

Report of the Special Committee on Marawi

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I. Executive Summary

The Bangsamoro Transition Authority Parliament's Special Committee on Marawi Recovery, Reconstruction, and Rehabilitation (otherwise known as the Special Committee on Marawi, or SCM) presents this report which encapsulates information on the aftermath of the Marawi siege as gathered from various public hearings, consultations, field visitations, and documentary examinations.

This report summarizes the efforts of the national, regional, and local governments as well as other relevant partners in the past three years in relation to the recovery, rehabilitation, and reconstruction of Marawi City. It also expounds on the concerns of the people directly affected by the Marawi conflict and provides recommendations on how to move forward in dealing with these issues, particularly given the mandate of the Bangsamoro Transition Authority to supplement the National Government efforts thereon, as provided in Republic Act No. 11054.

This report is divided into four sections: background, Marawi three years later, emerging issues and concerns, and recommendations. The background covers a short history of Marawi and how it was affected by the siege. The next section will look into how Marawi has been from 2017 to 2020. It opens up with the current situation in Marawi as gathered from the responses of the residents and stakeholders during the public consultations. This is followed by a summation of the efforts covering the Marawi response as implemented by key agencies from the national, regional, and local government as well as non-governmental organizations that were invited by the Special Committee during the public hearings. The third section will discuss the emerging issues and concerns that were documented by the Special Committee throughout the consultations and hearings. This part is thematically arranged in an effort to consolidate the myriad of issues that were raised throughout the consultations. Lastly, the recommendations section proposes ways forward relative to the findings of the Special Committee.

The content of this report is based on public documents, minutes, presentations, and notes that were presented during the multiple consultations and three public hearings organized by the Special Committee. Apart from the background, no part of this report is taken outside the scope of Special Committee-organized activities unless stated otherwise.

EMERGING ISSUES AND CONCERNS

Land, Property Rights, and Shelters

A. Property Ownership

- The issues surrounding the property ownership of former residents in the 24 most affected barangays represent a paramount challenge in the implementation of rehabilitation efforts.
- Among the identified land-related problems are the following: (a) there are multiple claimants of the same property; (b) undocumented transaction of absolute deed of sale; (c) undocumented transaction of absolute deed of sale; (d) non-annotation of mother title of any encumbrances; (e) surviving heirs' non-recognition of new ownership of property sold by their deceased parent/s, who were the original owner of the property, to the new and present owner; (f) double sale; (g) homeowner who built his/her house on a land by

mere accommodation of the deceased landowner; and (h) some returning IDPs, who have legal ownership documents, found that their real properties within the 24 most affected barangays were “claimed” and “registered” in someone else’s name by unscrupulous individuals in the DENR’s cadastral master list or map during the Kathagombalay profiling activities, also known as “ghost mapping.”

- The TFBM estimated that around 50 percent of homeowners in the 24 most affected barangays will be affected by public right of way once construction of roads and community structures begins.

B. Military Reservation

- The Campo Ranao military reservation is a highly contested issue among residents in Marawi City. The presence of a military reservation instills fears among residents of an untimely permanent dispossession of their land or *posakâ* in the future, at the whim of those in power. This is especially true after the groundbreaking ceremonies for the construction of a military outpost in Kapantaran, a barangay in the MAA.

C. Clearing/Demolition of Properties

- On the demolition of structures, it appears that it is the policy of the TFBM to demolish: (i) private-owned and damaged structures only when the property owners signed an agreement to have their structures torn down, (ii) all damaged structures owned by the government, and (iii) any private structures erected on government-owned properties including the reclaimed site in barangays Dansalan and Datu sa Dansalan. And, yet, the IDPs are generally aware of the first two but not the third. Thus, some IDPs cried foul when they saw their properties torn down even without the TFBM having to secure their individual consent.
- Upon demolition of structures, there was no visible demarcation or physical boundaries left. The absence of physical boundaries will trigger unnecessary altercation with their neighbors in the future once the homeowners return and begin to rebuild their houses or establishments.
- To ameliorate the financial burden, the TFBM declared that the sale proceeds of salvaged debris in the 24 most affected barangays will go to the homeowners. The TFBM, in its letter dated July 9, 2020, clarified that the proceeds of salvaged debris will be pooled and deposited in a Trust Fund. The IDPs felt that the act of TFBM of selling the debris without consulting them or securing their consent to such sale is a violation of the Memorandum of Agreement signed between TFBM and Development Assistance Team (DAT) in September 2018, wherein TFBM and DAT agreed to continually collaborate, meet, discuss and partner, as well as, share information throughout the recovery, reconstruction, and rehabilitation process of Marawi and neighboring affected communities.

D. Real Property Tax

- Many IDPs were not able to avail the tax amnesty program implemented by the Marawi LGU in 2018 due to various reasons. They clamored for the restoration of the tax amnesty

program. Further, they asked the LGUs to waive all local fees pertaining to securing building permits, sanitary and environmental fees, among others.

E. Social Housing and Private Residential Housing

- The TFBM has identified four permanent shelters in barangays Kilala (extending over barangay Mipantao Gadongan), Dulay, Patani, and Papandayan.
- Among the questions asked by the IDPs are the following: Will it be economical in the long-term to locate in a permanent shelter since their source of livelihood and place of employment are in the central portion of Marawi? How will their children go to their preferred schools or colleges given the expensive transportation cost? Who will be selected to avail the permanent shelters and what are their financing options? If the IDPs were to avail for the permanent shelter, will they be able to keep their properties in the city center? What sort of arrangement will the TFBM need from the IDPs in exchange for availing of a slot in the permanent shelters?

F. Temporary Shelter

- Some of the internally displaced persons expressed their concern regarding the (5) year term of the lease contract in relation to the Temporary Shelters. Considering the apparent slow phased rehabilitation, they are worried that the lease will expire even before their return to their respective properties. On this aspect, the extension of the lease is sought to prevent another displacement caused by the expiration of the contract.
- Each unit in the existing temporary shelters has a floor area of 22 square meters with partitions and kitchen sink. Some large families in the shelters must contend with sleeping on rotation hours, while others sleep outside their respective units with makeshift beds. The IDPs can only hope that equitable allocation of temporary shelter units based on family size gain wider currency as a criterion among project implementers of the rehabilitation efforts. The TFBM's "one size fits all" approach just does not bid well.

Other Core Necessities

A. Utilities

Water

- The supply of potable water services in transitory shelters is limited. A water well that LWUA constructed serves the shelter site in Sagonsongan. Other shelters rely on water distribution service provided by tank trucks that grind their way to the IDP communities every morning. Each shelter is equipped with cylindrical receptacles that function as reservoir fixture fed by the tank trucks. The system of rationing creates an acute supply shortage of potable water with adverse implications on health and sanitation of the IDPs, as well their ability to perform their religious obligations and laundry chores.
- The situation in the 24 most affected barangays is dire. Some IDPs who had returned to barangays Tolali and Daguduban during the Kathagombalay in 2019 found no available

water coming out of their taps because the water distribution lines were destroyed during the war.

- Before the Marawi City Water District (MCWD) can install the water lines in the 24 most affected barangays, it needs to resolve first the major weak points of the existing (or the lack of it) water supply system such as reliable water source, aging and leaky main pipelines and valves, and water treatment. The MCWD plans to install 11 deep wells, a sewage treatment plant, and water reservoir for the 24 barangays. It also plans to expand its service areas to other parts of Marawi. However, the MCWD conceded that the properties upon which the deep wells will be constructed are either privately-owned or currently occupied.

Sanitation and Hygiene

- In transitory shelters, the inadequate supply of water has inexorably exacerbated the ability of the IDPs to maintain proper hygiene.
- Inside MAA, the sanitation infrastructures were destroyed, and they are unsalvageable. Because most homeowners had not had their tanks serviced on a regular basis, human wastes and contaminated water directly penetrated the ground water and the Lake Lanao. In the same way, the raw sewage in pit facilities were directly discharged into the aquifer. This problem resonates even today in wider parts of Marawi.

Solid Waste Management

- The MCWD plans to construct a sewerage treatment plant, the first of its kind in Marawi City, near the Mapandi bridge and the Agus riverbank in Lilod Madaya. Because the proposed project site is within a once highly dense residential area, the MCWD must account for the negative externality from smell pollution that the plant will generate once it starts its operation and when the IDPs finally returns. Or, it should consider relocating the treatment plant in a suitable site.
- The lack of proper disposal of solid wastes in the city was a blight in the past. However, installing a new landfill site will have to be assessed thoroughly in relation to the protected watershed status that envelopes a large swathe of the province including Marawi City.

Electricity

- The Lanao del Sur Electric Cooperative (LASURECO) waits for the completion of temporary shelters in Dulay and Rorogagus before it can install electric cables. As of February 2020, the two permanent shelters (Papandayan and Gadongan) are not yet energized.
- There is no adequate number of utility poles and electric service lines in the 24 barangays. As a result, some returning IDP homeowners during the early phase of the Kathagombalay activity tapped electricity illegally from a shared temporary battery source provided by LASURECO.
- The main reason why LASURECO failed to install adequate electric distribution facilities early on was it had not seen the TFBM/NHA master plan or the general architectural

layout of land use of the 24 most affected barangays. LASURECO maintained that the TFBM failed to liaise with the electric cooperative about the phasing of its Kathagombalay activities. LASURECO finds it impractical to install permanent and sturdy utility poles and electric cables only to be removed in the future if the issues on property ownership and right of way are not resolved by the TFBM-SLRM and the NHA.

B. Income and Livelihood

- Some IDP families received assistance from several national agencies. However, other IDPs, on the other hand, received paltry livelihood assistance from one agency or none at all. This arrangement of inequitable allocation of resources created an atmosphere of resentment amongst IDPs which threatens neighborhood cohesion.
- Moreover, because many received the same starter kit for livelihood to produce or to market the same or similar products, competition within their neighborhoods has become stiff to the point that the local market verged towards saturation. As a result, doing things of the same kind hardly makes a dent on sales or profits, which prolongs the road to economic recovery.
- In addition, some IDPs who used to be successful business owners have come to terms that the TFBM failed to recognize that they have skills, acumen, and network to improve their lot and provide jobs to many. They just need enough capital for a fresh start. Having no meaningful assistance to rejuvenate big businesses, the TFBM and DTI appear to force this group of IDPs to take on micro-businesses.

C. Education

- Within the most affected barangays, DepEd plans to build three integrated schools that could accommodate approximately 10,000 students each. The DepEd still struggles to find suitable parcels of the land upon which the integrated schools will be built. In August 2019, the agency was able to secure an approved site development or building perspective plan for the integrated school in barangay Moncado.
- Very little assistance is available for private educational institutions

D. Health

- While the DOH assisted IDPs in the transitory shelters in Marawi City (Boganga, Sagonsongan, Buadi Itowa, Mipaga, Sarimanok) and Iligan City (Baloi for home-based IDPs, and Matungao), by conducting community profiles early on and delivered its health care services, the regular medical missions are not enough which urged the IDPs to demand for a medical clinic in each transitory site and affordable medicines.

Public Works

A. Connective Infrastructures

Bridges

- The Department of Public Works and Highway (DPWH) completed the repair of Mapandi bridge in July 2019 and is on its way to finishing the construction of Pumping bridge and Banggolo bridge. The last two had physical accomplishment rates of 79.8 percent and 80.2 percent, respectively, as of February 11, 2020. They were beyond their original completion dates by four months because the DPWH has to deal with the right of way and encroachment issues. The agency found several private structures that were illegally erected near the riverbanks and below the Pumping bridge.

Roads

- The construction of barangay roads will affect many private properties if the NHA were to follow its road-width standards at 17.5 meters from the center. The standards followed by the city LGU, in contrast, is 12 meters from the center. The TFBM/NHA will explore a midway adjustment on the standards just to minimize public encroachment of private properties.

B. Public and Civic Infrastructures

- All structures, except the padian and the sports complex, will be located inside ground zero. The DPWH has not yet commissioned a feasibility study or architectural and engineering design plans for the sports complex until the Marawi LGU is able to identify their specific location.
- Because the promenades and the convention center will be in the reclaimed sites in barangays Bangon and Dansalan, the TFBM must first resolve the issue of property ownership and the resettlement of previous homeowners.

Others

A. Completeness of the List of Beneficiaries

- Some IDPs believe that the TFBM master list excludes households or individuals who rented houses or business stalls in the 24 most affected barangays. TFBM counters that it conducted a separate schedule of profiling activity for IDPs who were renters and “sharers” under the *Kathanor* in August 2019.
- The master list provided by the Marawi LGU, perhaps, is the bone of contention of the IDPs which they suspect to be incomplete. It is not farfetched to think, according to the IDP participants in the public hearings, that some home-based IDPs who currently reside in other parts of the country had not participated in the *Kathanor* biometric-profiling activity because the logistics involved was prohibitive. In response, TFBM clarified that it has similar data collection activities for non-registered IDPs residing in other regions. But it did not elaborate what those activities are and when the activities were conducted.
- IDPs who were left out in the master list or who were initially included in the master list but failed to have their biometric information taken have not, and cannot, receive assistance from the TFBM.

B. Inclusion, Scope, and Priority

- Not all IDPs received the P 73,000 cash assistance provided by the DSWD. In addition, the home-based IDPs were heavily disadvantaged in terms of access to other government assistance.
- Several *ulama*, *sultans*, and traditional leaders emphasized the need for TFBM to strengthen the communication lines with their sectors in recognition of their significant role in society, particularly in matters of religion and culture. As such, their participation in the policy-making and psycho-social healing of their communities is critical.

C. Transparency

- As the implementation of basic infrastructure and the return of the IDPs to the 24 most affected barangays trudge on, the IDPs begin to embrace the perception of mismanagement and suspicion of corruption.
- Overpriced contracted goods and services, “ghost” assistance, substandard materials, expired relief goods, culturally-insensitive (e.g. haram) assistance, and cascading payola or cutbacks were some of the allegations they hurled against decision makers and project implementers. The Commission on Audit reports in the previous years pointed to substantial amount of money, including donated assistance, either unaccounted or unused.
- The IDPs demand for greater transparency on any implementation modes that the TFBM decides to adopt.

D. Transitional Justice

- When the TFBM allowed the former residents to visit their properties for the first time during the *Kambisita* in the 3rd quarter of 2018, they found almost not a single trace of their valuable personal or household items including jewelry, cultural artifacts, money, laptops, etc.
- The death and destruction of Marawi during the siege called for a public inquiry, through the Transitional Justice mechanism, into the handling of the war. The IDPs also call to investigate the human rights violations committed by both the security forces and the militant groups not only to enrich the discussions of the Compensation Bill but also to right the humanitarian norms of war. Likewise, the IDPs appeal for transparency in the accounting of the dead and the missing.
- Word about subsequent recruitment of youth to violent extremism and illegal drugs proliferation in shelters has been making the rounds of late. While the security sector has been closely monitoring “hotspots” in Lanao del Sur, the PNP rolled out the Oplan Siyap ko Pagtaw (mobile patrol) and Opan Patrolya ng Polis (checkpoints) in Marawi City. The PNP also installed the community police action centers within the transitory sites in Sagonsongan and Patani both to monitor and respond to the threats of the militant groups and the reports of illegal drug proliferation.

LIST OF RECOMMENDED INTERVENTIONS

Immediate: Organizational

1. Set up an office or board for the BTA-led Marawi rehabilitation and recovery

- The Special Committee recommends the BTA to set up a temporary PMO to utilize the 500 million peso-budget programmed in 2020 for the Marawi rehabilitation and recovery. The Bangsamoro Government may replace the PMO with the Coordinating Board in 2021 or at any time thereafter for the more enduring interventions that it plans to implement. The 2020 budget for Marawi rehabilitation and recovery may fund the organizational operations of the PMO.
- The PMO, and later the Coordinating Board, may constitute a *help desk* to answer queries from the IDPs regarding the interventions and services that are available to them. As well, a dedicated *monitoring body* may be formed to keep track of and make public the status of the TFBM-led rehabilitation in Marawi City.
- Additionally, the PMO may engage with the CSOs, such as the Development Assistance Team (DAT), and empower them so that they are better able to keep abreast of the developments in the rehabilitation.
- The Office of the Deputy Chief Minister for Lanao, or his designated Member of Parliament from the sub-region, shall perform oversight roles over the PMO.

2. Address the data gaps

- The BTA may forge an agreement with the Task Force Bangon Marawi (TFBM) and secure a copy of the latter's existing database on IDPs for the purpose of enhancing the same. The TFBM data has already undergone an iterative process of validation, but it has some limitations. Addressing these limitations may be the added value proposition of the BTA's database on IDPs, that may harness the existing databases currently managed by individual ministries and offices of the BTA.
- The database may cover the IDPs who are homebased or sojourned in transitory shelters (temporary shelters and community-managed evacuation centers). It may identify (ultra) micro/small businesses and medium to big-time traders.
- The BTA may work in tandem with the LRA and the LGUs to identify the data gaps on land and property ownership. The TFBM-SLRM was able to map out the extent of overlapping and contradictory titles, but it left out a substantial information on properties secured through traditional or informal means. Hence, the BTA may complement the identification and mapping of property rights inherited by the former residents through the institution of *posakâ*, but only to the extent that the latter do not cover encroached properties of the government, e.g. reclaimed site in the 24 most affected barangays. It may work with the TFBM-SLRM, LRA, and LGUs to identify parcels, titles, and actual occupancy vis-à-vis the land coverage of the military reservation. A neighborhood-level community-based mapping may be useful to triangulate ownership and occupancy.

Immediate: Direct Assistance

3. Improve the IDPs' (especially those residing outside Marawi City) access to assistance

- Two alternatives: *First*, the BTA may explore a collaborative partnership with the host LGUs across the country and optimize its mandate to aid Bangsamoro communities that are residing outside of the region. This may entail setting up extension offices in host LGUs to update IDP profiles and to deliver the assistance.
- *Second*, the BTA may provide transportation and accommodation subsidies to facilitate the IDPs' access to assistance whenever they visit Marawi or Iligan to receive the assistance distributed by the TFBM, BTA, LGUs, and the donor community.

4. Ensure food security

- The BTA may continue providing food relief assistance to all IDPs in the temporary shelters and community-managed evacuation centers that are in other parts of Lanao del Sur and Lanao del Norte. It may endeavor to provide targeted assistance to certain segments of the IDP population (supplementary feeding for children, emergency kits for the differently abled persons and senior citizens, unique needs of women especially pregnant women, etc.) to curb malnutrition.

Immediate to Medium-Term

5. Hasten water distribution and construction of sanitation and hygiene facilities

- The Bangsamoro Government, in coordination with the water districts in Marawi and other municipalities that house the IDPs in community-managed evacuation centers, may either: (i) organize regular water distribution by tank trucks or (ii) invest in more durable water extraction systems, e.g. deep wells.
- There is potential for process innovation that combines water distribution and business and livelihood which the Bangsamoro Government can help assist with. This entails: (i) organizing a business organization or cooperative for the IDPs to engage in water distribution, (ii) providing working capital and infrastructure including delivery vehicle to set up the IDP-managed water purifying stations, and (iii) distributing water vouchers or subsidy to the IDP families. The water stations or shops may be in areas where there is uninterrupted water service. The proposed arrangement may provide jobs to the IDPs and confer them dividends from earnings, while it may address water shortage.
- Similar principle of water voucher system may be applied in the 24 most affected barangays.
- In addition, the Bangsamoro Government may prioritize the construction of common "bathing" areas (and aid the construction of *masajid* with funding from the private sectors or governments of middle eastern countries) in the 24 most affected barangays to allow the greater majority of returning residents to benefit from the local public good (water in bathing areas) and the community good (*masajid*) and to restore a sense of community and belonging.

- Relevant to this may work with private sector to fund the rebuilding of the other *masajid* inside the MAA.

6. Improve IDP access to electricity

- *Option 1*: Distribute solar powered battery source or lights either to each household or as a common stand within the neighborhood. *Option 2*: Provide an electricity subsidy to each IDP household. Whichever option is chosen depends on their financial feasibility. The subsidy may have to be time bound until households are able to restore their income flows. In either case the Bangsamoro Government may have to forge a partnership with LASURECO and work out a viable subsidy scheme.
- In the longer term, the affordability of electricity connection service may hinge on the improvement of the power distribution infrastructure of LASURECO. The Bangsamoro Government may opt to invest in more substations in Marawi or other towns in the province to enhance the supply capacity to accommodate demand peak loads. It may also opt to invest in renewable energy such as portable wind energy which suits the lakeshore and the wet climate of Marawi City.

7. Prioritize business and livelihood

- The Bangsamoro Government may consider various modes of access to capital by the IDPs such as *halal*-based microfinance for livelihood, social enterprises, and micro- and small businesses since few *halal*-based microfinance outfits already operate in the province. In the short- to medium-term, the BTA may explore with Al-Amanah Islamic Bank the introduction of a financial product with favorable terms to potential entrepreneur-borrowers affected by disaster (e.g. disaster loans). In the medium- to long-term, a *waqf* may be a viable option for shared production facilities.

8. Synchronize service delivery to avoid duplication and resentment

- To avoid duplication of efforts among government agencies, the BTA may establish a convergence platform to pool their assistance for optimum impacts. A common and shared database on IDP-beneficiary profiles, the assistance they received from various ministries and offices, and the timelines of service delivery may help resolve the issues on lack of coordination as well as duplication.

9. Continue delivering education services

- Within the 24 most affected barangays, finding suitable parcels of land to construct the three integrated schools (from primary to senior high school) is a challenge. While there are tremendous benefits to co-locating in one space arising from economies of scale and ease of administration, the BTA may explore the option of locating the component schools/levels in different parts of the city and form them to have a federated (similar to “collegiate”) institutional set-up to address the challenge of land scarcity.
- In the medium to long-term, the BTA may see the feasibility of setting up a School Rehabilitation Trust Fund with favorable terms (under various financial arrangements or schemes) to help the reconstruction of private schools and private *madaris*, subject to

qualifying school standards and credit repayment capacities. Crowdfunding, Islamic finance, or donations from domestic and international organizations are potential contributors of the trust fund. Private schools and *madaris* are crucial to avoid committing public schools to overcapacity and, most importantly, to encourage educational choice amongst discerning students and parents or guardians. The ministry may consider establishing a similar rehabilitation fund for private colleges and academies destroyed by the siege.

10. Continue providing health services

- The BTA may continue implementing its core services such as: delivering medical and dental care services; disease surveillance; maternal, child, and natal health care; nutrition, mental and psychosocial care; and WaSH to reduce morbidity and mortality in transitory shelters (both temporary shelters and community-managed evacuations centers) and the 24 most affected barangays.
- A stand-by or on-site medical mission or ambulance, or mobile clinics, may be tremendously helpful to respond to accidents during the reconstruction and rebuilding of private properties by the returning residents in the 24 most affected barangays and the transitory shelters. The BTA may distribute free or affordable medicines and equipment to the IDPs.

11. Assist the homeowners in identifying their property boundaries

- The BTA may pool and deploy a team of geodetic engineers to help homeowners with registered titles identify the boundaries of their land properties whose vertical structures and fences were demolished by the TFBM contractors or were completely effaced during the siege. The location and boundary coordinates appear on the registered titles, but many homeowners are not equipped to understand the technical details.
- The BTA may choose to provide some homeowners cash or in-kind subsidies for the construction of perimeter fences on their properties that were levelled by the siege.

Medium to long-term

12. Support permanent housing development

- *Option 1: Greenfield Site for Housing*

This pertains to the traditional approach to permanent social or mass housing development in less dense areas, where the acquisition of vacant and titled land is relatively not constrained. Given land scarcity in the city center, this means that the mass housing infrastructure may have to be in the periphery of Marawi City.

- *Option 2: Brownfield Site for Housing*

This refers to housing development within the 24 most affected areas. Unlike the first option, housing development in the city center does not detach the IDPs from their access to job and livelihood opportunities. If the rehabilitation is properly implemented and all essential infrastructures are in place, this option forges the revitalization of

neighborhoods. The housing units may be built on the land properties of homeowners, which practically frees the BTA from the search cost and massive financial burden on acquisition of land for housing development. The obvious challenge is the need for the BTA to ascertain the property ownership status of homeowners in the 24 most affected barangays.

- **Category 1: Neighborhood-level housing development**
The BTA may provide permanent housing units to individual homeowners by neighborhoods or blocks. This means that the construction and distribution of housing development is for the whole neighborhood or block (i.e. section of a barangay). Phased housing development in other neighborhoods is viable should the BTA pursue further expansion. The selection of recipient-neighborhood or blocks may be randomized.

- **Category 2: Individual property-level housing development**
The BTA may provide permanent housing units to individual IDP homeowners regardless of where their land is within the 24 most affected barangays. This means that selection of individual recipients may be randomized from the pool of IDP homeowners in the city center.

- **Category 3: Innovative housing development for sharers and renters**
The BTA may provide dwellings that optimize space and affordability, e.g. “plugin” houses in the backyard of residential houses to accommodate low-income earners or renters; shared or co-living where homes have multiple master bedrooms and have independent toilets, shared kitchen dining, and living rooms, etc. for sharers and renters.

Recommendations to Other Governmental Instrumentalities

13. Allow exercise of property rights by those living in the MAA

- BTA, through the Bangsamoro Attorney General Office, may study the legal intricacies surrounding the policy of preventing the return of the IDPs in their lands.

- While there may be justifiable reasons for preventing the residents from residing in certain areas of the MAA, a full ban on the access to their properties may not be necessary. As property owners, once ascertained to be such, the IDPs may be given the unbridled right to visit and exercise possession of their lands or what remains of the structures thereon short of allowing them to start residing therein. In this way, recovery and reconstruction of their private properties – a matter that is not covered by the TFBM plans – can start for these IDPs. But more importantly, the sense of healing and moving forward can begin for the property owners by the mere act of lifting the restrictions to accessing their properties and perhaps start clearing, cleaning, and making their properties a subject of their control and possession once again.

14. Transparency in the rehabilitation efforts and plans

- The BTA may monitor the progress of the rehabilitation as against TFBM’s own plans and timelines. An independent auditing and accountability mechanism to improve access to

information and transparency on the rehabilitation may be established for the benefit of its constituents in Marawi City.

15. The immediate passage of the Compensation Law

- The losses suffered by those affected by the atrocities of war are incalculable but a good step towards healing and normalization is the recognition of these losses and earnest efforts by the State to make adequate reparations.
- There is a need for accurate documentation of the dead and the missing. Adequate reparation for the loss of lives, and appropriate action to ascertain the situation of the missing should be incorporated in the compensation law.

16. Address emerging security concerns

- The myriad of public perceptions on the plans in as well as the pace of the rehabilitation exacerbate the frustrations that fuel the emergence of new security threats in the area and the surrounding LGUs. As we pay attention to the rehabilitation process itself, these evolving security concerns must likewise not be ignored, particularly by the peace process mechanisms and, on the whole, by the security sector.

17. Raise the matter of monitoring to the IGRB

- The challenges of property rights administration in the 24 most affected barangays, and outside, foresee the huge role that the BTA can play in adopting alternative dispute resolutions (ADR). However, this requires raising the issue with the National Government, through the Intergovernmental Relations Body (IGRB), as land management and land registration remains within the jurisdiction of the National Government.
- In abidance by Article VI, Section 13 of the BOL on supplementing the efforts of the national government in the Marawi rehabilitation program, the BTA may optimize the Intergovernmental Relations Body (IGRB) to directly convey to the relevant national government agencies issues surrounding Marawi rehabilitation, such as BTA's role in monitoring the progress of the TFBM-led rehabilitation, and the revocation of the Proclamation declaring parts of Marawi City as a military reservation.

II. Background

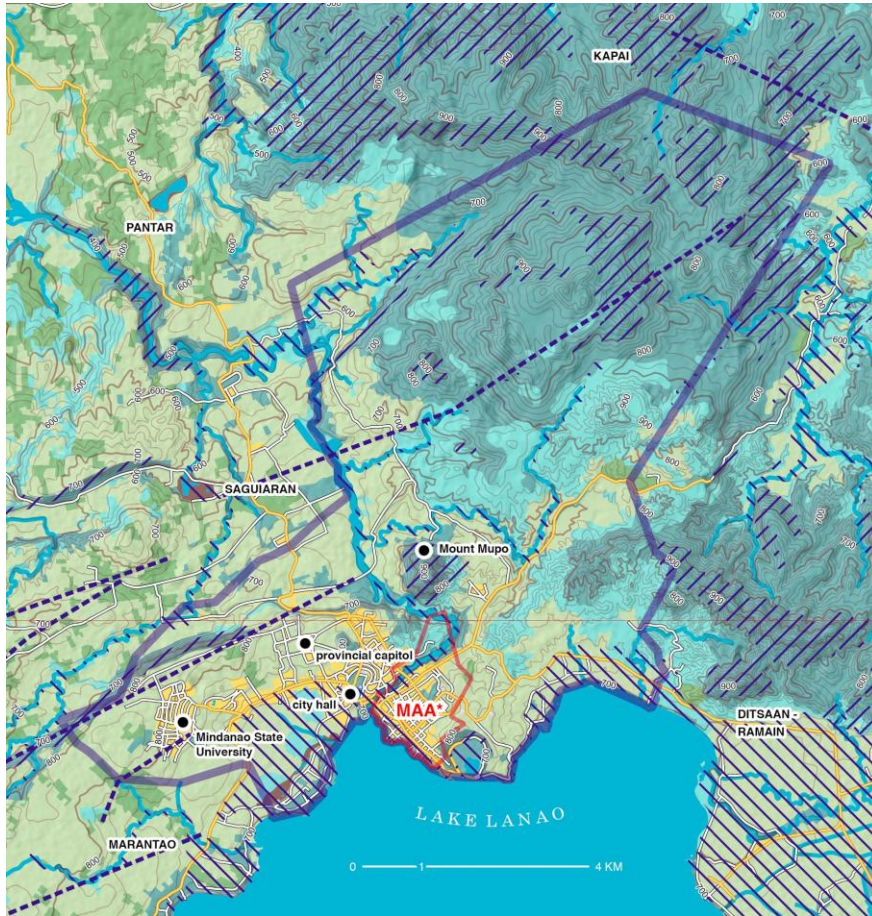


FIGURE 1. MARAWI CITY PHYSICAL GEOGRAPHY¹

Marawi City, officially referred to as the Islamic City of Marawi, is the capital of the province of Lanao del Sur and the largest urban center in the Bangsamoro Autonomous Region in Muslim Mindanao (BARMM). It has a land area of 87.55 square kilometers and is bordered by five municipalities: Bubong and Ditsaan-Ramain to its east, Kapai and Saguiaran on the north, and Marantao and Saguiaran to its west. This city of hills, valleys, and vegetation sits on the northern shore of Lake Lanao, the largest inland lake in Mindanao.

Marawi was founded as Dansalan in October 1639 by Spaniards attempting to conquer the Lake Lanao area. The Spanish abandoned it later that year when the Mëranaws,² an Islamized-ethnic group residing around the lake, continually attacked the settlement and succeeded in cutting it off from its base in Iligan. The Spanish returned once more by the turn of the 19th century and abandoned it again during the American occupation in 1900.

¹ Fernandez, M., Garcia, D., & Baunto, A. (2019). *Community-led rehabilitation is the practical thing to do in Marawi: Critical points for addressing land issues after the Siege*. Manila: The Asia Foundation.

² The popular spelling is Maranao, which strips it off with how locals properly pronounce it. Mëranaw reflects the local phonetics and is based on the *Ortograpiyang Pambansâ* (national orthography) of the *Komisyon sa Wikang Filipino*.

From 1907 to 1940, Dansalan was the capital of the defunct undivided Lanao province. It was officially created as a municipality under the Moro Province Legislative Council and converted into city following Commonwealth Act No. 592. The name Dansalan was changed to Marawi following a Congressional amendment of the Charter in 1956 and embodied as Republic Act No. 1552 dated June 16, 1956. It was renamed into its current official name, the Islamic City of Marawi, under Parliament Bill No. 261 in 1980.

The economy of Marawi thrives on agriculture, exporting, and trading. A significant portion of the population engages in small to medium enterprises including but not limited to garment-making, weaving, brassware making, woodcraft, goldsmithing, blacksmithing, and hollow block manufacturing. The city's topography is conducive to agriculture-oriented industries such as rice and corn production.

