



Report to the Delegation of the European Commission in the Philippines

Contract No. 2007/147-653

Technical Assistance to the Mindanao Health Sector Policy Support

Programme

A Survey Mapping the Conflict in Mindanao:

1st January 2005 – 20th August 2008

Final Version



This Project is funded by
the European Union.



A project implemented by
GRM International BV in Consortium with
GRM International Group Ltd., Saniplan GmbH,
OIDCI and CREDES.

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Abstract

This is a preliminary survey undertaken as an activity of the Mindanao Health Sector Policy Programme (MHSPSP). The programme is a major part of the EC's commitment to supporting the Government of the Philippines' reform efforts in the health sector. The purpose of this survey is to provide information that will contribute to an understanding of the impact that the conflict in Mindanao is having on the health and well being of the population.

The results of this descriptive longitudinal survey indicated that from January 2005 to August 2008, there has been a total of 1,235 officially reported conflict related violent incidents in Mindanao. A conflict related incident is defined as initiated by one four major threat-groups in the zone. The survey found that the Communist Terrorist Movement (CTM) appear to have initiated 69.47% of the incidents (n=858), the Moro Islamic Liberation Front (MILF) 20.40% (n=252), the Moro National Liberation Front (MNLF-MBG) 2.43% (n=30) and the Abu Sayyaf Group (ASG) 7.69% (n=95). "Harassment" is the predominate form of violence utilised by the threat groups with 324 incidents reported, this is followed closely by 241 incidents of "Liquidation" (Assassination). The survey indicates that the number of violent incidents has increased from 261 incidents in 2005 to 361 in the first 8 months of 2008. The highest number of incidents is in Region 11 (n=357) and the lowest in Region 9 (n= 75). In Regions 11, 12 and the Autonomous Region of Muslim Mindanao (ARMM) the violence increased in 2008 whilst in other regions in Mindanao it decreased. The Region 11 the Compostela Valley appears to be the most conflict stricken province with a 199 reported incidents followed by Agusan del Sur with 109, North Cotabato with 107, Maguindanao with 91, Surigao del Sur with 80, Sulu with 74, Davao Oriental with 64, Bukidnon with 61 and Misamis Oriental with 50. The remaining regions reported less than 50 incidents and Tawi-tawi reported no incidents. Further

studies are required to assess the effect of the violence on population health and health services delivery in order to accurately target future investments into the health system in the area.

Acknowledgement

Gratitude is extended to the various leaders and personnel of the Armed Forces of the Philippines (AFP), the Philippines National Police (PNP), the Civil Relations Group, the National Disaster Coordinating Centre (NDCC) and the Department of Health of the Philippines for their kind assistance and support in the conduct of this study.

Abbreviations

AFP	Armed Forces of the Philippines
ARMM	Autonomous Region of Muslim Mindanao
ARMM-DOH	Department of Health of the Autonomous Region of Muslim Mindanao
ASG	Abu Sayyaf Group
CAA	Conflict Affected Areas
CPP	Communists People's Party
CTM	Communist Terror Movement
EC	European Commission
LGU	Local Government Unit
MHSPSP	Mindanao Health Sector Policy Programme
MILF	the Moro Islamic Liberation Front
MIM	Muslim Independence Movement
MNLF	Moro National Liberation Front
NDP	National Democratic Front
NPA	New People's Army
OIC	Organization of the Islamic Conference
PNP	Philippine's National Police
UN	United Nations

Foreword

The Mindanao Health Sector Policy Support Programme is part of the European Commission's commitment to supporting the Government of the Philippines in the reforming the health sector. This support is delivered in partnership with the Department of Health of the Philippines in Manila (DOH) utilising the DOH Field Implementation Management Office in Mindanao, the Centre for Health Development at Regional level, and the Department of Health of the Autonomous Region of Muslim Mindanao (ARMM-DOH). Over a four year period from January 2008 to January 2012, the programme aims to engage local governments at provincial and municipal level in the conflict affected areas of Mindanao in support of the implementation of the FOURmula One for Health reform agenda. FOURmula One for Health is a policy framework intended to strengthening health services management and delivery in decentralised operating context. It specifically intends to support the achievement health related Millennium Development Goals and National Health Objectives.

The programme-targeted conflict affected areas are listed in the Financing Agreement between the European Commission and the Government of the Philippines as Zamboanga del Norte, Zamboanga del Sur, Zamboanga Sibugay, Lanao Norte, Lanao Sur, Compostela Valley, Davao Oriental, Maguindanao, Basilan, Sulu, Tawi-tawi, Isabela City, Marawi City and other areas as required. As the conflict affected areas are amongst the poorest and least stable regions in the Philippines, it is hoped that the programme will enhance health governance and health management capacity leading to a general improvement in the health status of these populations. In contributing the health and welfare of the people of Mindanao it is also hoped, to some measure, to enhance the capacity for peace.

This survey was designed to collect baseline information and is part of a series of research studies supported by the Mindanao Health Sector Policy Support Programme (MHSPSP). The research is designed to bring greater understanding of the situation in the conflict affected areas of Mindanao and provide baseline information for the implementation and evaluation of the FOURmula One for Health initiative in the conflict affected areas.

Introduction

Purpose

This is a report of a survey mapping the conflict situation in Mindanao from January 2005 to August 2008. The survey was conducted in order provide information to better target health sector support to Mindanao. It is grounded on an understanding that the populations in conflict affected areas are likely to have poorer health outcomes than areas of prolonged peace.

This survey was undertaken by the Mindanao Health Sector Policy Programme (MHSPSP). MHSPSP is a part of the European Commission's (EC) commitment to supporting the Government of the Philippines in the reform efforts in the health sector, through assisting the Philippines Department of Health (DOH) and the Department of Health of the Autonomous Region of Muslim Mindanao (ARMM-DOH) in Mindanao's conflict affected areas (CAA). The CAA includes the Autonomous Region of Muslim Mindanao (ARMM).

MHSPSP conducted the research covering all of Mindanao including the MHSPSP operational areas in Mindanao in support of the following specific objectives:

- To assist in establishing accurate baseline data related to the conflict affected. area data in order that relevant MHSPSP interventions can be assessed and applied to support the DOH in its efforts to achieve the Global Objectives outlined in its FOURmula One Strategies as applied to Mindanao's Conflict Affected-Areas (CAA) at the Provincial and Municipal LGU level; and
- Compile a single source document that draws together relevant reports and findings in respect of security incidents as it applies to Mindanao's Conflict-Affected Areas (CAA) at Provincial and Municipal LGU level.

Definitions

In its broadest sense, the term “conflict” is synonymous to *struggle* or *a battle* or to some extent ‘*small wars*’. It is also defined as “a *State or condition of opposition; antagonism*” (The New International Webster's Pocket Dictionary, 2000). A conflict situation, therefore, presupposes that there may be a *clash*, a *fight* or just *mere contention* or *contrast* between opposing forces or parties. The conflict may arise between states or countries or it could erupt within a certain country wherein the people wage a struggle against government.

The armed conflict in the Philippines has been referred to as a “low-intensity conflict”- an armed conflict, which has become prevalent not only in Southeast Asia, but also throughout the world.

In Martin Van Creveld's book, *The Transformation of War* (1991), it is indicated that, the era of conventional war is over and future wars will be what they call as ‘low-intensity’. In fact, prior to the writing of the book in 1991, “low intensity conflict” had become common. Ironically, the Gulf War, a conventional war, occurred after the book was written. As van Creveld states:

“In the future, war will not be waged by armies but by groups whom today we call terrorists, guerrillas, bandits, and robbers, but who will undoubtedly hit on more formal titles to describe themselves” (Horner, 1993).

Scope

The survey commenced on August 6, 2008. Around this date the Moro Islamic Liberation Front (MILF) threatened to conduct atrocities due to the failure of the peace talks. Soon after and during the survey period the threat was transformed into bloody clashes; MILF fighters and soldiers plus civilians were killed and wounded, and hundreds of thousand residents of the conflict areas were displaced. Aside from the conflict, the ARMM elections were about to start. The government, the

people and the politicians became preoccupied in the elections and the activity also entailed the deployment of more security forces from the Philippine's National Police (PNP) and the Armed Forces of the Philippines (AFP) to maintain the peace. There was some apprehension that many of the people who were potential sources of data for this survey would become too busy and unable to extend the support in the time allotted.

The scope of the survey is limited to Mindanao, its Regions, Provinces and Chartered Cities as listed in Table 1 from the 1st of January 2005 onwards to 20th of August 2008 (Annex 1 - Map 1).

Table 1 List of Mindanao's Regions, Provinces and Chartered Cities

Region 9: Zamboanga Peninsula	Zamboanga Sibugay, Zamboanga del Norte, Zamboanga del Sur, Zamboanga City, Isabela City
Region 10: Northern Mindanao	Bukidnon, Camiguin, Misamis Occidental, Misamis Oriental, Lanao del Norte
Region 11: Davao	Davao City, Davao del Norte, Davao del Sur, Davao Oriental, Compostela Valley
Region 12: SOCCSKSARGEN	North Cotabato, Sultan Kudarat, South Cotabato, Sarangani
Region 13: CARAGA	Agusan del Norte, Agusan del Sur, Surigao del Norte, Surigao del Sur
Autonomous Region of Muslim Mindanao (ARMM)	Basilan, Sulu, Tawi-tawi, Lanao del Sur, Maguindanao, Marawi City

Background

Mindanao has a land area of 102,043 square kilometres, occupying one-third of the Philippines' total land area. This area is larger than Taiwan and Singapore and it is strategically located within the east ASEAN region and is nearly equidistant to the eastern sections of Indonesia, Malaysia, and Brunei Darussalam (Annex 1 - Map 2).

Its location and rich natural resources, vast agricultural lands, huge mineral deposits, extensive forests and teeming fisheries (Turner, May, & Turner, 1999) give Mindanao strong potential as a major trans-shipment point and centre of trade in the region (Estrañero, 2007). It is cited by Tadem as a "major performer and a primary contributor to the country's productive capacities" (Turner, May, & Turner, 1999).

In a television interview with Prof Miranda, of University of the Philippines, on September 7, 2008, she disclosed that, "Mindanao has the second largest ore mineral and nickel deposit in the world based on the report of International Studies for World Peace". Accordingly, "China and Malaysia have shown interest in the said study". "China has aggressively initiated mining operations in a joint effort with local entities, and Malaysia has been brokering the peace process with the MILF to gain Muslim support for their own vested interests".

Mindanao has been dubbed as the 'Land of Promise' – a place where lots of opportunities await not only the indigenous inhabitants but also foreigners and all the other Filipinos from other regions. The truth, however, is that the people there face numerous problems ranging from poverty, disease, illiteracy, injustice, lawlessness, secessionist and local communist movements, criminality, etc. However, on the eve of the 1986 elections, then presidential candidate Corazon C. Aquino, in her campaign speech, described Mindanao as a "*land of unfulfilled promises, and war zone, a land forced*

into fratricidal strife, a land where everyday Filipino kills brother Filipino, a land of avaricious exploitation” (Turner, May, & Turner, 1999).

Nowadays, three major groups of people live in Mindanao, namely: the Muslims, the Lumads, and the Christians. Of the nearly 89 million Filipinos (July 2006 estimate), about 10 percent are Muslims.

Muslims comprise thirteen (13) ethno-linguistic groups, such as the Kalaagans of the Davao provinces; the Sanguils of South Cotabato, and Davao del Sur; the Maguindanaoans, of Maguindanao, Cotabato, South Cotabato, Sarangani, and Sultan Kudarat; the Iranuns of the coastal areas of Cotabato, Lanao del Sur, and Zamboanga del Sur provinces; the Maranaos, of the Lanao provinces, the Kalibugans, of the Zamboanga provinces; the Yakans, of Basilan province; the Tausogs, Samals, and Badjaos in the Sulu archipelago, the coastal areas of Zamboanga, South Palawan and Davao; the Jama Mapuns of Cagayan de Sulu and the Palawanons and Molbogs of Southern Palawan (See Annex 1 - Map 3).

Literature Review

United Nation’s role in the prevention of Armed Conflict

After World War II, the international community actually outlawed the resort to armed conflict in the UN Charter. It was made unlawful for States to wage war other than in self-defence or to protect collective security under the authority of the Security Council of the United Nations.

Article 2(4) of the UN Charter states that, “*....members of the Organization shall refrain in their international relations from issuing threats or employing force either against the territorial integrity or the political independence of any State, or in any other way which is incompatible with the goals of the United Nations*”. However, the reality on the ground unfortunately shows that wars and conflicts are still fought (Ferretti, 1998).

Nature of Conflict

Armed conflicts in modern times are becoming increasingly complex. The once classic distinction between international and non-international wars is becoming blurred. Technical developments in weapons continue to advance: this is matched in the growth of their destructive power, velocity, accuracy and range (Ferretti, 1998).

With the end of the Cold War almost a decade ago, there was reason to believe that the world would now move in the direction of greater unity, humanity and solidarity. On the contrary, about thirty armed conflicts are raging around the world: power struggles, territorial disputes, ethnic and religious strife (Ferretti, 1998). Other crisis hot spots illustrate all too tragically that we are not facing the end of history, but that it returns and repeats itself with vengeance. Countries break apart. Civil strife is on the rise. Borders are redrawn in blood. Ethnic cleansing, genocide and millions of refugees are bitter realities.

In some parts of the world, however, a different view appears. What people have witnessed in recent years is nothing short of barbarity and a return to methods that most had thought were now relegated to the distant past. In many of the new conflicts that have broken out since the end of the Cold War, war and banditry have become linked.

Today, quite different situations exist — ‘belligerents’ are frequently very young and poorly organized. It seems that the main aim is to destroy the other side, be it for racial, religious, nationalistic or economic reasons.

Characteristics of Conflict

The world is experiencing numerous armed conflicts, which would fall under the category of “low intensity conflict”. Front lines no longer exist, and the traditional and vital distinction between

combatants and non-combatants is all too seldom recognized. What often occurs is a total breakdown of State structures with a proliferation of warring parties all acting in their own account. Consequently, murder, torture, degrading treatment and arbitrary detention have been the lot of countless victims. The taking of hostages has likewise assumed alarming proportions. Women and children, the most vulnerable of all, are often marked for life by what they have endured. However, children are also encouraged to take part in the violence.

What happened in Rwanda and Somalia are typical examples of this new warfare, which is akin to racial extermination or ethnic genocide. The same thing happens in Ambon and Aceh in Indonesia and in East Timor. All available weapons, whether crude or modern, are resorted to. Any means is being tried to satisfy the instinct for survival. Machetes, knives, stones, sticks and clubs — all those that were employed in the years of antiquity are being revived. It is hard to escape the gory of death, one that would take place in slow, but painful way. It is reminiscent of the ways of the cavemen in defeating their foes: brutal, gradual and lacking in finesse.

Low- Intensity Conflict

Almost all the armed conflicts that happen in the world today may be characterized as *low-intensity conflict*. However, there is no universal agreement as to the meaning of the term. One definition describes the term as '*armed conflict for political purposes short of combat between regularly organized forces*'. It is also a description of '*a diverse range of politico-military activities less intense than modern conventional warfare*' (Horner, 1993). It depends on what is termed as intense. What to the developed world might seem minor conflicts, to developing countries might well be wars for national survival. Such wars do take place in developed countries, but the only difference is that they are given other names such as 'terrorism', 'police work' or, in the case of Northern Ireland before, 'troubles'.

Current Conflicts in the Philippines

In the Philippines, the government has to contain the threats coming from the leftist CPP-NPA-NDF or the Communist terrorist movement, led by exiled-leader Jose Ma. Sison and the Muslim separatist Moro Islamic Liberation Front (MILF). Another group that has posed serious threat to the country's political and economic stability is the Abu Sayyaf, which is considered by many as a mere kidnap-for-ransom group, composed of Muslim extremists.

Despite the "on and off" claims of the government of a military victory against the MILF, the conflict in Mindanao is not yet over. Remnants of the MILF are still determined to conduct guerrilla warfare against government, troops and scare investors and businessmen with terrorism. The MILF leadership is determined to pursue, a separate nation, not autonomy.

Former President Estrada, in his incumbency, had emphasized to the MILF that, "there is simply no space in our geography, in our demographics, and, in our national mentality for forcibly carving another state out of the present Philippine territory" (Estrada, 2000). He also warned them that the foreign models they invoked like East Timor would not work for them (Estrada, 2000).

The government must therefore deal with war and development in strife-torn Mindanao and other parts of the country.

Anthropologist Darini Rajasingham of the 'Colombo-based Social Scientists' Association believes that the conflicts in Mindanao has nothing to do with ethnicity, but are the results of colonial and post-colonial nation-building that marginalized various groups. She believes that many of the people are uninvolved in the conflict. Only the government troops and armed rebels are actively involved (Crisp, 2000).

The Mindanao Conflict: An Historical Overview

Conflicts in Mindanao have been in existence since the 17th century. It is a continuing struggle of a minority people against various forms of political, economic, and cultural assimilation, perceived as weakening or destroying the religion, cultural, and political traditions of Moro society.

The conflict is sometimes referred to as the “Moro problem” or the “Muslim-Christian conflict”, and it is not just based on religious differences. It is a multi-faceted problem involving majority of Filipinos and other tribal minorities who are poor, oppressed and marginalized. It is thought to have emerged from a pattern of colonial and national development that has disenfranchised the poor and the minorities.

There exists in Mindanao some sort of a culture of violence. As noted by Jose Arcilla on a collection of letters by Jesuit missionaries between 1861 and 1899,

“Mindanao was an island gripped with tension. Tribal fighting in the mountains was chronic, slavery and kidnapping were endemic, and, where the Muslims were in command, both anti-Spanish feeling and Muslim-tribal hostility could flare up any moment in bloodshed” (Turner, May, & Turner, 1999).

Similarly, Gowing has observed that:

“....early Spanish chroniclers and Filipino folk traditions originating from pre-Islamic, pre-Christian times suggest that inter-barangay and inter-island rivalry and warfare were common; and that hostility often existed between highland and lowland, inland and coastal groups (Turner, May, & Turner, 1999).

A heritage of distrust and violence also evolved within centuries of Spanish-Muslim and Indio-Muslim warfare and the quashing of the Americans of Muslim resistance further contributed to it. Not only did colonial administrators and, in turn, Christian Filipinos look down on Muslims and tribal

people, but Muslims themselves regarded tribal minorities as inferior people and frequently preyed upon them.

In 1578, the armed conflict between Spain and Muslim Sultanates in Mindanao and Sulu started when the Spaniards attacked Jolo, Sulu. For more than three centuries, the Spaniards attempted to subjugate the Muslims, but they failed. In the long-enduring conflict, the Spaniards utilized Christianized Filipinos to fight for their cause and this resulted in deeply-seated hatred and mistrust between the Muslims and Christian Filipinos.

The Muslims became so aggressive in waging the conflict by conducting offensive actions against Spanish-controlled territories in both Luzon and the Visayas. Using fast vessels like 'kumpits' and 'vintas' Muslim raiders wreaked havoc on shoreline communities. Similarly, when the Americans imposed control over Mindanao in 1899 the Muslims resisted violently. Conflict arose when the Americans pursued their policy of "develop, civilize, and educate". However, due to superior firepower and better military tactics, the Muslims conceded.

During the Commonwealth period, Christians in Luzon and in the Visayas were encouraged by the government to migrate to the less-populated areas in Mindanao to enhance development. As a result of migration, Christian settlements were established. Land disputes became prevalent and the more Christians were considered "land grabbers".

The origins of the secessionist movement can be traced in Lanao and Sulu. In 1921, Datu Binaning, of Lanao, fought the government in 1921, opposing imposed educational programs. The Muslims of Tugaya defied the government in 1923 because of their resistance to taxation, education, and infrastructure. In the same year, the Muslims of Ganassi, led by Saruang, swore by the Qur'an to avenge the death of relatives slain by government troops. In Sulu, in the 1950's, the Sultanate wanted to establish the independent Sultanate of Sulu.

Before the establishment of the Philippine Commonwealth on March 18, 1935, Muslim leaders assembled in Dansalan, Marawi City where they drafted a declaration of independence and sent the document to Washington. The document, called the “Dansalan Declaration”, opposed the inclusion of Mindanao and Sulu to the Philippine territory. Muslim representatives also refused to sign the proposed Philippine Constitution, which was drafted in the 1935 Philippine Convention.

In the 1950’s, the militancy of some Arab countries, seeking for the modernization of Muslim communities, encouraged Filipino Muslim scholars to survey in Islamic centres in Egypt and Saudi Arabia. This brought about the emergence of Muslim societies in the Philippines like the Muslim Association of the Philippines led by Domancao Alonto.

In 1956, Alonto, in the 2nd National Muslim Conference, expressed the desire of the Muslims to establish an independent government that would be established through a unified Muslim pressure with Pakistan as a model.

More massive land-related political conflicts between Moros and migrants were to explode in the 1970’s before the ideological and cultural bases of these conflicts would receive serious attention from the politicians, social scientists, and the larger society (Casiño, 2000).

Communal and cultural conflicts were bound to erupt between settlers and indigenous inhabitants because land had become the central strategic resource (Casiño, 2000).

Based on the PHDR of 2005, the Mindanao insurgency has resulted in the deflection of a total of 10 Billion pesos annually that could have sufficiently generated job opportunities for the poor. It had significant economic ramifications in terms of lower investment, lower output growth, higher prices of goods, and/or lower profits due to higher operating costs (Azul, 2007).

Muslim Revolutionary Groups

Muslim Independence Movement (MIM)

As an aftermath of the infamous 'Jabidah Massacre' in 1968, the Muslim Independence Movement (MIM) was formed by the then former Cotabato Governor, Datu Udtog Matalam with the end-view of establishing an Islamic state composed of Mindanao, Palawan and Sulu to be known as Republic of Mindanao and Sulu. The MIM was significant because it awakened the Muslims to secessionist issues, united them to some extent and planted the seeds of armed conflict between the MNLF and the government. The youth section of the MIM was the birthplace of the MNLF. The MIM, however, did not last long; the government disbanded it in the early 70's. The MIM returned with a new name – the Mindanao Independence Movement, embracing not only the Muslims, but also the non-Muslims in Mindanao.

The following were petty separatist organizations that were affiliated with the MIM: Green Guards in 1968, Ansar el Islam in 1969, Kalimatu Sahadat in 1969, Lam Alip in 1970, Blackshirts in 1970 and Barracudas in 1971.

In 1968, groups of selected young MIM members were sent to Pulau Pangkor Island, Sabah, Malaysia to train on guerrilla warfare and political orientation. From these, emerged "Group of 90", "Group of 300" and "Group of 67", which would become the nucleus of the Moro National Liberation Front (MNLF) (Estrañero, 2007).

In the early 1980s, Moro insurgency appeared to have weakened; however, the conflict between the government and the communists had escalated, the involvement of tribal communities and vigilante groups had increased and the general human rights situation became as bad as in the 1970s.

Current Threat Groups in Mindanao

Communist Terrorist Movement (CPP-NPA-NDF)

The CPP and the NPA were founded in 1968 and 1969, respectively, with Jose Maria Sison (aka 'Joma') as the founder and, erstwhile leader, applying Marxist-Leninist and Maoist thoughts with the end-view of toppling the government through armed revolution and replacing it with a new form (Azul, 2007).

