighting for power (59% and 51%, respectively), with 27 percent and 41 percent, respectively, pointing to the struggle for self-determination.

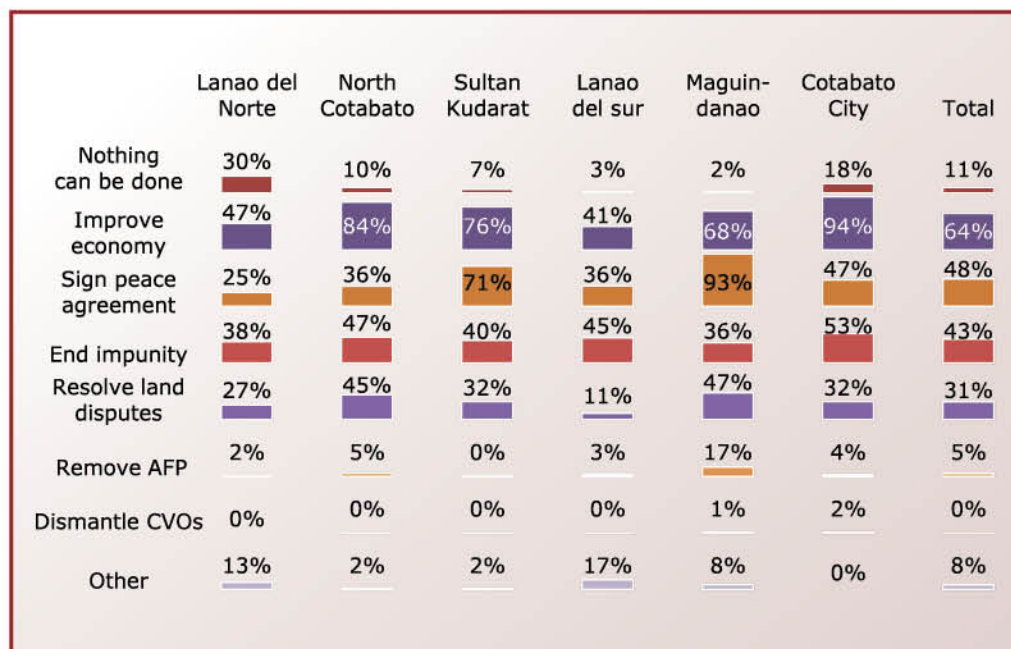


Figure 11:
Proposed means
to end the
violence

Respondents generally felt that violent conflict at some level was likely to persist in Mindanao. 40 percent of people did not believe that all the religious groups, clans, and people of Mindanao could live together peacefully, without violence. The peacebuilding interventions identified as important by respondents as a whole were economic development (64%), signing of a peace agreement (48%), ending impunity (43%), and ending land disputes (31%).

For Muslims, 59 percent believed that signing a peace agreement would end the violence, compared to just 36 percent of the Christian respondents. Christian respondents emphasized the need to improve the economic situation (74% vs. 56% for Muslims), end impunity (45% vs. 40%), and resolve land conflicts (35% vs. 28%). In Maguindanao, where self-determination was identified as the main root cause of violence, signing a peace agreement was proposed by about everyone (93%). In that province, 17 percent also wanted the AFP removed from the area.

6. Conclusions

Many efforts have been made in recent years to address humanitarian and long-term recovery needs in Mindanao. It is of particular concern, therefore, that three-quarters of respondents in the surveyed areas experienced little or no improvement in their daily lives over the past year, and expressed little optimism about the future. Currently displaced households were the most negative about both the past and their future prospects.

The following strategy and operational implications emerge from this study:

Displacement is not only a humanitarian concern. It is a significant, multi-faceted development issue

Displacement is more than a humanitarian crisis or short-term emergency. It drives long-term development problems such as poor access to services, lack of trust in institutions, reduced income and insecurity. The survey results draw a grim picture of livelihoods and well-being and point to numerous and complex barriers to resettlement and recovery.¹⁵ Dire education levels among populations who endure prolonged displacement underlines how displacement robs children of opportunity and perpetuates the intergenerational transmission of poverty.

The challenges of displacement do not end with a return to home

Following spikes in violence and associated displacement, the understandable response of most humanitarian assistance from government and the international community is to return people to their place of origin. Support often ends at this point, but the study demonstrates that populations returned to their place of origin were almost as badly off as those currently displaced. Thus, as a matter of priority, development assistance must be targeted also to those recently returned in their places of origin.

Urgently improve the targeting of assistance

Aid is not adequately directed at those who are suffering most. For example, displaced households were least likely to report having received assistance in the year prior to the survey, and, despite being the province with the worst indicators on access to services, only 36 percent of households in Maguindanao said that there had been a development project in their communities, compared to over 80 percent elsewhere.

The National Household Targeting System for Poverty Reduction (NHTSPR) of the Department of Social Welfare and Development provides an objective assessment of needs and is a good starting point for targeting assistance.

¹⁵ Because of the cross-sectional nature of the survey, it is not possible to establish whether the characteristics of displaced households result from displacement, or whether the households are still displaced as a result of these characteristics.

Pay more attention to the participatory process

Among the third or so of the population who were unhappy with development projects in their barangay, their dissatisfaction was generally due to the lack of popular involvement in making these decisions. Only 11 percent said that the decisions on development projects were made by the barangay assembly with most people present. The main reasons for not being satisfied with the projects included the lack of involvement of respondents (38%), the perception that decisions are made to benefit leaders (30%), or that ultimately, nothing is implemented (28%). These issues can be addressed through more effective community participation and through better implementation and monitoring.

The data suggests that international assistance agencies should be concerned about their engagement in Lanao del Sur and Maguindanao, in particular. In those ARMM provinces, 43 percent and 57 percent, respectively, of people indicated low trust in foreign agencies, compared to over 85 percent elsewhere.

Investigate needs that may not be self-identified by the population

There are certain disparities between, on the one hand, the priorities mentioned by households and/or the type of assistance provided in their community, and on the other hand, data about other needs.

The most striking example is water and sanitation. Just over half of households in the poorest wealth quintile rely on unprotected sources of water (52%), with all of the associated health implications. Yet only a minority of the survey respondents identified water as a priority: 2 percent mentioned it as their top priority, and 7 percent mentioned it among their top three priorities. In Lanao del Sur, 40 percent of people draw directly from lakes, rivers or streams and 13 percent on open dug wells. Yet, the community development activity reported by 44 percent of respondents in the province was the construction of a barangay hall.

Regular population surveys are essential for exploring people's concerns and preferences, but technical research and public awareness campaigns will also be necessary to try to ensure that underlying causes (for example of health problems) are not left unaddressed.

Apply more efforts to improve access to information

In Central Mindanao, a key building block to sustainable development will be to improve access to information which was shown to be highly unequally distributed between strata and settlement groups. For information on development, effective participatory processes can be particularly helpful. As indicated by the findings on the association between assistance and higher levels of trust, such processes can serve to bridge the gap between individuals and institutions. A continuing trend towards greater trust in state institutions would underpin public perceptions of their legitimacy. This has been highlighted by the 2011 World Development Report as a critical pathway out of conflict towards lasting peace.¹⁶

¹⁶ World Development Report 2011: Conflict, Security and Development, The International Bank for Reconstruction and Development / The World Bank, 2011. See: wdr2011.worldbank.org



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