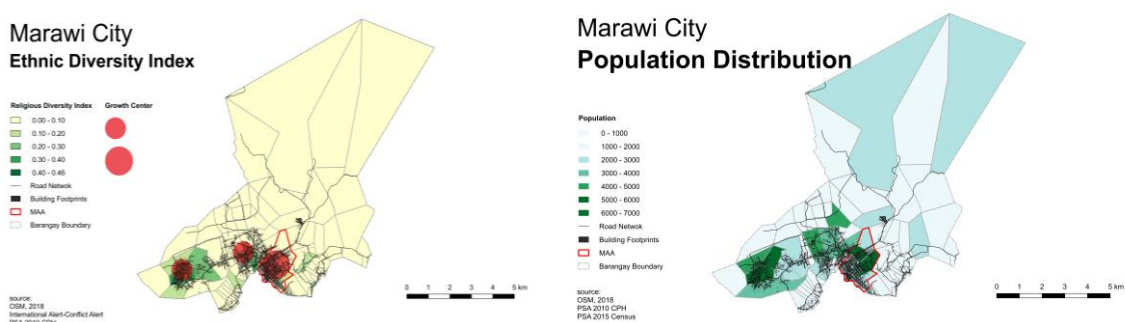


FIGURE 2. ETHNIC DIVERSITY INDEX AND POPULATION DISTRIBUTION IN MARAWI CITY³

Marawi's old name *Dansalan*, which means 'destination point where boats anchor', reflects its long history as a trading hub. The city's relevance is accentuated by the fact that it is where the kilometer zero for Mindanao is located. As a flourishing commercial center at the beginning of the 20th century, the place attracted traders and non-Mëranaws, to settle in the area. Despite the influx of settlers, its native Muslim inhabitants remain the majority and Islam is the dominant religion in the city.

A. Marawi Siege

In 23 May 2017, security forces of the Philippine National Police and the Armed Forces of the Philippines conducted a military offensive to capture Isnilon Hapilon who was reported to be in Marawi to meet with members of the Maute group and other armed groups in Central Mindanao.⁴ The armed confrontation between the state security forces and armed groups that ensued afterward stretched on for five months making it the longest urban battle in Philippine contemporary history.

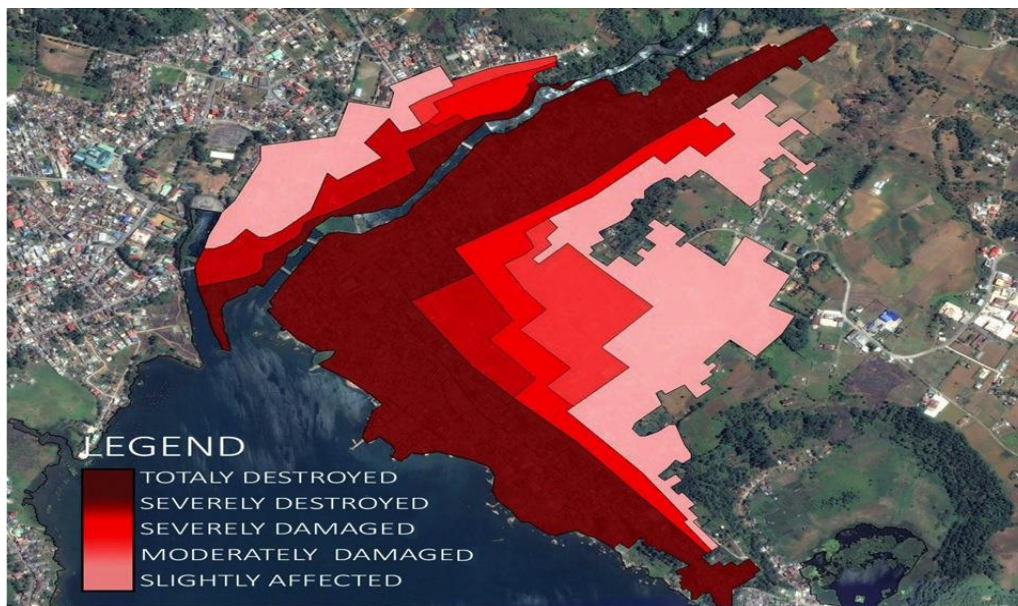
In as much as Marawi was the center of the conflagration, the province of Lanao del Sur is not disconnected to instances of armed conflict particularly caused by warring groups and clans. With 71.9% of its population living below the poverty threshold of P22,802, Lanao del Sur holds the highest

³ Fernandez, M., Garcia, D., & Baunto, A. (2019). Ethnic Diversity Index and Population Distribution Map. <http://openmarawi.com>.

⁴ Betteridge-Moes, M. (2017, October 29). *What happened in Marawi?* Retrieved July 12, 2020, from <https://www.aljazeera.com/indepth/features/2017/10/happened-marawi-171029085314348.html>

incidence of poverty among all provinces in the Philippines.⁵ These incidences of massive poverty coupled with land problems, social exclusion, limited access to basic utilities, and pervasive conflict help fuel a narrative of grievance that can be utilized and accentuated by ideological groups.

At 22:00 on the same day, President Rodrigo Duterte issued Proclamation No. 216 placing the whole island of Mindanao, including Basilan, Sulu, and Tawi-Tawi, under martial law.⁶ The state of martial law was initially in effect for 60 days but was extended until 31 December 2017 upon the approval of the members of the Congress in 23 July 2017.⁷ A second extension as requested by President Duterte was approved through a special joint session of the House of Representatives and the Senate on 13 December 2017.⁸ It was extended for a third time in 2018⁹ and officially lapsed on 31 December 2019.¹⁰



The Marawi Siege lasted for 154 days, with Defense Secretary Delfin Lorenzana announcing the end of all combat operations in 23 October 2017. According to the initial reports of UNHCR dated 30 June 2017, ninety-eight percent of the total population of Marawi City was displaced. Residents were housed in temporary shelters whereas some fled and lived with their relatives. A total of 72,897 families or 349,989 individuals were reported as internally displaced persons (IDPs) according to government estimates. Of this number, 16,070 individuals (3,437 families) were in 77 evacuation centers; whereas 333,919 individuals (69,460 families) were with host families. These numbers will

⁵ ADB (2018). Emergency Assistance for Reconstruction and Recovery of Marawi: Report and Recommendation of the President. Retrieved July 20, 2020, from <https://www.adb.org/projects/documents/phi-52313-001-rrp>

⁶ NBC (2017). Why Duterte Declared Martial Law in Southern Philippines Over ISIS-Linked Group. Retrieved July 20, 2020, from <https://www.nbcnews.com/storyline/isis-terror/why-duterte-declared-martial-law-southern-philippines-over-isis-linked-n764546>

⁷ Inquirer (2017). Congress votes to extend martial law. Retrieved July 20, 2020, from <https://newsinfo.inquirer.net/916245/congress-votes-to-extend-martial-law>

⁸ CNN (2017). Congress grants Duterte request to extend Mindanao martial law until end of 2018. Retrieved July 20, 2020, from <https://cnnphilippines.com/news/2017/12/13/Congress-approves-martial-law-extension-Mindanao-2018.html>

⁹ Reuters (2018). Philippine Congress extends Mindanao martial law until end-2019. Retrieved July 21, 2020, from <https://www.reuters.com/article/us-philippines-security/philippine-congress-extends-mindanao-martial-law-until-end-2019-idUSKBN10BOIR>

¹⁰ Rappler (2018). After 2 and a half years, martial law ends in Mindanao. Retrieved July 20, 2020, from <https://rappler.com/nation/martial-law-mindanao-ends-december-31-2019>

continue to fluctuate until the end of 2017 to include numbers of IDPs from conflicts in neighboring municipalities. By October 2017, UNHCR noted a total of 353,921 individuals displaced, and 1,109 persons dead. In 2018, ADB estimated a total of Php 11.5 billion in damages and Php 360 million in losses; most of which occurred in twenty-four (24) barangays, considered to be the most affected area (MAA) of the City.¹¹ Meanwhile, BMCRRP projected the total cost of public infrastructure reconstruction and social and economic recovery at Php 47.2 billion; not including the costs of reconstructing public infrastructure in the central business district at Php 15.77 billion and an additional Php 18.2 billion for potential budget obligations for private assets.¹² In its Comprehensive Report dated January 2020, TFBM reports the rebuilding costs around Php 60 billion.

B. Task Force Bangon Marawi

Signed on 30 June 2017, Administrative Order (AO) No. 3 created the Task Force Bangon Marawi (TFBM), an interagency task force for the recovery, reconstruction, and rehabilitation of Marawi and other affected localities. TFBM is mandated to coordinate with the then-ARMM (now BARMM) in organizing and deploying a quick response team for the provision of the immediate needs of displaced and adversely affected families; conduct a post-conflict needs assessment of Marawi City and develop and implement a Bangon Marawi Comprehensive Rehabilitation and Recovery Program (BMCRRP); facilitate and oversee the construction of temporary and permanent shelters for displaced persons; coordinate the immediate restoration of basic utilities; attend to health, sanitation, food, and other basic needs of affected residents; provide an environment conducive to the revival of business and livelihood activities; and, ensure restoration and maintenance of peace and order.

TFBM was initially chaired by the Secretary of National Defense. The chairmanship position was transferred to the Chairman of the Housing and Urban Development Coordinating Council by the issuance of Administrative Order No. 9 dated 27 October 2017.¹³

The interagency task force is composed of different subcommittees, as follows:

- Subcommittee on Reconstruction
- Subcommittee on Housing
- Subcommittee for Peace and Order
- Subcommittee on Health and Social Welfare
- Subcommittee on Business and Livelihood
- Subcommittee on Land Resource Management

There are likewise four (4) support groups under TFBM, namely: 1) Information Management and Strategic Communications, 2) Finance and Resource Mobilization, 3) Legal, and 4) Comprehensive Rehabilitation and Recovery Planning.

¹¹ ADB (2018). Emergency Assistance for Reconstruction and Recovery of Marawi: Report and Recommendation of the President. Retrieved July 20, 2020, from <https://www.adb.org/projects/documents/phi-52313-001-rrp>

¹² NEDA – Regional Development Office (2018). *Bangon Marawi Comprehensive Rehabilitation and Recovery Program*.

¹³ PCOO (2017). Duterte reorganizes Task Force Bangon Marawi. Retrieved July 25, 2020, from https://pcoo.gov.ph/news_releases/duterte-reorganizes-task-force-bangon-marawi/

All departments, bureaus, offices, agencies of the government are directed to cooperate with TFBM in the performance of its function.¹⁴

¹⁴ AO No. 3 and AO No. 9

III. Marawi: Three Years Later

A. Current Context

As of June 2020, the Philippine Protection Cluster Displacement Dashboard¹⁵ noted that 126,835 persons (25,367 households) are still displaced. At least 14,770 persons (2,954 households) are still in transitory sites¹⁶ and 112,065 persons (22,413 households) are currently in home-based settings. To date, most of the residents within the MAA are still prevented from returning to their homes. Initially, the reason given for the ban was the presence of unexploded ordnances (UXOs). By February 2020, the city was officially declared free of all UXOs. Thereafter, official pronouncements point to the uninhabitability of the barangays brought about by the absence of water and electricity sources as the reason for the delay in their return.¹⁷

Actual rehabilitation has just commenced but reconstruction remains gradual. Problems also arise in the temporary housing arrangements for the internally displaced persons (IDPs). Housing units in some temporary shelters remain unfinished, while some of those that have been completed are only partially occupied. Adequacy of water, sanitation, and hygiene (WaSH) facilities is a perennial issue in transitory sites. Improper solid waste management and irregular drainage of canals likewise threaten the health and safety of the IDPs. Recently, landslide became an issue in one of the temporary shelters.

What becomes of the homeowners once they are allowed to return and rebuild is also a continuing question. At present, three bills proposing compensation payments to the victims of the Siege are pending deliberations in the national Congress.¹⁸

These issues are exacerbated by the advent of the COVID-19 pandemic. Quarantine measures limited the mobility of residents, thereby affecting their livelihood and income. Organizations providing aid were temporarily grounded leading to a halt in humanitarian assistance to the displaced. Shelters and evacuation centers with inadequate WaSH facilities are at high risk for contagion.¹⁹ Furthermore, COVID-19 has impeded Congress' proceedings and has caused the realignment of national government funding in favor of pandemic-related concerns.²⁰

¹⁵ UNHCR (2019). Mindanao Displacement Board. Retrieved July 22, 2020, from <https://www.unhcr.org/ph/protection-cluster/mindanao-displacement-dashboards>

¹⁶ In this context, transitory sites refer to temporary shelters and do not include evacuation centers. Per the TFBM latest update presented during the 2nd public hearing, all evacuation centers were closed as of January 2020.

¹⁷ Issues raised were gathered from the consultations with IDPs and camp administrators during the 1st and 2nd public hearing.

¹⁸ Arguillas, C. (2020). Where is the Marawi compensation bill, Senators? Retrieved July 24, 2020, from <https://www.mindanews.com/top-stories/2020/03/where-is-the-marawi-compensation-bill-senators/>

¹⁹ Fonbuena, C. (2020) Life Doubly Harder in Marawi Shelters as Coronavirus Grounds Aid Groups. Retrieved July 25, 2020, from <https://pcij.org/article/3933/life-doubly-harder-in-marawi-shelters-as-coronavirus-grounds-aid-groups>

²⁰ <https://www.cnn.com/2020/04/08/coronavirus-philippine-finance-secretary-on-funding-to-support-economy.html>

Currently, efforts on Marawi recovery and rehabilitation are ongoing particularly in the nine sectors of the 24 barangays in the MAA, as follows:

- Tolali
- Daguduban
- Moncado Kadingilan
- Kapantaran
- Moncado Colony, Sangkay Dansalan, Norhaya Village
- Wawalayan Marinaut, Marinaut East, Tuca Marinaut
- Lilod Madaya, Banggolo, South Madaya, Bubonga Madaya
- Sabala Manao & Proper, Lumbac Madaya, Raya Madaya 1&2
- Lumbac Marinaut, Marinaut West, Datu Naga, Dansalan, Datu sa Dansalan

The national government, through the TFBM, the regional and local governments, and other players from the non-government sector continue with their efforts.

B. Bigger Mindanao Context

1. Bangsamoro Autonomous Region in Muslim Mindanao

In 2018, the Government of the Philippines-Moro Islamic Liberation Front (GPH-MILF) peace process culminated with the passage of the Bangsamoro Organic Law (BOL) which was then ratified through the 2019 plebiscites. The BOL, or Republic Act No. 11054 includes areas of the former ARMM with the addition of Cotabato City and 63 barangays from North Cotabato. The BARMM is composed of the five (5) provinces of Basilan, Lanao Del Sur, Maguindanao, Sulu, and Tawi-Tawi; three (3) cities – Cotabato City, Lamitan City, and Marawi City; one hundred sixteen (116) municipalities; two thousand five hundred ninety (2,590) barangays including 63 barangays of North Cotabato; and eight (8) congressional districts.

The current BARMM government was inaugurated in 29 March 2019 with the Bangsamoro Transition Authority (BTA) as the interim regional government.

2. Bangsamoro Transition Authority Parliament – Special Committee on Marawi

Cognizant of the plight of the displaced residents of Marawi and in abidance by Article VI of RA 11054, the members of the BTA Parliament filed multiple resolutions (Nos. 24, 28, 47, 112) to look into the status of the Marawi response. These resolutions were consolidated into Resolution No. 41 calling for the creation of a Special Committee to Look into the Status of the Marawi Recovery, Reconstruction, and Rehabilitation Efforts.

The Special Committee on Marawi Recovery, Reconstruction, and Rehabilitation or Special Committee on Marawi acts as the BTA's mechanism for data gathering and status monitoring on the Marawi response. It was formed with the intention to cull a report gathered from information provided by governing agencies, local government, and civil society and non-government actors and provide recommendations for the Bangsamoro Government. Per Article VI, Section 13 of the BOL, permissive authority is given to the BTA to supplement efforts of the national government relative to national-funded projects such as the Marawi rehabilitation program designated to the TFBM.

The SCM was created in 26 September 2019 and was constituted in 25 October 2019. It is a 32-member committee chaired by MP Ali B. Solaiman with MP Abdullah Macapaar and MP Atty. Anna Tarhata Basman as vice-chairs heading the subcommittee on Internally Displaced Persons and subcommittee for Rehabilitation respectively. MP Dr. Hamid Aminodin Barra was designated as vice-chair and focal person.

In fulfillment of its mandate, the SCM conducted public hearings, consultations, field interviews, and inspections; as well as requested documents from national, regional, and local government agencies, non-governmental organizations, and relevant partners to gather information on the efforts in the response and the emerging issues and concerns relative to the current context in Marawi City.

a. Activities of SCM

The SCM conducted five (5) committee meetings and three (3) public hearings; the latter spread over seven (7) separate days. The intended timeframe for the SCM activities was initially planned to end by March. However, the activities were delayed with the advent of the COVID-19 pandemic.

i. Meetings

The first meeting was conducted on 19 November 2019; wherein members of the committee discussed the rules to be applied in the public hearing, approval of the organizational setup or division into sub-committees, and election of chairs and vice-chairs of the subcommittees.

Held on 18 December, the second Committee tackled the schedule and conduct of the first public hearing, the invitees for the said hearing, and the schedule for the succeeding regular hearings and meetings. An external expert, economist Mr. Assad Baunto also presented his research on the overview and the status of the Marawi Rehabilitation on the said meeting.

The third SCM meeting was held on 30 January 2020 after the first public hearing to tackle the logistical and financial preparations for the 2nd public hearing on 11-13 February 2020. It was also during this hearing that the SCM members discussed PR No. 130 entitled "*Calling for the Bangsamoro Government to provide financial assistance to Marawi Siege survivors from ground zero for the reconstruction and/or repair of their damaged houses, and appropriate funds therefor*". Wherein, MP Ramos talked about the proposal regarding a financial assistance in amount of Php 350,000.00 per residential house to be taken from the Special Development Fund (SDF) for the repair of damaged houses in Marawi. By the end, PR 130 is deferred as it needs to be discussed with the Ministry of Finance to determine its financial feasibility.

After a long hiatus, the SCM conducted its fourth meeting on 23 June 2020 to discuss the rescheduling of the 3rd public hearing, and the holding of supplemental consultations in Marawi. The SCM also discussed PR No. 130 for the financial assistance to Marawi Siege Survivors and referred the same to the Committee on Finance for determination of the availability of funds therefor.

The fifth SCM meeting was conducted in 23 July 2020 to discuss PR Nos 130, 142, 57, 175, 176, and 153. In the same meeting, the SCM created a technical working group (TWG) to deliberate the remaining referred proposed resolutions such as PR 130 and PR 142.

ii. Proposed Resolutions

As of 30 July 2020, six (6) Proposed Resolutions (PR) were referred by the Plenary to the SCM.

PR No. 130

Title: *A Resolution Calling for The Bangsamoro Government to Provide Financial Assistance to Marawi Siege Survivors from Ground Zero for The Reconstruction and/or Repair of Their Damaged Houses, and Appropriate Funds Therefor.*"

Author: MP Diamila Disimban-Ramos (26 December 2019)

Disposition: The PR was first discussed during the 30 January meeting but was deferred for further consideration. It was taken up again during the 4th SCM meeting where it was decided to refer same to the Committee on Finance. It was submitted to the TWG for deliberation. After the report of the TWG, the Committee has decided to incorporate the subject matter of the proposal to this report as an option for future interventions of the Bangsamoro Government.

PR No. 142

Title: *"A Resolution Requesting His Excellency President Rodrigo Roa Duterte to Reserve, for Purposes of Housing and Settlement, Socio-economic, Livelihood or Other Relevant Purposes, a Portion of Land from the Military Reservation Covered under Proclamation No. 453."*

Author: MP Diamila Disimban Ramos (26 December 2019)

Disposition: Submitted to the TWG

PR No. 57

Title: *"A Resolution Requesting the Security Sector in the Most Affected Areas/Ground Zero in Marawi City to Prohibit the Treating of Area as Tourist Spot"*

Author: MP Atty. Omar Yasser Sema (21 October 2019)

Disposition: Approved

PR No. 175

Title: *"Resolution Requesting the Local Government Unit (LGU) of Marawi City to Consider Measures and Other Legal Remedies to Ease the Burden of Delinquent Taxpayers on Account of the Marawi Siege."*

Author: MP Dr. Susana S. Anayatin (03 February 2020)

Disposition: Approved

PR No. 153

Title: *"Resolution for the Bangsamoro Transition Authority to Call for an Inquiry in Aid of Legislation Concerning the Delay in the Release of Funds for Marawi Rehabilitation."*

Author: MP Atty. Maisara C. Dandamun-Latiph (27 January 2020)

Disposition: Treated as moot and academic and hence archived

PR No. 176

Title: *"Resolution Requesting to Set the Schedule of the Immediate Return (Kambalingan) of Marawi Internally Displaced Persons (IDPs) Originally Residing in Most Affected Area (MAA) in Marawi City."*

Author(s): MP Punduma B. Sani with co-authors MP Alih, MP Bato, MP Burahan, MP Atty. Latiph, MP Diamla, MP Atty. Mitmug Jr., MP Atty. Tago (03 February 2020)

Disposition: Treated as moot and academic and hence archived

On 23 July 2020, the SCM submitted Committee Report No. 29 regarding Proposed Resolution Nos. 57, 175, 153, and 176. In which, the SCM recommended the approval of PR Nos. 57, 153, and 176, the archiving of PR Nos. 153 and 176, and the approval of PR No. 175 with amendments.

iii. Public Hearings

1st Public Hearing

The first public hearing was conducted from January 15 to 16, 2020 at Marawi Resort Hotel, Marawi City and the Social Hall of the Provincial Capitol of Lanao Del Sur. Representatives of Internally Displaced Persons (IDPs) and national government agencies (NGAs) were invited as resource persons.

National Government Agencies (NGAs) – 15 January 2020

Marawi Resort Hotel, Marawi City

	National Government Agency (NGA)	Resource Person	Attendance
1.	Task Force Bangon Marawi (TFBM)	Mr. Antonio Sugarol, <i>Deputy Field Office Manager</i>	Present
2.	Department of Health (DOH)	Dr. David Mendoza, <i>OIC Assistant Regional Director, Region X</i>	Present
3.	Department of Education (DepEd)	Dr. Ana Zenaida Unte-Alonto, <i>Assistant Division Superintendent, and Marawi City OPCEN Focal Person</i>	Present
4.	Technical Education and Skills Development Authority (TESDA)	Ms. Faisalia M. Bato <i>Admin. V</i>	Present
5.	Office of the Presidential Adviser on the Peace Process (OPAPP)	Dir. Wendell P. Orbeso	Present
6.	Department of Public Works and Highway (DPWH)	Ard. Honorato Saldua, Jr.	Present
7.	Department of Trade and Industries (DTI)	Dir. Linda O. Boniao <i>Director, Region X</i> Dr. Rosalinda Pineda <i>Head, Bangon Marawi Distribution Team</i> <i>Consultants:</i> Mr. Charlie Saga Pagariongan, Amna Indar	Absent Present Present Absent
8.	Department of Social Welfare and Development (DSWD)	Ms. Jackiya Lao, <i>Chief Division, Office of Disaster and Risk Management</i>	Present

2nd Public Hearing

The second public hearing was attended by IDP leaders, barangay chairpersons of the 24 barangays in the Most Affected Areas (MAA) and 2 barangays in the Least Affected Areas, and NGAs. It was held from February 10 to 12, 2020 at MSU Charm Pavilion, MSU Marawi, Marawi City.

A. Caucus with Barangay Chairs and IDPs – 10 February 2020

CHARM Pavilion, MSU Main Campus, Marawi City

	Barangay	Resource Person	Attendance
1.	Brgy. Banggolo	Amiladen D. Ampuan	Present
2.	Brgy. Bubong a Madaya	Faisal Radia	Present
3.	Brgy. Daguduban	Ryan A. Laguindab	Present
4.	Brgy. Dansalan	Zenaida B. Maniri - represented by Basher Maniri (former BLGU Chair)	Present
5.	Brgy. Datu Naga	Khaliq L. Gandamra Jr.	Present
6.	Brgy. Datu sa Dansalan	Norolyn D. Bongaros	Present
7.	Brgy. East Marinaut	Barionsalam M. Mocsana - represented by Raihana S. Amerol, <i>Barangay Secretary</i>	Present
8.	Brgy. Kapantaran Marinaut	Sittie Ainah Macabando - represented by Sharief S. Macabando	Present
9.	Brgy. Lilod a Madaya	Althouhamy A. Ampuan	Present
10.	Brgy. Lumbac a Madaya	Sharief Zain L. Gandamra	Present
11.	Brgy. Lumbac a Marinaut	Wahab D. Dia	Present
12.	Brgy. Moncado Colony	Omar Magarang Sr.	Present
13.	Brgy. Moncado Kadingilan	Nawaz K. Lucman	Absent
14.	Brgy. Norhaya Village	Yanisah P. Lanto - represented by Fahadah N. Dumagay	Present
15.	Brgy. Raya Madaya I	Saira M. Barambangan	Present

		- represented by Haroun Barambangan	
16.	Brgy. Raya Madaya II	Halim C. Omar	Present
17.	Brgy. Sabala Manao	Junalyn A. Gunting	Present
18.	Brgy. Sabala Manao Proper	Shaima A. Camid	Present
19.	Brgy. Sangkay Proper	Camid U. Gandamra Jr.	Present
20.	Brgy. South Madaya	Faykha A. Ala - represented by Daico M. Mimbisa, <i>Kagawad</i>	Present
21.	Brgy. Tolali	Moamer U. Pantao	Present
22.	Brgy. Tuca Marinaut	Jamal Cabila	Present
23.	Brgy. Wawalayan Marinaut	Norodin Mambuay Jr.	Present
24.	Brgy. West Marinaut	Sarah Asnarezah Abato-Radiamoda - represented by Samerah Abdulkader	Present
25.	Brgy. Sagonsongan (LAA)	Omar A. Macabada	Present
26.	Panggao Saduc (LAA)	Norjana Naiman T. Bara	Absent

*B. PLGUs and CLGUs - 11 February 2020
CHARM Pavilion, MSU Main Campus, Marawi City*

	Office	Resource Person	Attendance
1.	Task Force Bangon Marawi (TFBM)	Eduardo Del Rosario <i>Chair</i> Asec. Felix Castro <i>Field Manager</i>	Present Present

2.	Marawi City LGU	Atty. Majul Gandamra <i>Marawi City Mayor</i>	Present
		Rannia Barambangan Ambor <i>OIC, Marawi City Assessor, CAO</i>	Present
		Engr. Almerah Gampong <i>Marawi City Engineer, CEO</i>	Present
		Mr. Ansari Moctar <i>City Registrar, Register of Deeds</i>	Present
3.	Municipality of Piagapo	Ali L. Sumandar <i>Vice Mayor</i>	Present
4.	Municipality of Butig	Atty. Dimnatang B. Pansar <i>Mayor</i>	Absent
5.	Province of Lanao del Sur PLGU	Mohammad Alonto <i>Planning Officer</i>	Present
		Sittie Nurhafisah Camama <i>PDO II</i>	Present
6.	103 rd Infantry Brigade	Col. Jose Maria Cuerpo <i>Brigade Commander</i>	Absent
7.	Lanao del Sur Police Provincial Office (LDSPPO)	PMAJ. Juanito J. Jamis <i>Chief, POPB, LDSPPO</i>	Present
8.	Philippine National Police (PNP) – Marawi City	PSPT. Delos Reyes <i>Representative</i>	Present
9.	Land Registration Authority (LRA)	Engr. Ricardo Rapiz <i>Representative</i>	Present
		Alexander D. Montemayor <i>Representative</i>	Present
10.	National Housing Authority	Engr. Ayke Bantuas <i>Deputy Head, Marawi Project Management Office (MPMO)</i>	Present
11.	Mindanao State University (MSU)	Dr. Acram Latiph ²¹ <i>Representative</i>	Present

²¹ Present (See Page 12 of CAD Minutes of SCM Second Public Hearing 11 February 2020) but failed to sign the attendance sheet.

12.	Eddmari Construction and Trading	Mr. Rodney Rodriquez <i>Manager</i>	Absent
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*C. National Government Agencies - 12 February 2020
CHARM Pavilion, MSU Main Campus, Marawi City*

	National Government Agency	Resource Person	Attendance
1.	Technical Education and Skills Development Authority (TESDA)	Elcid H. Castillo <i>Provincial Director III – TESDA LDN</i>	Present
2.	Office of the Civil Defense (OCD)	Usec. Ricardo Jalad <i>Administrator</i>	Present
3.	Lanao del Sur Electric Cooperative, Inc. (LASURECO)	Nordjiana Dipatuan-Ducol <i>General Manager</i>	Present
4.	Marawi City Water District (MCWD)	Engr. Rashid Adiong Taib <i>General Manager</i> Amiel Rasuman <i>Representative</i>	Present Present
5.	Local Water Utilities Administration (LWUA)	Mr. Rodney Peralta - Representative of Acting Administrator Jecia Lopus	Present
6.	Department of Environment and Natural Resources (DENR)	Dir. Sabdullah C. Abubacar, CESO IV <i>OIC-Regional Executive Director, Bangon Marawi, Region XII</i> Asec. Metodio Turbella <i>Asec. For Western Mindanao</i>	Present Present
7.	Department of Public Works and Highways (DPWH)	Engr. Loreto S. Bueza, Jr. <i>Engineer IV, Office of the Undersecretary for UPMO Operations and Technical Services</i>	Present
8.	Department of Education (DepEd)	Dr. Zenaida Unte <i>ASDS, Marawi City Schools Division</i>	Present
9.	Department of Health (DOH)	Dr. David A. Mendoza <i>OIC-Director III</i>	Present

10.	Department of Social Welfare and Development (DSWD)	Ms. Jackiya Lao <i>Chief Division, Office of Disaster and Risk Management</i>	Present
11.	Office of the Presidential Adviser on the Peace Process (OPAPP)	Mr. Jose Regulus Ortega <i>AMO Iligan</i>	Present
12.	Cooperative Development Authority	Aminoden A. Elias <i>Director</i>	Absent
13.	National Power Corporation (NAPOCOR)	Mangurun T. Bautil, Ph.D. <i>Plant Manager, Agus I & II</i>	Absent
14.	Department of Trade and Industry	Sec. Ramon M. Lopez <i>Secretary</i> Thru: Abdulgani M. Macatoman <i>Undersecretary</i>	Absent

3rd Public Hearing

The third public hearing was conducted on 13 July 2020 and 20 July 2020 at Grand Pagana Hall, Pagana Kutawato Restaurant, Cotabato City. Representatives from the BARMM Government and local and international non-government organizations (NGOs) – Catholic Relief Services (CRS), International Committee of the Red Cross (ICRC), Food and Agriculture Organization of the United Nations (UN FAO), United Nations Office for the Coordination of Humanitarian Affairs (UN OCHA), World Food Programme (WFP), International Alert (IA), Marawi Reconstruction Conflict Watch (MRCW), UN High Commissioner for Refugees (UNHCR), and Community and Family Services International (CFSI) attended the hearing.