In Davao City in 1986, a group of NPA defectors revived a populist, anti-communist movement dubbed as the Alsa Masa with the encouragement of local Philippine Constabulary commander, Lt. Col. Franco Calida. By March 1987, Alsa Masa was said to have 10,000 members. They patrolled, manned checkpoints and collected intelligence for the constabulary. It was credited with reversing the growth of NPA support in Davao. It also became the model of other vigilante groups that were later on established in other parts of the country.

One of those was the notorious "Tadtad", which became known nationally and internationally in 1987 for its aggressiveness and ferocity in its fight against the communists. Another was the "Puersa Masa", whose birth in Mahaplag, Leyte served as an encouragement to other folks elsewhere in the country to repel incursions of communists in remote areas.

Despite the 1987 constitutional provision calling for the disbanding of vigilante groups as there was a *"trend of escalating human rights violations against innocent civilians"*, Civilian Volunteer Organizations or Bantay Bayan were formally written into the government's counter-insurgency defence system in 1988. Many of those groups remained active despite their unpopularity, especially in the remote areas of Mindanao (Turner, May, & Turner, 1999).

At the end of 2006, Communist strength was placed at 7,160 members throughout the country (Quilop, Moya, & Ordinario-Ducusin, 2007).

Moro Islamic Liberation Front (MILF)

The Moro Islamic Liberation Front (MILF), the main secessionist movement, which is considered to be the strongest Muslim threat group, was a breakaway group from the MNLF. It now poses the greatest danger to the stability of the government.

Many of the early leaders of the MNLF and the MILF like Ustaz Abdul Aziz, then Vice Chairman of Military Affairs, were educated abroad like at the AL-AZHAR University in Egypt and other institutes of higher learning. Most were ustaz teaching as madaris; some were du-ah employed by the centers of the Islamic call in different countries (Che Man, 1989).

As part of their belief in attaining victory, it is always emphasized in their teachings, *"The strength of the Moro struggle is basically proportionate to the degree of Islamic consciousness of the Moro people"* (Che Man, 1989).

Mujahedeen and young trainees were encouraged to grow maize and cassava and other crops and to engage in economic activities that correspond to the self-reliance concept (Che Man, 1989).

By the end of 2006, MILF strength was estimated to be 11,770 insurgents, with about 8,200 assorted weapons (Quilop, Moya, & Ordinario-Ducusin, 2007).

Abu Sayyaf Group (ASG)

The Abu Sayyaf group has become notorious for its kidnap- for- ransom activities; it was founded in 1989 and was originally known as Mujahedeen Commando Freedom Fighters (MCFF) due to its link with the Mujahedeen of Afghanistan. The activities of its members were mainly terrorism. By the

end of 2006, it had 300 assorted firearms with 400 members (Quilop, Moya, & Ordinario-Ducusin, 2007).

Moro National Liberation Front (MNLF)

It was conceptualized and organized by Abu Khayr Alonto and Jallaludin Santos during the Marcos presidency. It was led by Nur Misuari in 1971, then a professor at the University of the Philippines who was also with the leftist group – Kabataang Makabayan. The MNLF is recognized by the Organization of the Islamic Conference (OIC) as the “sole legitimate representative of the Bangsamoro people” (Quilop, Moya, & Ordinario-Ducusin, 2007).

Survey Rationale

This survey was developed and implemented in order to gather some meaningful data to establish a baseline that will give some indications of the current situation in Mindanao in relation to conflict related violence. This survey provides information for the effective implementation of the MHSPSP and serves as the foundation database for future more comprehensive and in depth follow-up studies related to the effect of conflict violence on the health and well being of communities affected by the violence.

Methodology

This was quantitative survey utilising a descriptive and longitudinal design and conducted from January 1st 2005 to August 20th 2008. The survey resulted in the compilation of a data set on the violent incidents occurring throughout Mindanao between January 2006 and August 2008. The data was gathered from officially verifiable sources including the Philippines Army, the Philippines National Police, and other sources, namely, newspapers, members of the public and the internet.

A classification system was utilised to group the conflict related violent incidents into categories. This classification system is the same as currently used by the Philippines National Police and the Philippines Army and much of the data was obtain already classified into categories according to this system. The additional information was obtained from members of the public, newspapers and the internet was used as verification and supporting evidence to assure the validity of the survey information.

Analysis

The data was assembled, collated and entered in an MS. Excel© data base and quantitatively analysed and depicted through graphs and maps, for emphasis and reference. All data was reviewed and cross checked to ensure each violent incident had been loaded once only. Meticulous cross checking was essential to eliminate the double entry of data, as on a number of occasions the Army and police may have recorded the same incident.

Survey Limitations

The results of this survey are only indicative only the real situation in regards to conflict related violence and have not been subjected to independent verification and are therefore are subject to bias, misreporting and inaccuracies. It is also acknowledged that this survey and literature review does not fully include the perspectives of the opposing forces and does not include their data (if any is available). Furthermore, the results of the survey are restricted to the classification system applied to the reported violent incidents.

Additionally, the survey is limited to the frequency of incidents over a period of time and does not measure the actual severity of the incidents in terms of numbers of deaths, injuries destruction of property and displacement of people and communities resulting from these incidents. A further

survey in respect of the intensity and direct and indirect effects of these conflicts on the population would be a logical follow up and build upon knowledge base this survey provides.

Results and Discussion

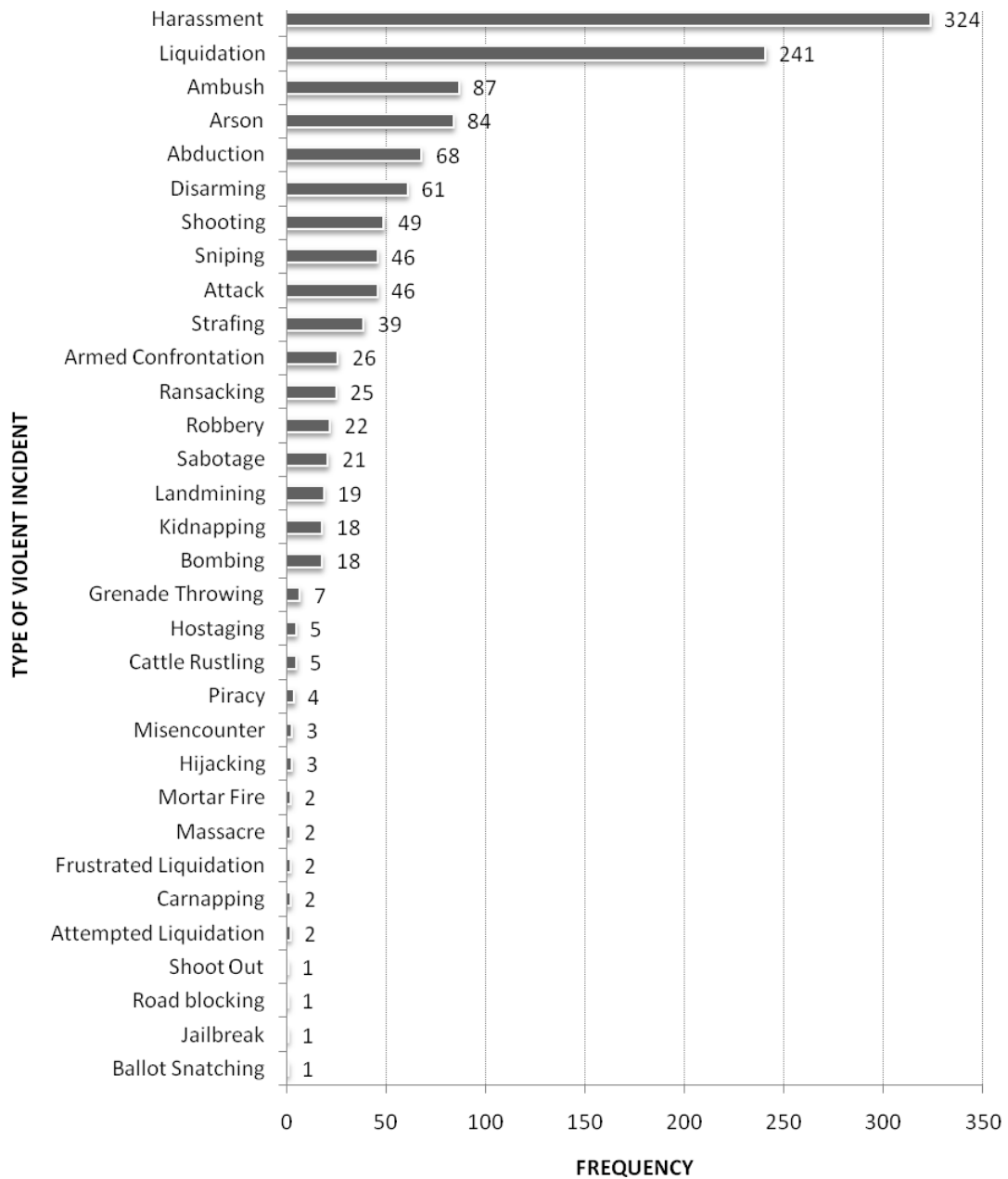
The survey respondent reported that from January 1, 2005 to Aug 7, 2008, there has been a total of 1,235 officially reported conflict related violent incidents in various areas of Mindanao. All Regions experienced some degree of conflict. With the exception of Tawi-tawi all Provinces reported some degree of conflict initiated by one or more of the major threat groups. A little over half of the municipalities of Mindanao (50.69%) reported conflict related incidents. It cannot be automatically assumed that there have been no conflicts in Tawi-tawi as there remains a possibility that many incidents go unreported. It follows that there may be additional conflicts in all areas that may have been not reported; thus these figures represent the minimal level of conflict.

The results permitted mapping of (1) the conflict across Mindanao by municipality (Annex 1 - Map 4), Regional maps by municipality (Maps 5 to 10) and Province maps by municipality (Maps 11 to 35). In addition, the area of operations of the four major threat groups can be mapped by years 2005 (Annex 1 - Map 36), 2006 (Annex 1 - Map 37), 2007 (Annex 1 - Map 38), and 2008 (Annex 1 - Map 39) for comparison. These maps can be utilized by Provincial health planners in the preparation of strategic and annual operational plans. In conjunction with health status data further comparisons can be made to correlate the incidents of conflict against the health status. In addition, these maps may aid in identifying higher risk areas in the protection of health personnel in the delivery of health services. Mapping the conflict will also aid in emergency planning and in the delivery of humanitarian responses.

Violent Incidents by the Threat Groups in Mindanao from January 2005 to August 2008

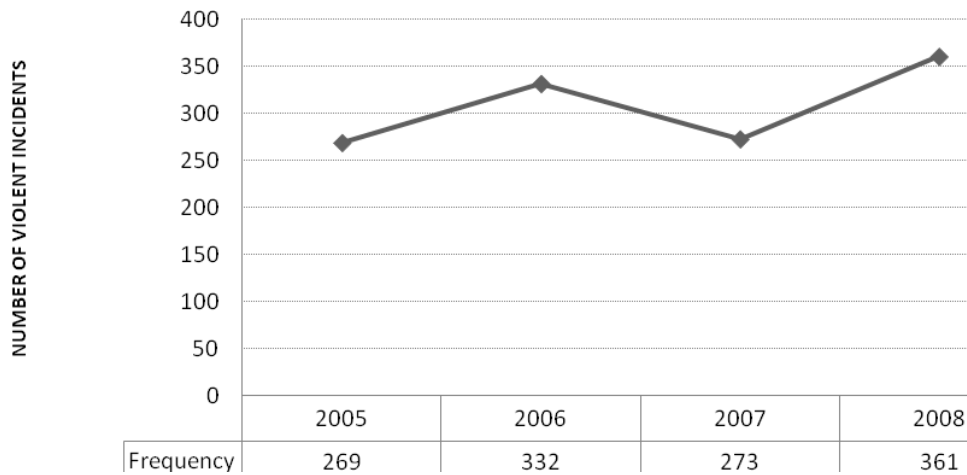
The survey indicated that “Harassment” is predominate violent activity of the threat groups with 324 reported incidents followed closely by “Liquidation” with 241 incidents (Figure 1).

Figure 1 Ranked frequency of violent incidents from January 2005 to August 2008 by type of violent incident.



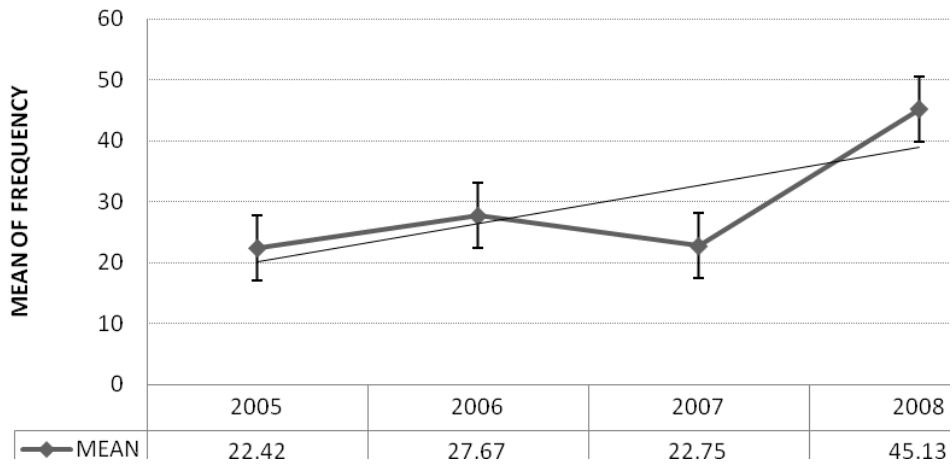
Official reports documented 269 incidents of violence in 2005, this increased to 332 incidents in 2006 and then decreased to 273 in 2007 only to increase again to 361 incidents in the first 8 months of 2008. (Figure 2). The increase in violence has been limited to Region 11, 12 and to a lesser extent ARMM (Figure 5).

Figure 2 Frequency of reported violent incidents in Mindanao from January 2005 – August 7, 2008 grouped by year of occurrence.



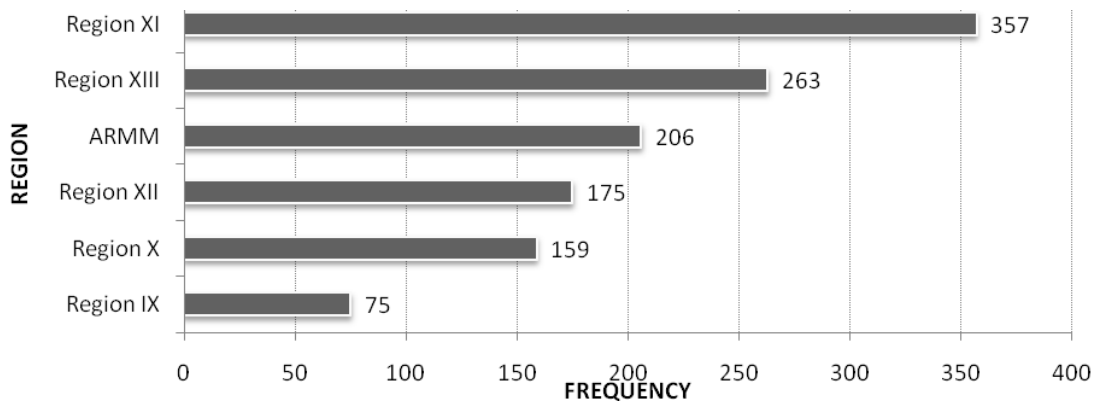
Given that results of 2008 are for the first 8 months only and not the full year the increase in 2008 is even more prominent when considered on the basis of mean monthly incident rate. The mean (μ) monthly incident effectively doubled, increasing from $\mu = 22.42$ in 2005 to $\mu = 45.13$ in 2008 (Figure 3). A definitive upward trend is noted ($\sigma^2 + -0.5$)(Figure 3).

Figure 3 Mean frequency of reported violent incidents per month grouped by year.



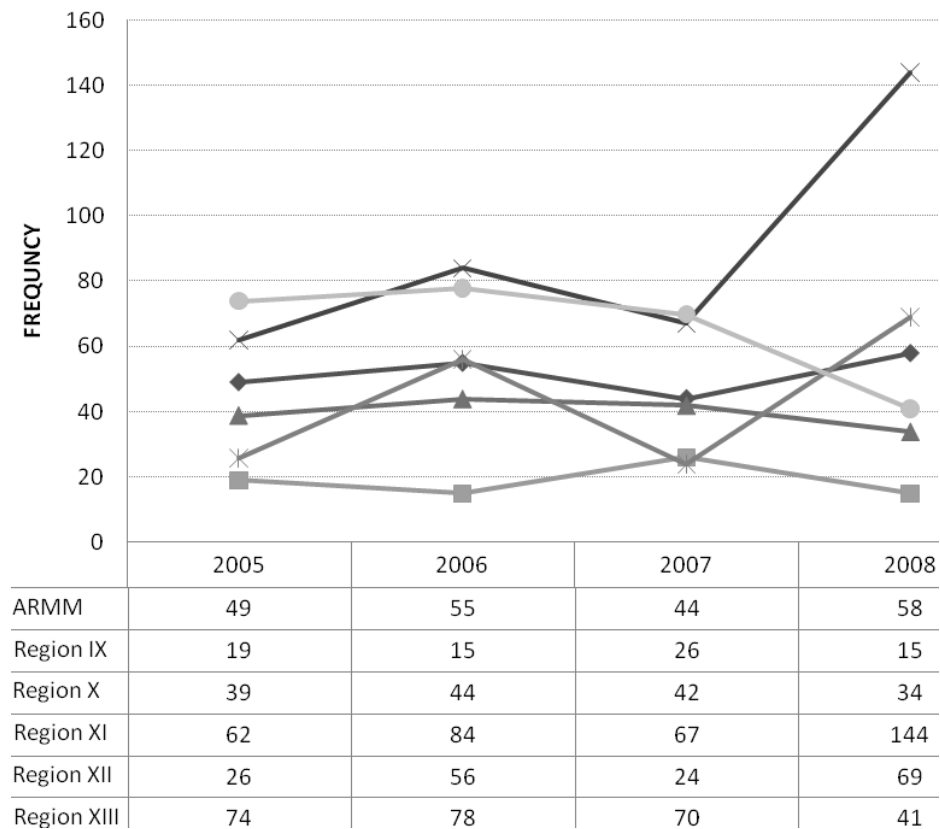
The highest frequency of violence during the time period covered by the survey was in Region 11 with 357 violent incidents while the lowest was in Region 9 with 75 incidents. (Refer to Figure 4).

Figure 4 Frequency of violent incidents from January 2005 to August 2008 grouped by Region.



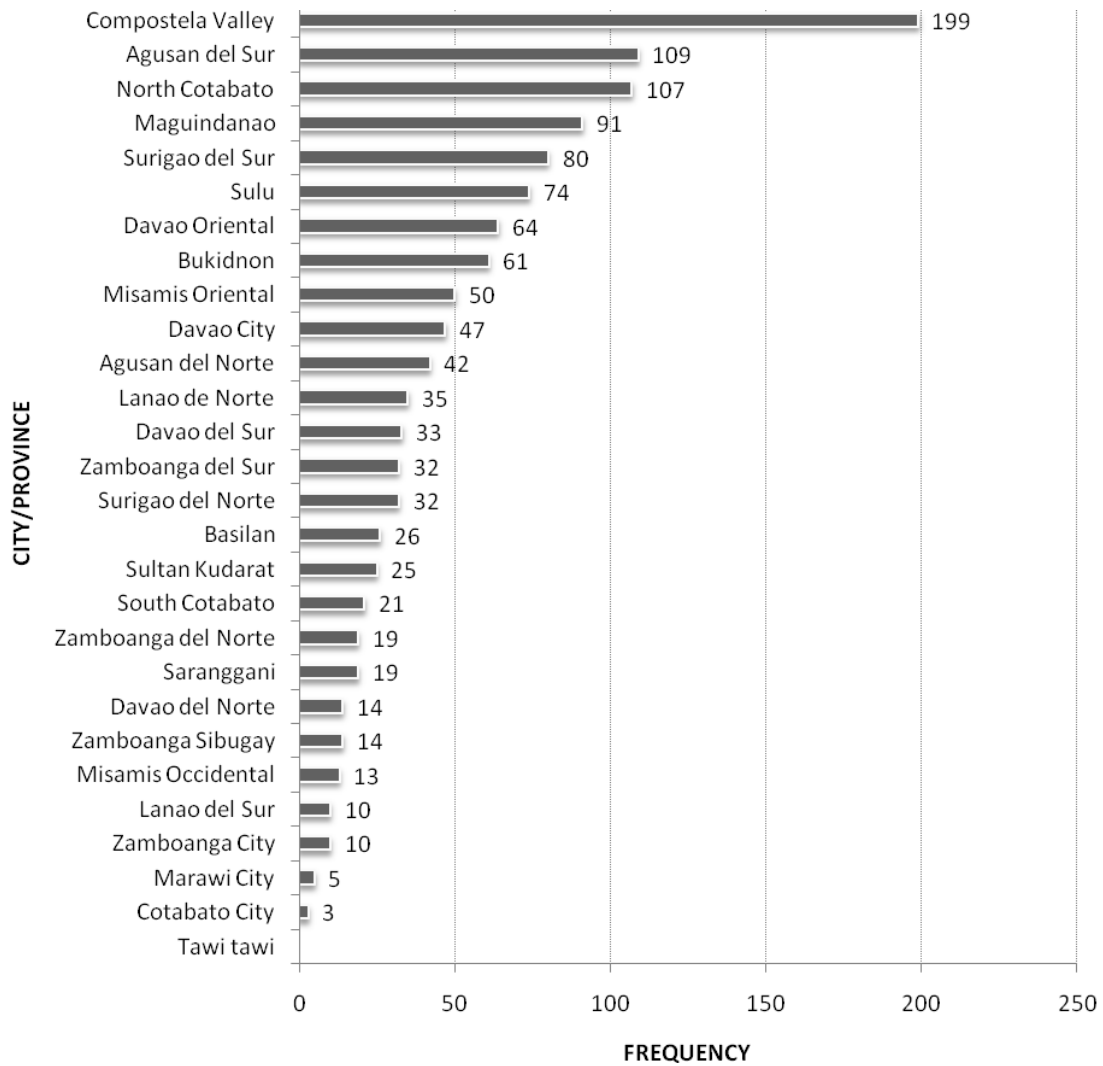
Regions 11, 12 and the ARMM indicated an increased frequency in 2008 whilst other regions there was a reduction (Refer to Figure 5).

Figure 5 Frequency of reported violent incidents in Mindanao from January 2005 – August 7, 2008 grouped by Region and year of occurrence.



Compostela Valley Province in Region 11 appears to be the most conflict stricken province with 199 reported violent incidents. This is followed by Agusan del Sur with 109 reported incidents and North Cotabato with 107 reported incidents, Maguindanao with 91, Surigao del Sur with 80, Sulu with 74, Davao Oriental with 64, Bukidnon with 61, and Misamis Oriental with 50. All others reported less than 50 incidents. Tawi-tawi did not report any incidents (Refer to Figure 6).