A. BARMM Ministries and Offices – 13 July 2020 Grand Pagana Hall, Cotabato City

	Ministry	Resource Person	Attendance
1	Ministry of Public Works (MPW)	Ms. Tarhata P. Kalim <i>Chief, Planning Division</i> Engr. Laut G. Bantuas <i>Chief of Construction</i> Sukarno Magongcar <i>District Engineer</i>	Present
2	Ministry of Agriculture, Fisheries and Agrarian Reform (MAFAR)	Ammal D. Solaiman <i>Deputy Minister</i>	Present

3	Ministry of Social Services (MSS)	Hon. Atty. Raissa H. Jajurie ²² <i>Minister</i>	Present
4	Ministry of Finance, Budget and Management (MFBM)	Hon. Ubaida Pacasem <i>Deputy Minister</i>	Present
5	Ministry of Basic, Higher and Technical Education (MBHTE)	Mr. Alfhadar Pajiji <i>Assistant Secretary</i> Ms. Zenaida Unte <i>Assistant Schools Division Superintendent</i>	Present Present
6	Ministry of Health (MOH)	Hon. Dr. Safrullah Dipatuan <i>Minister</i>	Present
7	Ministry of Human Settlements and Development (MHSD)	Hon. Dr. Hamid Aminoddin Barra <i>Minister</i>	Present
8	Bangsamoro Planning and Development Authority (BPDA)	Engr. Mohajirin Ali <i>Director General</i>	Present

*B. BARMM Ministries and International Non-Governmental Organization (INGOs) - 20 July 2020
Grand Pagana Hall, Cotabato City*

	Ministry/Office/INGO	Resource Person	Attendance
1.	Ministry of Interior Local Government (MILG)	Engr. Khalid S. Dumagay <i>Director III</i>	Present
2.	Ministry of Trade, Investments and Tourism (MTIT)	Hon. Abuamri A. Taddik <i>Minister</i> Ms. Jeyhannah Bangcola <i>Planning Officer</i>	Present Present
3.	Ministry of Labor and Employment (MOLE)	Hon. Romeo K. Sema <i>Minister</i>	Absent
4.	BRIDGE	Engr. Zulfikhar Hussain <i>Project Manager</i> Engr. Rasul Sansaluna, <i>Engineering Unit Head</i> Najive Nava <i>Information Officer</i>	All Present

²² Via Zoom

		<p>Jun Sla <i>Information Officer</i></p> <p>Abdul Javar Dipatuan <i>Provincial Coordinator, LDS</i></p> <p>Abdul Jabbar Dipatuan <i>Provincial Coordinator LDS</i></p> <p>Spalansane Mago <i>Deputy PM</i></p>	
5.	Mindanao Humanitarian Team (MHT OCHA)	Ms. Melindi Malang <i>Coordinator, UN OCHA</i>	Present ²³
6.	UN High Commissioner for Refugees (UNHCR)	Atty. Alpha Pontanal <i>Liaison Officer</i>	Present ²⁴
7.	Catholic Relief Services (CRS)	Ms. Haslaida Abubacar Head Office Iligan	Present ²⁵
8.	World Food Program (WFP)	Ms. Baicon Cayongcat <i>National Program Officer</i>	Present ²⁶
9.	International Committee of the Red Cross (ICRC)	Mr. Alhusari Arba <i>OIC ICRC Cotabato Sub-Delegation</i>	Present
10.	UN Food and Agriculture Organization (UN FAO)	Mr. Cesar D. Galvan <i>Head of Office, UN FAO- Sub Office, Cotabato</i>	Present
11.	International Alert Philippines (IA Phil)	Ms. Nikki Dela Rosa	Present ²⁷
12.	Marawi Reconstruction Conflict Watch (MRCW)	Ms. Jalilah S. Hadji Sapiin	Present ²⁸
13.	Community and Family Services International (CFSI)	Ms. Farida T. Mangcaan <i>Head of Office/Project Coordinator CFSI Marawi Recovery Project</i>	Present ²⁹

²³ Via Zoom

²⁴ Via Zoom

²⁵ Via Zoom

²⁶ Via Zoom

²⁷ Via Zoom

²⁸ Via Zoom

²⁹ Via Zoom

14.	UN International Children’s Fund (UNICEF)	Andrew Morris	Absent (Not Available)
15.	Non-Violent Peace Force (NPP)	Ms. Memen Lauzon Gatmaytan <i>Programme Coordinator</i>	Absent (Non-Responsive)
16.	International Monitoring Team	Maj General Datuk Masrani Bin Paiman <i>Head of Mission</i>	Absent (Non-Responsive)
17.	Actions Against Hunger (AAH)	Jasper Llanderal	Absent (Not Available)
18.	UN Habitat ³⁰	Warren Ubongen	Absent (Not Available)

iv. Public Consultations

There were eleven (11) public consultations conducted by the SCM itself and independently by its members, as follows:

- SCM conducted
There are four (4) public consultations conducted by the SCM:
 - Meeting with World Bank regarding Marawi Rehabilitation (January 29, 2019)
 - One-Day Dialogue with Marawi IDPs in Metro Manila (December 5, 2019)
 - Strategic Planning of DAT (Iligan City – January 27-28, 2020)
 - Conversation with IDPs: A Multi-Stakeholder Consultation on Marawi Rehabilitation (Sarimanok, Marawi City – July 6-7, 2020)
- Independently conducted
 - Civil Society Organizations and Leaders’ Consultation on BARMM and Lanao del Sur Concerns (Marawi City – July 17-18, 2019) – conducted by the office of MP Anna Basman
 - Civil Society Organizations and Leaders’ Consultation on BARMM and Lanao del Norte Concerns (Linamon – August 3-4, 2019) – conducted by the office of MP Anna Basman
 - Dialogue with Marawi IDPs (Pacalundo, Baloi – September 5, 2019) – conducted by the office of MP Anna Basman
 - Dialogue with Marawi IDPs (Baloi, Lanao del Norte – September 30, 2019) – conducted by the office of MP Anna Basman
 - People’s Consultation with Ranaw BTA Members, Pantar and Tagoloan (Lanao del Norte – August 19, 2019) – conducted by Ranaw BTA Members MP Macapaar and MP Shiek
 - BTA Ranaw Region Briefing (Sarimanok, Marawi City – November 26, 2019) – conducted by Ranaw MPs led by DCM
 - 2nd Meeting of BTA Ranaw Region with TFBM (TFBM Office, Marawi City – November 26, 2019) – initiated by MP Ramos

³⁰ They emailed their PPT presentation.

C. Interventions towards Marawi Recovery, Rehabilitation, and Reconstruction

From the above series of activities, and documentary submissions that were requested therefrom, this section collates the efforts of the national, regional, and local governments; as well as non-governmental organizations relevant to Marawi recovery, rehabilitation, and reconstruction.

1. Efforts of the National Government³¹

Fifty-six (56) government agencies comprise the TFBM. These government agencies work together under six (6) sub-committees as follows:

- Subcommittee on Reconstruction
- Subcommittee on Housing
- Subcommittee for Peace and Order
- Subcommittee on Health and Social Welfare
- Subcommittee on Business and Livelihood
- Subcommittee on Land Resource Management

Under AO No. 3, agencies under these subcommittees, when necessary, submit proposals for funding to the Office of Civil Defense (OCD).

The OCD was tasked to process requests for funding of the different projects. Based on needs, the total indicative funding requirement over the next five years (2018-2020) for the BMCRRP which covers plans for the Least Affected Areas (LAA), Butig, and Piagapo is Php 47.387 billion. This amount includes projected funding requirement from different fund sources;³² of which, the National Disaster Risk Reduction and Management Fund (NDRRMF) is the largest at Php 24.358 billion.

As of 2018, plans for the MAA are not included in the BMCRRP and are intended to expend a total indicative funding requirement of Php 13.118 billion over the next five years. Of this amount, at least Php 225 million is sourced from the NDRRMF.

A total of Php 17 billion has been allotted for the NDRRM-Marawi Recovery, Rehabilitation, and Reconstruction Program (MRRRP) under the General Appropriations Act (GAA) from FY 2018 to 2020. GAA FY 2018 allotted Php 10 billion but only Php 9.28 is with SARO³³ issuance and has been released to the line agencies. Under GAA FY 2019, Php 3.5 billion has been appropriated but only Php 62.79 million was released to the line agencies. The remaining Php 3.5 billion allotment under GAA FY 2020 is still untouched.

The OCD is a member agency in both the TFBM and NDRRMC. It stated that they will further coordinate with TFBM regarding the timeline of implementation of the projects for Marawi Rehabilitation including consolidation of all project proposals from different agencies.

³¹ This section of the report is taken from presentations and updates provided by Task Force Bangon Marawi and line agencies during the 1st and 2nd Public Hearings.

³² Taken from the table "Summary of Investment Requirement by fund source as of 25 March 2019" as presented by the OCD during the 2nd Public Hearing. Other funding sources include the Agency Regular Budget, ARMM, Provincial Government of Lanao del Sur, City Government of Marawi, Cost-Sharing, and Non-Government sources.

³³ Special Allotment Release Order (SARO) is a specific authority issued to one or more identified agencies to incur obligations not exceeding a given amount during a specified period for the purpose indicated. (Commission on Audit Circular No. 96-002)



FIGURE 3. MASTER DEVELOPMENT PLAN AS PRESENTED BY THE TFBM DURING THE 2ND PUBLIC HEARING

Actual Interventions of Different NGAs

a. Data Gathering and Management

During the early response phase, initial profiling of IDPs were conducted using DSWD’s Disaster Assistance Family Access Card (DAFAC). The DAFAC records the names of IDP family members and also serves as reference for the provision of interventions from DSWD and other humanitarian agencies. Concerns regarding duplication and bloating of data prompted the TFBM to initiate a revalidation process to resolve the inaccuracies. This time, TFBM employed a biometric-based profiling called *Kathanor*.

Under *Kathanor*, the number and location of IDPs and returned residents of Marawi City are collected to help the other TFBM member-agencies to improve their delivery of services and provide applicable programs and projects for the recovery of the Marawi residents.

As of 25 November 2019, TFBM was able to identify duplication for 2,278 individuals, 567 are undergoing adjudication, and 679 duplicated data on households were deactivated. A total of 46,073 households (217,453 individuals) were profiled for *Kathanor* and 3,787 IDPs were listed as renters.

b. Subcommittee on Reconstruction

Reconstruction covers immediate repair, rehabilitation, and reconstruction of public infrastructure. This includes national roads, bridges, government buildings, and public schools. The Subcommittee on Reconstruction is headed by the Department of Public Works and Highways. Other line agencies part of this subcommittee are the Department of Education (DepEd), Department of Energy (DOE), Department of Information and Communications Technology (DICT), National Commission for Culture and the Arts (NCCA), and National Historical Commission of the Philippines (NHCP).

i. Public Works

Currently, there are four big projects under reconstruction: 1) reconstruction of Agus Bridge I, 2) repair of Agus bridge II, 3) reconstruction of Agus Bridge III, and 4) construction of Marawi transcentral roads (further discussed in page 91).

Three of the main projects on reconstruction are located in the MAA—the reconstruction of three bridges Agus I (Banggolo), Agus II (Mapandi), and Agus III (Pumping). Of the three, only Agus II is completed. Banggolo bridge and Pumping bridge works were suspended due to the issue of road right of way (RROW).

Two additional projects: 1) Agus River and Lake Lanao Promenade and 2) MAA Convention Center were discussed during the Planning and Design Workshop held from 29 to 31 January 2020 but were eventually dropped as of July 2020.

Beyond the four big projects mentioned above, DPWH is planning to implement more projects under the *JICA Loan Agreement for Road Network Development Project for Conflict Affected Areas in Mindanao*. There are two subprojects under this loan agreement: 1) CP-3 or Phase III Transcentral Roads and 2) Marawi Ring Road. Phase III consists of 13 Road Sections with a Total Length of 20.80 km. It costs Php 832.61 million with a project duration of 22 months (June 2020 to Mar 2022). The Marawi Ring Road project consists of 2 Contract Packages with a Total Length of 19.80 km. It costs Php 1,464.44 million with a project duration of 36 months (May 2020 to April 2023).

Construction of Pantar-Marawi Road

With an estimated budget of Php 221,490,000.00. The Office of the President informed the Department of National Defense (DND) of the approval of the request for NDRRM fund. The fund immediately lapsed as a result of tapping the 2018 GAA as source of funds. Currently, DPWH is awaiting the action of the Office of the President on the DBM request to fund the project with 2019 DRRMF decision from the OCD to endorse the project using the 020 DRRMF.

Reconstruction of the Kurmatan Bridge along the Barangay Road in Kurmatan Matampay

With an estimated budget of Php 40,000,000.00 and a contract duration of 235 calendar days. Similar to the construction of Pantar-Marawi road project, the Office of the President informed the DND of the approval of the request for NDRRM fund, but the fund lapsed. The project is currently awaiting the action of the OP on the DBM request to fund the project with 2019 DRRMF.

Rehabilitation/Improvement of Maul Lumbaca Ingud to Ranaranao Road (Marawi – Marantao)

With an estimated budget of Php 80,250,000.00 and a contract duration of 297 C.D. This project is a replacement PPA. It was approved and officially included in the BMCRRP replacing the “Rehabilitation of Slope Protection at Marawi – Bito Road”. Currently, the DPWH is awaiting the action of the Secretary of National Defense on the request to endorse the project to the Office of the President (to start the processing of the SARO).

Infrastructure rebuilding projects inside the MAA

There are six rebuilding projects in the MAA namely – are as follows:

- New Marawi City Jail
- Marawi City Museum
- Peace Memorial Park
- Grand *Padian* Central Market
- Marawi City Administration Building

- and six Barangay Complexes

Projects Funded by the Government of China

The Government of China allocated money for the construction of two subprojects: 1) Padian (Public Market) and Sports Complex and 2) Bridge and Connector Road Project.

A Php 10 million fund for the Feasibility Study on Padian (Public Market), Sports Complex, and Bridge and Connector Road Projects will be facilitated by OCD-NDRMMS. The fund has been released and included in the DPWH NEP for 2020 and Feasibility Studies for the projects have commenced.

Status of Utilization of China-donated Construction Equipment

The Government of China donated a total of 47 units of construction equipment, of which 21 are deployed, as follows:

- 8 units of C14 (Transit Mixer) for the construction of the housing site in Bgy. Dulay, Marawi City. Only 2 actual units deployed as of 30 November 2019.
- 8 units of F16 (Backhoe Crawler Type). There are 2 actual units deployed in Marawi City and 1 unit in the Province of Lanao del Sur as of 30 November 2019 and 31 January 2020.
- 8 units of H3 (Dump Truck) for Disposal of Garbage from evacuation centers and permanent housing site development operations. There are 4 units deployed in Marawi City and 2 deployed in the Province of Lanao del Sur as 30 November 2019 and 31 January 2020.
- 5 units of L1L (Light Bulldozer). None deployed.
- 5 units of L1H (Heavy type Bulldozer) for development of temporary and permanent housing sites. There are 4 deployed as of 30 November 2019.
- 8 units of L2 (Payloader) for Disposal of Garbage from evacuation centers and permanent housing site development operations. There are 2 deployed Marawi City and 1 deployed in the province of Lanao del Sur as of 30 November 2019 and 31 January 2020.
- 5 units of Z18 (Vibratory Roller) for development of temporary and permanent housing sites. Three units are to Marawi City as of 30 November 2019.

Status of Utilization of Japan-donated Construction Equipment

The Government of Japan donated 27 units of construction equipment; three of which are deployed. The following donated equipment and their status are:

- 7 units of Hydraulic Excavator has 7 units. Only 1 unit is deployed for Marawi City as of 30 November 2019.
- 12 units of Dump Truck. No unit has been deployed yet.
- 3 units of Front-end Loader (payloader). No unit has been deployed yet.
- 2 units of Road Grader. One unit is deployed for the development of the Transitional shelter site in Bgy. Boganga, Marawi. Another one unit is deployed to Province of Lanao del Sur to be utilized in the development of a permanent shelter site in Bgy. Rorogagus, Marawi City.

ii. Water

Water supply system is a big concern particularly in the MAA. As such, part of the MAA development includes the provision of water supply and sewerage system facilitated by Local Water Utilities Administration (LWUA). The Office of the President (OP) approved the 2019 funding requirement for Sewage Treatment Plant (STP) and Bulk Water Supply for the Most Affected Area of Marawi City. However, there is no funding available for the project for 2020-2021. Eleven (11) well sites along the Bangon-Marantao area have been acquired but procurement for drilling of wells is yet to commence.

In line with the rehabilitation and expansion of water pipelines and water supply systems to ensure access to basic utilities for the people of Marawi, the LWUA is currently preparing a Master Plan for Water Supply, Sanitation, Drainage under the ADB-UCCRTF CRTF Grant for Marawi Water Component. This project covers the reconstruction of water supply in 19 barangays currently served by Marawi City Water District (MCWD). The installment of the pipeline coincides with the construction of the Transcentral Roads. As such, LWUA stressed there is a need to install the pipes simultaneously with the road construction.

LWUA is also planning to implement three Expansion plans in Marawi:

Expansion of Water Supply system in 11 Barangays: Expansion Project 1

The project plan was completed by USAID-SURGE. The initial coverage of 11 barangays is reduced to 7 as 4 are already covered by the Department of Interior and Local Government (DILG) Salintubig Program. The main concern at present is the acquisition of proposed well sites and storage facilities. The project funding will be proposed under NDRRM Fund 2020 once the availability of sites is confirmed by MCWD.

Expansion of Water Supply system in 9 barangays: Expansion Project 2 and Expansion of Water Supply system in 18 barangays: Expansion Project 3

Headed by Maynilad through a project consultant of the ADB-UCCRTF Grant Project, the preparation of Concept Design for these two projects is currently ongoing. Similar to Expansion Project 1, the proposed funding will be taken from NDRRM Fund 2020 upon completion of Concept Design and confirmation of the availability of proposed sites.

The projects for the rehabilitation and expansion program for 2020 include: 1) reactivation of the operation of the MCWD, 2) purchase of tools and equipment and repair/replacement of defective pipelines, 3) replacement of existing defective pipelines, and 4) immediate expansion of water system (extension of pipelines). The Program of Work for the abovementioned projects has also been revised to consider overlap with Asian Development Bank-Urban Climate Change Resilience Trust Fund (ADB-UCCRTF) Grant and International Committee of the Red Cross/Action Against Hunger (ICRC/AAH) interventions. However, the said projects were not implemented as originally planned due to institutional issues at the MCWD. It was resolved in July 2019. Presently, the MOA between LWUA and MCWD is being finalized. The project will begin its procurement process upon the execution of the MOA.

c. Subcommittee on Land and Resource Management

Land and Resource Management includes the initiative to survey and identify land for use in the construction of transitional and permanent housing. This component is headed by the Department of Environment and Natural Resources (DENR) and assisted by line agencies DENR-ARMM (now Ministry of Environment, Natural Resources and Energy (MENRE-BARMM), Department of Justice (DOJ), Department of National Defense (DND), Armed Forces of the Philippines (AFP), Land Registration Authority (LRA), Forest Management Bureau (FMB), Land Management Bureau (LMB), Mines and Geosciences Bureau (MGB), National Mapping and Resource Information Authority (NAMRIA), and National Water Resources Board (NWRB).

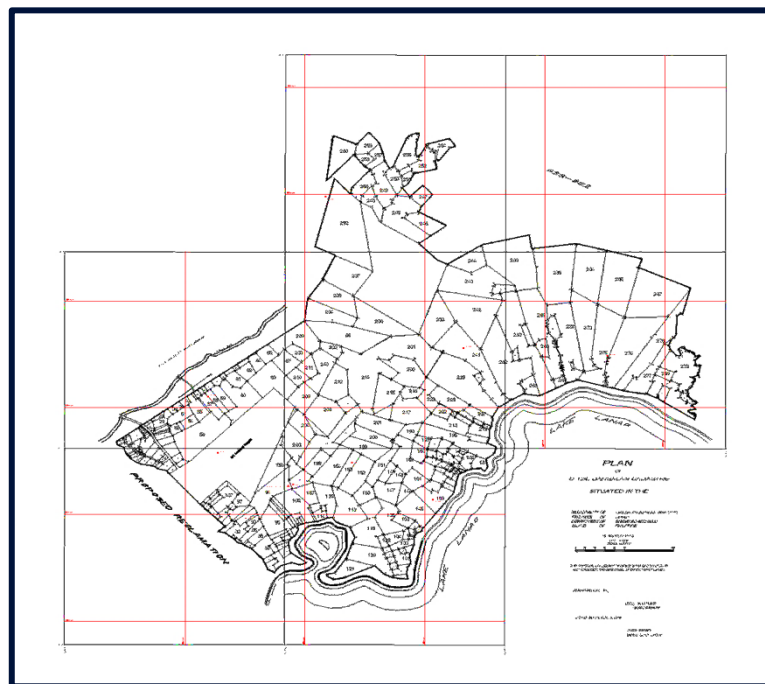
The DENR, with the help of the city and provincial government, heads the initiative to survey and identify land for use in the construction of transitional and permanent housing. As head of the subcommittee, DENR is in charge of conducting surveys of land in the MAA, implementing solid waste management system programs for Marawi City, procuring of sets of heavy equipment and monitoring of the Debris Management Project.

At present, 99% of the total 6,062 actual structures in the MAA were cleared of UXOs and debris.

DENR is still monitoring the process of the LGU in the proper segregation of solid waste materials. As to the validation of titles in the MAA, some erroneous descriptions on the titles were discovered by DENR and they will submit the list of titles to TFBM. They will assure the correctness of the technical descriptions reflected on each title.

i. Land Resource Management

Land Resource Management involves working on research and reconstruction of the cadastral map, relocation surveys, and social cartography.



Listed accomplishments on the Research and Reconstruction of Cadastral Maps are as follows:

- Dansalan Cadastre (Q-124)
- Dansalan Townsite (K-3)
- Other Approved Isolated Survey

DENR initially targeted 6,000 lots for the cadastral survey but was able to survey 6,057 lots; 4,026 of which are outside MAA and 2,031 are inside MAA. Upon conducting the 21km road network survey, DENR identified lots that would need to be relocated. Hence, they ran a relocation survey and was able to determine 6,005 lots that had to be relocated – 3,974 are lots outside MAA while 2,031 are inside MAA.



FIGURE 4. 21KM ROAD NETWORK SURVEY IN MAA AND NEARBY BARANGAYS

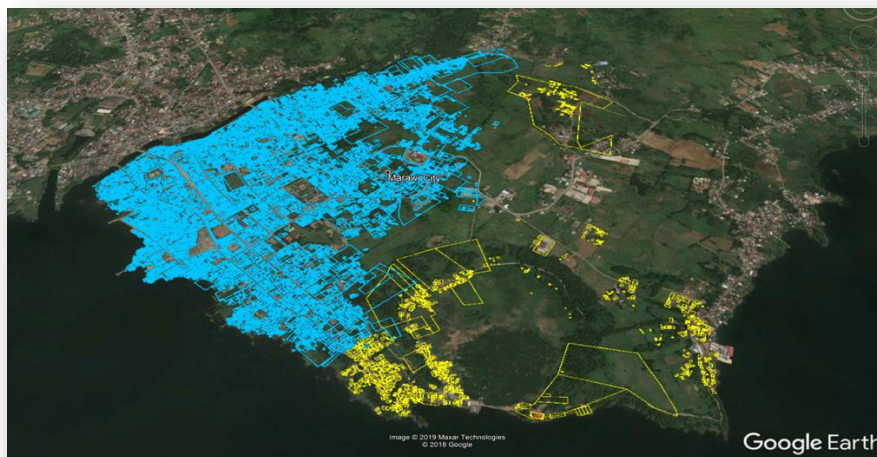


FIGURE 5. SOCIAL CARTOGRAPHY POLYGONS (DENR 2019)

ii. Titling

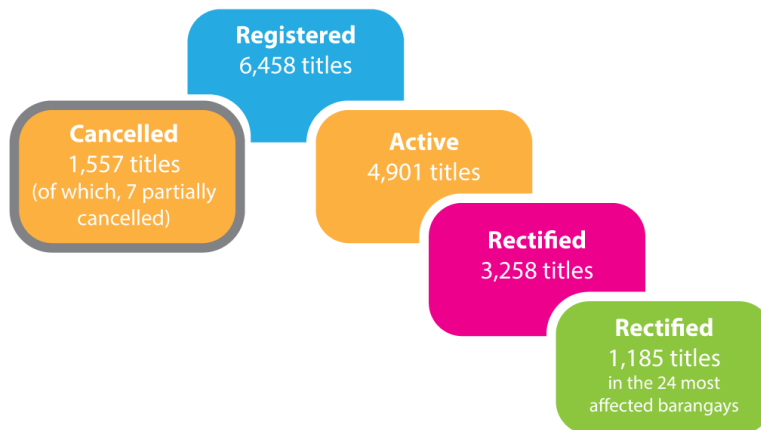
LRA, the line agency tasked to identify the titled properties in Marawi City, has commenced the identification of titles in the 24 barangays in the MAA.

According to the TFBM, more than 50 percent of property owners in the 24 most affected barangays do not have registered titles. For those with registered titles, some have geo-coordinates in the cadaster that do not match the boundaries or location of actual occupancy. Hence, the TFBM puts deference to actual occupancy to resolve the issue on mismatched geo-coordinates. The Task Force promised to re-issue registered titles with correct geo-coordinates or boundaries to the occupants once it finishes the rehabilitation and the IDPs return.

As of February 11, 2020, the LRA identified a total of 6,458 registered land titles in Marawi City. The agency completed converting them to digital format. In the process, LRA fully or partially cancelled

1,557 (or, 24.1 percent of the total) registered titles because they are deemed spurious while the remaining 4,901 (or, 75.9 percent) are active titles. Out of the active titles, the agency rectified the alignment of parcels of land covered by 3,258 registered titles, of which, 1,185 are in the MAA. [Refer to **Figure 6**]

Figure 6. Status of Registered Titles in Marawi City, as of February 11, 2020

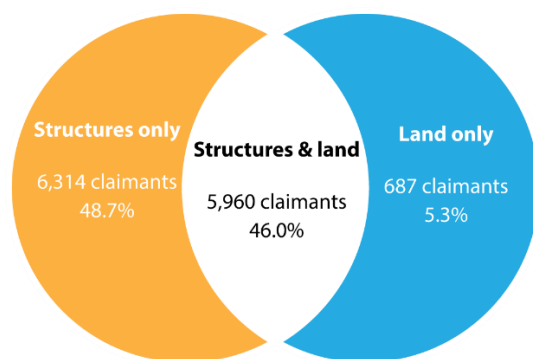


Source: LRA presentation, as of February 11, 2020

iii. Social Cartography

The TFBM-Subcommittee on Land and Resource Management (SLRM) devised a validation tool called the Social Cartography profile. It used the tool to triangulate the extent of property ownership in the 24 most affected barangays. The profile was based on the information on property claims that the IDPs had revealed or declared. A total of 12,961 IDP families are from the 24 most affected barangays. Of this figure, around 6,314 families (or 48.7 percent) are claimants of structures only; 687 families (or 5.3 percent), claimants of lots only; and 5,960 families (or 46 percent), claimants of both land and structures. [Refer to **Figure 7**]

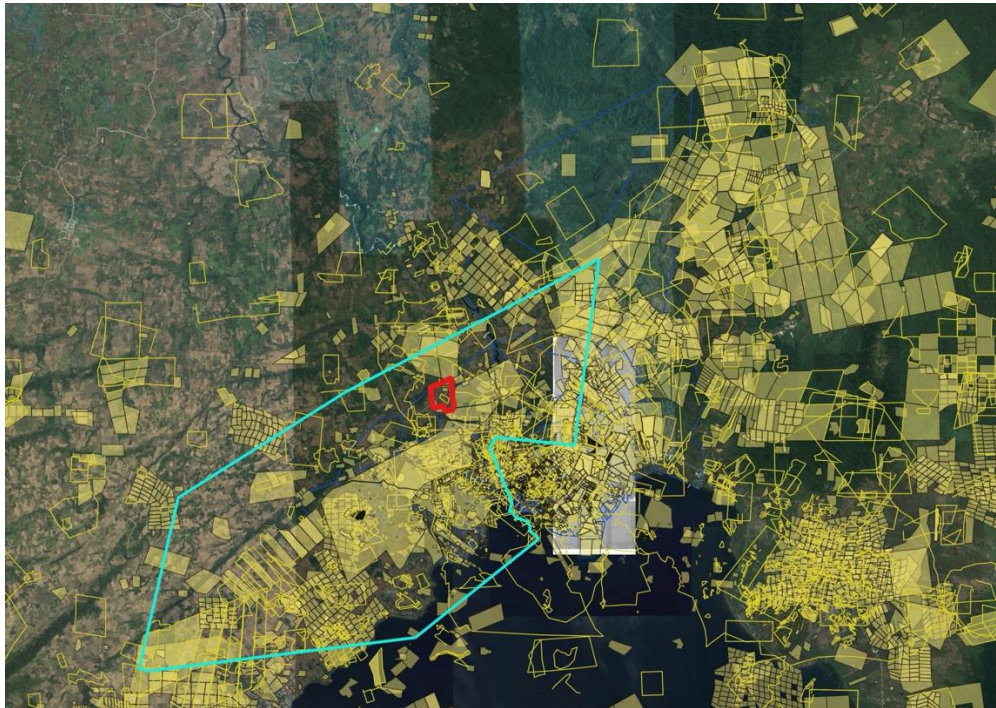
Figure 7. Number of IDP family-claimants based on the social cartography profile, as of February 11, 2020



Source: TFBM citing SLRM data, as of February 11, 2020

The following map demonstrates the extent of land-related issues pertaining to registered titles in Marawi City. [Refer to **Figure 8**]

Figure 8. Registered titled properties in Marawi City, as of February 11, 2018



Notes: 1\ military reservation (aquamarine polygon), 2\ aligned parcels (fully shaded yellow polygons), 3\ open parcels (non-shaded yellow polygons), 4\ barangay Emie Punud (red) for reference only

Source: LRA presentation using Google Satellite image, as of February 11, 2020

iv. Kambisita

In cooperation with the City Government of Marawi, TFBM initiated the projects, *Kambisita* and *Kathagombalay* for the MAA residents. Under *Kambisita*, displaced families from the MAA can visit their homes and retrieve their personal belongings from the area. Meanwhile, *Kathagombalay* is intended to allow residents of the MAA to repair and reconstruct their properties and to allow the government to update all data about the residents of MAA barangays and their structures, and provide opportunity to fix boundaries, records, services, and systems.

The *Kambisita* were held between 17 February and 18 March 2020. The residents of each of the nine sectors of the MAA were given three days to visit their properties from 8AM to 4PM. Residents were advised to coordinate with their barangay chairperson to be included in the list of those who can join the activity. Per the guideline issued by TFBM, residents were allowed to take measurements of their structure and clean their area, but repair, construction, fencing and similar work were prohibited.

v. Kathagombalay

The *Kathagombalay* is a TFBM-initiated activity to collect information on real property ownership from IDP homeowners. Rolled out in 2019, it serves as a platform for the IDPs to fix their records and validate the physical boundaries of their properties within the 24 most-affected barangays. Once the ownership is ascertained, the Marawi City Local Government Unit (CLGU) issues the homeowners a

building permit to allow them to repair their destroyed or damaged properties or to construct a new structure.

The Kathagombalay processing center in Marawi City is open Tuesday to Friday from 9am to 3pm.



FIGURE 9. KATHAGOMBALAY PROCESS

Kathagombalay Process

The City LGU provided a ten-step process for Kathagombalay. [See figure 9]

The first step requires the applicant to register by filling up the Kathagombalay form. After which, the screening process follows wherein the application should prepare the required documents (i.e. land titles and deeds, plans, zoning receipt, barangay clearance, BIR tax clearance). These documents are then submitted to the processing center for initial checking. A house tag from DENR is also required for submission. Furthermore, the applicant is then subjected to verification from the *Kathonor* list and NHA’s list of beneficiaries for permanent housing.

After the screening process, the applicant has to apply for a permit from the Office of the Building Official (OBO), LASURECO, and MCWD. Application of permit from OBO requires the applicant to submit five copies of a certified copy of the Transfer Certificate of Title (TCT), a tax declaration of the lot, and payment of the real property tax on the lot for the current year. If for instance the applicant is not the registered owner of the lot, the applicant has to provide five copies of a duly notarized copy of contract of lease, duly notarized copy of absolute sale, duly notarized copy of contract of sale, duly notarized copy of deed of donation, or duly notarized copy of consent from the owner. On top of the documents required for the land titles and deeds, the applicant should also submit corresponding plans and specifications signed and sealed by a duly licensed architect or civil engineer. These include

a mechanical plan signed by a registered mechanical engineer, an electrical plan signed by a registered electrical engineer, plumbing and sanitary plan signed by a master plumber or a registered sanitary engineer, an estimated cost of the proposed work, a design analysis for all buildings with seismic analysis for those above seven (7) meters in height, an architectural and structural design, an architectural and structural design analysis if the building has three (3) or more storeys, and a boring/plate load test for buildings with four (4) or more storeys. Upon completing the said documents, the applicant is asked to secure a zoning receipt from the Marawi City Planning Division. Finally, the applicant must obtain a building permit where the proposed project is located and provide five copies of which for the OBO.

After processing the documents, the applicant must wait for the application to undergo evaluation from OBO. Once approved, the TFBM and the Marawi LGU is informed. The NHA then monitors the repair or reconstruction of the applicant structure.