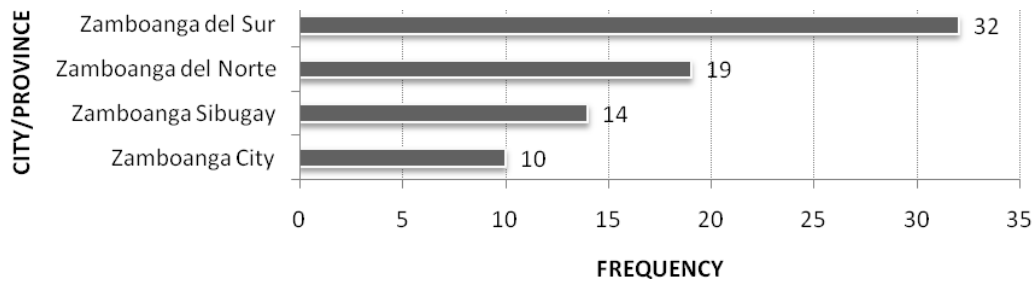
Figure 6. Frequency of violent incidents by province.



Region 9

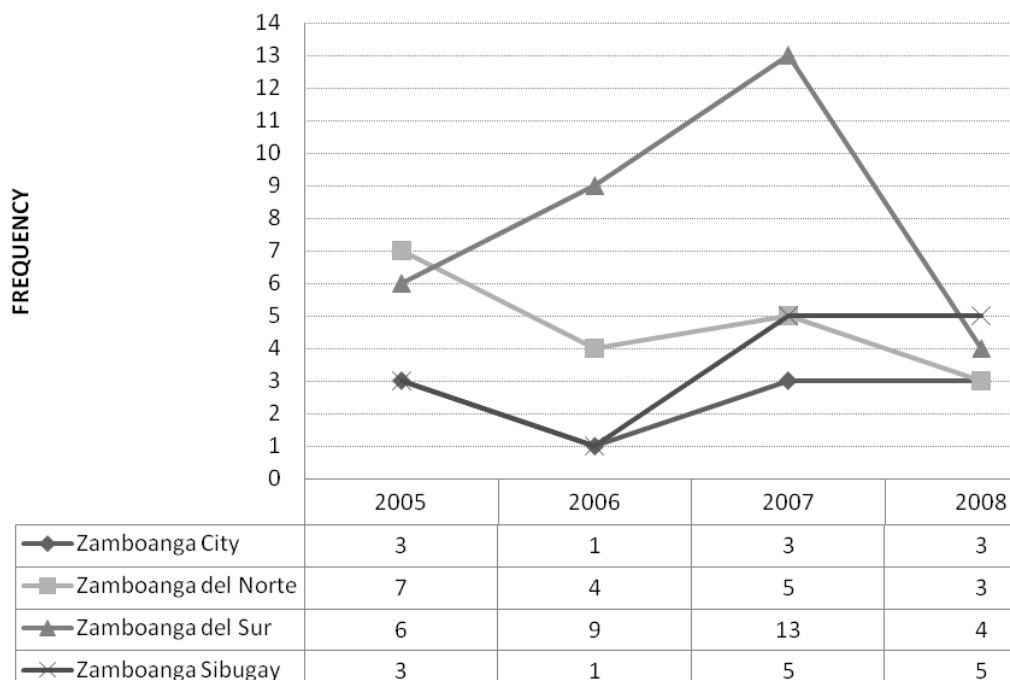
In Region 9, the highest frequency occurred in Zamboanga del Sur with 32 reported incidents, followed by Zamboanga del Norte with n=19 reported incidents, Zamboanga Sibugay with 14 incidents and Zamboanga City with 10 incidents (Figure 7).

Figure 7 Sum of the frequency of violent incidents from January 2005 to August 2008 in Region 9 by province (Region 9).



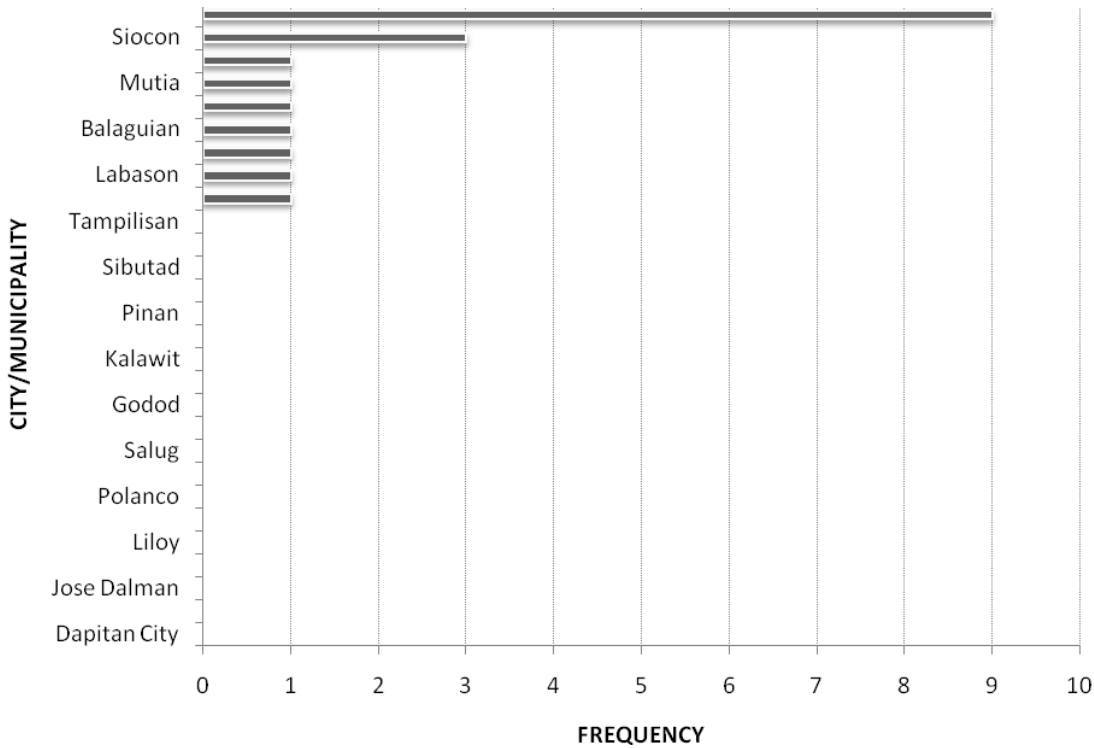
In Zamboanga del Sur the highest frequency of 13 incidents occurred in 2007. In Zamboanga del Norte the highest frequency reported was in 2005 with 7 incidents. In Zamboanga Sibugay the highest frequency was in 2007 and 2008 with 5 incidents in both periods. Zamboanga City reported 3 incidents in 2005, 2007 and 2008 each period and only 1 in 2006 (Figure 8).

Figure 8 Frequency of violent incidents in Region 9 in January 2005 to August 2008 by year.



Zamboanga del Norte in the municipality of Sibuco reported the highest frequency of incidents with 9 reports over the period of January 2005 to August 2008. Three incidents were reported in Siocon, 1 incident each in Mutia, Leon Postigo, Balaguian, Siayan, Labason and Dilopog City. The location of one of the incidents was not determined. No incidents were reported from Dapitan City, Sindangan, Jose Dalman, Katipunan, Liloy, Manukan, Polanco, Pres. Manuel Roxas, Salug, Sergio Osmeña Sr., Godod, Gotalac, Kalawit, La Libertat, Pinan, Rizal, Sibutad, Sirawi and Tampilisan (Figure 9)

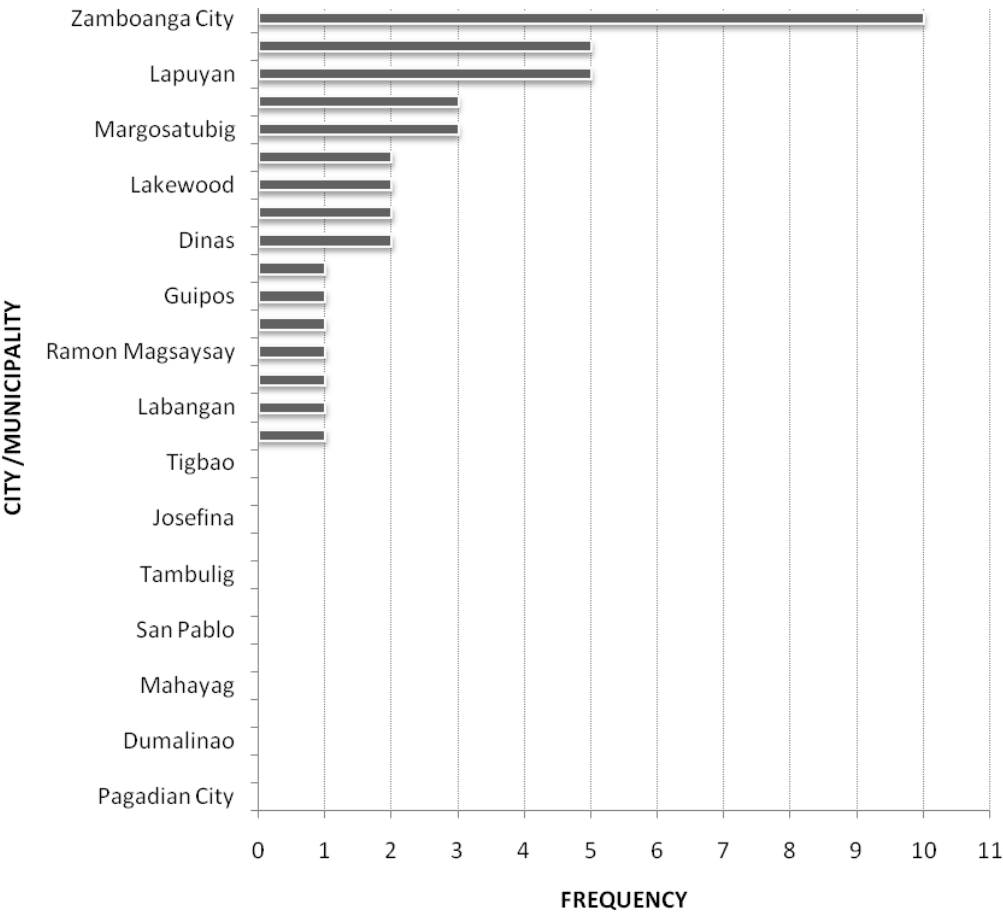
Figure 9 Frequency of violent incidents from January 2005 to August 2008 in Zamboanga del Norte by City and Municipality (Region 9).



In Zamboanga del Sur, Zamboanga City reported the highest frequency of incidents with 10 reports over the period. Molave and Lapuyan reported 5 incidents each over the period. Vincenzo Sugan and Margosatubig reported 3 incidents each, Tukuran, Lakewood, Kumaralang and Dinas 2 incidents each. One incident's location was not determined. There were no reported incidents from

Pagadian City, Dimataling, Dumalinao, Dumingag, Mahayag, Midsalip, San Pablo, Tabina, Tambulig, Bayog, Josefina, Suminot and Tigbao (Figure 10).

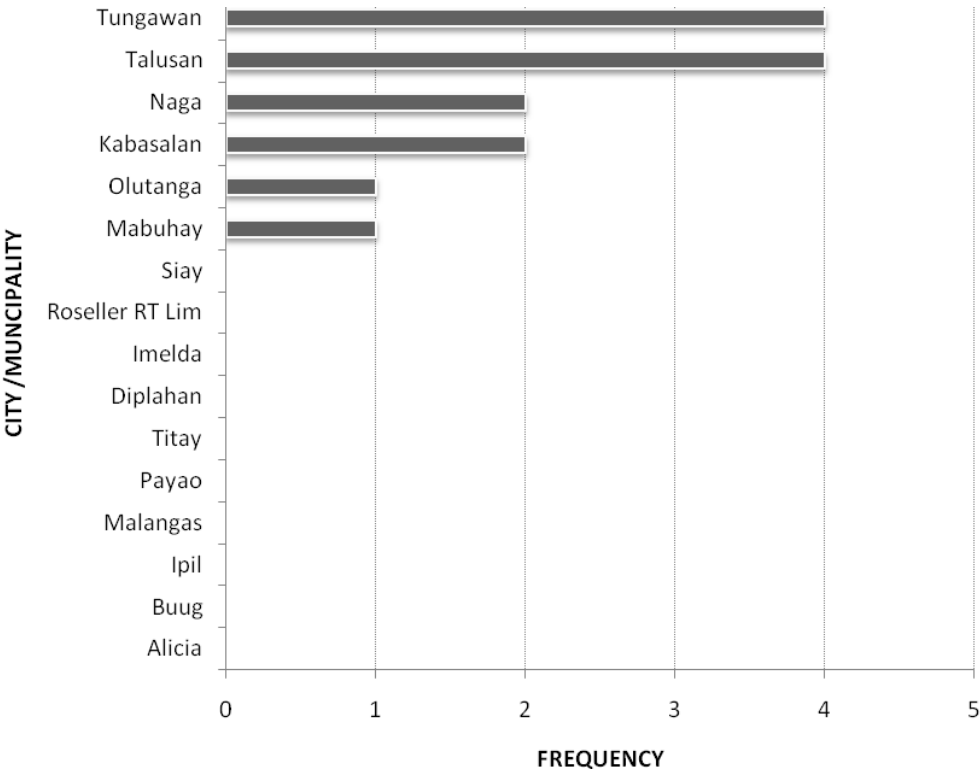
Figure 10 Frequency of violent incidents from January 2005 to August 2008 in Zamboanga del Sur by City and Municipality (Region



9)

In Zamboanga Sibugay, 4 incidents were reported in Tungawan and Talusan respectively, 2 incidents each in Naga and Kabasalan, and 1 incident each in Mabuhay and Olutanga. The remaining municipalities did not report any incidents. No incidents were also reported from Alicia, Buug, Ipil, Malangas, Payao, Titay, Diplahan, Imelda, Roseller RT Lim and Siay (Figure 11).

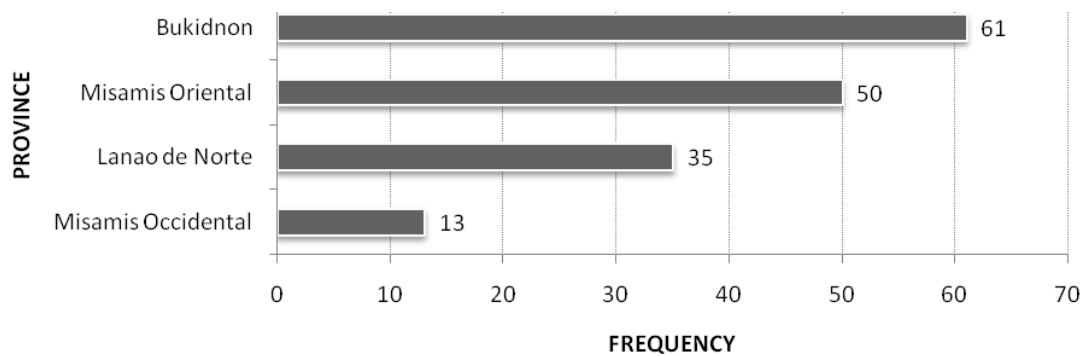
Figure 10 Frequency of violent incidents from January 2005 to August 2008 in Zamboanga Sibugay by City and Municipality Region 9).



Region 10

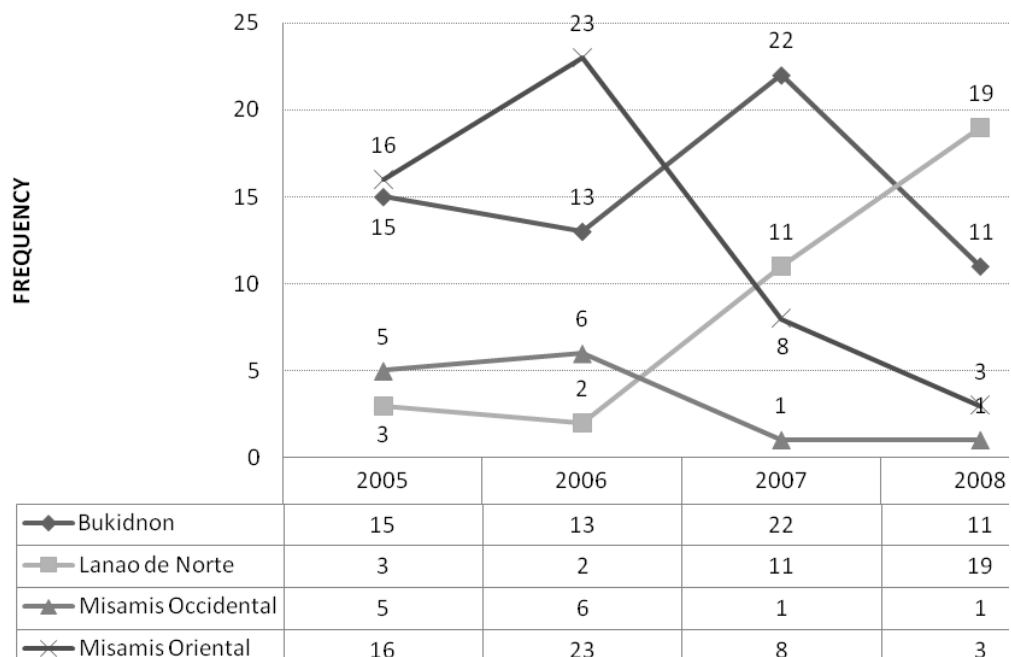
Region 10 had the second lowest frequency of violent incidents. The highest frequency of violent incidents in the province occurred in Bukidnon with 61 incidents over the 4 years. Misamis Oriental was next with 50 incidents. Lanao Norte reported 35 incidents and Misamis Occidental 13 (Figure 12).

Figure 11 Sum of frequency of violent incidents from January 2005 to August 2008 in Region X by Province (Region 10).



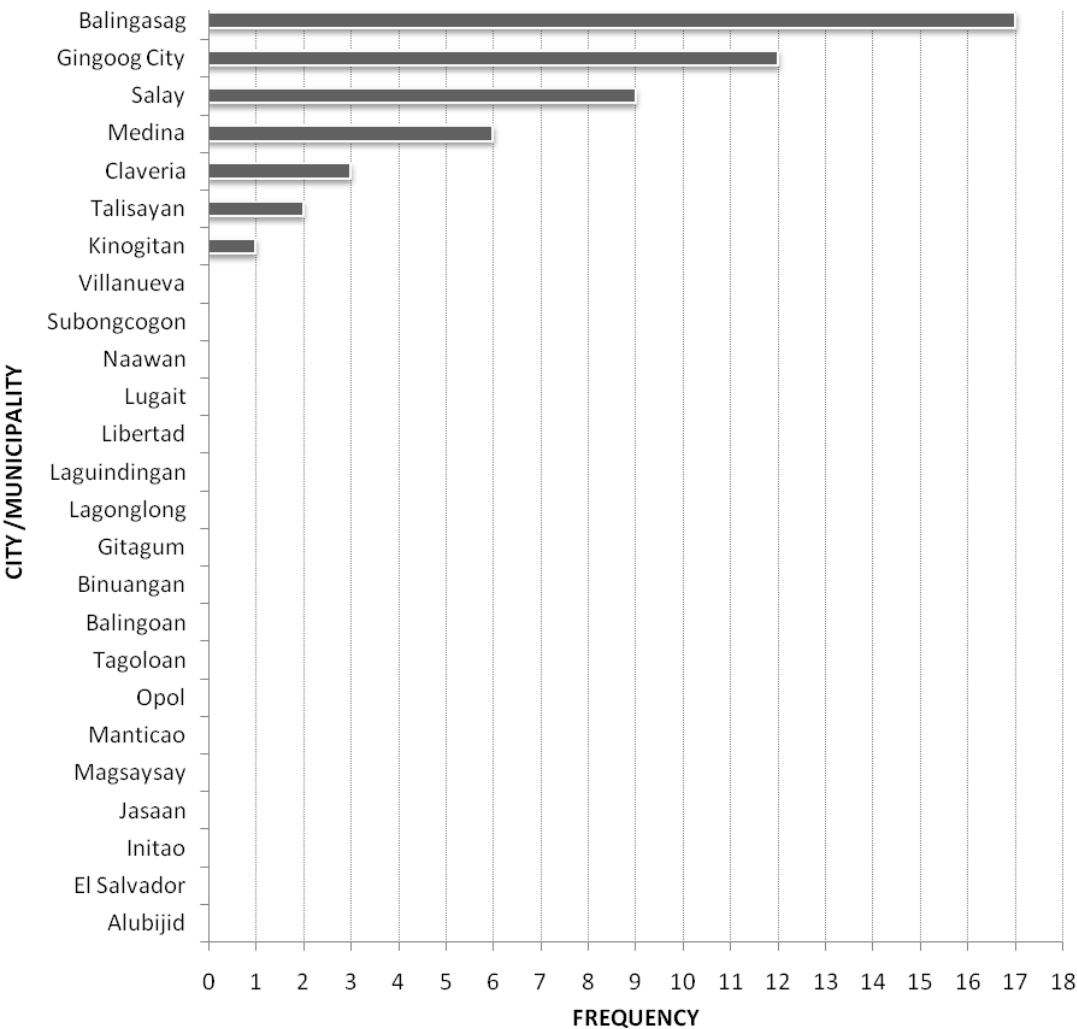
In 2008, a significant reduction in incidents was noted in all provinces with the exception of Lanao del Norte where a marked increase was occurred. Incidents were highest in Misamis Oriental in 2006 with 23 incidents, highest in Bukidnon in 2007 with 22 incidents and highest in Lanao del Norte in 2008 with 19 incidents (Figure 13).

Figure 12 Frequency of violent incidents in Region X in January 2005 – August 7, 2008 by year (Region 10).



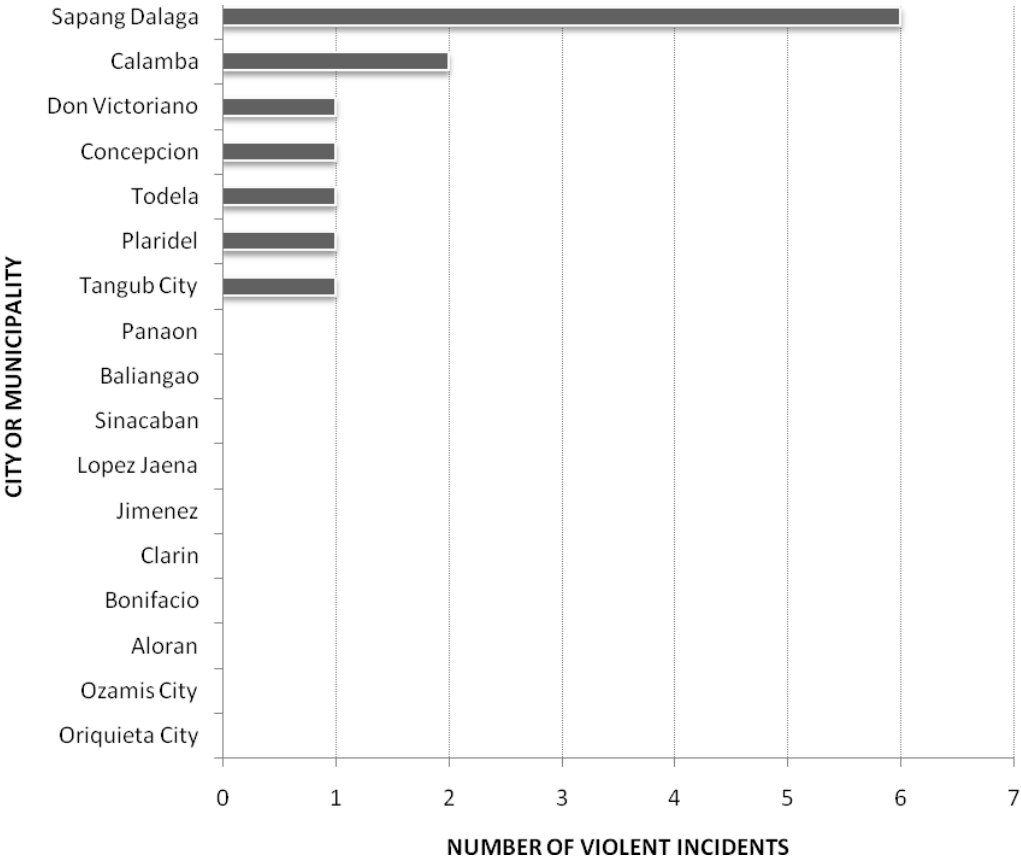
Seven municipalities in Misamis Oriental reported violent incidents with Balingasag reporting the highest frequency of 17, Gingoog City 12, Salay 9, Medina 6, Claveria 3, Talisayan 2 and Kinogitan 1 event. There were no reported incidents from Alubijid, El Salvador, Initao, Jasaan, Magsaysay, Manticao, Opol, Tagoloan, Balingoan, Binuangan, Gitagum, Lagonglong, Laguindingan, Libertad, Lugait, Naawan, Subongcogon or Villanueva (Figure 14).

Figure 13 Frequency of violent incidents from January 2005 to August 2008 in Misamis Oriental by City and Municipality (Region 10).



In Misamis Occidental, 7 municipalities reported violent incidents. Sapang Dalaga reported 6, Calamba 2 and Tangub City, Plariden, Todelan, Concepcion, Don Victoriano reporting 1 each. There were no reported incidents from Oriquieta City, Ozamis City, Aloran, Bonifacio, Clarin, Jimenez, Lopez Jaena, Sinacaban, Baliangao, Panaon and the island province of Camiguin.

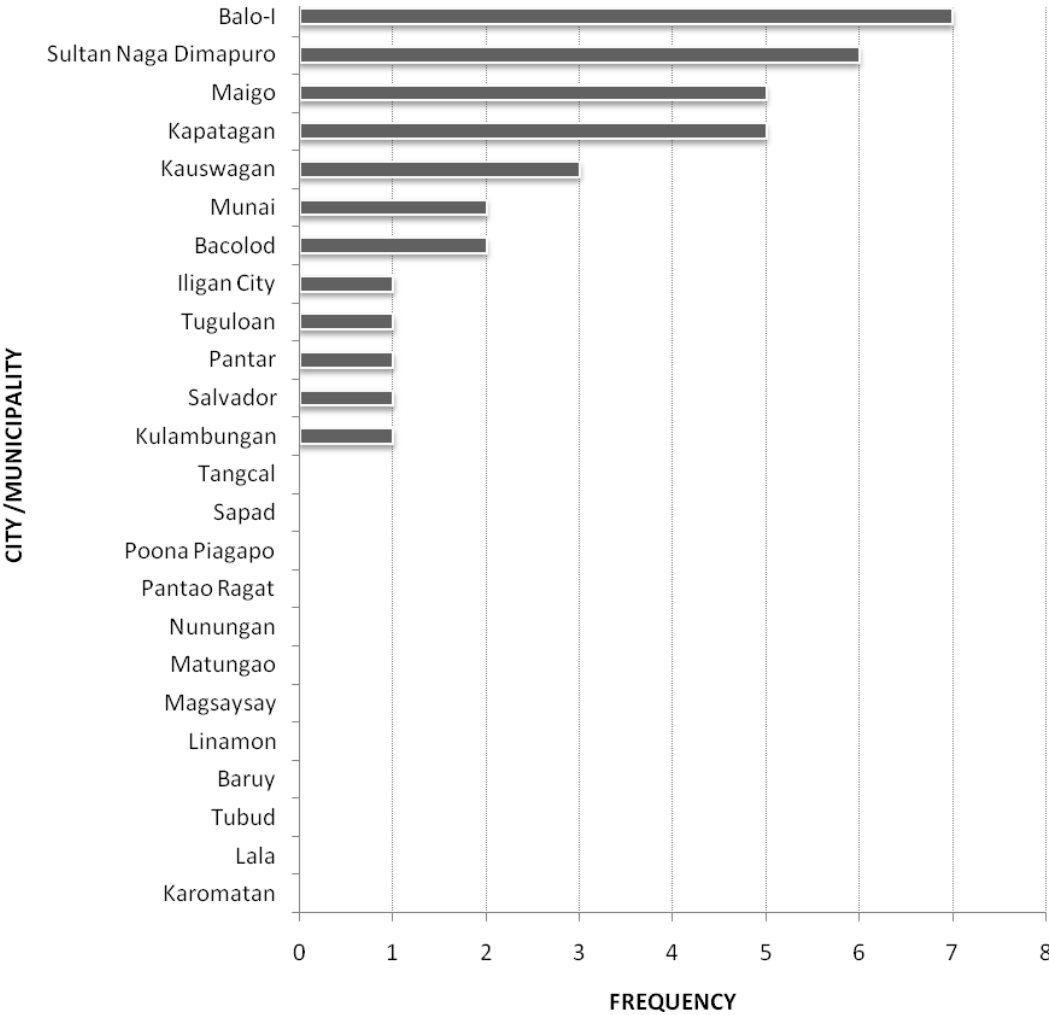
Figure 14 Frequency of violent incidents from January 2005 to August 2008 in Misamis Occidental by City and Municipality (Region 10).



In Lanao Norte, around half the municipalities reported violent incidents with Balo-I reporting the highest with 7 events. Sultan Naga Dimapuro reported 6, Maigo and Kapatagan both 5, Kauswagan 3, Munai and Bacolod 2 incidents each. Iligan City, Tuguloan, Pantar, Salvador, and Kalambungan all

had 1 incident each. No incidents were reported from Karomatan, Lala, Tubud, Baruy, Linamon, Magsaysay, Matungao, Nunungan, Pantao Ragat, Poona Piagapo, Sapad and Tangcal (Figure 16).

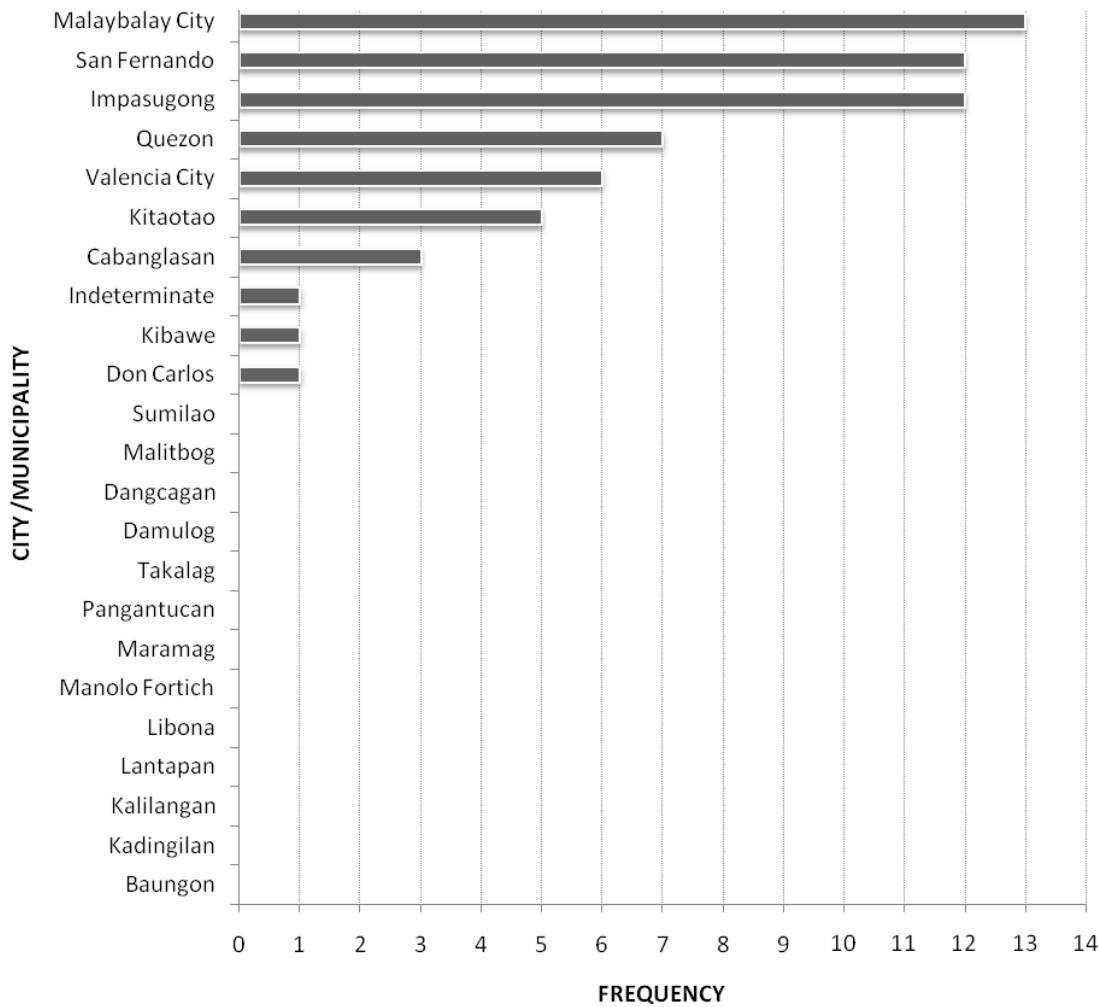
Figure 15 Frequency of violent incidents from January 2005 to August 2008 in Lanao Norte by City and Municipality (Region 10).



Over a third of the municipalities in Bukidnon reported conflict with the highest number in Malaybalay City with 13 incidents. San Fernando and Impasugong reported 12 incidents, Quezon reported 7, Valencia City 6, Kitaotao 5, Cabanglasan 3, Don Carlos 1 and Kibawe 1. No incidents

were reported from Baungon, Kadingilan, Kalilangan, Lantapanm Libona, Manolo Fortich, Maramag, Pangantucan, Takalag, Damulog, Dangcagan, Malitbog and Sumilao (Figure 17).

Figure 16 Frequency of violent incidents from January 2005 to August 2008 in Bukidnon by City and Municipality (Region) 10).



Region 11

Region 11 has the highest reported frequency (28.91%) of violent incidents in the Mindanao. More than half (55.74%) of these incidents occurred in Compostela Valley where 199 incidents were

reported over the period of the survey. Provincially Davao City reported 47 incidents, Davao del Norte 14, Davao del Sur 33 and Davao Oriental 64 (Figure 18). There has been a notable increase in the frequency of incidents in Region 11 in 2008, particularly in Compostela Valley rising from 31 incidents in 2005 to 78 incidents in 2008 (Figure 19).

Figure 17 Sum of frequency of violent incidents from January 2005 to August 2008 in Region 11 by Province

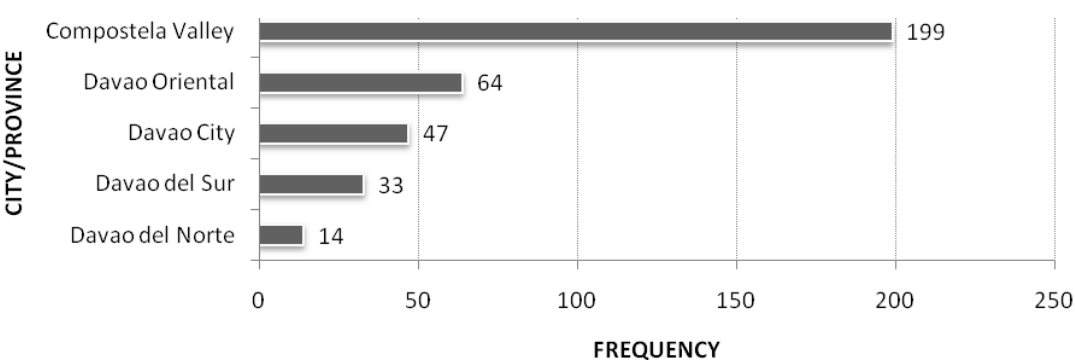
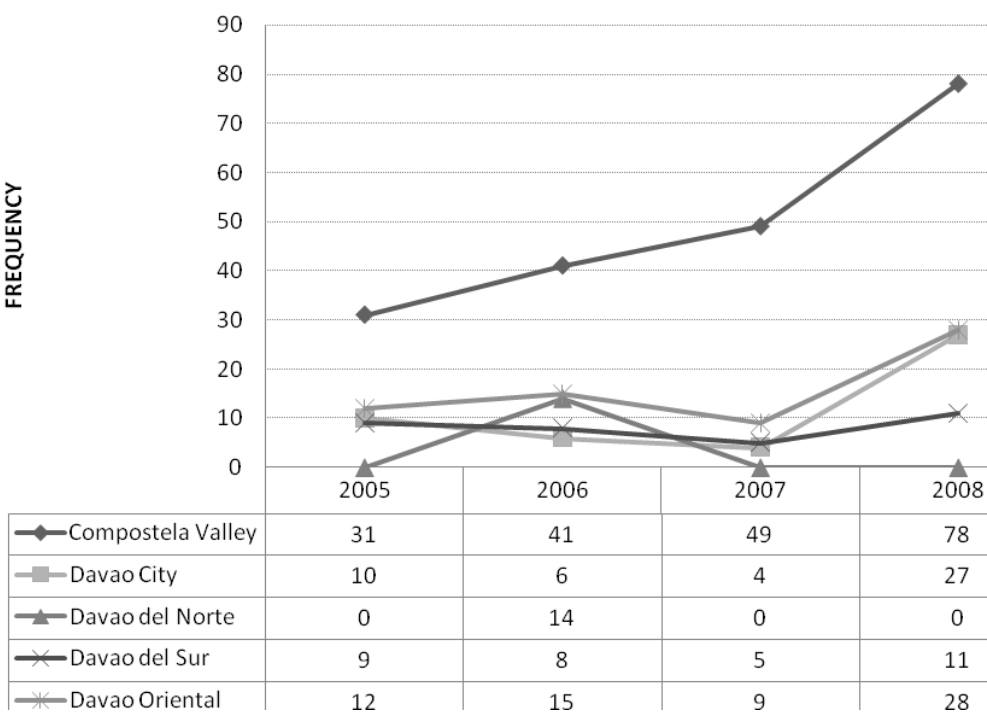
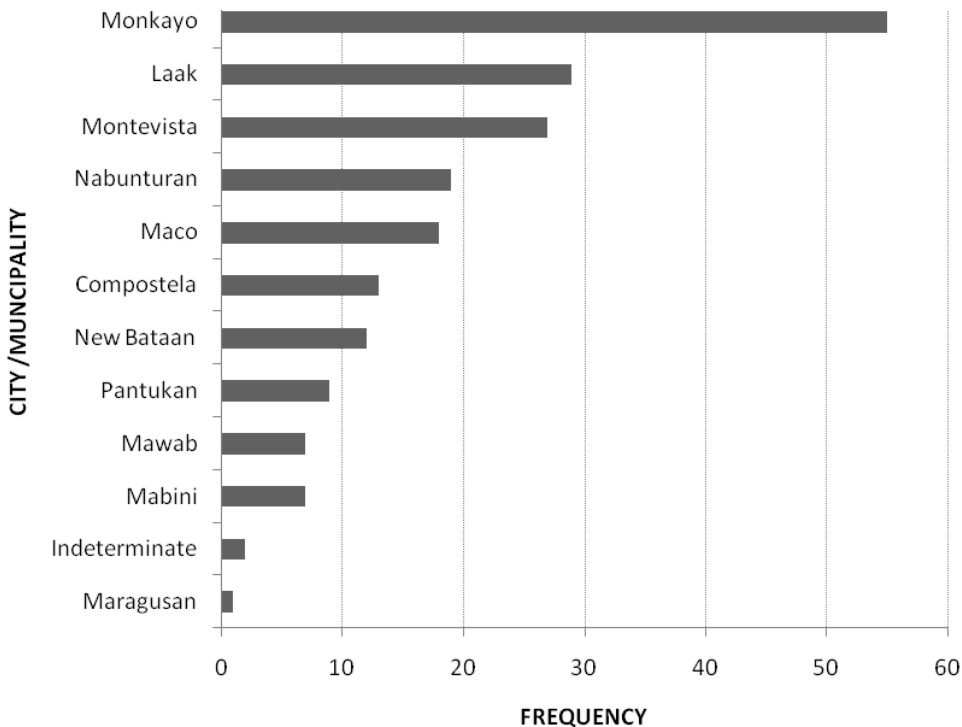


Figure 18 Frequency of violent incidents in Region XI in January 2005 to August 2008 by year (Region 11).



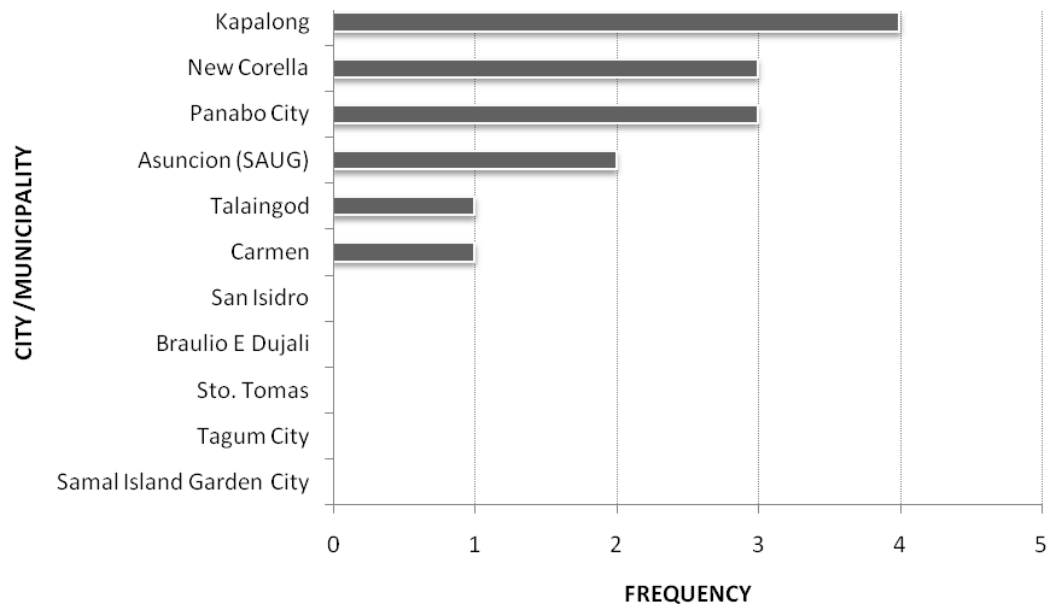
All municipalities in Compostela Valley reported conflict related violence over the period. Monkayo reported the highest with 55 incidents. The municipality of Laak also reported 29 incidents, Montevista 27, Nabunturan 19, Maco 18, Compostela 13, New Bataan 12, Pantukan 9, Mabini 7, Mawab 7, and Maragusan 1. The locations of 2 incidents were undetermined (Figure 20).

Figure 19 Frequency of violent incidents from January 2005 to August 2008 in Compostela Valley by City and Municipality (Region 11).



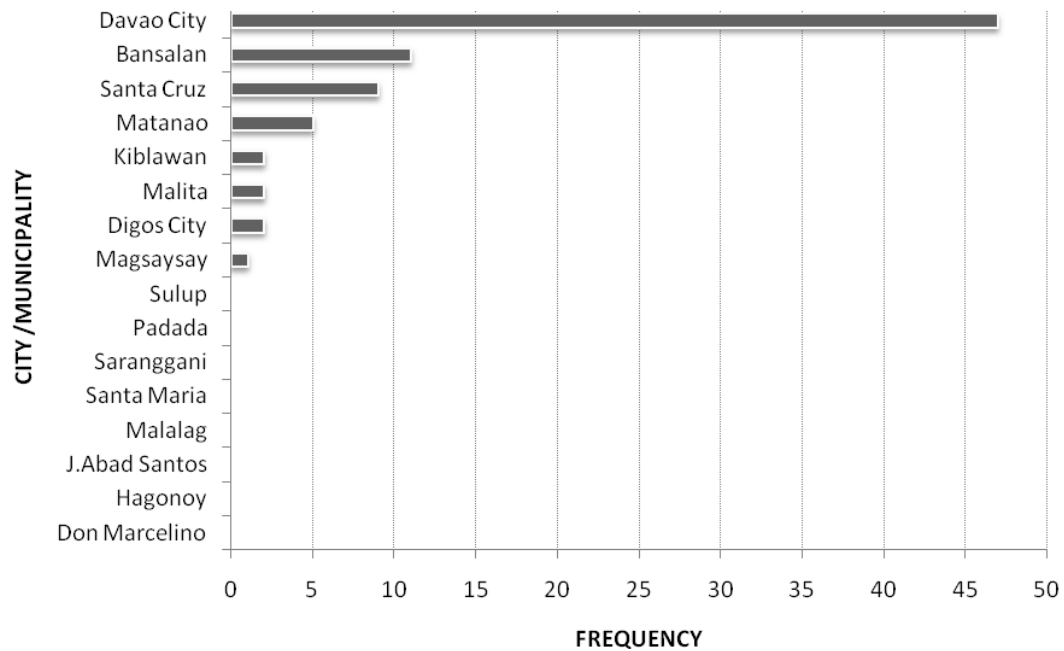
Six municipalities in Davao del Norte reported violent incidents over the survey period. Kapalong reported the highest level with 4 violent incidents. Other reported incidents included New Corella with 3, Panabo City with 3, Asuncion with 2, Talaingod with 1 and Carmen with 1. No incidents were reported from Samal Island Garden City, Tagum City, Sto. Tomas, Braulio E Dujali and San Isidro (Figure 21).

Figure 20 Frequency of violent incidents from January 2005 to August 2008 in Davao del Norte by City and Municipality (Region 11).