The last step of the *Kathagombalay* is the issuance of an occupancy permit to the applicant as soon as the repair or construction is completed. The return of MAA residents will be then scheduled afterwards.

Schedule of Kathagombalay

As of February 2020, TFBM reports that 1,475 building permits have been approved. 342 homeowners currently had their applications approved and are now conducting repair and reconstruction. At least 1,536 homeowners have completed their documents and are awaiting validation and 3,072 are still processing their applications. Four batches of Kathagombalay applications have been processed thus far. The first batch commenced on 23 December 2019 composed of 20 returnees in Barangay Tolali. This was followed by the second batch with 67 returnees from the same barangay. The third batch commenced on 5 February 2020 with 51 returnees in Barangay Daguduban. 206 additional returnees from Barangay Tolali and Barangay Daguduban make up the fourth batch.

vi. Solid Waste Management

Accomplishments for the Solid Waste Management (SWM) component include the conduct of a general orientation on SWM, assistance in the creation of SWM board and barangay SWM committee, and passage of barangay ordinance on SWM in all 72 barangays.

DENR noted four tasks under Solid Waste Management: 1) Capability Development and Social Advocacy, 2) Land Acquisition, 3) Procurement, and 4) General Support and Services.

The following events were conducted under capability development and social advocacy:

- Training Workshop for Bangon Marawi Solid Waste Management Project
- Seminar on Environmental Laws and Regulation for the TFBM – Solid Waste Management Project Personnel and Staff
- Orientation on Ecological Solid Waste Management Act of 2000 (R.A. 9003) for:
 - Barangay Local Units (BLGUs)
 - Community
 - Teachers and Students

On Land Acquisition for SWM, 31.7 hectares were acquired for an Engineered Sanitary Landfill located in Barangay Malimono, Marawi City and 2.2 hectares were identified and acquired for Centralized

Material Recovery Facilities, Motorpool and Administration Building located in Barangay Dulay, Marawi City.

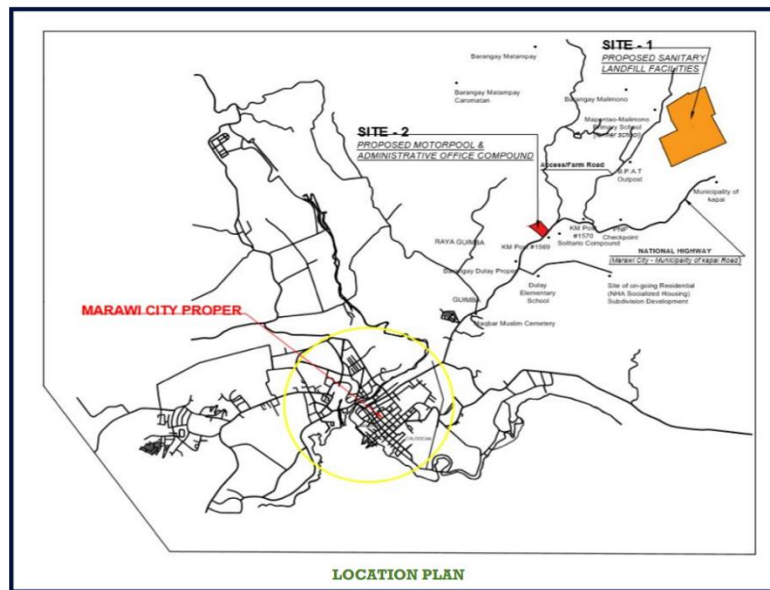


FIGURE 10. LAND ACQUISITION MAP

The following equipment were procured in line with SWM: 13 units of heavy equipment; 21 units of equipment including a composter, shredder, and densifier; 21 units of collection trucks and motor vehicles; ICT equipment; some furnitures and fixtures; and, office equipment

DENR has procured the services of 427 personnel for General Support and Services.

vii. Debris Management Monitoring

Debris management monitoring encompasses demolition, hauling of debris, segregation, characterization and accounting of debris materials, and disposal.

There are 6,062 structures in the 24 most affected barangays, as of February 11, 2020. The TFBM engaged the Eddmari Construction and Trading for the demolition and management of debris after the former had terminated its contract with CJI General Services, Inc. in February 2019. The contractors demolished an approximate total of 2,739 structures. The TFBM was able to secure the individual consent of some homeowners for the demolition of around 2,847 structures.³⁴

d. Subcommittee on Housing

The Subcommittee on Housing looks into the immediate rehabilitation of temporary or permanent shelters, and the restoration of water, electricity and other public utilities therein. The Office of the Cabinet Secretary heads the subcommittee and is supported by Housing and Urban Development Coordinating Council (HUDCC), DepEd, Department of Energy (DOE), Department of Interior and Local Government (DILG), Department of Public Works and Highways (DPWH), Housing and Land Use Regulatory Board (HLURB), LRA, National Housing Authority (NHA), Social Housing Finance Corporation (SHFC), Local Water Utilities Administration (LWUA), Home Development Mutual Fund (PAG-IBIG).

³⁴ Refer to Table 2 in Issues and Concerns

The Housing component deals with two types of housing: 1) temporary and 2) permanent. As of January 2020, TFBM reports that all Evacuation Centers were closed and that 17, 841 currently displaced home-based families were transferred to transitory shelters.

i. Temporary Shelters

The NHA completed a total of 2,623 temporary shelter units, which represent 54 percent of its combined target of 4,852 units. The temporary shelters have a total area of 57 hectares located in four barangays: Sagonsongan, Boganga, Rorogagus, and Dulay. The TFBM turned over 1,972 units (or 75 percent of total units completed) to the IDPs from the evacuation centers. Around 2,229 units are on different stages of construction. [Refer to **Table 1**]

Table 1. Status of TFBM-NHA Temporary Shelter in Marawi City, as of July 9, 2020

Temporary shelter sites	Total target no. of units	Total no. of units completed	Total no. of units turned over and occupied	Total no. of units under different stages of construction	Physical accomplishment ^{1\}	
					Land development	Housing construction
Sagonsongan	1,052	1,052	1,052	-	100%	100%
Sagonsongan (additional units)	300	257	22	43	16.2%	76.2%
Boganga	1,500	900	707	600	52.8%	69.4%
Rorogagus	1,000	350	191	650	site 1: 52% site 2: 72.9%	Site 1: - Site 2: 48%
Dulay	1,000	64	-	936	19.9%	11.8%
Sub-total	4,852	2,623	1,972	2,229	55.5% ^{2\}	60.2% ^{2\}
Transitory shelters implemented by other partners	-no data-	1,014	1,014	-	-	-
Total	4,852	3,637	2,986	2,229		

Notes: 1\ as of February 11, 2020, 2\ derived from the original figures of TFBM/NHA (Total land area or total units x Physical accomplishment rate) / Total land area or total units x 100.³⁵

Sagonsongan

Sagonsongan Temporary Shelter (TS) which is located in Brgy. Sagonsongan, Marawi City has a land area of 14 hectares with 1,052 units. The project was started in November 2017 and was completed in March 2018. All units are occupied with individual certificates of acceptance. Additional 300 units were proposed for an extension of the said TS. Occupying a land area of 3 hectares, the project commenced in April 2019 and is currently undergoing land development and housing construction as implemented by the Marawi City Local Government. Concerns in the TS include the replacement of beneficiaries as some of the original awardees chose to give the house to their immediate relatives. NHA requires the certification and authorization from Marawi LGU before officially acknowledging the replacement.

Boganga

Lake View Shelter, which is located in Barangay Boganga, Marawi City, has a total land area of 15 hectares with 1,500 TS units. The Php 495M-project was started on 25 September 2018 and included activities such as profiling of beneficiaries, Information and Education Campaign, Distribution of rainwater collector and trash bin per unit and provision of Olyset net. At present, only 52.8% of land development has been accomplished and 69.4% housing construction completed. Illegal occupancy and insufficient water supply were listed as main concerns. NHA noted that the validation process is still ongoing and reminded the illegal occupants to process and follow up their documents in Marawi LGU.

Rorogagus

Rorogagus TS (Site 1 & 2) has a total land area of 10 hectares with 1,000 number of TS units. Project implementation commenced in 25 September 2018 with a cost totaling Php 213 million. To date, 52% of its intended output on land development for Site 1 is complete compared to Site 2's 72.9%.

An issue regarding Tzu Chi Foundation choosing beneficiaries among their volunteers and lot owners was raised but this was resolved with coordination between NHA and the Foundation.

Dulay

Dulay TS is located in Barangay Dulay and involves 1,000 TS units in a 15-hectare area of land. The project was started in 29 April 2019 and has currently accomplished 19.9% for land development and 11% for housing construction.

Additional Shelters

There are additional planned shelters to be located in Barangay Sagonsongan and Saguiaran. Angat Buhay is located in Barangay Sagonsongan with a total of 72TS units while Pindolan is located in Saguiaran with a total of 130 TS units.

³⁵ Source: TFBM presentation, citing figures of NHA, February 11, 2020 and TFBM letter to BTA-SCM chairperson dated July 9, 2020 citing NHA.

ii. Permanent Shelters

The NHA and Social Housing Finance Corporation (SHFC), in partnership with UN-Habitat, are eyeing the construction of 3,500 permanent housing units for the resettlement of IDPs from the MAA and those affected by the government's various infrastructure projects. Some of these are already approved and are ongoing implementation while others are still being proposed.

a. Permanent Shelters Under Development

TFBM reports the construction of permanent shelters in five barangays: 1) Kilala, 2) Gadongan, 3) Papandayan, 4) Dulay-West, and 5) Dulay Proper.

Barangays Kilala and Gadongan

Pamayandeg sa Ranaw Residences at Dansalan is a project initiated by NHA in partnership with UN-Habitat in Barangays Gadongan and Kilala, Marawi City. It has a land area of 39 hectares which will accommodate 2,000 housing units. 500 of the residential lots in the two sites are assigned to UN-Habitat under the organization's Marawi Shelter Project. As of June 2020, land development is 50% complete, with 600 residential lots ready for construction, and 55 housing units in the process of construction.

Barangay Papandayan

Papandayan Low Rise Building is located in Barangay Papandayan, Marawi City. It is an 80-unit building covering 0.70 hectares. Per the latest update, the contractor has conducted boundary relocation, finished bore hole testing, erected a temporary perimeter fence, and is preparing structural excavation. The developer was issued a Notice to Proceed (NTP) and was given 90 days for the redesign of the building foundation.

Barangays Dulay-West and Dulay Proper

The permanent housing in Brgys. Dulay-West and Dulay Proper fall under the Marawi Shelter Project, a joint venture of UN-Habitat, SHFC, NHA, and the Government of Japan. 514 units will rise in the two barangays – 109 units are in Brgy. Dulay West (Phase I) and 405 units are in Brgy. Dulay Proper (Phase II). Project development for Phase I is complete and ready for turn-over to the SHFC while a 2-hectare portion of Phase II is 35% cleared and grubbed.

b. Proposed New Site in Barangay Patani

After verifying titles and evaluating three (3) properties, SHFC decided to consider Brgy. Patani as new site for the construction of 486 units of the Marawi Shelter Project. This site will host the remaining units of the Marawi Shelter Project with UN-Habitat.

iii. Water and Sewerage

There are two sub-projects under the Provision of Water Supply for Temporary and Permanent Shelters. Listed below are the said subprojects and their current status:

- Completion of the water supply system of the Sagonsongan Transitory Shelter

The project commenced operations in November 2018 and is now on the first phase of drilling wells and procurement for the second well. The project experienced delays after bidding failures for the second well as there are no participating bidder in the first three biddings.

- Water Supply to Temporary and Permanent Shelters

This project is intended for five shelters namely: Boganga Transitory Shelter, Kilala Permanent Shelter, Dulay Transitory Shelter, Gadongan Permanent Shelter, Dulay Permanent Shelter. Identification of well sites are being undertaken by USAID. Similar to the previous subproject, failures in bidding cause delay in the implementation of the project. Pre-procurement is currently ongoing and procurement of six wells will commence as soon as sites become accessible.

For the provision of sewerage system for the Sagonsongan Transitory Shelter, initial bidding was cancelled in October 2019 due to unavailability of decentralized treatment sites within the shelter. Site determination is still being coordinated with the LGU and procurement will resume as soon as sites are identified.

iv. Other Activities

NHA as head of the subcommittee on housing conducted three main projects:

- Debris management through the demolition of houses and clearing of scrap metals as well as separation of debris;
- *Kathagombalay* where NHA's involvement is the provision of Architectural and Engineering Plan/Design Assistance and handing out of four (4) sets of manual pneumatic pumps to the first twenty (20) IDP families who started reconstructing and rebuilding their houses in Barangay Tolali, Sector 1 of the MAA; and
- Information and education campaign for the 24 barangays in the MAA which includes updating the IDPs about the latest developments in MAA and their *Kathagombalay*, and other programs and projects of NHA- Marawi Project Management Office (MPMO).

e. Subcommittee for Security, Peace, and Order

Headed by the Department of Interior and Local Government (DILG) the Department of National Defense (DND), this subcommittee is responsible for the restoration and maintenance of peace and order, and the continuity of public services in the city. Other line agencies part of the subcommittee are AFP, Office of the Presidential Adviser on the Peace Process (OPAPP), Philippine Coast Guard, Philippine National Police (PNP), and National Youth Commission (NYC).

i. Interventions

TFBM noted continuous Focused Military Operations against remaining Dawlah Islamiyah-Maute Group (DI-MG) members, adoption and implementation of EO 70, and continuous activities in preventing and countering violent extremism activities (PCVE).

OPAPP, one of the line agencies under the subcommittee, is continuing its confidence building activities with the security sector and peace partners from the Moro Islamic Liberation Front (MILF) through its Operation Pakikiisa para sa Pamayanan Project 3.0 (OPAPP 3.0).

The Social Healing and Peace Building (SHAPE) Program spearheaded by OPAPP is still going on. The program has five components: 1) Peacebuilding Needs Analysis and Planning, 2) Capacity Development Mechanisms for Social Healing and Peacebuilding, 3) CSPP Mainstreaming, 4) Sustaining Peacebuilding Initiatives, and 5) Transitional Socio-Economic Impact.

Component 1: Peacebuilding Needs Analysis & Planning

Completed in the last quarter of 2017, OPAPP facilitated sectoral peace conversations providing a deeper understanding on the context of the conflict and approaches to program designs. The results of these conversations were integrated in the BMCRRP.

Component 2: Capacity Development Mechanisms for Social Healing and Peacebuilding

Capacity development mechanisms for social healing and peace building includes alternative dispute resolution supported by OPAPP wherein local and barangay functionaries are capacitated to settle disputes and conflicts at their level similar to traditional and religious leaders in their communities. The Program also supported continuing practice of religion and peace events with activities such as Duyog Ramadan and celebration of Eid'l Adha from 2017 to 2019. Conflict sensitivity and peace promotion activities in neighboring municipalities like Butig were conducted in partnership with Metrobank's corporate social responsibility (CSR) support.

Component 3: CSPP Mainstreaming

Mainstreaming of conflict-sensitive and peace-promotion (CSPP) activities is tied with component 2; wherein 18 municipal officials from Lanao province, 72 officials from partner barangays in Marawi, CSOs, TFBM partner agencies, and AFP/PNP personnel were trained on CSPP. The component also includes the assessment of 23 schools and 21 madaris for the peace education project in Marawi and Lanao.

Component 4: Sustaining Peacebuilding Initiatives

Component 4 focuses on sustaining peacebuilding initiatives particularly among the youth and religious sectors. Current updates under the component include supporting youth summits and youth-led activities in partnership with the AFP in Butig, facilitating peace forums and conversations, and promoting the conduct of intra-faith dialogues.

OPAPP is handling programs on preventing violent extremism in partnership with the 103rd brigade of the MILF.

Component 5: Transitional Socio-economic Support

Under Component 5, OPAPP supported the establishment of 14 community-led enterprises in Marawi City. This includes the youth-led enterprise named "Khapeta" for coffee roasting, bakery, and peanut butter production. This is implemented together with local partner, Katilingbanong Pamahandi sa Mindanaw Foundation Inc. (KPMFI), and the UNDP. At least 700 students also received cash grant support under the program's College Education Assistance Project (CEAP)

ii. Plans

OPAPP plans to continue its interventions under the SHAPE Program for the rest of 2020 with the following activities:

- Youth Leadership Summit in Butig and follow up activities in Piagapo, Pagayawan, Sultan Dumlondong and Lumbaca Unayan in partnership with PGO-LDS, UNDP, Balay Mindanao, AFP and LGUs for the last week of February 2020;
- Continuing capacity building on CSPP, Culture of Peace (CoP) and Alternative Dispute Resolution (ADR) for the 24 MAA barangays in Marawi;
- Continuing capacity building on the CoP Training for the 18 expansion LGUs in Lanao del Sur and Lanao del Norte;
- Continuing capacity building on the CoP and CSPP for the 23 schools and 21 madaris in Lanao del Sur and Lanao del Norte ;

- Peace conversations for cluster municipalities in Lanao del Sur;
- Continuing support to religious celebrations i.e. Ramadan, Eid'l Fitr, Eidl Adha and Christmas Solidarity;
- Continuing support to peace events; and
- Continuity of the SHAPE Program for the original 18 expansion LGUs and additional 9 LGUs programmed under the NDRRMC 2019 request.

f. Subcommittee on Health and Social Welfare

This subcommittee, headed by both the Department of Health (DOH) and the Department of Social Welfare and Development (DSWD), is taking measures to provide sanitation and health facilities, medical supplies, food, potable water and other basic necessities. Line agencies supporting DOH and DSWD include DepEd, DICT, Department of Science and Technology (DOST), and Mindanao Development Authority (MinDA).

i. Health

As one of the heads of the subcommittee on health and social welfare, the Department of Health conducted continuous interventions particularly in transitory sites and evacuation centers in Marawi and Lanao del Norte. Main interventions include community profiling, medical consultation, and quad cluster activities.

Community profiling allowed the line agency to identify the health status of the IDPs. DOH established a referral and monitoring system to those who are hospitalized.

As part of their medical and disease surveillance, DOH conducted regular medical consultations in evacuation centers and temporary shelters where it identified hypertensive, diabetic, and presumptive pulmonary tuberculosis patients. The latter were referred to City Health Office/Amai Pakpak Medical Center Tuberculosis Directly Observed Therapy (CHO/AMPC TB-DOTS) direct sputum smear microscopy (DSSM) or Gene Xpert testing. DOH also augmented assorted drugs and medicines to RHUs and ECs/TS, and provided orthotics (i.e. wheelchair, quad-cane) to persons with disabilities (PWDs).

For maternal, neonatal, and child healthcare, DOH conducted pregnancy tracking, ante-natal check-ups, and postpartum care to beneficiaries. IECs on Safe Motherhood, Reproductive Health, and Immunization were also conducted. A Sabayang Patak Kontra Polio Immunization Round was also organized in Sarimanok 2 Evacuation Center and Bito, Budi Itowa.

DOH aims to improve the referral system (CHO, PHO, APMC, other health organizations) and strengthen coordination with partner health agencies to improve delivery of health services to the IDPs. It also intends to continue community profiling in other identified evacuation centers and transitory sites and maintain the conduct of health promotions and delivery of health services through its quad-cluster approach. There are three quad clusters utilized in Marawi City. These are: 1) Nutrition, 2) Water, Sanitation, and Hygiene (WaSH), and 3) Mental health and psychosocial support (MHPSS).

Nutrition

- Provision of micronutrients and vitamins to IDP children;
- Continuous nutritional assessment (weight, height, mid-upper arm circumference [MUAC] taking) and food supplement for specified malnourished children;

- Participation of beneficiaries in Pacalundo Tent Plaza, Balo-i and Bakwit Village, Matungao, Lanao del Norte (in coordination with RHU Balo-i & Matungao) in National Deworming Month (July); and
- Promotion of exclusive breastfeeding and conduct of health teachings on proper nutrition.

WaSH

- Assessment of WaSH situations in different transitory sites and evacuation centers;
- Setting up of a coordination meeting between WaSH partner agencies, and conduct of WaSH trainings;
- Conduct of clean-up drives in different transitory sites and evacuation centers;
- Provision of hygiene kits and aqua tabs to IDPs; and
- Provision of cleaning materials (power sprayer, MD solution, trash bins, brooms) to LGUs.

MHPSS

- Provision of levels 1-3 of Psychosocial Services (IECs, art, play, and dance therapy);
- Referral of patients needing further psychiatric evaluation and management; and
- Provision of psychotropic drugs to identified patients.

ii. Social Welfare

The main task of the Department of Social Welfare and Development (DSWD) is to identify the status of IDPs and provide assistance to them.

As of January 2020, all evacuation centers were closed and remaining IDPs had been transferred to temporary shelters. DSWD does not count community-based centers as validated evacuation centers. DSWD categorized IDP families staying in different shelters into two: 1) those staying in transitional shelters and 2) those staying in permanent shelters. As of January 2020, DSWD reports that there are 2,660 IDP families staying in transitional shelters and 165 IDP families staying in permanent shelters.

Provision of Relief

Relief assistance are mostly food items and other non-perishable goods. DSWD distributed relief assistance to 75,752 families and provided cash-for-work schemes in partnership with different line agencies.

There are four programs covering assistance. The first one is Transitory Family Support package that has benefitted 17,851 families. The second one is the Livelihood Settlement Grant (LSG) for MAA with a provision of Php 20,000 each for 17,851 families. Third is LSG for the Least Affected Areas (LAA) at Php 10,000 each for 26,272 families. And last is the Pabaon Package for 13,620 families. The total cost for these programs have reached Php 1.5 billion.

As part of the transitory family package, DSWD released Php 73,000 cash assistance to those that were listed under *Kathanor*. Other livelihood assistance available include relief assistance, provision of Ramadan food packs, assistance to individuals in crisis situations (AICS), livelihood assistance, cash-for-work, supplementary feeding (BANGUN - Bangsamoro Umpungan Sa Nutrisyon), Ramadan cash assistance, *Kambalingan* sa Marawi City, assistance to displaced families from the 24 most affected areas/barangays, social pension for indigent senior citizens, supplementary feeding program for children, cash for building livelihood assets (CBLA), employment assistance, seed capital fund, and Pantawid Pamilyang Pilipino Program (4Ps).

iii. Education

There are 69 schools under the Marawi City Division (MCD). Of these 69, 22 schools which are located in the MAA were completely damaged. 47 are still functioning. Of the 47 schools under MCD, there are 9 primary schools, 24 elementary schools, seven central schools, 3 junior high schools, and four senior high schools.

After the liberation of Marawi from the armed groups, DepEd organized the *Oplan Balik Eskwela* for the greater part of Marawi (i.e. outside the 24 most affected barangays). The agency embarked on twinning and pairing schools in Marawi City with schools outside Lanao del Sur and pursued the Adopt-a-School program to avoid prolonging the hiatus from learning of the displaced students.

For those in Marawi, four temporary learning spaces (TLS) within the transitory shelter sites were set up:

- Marawi Sagonsongan Central Elementary School (with 22 vertical structures for learning and 3 WaSH facilities)
- Marawi Bahay Pag-asa Primary School (with 5 tents for learning)
- Marawi Sarimanok Central Elementary School (with 5 tents for learning)
- Dansalan National High School

Thirty-one schools outside the MAA are currently being repaired by the DepEd Central Office in collaboration with the MBHTE. DepEd Central Office allotted Php 67 million for the major repair of these 31 schools.

DepEd reported the construction of four temporary learning schools in Marawi – three elementary schools, and one national high school. DepEd is planning to construct an integrated school which will accommodate students from pre-school to senior high school.

g. Subcommittee on Business and Livelihood

This subcommittee, chaired by the Department of Trade and Industry, is implementing a campaign for the immediate revival of businesses and livelihood projects in the city. Assisting agencies of the subcommittee include Department of Agriculture (DA), Department of Agrarian Reform (DAR), Department of Environment and Natural Resources (DENR), Department of Labor and Employment (DOLE), Department of Science and Technology (DOST), Technical Education and Skills Development Authority (TESDA), and OCD of the DND.

i. Livelihood Assistance

Under its livelihood assistance interventions, DTI has assisted around 33,520 beneficiaries representing 67% of the total targeted beneficiaries of 50,000. Assistance given include sewing machine starter kits, bigasan, grocery packs, school supplies, carpentry, electronic devices, tile setting, masonry, carinderia kits, delicacies, and popcorn kits among others. A total of 32,740 beneficiaries received the kits. The actual breakdown are as follows:

- Sewing Starter Kits with 4,294 family beneficiaries
- Sari-sari store starter kits with 10,00 family beneficiaries
- Baking Starter Kits with 3,000 family beneficiaries
- School Supplies Starter Kits with 1,000 family beneficiaries
- Carinderia Starter kits with 3,030 family beneficiaries

- Bigasan Starter Kits with 11,135 family beneficiaries
- Popcorn making with 51 family beneficiaries
- Masonry with 59 family beneficiaries
- Carpentry with 121 family beneficiaries
- Provision of Pedicabs for 30 beneficiaries
- Provision of Powertools for 20 beneficiaries

In the pipeline for the DTI are the disbursement of additional sari-sari store kits for 11,796 families, e-loading for 3,600 families, and school supplies for 10,900 families.

Marketing assistance came in the form of facilitating participation in trade fairs showcasing Maranao products and artifacts in different selling platforms all over the country. For shared space facilities (SSF), DTI assisted different cooperatives in the city through the:

- Delivery and Inspection of Hollow block manufacturing equipment (Mandara RR Service Cooperative)
- Delivery and Inspection of Palapa Production equipment (Lower Bangon Marawi Consumer Cooperative)
- Inspection of equipment (Tago a Ranao Marketing Cooperative)
- Provision of sewing kits (Brilliant Garment Producers Cooperative)
- Initial delivery of equipment (Commercial Bakery – Masiap Livelihood Service Cooperative)

ii. Skills Training

TESDA provided scholarships for poverty alleviation as support for TFBM programs. There are two modes of scholarship allocations provided for Marawi City and Lanao Del Sur: 1) TWSP or *Training for Work Scholarship Program* and 2) STEP or *Special Training for Employment Program*. Both programs offer free training, assessment, and issuance of a National Certificate (NC) but STEP includes additional training allowance and tool kits.

The scholarship programs offered in Marawi and LDS in 2018 were as follows:

- Bread and Pastry Production (NC II)
- Dressmaking (NC II)
- Computer System Servicing (NC II)
- Tile Setting (NC II)
- Carpentry (NC II)
- Masonry (NC II)
- Electrical Installation and Maintenance (NC II)
- Electronics Product Assembly Servicing (NC II)
- Trainers Methodology (I)

Starting 2019, TESDA had two programs for Marawi and LDS: 1) Kawiyagan Series Intervention and 2) Serbisyo Caravan Series Intervention.

Kawiyagan

Kawiyagan is a man-to-man distribution drive managed by TFBM and supported by other LGUs and NGOs of the local government unit. It is scheduled every last Tuesday of the month and attended by different line agencies and NGOs conducting interventions in Marawi. The *Kawiyagan Series* was set in Marawi and included free services on haircutting and massage (*hilot*), a techno demo lecture for

Organic Farming, and releasing starter toolkits for trades involving masonry, small engine, and grooming (i.e. hand spa, foot spa).

Serbisyo Caravan Series

This was spearheaded by TESDA Lanao del Norte, TESDA Lanao del Sur, and the LGU of the Municipality of Butig. The three-month series which went on from July to September facilitated the provision of free services and profiling of beneficiaries for skills training for haircutting, manicure, and massage therapy.

iii. Other Programs

TESDA provided other interventions beyond scholarship assistance such as the “Galing Mason Project” and Technical-Vocational Education and Training (TVET) Madrasah.

“Galing Mason Project”

In partnership with TESDA Regional Training Center (RTC) Iligan, Holcim Philippines conducted “Galing Mason Project” through the Community Driven Shelter and Livelihood Project of UN Habitat and TFBM. The project intends to provide support on two levels: 1) provide permanent shelters and 2) address livelihood needs by providing skills training in construction through TESDA.

TVET Madrasah

Held at RTC Iligan, the launching of TVET in 13 November 2019 focuses on the role of Madrasah in recognizing its role in cultural development, transmission of faith, and responding to peace and development. By linking TVET and madrasah, TESDA aims to ensure that ‘Muslim skilled workers maintain their cultural identity’ by sharing and discussing ways to avail trainings.

Previous projects of DTI-ARMM that are currently being implemented in Marawi and Lanao del Sur include provision of livelihood assistance to the affected families, implementation of price freeze and intensive price monitoring, and the conduct of Bangon Marawi Trade Fair as venue for Marawi IDPs to exhibit, promote, and sell their products.

iv. Proposals and Plans

For 2018 to 2020, a proposal was endorsed to the Office of the President for the conduct of Skills Training for 10,000 construction workers. The proposal was reverted to NDRRMC with the recommendation of proposing other training skills that may be more appropriate and beneficial for the residents of Marawi City. Such recommendations were received by TESDA Central Office on 11 December 2019 and received by TESDA R10 on 21 January 2020. TESDA X decided to cancel the project and submit a different proposal for 2020.

The proposed PPAs for 2020 includes TVET Madrasah Training project, halal livelihood skills training program, and the establishment of a project management office/operation center which will facilitate and supervise all skills and livelihood trainings to be conducted in Marawi City and Lanao del Sur.

2. Efforts of the Regional Government

The following section discusses the efforts of the Autonomous Region in Muslim Mindanao (ARMM) and the Bangsamoro Autonomous Region in Muslim Mindanao (BARMM) on the Marawi Recovery, Reconstruction, and Recovery from 2017 to present as presented and submitted to the Committee.

ARMM³⁶

After the issuance of Administrative Order No. 3 which created TFBM, the Autonomous Region in Muslim Mindanao (ARMM) passed Regional Memorandum No. 444 which called for the creation of an ARMM internal task force for Marawi City and the neighboring municipalities. A rapid assessment of the damages and losses of the conflict as well as a listing of programs and projects for Marawi was conducted; followed by mobilization of ARMM assistance in Early Response, Rehabilitation, and Recovery using agency-specific and convergence approaches.

The ARMM government provided a total assistance of Php 566.229 million from 2017 to 2018. Of which, Php250,831,840 is from May to December of 2017 alone and the additional Php315,397,536 were utilized from January to September of 2018.

ARMM assistance is divided into two timeframes: 1) Early Response (Humanitarian) and 2) Rehabilitation and Recovery.

a. Early Response

For its Humanitarian/Early Response efforts, ARMM provided response to the critical first seven days.



FIGURE 11. EMERGENCY RESPONSE: CRITICAL FIRST SEVEN DAYS, 2017

As part of the activities undertaken by ARMM under Early Response, the ARMM Regional Government required each agency to assess the damages and losses in July 2017 to inform their respective plans. The agencies participated in another round of the damage and loss assessments in Marawi and writeshop on the Post-Conflict Needs Assessment, this time organized by the OCD. In cooperation with Lanao del Sur LGU, ARMM agencies undertook another damage and loss assessment for areas outside the Marawi most affected areas (MAA). Furthermore, ARMM organized the collection of statistical and administrative data on Marawi (OpenMarawi). ARMM also provided inputs on the NEDA-initiated Bangon Marawi Comprehensive Rehabilitation and Recovery Program (covering areas outside the MAA) and actively participated in the regular TFBM meetings.

³⁶ The ARMM interventions mentioned in this subsection are taken from the external expert (Assad Baunto)'s presentation to the SCM during the 2nd Committee Meeting.

Below is a summary of the early response efforts of the different ARMM agencies:

- The Office of the Regional Governor (ORG) through the ARMM-Humanitarian Emergency Action Response Team (HEART) conducted rescue, relief distribution, camp management (through setup of Operation Centers and Evacuation Centers), household surveys, and coordination activities.
- DSWD-ARMM provided Php 3 million for relief distribution and camp management. DILG-ARMM allocated Php 1.5 million for coordination and local governance.
- DepEd-ARMM shelled out Php 26.4 million for the Operation Center in Iligan, establishment of a central kitchen, provision of solar kits, relief, educational materials, temporary learning spaces, and psychological first aid for children.
- DOH-ARMM provided Php 18.5 million for health emergencies, construction of WaSH facilities, and nutrition and mental services.
- DPWH-ARMM appropriated Php 8 million and led in the construction of toilets and communal kitchens, mobilization, and logistical support.
- Department of Agriculture and Fisheries (DAF)-ARMM and DAR-ARMM earmarked Php 1.1 million each for the provision of seedlings, relief distribution, tracking of Agrarian Reform Beneficiaries (ARBs), and coordination.
- Bureau of Fisheries and Aquatic Resources (BFAR)-ARMM designated Php 2.4 million for distribution of relief goods and fresh fish.
- DENR-ARMM set aside Php 716 thousand pesos for food packs and non-food items such as assorted clothing, coordination, and maps.
- DOST-ARMM allocated Php 9.9 million for various Skills and Training (S&T) activities; while DOLE-ARMM provided Php 507 thousand for food and relief contribution, as well as partner contribution of Php 2.4 million.
- Cooperative Development Authority (CDA)-ARMM and TESDA-ARMM supported efforts through capacity building seminars, coordination, and relief distribution with an earmarked fund of Php 2.9 million and Php 477.5 thousand respectively.
- Regional Board of Investments (RBOI)-ARMM gave Php 250 thousand and administered Investments Priorities Plan (IPP) roadshows, coordination, and relief goods from donations.
- Regional Planning and Development Office (RPDO), Commission on Higher Education (CHED), and Regional Commission on Bangsamoro Women (RCBW) provided a total of Php 2.5 million for coordination and activities for women.
- Regional Darul Ifta (RDI)-ARMM allotted Php 1.1 million for the conduct of advocacy and interfaith dialogues, ulama assemblies, and muhadara (lectures).

b. Rehabilitation and Recovery

For rehabilitation and recovery, the ARMM government appropriated a total of Php 315.4 million for its assistance for 2018.

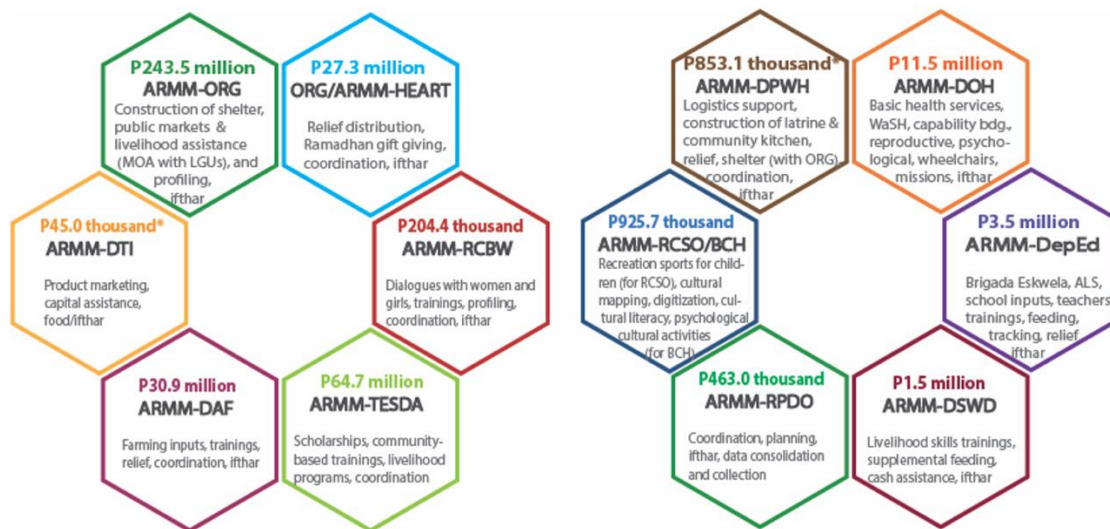


FIGURE 12. REHABILITATION & RECOVERY: SUMMARY OF ASSISTANCE IN 2018

ARMM allocated an estimated total of Php 280.951 million for special programs for Marawi City such as ARMM Regular People’s Day, ARMM Special People’s Day, Community-Based Iftars, and Ramadhan Gift-Giving.

ARMM Regular People’s Day conducted between April and May 2018 reached 37,800 individuals (IDP and non-IDPs). The cost of assistance totaled an estimated Php 250 million for frontline services such as medical missions, trainings, business and livelihood, and relief by regional line agencies in Marawi City and Lanao del Sur. ARMM Special People’s Day was held a year after the Siege, on 23 May 2018. The intervention covered Marawi City and the municipality of Saguwaran. Therein, 3,000 families plus 1,000 children in evacuation centers were provided an assistance package of food and non-food items and frontline services by regional line agencies. A community-based iftar for 3,000 IDP families in evacuation centers in Marawi City and Saguwaran and Ramadhan Gift-Giving for 7,307 families were conducted on 23 May 2018 and 18 May 2018 respectively.

i. Social Services

Early recovery interventions in Marawi were coursed through LGUs and ARMM-HEART. Relief goods were provided to a total of 10,179 families. Beyond the region-specific interventions, national programs such as Supplementary Feeding Program and Social Pension Program were also administered by DSWD-ARMM.

ii. Health

ARMM interventions on health covers the combined efforts of DOH-ARMM with DOH Regions IX, XI, and XII, Mindanao Humanitarian Team (MHT), ARMM- Humanitarian Emergency Action Response Team (HEART), DSWD-ARMM, and World Food Programme on different clusters namely: 1) Health, 2) WaSH, 3) Nutrition, and 4) Mental Health. Under the Health Cluster, services such as dental, ophthalmological, family health service, deworming, and immunization (measles, measles, mumps, and rubella, tetanus toxoid and tetanus diphtheria, and polio) were conducted. The WaSH cluster included provision of water sources and testing, water treatment, provision of jerry cans, installation of toilets and latrines, and distribution of Buntis kits, Dignity kits, Senior citizen kits, mosquito nets and disinfectants. The Mental Health cluster included basic services & security, community & family

support, focused non-specialized support, and specialized services. These interventions reached a total of 105,163 beneficiaries in Marawi City and LDS.

iii. Education

The conflict has severely affected the education system—heavily damaging 22 schools (in the MAA), disrupting the learning of 22,174 students, and displacing 1,411 teachers from the entirety of Marawi City. Per data provided by the Department of Education, only 17,000 students have returned to school. This does not include data on higher education and private schools.

In partnership with Malayan College, DepEd distributed 150 learner’s chairs, 6 boxes of books, and 150 school bags with learner’s kits for the temporary learning shelters (TLS) in Sagongsongan. The Department also distributed 200 LG desktop monitors, 30,000 personal care items, 12,467 articles of school uniform, 7,540 articles of PE uniform, and 5,000 pairs of leather shoes with LG Collins and Amai Pakpak Central Elementary School (APCES) to school children in Marawi.

The regular DepEd initiatives, Alternative Learning System (ALS) and Brigada Eskwela, were also sustained. A completion ceremony of Out-of-School Youths (OSY) and adult learners were held with APCES and the 2nd and 3rd batch of Brigada Eskwela for minor repairs, repainting and cleaning were conducted in 17 schools.

iv. Business and Livelihood

In 2018, DTI-ARMM conducted Profiling, Kawayagan (or livelihood), and Capital Assistance Package as part of its recovery and rehabilitation interventions. At least 4,000 IDPs were profiled from August to September 2019 as a requisite for the provision of Php 49,000 worth of business starter kits by DTI-National. The regional office supported DTI-LDS in its participation to the Kawayagan activities following TFBM’s People’s Day concept. The Capital Assistance Package given to 20 IDPs from ground zero includes cash assistance of Php 45,000, free DTI Registration, and free booth rental at the ORG Ramadhan fair.

In partnership with TESDA-ARMM and partners DSWD-ARMM and Global Mindanaw Polytechnic Inc., a total assistance package of Php20.96 million was provided in the form of scholarships, community-based skills training, and sustainable livelihood programs.

TESDA-ARMM reported the following programs it has implemented:

- Provision of TWSP scholarships with allowance from ARMM Local Fund (May-June 2018)
 - 117 target beneficiaries in Marawi City & Binidayan (Php 2.34 million)
- Provision of regular TWSP slots (April to May 2018)
 - 70 target beneficiaries in Marawi City (Php 1 million)
- Provision of community-based training (May to June 2018)
 - 23 target beneficiaries in Saguwaran (Php 460 thousand)
- Provision of sustainable livelihood program with DSWD-ARMM (May to June 2018)
 - 53 target beneficiaries in Marawi City (Php 1.06 million)

v. Agriculture

As of March 1, 2018, DAF-ARMM served a total of 13,500 beneficiaries in Marawi and its neighboring areas (Buadiposo Buntong, Bubong, Butig, Ditsaan-Ramain, Marantao, Piagapo, and Saguwaran). A total of 2,000 bags of certified seeds, 6,000 bags of Urea Fertilizers, 10,000 bags of Complete

Fertilizers, 3,575 sachets of rodenticides, 3,313 kgs of fungicide, and 3,313 liters of insecticides were distributed to farmers. Livelihood trainings under the Rice, Corn, Organic, and High-Value Crops Development (HVDCP) programs were also conducted to a total number of 1,959 participants.

vi. Infrastructure

Former ARMM- Bangsamoro Regional Inclusive Development for Growth and Empowerment (BRIDGE) implemented projects on housing in Marawi including the construction of 100 units of permanent housing with mosque in Brgy. Pagalamatan, Saguiaran and construction of temporary housing, with 36 units of row houses, in Brgy. Lumbacatoros, Saguiaran.

Other construction projects commenced by ARMM include the construction of three markets:

- Saguiaran Public Market

Saguiaran Public Market in Barangay Poblacion, Saguiaran has a lot area of one hectare and a capacity of 240 stalls for wet and dry produce.

- Bubong Public Market

Bubong Public Market in the Municipality of Bubong has a lot area of one hectare and costs around Php30 million, half of which are already given to the LGU.

- GMA Integrated Food and Transport Terminal

The GMA Integrated Food and Transport Terminal at Barangay Poblacion Marawi has a capacity of 140 stalls for wet and dry produce. The project costs Php 90 million, half of the amount is already given to the LGU.

BARMM

After the transition, most of the ARMM interventions were carried over to the newly established Bangsamoro Autonomous Region in Muslim Mindanao.

Per Memorandum Order No. 311 Series of 2019, the BARMM released its 12-point priority agenda. Point 6 thereof talks of support to the ongoing rehabilitation, reconstruction, and recovery of Marawi noting that “Marawi must be quickly rehabilitated and reconstructed as every delay is an opportunity for violent extremism to use it for propaganda and recruitment” and that “immediate rehabilitation of Marawi is both the right and just thing to do.” Pursuant to this, under the Bangsamoro Appropriation Act (BAA) of 2020, Php 500 million is allocated for the Marawi Rehabilitation Program (MRP).

The Bangsamoro Planning and Development Authority (BPDA) noted five priority infrastructure projects under the BAA 2020:

- Concreting of Sugod-Dulay Road, Marawi City Phase 2
- Construction of Barangay Olo Ambolong Water System Level 2
- Construction of Datu Saber Drainage System
- Construction of Amito Lakewall
- Construction of 200 Housing Units

Other BARMM priority projects noted by BPDA for Marawi City are as follows:

- Upgrading of the Amai Pakpak Medical Center
- Information and Education Campaign Against Terrorism and Violent Extremism
- Human Rights Protection and Promotion (HRPP) Program
- Community-based Training on Peace Building and Active Citizenship
- Infrastructure Projects

Current activities and programs of the region outside the MRP Php 500 million allocation are focused on four key areas: social welfare services, education, health, and infrastructure support. Most of the support is directed toward the rehabilitation of neighboring municipalities and the LAA due to the difficulty in gaining access to the MAA. Because of this, BARMM reports that the Chief Minister has requested the President to grant BARMM access to the MAA so it can help in the rehabilitation.

Beyond BAA, BPDA also noted two other sources of funds on rehabilitation: 1) funds from the national government and 2) the Special Development Fund (SDF). The SDF is a Php 50 billion fund, allocated at Php 5 billion per year for 10 years, which will be used in accordance with the Bangsamoro Development Plan particularly in rebuilding, rehabilitation, and development of the region's conflict-affected communities.

a. Social Services

The operations and activities of the Ministry of Social Services and Development were coursed through the City Social Welfare Development office of Marawi in accordance with the Local Government Code. Existing interventions and programs are based on the *Kathanor* data of TFBM. Main interventions of MSSWD include:

- Emergency assistance program

The Emergency Assistance Program covers provision of welfare goods and financial assistance to IDPs and families with vulnerabilities in Marawi.

- Family and community welfare program

The Family and Community Welfare Program provides education assistance to children of disadvantaged families.

- Children and youth welfare program

Provision for orphans and Early Childhood Care and Development (ECCD) packages were provided to Child Development Centers (CDCs) under the Children and Youth Welfare Program.

- Women's welfare program

The Women Welfare's Program administers referral programs and consultation dialogues with Muslim religious leaders on various fatwas.

- Older persons' with disabilities program

Assistive devices such as wheelchairs were provided to older people and Persons with Disabilities (PWDs).

- Recovery from COVID measures

In response to the COVID pandemic, MSSD launched Bangsamoro Sagip Kabuhayan which aimed to realign programs to address the economic hardships brought by COVID-19.

Beyond the abovementioned interventions, the project proposal for the cash-for-work program targeted to 4,000 IDP beneficiaries is currently being prepared.

b. Health

MOH lodged Php 238.860 million funding for the rehabilitation in the region under the Ministry taken from CONAP 2018³⁷ for the Marawi Rehabilitation, Recovery, and Reconstruction chargeable under the NDRRM Fund. The fund was allotted for the repair and renovation of IPHO-LDS, rehabilitation of CHO, and construction of RHUs, BHS (barangay health stations), and WaSH facilities. New proposals include the construction of the Marawi City Polyclinic, construction of RHUs with water tanks, and construction of five public toilets and water systems in Barangays Boganga, Dulay Proper, Sagonsongan 1, Sagonsogan 2, and Rorogagus East.

Delivery of regular health programs are currently being implemented along with health measures against COVID-19. BARMM provided Php 15 million for the operationalization of Amai Pakpak Medical Center (APMC) into a COVID-19 testing center.

c. Education

MBHTE took over the interventions of the former Department of Education-ARMM. This includes supporting the Marawi City Schools Division in the reconstruction of damaged school infrastructures, identification of number of learners, and establishment of TLS.

The Marawi City Schools Division proposes to build three (3) premiere integrated schools in MAA that can cater to 9,000 to 12,000 learners in lieu of the 22 affected schools. Due to the unavailability of land, the proposed construction of the school buildings is delayed despite the availability of funds.

With respect to learning centers, the Office of the Operation Center noted the establishment of Sagonsongan Elementary School which has 22 TLS, 3 WaSH facilities, a stage, and a bench. Classroom tents were also set up for Bahay Pag-Asa Primary School and Sarimanok Tent City.

MBHTE headed the transfer of learners from Sarimanok Shelter to Rorogagus Elementary School. Two elementary schools were reconstructed with the help of donors and partner agencies. Inaugurated in 20 December 2019, three-storey Datu Saber Elementary School was reconstructed with the help of GMA Kapuso Foundation and the Embassy of Japan. Two classrooms in Mapandi Elementary School were reconstructed with the help of Philippine Business for Social Progress (PBSP) and Coca Cola Company and were inaugurated in 24 January 2020.

Through the City Schools Division of Marawi, MBHTE is planning the construction of the following schools:

- Marawi City National High School Building
- Timbangan Primary School Building
- Poona Marantao Primary School
- Bae Inomba Blo Macarat Central Elementary School (with 20 classrooms and a sports complex)

³⁷ CONAP 2018 for Marawi Rehab chargeable under NDRMCC was transferred to BARMM for rehabilitation.

d. Business and Livelihood

i. *Business*

The Ministry of Trade, Investment, and Tourism carried on programs of the defunct Department of Trade and Industry-ARMM. The plans and programs envisioned for the year 2021-2022 includes PPAs of the Bureau of Trade and Industry(BTI), Bureau of Tourism(BOT), Bureau of Investment (BOI), Bureau of Cooperative and Social Enterprise (BCSE), and Bureau of Economic Zone Authority (BEZA).

ii. *Livelihood*

MOLE currently has three programs for Lanao del Sur and Marawi City: 1) Employment and Promotion Welfare Program (EPWP), 2) Overseas Workers' Welfare Program (OWWP), and 3) Workers' Welfare Program (WWP).

- Employment and Promotion Welfare Program (EPWP)

The current portfolio on Employment and Promotion Welfare Program focuses on youth through the Bridging Employment Program Assistance which includes: 1) Government Internship Program, and 2) Special Program for Employment of Students. At least 200 graduates will be hired under the Government Internship Program in partner agencies and offices. A Special Program for Employment of Students will assist 200 students and out-of-school youths (OSY).

- Overseas Workers' Welfare Program (OWWP)

Recurring programs of MOLE being implemented in other parts of the region include the Overseas Workers' Welfare Program which will work on supporting returned overseas Bangsamoro workers (OBWs) through the reintegration program Hanap Buhay for OBWs.

- Workers' Welfare Program (WWP)

The Sagip Batang Manggagawa under the Workers' Welfare Program plans to assist family members of identified Batang Manggagawa beneficiaries with livelihood programs.

e. Agriculture

The 2018 program for Marawi rehabilitation was implemented by the Department of Agriculture (DA) Region X. DA-Region X conducted the procurement of agricultural implements amounting to a total of P 201,799,310.34 for IDPs affected by the Marawi Siege in Marawi, Piagapo, and Butig which were turned over to the Ministry of Agriculture, Fisheries, and Agrarian Reform (MAFAR) BARMM by Secretary Piñol in 2019. These include farm equipment (i.e. tractors, harvesters, threshers, chippers, diggers, transplanters, and trailers), cattle, gardening tools, and vegetable seeds. Presently, almost 90% of the equipment have been delivered and distributed to cooperative and farmer beneficiaries in Butig, Piagapo, and Marawi City.

The list of completed interventions is as follows:

- Turnover and distribution of farm machineries and equipment in Butig, Lanao del Sur last Sept. 25, 2019.
- Turnover and distribution of farm machineries and equipment last October 16-17, 2019 in Marawi City and the municipalities of Piagapo and Butig, Lanao Del Sur.
- Validation of farmer beneficiaries last July 23-27, 2019 in Marawi City and in the municipalities of Butig and Piagapo, Lanao del Sur.
- Handling of certificates of turn-over to cooperative beneficiaries of farm machineries last October 16, 2019.

- Dispersal of 811 heads of goat last September 9-12 and October 16-17 in Marawi City and the municipalities of Piagapo and Butig, Lanao Del Sur.
- Distribution of gardening tools last August 8, 2019 in Marawi City, Piagapo and Butig, Lanao Del Sur.

The abovementioned interventions were given to recipients – IDPs and BLGU constituents alike – initially determined by Region X. Under the BMCRRRP relevant to MAFAR-BARMM, planned programs for 2020 amounting to Php 110.276 million with the same recipients from Butig, Piagapo, and Marawi City are as follows:

Agrarian Reform

- Sustainable Livelihood on Inland Fish Farming
- Sustainable Livelihood on Enhancement of Abaca production and processing
- Islamic Microfinance of Butig Agrarian Reform Beneficiaries
- Community-driven Development for Agrarian Reform Beneficiaries and LGU Partners
- Provision of Common Service Facilities

Agriculture

- Dispersal of Livestock Poultry
- Establishment of Crop Demonstration Farm
- Establishment of Pasture Area
- Provision of Seeds and Planting Materials
- Establishment of Solar Power Irrigation System
- Establishment of Abaca Nursery
- Establishment of Multiplier Farm (Goat and Native Chicken)
- Establishment of Trading Post

f. Infrastructure

The BARMM BRIDGE is continuing the implementation of the construction of 1,000 housing units (from the 2018 GAA carried over from the ARMM funds) with varying degrees of completion in Lanao Del Sur. BARMM-BRIDGE has allocated Php 20 million for the construction of 50 core shelter units in Barangay Malimono, Marawi but the project is yet to commence due to road accessibility and weather problems. Other housing projects currently being implemented include construction in the municipalities of Bubong, Saguwaran, and Wao.

As the project has no budget for land acquisition, delays in implementation are mainly caused by the lack of land donors. Other causes of delays are reduced manpower in observance of the health protocols during the Enhanced Community Quarantine (ECQ) and inaccessibility of the location.

Separately, the Ministry of Public Works noted that they are not part of the Marawi Rehabilitation and that the national government has not coordinated with the Ministry thereon.

3. Efforts of the Local Government and Other Local Entities

This section of the report covers the presentation and updates provided by the local government units

of the City of Marawi and Province of Lanao del Sur as well as other local players during the Special Committee on Marawi 2nd Public Hearing.

Lanao del Sur PLGU

As stated in AO No. 3, the Provincial Government of Lanao de Sur (PLDS) is directed to provide full support, assistance, and cooperation to TFBM. Given this, PLDS provided interventions in coordination with TFBM.

a. Infrastructure

PLDS is currently implementing the construction of diversion roads and health centers. The diversion roads include the 1) Marantao-Loway-MSU-Piagapo-Saguiaran diversion road, 2) Marantao-Lumbac-Ranaranao-Piagapo diversion road, and 3) MSU-Piagapo diversion road.

The construction of a children play center, drug rehabilitation center, a 4-unit school building, and 100 permanent shelters in Barangay Sagonsongan is currently ongoing. Bubong Market in Bubong, Lanao Del Sur is 54.86% finished.

In Barangay Rorogagus, the LGU received donations from Tzu Chi Foundation, Kim Wong, and NHA for the construction of 1,000 units of permanent shelters.

b. Social Services

In 2017, the Office of the Provincial Social Welfare and Development (PSWD), in partnership with other government agencies, NGOs, and donors, distributed relief goods, provided psychosocial intervention and conducted skills training to a total of 28,665 families affected by the Marawi Siege.

For 2018, 23,000 families received relief assistance and 12,249 children participated in supplemental feeding programs and were provided school supplies in partnership with multiple donors and line agencies. In 2019, PSWD distributed relief goods, blankets, and sleeping mats to 925 families. A total of 2,200 children received school supplies and participated in feeding programs. Beyond relief distribution and feeding programs, the PSWD also conducted skills training sessions on rag-making at the Saguiaran Evacuation Center.

Other recovery programs of the Provincial Government include provision of water tanks donated by the Philippine Disaster Resilience Foundation (PDRF) to Sagonsongan Village and Bahay PAG-ASA Evacuation Center, and provision of potable water to the same locations.

PLDS also provides free legal assistance to MAA residents through the Provincial Legal Office.

c. Health

The Provincial Health Office conducted feeding programs in Marawi City and distributed medicines for home based IDPs in Lanao del Sur. Medical missions to the municipalities of Bubong, Ragain, and Butig were also conducted.

d. Education

PLDS is implementing the Lanao Del Sur Education Assistance Program (LEAP) for students that are indigent IDPs from Marawi City.

e. Business and Livelihood

Together with the TFBM Subcommittee on Business and Livelihood, PLDS provided livelihood interventions in the form of training on basic baking and cooking, distribution of sewing kits, and turn-over of sewing machines to IDP dressmakers of Marawi City.

f. Agriculture

The Provincial Agriculturist Office (PAO) in collaboration with the Department of Agriculture through the Agricultural Credit Policy Council (ACPC) provided financial assistance to conflict affected IDPs, farmers and fishers in Marawi City, Butig, and Piagapo Lanao del Sur. PAO also collaborated with CDA XII in conducting 20 different trainings related to agriculture with 1,000 participating IDP beneficiaries in Marawi City.

g. Security, Peace, and Order

As a member agency of the Sub-Committee on Security and Peace and Order for the TFBM, Lanao Del Sur Police Provincial Office (LDSPPPO) is in charge of securing the safety of IDPs, visitors, and local and international organizations working on Marawi. LDSPPPO noted that tactical offensive against the remaining members of the Dawlah Islamiyah-Maute Group (DI-MG) continues and that the Office is intensifying police intervention in Marawi through programs “Oplan Siyap ko Pagtaw” and “Oplan Patrolya ng Pulis”. The former employs Marawi Police Motorcycle Cops to address shooting incidents in the city while the latter focuses on intensified checkpoints in 8 hotspots in the City.

LDSPPPO noted improved crime environment. From January to December 2016, the crime volume in Marawi City is at 199. It dropped to 101 in 2017 and decreased further to 63 in 2018. It is to be noted that crime incidences went up to 86 in 2019.

Beyond security operations, LDSPPPO conducted psychosocial intervention through LDSPPPO Hijab Troopers who provided psychosocial support to IDPs.

In relation to the COVID situation, LDSPPPO has drafted a plan to assist the health sector in containing the spread of the virus.

Reconstruction of PNP infrastructures such as the MAA Tourist Police Station, PNP Maritime Group Headquarters, and Marawi City Police Station is currently under way. LDSPPPO is currently looking for an area where it can construct its proposed new provincial headquarters building within Marawi City.

On ways forward, PLDS submitted the following projects for funding to the TFBM:

- Kalilintad Roadmap: Project Karo

Also referred to as Enhancement of Curriculum of Education Sector for the Integration of Peace Education, the province-wide project intends to develop a peace education module contextualized in Mëranaw culture and traditions. Intended to be adopted by LGUs and formal and non-formal institutions at different levels (primary, secondary, and tertiary). The project includes capacity-building trainings for the application of the modules.

- Construction of Peace and Development Office with complete facilities

PLDS proposes the construction of a Peace and Development Office with complete facilities located in the Provincial Capitol complex. The target beneficiaries were the conflict-affected residents of Lanao del Sur to promote reconciliation and social cohesion. They seek to promote reconciliation and social cohesion among residents of conflict-affected areas in LDS.

- Support to Security Sector (Facilities and Equipment)

This covers procurement of equipment and facilities such as street solar lights, mobile motorcycles, two-way radio communication equipment, mobile cars, and air drones for security monitoring.

Marawi CLGU

The Marawi City Local Government Unit (CLGU) is part of the TFBM support group on Comprehensive Rehabilitation and Recovery Planning which steers all activities on the preparation of the rehabilitation and recovery program. They ensure the internal consistency and harmony across sectoral programs and projects.

a. Land and Resource Management

The Office of the City Assessor (OCA) handles real property tax administration in the city. As part of its mandate, it oversees declaration of new/undeclared real properties; maintenance of the record management upon declaration; updating/revision of previous tax declaration in accordance with the enforced schedule of market valuation of the city; and the transfer of tax declaration from previous owners to the current possessor of the land and its improvements.

With the concerns of landowners in securing their property rights, the following mechanisms were adopted:

- Declaration of the real property tax amnesty in 2018;
- Provision of assistance to locate the record of their long-forgotten documents that had not been updated for the past thirty years or so;
- Assistance to the applicant-transferee by guiding them in processing and securing their legal documents, the cheapest way possible, in cases of transfer of ownership;
- Conduct of information education/awareness campaign on the availability of the following for the payer of real property tax:
 - 10% discount (for prompt payment)
 - 20% discount (for advance payment)
 - Payment by quarterly installment

b. Social Services

The City Social Welfare and Development Office (CSWDO) supported various line agencies in their interventions, as follows:

- Serbisyong Caravan with TFBM, NHA, IPHO, TESDA and LGU-Marawi at Boganga Transitory Shelter.
- Limpiyo a Marawi “Dengue Alert” with participation of PNP and CMO
- Relief Distribution at Sagonsongan Area 1-7 with the Office of Vice President Robredo
- Distribution of non-food items (Kimon and Abaya) by the United Arab Emirates Ambassador to IDPs in Sarimanok Site 1 and 2 with CSWD Marawi and MUG Team.
- Breast Feeding Program “Sabayang Pagpapasusu” at Sagonsongan Transitory Shelter facilitated by Samaritan’s Purse
- Supplementary Feeding Operation during “Tabang Marawi” with the different line agencies together with the heads of BARMM
- Transfer of families from Sarimanok Tent City Site 1 to Boganga Lakeview Temporary Shelter. Logistics and transportation vehicles were provided by TFBM, LGU Marawi and DENR.

- Massive validation of social pension for indigent senior citizens from different barangays in Marawi city
- Advocacy, Orientation and Training Workshop on Solo Parents Welfare Act. R.A. 8972 of 2000 facilitated by the Ministry of Social Services BARMM (MSS-BARMM) and other partners
- Consultation Dialogue with the members of Child development workers
- Validation and monitoring of Child Development Center in different barangays
- The First visit of Minister Raissa Jajurie to monitor the condition of IDPs from different Evacuation Centers.
- National Family Week

c. Health

In accordance with programs set by the Department of Health, the City Health Office (CHO) of Marawi conducted medical outreach activities, regular immunization programs, prenatal and postnatal care activities, medical consultations, and WaSH programs. Additional programs on mental health, nutrition, and blindness prevention were also conducted.

For the National Tuberculosis program, 683 patients were screened for sputum and underwent chest x-ray. 141 patients tested positive for TB and a total of 301 patients are enrolled into treatment. CHO noted a case detection rate of 12%, treatment success rate of 98% , and cure rate of 100%.

A dental and medical outreach was conducted in 58 barangays and shelters. There were 8,265 patients seen for medical consultation and 4,258 patients seen for dental services. Anti-hypertensive and anti-diabetic drugs were disbursed to a total of 3,128 patients. At least 32 PWD received customized wheelchairs and 71 PWDs received transport wheelchairs.

In support of the Dengue Control Program, 500 pieces of mosquito nets were distributed to transitory shelters and evacuation shelters. Misting and spraying of transitory shelters, evacuation shelters, public and private schools, and barangays with high number of dengue cases were also conducted.

Marawi CHO submitted a proposal to the MOH-BARMM for the construction and reconstruction of Marawi City health facilities affecting 28 barangay health stations, 2 rural health centers, 1 polyclinic, 5 public toilets, and the expansion of the Marawi City Health Office.

d. Business and Livelihood

Marawi LGU supported SINAGTALA, a local women-led organization, by providing free venue, electricity, water and accommodation to its 126 women weavers.

e. Infrastructure

The City Government of Marawi has completed construction of the following infrastructures:

- Loks a Datu Public Market
- Tampilong Temporary Public Terminal
- Sagonsongan Health Center
- Sagonsongan Multi-purpose Covered Court

There are proposed infrastructure projects in the MAA that are assigned to the City Government of Marawi such as the Grand Padian Market with Ice Plant, Barangay Complex with Health Center and Madrasah, Peace Memorial Park, School of Living Tradition, Command Center, and Marawi Museum.

After being notified of the different approved infrastructure projects, LGU-Marawi proceeded with the infrastructure pre-bid and procurement processes. After the evaluation in terms of technical, legal, and financial qualifications of the contractors emphasizing the Design Build Method of project delivery, LGU Marawi was able to release the notice of award to the most qualified contractor during the end of the year 2019. On 20 December 2019, the groundbreaking ceremonies took place in the different construction sites.

Other LGU-Marawi Proposed Projects are as follows:

- Construction of Child and Youth Center in Barangay. Marawi Poblacion (GMA).
- Construction Center for Orphans in Barangay Marawi Poblacion (GMA).
- Construction of 72 Barangay Halls with complete facilities in 72 barangays outside the most affected area of Marawi City.
- Installation of Street Lights (main grid and solar power combination) in the 72 barangays outside the most affected of Marawi City
- The Construction of 50 Day Care Centers in 50 barangays in Marawi City
- Concreting of Barangay Roads in Marawi City in 72 barangays in Marawi City (LAA).

Other Local Entities

a. Marawi City Water District (MCWD)

The water supply system in Marawi City was heavily damaged during the siege. As such, restoring the damaged pipelines and water supply system is of high priority. The Marawi City Water District (MCWD) is the main government agency tasked in the rehabilitation of the damaged water supply system. MCWD was able to serve 19 barangays in Marawi City after the siege. The office partnered with different INGOs, which includes ICRC and the Asian Development Bank (ADB), in the repair and rehabilitation of its infrastructures. MCWD initially proposed a project for the construction of 11 deep wells and a water reservoir intended for the MAA. Considering the difficulty in securing the consent of the landowners where they intend to dig the deep wells, the MCWD is now looking at constructing a water treatment facility sourced from Lake Lanao. As of July 2020, MCWD is setting up and installing temporary water pumps in the MAA to supply the water demands of the returning IPDs while awaiting the permanent bulk water supply system.

b. Lanao del Sur Electric Cooperative, Inc. (LASURECO)

Lanao del Sur Electric Cooperative, Inc. (LASURECO) reports that their first project is the rehabilitation and revamping of the distribution lines outside Marawi City. This includes the construction of twenty (20) power sub-stations in Marawi City. At present, LASURECO is waiting for the availability of MOA between LASURECO and NHA. Once the MOA is signed, LASURECO intends to find funders to support the project.