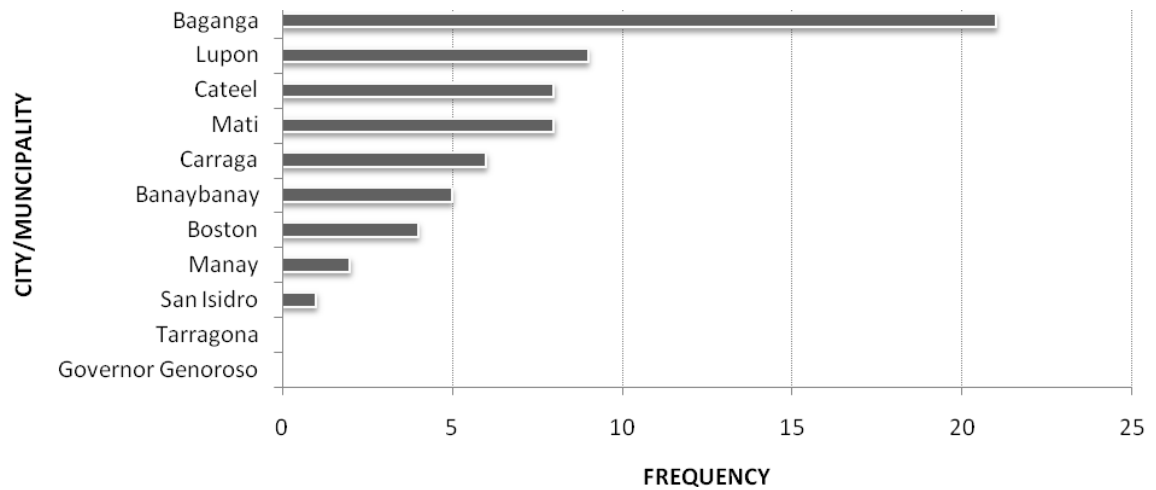
In Davao del Sur the capital Davao City reported over 47 violent incidents (Figure 22). Other than Davao City, 7 municipalities in Davao del Sur reported incidents. Bansalan reported the highest level of conflict with 11 incidents. Other municipalities that reported incidents included Santa Cruz with 9, Matanao with 5, Digos City with 2, Malita with 2, Kiblawan with 2, and Magsaysay with 1. The locations of two incidents were undetermined and no incidents reported from Don Marcelino, Hagonoy, J.Abad Santos, Malalag, Santa Maria, Saranggani, Padada and Sulup (Figure 22).

Figure 21 Frequency of violent incidents from January 2005 to August 2008 in Davao del Sur by City and Municipality (Region 11).



Nine municipalities in Davao Oriental reported violent incidents over the period. The municipality of Baganga reported the highest level of conflict with 21 violent incidents. Other municipalities that reported incidents included Baganga with 21, Lupon with 9, Mati with 8, Cateel with 8, Carraga with 6, Banaybanay with 5, Boston with 4, Manay with 2 and San Isidro with 1. There were no reports from Governor Genoroso and Tarragona (Figure 23).

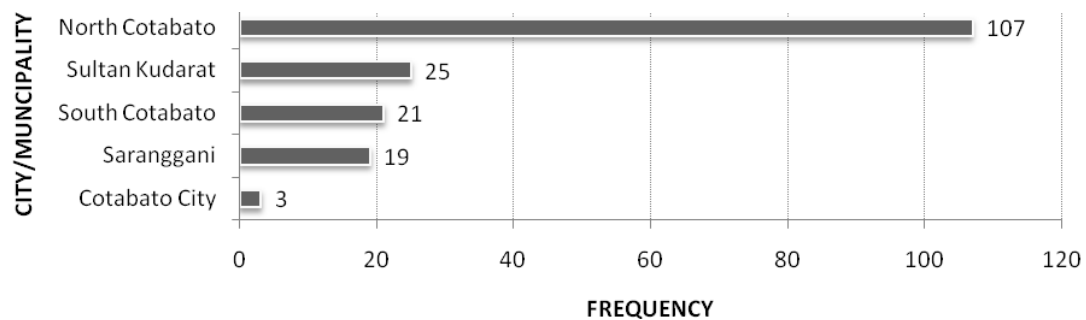
Figure 22 Frequency of violent incidents from January 2005 to August 2008 in Davao Oriental by City and Municipality (Region 11).



Region 12

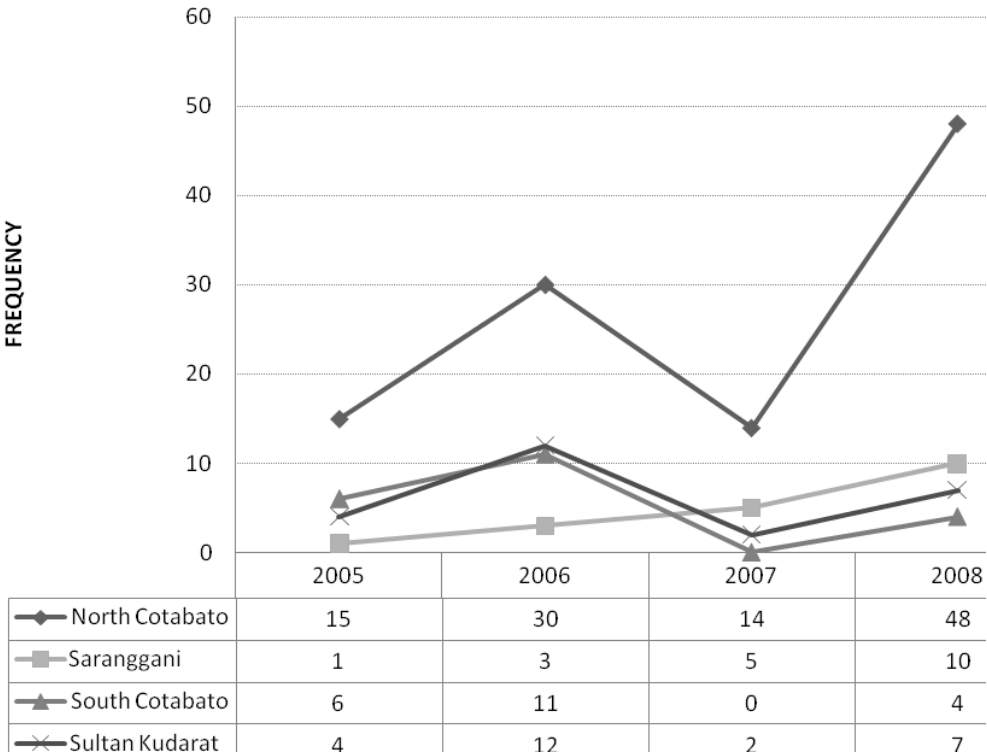
In Region 12, the highest frequency of violent incidents occurred in the province of North Cotabato with 107 reported violent incidents between January 2005 and August 2008. During the same period 25 violent incidents were also reported in Sultan Kudarat, 21 South Cotabato, 19 Saranggani with 19 and 3 in Cotabato City Figure 24).

Figure 23 Frequency of violent incidents from January 2005 to August 2008 in Region 12 by Province.



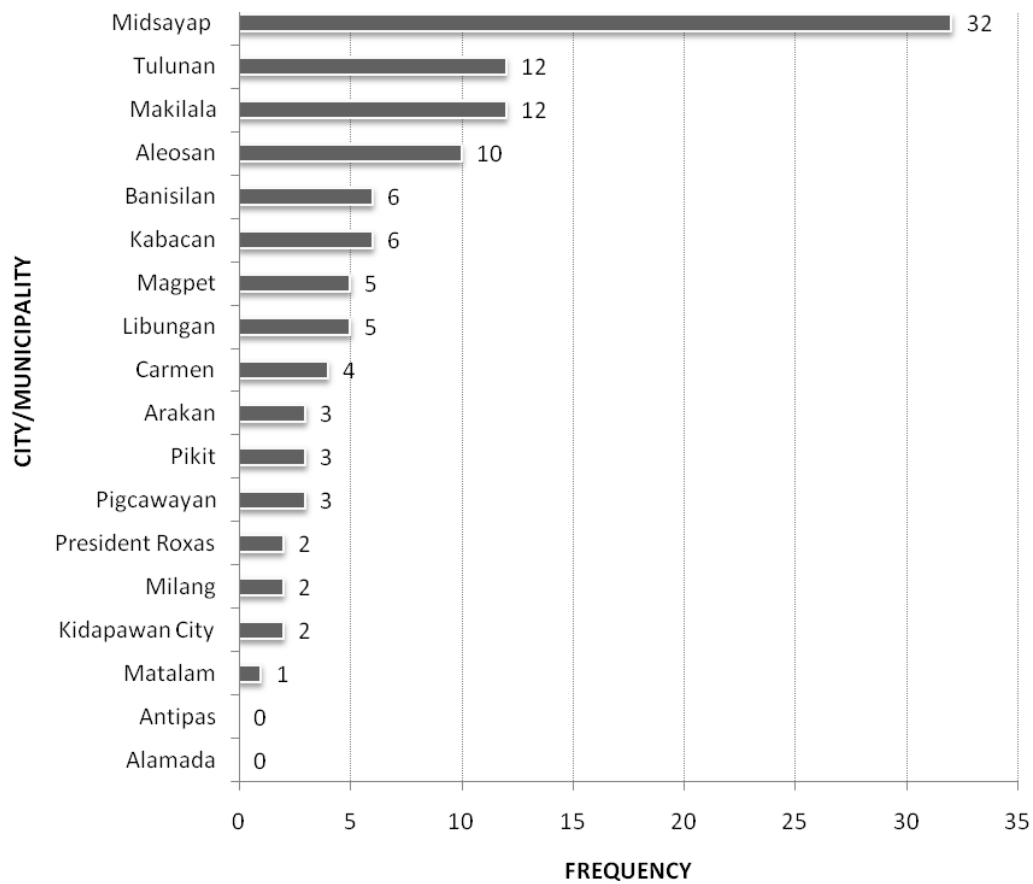
During 2007 a drop in reported violent incidents was noted in South Cotabato from 11 to none and in Sultan Kudarat from 12 to 2 in 2007. Increases were noted in all provinces in 2008. Saranggani has reported a steady increase during the survey period from 1 in 2005 to 10 in 2008 (Figure 25).

Figure 24 Frequency of violent incidents from January 2005 to August 2008 in Region XII Province and year of occurrence (Region 12).



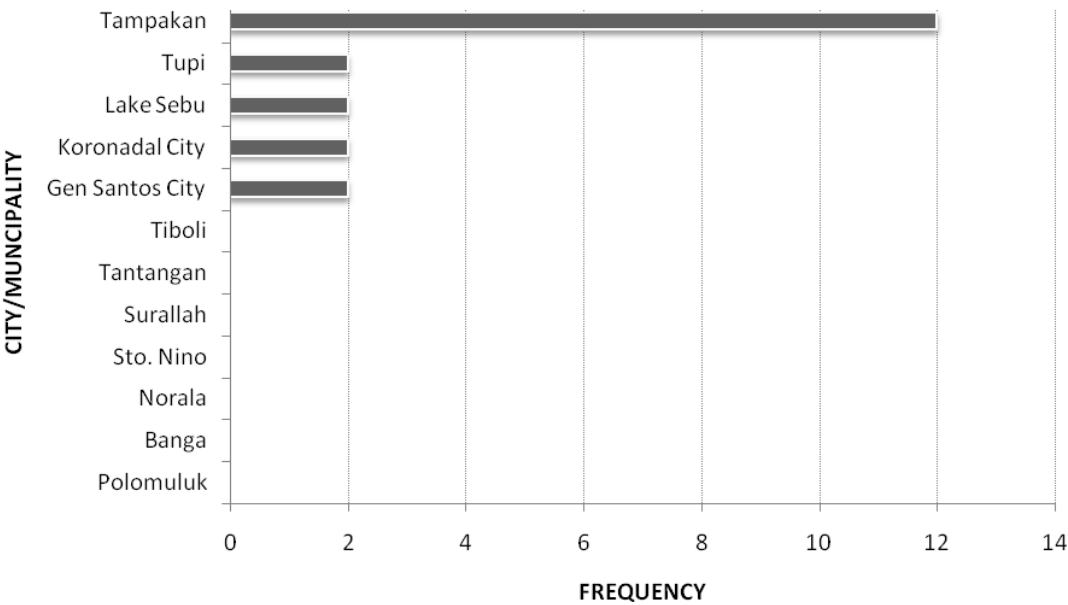
In North Cotabato 16 municipalities reported violent incidents during the survey period. The municipality of Midsayap reported the highest level of conflict with 32 incidents. The other municipalities reporting incidents were Makilala and Tulunan with 12, Aleosan with 10, Kabacan with 6, Banisilan with 6, Libungan with 5, Magpet with 5, Carmen with 4, Pigcawayan with 3, Pikit with 3, Arakan with 3, Kidapawan City with 2, Milang with 2, President Roxas with 2 and Matalam with 1. There were no reports from Alamada and Antipas. (Figure 26).

Figure 25 Frequency of violent incidents from January 2005 to August 2008 in North Cotabato by City and Municipality (Region 12).



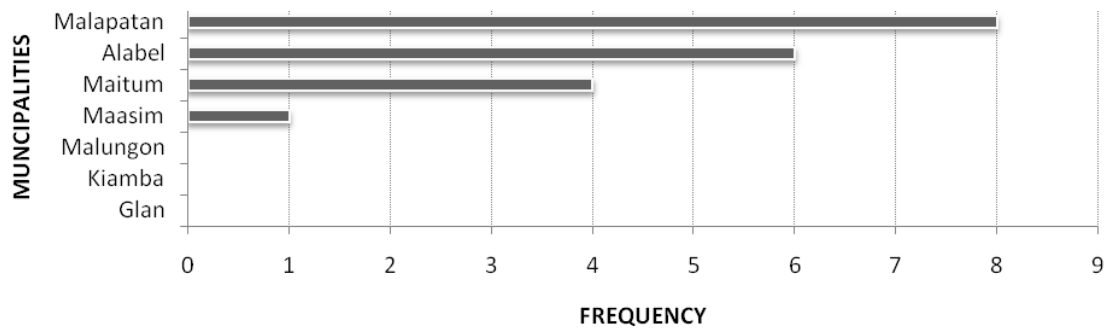
In South Cotabato 3 municipalities and 2 cities reported violent incident. The municipality of Tampakan reported the highest level of conflict with 12 violent incidents. Two violent incidents each were also reported in Gen Santos City, Koronadal City and Lake Sebu. There were no reports from Polomuluk, Banga, Norala, Sto. Nino, Surallah, Tantangan, and Tiboli. (Figure 27).

Figure 26 Frequency of violent incidents from January 2005 to August 2008 in South Cotabato by City and Municipality (Region 12).



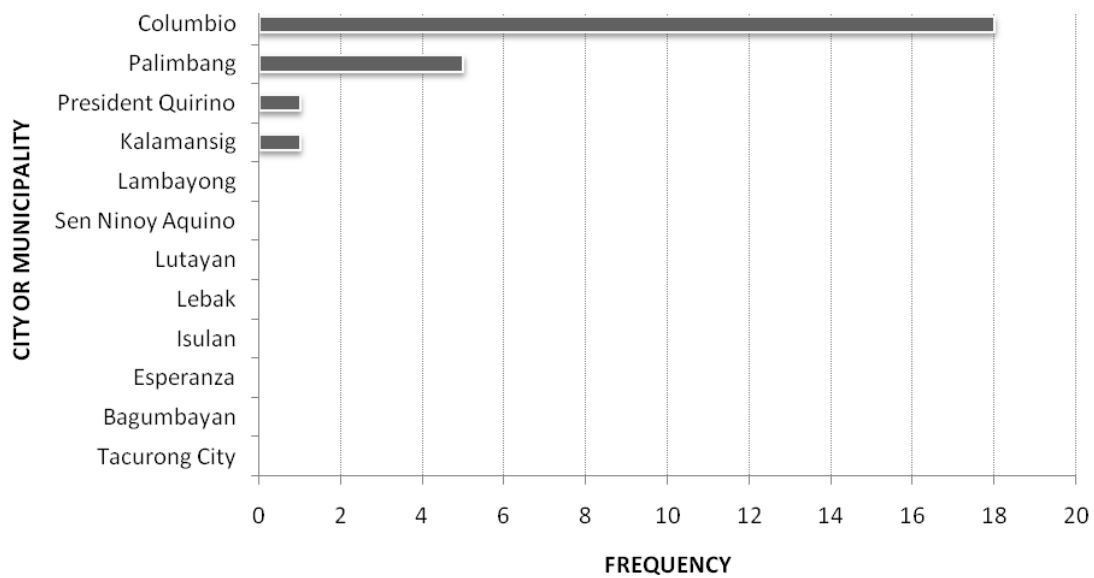
In Saranggani, 4 municipalities reported violent incidents over the period. The municipality of Malapatan reported the highest level of conflict with 8 violent incidents. There were also 6 incidents in Alabel, 4 in Maitum and 1 in Maasim. There were no reports from Glan, Kiamba and Malungon (Figure 27).

Figure 27 Frequency of violent incidents from January 2005 to August 2008 in Saranggani by City and Municipality (Region 12).



In Sultan Kudarat, 4 municipalities reported violent incidents over the period. The municipality of Columbio reported the highest level of conflict with 18 violent incidents. There were also 5 incidents in Palimbang, 1 in Kalamansig and 1 in President Quirino. (Figure 29).

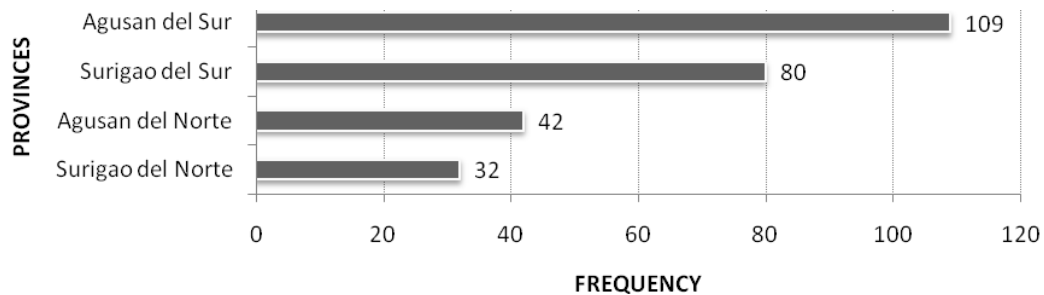
Figure 28 Frequency of violent incidents from January 2005 to August 2008 in Sultan Kudarat by City and Municipality.



Region 13

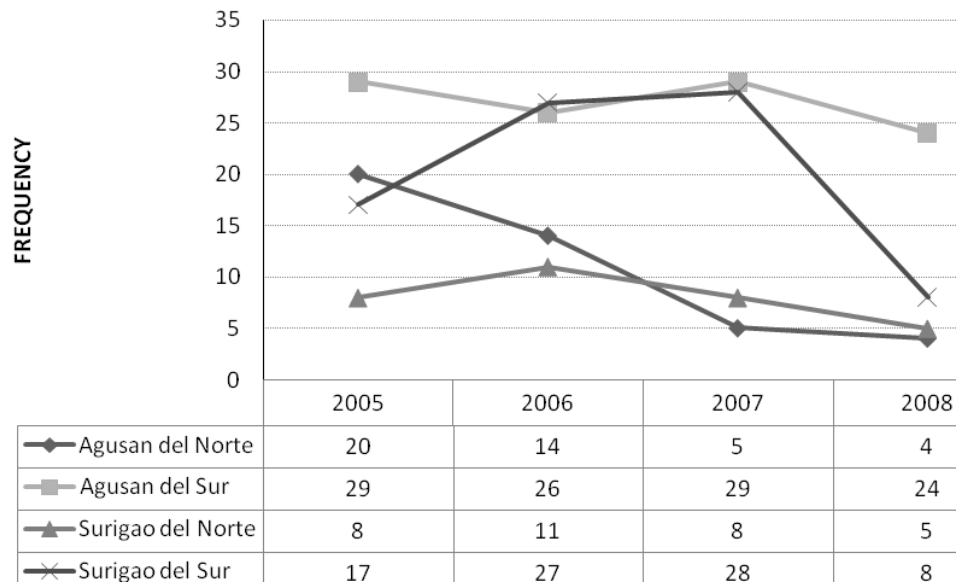
Region 13 had the second highest frequency of violent incidents in Mindanao from January 2005 to August 2008 with 263 reported incidents this constituted 21.30% of all reported violent incidents in Mindanao. The highest frequency of violent incidents occurred in the province of Agusan del Sur with 109 reported violent incidents between January 2005 and August 2008. During the same period 80 violent incidents reported Surigao del Sur 42 in Agusan del Norte n=42, and 32 in Surigao del Norte (Figure 30).

Figure 29 Frequency of violent incidents from January 2005 to August 2008 in Region 13 by Province.



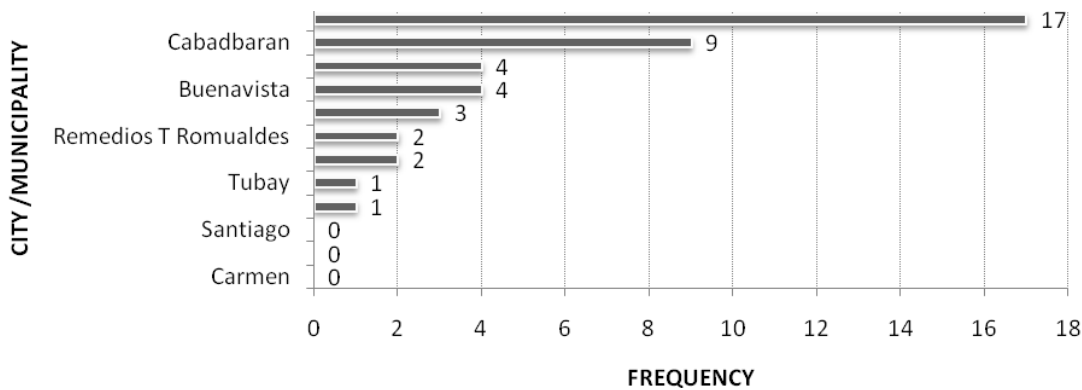
A steady decline in violent incidents over the period was noted in Agusan del Norte from 20 in 2005 to 4 in 2008. A decline is also noted in Surigao del Sur where 8 incidents occurred in 2008 compared with the 28 in 2007. (Figure 31).

Figure 30 Frequency of violent incidents in Region 13 from January 2005 to August 2008.



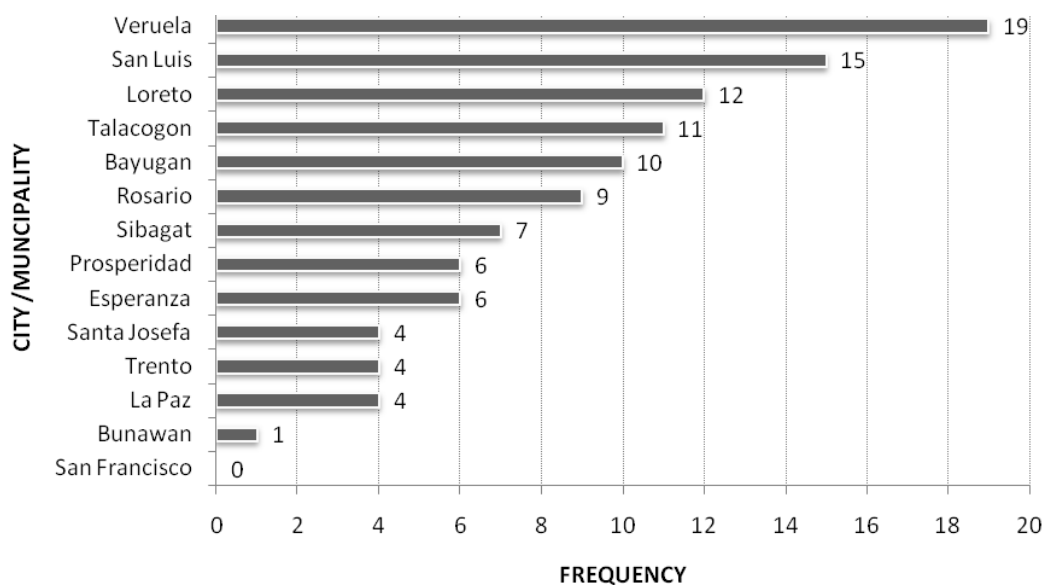
In Agusan del Norte, 9 municipalities reported violent incidents over the period. The city of Butuan reported the highest with 17 violent incidents followed by Cabadbaran with 9, Buenavista with 4, Kitcharao with 4, Jabonga with 3, Las Nieves and Remedios T Romualdes each with 2 and Nasipit and Tubay with 1. There were no reports from Carmen, Magallanes and Santiago. (Figure 32).