Construction and installation of 3-phase distribution lines in Sector 1 and Sector 2 are completed and ongoing, respectively. Apart from the distribution lines, LASURECO will construct a 20MVA power substation at Brgy. Gadongan, Marawi City. The budget request amounting to Php 45.932 million has been approved by the Office of the President on 19 June 2020 and is awaiting SARO issuance by DBM.

4. NGO Interventions

There were 140 international and local non-government organizations (NGOs), and other civil society and private actors present in Marawi City during the height of the intervention. These groups conducted a total of 11,938 programs relative to the Marawi Response covering protection, WaSH, food security, education, nutrition, health, early recovery, camp coordination camp management (CCCM), non-food item, cash support, shelter, other multi support, coordination and logistics.³⁸ The Special Committee invited some of these NGOs during the 3rd Public Hearing to get their perspectives on the condition of the IDPs and the status of the Marawi Rehabilitation as well as draw model frameworks or best practices from their interventions and observation.

Overview

As mandated, the Office for the Coordination of Humanitarian Affairs (UN OCHA) is responsible for bringing together humanitarian actors to ensure a coherent response to emergencies. After the siege, the Mindanao Humanitarian Team (MHT OCHA) responded to the request of the ARMM for the provision of support for the Marawi Response's coordination and information management. As such, the MHT OCHA coordinated with the Regional Command and Coordination Center (RCCC), National Response Clusters-National Emergency Operations Center (NEOC), TFBM and Humanitarian Country Team-Mindanao Humanitarian Team (HCT-MHT) Marawi Response and Resources Overview.

The MHT is composed of different UN agencies working on thematic clusters. For the Marawi response, MHT implemented interventions on seven clusters namely: protection, food security and agriculture, nutrition, WaSH, health, camp coordination and camp management, and early recovery.

Protection

Encompassing all activities concerning the safety, dignity, and rights of people affected by disaster or armed conflict, *protection* is an indispensable facet of humanitarian aid. *Protection* ensures full respect for the rights of an individual in accordance with human rights law and international humanitarian law.³⁹ Under the *protection* umbrella, interventions must be informed and guided by analysis on risks and threats faced by the affected populace. As such, safeguard mechanisms are recommended to ensure that risks and threats are minimized and that the rights of the people protected.

UNHCR facilitated the creation of the Protection Forum, a network of humanitarian actors working on the Marawi displacement crisis. It is composed of at least 50 government agencies, INGOs, NGOs, CSOs, UN Agencies, and other organizations. The Forum's main role is to collates data on protection risks and needs regarding the Marawi Crisis and facilitate coordinated efforts among the various actors relative to *protection* concerns.

Initial protection interventions focused on gathering data on the displacement, damages, and other direct effects of the conflict. The Philippine Protection Cluster collated data from key humanitarian actors, local and international alike, and published it on the Cluster Dashboard. In particular, cluster-member UNHCR released reports throughout 2017 on displacement data. It likewise provided

³⁸ Data taken from UN-OCHA dataset available at <https://data.humdata.org/dataset/philippines-who-is-doing-what-where-in-marawi-conflict#>

³⁹ Taken from the OCHA Message <https://www.unocha.org/sites/dms/Documents/120405%20OOM%20Protection%20final%20draft.pdf>

assistance on IDP profiling, issuance of birth certificates and identification cards (IDs), establishment of help desks, transportation, and provision of assistive devices to IDPs with specific needs.

Other organizations like Community Family and Services International (CFSI) and Catholic Relief Services (CRS) engaged in protection-related interventions such as the establishment of child-friendly spaces, youth events, training on child protection, and provision of Local Civil Registry (LCR) birth certificates. CRS, in particular, supported initiatives towards ensuring children's access to child-friendly spaces and helping individuals in obtaining missing and lost IDs. These engagements were complemented with interventions for psychosocial support.

Food Security and Agriculture

As defined by the United Nations Committee on World Food Security, *food security* refers to physical, social, and economic access to adequate, and safe food that meets the nutritional needs for an active and healthy life.⁴⁰ The concept looks into four components: 1) food availability, 2) food access, 3) food utilization, and 4) stability. In humanitarian contexts, food security involves ensuring sufficient supply of food and meeting dietary needs and cultural expectations, before and after crisis.

During the early days of the displacement, the United Nations-World Food Programme (WFP) provided food assistance to 280,000 people, distributed 3,000 metric tons of rice to 198,000 people, served meals to 60,000 students, administered technical assistance for nutrition assessments, and distributed dates to 24,000 individuals during Ramadan. WFP also provided logistical support to operations by arranging mobile storage units and trucks to help transport relief items. Various international organizations donated relief packs coursed through government agencies. Non-perishable aid packs (e.g. laminated plastic sheets, blankets, clothing, hygiene kits, solar lanterns, and sleeping mats) were also provided.

For institutional support on the *food security and agriculture cluster*, the Food and Agriculture Organization (FAO) of the United Nations is the head agency specializing in ensuring food security. FAO's response to Marawi and the affected municipalities in LDS is aligned with BMRRP aimed at 1) re-establishing value chains in agriculture, 2) rebuilding livelihoods, and 3) enhancing the entire food supply chain. Of the 39 municipalities of Lanao del Sur, 13 municipalities have been identified by the former DAF-ARMM as needing support to rehabilitate agriculture livelihoods and food production activities and re-establish the food supply chain.

There are three interventions provided to IDPs in Marawi and LDS under the Food Security theme of the organization:

Project 1 is referred to as the "Marawi Recovery Project: Support for enhancing agriculture-based livelihoods of internally displaced farmers affected by the Marawi conflict", this Department of Foreign Affairs and Trade (DFAT) Australia-funded project is in partnership with CFSI and is implemented in the municipalities of Piagapo, Marantao and Ditsaan-Ramain. Under this project, commodities were given to a total of 57 barangays with 2,500 beneficiaries. Food crops such as white scallion bublelets, sweet potato cuttings, chili seeds, and abaca planting materials were distributed to various barangays in the abovementioned municipalities.

⁴⁰ FAO (2008) An Introduction to the Basic Concepts of Food Security. Available at: <http://www.fao.org/3/a-al936e.pdf> Accessed 26 July 2020.

Project 2 aims to improve food security through access to food, livelihoods restoration and increased agricultural capacities. This project is being implemented in partnership with United Nations Central Emergency Response Fund (CERF) in the municipalities of Piagapo, Marantao, Ditsaan-Ramain, and Saguarian. Under this project, beneficiaries received rice, corn, vegetable seeds, fertilizers, poultry, cattle, fishery inputs, nets, fingerlings, cages, and small-farm machineries. The project directly assisted a total of 3,800 individuals (1,420 IDPs, 976 host population, 1,404 affected people).

Project 3 is a Ministry of Foreign Affairs and Trade (MFAT)-New Zealand-funded intervention focused on restoring agricultural livelihoods of conflict-affected communities in North Cotabato, Philippines. It is an emergency and recovery assistance for the restoration and rehabilitation of farming activities for IDPs from Marawi City, IDP returnees, present and former hosts of IDPs from Marawi City, and farmers that are affected by the conflict.

Furthermore, support to food security and nutrition was also administered through the operation of satellite markets and mobile stores and implementation of small-scale vegetable growing projects at the household and community levels.

Nutrition

In the context of humanitarian assistance, *Nutrition* interventions cover response coordination, partner capacity-building, assessment and emergency preparedness, and improving coverage of emergency nutrition programmes.⁴¹

For Marawi, UN-WFP provided technical assistance for nutrition assessments and other health support. They also provided mobile storage units and trucks to support logistical operations and help transport relief items of the government and non-government partners. WFP is also the main agency supporting the initiative of the PLDS in the crafting of its Food Security and Nutrition Plan (2020-2023) which was approved in July 2020.

WaSH

Water, Health, and Sanitation (WaSH) is a key public health issue particularly in situations involving displacement. Given the damage to public and civic infrastructures during the siege, IDPs access to safe water is compromised and risks for malnutrition and disease increase as a result.

Since late 2017, CRS has been providing emergency shelter, WaSH, and protection assistance to more than 7,000 families. As part of its Early Recovery efforts for Marawi, CRS has completed 40 water points (three of which are located in transitional sites), trained people on hygiene promotion, and provided communal toilets, bathing cubicles and handwashing facilities to different IDP areas in Baloi, Piagapo, Pantar, Saguarian, Marantao, Ditsaan-Ramain, and Marawi City. Similarly, UNHCR facilitated Level II Water Systems⁴² and installed community latrines on its targeted areas. The International Committee of the Red Cross (ICRC) serviced over 10,900 residents through its water rehabilitation projects and sanitary facilities at Bualan Spring. For 2020, ICRC is coordinating with the Marawi City

⁴¹ OCHA definition taken from <https://www.humanitarianresponse.info/en/coordination/clusters/nutrition>

⁴² Levels of water systems are based from the 2007 World Bank Study "*Identifying Elements of Sustainability – Lessons Learned from Rural Water Supply Projects in the Philippines*" wherein water infrastructure is classified into three levels. Level I refers to stand-alone water points (e.g. handpumps, shallow wells, rainwater collectors) serving an average of 15 households within a 250-meter distance; Level II refers for a piped water supply with a communal water point, such as spring system or borewell; and Level III refers to a piped water supply with a private water point (e.g. house connection) based on daily water demand of more than 100 liters per person.

Water District and the Asian Development Bank in rehabilitating three pumping stations and renovating the MCWD office to guarantee maximum capacity in providing safe and clean water to the constituents.

In the recent context following the outbreak of covid-19, the importance of WaSH interventions were again highlighted. At present, UN-Habitat is providing WaSH facilities, such as hand-washing facilities with foot bath, to 2,500 IDP families living in transitional sites in Sagonsongan, Boganga, and host barangays.

Health

The relevance of the *Health* cluster is emphasized in light of the COVID-19 pandemic. On its part, ICRC provided support to vital health infrastructures particularly the Amai Pakpak Medical Center. The organization also served conflict-affected areas of Mindanao where COVID-19 related movement restrictions and sporadic fighting resulted in compounded negative effects for vulnerable populations.

ICRC also extended support to places of detention. As of 31 May 2020, ICRC reached 35,000 beneficiaries therein. ICRC also conducted capacity building trainings for local government units on strengthening disaster response and management planning and enhancement of the Incident Command System.

Other NGOs like CRS provided COVID-specific interventions such as distribution of Personal Protective Equipment (PPEs) and provision of disinfectant supplies.

Shelter, Camp Coordination, and Camp Management

As one of the biggest concerns following displacement, *shelter* is a top priority in humanitarian response. United Nations Human Settlements Programme (UN-Habitat) is the lead UN agency in the achievement of adequate shelter and promotion of socially and environmentally sustainable towns and cities. In the context of Marawi, UN-Habitat focused on community-driven shelter construction and livelihood development as part of the post-conflict recovery and rehabilitation of Marawi City.

In support of taking care of the immediate needs of the people displaced by the conflict, CRS immediately provided emergency shelter assistance to at least 6,020 households and built sanitation infrastructures that benefited 3,184 people from 15 August 2017 to 14 May 2018.

Currently, UN-Habitat has provided livelihood support and capacity development opportunities, built core shelters for affected households, and utilized Geographic Information System (GIS)-based mapping of communities' tenurial rights.

The project on GIS-based Mapping intends to create a database on family information, map houses on sites, and develop hazard maps based on Environment and Social Safeguard Assessments. For its project on construction of core houses, UN-Habitat identified 1,500 home partners from the "No Build Zone" of MAA and involved them from house designing to actual construction. UN-Habitat also facilitated registration of 30 Homeowners Associations (HOAs) with HLURB. Presently, 85 housing units in three (3) sites (i.e. Barangays Kilala, Gadongan, and Dulay West) under its Marawi Shelter Project are being constructed.

CRS is also currently conducting camp management and shelter-related interventions in Baloi, Pantar, Saguwaran, Piagao, and Marawi City. Phase 1 of the said project served 402 beneficiaries while the 2nd Phase, which will continue until May 2021, is targeting 405 beneficiaries.

To supplement interventions on shelter, UN-Habitat trained 90 IDPs and home partners on shelter construction under the “Galing Mason Project” and hired the graduates to do the house construction. The organization also conducted 179 trainings for HOAs on *project management, construction management, financial management, knowledge management and communications, and environment and social safeguard*. This includes capacitating HOAs to develop resolutions and meetings, practice good governance, conduct site inspections, read and understand house plans, and form committees for canvassing, purchasing, construction and labor, finance and audit.

Early Recovery

The impact of conflict extends beyond loss of lives and includes detrimental bearing on livelihoods, employment, state institutions, infrastructure, and social fabric. Beyond humanitarian response, efforts on economic recovery is vital to transform adverse conditions and curtail risks of resurgence to violence.

Under livelihood support, UN-Habitat facilitated forming of community cooperatives with local NGO, MARADECA, and supported grants under the city-wide microfinance scheme. Enterprises supported and funded by the project include construction hardware, integrated farming, groceries, printing shop businesses, transport services, and water refilling stations. Other organizations such as CFSI also provided livelihood support for urban-based and agriculture-based enterprises.

UN-WFP, in partnership with Marawi CLGU, employed more than 9,000 Residents and IDPs temporarily staying in transitory shelters thru a Cash Based Transfer (CBT) Program as support to agriculture, material recovery facilities, and employment of IDPs and residents of Marawi City. At least 8,403 households were provided Php 6,000 for three months (agriculture) and 360 beneficiaries for the construction of the Material Recovery Facility (MRF) received Php 2,000 for 10 working days (Php 200 per day).

CRS also provided cash assistance interventions and trained beneficiaries on business management. In particular, CRS provided trainings on a savings-led microfinance approach called Savings and Internal Lending Communities (SILC). SILC aims to provide a safe place for households to save and borrow money using the traditional community-based methodology on rotating savings and credit associations by helping communities create sustainable, accessible, transparent, and flexible Savings and Internal Lending Communities. In Marawi, CRS was able to form 30 SILC groups with a total of 701 members and help accumulate savings amounting to P779,798.

Monitoring

Ensuring the success of interventions and response efforts in large-scale humanitarian crises like Marawi not only requires accurate data gathering but also attentive monitoring. Marawi Reconstruction Conflict Watch (MRCW) is a civil society organization monitoring the rebuilding efforts for Marawi. MRCW members served as resource persons for the Senate’s Special Committee on Marawi City Rehabilitation public hearing last 21 February 2020 and joined Senators de la Rosa, Tolentino, Marcos and Zubiri in an ocular inspection of Ground Zero and the temporary and permanent shelter sites in other areas in Marawi City. MRCW members have also participated actively as resource-persons at the House of Representatives for the Subcommittee on Marawi Rehabilitation meeting last 5 November 2019 and the Disaster Management Committee hearing on 18 December 2019. Beyond Monitoring, MRCW is tracking the progress of the Marawi compensation bills (HB 3418, 3543 and 3922) under the House Committee on Disaster Management since August 2019.

MRCW submitted a report containing relevant issues, challenges, and recommendations on the recovery, rehabilitation, and reconstruction of Marawi. These are further elaborated in the Emerging Issues section of this report.

IV. Issues and Concerns

Based on the engagements of the Special Committee, this section summarizes the unaddressed needs and emerging issues of the IDPs, their families, and their communities.

A. Land, Property Rights, and Shelters

1. Property Ownership

Nature of the property ownership issues

The cardinal need in a successful rehabilitation are routes to resolving the issue of property ownership of former residents in the 24 most affected barangays. Competing ownerships, overlapping claims, encroachment, and reliance on traditional institutions of property ownership, known as *posakâ*, are the various layers of complexity of property ownership in Marawi City. The formal land governance based on the Torrens system appears to have crowded out the institution of *posakâ*.

The Marawi CAO identified the following land-related problems that it encountered in the 24 most affected barangays:

- a) Multiple claimants of the same property. This emanates from overlapping titles under the Dansalan Cadastre (Q-124), Dansalan Townsite (K-3), and an approved survey
- b) Undocumented transaction of Absolute Deed of Sale
- c) Unnotarized sale agreement of elders (*Kapasadän o manga lokës sa kapäsa-e*)
- d) Non-annotation of mother title of any encumbrances, when it was, in fact, already subdivided into several claims
- e) Surviving heirs' non-recognition of new ownership of property sold by their deceased parent/s, who were the original owner of the property, to the new and present owner
- f) Double sale
- g) Homeowner who built his/her house on a land by mere accommodation of the deceased landowner

The TFBM, LRA, and the Marawi LGU are aware of the foreboding issue of unresolved land ownership in the 24 most affected barangays, which partly contributed to the delay in the implementation of the rehabilitation efforts.

Complicating the situation even more, some returning IDPs, who have legal ownership documents, found that their real properties within the 24 most affected barangays were "claimed" and "registered" in someone else's name by unscrupulous individuals in the DENR's cadastral master list or map during the *Kathagombalay* profiling activities. The IDPs call the anomaly "ghost mapping."

TFBM data collection and validation tools on property ownership

As of February 11, 2020, the TFBM managed to identify 3,072 applicant-homeowners who were still processing their claims of ownership. In addition, about 1,536 homeowners completed assembling and filing their documents but were awaiting validation of their claim of ownership. Around 342 homeowners were given the permit to repair and construct their properties.

The validation process is not without its limitations. The validation mechanism in the *Kathagombalay* exercise, which heavily relied on formal documentary instruments to prove property ownership, has left out a substantial number of previous homeowners:

- (i) those who inherited their properties through the informal and traditional institution of *posakâ*
- (ii) those whose documents (registered land titles, tax declarations, official ID) were lost or burned down during the Siege, or
- (iii) those whose property titles were registered under the name of their deceased kin—either parents, grandparents, great grandparents, or any family member with no written will.

The records of the assessor and land registry offices in Marawi City were not up to date when the siege happened. There was no proper turnover of records by the previous administrations, which made the ownership verification process difficult.⁴³

Community reactions to the existing official tools on property ownership

In their desire, if not desperation, to properly stake out their respective claims, some IDPs who do not have registered titles or who have questionable registered titles approached the Marawi LGU to issue new or correct sets of documents to prove their ownership. The LGU made it clear that it is cautious in issuing any documents related to property ownership or tax declaration.

Some IDPs suspect that the city assessor or land registry tolerated “anomalous” dealings for many years in the past because the explosion of dubious registered titles suddenly has become part of the rehabilitation agenda. The LRA clarified that only the courts have the authority to correct registered titles or to decide on competing claims.

Some IDPs voiced out their concern that the validation process has strained family relations—and, for some, it triggered bitter family feud—in an environment where the siege and the slow-paced rehabilitation efforts had dampened community trust. Whose name among the surviving family members should appear in the TFBM-managed profile of property ownership became a contentious issue at the household level.

⁴³ Discussed during the 2nd Public Hearing

In a traditional Mëranaw⁴⁴ household, multiple families, usually (immediate) relatives, reside under one roof. The TFBM maintained that it respects what appears on the documents proving ownership of properties. Some IDPs believe, however, that the family member who regularly transacts with the TFBM becomes the designated owner of the property. “*Miyakatitidawâ bädën so magäriyari* ([we end up in a situation where] siblings fight amongst themselves), one IDP participant observed. This type of misunderstanding pervades among IDPs, especially among those who own properties that they inherited through the informal institution of *posakâ*.

Urban policies, the property market, and rehabilitation

The confusion over ownership instruments extends to the market exchange of real properties and the implementation of urban policies.

Because the 24 most affected barangays, being the central hub of the city, were once highly dense and because the city’s public spaces were extensively encroached, the TFBM is faced with three options. Either: (i) adjust the physical size of certain structures (e.g. roads and buildings) that it plans to build, (ii) pursue public right of way on private-owned spaces, or (iii) do both.

In addition, the Marawi LGU is keen to implement its recently approved urban policies in a city where its residents have historically and culturally adhered to mixed use of urban spaces. The urban policies are based on the Marawi City Comprehensive Land Use Plan (CLUP), which classified and apportioned the exclusive use of spaces according to zones: commercial, residential, agricultural, institutional, reservation, and forest protected. The Marawi LGU appeased the IDPs that the urban zoning policies will benefit the homeowners and the LGU alike because it will improve the market valuation of properties of homeowners, and it will raise Marawi’s local revenues from property taxes. This, however, sets aside the administrative and social restriction on residential options in the 24 most affected barangays as a result of the strict zoning policy - a situation that would be detrimental to the property owners therein.

Based on its CLUP, the Marawi LGU proposes a residential zone of 101.6 hectares and commercial zone of 76.3 hectares in the 24 most affected barangays. They represent 36.9 percent and 27.8 percent of the total 274.85-hectare land area of the city center, respectively. The rest will be distributed across agricultural, institutional, infrastructure, recreation, and cemetery zones.

Hence, the TFBM and the Marawi LGU opt to pursue their policies and plans by:

- (i) reclaiming the encroached real properties originally owned by the city LGU (e.g. 10-hectare reclamation site in barangay Dansalan where the old *padiyän* was located, extending to portions of barangay Datu sa Dansalan)
- (ii) implementing the national and local urban and environmental policies (e.g. easement or right of way), and/or

⁴⁴ The popular spelling is Maranao, which strips it off with how locals properly pronounce it. Mëranaw reflects the local phonetics and is based on the *Ortograpíyang Pambansâ* (national orthography) of the *Komisyon sa Wikang Filipino*.

- (iii) offering the homeowners, through the National Housing Authority (NHA), to relocate outside the 24 most affected barangays in exchange for permanent housing assistance.⁴⁵

As of February 11, 2020, the TFBM through the contractors of implementing national agencies developed the landforms to give way to the construction of permanent shelters located in barangays Gadongan, Kilala, and Papandayan.

Some IDPs are alarmed by the options because it spells permanent displacement from their *posakâ*. Further, it is unclear to the concerned homeowners in the reclaimed site how they will be compensated once they become permanently displaced. After all, they have property tax declarations, “registered” titles, and other documents of various provenance which they secured in the past in good faith.

As a result, the IDPs call for greater transparency in the TFBM’s and Marawi LGU’s involvement in the local real estate market particularly in the 24 most affected barangays. There are reports alleging that the NHA approached individual homeowners and offered them to buy their properties in the city center. IDP homeowners view the move problematic because it practically takes advantage of the desperate situation that they are in. As such, it only encourages and buttresses the pervasive suspicion of recordkeeping “anomalies” in the city or land registry. The IDPs reckon that the options being considered by the TFBM and the Marawi LGU will become a flashpoint of land-related *rido* in the future.⁴⁶

Hence, the IDPs recommend the BARMM to push for a Senate-led inquiry into the role of the TFBM and the Marawi LGU in the property market in post-siege Marawi.

The TFBM estimated that around 50 percent of homeowners in the 24 most affected barangays will be affected by public right of way once construction of roads and community structures begins. The figure is an optimal estimate, which already accounted for the downward adjustment of national standards on road width, given the high population density of urban spaces in the city center. The TFBM instructed the Subcommittee on Land Administration and Management (SLRM) to provide the BTA data on:

- (i) original and adjusted national standards on road width,
- (ii) properties affected by public right of way, and
- (iii) actual coordinates/occupancy of affected properties.

⁴⁵ The last option was not raised during the consultation organized by the BTA, but this was part of the strategic options of the TFBM presented in many of its executive meetings held between 2018 and early 2019. The NHA has a menu of housing financing assistance for the IDPs.

⁴⁶ Discussed during the 2nd Public Hearing with IDP Representatives/Families of Deceased and Missing IDPs and Camp Leaders

Reconciling data comprehensiveness on property ownership and actual occupancy

Despite the data collected, the TFBM, LRA, and various stakeholders conceded that a complete master list of information on all real properties and their respective owners in Marawi City, particularly the 24 most affected barangays, does not exist since the TFBM took over in 2017. The following data on households, dwellings, and structures from various official sources only add to the perplexing issue on the state of property ownership of the returning IDPs. [Refer to **Table 2**]

Table 2. Basic information on IDPs, dwelling, and registered titles

Indicators	Marawi City	24 Most-Affected Barangays
No. of households (pre-Siege) ^{1\} Source: 2015 Census of Population and Housing, PSA	29,732 households	9,676 households
No. of occupied housing units (pre-Siege) ^{1\} Source: 2015 Census of Population and Housing, PSA	20,121 houses	7,037 houses
No. of households who OWN or who have owner-like possession of both house and lot ^{1\} Source: 2015 Census of Population and Housing, PSA	19,773 households	5,487 households
No. of households who OWN house but RENT lot ^{1\} Source: 2015 Census of Population and Housing, PSA	1,824 households	1,343 households
Total cumulative no. of IDPs (as of March 2019 from start of Siege) Source: DSWD (February 11, 2020 ppt presentation)	Total: 77,170 families Of which,	-

	<ul style="list-style-type: none"> • 12,142 families are still displaced (as of March 2019) • 65,028 families already returned home 	
<p>Total current no. of IDPs (as of March 2019)</p> <p>Source: DSWD (February 11, 2020 ppt presentation)</p>	<p>Total: 12,142 families</p> <p>Of which,</p> <ul style="list-style-type: none"> • 388 families still in evacuation centers • 11,754 families are home-based IDPs 	-
<p>Total no. of IDP households profiled during the TFBM's <i>Kathanor</i></p> <p>Source: TFBM (February 11, 2020 ppt presentation)</p>	<p>46,073 families (equivalent to 217,453 individuals profiled)</p> <p>Plus, 3,787 households that rented their dwellings in Marawi City</p>	-
<p>Total no. of IDP families with property claims, based on TFBM's Social Cartography</p> <p>Source: TFBM (February 11, 2020 ppt presentation)</p>	-	<p>12,961 families</p> <p>Of which,</p> <ul style="list-style-type: none"> • 6,314 families are claimants of structures only • 687 families are claimants of lots only • 5,960 families are claimants of both land and structures

<p>Total no. approved building permit issued by the Office of the Marawi City Engineer's Office</p> <p>Source: City of Engineer's Office (February 11, 2020 ppt presentation)</p>	-	1,475 building permits
<p>Total no. of currently displaced families that are either home-based or still in transitory shelters</p> <p>Source: TFBM (February 11, 2020 ppt presentation)</p>	17,841 families	-
<p>Total no. of actual structures</p> <p>Source: TFBM (February 11, 2020 ppt presentation)</p>	-	<p>Total: 6,062</p> <p>Of which,</p> <ul style="list-style-type: none"> • 2,847 secured consent for demolition
<p>Total no. of homeowners in the 24 most affected barangays that registered in the TFBM's Kathagombalay (as of February 11, 2020)</p> <p>Source: TFBM (February 11, 2020 ppt presentation)</p>	-	<p>Total: 4,950 homeowners</p> <p>Of which:</p> <ul style="list-style-type: none"> • 3,072 homeowners – are still processing their application • 1,536 homeowners – have completed their papers for validation • 342 homeowners – with approved application and are currently conducting repair and reconstruction

		of their respective properties
Total no. of registered titles (as of February 11, 2020)	6,458 registered titles	
Source: LRA	Of which: <ul style="list-style-type: none"> • 4,901 are active • 1,550 are cancelled • 7 are partially cancelled 	-

Notes: 1\ refers to additional research notes outside the consultation

2. Military Reservation

Campo Ranao military reservation and the Kapantaran military outpost

The Campo Ranao (formerly Camp Marahui; later, Camp Keithley; and, much later, Camp Amai Pakpak) military reservation is a highly contested issue among residents in Marawi City. The presence of a military reservation instills fears among residents of an untimely permanent dispossession of their land or *posakâ* in the future, at the whim of those in power. Marawi City has been settled for generations at the recesses of the Mëranaw’s historical memory even prior to the coming of the colonial United States of America at the turn of the 20th century.

To assuage their fears, the IDPs requested the TFBM to release the dossiers on Campo Ranao military reservation. The public is unaware of the full extent of the reservation. They are also worried about the establishment of a proposed 10-hectare military “camp” in barangay Kapantaran, one of the 24 most affected barangays. The lack of information on the military reservation prompts the IDPs to believe that Kapantaran is part of the military reservation. The TFBM clarified that the proposed structures will just be a military outpost, not a military camp, to beef up the security infrastructure in the province. Some IDPs particularly the traditional leaders disagree because it only stirs deep-seated resentment and, hence, undermines the long-term stability in Lanao del Sur.

The Campo Ranao military reservation covers a large swathe of land in Marawi City. From its original size of 6,910.412 hectares based on the boundaries identified by the Executive Order 693 (September 1907) of the United States of America, the Camp Keithley (or Camp Marahui) military reservation, as they it was then called, was redefined over the years. In December 1953, it became Camp Amai Pakpak military reservation occupying 6,667.1625-hectare land area (Proclamation No. 453). Subsequent pronouncements carved out a portion of the military reservation for:

- The provincial capitol, civic hospital center, and high school sites (Proclamation No. 375) in December 1956
- The University of Mindanao, now Mindanao State University, (Proclamation No. 806) in December 1961
- National Power Corporation (Proclamation No. 1354) in December 1974
- Open disposition (Proclamation 2223) in July 1982, and
- Maranao People’s Park and public library (Proclamation No. 922) in June 1992.

The military reservation currently spans 23 barangays,⁴⁷ and none of the latter is part of the 24 most-affected barangays. Based on the Marawi City Comprehensive Land Use Plan (CLUP) 2018 to 2026, the 23 barangays covered by the military reservation are: Bacolod Chico, Banga, Basak Malutlut, Beyaba-Damag, Bito Buadi Parba, Bubong Lumbac, Bubonga Marawi, Cabingan, Cadayonan, Dayawan, East Basak, Emie Punud, Buadi Sacayo (Green), Lomidong, Lumbaca Toros, Marawi Poblacion, Moriatao Loksadato, Pindolonan, Poona Marantao, Sagonsongan, Toros, and Tuca. Moreover, the Campo Ranao military reservation does not embrace barangay Kapantaran.

Call for disposition of portions of Campo Ranao military reservation

Some portions of the military reservation are classified as: residential, commercial, institutional, agricultural, and forest protection. The BTA-SCM requested the LRA, through the TFBM, for a copy of the cadastral survey map that identifies specific parcels of land in the military reservation currently occupied (or was occupied prior to the siege) by residents. This piece of information will be useful especially as the IDPs call for the carving out of portions of the military reservation for disposition to its actual occupants. LRA adds that such disposition finds precedence in For McKinley (now, Fort Bonifacio), a military reservation in Metro Manila and Rizal where certain barangays were declared alienable through various presidential proclamations in the past.

3. Clearing/Demolition of Properties

Consent-demolition mismatch

First, some residents in Marawi challenged the accuracy of the TFBM figure on the number of structures within the MAA because they believe the TFBM failed to account for those that were obliterated during the siege. Some were incinerated without a trace because they were made of light materials (e.g. wood) while other heavy structures were simply and completely effaced by heavy bomb strikes (e.g. Jamiatul Philippines al-Islamia).

⁴⁷ The Marawi CLUP 2018-2026 identified 24 barangays covered by the military reservation because it treated Lumbaca and Toros two separate barangays. The official list of barangays published by the Philippine Statistical Authority treats Lumbaca Toros as one barangay.

Second, it appears that it is the policy of the TFBM to demolish: (i) private-owned and damaged structures only when the property owners signed an agreement to have their structures torn down, (ii) all damaged structures owned by the government, and (iii) any private structures erected on government-owned properties including the reclaimed site in barangays Dansalan and Datu sa Dansalan. And, yet, the IDPs are generally aware of the first two but not the third. Thus, some IDPs cried foul when they saw their properties torn down even without the TFBM having to secure their individual consent.

A breakdown of the TFBM data reveals the demolition-consent mismatch. [Refer to column E of **Table 3**]

Table 3. Debris clearing in the most-affected barangays in Marawi City, as of February 11, 2020

Sector ^{1\}	Total no. of Structures	Total no. of structures with consent for demolition by property owners	Total no. of structures demolished	Difference ^{3\}
[A]	[B]	[C]	[D]	[E] = [D]-[C]
1	472	239	108	-51
2	771		80	
3	467	126	112	-14
4	618	59	69	10
5	696	436	414 44 (school buildings) ^{2\}	-22 (excluding the 44 school buildings) ^{2\}
6	312	66	66	0
7	961	717	547	-170
8	1,021	703	670	-33
9	744	501	629	128

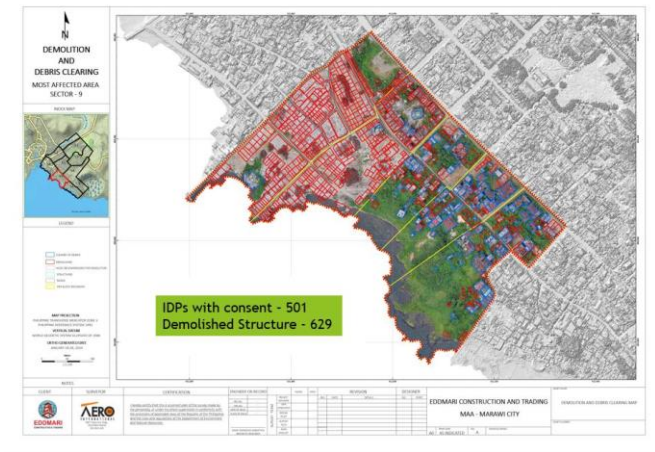
Total	6,062	2,847	2,739	-108
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Notes: 1\ The TFBM and the military sector classified the 24 most affected barangays in Marawi into 9 sectors or clusters. 2\ Schools in sector 5 refer to private and public-owned: Aba Alkhail Elementary School (ES), Pilot ES, Ibango ES, Hope Vocational School, and Mapa High School. 3\ positive figures in column [E] indicate that there are more structures demolished than structures with homeowners' consent.

Source: TFBM presentation, using survey data collected by Aero 360 International Inc. for Eddmari Construction and Trading, as of February 11, 2020.

Notably, sector 9 which consists of the five barangays of Dansalan, Datu sa Dansalan, Datu Naga, Lumbaca Marinaut, and Marinaut West and where the urban core of the city sat, has the most number (128) of structures demolished without the individual consent of property owners. [Refer to **Figure 13**] Sector 4 which covers barangay Kapantaran has 10 structures dismantled with no consent. The latter includes the old city hall.

Figure 13. Map (top), and pre-demolition (middle) and post-demolition (bottom) aerial perspective of Sector 9





Source: TFBM presentation, using survey data collected by Aero 360 International Inc. for Eddmari Construction and Trading, as of February 11, 2020.

Vanishing property boundaries

A feeling of anxiety washed over some IDPs who consented to the demolition of their properties when they saw that the contractors left no visible demarcation or physical boundaries. The IDPs were neither given materials to indicate the perimeters of their respective properties nor allowed to bring perimeter wires during the scheduled TFBM's *Kambisita* (visit of former residents in the 24 most affected barangays) in 2018. The absence of physical boundaries will trigger unnecessary altercation with their neighbors in the future once the homeowners return and begin to rebuild their houses or establishments. Local government officials assured that the exact boundaries and coordinates of private-owned properties are spelt out in the registered titles.

The assurance, however, will prove to be slanted because it applies only to homeowners with registered titles or with no overlapping or multiple claims. Besides, once the IDPs return, they will have to hire geodetic engineers to identify or mark the physical boundaries on site as this requires reading of technical descriptions written on cadastral maps or land titles. The arrangement, effectively, will be an added financial burden to already financially burdened IDPs.

Those without registered titles will be left to their own devices ticking toward future neighborhood-level disagreements, if not *rido*.

Unclear guidelines on the distribution of debris-sale proceeds

To ameliorate the financial burden, the TFBM declared that the sale proceeds of salvaged debris in the 24 most affected barangays will go to the homeowners. Precisely how it will distribute the proceeds remains unclear, because even if the SLRM uses a formula, which the DENR said will be based on a “percentile distribution,” its fairness will still be questioned.

Equitable distribution is premised on having two pieces of complete information: (i) the types and value of building materials that were salvaged from the debris within their respective properties, and, more importantly, (ii) the complete list of property owners. The fact is, the TFBM has truncated its list of property owners favoring those whose proofs of ownership were validated using the TFBM tools and processes, despite all their limitations as discussed above.

The TFBM, in its letter to the BTA-Special Committee dated July 9, 2020, clarified that the proceeds of salvaged debris will be pooled and deposited in a Trust Fund. The TFBM-Disposition Committee will craft a set of guidelines for the utilization of the sale proceeds.

At any rate, the IDPs felt that the act of TFBM of selling the debris without consulting them or securing their consent to such sale is a violation of the Memorandum of Agreement signed between TFBM and Development Assistance Team (DAT) in September 2018, wherein TFBM and DAT agreed to continually collaborate, meet, discuss and partner, as well as, share information throughout the recovery, reconstruction, and rehabilitation process of Marawi and neighboring affected communities.

4. Real Property Tax

The Marawi LGU embarked on updating its database on declared privately-owned real properties. In 2018, it implemented a tax amnesty program on real properties, which attracted the displaced home- and business owners who reeled from the economic consequence of the 2017 siege. The following year the LGU lifted the amnesty, and, instead, it offered 10 percent and 20 percent discounts to encourage early or advanced payment of real property taxes, respectively. A quarterly installment of tax payments was also an option.

However, many IDPs who have not yet recovered economically failed to avail the tax amnesty program for various reasons. Some home-based IDPs who still reside in other cities or towns outside Lanao del Sur, for example, had only come to know of the program too late. They clamored for the restoration of the tax amnesty program. Further, they asked the LGUs to waive all local fees pertaining to securing building permits, sanitary and environmental fees, among others.

The Marawi LGU is on a balancing act of prepping up its sources of local revenues and reviving the local economy. The IDPs pleaded that extracting local taxes and all other local fees from the constituents at a stage when the rehabilitation and recovery efforts had barely started in the 24 barangays was ill timed.

5. Social Housing and Private Residential Housing

Options for new residential dwellings built outside the city center

To reiterate, the TFBM has identified four permanent shelters in barangays Kilala (extending over barangay Mipantao Gadongan), Dulay, Patani, and Papandayan.

The contractor for the permanent shelter in Dulay has completed all 109 units in phase 1 and has been ready to turn them over to the NHA in mid-July 2020. However, a private claimant blocked the project site entrance because of expropriation issue arising from public road right-of-way. The land contours of phase 2 are still being improved.

The only permanent shelter assistance that was turned over to and currently occupied by the IDPs was the 100 housing units provided by the Autonomous Region in Muslim Mindanao (ARMM) in the adjacent town of Saguiaran in early 2019.

However, there are still few questions on permanent shelter that hound the IDPs:

- Will it be economical in the long-term to locate in a permanent shelter since their source of livelihood and place of employment are in the central portion of Marawi?
- How will their children go to their preferred schools or colleges given the expensive transportation cost?
- Who will be selected to avail the permanent shelters and what are their financing options?
- If the IDPs were to avail for the permanent shelter, will they be able to keep their properties in the city center? What sort of arrangement will the TFBM need from the IDPs in exchange for availing of a slot in the permanent shelters?

In its letter to BTA-SCM dated July 9, 2020, the TFBM clarified that the IDPs affected by the easement of the lake and Agus, as well as by the construction of government infrastructures will be the priority for the permanent shelters. For the former, what applies is the Water Code, or Presidential Decree No. 1067 series of 1976, which mandates the 3-meter, 20-meter, and 40-meter easements from the riverbanks or lakeshore in urban, agricultural, and forest areas, respectively.

Residential dwellings in the city center

The IDPs undeniably desire to return and to start constructing their houses or business establishments in the 24 most affected barangays. What they wanted to know was what sort of housing assistance would the TFBM extend to the returning residents, i.e. will they be given housing grants or loans, or

will the TFBM build residential structures for the returnees in the city center. There is a lack of general understanding on what the TFBM intends to do on private housing and building structures for the returning residents.

Lurking debt trap

The TFBM and NHA clarified that the government would not construct private structures in the 24 most affected barangays nor would it give housing grants to the returnees. The TFBM presented to the IDPs a menu of home loan assistance from the likes of Pag-IBIG and National Home Mortgage Finance Corporation with affordable interest payments for individual homeowners.

Some IDPs are uneasy about the possibility of getting trapped in a debt spiral once they avail the home loan assistance. This general sentiment reflects the fact about the demand for housing of many IDPs: their willingness to pay for housing is high, yet their capacity to pay for housing is terribly low, particularly at the moment when durable opportunities to profitable business or livelihood are absent. For this reason, they asked the BTA to follow up tracking the Compensation Bill that had been lodged with the Congress. Some recalled the promise of 1000 housing units by the Chief Minister in one of his public pronouncements in the past.

Expropriation risks

The expropriation measures that the government will undertake instill a general level of uncertainty among the returning IDPs. Some of those who can afford are holding back their decisions to start construction or to undertake major repairs on their residential or commercial properties. Constructing vertical structures entails high sunk cost to the households, so that the exposure of property owners to high level of expropriation risks will make the investment decision even costlier.

6. Temporary Shelter

Tracking the IDPs in the transitory shelters

In January 2020, the TFBM closed all the evacuation centers that it had recognized and moved the IDPs to temporary shelters. According to its estimate on February 11, 2020, a total of 17,841 displaced families are home-based or sojourned in temporary shelters. However, by some accounts, there are still IDPs residing in community-managed evacuation centers in various parts of Lanao del Sur and Lanao del Norte.

Around 218 IDP families were staying in community-managed evacuation centers in the municipalities of: Amai Manabilang, Balo-i, Iligan City, Marawi City (Buadi Itowa, Datu Saber, and Purok Tumarumon),

Molondo, Pantar, Poona Bayabao, Saguiaran, and Tugaya, based on the April 2020 figures of the United Nations High Commissioner for Refugees.⁴⁸

Landslip (or landslide) threatened 20 IDP families in Boganga temporary shelter toward the latter part of June 2020. Faulty land improvement strained the site's ability to cope with heavy rains.

Unclear selection criteria

The selection criteria applied by the TFBM to qualify IDPs for temporary shelter remains unclear. As a result, this lack of clarity invited the general public to question why the TFBM has not distributed the remaining finished units, lest it forget that some IDPs still languished in community-managed evacuation centers in different parts of Lanao del Sur and Lanao del Norte. The TFBM follows great degree of prudence and a strict selection process to winnow the deserving applicants, because it saw a surge in the number of individuals or households pretending to be IDPs. This level of precision, however, while necessary, may not be optimal because it left out a substantial number of IDPs in need, not to mention the high likelihood of rapid obsolescence of unoccupied structures overtime.

Residency option and tricks of trade

Despite the strict selection process, some IDPs came to know of few enterprising unit owners at the temporary shelters who have opted to rent out their units for 2,000 pesos per month. It was an unfair decision, they reckoned, to award few individuals or households who have residency options. As a result, this prompted the IDP community to request the TFBM for a full disclosure of its list of beneficiaries.

"One size fits all"

Others were thankful to the TFBM for the assistance, and they suggested a larger floor area for any shelter projects lined up in the future to accommodate bigger families. Each unit in the existing temporary shelters has a floor area of 22 square meters with partitions and kitchen sink.

Some large families in the shelters must contend with sleeping on rotation hours, while others sleep outside their respective units with makeshift beds. And still others ask their neighbors with few family members kind consideration to accommodate a relative (of the former) to pass the night, especially during a bad weather. The IDPs can only hope that equitable allocation of temporary shelter units based on family size gain wider currency as a criterion among project implementers of the rehabilitation efforts. The TFBM's "one size fits all" approach just does not bid well.

Based on the 2015 Census of Population and Housing data of the Philippine Statistics Authority (PSA), the average family size in the 24 most affected barangays in Marawi was 6.6. This should not discount the fact that, typical of Mëranaw households, multiple families live under one roof.

⁴⁸ UNHCR, Mindanao Displacement Dashboard, April 2020 Issue No. 68. (Available online: www.protectionclusterphilippines.org/wp-content/uploads/2020/05/Mindanao-Displacement-Dashboard_-APR2020-2.pdf)

Gender, maratabat, and cramped spaces

The juxtaposition of cultural sensitivity to gender and personal or physical space appears to have eroded in cramped shelters. The highly conservative Mëranaw society respects their women, and such reverence is exercised on the side of basic decency and morality. However, the TFBM and the implementing national agencies are yet to accommodate local traditions and culture in the design of their programs including shelter to promote women's right to privacy and to avoid tarnishing the family's *maratabat* (deep sense of clan or family honor and self-esteem).

The IDP families feel defeated, and they can only swallow their *maratabat* because everyone else is drowned by the insensitivity and slow progress of the rehabilitation. For them, government assistance that combine the preservation of life and dignity is hard to come by in the sequential phases of disaster management in Marawi: early response, rehabilitation, and recovery.

Expiration of the Contract of Lease in the Temporary Shelters

Some of the internally displaced persons expressed their concern regarding the (5) year term of the lease contract in relation to the Temporary Shelters. Considering the apparent slow-paced rehabilitation, they are worried that the lease will expire even before their return to their respective properties.

On this aspect, the extension of the lease is sought to prevent another displacement caused by the expiration of the contract.

A. Other Core Necessities

1. Utilities

Water

Unmet demand for potable water in the transitory shelters

The IDPs residing in transitory shelters (i.e. temporary shelters and community-based evacuation centers) have unmet demand for potable water service.

The total demand for potable water, while not available during the series of consultations in Marawi, can be extrapolated from the available data of various sources. According to the TFBM, a total of 2,986 units in transitory shelters were occupied, as of July 9, 2020. It is safe to assume that one occupied dwelling unit corresponds to one family so that, at least, 2,986 families currently reside in transitory shelters. If the recommended basic water-consumption requirement per person is at least 50 liters

per day to maintain proper hygiene and good health,⁴⁹ then the estimated demand for potable water of the IDP families (for an average family size of 6.6) in transitory shelter is at least 29,561 cubic meters, or 29.561 million liters, per month. Similarly, the demand for potable water for the 218 families in the community-managed evacuation centers is roughly 2,158 cubic meters or 2.158 million liters per month.

Rationing system and acute supply shortage of potable water in the transitory shelters

The supply of potable water services in transitory shelters is limited. A water well that LWUA constructed serves the shelter site in Sagonsongan. Other shelters rely on water distribution service provided by tank trucks that grind their way to the IDP communities every morning. Each shelter is equipped with cylindrical receptacles that function as reservoir fixture fed by the tank trucks. The system of rationing creates an acute supply shortage of potable water with adverse implications on health and sanitation of the IDPs, as well their ability to perform their religious obligations and laundry chores.

The situation during the dry season and the month of *Ramadhan* becomes unbearable so that the supply shortage naturally begets creative tricks in queueing. In their desperation, some IDPs in Boganga temporary shelter, for instance, are forced to remove and bring the water reservoirs to the main highway so that they can be easily seen and first to be filled by the incoming tank trucks. Others race to the queue with their plastic pails, and if they run out of luck, they fill their buckets with rainwater during the wet season.

Their desperate need for adequate water supply has prompted some IDPs to willingly purchase the precious commodity from the tank trucks. But, of course, such move is deemed unfair to other IDPs, and buying water from the water trucks is not allowed.

To resolve the supply issue, some international and local NGOs supplemented the TFBM efforts with additional servicing of tank trucks. But the demand will surely increase once the TFBM turns over the rest of the shelter units. The supply of water in community-managed evacuation centers outside Marawi City rests at the mercy of the LGUs and international and local NGOs.

Procurement issues that led to bidding failures hounded LWUA for the construction of a second deep well in Sagonsongan, three deep wells each in Boganga and Dulay, and three in the permanent shelter in Kilala.

Water distribution system in the 24 most affected barangays

The situation in the 24 most affected barangays is dire. Some IDPs who had returned to barangays Tolali and Daguduban during the *Kathagombalay* in 2019 found no available water coming out of their taps because the water distribution lines were destroyed during the war.

They expected the TFBM and its member agencies to have done a minimal amount of groundwork within the three years since the liberation of Marawi from the armed groups, to the returning IDPs' disappointment. The preparation measures should ideally cover laying out the essential infrastructures such as water pipelines, electricity poles and cables, sanitation, and road network

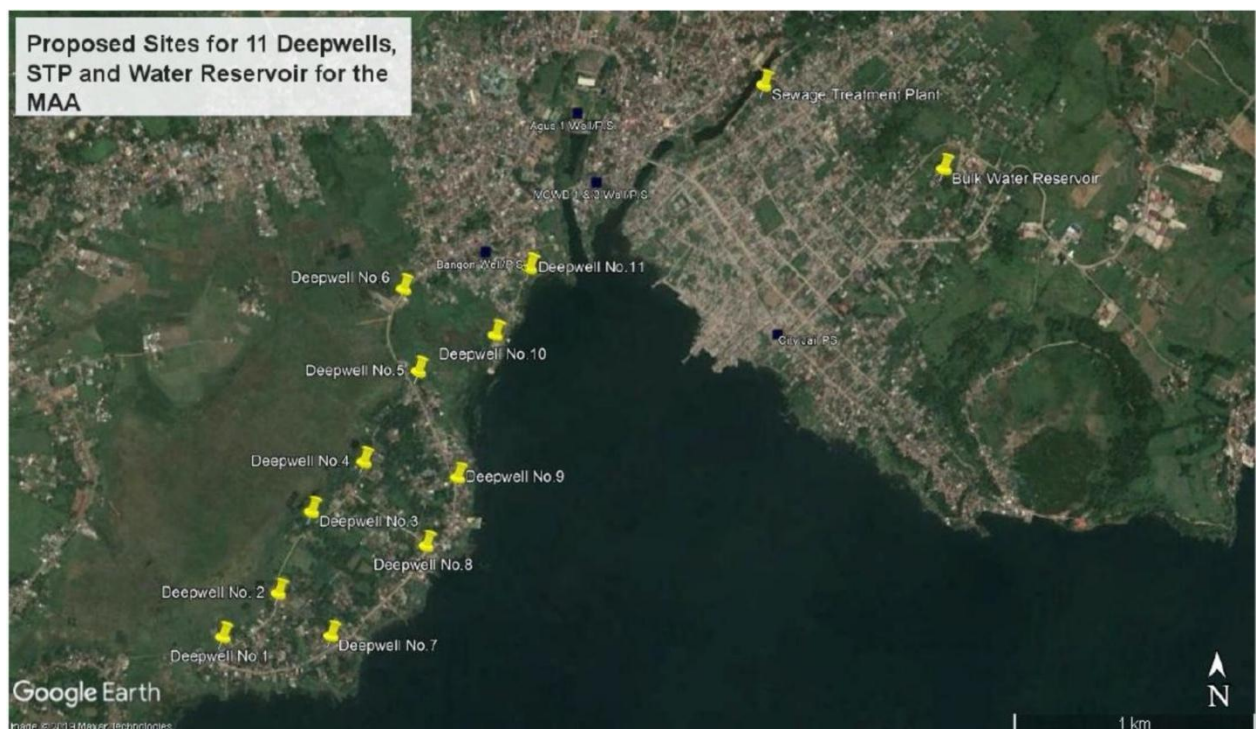
⁴⁹ World Health Organization, 2003. *Right to Water*. Geneva. (Available online: https://www2.ohchr.org/english/issues/water/docs/Right_to_Water.pdf)

within the 24 most affected barangays. The DPWH, upon the return of the first batch of IDPs during the *Kathagombalay*, was on its midway completing the two bridges in Banggolo and Pumping and just finished repairing the Mapandi bridge.

Before the Marawi City Water District (MCWD) can install the water lines in the 24 most affected barangays, it needs to resolve first the major weak points of the existing (or the lack of it) water supply system such as reliable water source, aging and leaky main pipelines and valves, and water treatment.

The MCWD plans to install 11 deep wells, a sewage treatment plant, and water reservoir for the 24 barangays. It also plans to expand its service areas to other parts of Marawi. The proposed 11 deep wells will be in barangays Bangon, Buadi Sacayo, and Tuca, which are all outside the city center. However, the MCWD conceded that the properties upon which the deep wells will be constructed are either privately-owned or currently occupied. [Refer to **Figure 14**]

Figure 14. MCWD's proposed sites of deep wells, sewerage treatment plan, and water reservoir for the 24 most affected barangays, as of February 11, 2020



Source: MCWD presentation, as of February 11, 2020.

While it sorts out procurement issues for the installation of a permanent supply system, the MCWD currently leads the installation of temporary water pumps in the 24 most affected barangays, based on the transmittal letter of the TFBM to the Special Committee dated July 9, 2020.

LWUA submitted to the TFBM two proposals to put up a water supply system each to explore different available water sources: utilize Lake Lanao or rely on aquifers or surface groundwater (through deep wells). The TFBM approved only the deep well proposal.

Sanitation and Hygiene

Sanitation and hygiene woes in the transitory shelters

Like the supply issues hounding the water distribution system, sanitation in the temporary shelters are unable to cope. The temporary shelter facilities are arranged by blocks, and each block is equipped with shared latrine facilities. IDPs stand in long queues during the morning, mid-day, and evening rush hours. Some sites experienced overflowing septic tanks and improperly maintained latrines. Effluent from the septic tanks in Sagonsongan temporary shelter flowed away in uncovered or open drainage/canals exposing the IDPs to serious health risks.

The inadequate supply of water has inexorably exacerbated the ability of the IDPs to maintain proper hygiene.

Sanitation and hygiene woes in the 24 most affected barangays

The sanitation infrastructures in the city center were destroyed, and they are unsalvageable. The most common sanitation infrastructure in the 24 most affected barangays, just like in other parts of the city, were exclusive or shared water-sealed toilet with septic tank and dugout latrine (*de buhos*). Shared toilets are common in “bathing” areas in *masajid*.

Because most homeowners had not had their tanks serviced on a regular basis, human wastes and contaminated water directly penetrated the ground water and the Lake Lanao. In the same way, the raw sewage in pit facilities were directly discharged into the aquifer. This problem resonates even today in wider parts of Marawi.

A misplaced planned plant site

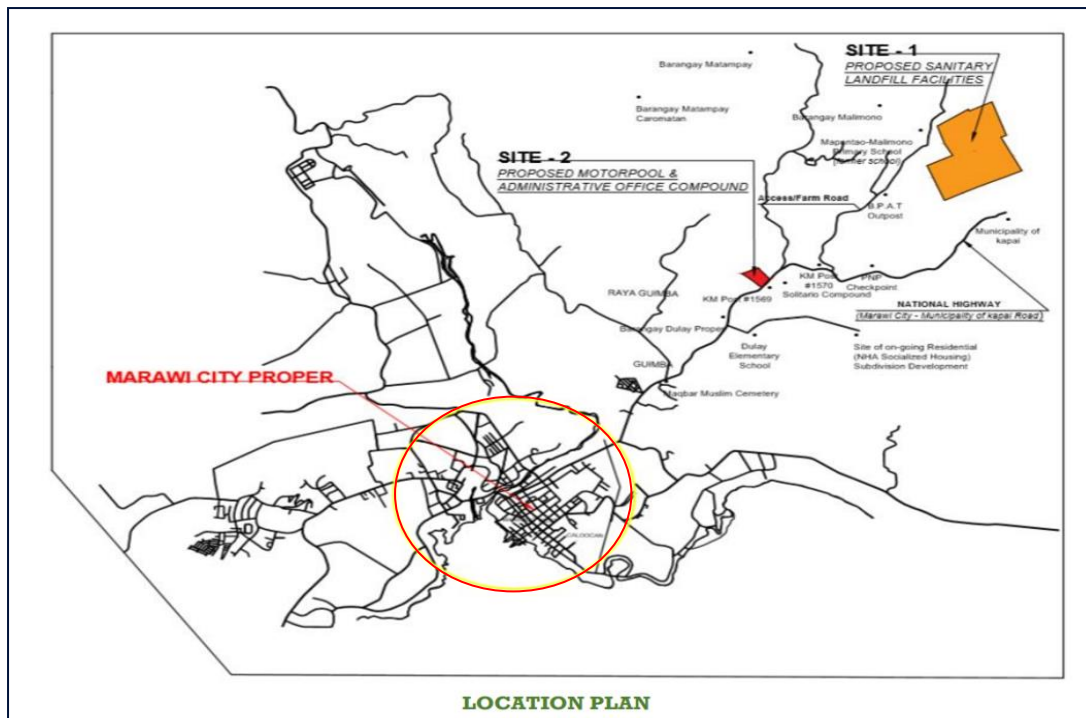
The MCWD plans to construct a sewerage treatment plant, the first of its kind in Marawi City, near the Mapandi bridge and the Agus riverbank in Lilod Madaya. [Refer to **Figure 14**]. Because the proposed project site is within a once highly dense residential area, the MCWD must account for the negative externality from smell pollution that the plant will generate once it starts its operation and when the IDPs finally returns. Or, it should consider relocating the treatment plant in a suitable site.

Solid Waste Management

Landfill in a protected watershed

The Marawi LGU acquired a 31.7-hectare piece of land in barangay Malimono, which shares a border with the municipality of Kapai, for the proposed sanitary landfill. The site is about six to seven kilometers to the northeast of the city center. It also acquired 2.2 hectares of land in adjacent barangay, Dulay, for the construction of material recovery facilities, a motor pool, and administration building. [Refer to **Figure 15**]

Figure 15. Location of solid waste management facilities in Marawi.



Source: TFBM-Subcommittee of Land Resource Management presentation (February 11, 2020)

The lack of proper disposal of solid wastes in the city was a blight in the past. However, installing a new landfill site will have to be assessed thoroughly in relation to the protected watershed status that envelopes a large swathe of the province including Marawi City.

A presidential issuance cemented the watershed status of a greater part of the province: Presidential Proclamation 971 s. 1992, "Establishing as the Lake Lanao Watershed Reservation for Purposes of Protecting, Maintaining and Improving Its Forest Cover and Water Yield for Hydropower, Irrigation and Domestic Use a Parcel of Land of the Public Domain Located in the Municipalities of Ditsaan-Ramain, Bubong, Buadipuso-Buntong, Molundo, Taraka, Maguing, Tamparan, Lumba-Bayabao, Poona-Bayabao, Masiu, Buteg, Lumbatan, Lumbayanagui, Bayang, Binidayan, Ganassi, Pualas, Madalum, Madamba, Bacolod Grande, Tugaya, Balindong, Marantao, Piagapo, Saguieran and Marawi City All of the Province of Lanao Del Sur, Island of Mindanao"

Electricity

Unfinished electrification in the temporary shelters

All units in Sagonsongan temporary shelter are connected to a local electricity grid. In contrast, a substantial number of units in other temporary shelters are yet to be energized. About 80 percent of the total units in Dulay temporary shelter are not connected to electricity, 67 percent in Rorogagus, and 10 percent in Boganga, as of February 12, 2020. The Lanao del Sur Electric Cooperative (LASURECO) waits for the completion of temporary shelters in Dulay and Rorogagus before it can install electric cables. As of February 2020, the two permanent shelters (Papandayan and Gadongan) are not yet energized.

If not for the assistance of third-party organizations like Pepsi Company, United States Agency for International Development, and the Mindanao Development Authority, solar streetlights would not have been possible in certain parts of the city including Sagonsongan.

The social cost of incoordination

The situation in the 24 most affected barangays is far from ideal. There is no adequate number of utility poles and electric service lines in the 24 barangays. As a result, some returning IDP homeowners during the early phase of the *Kathagombalay* activity tapped electricity illegally from a shared temporary battery source provided by LASURECO. The latter warned the IDPs about the dangers of electrocution and fire that illegal tapping posed since the battery source has limited carrying capacity.

It was only towards the second quarter of 2020 that the two villages in the city center saw some improvements. Based on the TFBM letter to the Special Committee on July 9, 2020, LASURECO finished installing the distribution line in barangay Daguduban, and currently fixing the line in Tolali.

The main reason why LASURECO failed to install adequate electric distribution facilities early on was it had not seen the TFBM/NHA master plan or the general architectural layout of land use of the 24 most affected barangays. LASURECO maintained that the TFBM failed to liaise with the electric cooperative about the phasing of its *Kathagombalay* activities. At present, the Cooperative already identified where to install its transmission and distribution lines. [Refer to **Figure 16**]

Figure 16. Proposed electricity distribution plan for the 24 most affected barangays in Marawi



Source: LASURECO presentation, as of February 12, 2020

Still, LASURECO finds it impractical to install permanent and sturdy utility poles and electric cables only to be removed in the future if the issues on property ownership and right of way are not resolved by the TFBM-SLRM and the NHA.

Resolving the power shortage

Despite the issues, LASURECO in partnership with the National Electrification Administration (NEA) upgraded the 20-megavolt power substations in the towns of Ganassi and Tugaya to solve the frequent power disruptions or low voltage of electricity in the City. In the past, all municipalities (except in the south) in Lanao del Sur were connected to the only substation in Marawi City. The power substation in Malabang is still operational.

The Cooperative plans to construct a second substation (20 megavolts) this year in Barangay Gadongan in Marawi subject to securing a SARO.

2. Income and Livelihood

Triplicity

On the part of the national government, three national agencies are involved in providing livelihood assistance to the displaced population of Marawi: Department of Trade and Industry (DTI), Technical Education and Skills Development (TESDA), and Department of Social Welfare and Development (DSWD). In addition, the regional government, the LGUs, and non-government organizations (local and international) extended various types of livelihood support.

The DTI served 33,520 beneficiaries, as of January 20, 2020. [Refer to **Table 4**]

Table 4. DTI master list of beneficiaries, as of December 20, 2019

Categories	No. of beneficiaries
IDPs from the 24 most-affected barangays	14,692
IDPs from outside the 24 most-affected barangays	14,096
Home-based IDPs ^{1\, 2\, and 3\}	4,732
Total	33,520

Note: 1\ - DTI classified 81 IDPs in evacuation center outside Northern Mindanao as home-based IDPs, 2\ DTI included 1,945 IDPs classified as “for updating” under home-based, 3\ home-based IDPs documented by DTI were mainly in Lanao del Sur, Lanao del Norte including Iligan City, and Cagayan de Oro.

Source: DTI presentation, as of January 20, 2020

TESDA distributed starter toolkits during the *Kawiyagan* activity of the TFBM. (See further discussion in p. 43).

The DSWD provided livelihood assistance (serving 420 IDPs) for masonry, carpentry, and cooking; cash for building assets (12,648 IDPs); employment assistance (5,754 IDPs); seed capital (5,181 IDP families) as well as livelihood settlement grants specific to the IDPs from the 24 most affected barangays (43,841 IDP families). This was in addition to its traditional support consisted of relief goods (75,752 IDP families), food packs (62,460 IDPs), cash-for-work (37,026 IDPs), cash assistance (32,295 IDP families), pension for poor senior citizens (3,939 IDPs), 4Ps (12,049 IDP families), and supplementary feeding (5,439 IDP children).

Capital pooling and resentment

Having multiple agencies to provide similar livelihood support creates an unnecessary wedge viewed unfair by some IDPs. By luck or circumstance, some IDP families received assistance from all three national agencies. Pooled assistance, however meager each support appeared to be, have provided the recipient IDP families an advantage to start new business endeavors. Other IDPs, on the other hand, received paltry livelihood assistance from one agency or none at all. This arrangement of inequitable allocation of resources created an atmosphere of resentment amongst IDPs which threatens neighborhood cohesion.

Market saturation

The livelihood assistance that many IDPs received was worth 15 to 20 thousand pesos of goods per beneficiary. Because many received the same starter kit for livelihood to produce or to market the same or similar products, competition within their neighborhoods has become stiff to the point that the local market verged towards saturation. As a result, doing things of the same kind hardly makes a dent on sales or profits, which prolongs the road to economic recovery.

Leaving out the few big players

The TFBM and concerned national agencies spread their resources too thinly in their efforts to help the greatest number of IDPs to venture out on (ultra-)micro to small scale livelihood activities. While this move is commendable on equity ground, they forget to see the important role of former big-time traders in fast-tracking recovery of the local economy.

Some IDPs who used to be successful business owners have come to terms that the TFBM failed to recognize that they have skills, acumen, and network to improve their lot and provide jobs to many. They just need enough capital for a fresh start.

Having no meaningful assistance to rejuvenate big businesses, the TFBM and DTI appear to force this group of IDPs to take on micro-businesses. *“Miya-ilang so suwa o pakapë-karederia-an niyo kami badën. Oga-id na mandiyadi pëman.* (It is a waste of skills if you let [former successful business owners] sell in a carenderia. But it is still better than nothing).”