Figure 31 Frequency of violent incidents from January 2005 to August 2008 in Agusan del Norte by City and Municipality (Region 13).



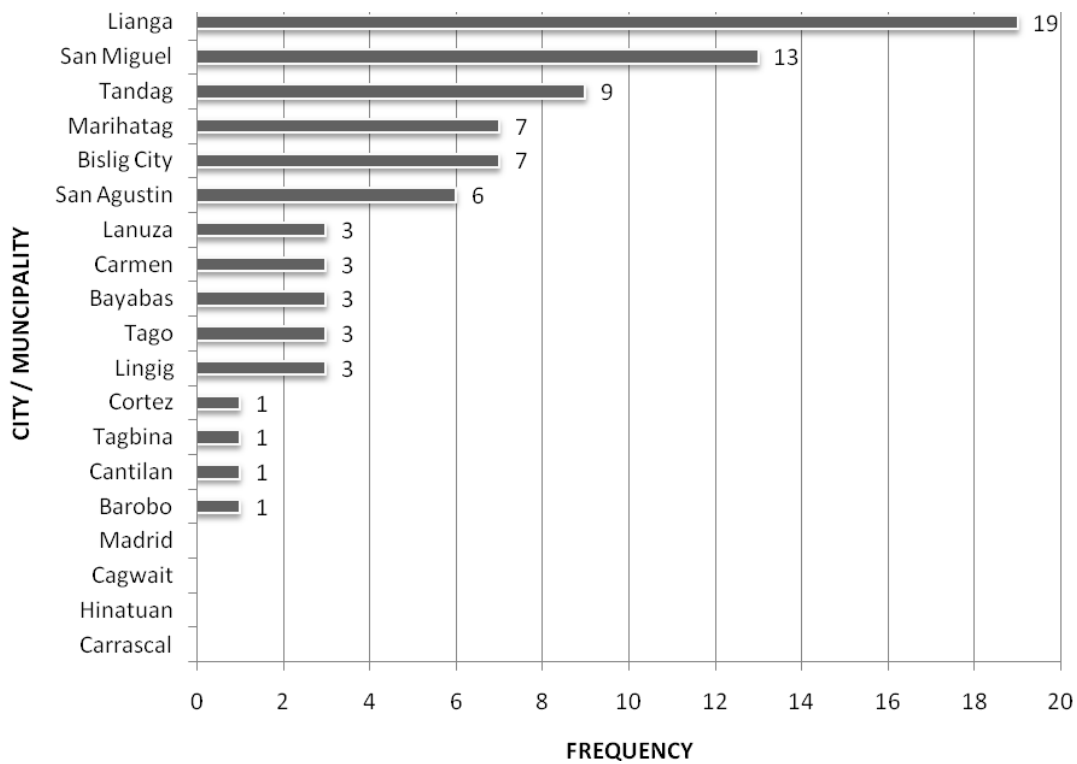
In Agusan del Sur 13 municipalities reported violent incidents over the period. The municipality of Veruela reported the highest level of conflict with 19 violent incidents. The municipality of San Luis reported 15 incidents, Loreto 12, Talacogon 11, Bayugan 10, Rosario 9, Sibagat 7, Esperanza 6, Prosperidad 6, La Paz 4, Trento 4, Santa Josefa 4 and Bunawan 1. There were no reports from San Francisco. (Figure 33).

Figure 32 Frequency of violent incidents from January 2005 to August 2008 in Agusan del Sur by City and Municipality.



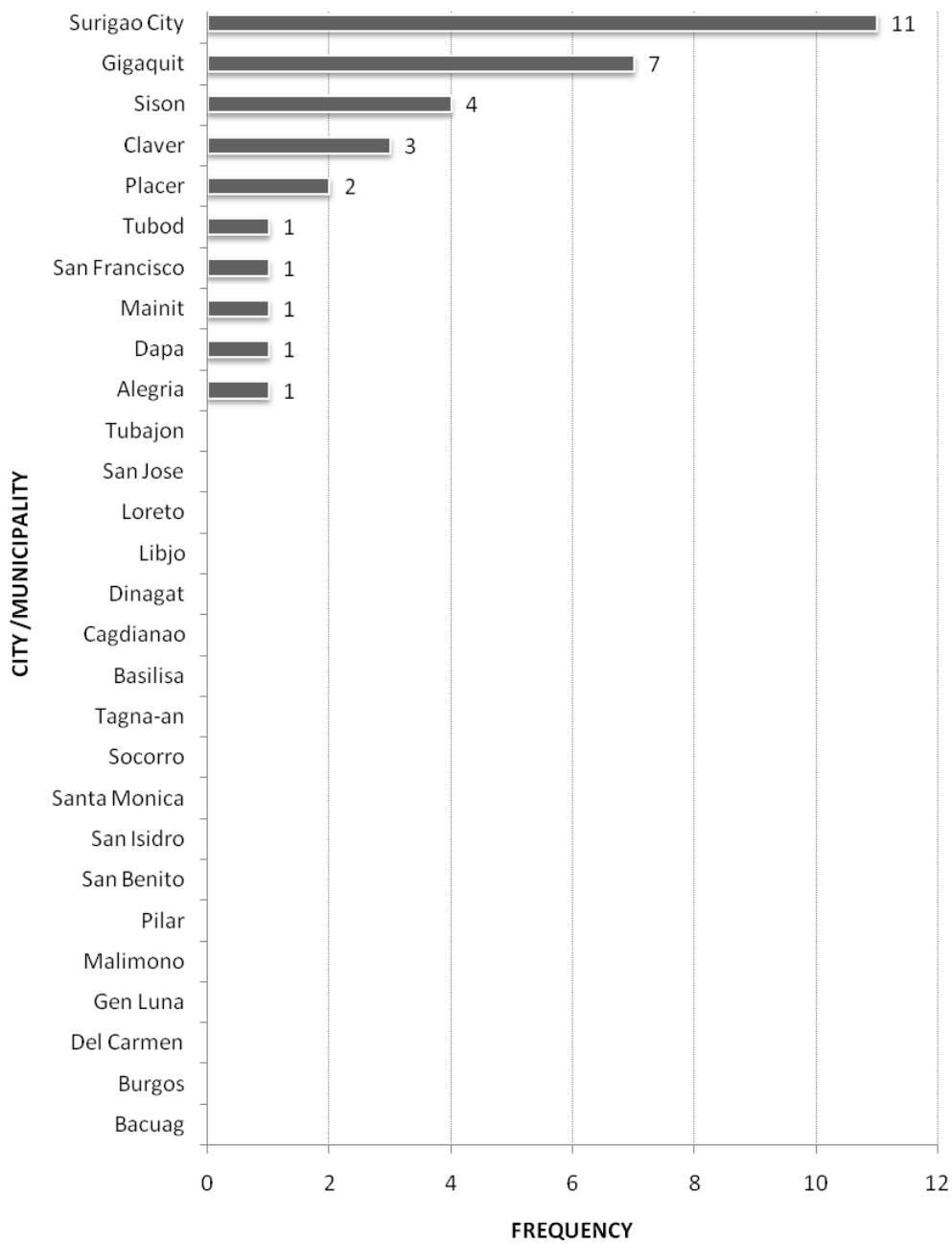
In Surigao del Sur, 13 municipality and 2 cities reported violent incidents over the period. The municipality of Lianga reported the highest level of conflict with 19 violent incidents. The municipality of San Miguel reported 13 incidents, Tandag 9, Bislig City 7, Marihatag 7, San Agustin 6. Lingig, Tago, Bayabas, Carmen and Lanuza all reported 3 while Barobo, Cantilan, Tagbina and Cortez reported 1 each. There were no reports from Carrascal, Hinatuan, Cagwait and Madrid. (Figure 34).

Figure 33 Frequency of violent incidents from January 2005 to August 2008 in Surigao del Sur by City and Municipality (Region 13).



In Surigao del Norte, 10 municipalities reported violent incidents over the period. The Surigao City reported the highest level of conflict with 11 incidents. Other municipalities and cities that reported incidents were Gigaquit with 7, Sison with 4, Claver with 3, Placer with 2, and Alegria, Dapa, Mainit, San Francisco, Tubod and Bacuag with 1 each. There were no reports from Burgos, Del Carmen, Gen Luna, Malimono, Pilar, San Benito, San Isidro, Santa Monica, Socorro, Tagna-an, Basilisa, Cagdianao, Dinagat, Libjo, Loreto, San Jose and Tubajon. (Figure 35).

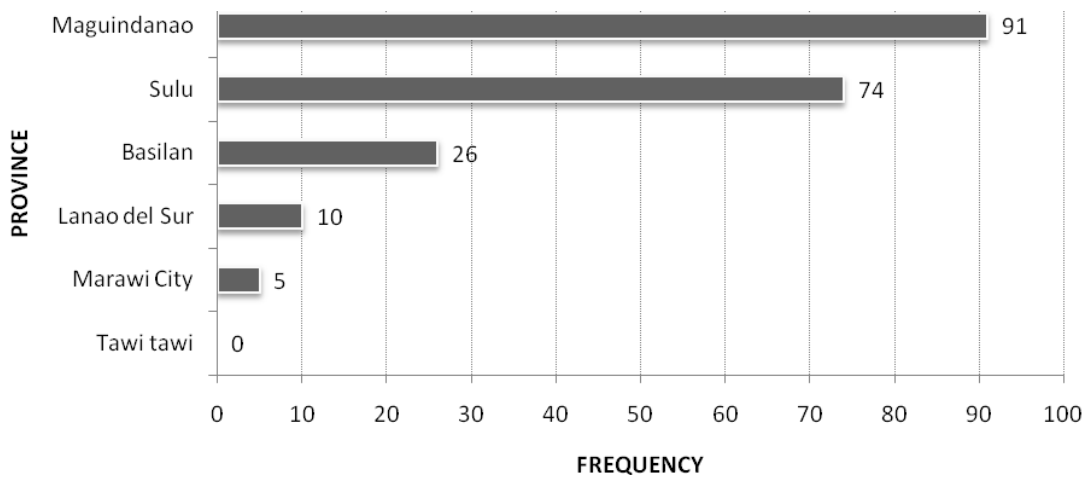
Figure 34 Frequency of violent incidents from January 2005 to August 2008 in Surigao del Norte by City and Municipality (Region 13)



ARMM

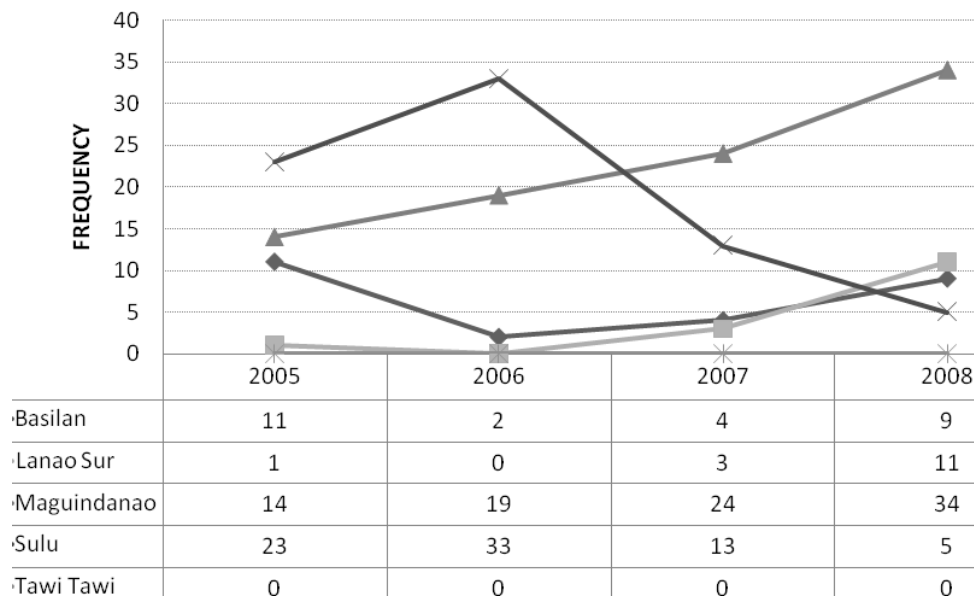
The ARMM had the third highest frequency of violent incidents in Mindanao during the survey period with 206 incidents reported with 16.68% of all violent incidents reported in Mindanao. The highest frequency of violent incidents occurred in the province of Maguindanao with 91 reported violent incidents between January 2005 and August 2008. During the same period 26 violent incidents were reported in Basilan, Lanao del Sur had 10, Marawi City 5 and Sulu 74. No violent incidents were reported from Tawi-tawi (Figure 36).

Figure 35 Sum of frequency of violent incidents from January 2005 to August 2008 in the ARMM by Province.



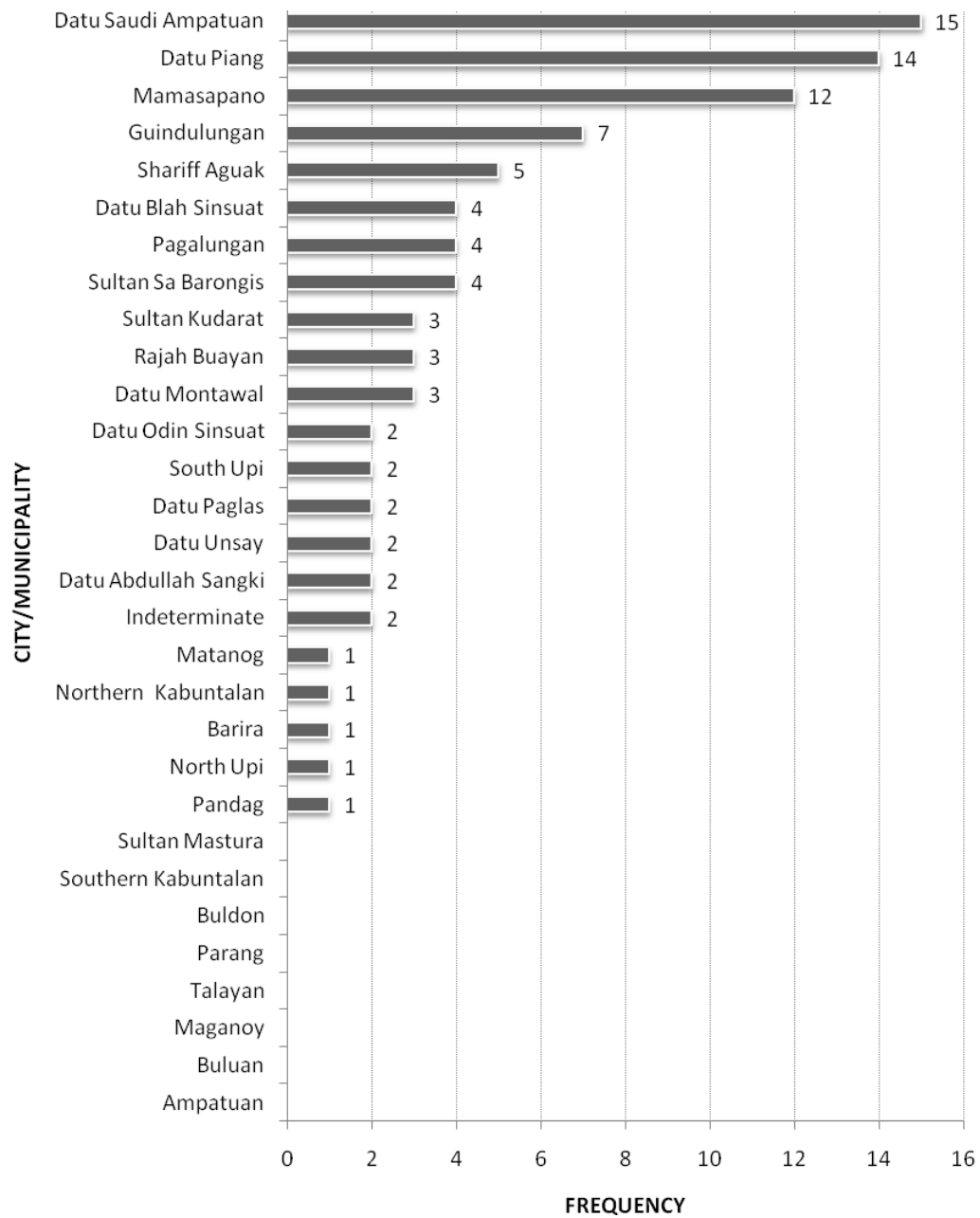
The survey indicated a decreasing number of incidents in Sulu from 23 in 2005 and 33 in 2006 to 5 in 2008. Conversely, Maguindanao reported increased incidents in the same period rising from 14 in 2005 to 35 in 2008. A similar rise is noted in Lanao del Sur with a rise from 1 to 11 (Figure 37).

Figure 36 Frequency of violent incidents in the ARMM in January 2005 to August 2008.



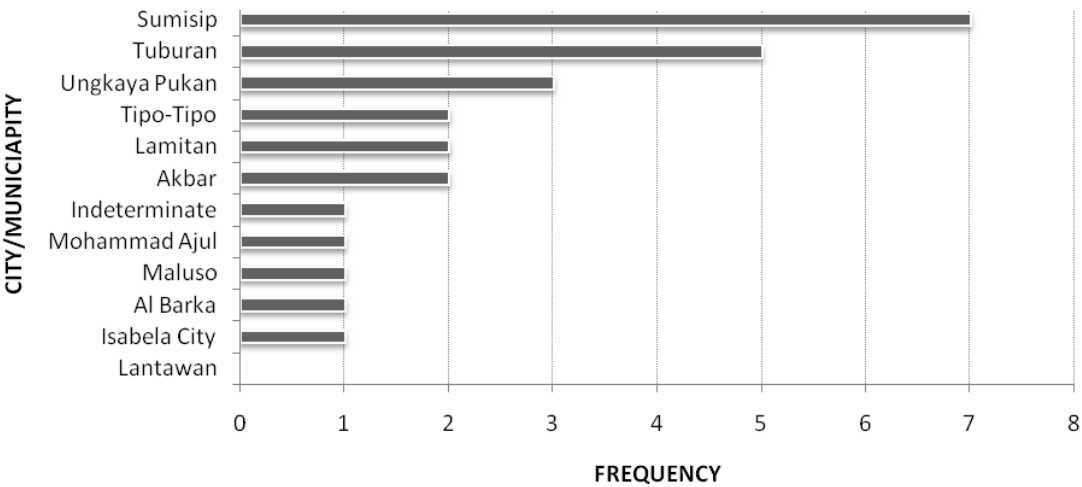
In Maguindanao, 21 municipalities reported violent incidents. The municipality of Datu Saudi Ampatuan reported the highest level of conflict with 15 violent incidents. The municipalities of Datu Piang reported 14 incidents, Mamasapano 12, Guindulungan 7, and Shariff Aguak 5. Sultan Sa Barongis, Pagalungan and Datu Blah Sinsuat 4. Datu Montawal, Rajah Buayan and Sultan Kudarat reported 3 and Datu Abdullah Sangki, Datu Unsay, Datu Paglas, South Upi , and Datu Odin Sinsuat reported 2 each. Pandag had 1 incident as did North Upi Barira, Northern Kabuntalan and Matanog. The location of 2 other incidents was not determined. There were no reports from Ampatuan, Buluan, Maganoy, Talayan, Parang, Buldon, Southern Kabuntalan and Sultan Mastura (Figure 38).

Figure 37 Frequency of violent incidents from January 2005 to August 2008 in Maguindanao by City and Municipality (ARMM).



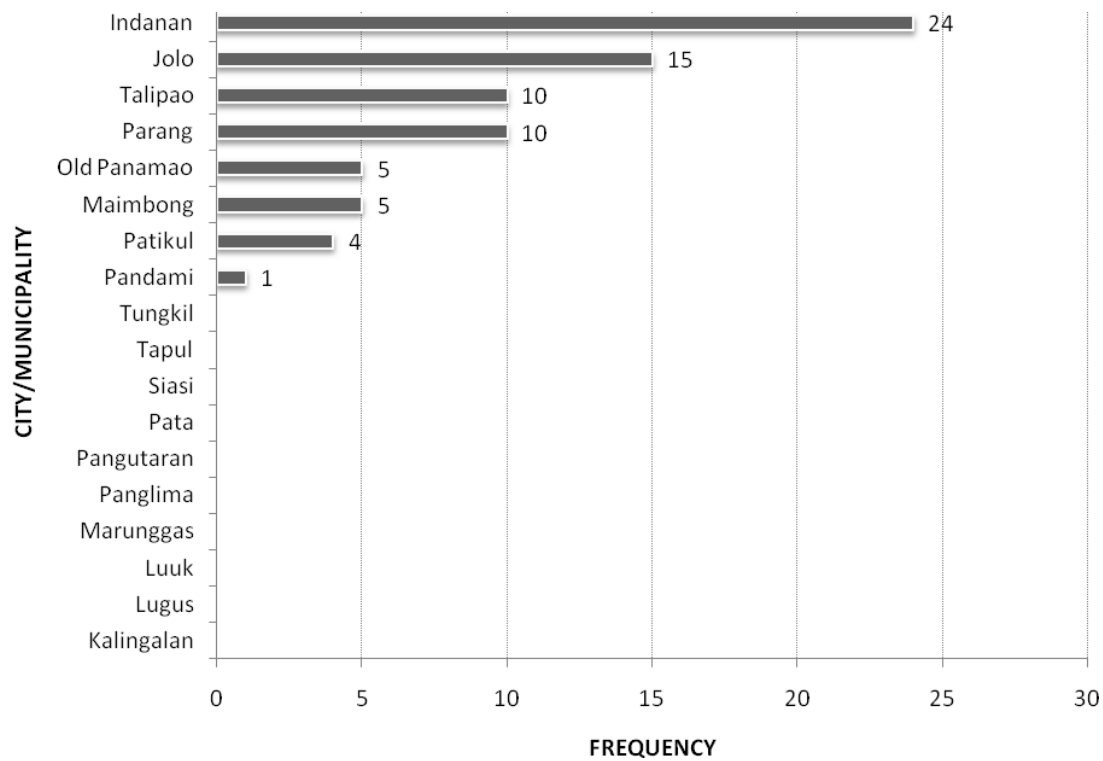
In Basilan, 10 municipalities reported violent incidents over the period. The municipality of Sumisip reported the highest level of conflict with 7 violent incidents. The municipality of Tuburan reported 5 incidents, Ungkaya Pukan 3, Akbar, Lamitan, and Tipo-Tipo 2 while Isabela City, Al Barka, Maluso and Mohammad Ajul reported 1 each. The location of 1 incident was undetermined. There were no reports from Lantawan (Figure 39).

Figure 38 Frequency of violent incidents from January 2005 to August 2008 in Basilan by City and Municipality (ARMM).



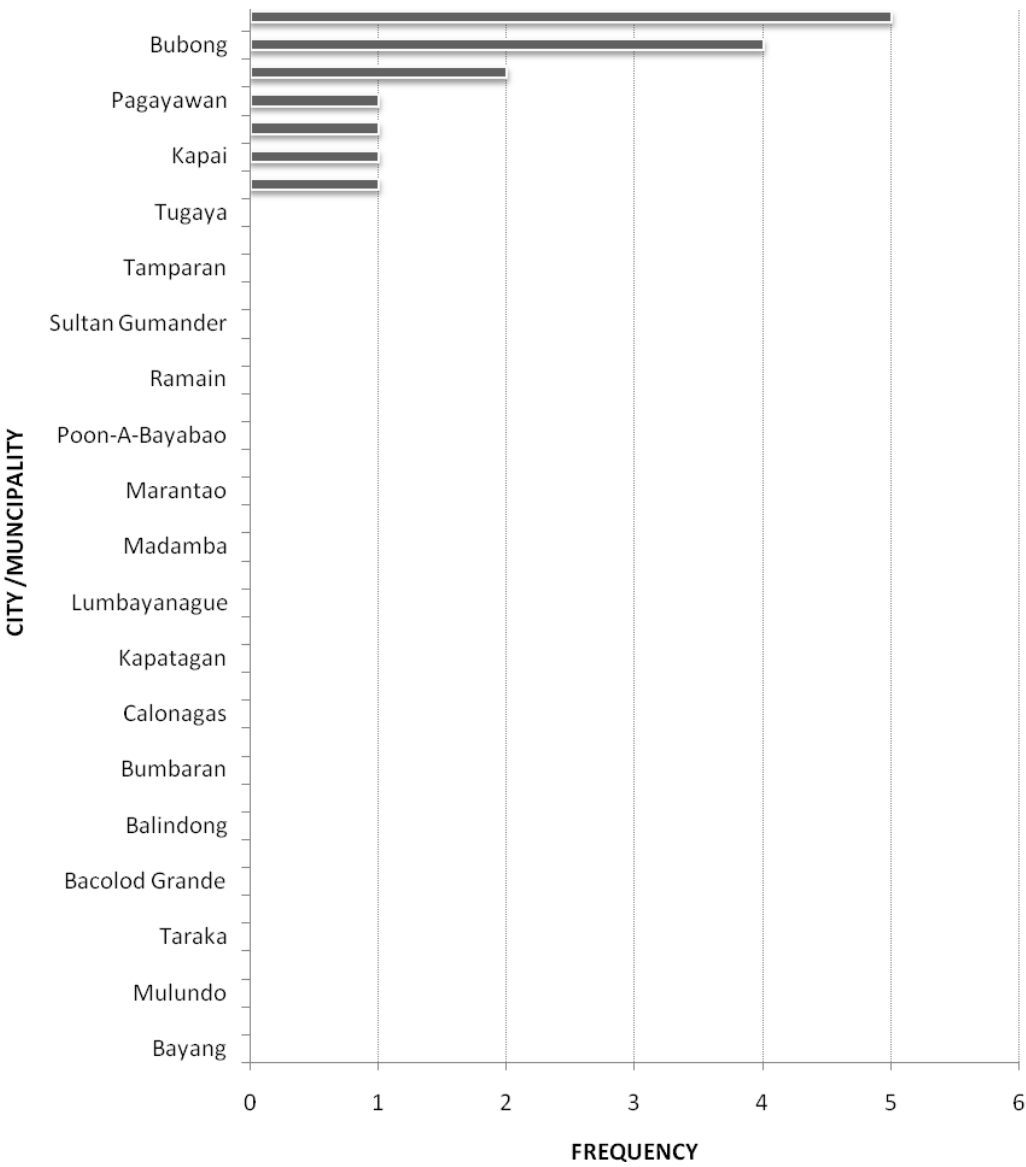
In Sulu, 8 municipalities reported violent incidents over the period. The municipality of Indanan reported the highest level of conflict with 24 violent incidents. The other municipalities and cities that reported incidents were Jolo with 15, Parang and Talipao with 10, Maimbong and Old Panamao with 5, Patikul with 4 and Pandami with 1. There were no reports from Kalingalan, Lugus, Luuk, Marunggas, Panglima, Pangutaran, Pata, Siasi, Tapul and Tungkil (Figure 40).

Figure 39 Frequency of violent incidents from January 2005 to August 2008 in Sulu by City and Municipality (ARMM).



In Lanao del Sur, 7 municipalities reported violent incidents over the period. Marawi City of reported the highest level of conflict with 5 violent incidents. The other municipalities and cities that reported incidents were Bubong with 4, Malabang with 2 and Buagiposo-Bontong, Kapai, Masiu and Pagayawan with 1 each. There were no reports of incidents from Bayang, Lumba-A-Bayabao, Mulundo, Piagapo, Taraka, Wao, Bacolod Grande, Balabagan, Balindong, Binidayan, Bumbaran, Butig, Calonagas, Ganassi, Kapatagan, Lumbatan, Lumbayanague, Madalum, Madamba, Maguing, Marantao, Marogong, Poon-A-Bayabao, Pualas, Ragain, Saguiaran, Sultan Gumander, Tagoloan, Tamparan, Tubaran and Tugaya (Figure 41).

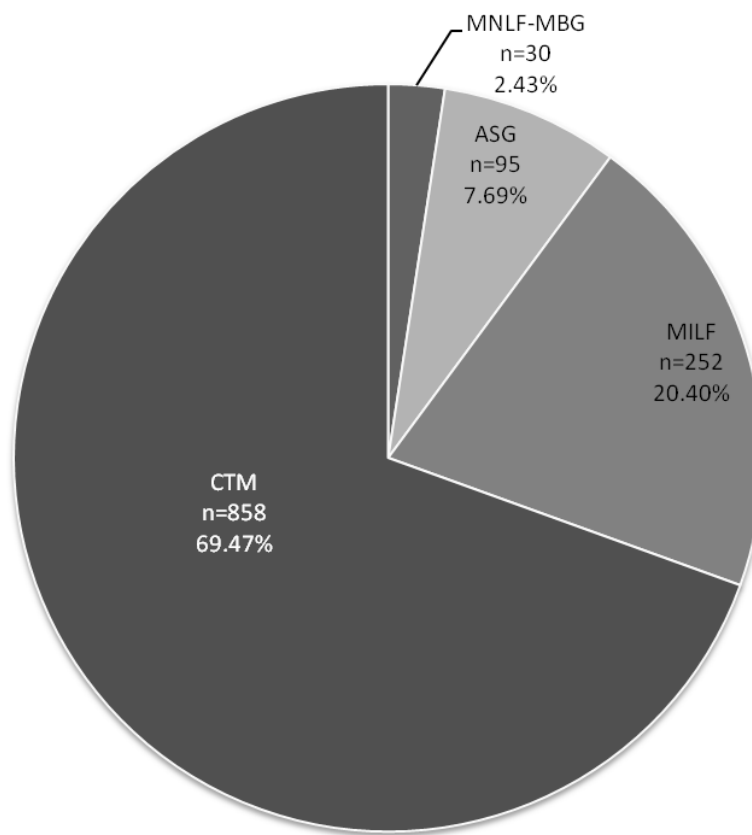
Figure 40 Frequency of violent incidents from January 2005 to August 2008 in Lanao del Sur by City and Municipality (ARMM)



The Threat- Groups: Frequency and type of violent incidents

The survey indicated that from January 2005 to August 2008 there were 1,235 officially reported conflict related violent incidents in Mindanao. The Communist Terrorist Movement (CTM) appear to have initiated 69.47% (n=858) of the incidents, the Moro Islamic Liberation Front (MILF) 20.40% (n=252), the Moro National Liberation Front (MNLF-MBG) 2.43% (n=30) and the Abu Sayyaf Group (ASG) 7.69% (n=95) MNLF 2.43% (n=30) (Figure 42).

Figure 41 Proportion of violent incidents by group from January 2005 to August 2008.



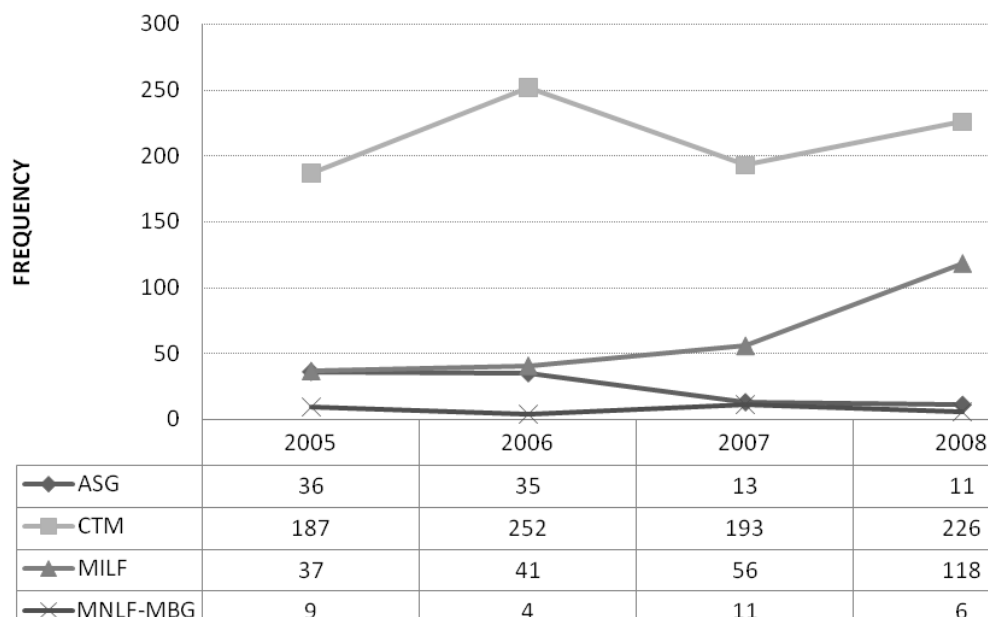
CTM activities were reported highest in 2006 with 252 incidents attribute to the group. There was an increase in incidents involving the MILF from 37 in 2005 to 118 in 2008. Abu Sayyaf's violent

activities declined from 36 in 2005 to 11 in 2008. Incidents involving the MNLF-MBG did not demonstrate any clear trends with 8 in 2005, 4 in 2006, 11 in 2007 and 6 in 2008 (Figure 43).

The survey points towards a 34.2% increase in reported conflicts incidents from 2005 to 2008. Incidents involving the CTM increased by 21% while incidents involving the MILF increased by a substantial 219%. However, on a positive note, incidents involving the MNLF and ASG decreased by 33%, and 69% respectively.

It appears that much of the increasing violence involving the MILF can be attributed renegade factions of the MILF and to the recent conflicts associated with the Government of the Philippines reneging on signing of a Memorandum of Agreement on Ancestral Domain in central Mindanao. No information came to light during the time of the survey as to the reasons for changes in the number of violent incident initiated by the other threat groups during this period.

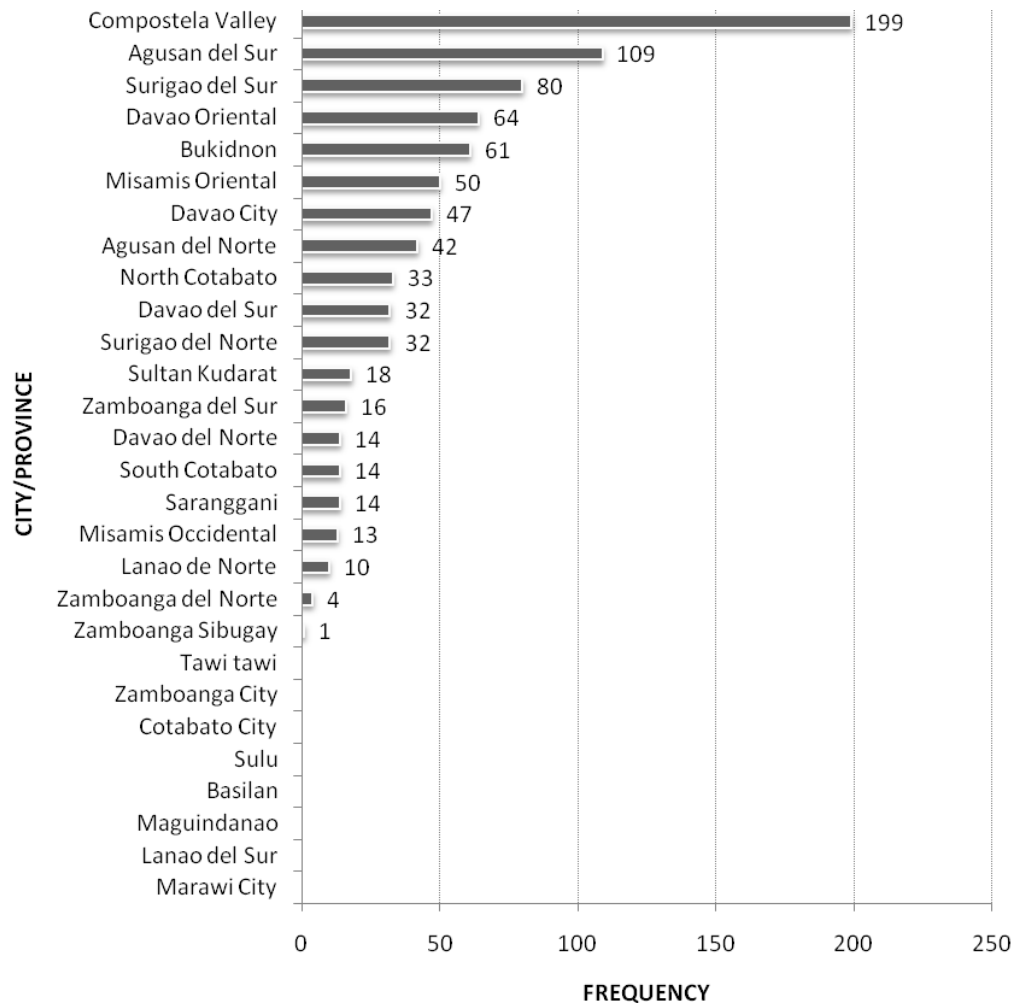
Figure 42 Frequency of violent incidents by group and year from January 2005 to August 2008.



Communist Terrorist Movements (CTM) and areas of operation

As previously mentioned, the highest frequency of violent incidents was attributed to the CTM, with highest number occurring in Compostela Valley with 199 incidents. CTM activity was also noted in Agusan del Sur with 109 incidents, Surigao del Sur with 80, Davao Oriental with 64, Bukidnon with 61, Misamis Oriental with 50, Davao City with 47, Agusan del Norte with 42, North Cotabato with 33, Surigao del Norte with 32, Davao del Sur with 32, Sultan Kudarat with 18, Zamboanga del Sur with 16, Sarangani with 14, South Cotabato with 14, Davao del Norte with 14, Misamis Occidental with 13, Lanao de Norte with 10, Zamboanga del Norte with 4 and Zamboanga Sibugay with 1. No CTM activity was reported in Marawi City, Lanao del Sur, Maguindanao, Basilan, Sulu, Cotabato City, Zamboanga City or Tawi-tawi (Figure 44).

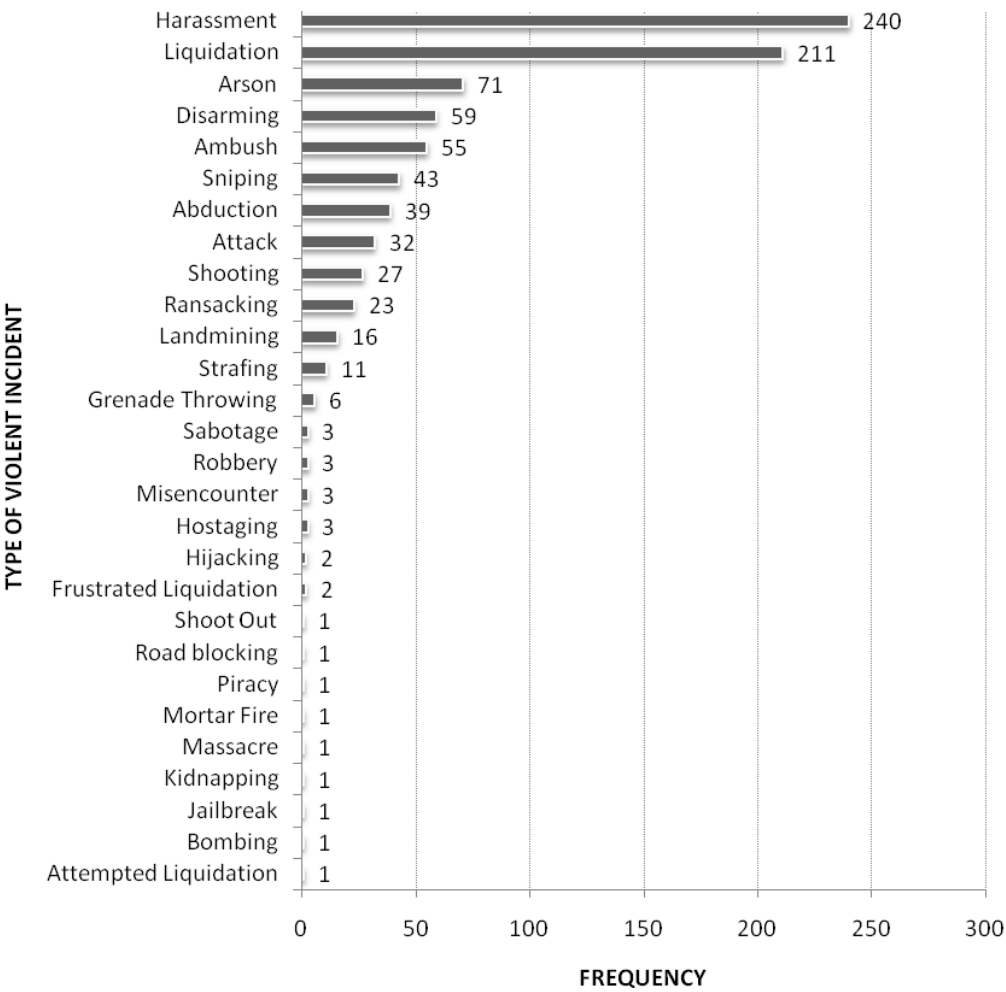
Figure 43 Violent incidents attributed to the CTM from January 2005 to August 2008 by Province.



In relation to the category of violent incidents attributed to the CTM, the category most often reported was Harassment with 240 incidents. This was followed by Liquidation with 211 incidents, Arson with 71, Disarming with 59, Ambush with 55, Sniping with 43, Abduction with 39, Attack with 32, Shooting with 27, Ransacking with 23, Land mining with 16, Strafing with 11, Grenade Throwing with 6, Hostaging, Misencounter, Robbery, and Sabotage with 3. Frustrated Liquidation and

Hijacking with 2 incidents, Massacre, Mortar, Piracy, Road blocking and Shoot Out with 1 each (Figure 45).

Figure 44 Category of violent incidents by reported frequency initiated by CTM.

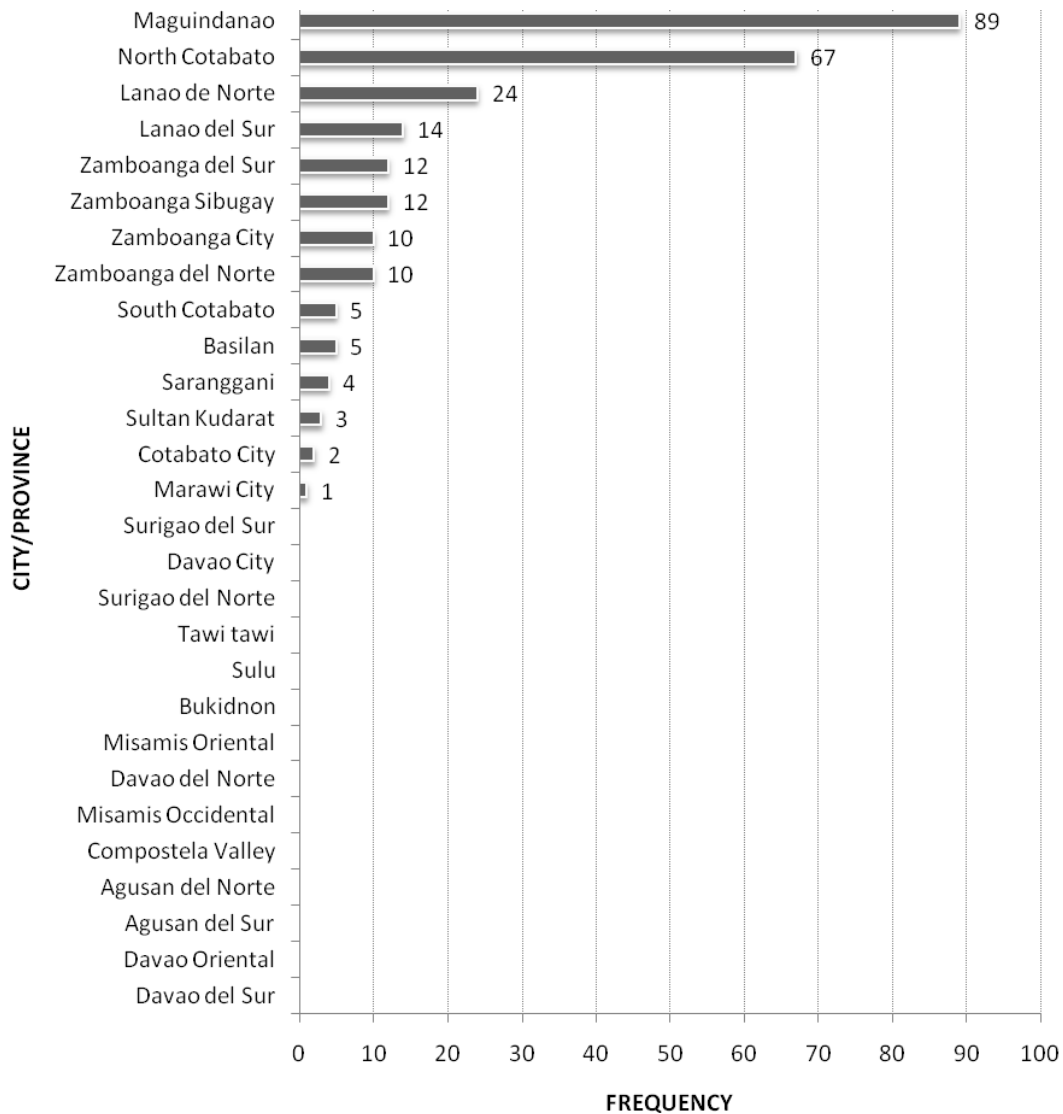


Moro Islamic Liberation Front (MILF)

The second highest frequency of reported violent incidents was attributed to the MILF. The highest number of incidents occurred in Maguindanao with 89 incidents reported. Maguindanao reported 89 MILF incidents, North Cotabato 67, Lanao de Norte 24, Lanao del Sur 14, Zamboanga Sibugay and

Zamboanga del Sur 12 each, Zamboanga del Norte and Zamboanga City 10 each, Basilan and South Cotabato 5 each, Saranggani 4, Sultan Kudarat 3, Cotabato City 2 and Marawi City 1. No MILF activity was reported in Davao del Sur, Davao Oriental, Agusan del Sur, Agusan del Norte, Compostela Valley, Misamis Occidental, Davao del Norte, Misamis Oriental, Bukidnon, Sulu, Tawi-tawi, Surigao del Norte, Davao City and Surigao del Sur (Figure 46).

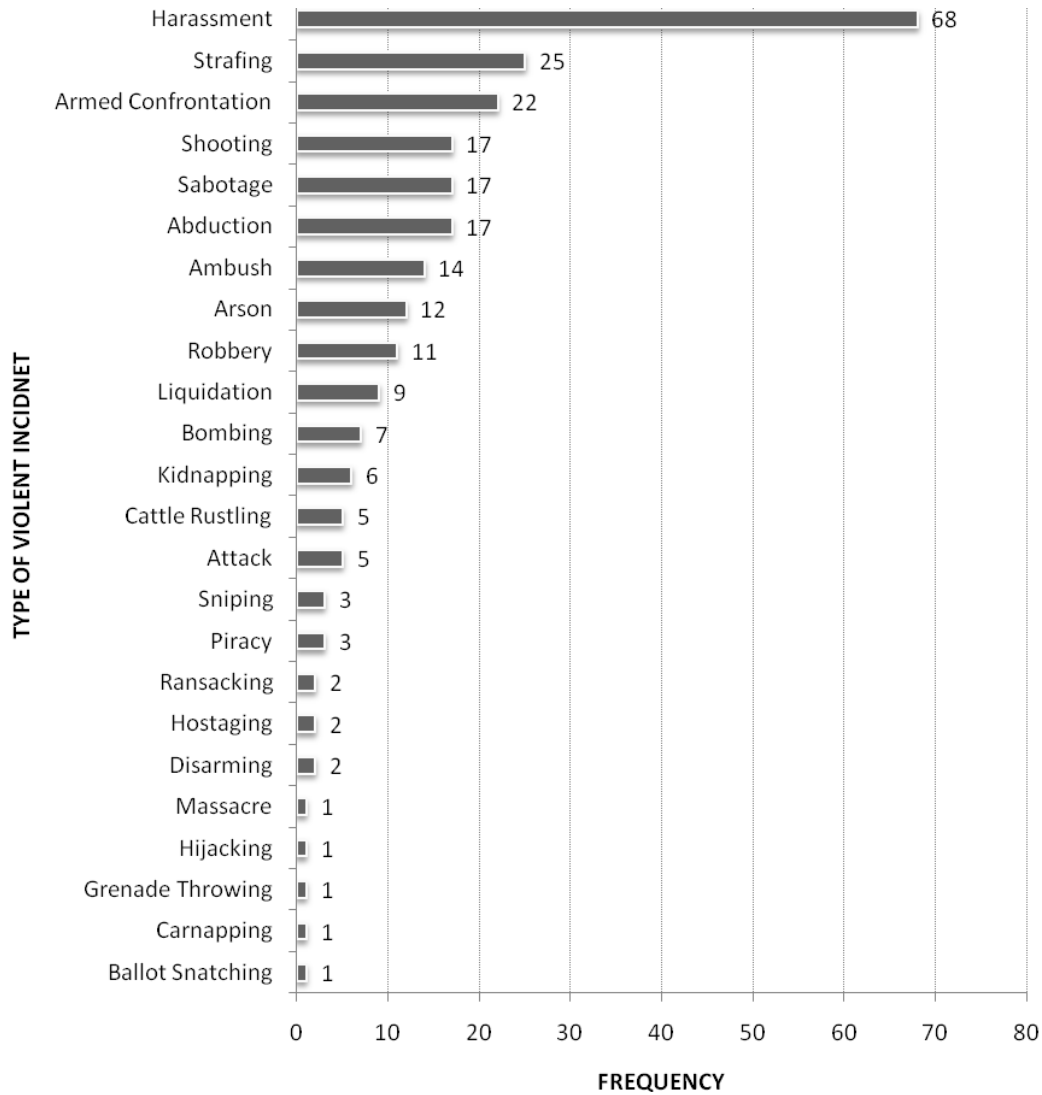
Figure 45 Violent incidents attributed to the MILF from January 2005 to August 2008 by Province.



The most common category of violent incident attributed to the MILF was Harassment with 68 reports. This was followed by Strafing with 25 reports, Armed Confrontation with 22, Abduction, Sabotage and Shooting with 17, Ambush with 14, Arson with 12, Robbery with 11, Liquidation with 9, Bombing with 7, Kidnapping with 6, Attack with 5, Cattle Rustling with 5, Piracy and Sniping with 3

reports each. Disarming, Hostaging and Ransacking had 2 reported incidents each and Ballot Snatching, Carnapping, Grenade Throwing, Hijacking and Massacre 1 each (Figure 47).

Figure 46 Category of violent incident by reported frequency of the MILF.

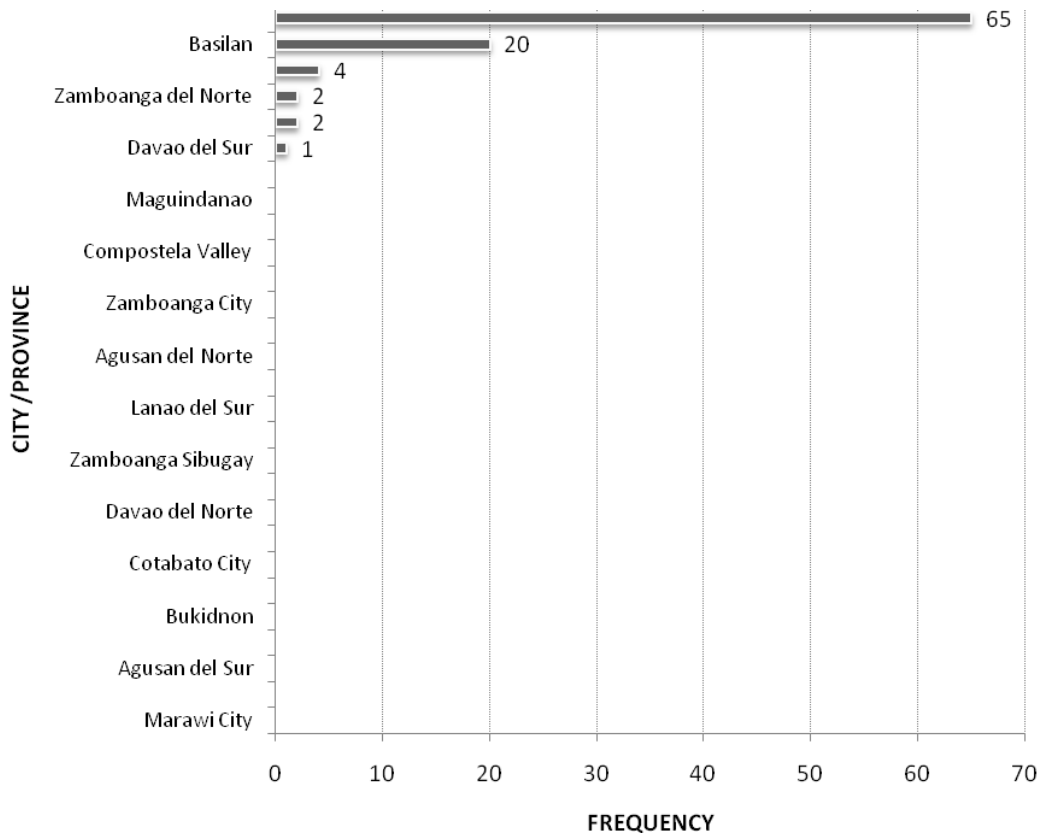


Abu Sayyaf Group (ASG)

The third highest frequency of violent incidents was attributed to the ASG. The highest incidents occurred in Sulu with 65 incidents. In Basilan 20 incidents of ASG violence was reported while

Zamboanga del Sur there was 4, South Cotabato 2, Zamboanga del Norte 2 and Davao del Sur 1. No MILF activity was reported in Marawi City, Misamis Occidental, Agusan del Sur, Misamis Oriental, Bukidnon, North Cotabato, Cotabato City, Sarangani, Davao del Norte, Davao City, Zamboanga Sibugay, Lanao de Norte, Lanao del Sur, Davao Oriental, Agusan del Norte, Sultan Kudarat, Zamboanga City, Surigao del Norte, Compostela Valley, Surigao del Sur, Maguindanao and Tawi-tawi (Figure 48).

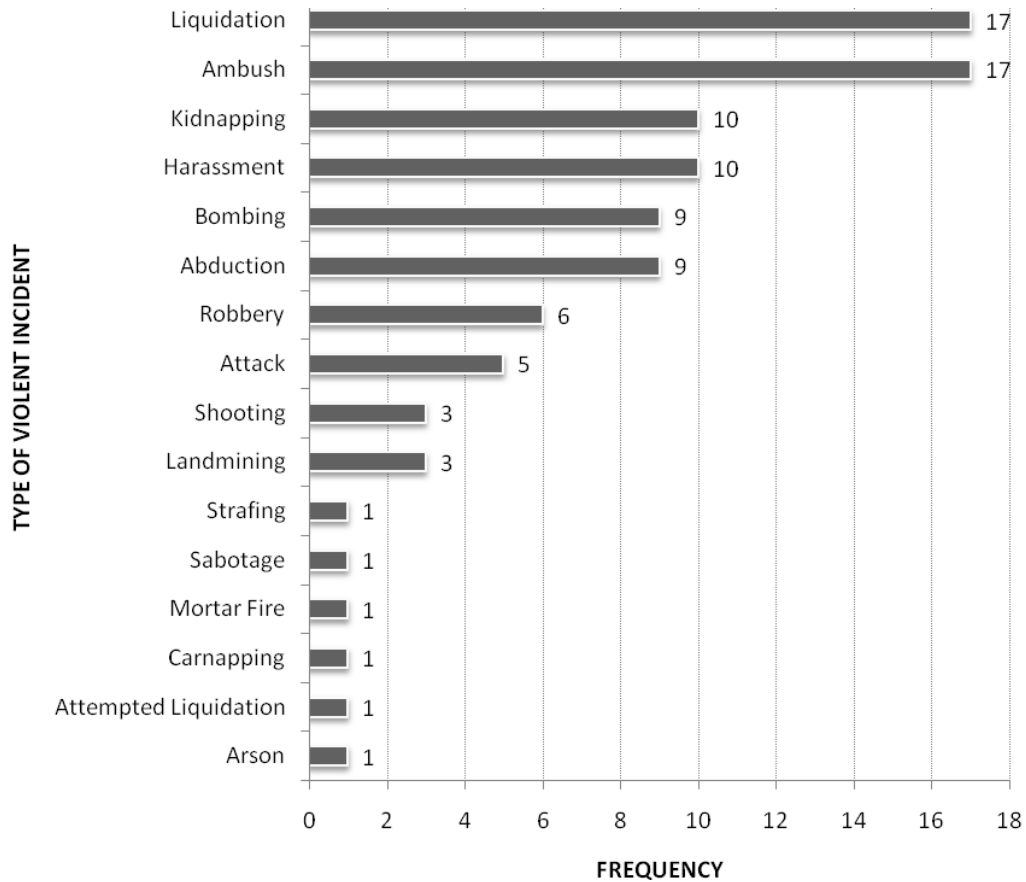
Figure 47 Violent incidents attributed to the ASG from January 2005 to August 2008 by Province.



The most common category of violent incidents attributed to the ASG was Ambush and Liquidation with 17 reports each. This was followed by Harassment with 10 reports, Kidnapping with 10, Abduction and Bombing with 9 each, Robbery with 6, Attack with 5, Land mining and Shooting with 3

each and Arson, Attempted Liquidation, Carnapping, Mortar Fire, Sabotage and Strafing all with 1 reported incident each (Figure 49).

Figure 48 Category of violent incident by reported frequency of the ASG.

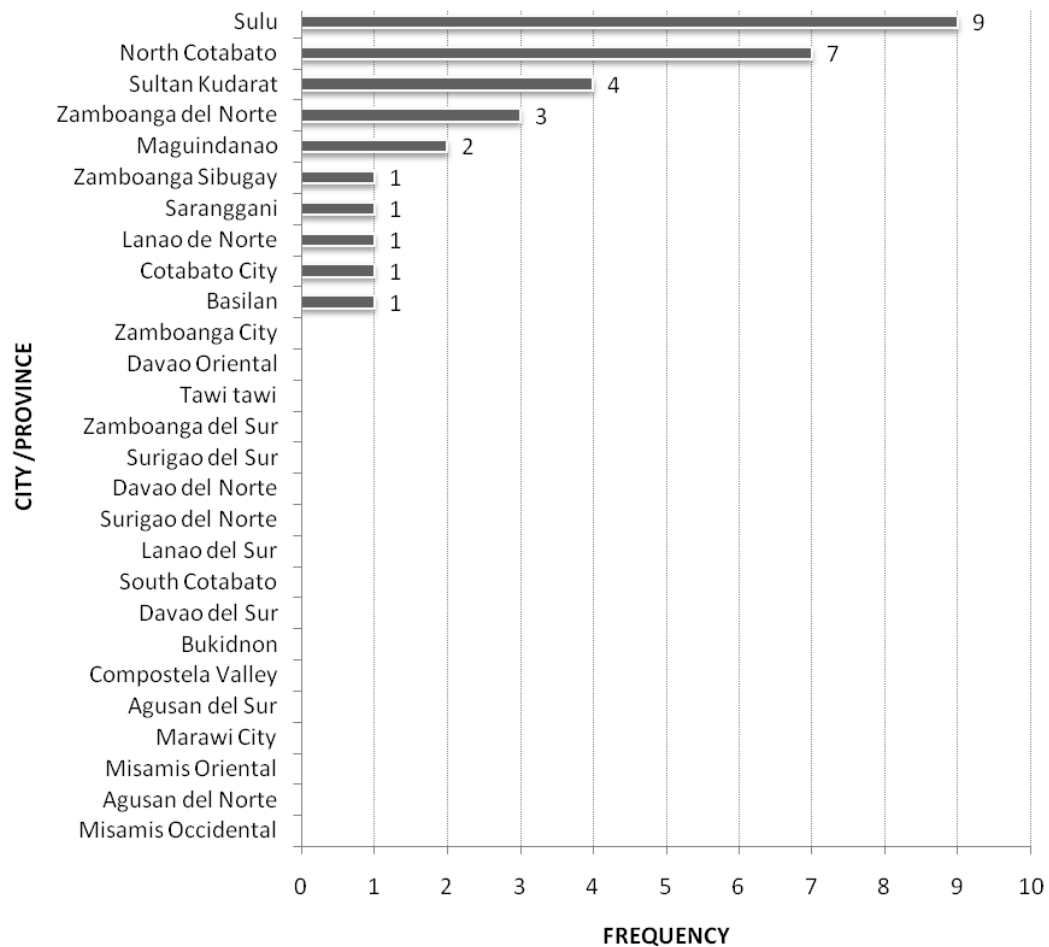


Moro National Liberation Front (MNLF)

The lowest frequency of violent incidents was attributed to the MNLF. There were 9 incidents attributed to the MNLF in Sulu while in North Cotabato there were 7, Sultan Kudarat 4, Zamboanga del Norte 3, Maguindanao 2, and Basilan, Cotabato City, Lanao de Norte, Saranggani, Zamboanga Sibugay all had 1 incident. No MNLF activity was reported in Misamis Occidental, Agusan del Norte, Misamis Oriental, Marawi City, Agusan del Sur, Compostela Valley, Bukidnon, Davao del Sur, South

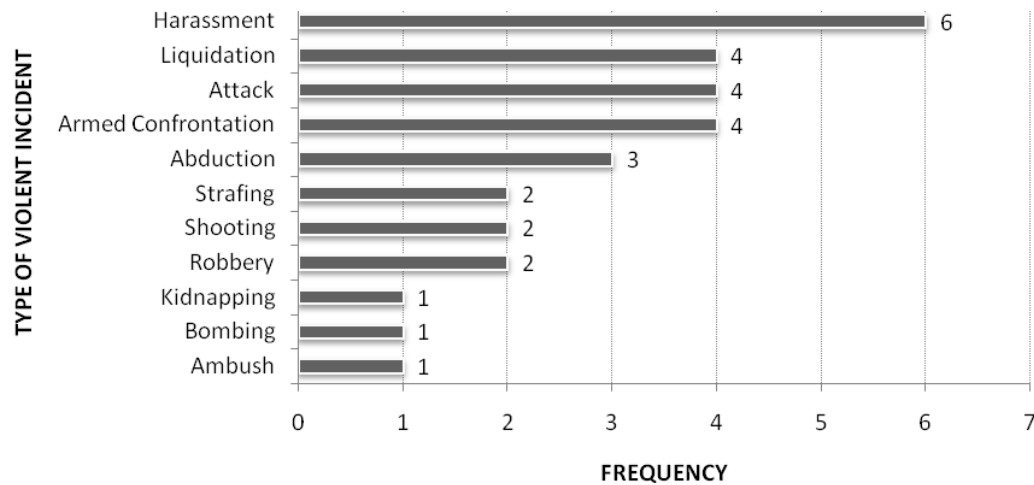
Cotabato, Lanao del Sur, Surigao del Norte, Davao del Norte, Surigao del Sur, Zamboanga del Sur, Tawi-tawi, Davao Oriental, and Zamboanga City (Figure 50).

Figure 49 Violent incidents attributed to the MNLF from January 2005 to August 2008 by Province.



The most common category of violent incidents attributed to the MNLF was Harassment with 6 reports. This was followed by Armed Confrontation, Attack and Liquidation all with 4 reports. There 3 Abductions and 2 Robberies, 2 Shootings and 2 reports of Strafing. There was also 1 report each of Ambush Bombing and Kidnapping (Figure 51).

Figure 50 Type of violent incident by reported frequency of the MNLF.



Conclusion

Conflicts will remain to be part of society for as long as there are people wanting food, water, land and freedom. Aside from these wants, greed and pride among men are the other reasons for the existence of conflict. However, these can be minimized through the efforts of governments to address the basic needs of the people through delivery of services and infrastructure development.

Mindanao could be described as the 'Quiet War' operating under the radar of international media attention. It is not a singular conflict but a complex combination of social rebellion, criminal territorialism, ideological expansion, political confrontation and religious extremism. There methods have a common thematic progress; starting with terror and harassment (personal and property); and if that is insufficient then individual liquidation; and is that is insufficient then battle.

The Government of the Philippines is fighting non-uniformed insurgents and uniformed conflicts on multiple fronts. Areas of value such as those rich in minerals are targets of those who will freely harass communities and liquidate their opposition. The impact is realised by population displacement, loss of skilled professionals and a breakdown in delivery of essential services such as

health and education. In turn a cycle of poverty endures that fuels again the conflict, strengthens warlords and assures a stream of new recruits to the threat groups.

As the conflicts are complex so are the solutions. An intervention of development is a doable element of solution framework. As cited by First Admiral Dato Pahlawan Anzah Soliman, Malaysian officer, then Deputy Head of Mission of International Monitoring Team (IMT) 4 in an interview with Mindanews, Oct 4, 2007, *“more development workers are needed in Mindanao rather than military contingents”*. Soliman also disclosed that there are several challenges to be confronted for peace to reign. These include the insurgence by the CTM, moves for religious and political separation, difficulty to sustain peace, never-ending cases of *“rido”* (disputes or quarrels among relatives and friends). Accordingly, peace cannot be maintained or sustained due to the unpredictability as to when conflict would suddenly erupt in other areas. Admiral Soliman also noted about the continuing presence of conflict caused by lawless groups and criminal elements. *“Rido”*, for example, has never stopped and is institutionalized in the Moro communities in Mindanao (Torres, 2007). Moreover, displacement of people complicates matters because it saps government resources and funds. What he observed lacking were socio-economic development projects.

Some analysts say conflicts in Mindanao could have been stymied had initial peace-making efforts been more determined (Crisp, 2000). Avoidance and minimizing conflict rest heavily on the shoulders of government leaders and should be reflected in policy (in particular mainstreaming conflict reduction in reform agenda policies). Political will is paramount in resolving conflict and this must be translated into action through the civil service. The donor community has a role to assure that funds prioritised to the conflicted areas and that the conflict agenda is integrated in sector-wide and cross-sector coordination.

It is perhaps precipitates to implement policy without a comprehensive understanding of the issues and how and to what extent such policy implementation will contribute to the overall wellbeing of communities. More importantly, where resources are limited, it is vital to assure that implementation focuses on where the most good can be done.

Any action must be preceded by understanding of the issues in terms of cause, scope and impact. This survey contributes through an understanding of scope of the problem. It helps in answering the question where and what occurred but it does not describe or measure the intensity of the incidents in terms of the loss of life or injury or destruction of property. Accordingly, this survey should only be considered a preliminary survey that provides simple baseline information by quantifying the number of conflict related incidents and their general location.

Follow up studies both longitudinal and cross-sectional studies are required which will systematically collect information and conduct analysis in relation to number of injuries and/or deaths, destruction of property and displacement of people. As a consequence, future studies will be able to more comprehensively and accurately describe the situation in regards to conflict related violence and how it affects the communities of Mindanao.

Importantly, studies are required to measure and consider the effect that conflict related violence has had on population health and health services delivery. This information will provide direction for future investments into health policy and health delivery mechanisms by the MHSPSP and other donor projects.

It is unknown whether threat-groups will likely threaten to, or actually obstruct the implementation of health-related projects of the government or its foreign counterparts. There are many indications that the Mindanao people are waiting for reforms in government for them to be benefitted of the services due them. Ultimately though, the health status of the peoples of

Mindanao is inexorably linked to improving social and economic conditions which will only occur with a reduction of conflict related violence.

Recommendations

1. The design and implement of further studies to comprehensively and accurately describe the situation in regards to conflict related violence and how it affect the communities of Mindanao in relation to trauma and/or deaths, destruction of health property and displacement of people.
2. The Department of Health continue to coordinate with the different agencies, law enforcers and security forces in the area for exchanges of information, security briefings to determine the current situation at a given place. As a result of volatility of the situation, the outbreak of violence is difficult to predict. At, least, some indicators of an impending trouble could be discerned by the experts avoiding harm to those engaged in service delivery, aid and development.
3. Donor agencies must mainstream conflict-reduction or peace-building into project or programme log frames in Mindanao. Conflict is amongst the most significant global issues today and failure to consider this in sectoral support contributes to a failure to realize other foci such as poverty reduction and environmental protection.
4. The Government of the Philippines and donor agencies must continue to strengthen sectoral and cross-sectoral coordination, including at the localised regional and provincial levels, to assure that there is a consonance of effort and efficacy in resource allocation.
5. Without empirical evidence that the policies can be uniformly applied, conflicted areas should not be considered a homogenous group but be clustered according to nature of the conflicts and modalities of the threat groups.
6. The Government of the Philippines and donor agencies must support further studies and build the body of knowledge, in respect of policy and systems design, as applied to the

conflicted areas and impact on the health, education, social frameworks and economy of Mindanao.

7. Given that there is no evidence of evidence of a reduction in the incidents of conflict in Mindanao, greater investments in development and through international cooperation must be applied to Mindanao. Without further investment the Philippines will not achieve its Millennium Development Goals, attract private sector investment confidence and ultimately assure a regression in basic indicators of population well-being in Mindanao.

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