3. Education

Basic Education

Status of public education

The 2017 siege destroyed 22 public elementary and secondary schools, which had a combined enrolment of about 12,000 students, in the 24 most-affected barangays. There are currently 47 public schools⁵⁰ in Marawi City from a total of 69 during the school year 2016 to 2017.

It is not clear whether DepEd was able to trace fully the displaced 12,000 students because some of them migrated to other parts of the country with their families, others dropped out of schools, and few perished during the siege.

In other parts of Marawi, DepEd repaired 31 schools and 260 classrooms, and constructed new school buildings, in partnership with several non-government organizations (NGOs) and private companies.

Within the most affected barangays, DepEd plans to build three integrated schools. Each integrated school will be able to accommodate approximately 10,000 students from pre-school to senior high school. The DepEd still struggles to find suitable parcels of the land upon which the integrated schools will be built. In August 2019, the agency was able to secure an approved site development or building perspective plan for the integrated school in barangay Moncado.

Status of private education

Unlike public education, not much assistance was given to private schools in the 24-most affected area. DepEd prioritizes efficient utilization of its limited resources in favor of public schools. Any private schools must comply with the K-12 program of DepEd.

Madrasah

The status of private *madaris* that used to operate in the 24 most affected areas was not extensively discussed during the consultations though resource persons from this sector were present. Tracking private *madaris*, except those under the pilot program of the agency, is beyond the ambit of DepEd Marawi office. However, the latest intervention provided by DepEd was a 10,000 peso-worth of assistance given to each of the 10 to 20 *madaris* under the *Brigada Eskwela* 2020 program.

Technical and Vocational Education

Status of IDP beneficiaries

TESDA enrolled a total of 15,710 IDPs into its four skills training programs between 2017 and 2019. Out of the 13,649 IDPs who had graduated, only 62.9 percent passed the required assessment and received the certification to practice their acquired skills. [Refer to **Table 5**]

⁵⁰ Breakdown of the number of existing schools: 36 elementary and primary, six (6) secondary, four (4) temporary learning schools, and one (1) re-opened school. The DepEd/MBHTE did not clarify the type/level of the re-opened school.

Table 5. Educational attainment of Marawi City IDP-beneficiaries of TESDA Skills Training Program (cumulative of 2017 to 2019)

Program	No. of enrolled IDPs	IDP graduates		IDP graduates with certification	
		No.	%	No.	%
Training for Work Scholarship Program	8,525	8,262	96.9	5,385	65.2
Special Training for Employment Program	5,679	4,557	80.2	3,206	70.4
Universal Access to Quality Tertiary Education	650	- ^{1\}	-	-	-
Community-based Training	856	830	97.0	-	-
Total	15,710	13,649	86.9	8,591	62.9

Note: 1\ The UAQTE program started only in 2019.

Source: TESDA presentation, as of February 12, 2020

In addition, TESDA launched the technical and vocational education and training (TVET) geared for *madaris* in November 2019.

The agency awaits the endorsement of the DTI and the Office of the Civil Defense to approve its application for funding for its 2020 proposals on *Halal* livelihood skills training program and the construction of a TESDA office/training center to be located in Lanao del Sur.

It is unclear how many recipients of the TESDA programs pursued formal or informal employment that used their newly acquired skills.

Allegations of overpricing and substandard materials

There were accusations that the agency distributed substandard or overpriced training modules or toolkits. TESDA denied the allegation because it never distributed toolkits to its trainees to begin with. It has yet to receive a court decision on a question pertaining to the procurement process, and, once resolved, TESDA will provide the toolkits. However, this belies the fact that TESDA, based on its presentation materials during the consultation, distributed starter toolkits for masonry, mechanic, and spa during the TFBM's *Kawiyagan* activity.

Higher Education

No representative of the Commission on Higher Education attended the consultations to present the status of colleges and academies affected by the siege in the 24 most affected barangays.

4. Health

The DOH assisted IDPs in the transitory shelters in Marawi City (Boganga, Sagonsongan, Buadi Itowa, Mipaga, Sarimanok) and Iligan City (Baloi for home-based IDPs, and Matungao).

It conducted community profiles early on and delivered its health core services. The latter includes medical and dental care services; disease surveillance; maternal, child, and natal health care; nutrition, mental and psychosocial care; and WaSH to reduce morbidity and mortality in transitory shelters (both temporary shelters and community-managed evacuations centers) and the 24 most affected barangays. The DOH augmented assorted drugs and medicines to rural health units (RHUs), transitory shelters, LGUs and other requesting agencies.

The regular medical missions are not enough which urged the IDPs to demand for a medical clinic in each transitory site and affordable medicines.

With available funds ascertained, the DOH is yet to finalize the procurement (post-bid qualification and contract signing) for the construction or renovation of the Integrated Provincial Health Office in Marawi City, RHUs, Marawi polyclinics, Marawi city health office, barangay health stations, and WaSH (in Boganga, Dulay, Rorogagus transitory shelter); and the procurement of medical equipment.

B. Public Works

1. Connective Infrastructures

Bridges

The Department of Public Works and Highway (DPWH) completed the repair of Mapandi bridge in July 2019 and is on its way to finishing the construction of Pumping bridge and Banggolo bridge. The last two had physical accomplishment rates of 79.8 percent and 80.2 percent, respectively, as of February 11, 2020. They were beyond their original completion dates by four months because the DPWH has

to deal with the right of way and encroachment issues. The agency found several private structures that were illegally erected near the riverbanks and below the Pumping bridge.

Roads

National roads outside the city center: BARMM overlap

The hired contractors of the DPWH are currently constructing three clusters of roads under the 18.97-kilometer trans-central road project with grants from the Government of Japan (Japan International Cooperation Agency). Its implementation is partitioned by three contract packages (CPs): CP-1A, CP-1B, and CP-2. [Refer to **Figure 17**]

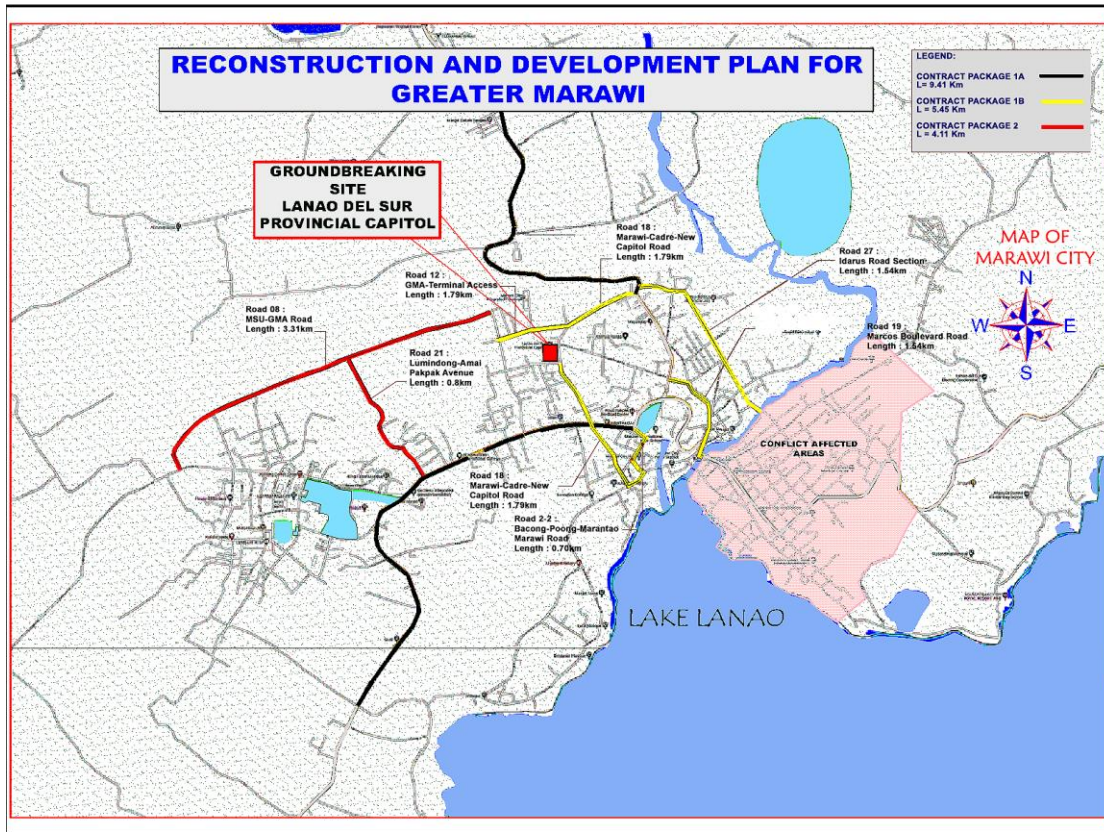
As of February 11, 2020, the contractor for CP-1A completed 41 percent of the 9.41-kilometer Marawi-Bacong-Iligan Road, in time for its target completion in September 2020. Another contractor constructs five road sections with a combined length of 5.45 kilometers under the CP-1B. This comprised the Bacong-Poona Marantao-Marawi road, GMA Terminal Access, Marawi-Cadre-New Capitol road, Marcos boulevard, and Idarus road.⁵¹

The contractor for CP-2, which covers MSU-GMA Terminal road and Lumidong-Amaipakpak road with a combined length of 4.11 kilometers, accomplished 16.8 percent of the project.

Because a portion of the road under CP-1A overlaps with the roads that were implemented by the BARMM, the DPWH wanted to clarify from the MPW of the BTA the extent of the overlaps. Further, the DPWH needed to know if the MPW has a budget allocated to resolve the road alignment. During the hearing, MPW clarified that at no time has the DPHW coordinated with them with respect to any of their public works projects and that the former has not been involved in the Marawi Rehabilitation by the national government agency.

Figure 17. *JICA-funded Trans-central road project for Marawi City*

⁵¹ DPWH has not included the accomplishment status of CP-1B in its presentation materials, but it mentioned CP-1B.



Source: DPWH presentation, as of February 11, 2020.

Barangay roads inside the city center: 1.9-hectare public road right of way

On July 2, 2020, the NHA selected Eddmari Construction and Trading as the winning bidder for the construction of roads and utilities in the 24 most affected barangays, subject to post-bidding evaluation.

The construction of barangay roads will affect many private properties if the NHA were to follow its road-width standards at 17.5 meters from the center. The standards followed by the city LGU, in contrast, is 12 meters from the center. The TFBM/NHA will explore a midway adjustment on the standards just to minimize public encroachment of private properties.⁵²

The construction of roads will affect a total of 896 private-owned structures with a combined area of 1.915 hectares (or 19,149.52 square meters) and 269 wall fences and canopies. The four barangays of Lilod Madaya, Banggolo, South Madaya, and Bubonga Madaya which all comprise sector 7 have the largest number of structures and land area to be expropriated by public road right of way. They are followed by Daguduban in sector 2, Tolali in sector 1, and Kapantaran in sector 4. [Refer to **Table 6**]

⁵² TFBM letter to Special Committee Chairperson, dated July 9, 2020

NHA will fund the right of way acquisition.

Table 6. Number of structures affected by the public road right-of-way in the 24 most affected barangays, as of July 9, 2020

Sector	No. of structures affected	No. of canopies and wall fences affected	No. of structures with portions affected	Area of structures affected (in square meters)
1	84	13	71	2,221.52
2	164	47	117	2,841.90
3	63	22	41	1,191.84
4	101	42	59	2,070.97
5	102	38	64	1,723.27
6	78	32	46	1,549.50
7	185	31	154	4,906.73
8	78	26	52	1,583.54
9	41	18	23	1,060.25
Total	896	269	627	19,149.52

Source: TFBM letter to BTA SCM chairperson, dated July 9, 2020 citing NHA findings

2. Public and Civic Infrastructures

The TFBM designated DPWH to implement the following five big-ticket vertical structures which are funded by a grant of the Peoples' Republic of China:

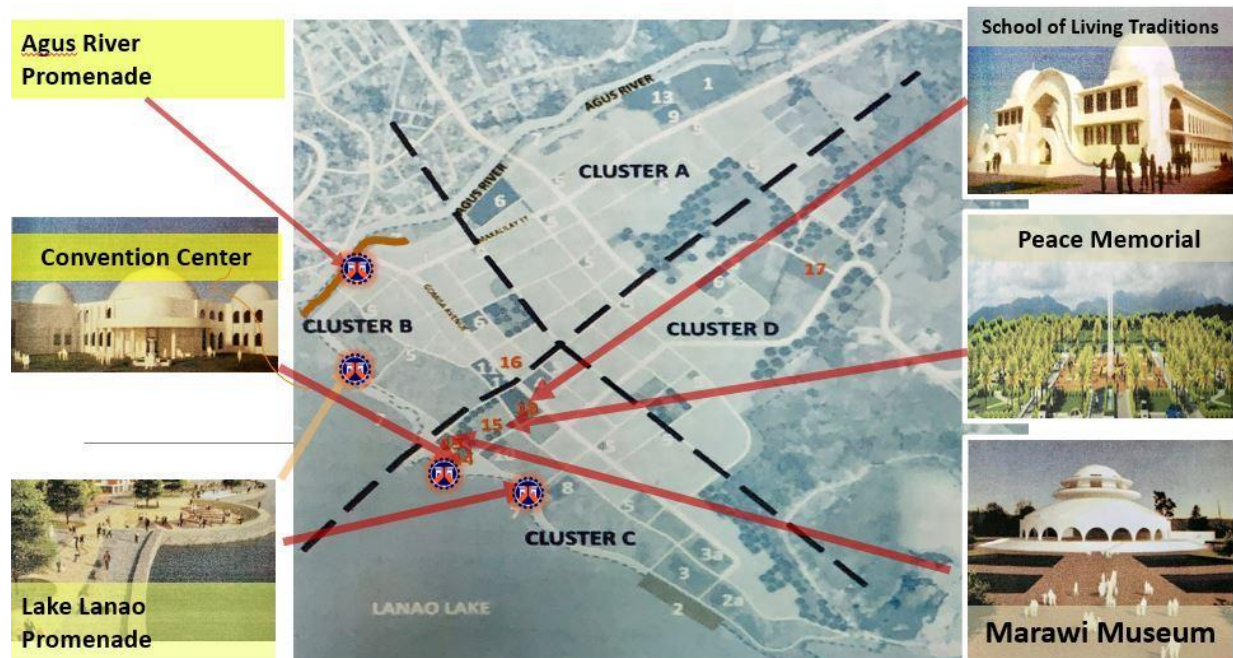
- Padian (public or central market)
- A sports complex
- Bridge and road (connector)
- Agus river promenade and the Lake Lanao promenade, and

- Convention center

All structures, except the *padian* and the sports complex, will be located inside ground zero. The DPWH has not yet commissioned a feasibility study or architectural and engineering design plans for the sports complex until the Marawi LGU is able to identify their specific location.

As of February 12, 2020, the bridge and road connector, the two promenades, and the convention center were on their early stage of design and planning preparation while the sports complex was nowhere near the stage. Because the promenades and the convention center will be in the reclaimed sites in barangays Bangon and Dansalan, the TFBM must first resolve the issue of property ownership and the resettlement of previous homeowners. [Refer to **Figure 18**]

Figure 18. Proposed civic centers in the 24-most affected barangays in Marawi



Source: DPWH presentation, as of February 12, 2020

TFBM decided on June 19, 2020 to discontinue pursuing the Agus river promenade and convention center, and it designated the Marawi LGU as the new implementing agency of the Lake Lanao promenade. TFBM is yet to receive the revocation letter from the DPWH.

The following are the latest development of the vertical structures whose implementation are lodged with other agencies or the LGU: [Refer to **Table 7**]

Table 7. Status of vertical structures in the 24 most affected barangays, as of July 9, 2020.

Vertical infrastructures	Implementing agency	Remarks
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Jail facility	Bureau of Jail and Penology Management	<ul style="list-style-type: none"> ● On-going construction ● Completion date: June 8, 2021
Fire station ^{1\}	Bureau of Fire Protection/DPWH	<ul style="list-style-type: none"> ● Awarded to 4JY'S Construction ● Awaiting Notice to Proceed
Grand <i>Padian</i> Central Market ^{1\}	Marawi LGU	<ul style="list-style-type: none"> ● Construction started on June 20, 2020
Peace memorial park ^{1\}	Marawi LGU	<ul style="list-style-type: none"> ● No actual start date
Barangay complex with health center and <i>madrasah</i> ^{1\}	Marawi LGU	<ul style="list-style-type: none"> ● No actual start date but four out of 24 barangays are prioritized: Lumbaca Madaya, Sangkay Dansalan, Datu Naga, and West Marinaut
School of Living Tradition ^{1\}	Marawi LGU	<ul style="list-style-type: none"> ● No actual start date
Marawi museum ^{1\}	Marawi LGU	<ul style="list-style-type: none"> ● No actual start date
Tourist police building ^{1\}	Philippine National Police	<ul style="list-style-type: none"> ● Awaiting revised procurement timeline
Maritime building ^{1\}	PNP	<ul style="list-style-type: none"> ● Awaiting revised procurement timeline
Port facilities with wharves recovery ^{1\}	Philippine Ports Authority (PPA)	<ul style="list-style-type: none"> ● No update ● Refers only to preliminary engineering activities
School building ^{1\} (1 building)	DPWH/DepEd	<ul style="list-style-type: none"> ● Awarded to 4JY'S Construction ● Awaiting Notice to Proceed
School buildings ^{3\} (9 buildings)	DPWH/DepEd	<ul style="list-style-type: none"> ● Awaiting detailed engineering plan and cost estimate to initiate budget request

<i>Halal</i> slaughter house ^{2\}	Department of Agriculture-National Meat Inspection Service	<ul style="list-style-type: none"> ● Approved by the Office of the President on June 19, 2020 ● Awaiting SARO from DBM
Hospital with basic equipment ^{2\}		<ul style="list-style-type: none"> ● Lacking documents which stalled OCD's endorsement of project ● Marawi LGU has not issued Certificate of Land Availability
Lake Lanao promenade ^{3\}	Marawi LGU (originally DPWH)	<ul style="list-style-type: none"> ● Submitted project work plan and revised budget of 442.4 million pesos
Agus river promenade	DPWH	<ul style="list-style-type: none"> ● Cancelled (as of June 3, 2020)
Multi-modal transport hub ^{3\}	Department of transportation (DoTr)	<ul style="list-style-type: none"> ● For 2021 proposed funding
Multi-level carpark ^{3\}	DoTr	<ul style="list-style-type: none"> ● For 2021 proposed funding
Port facilities (civil work) ^{3\}	PPA	<ul style="list-style-type: none"> ● On-going procurement of preliminary engineering activities
Convention center	DPWH	<ul style="list-style-type: none"> ● Cancelled

Notes: 1\ with Special Allotment Release Order (SARO), 2\ processing request from the Department of National Defense/Office of the Civil Defense (DND/OCD), 3\ awaiting submission of project proposal

Source: TFBM letter to BTA Special Committee Chairperson, dated July 9, 2020

C. Others

1. Completeness of the List of Beneficiaries

Sharers and renters

Some IDPs believe that the TFBM master list excludes households or individuals who rented houses or business stalls in the 24 most affected barangays. TFBM counters that it conducted a separate schedule of profiling activity for IDPs who were renters and “sharers” under the *Kathanor* in August 2019.

Sharers are relatives who used to live and shared the same residential or commercial space with the property owners free of rent. On the other hand, according to the website of the TFBM, *renters* are classified into two: residence renters and business renters. "...[R]esidence renters include those families/households who are permanent residents of Marawi or who have settled in Marawi but do not own a parcel of land at MAA. Business renters, on the other hand, include those families/households who were renting spaces/buildings for their business establishments at MAA prior to the siege and who are included in the master list of renters... [T]he *Kathanor* profiling for renters is based on a [m]aster list submitted by the local government units of Marawi."⁵³

Bone of contention and the home-based IDPs

The master list provided by the Marawi LGU, perhaps, is the bone of contention of the IDPs which they suspect to be incomplete. It is not farfetched to think, according to the IDP participants in the public hearings, that some home-based IDPs who currently reside in other parts of the country had not participated in the *Kathanor* biometric-profiling activity because the logistics involved was prohibitive. In response, TFBM clarified that it has similar data collection activities for non-registered IDPs residing in other regions. But it did not elaborate what those activities are and when the activities were conducted.

TFBM arranged the *Kathanor* as a series of activities to generate household information from families displaced by the siege. It partitioned the data collection into two: former residents of the 24 most affected barangays and those from other parts of the city. For the most affected areas, the TFBM clustered the 24 barangays around nine sectors, and each sector corresponds to where the IDPs used to reside or where the IDPs had properties (commercial or residence). The TFBM arranged a second phase of the *Kathanor*, but this time it generated the biometric profile of IDP household members. Both the phase 1 and phase 2 of *Kathanor* did not distinguish the type of residence. But, when the issues of renters and sharers as valid former residents of the 24 most affected barangays cropped up, the TFBM organized a third phase of data collection. The latter combined both the household profile and biometric information for the renters and sharers.

The 46,073 IDPs

The *Kathanor* profiled a total of 46,073 displaced households (equivalent to 217,453 displaced individuals) and 3,797 individual renters in Marawi City. No information on sharers was provided.

The TFBM used the profile and biometric data of renters and sharers to validate the *Kathanor* master list. As of November 25, 2019, the TFBM removed the duplicate entries from the master list of IDPs (2,728 individuals) and "deactivated" the entries that the TFBM found to be spurious IDPs (679 households). It also noted that about 567 individuals have "on-going adjudication." Hence, the 46,073 displaced households represent the validated total figure in the TFBM profile.

⁵³ <https://bangonmarawi.com/2019/08/09/tfbm-kicks-off-kathanor-for-maa-renters/>

IDPs who were left out in the master list or who were initially included in the master list but failed to have their biometric information taken have not, and cannot, receive assistance from the TFBM.

2. Inclusion, Scope, and Priority

Comparing with cohorts

Some IDPs think that the way the emergency response and rehabilitation efforts were handled could have been better. Hence, they could not help but compare themselves with other cohorts.

The IDPs recognized the need for non-Mëranaw hostages who survived the 2017 siege to receive immediate government assistance during the early phase of emergency response. The former lamented that they could have received the same level of urgency. After all, both are victims. If the level of severity endured by the victims is the basis of government's prioritization of assistance, none can be more perverse than the prolonged wait the IDPs were made to suffer.

Not all IDPs received the P 73,000 cash assistance provided by the DSWD. In addition, the home-based IDPs were heavily disadvantaged in terms of access to government assistance.

Inclusive participation: the mujahideen and the search for durable peace and development

The outpour of support for the Marawi early response and rehabilitation invited members of the community to question the extent of inclusive participation to pave way for durable and long-lasting peace and development in Marawi City and, potentially, the province. The government, private sector, and international community succored the IDPs while the national government awarded financial assistance to members of the security force, who had quelled the militant resistance in 2017, and their families. The national government also provided reparation assistance to non-Mëranaw victims or their families during the siege. Others, however, felt that they were left out.

Asked by religious leaders, TFBM maintained that it has no specific program for the *mujahid* (plural form: *mujahideen*). Being members of the community, the *mujahideen* hold important positions and can influence public opinions just about anything concerning faith, personal and social relationships, and the politics of the Mëranaw society. While they are revered in their communities, the *mujahideen*, too, have persisting unaddressed needs that shaped their views about the world. If development were to be truly achieved and sustained in Marawi City and the province, the TFBM must recognize the *mujahideen* as an important player in bringing meaningful development and long-term stability.

Leaving them to the LGUs

Another concern by both religious and traditional leaders was the scope of the rehabilitation assistance. Does the government have similar convergence of support to towns outside Marawi like Butig and Piagapo? The two municipalities, along with others, were the staging points of the resistance, and both received a hefty share of strikes from the Philippine troops resulting in casualties and destroyed or damaged properties in 2016 and 2017. Only one agency presented its proposed projects in Butig – DPWH. The TFBM clarified that it has no programs for Piagapo and Butig, and it found comfort in LGUs leading the efforts.

The DPWH has four proposed road projects to connect Butig and adjacent towns of Lumbayanague, Bayang, and Lumbatan. The projects have a combined total length of 44.01 kilometers and are awaiting NDRRMC decision to fund them from its 2019 pot.

NEDA formulated the BMCRRP in 2018. The program, which covers the affected areas in Marawi outside the 24 most affected barangays, as well as the municipalities of Butig and Piagapo, identified programs and projects (to be) implemented by national agencies and offices, the ARMM, and LGUs. The BMCRRP identified 902 projects and programs with a total funding requirement of 55 billion pesos.

Consultations with Ulama, Sultans, and Traditional Leaders

Several *ulama*, *sultans*, and traditional leaders emphasized the need for TFBM to strengthen the communication lines with their sectors in recognition of their significant role in society, particularly in matters of religion and culture. As such, their participation in the policy-making and psycho-social healing of their communities is critical.

3. Transparency

Perception of mismanagement

As the implementation of basic infrastructure and the return of the IDPs to the 24 most affected barangays trudge on, the IDPs begin to embrace the perception of mismanagement and suspicion of corruption.

Overpriced contracted goods and services, “ghost” assistance, substandard materials, expired relief goods, culturally-insensitive (e.g. *haram*) assistance, and cascading payola or cutbacks were some of the allegations they hurled against decision makers and project implementers. The Commission on Audit reports in the previous years pointed to substantial amount of money, including donated assistance, either unaccounted or unused.

The collapse of the joint venture

The TFBM denied the allegations. The delay arose, according to them, when the TFBM’s joint venture as an institutional mode of implementation collapsed in 2019 so that the roles of rehabilitation went back to the national agencies. However, there is a standing executive order designating the NHA as the lead agency in all rehabilitation activities concerning the 24 most affected barangays.

The IDPs demand for greater transparency on any implementation modes that the TFBM decides to adopt.

The 2nd tragedy, social injustice, and the call for change

The IDPs clamor for change in the implementation and procurement processes as well. More particularly, they recommend the following:

- Full disclosure of the contractors and IDPs’ participation in the selection of contractors;

- A cash-based assistance given to IDPs, rather than in-kind, to avoid the practice of overpricing and procurement of substandard materials;
- Full disclosure of the distribution of sale proceeds of debris materials with salvage value; and,
- Provision of assistance direct to the IDPs rather than coursing them to the TFBM.

That the “delay in the rehabilitation is a social injustice” is a brewing public sentiment. Others view the “mismanaged” rehabilitation as another tragedy in the making, leading some sectors to call for a change in leadership in the TFBM.

4. Transitional Justice

Looting and vandalism

The military secured Marawi from the militant groups on October 17, 2017 when the President declared the liberation of the City. But, behind the triumph, wanton vandalism and looting in the 24 most affected barangays pervaded the early narrative of the siege, which, eventually, found their way in both mass and social media. When the TFBM allowed the former residents to visit their properties for the first time during the *Kambisita* in the 3rd quarter of 2018, they found almost not a single trace of their valuable personal or household items including jewelry, cultural artifacts, money, laptops, etc. This prompted the Mëranaws to level their outrage in equal measure against both groups – the militants and the Philippine troops – for destroying their private properties and for taking the booty from private homes and establishments wrecked by the siege.

Because very few soldiers were tried and charged for the offense of stealing and misconduct despite the volume of valuable items lost, the IDPs call for a Senate-led inquiry into the military’s handling of the war. They also urge the speedy approval of the Compensation Bill to include these quantifiable losses.

Trespassing

When the former residents went to visit their properties during the *Kambisita*, some of them were greeted by the military patrols who occupied their damaged private homes for respite. However, the IDPs were alarmed when they noticed in subsequent visits that the same military units (or new assigned personnel) have lingered in the former residents’ premises to this day. The perception that their properties are being used as military outposts impelled the homeowners to question the humanitarian norms of the Armed Forces of the Philippines (AFP) during and after the war.

Is it an AFP policy to allow its deployed soldiers to advertently occupy private properties of homeowners without the latter’s consent even after the siege? Does the AFP not have a budget to set up temporary posts for its soldiers in the 24 most affected areas?

The OCD appeased the residents that there is no such policy, and it will relay the concern to the AFP. It was further clarified that some of the military occupants secured consent from the property owners though whether this is true for all instances of occupation is uncertain.

Inquiry into the handling of the war

The death and destruction of Marawi during the bloody siege called for a public inquiry, through the Transitional Justice mechanism, into the handling of the war. The IDPs cashed in on the massive public

interest in the events that transpired before the siege and the triggers that set the war in motion, including the national government's ruling out of offers of negotiation to stave off the impending carnage. The IDPs also call to investigate the human rights violations committed by both the security forces and the militant groups not only to enrich the discussions of the Compensation Bill but also to right the humanitarian norms of war.

The IDPs appeal for transparency in the accounting of the dead and the missing. In 2017 and 2018, the Government convened the Management of the Dead and Missing Cluster to retrieve the corpses and to cross-check dental records of the missing and the DNA samples of relatives. Those with positive matches were returned to their kin for burial while the rest were interred in a mass grave in a local *maqbara*.

Security

Few months after the liberation of Marawi, remnants of the followers of the Daula Islamiyah-Maute Group renewed their recruitment activities in a few areas in the province (e.g. Malabang, Marogong, and Tubaran) in a bid for surviving or new members to avenge the death of their relatives during the siege, according to the Philippine National Police (PNP). This partly prompted the security sector to call for an extended martial law in the whole of Mindanao, which the Congress granted, to deter the Maute and other threat groups. The martial law lasted until December 2019. While the security sector has been closely monitoring "hotspots" in Lanao del Sur, the PNP rolled out the *Oplan Siyap ko Pagtaw* (mobile patrol) and *Opan Patrolya ng Polis* (checkpoints) in Marawi City. The PNP also installed the community police action centers within the transitory sites in Sagonsongan and Patani both to monitor and respond to the threats of the militant groups and the reports of illegal drug proliferation.

V. Recommendations

Given the host of issues faced by the IDPs and the limited resources and authorities of BARMM, the Bangsamoro Government must prioritize its proposed interventions on Marawi rehabilitation and recovery. Below are recommended actions to guarantee efficiency and effectiveness in delivery so immediate impact on the alleviation of the circumstances of the IDPs is felt. The recommended actions also lay out the planning and implementation of more durable interventions.

Though not directed at the Bangsamoro Government, this section likewise discusses recommendations that the Special Committee deems proper to communicate to the appropriate instrumentalities of the National Government, including the Congress, if true and comprehensive rehabilitation and recovery of Marawi City is to be achieved.

Immediate: Organizational

1. Set up an office or board for the BTA-led Marawi rehabilitation and recovery

The first step to ensure the successful implementation and management of the BTA-led Marawi rehabilitation and recovery efforts is the establishment of a centralized mechanism for this purpose. There are two options available to the Bangsamoro Government:

Option 1

Set up a Marawi Rehabilitation and Recovery Coordinating Board to oversee and coordinate the whole implementation of projects and programs, but the actual implementation and delivery of services are lodged at the ministries and concerned offices. The coordinating board may set the unified direction of the BTA ministries' actions on Marawi rehabilitation and recovery, and it may be assisted by a technical office to run its daily affairs. This arrangement has the advantage of: (i) saving the coordinating board from the additional responsibilities of managing procurement and fund liquidation, and (ii) harnessing the core competencies and available technical staff of the ministries and offices in the project delivery.

The members of the coordinating board may consist of heads of concerned ministries and offices, which means that each ministry or office may organize a dedicated technical team on Marawi rehabilitation and recovery.

Option 2

Organize the Marawi Rehabilitation and Recovery Program Management Office (PMO). Like the Coordinating Board, the PMO has a primary role of leading the work and overseeing the implementation and achievement of the desired goal of the BTA-led Marawi rehabilitation

and recovery. To be effective, it must have a latitude to manage funds and procurement to hasten project implementation and to achieve the desired results.

The advantage of having a PMO is that it gives it total control of the programs and projects. When the systems, processes, and a well-trained staff are installed, it allows for faster implementation that may not be possible when ministries themselves, with their own planned programs and priorities, perform the implementing. To ensure even greater focus and dedication to the speedy delivery of interventions by the Bangsamoro Government, an oversight role may be given to the relevant Office of the Deputy Chief Minister, which he may perform himself or through another Member of Parliament-designee.

The Special Committee recommends the BTA to set up a temporary PMO to utilize the 500 million peso-budget programmed in 2020 for the Marawi rehabilitation and recovery. The Bangsamoro Government may replace the PMO with the Coordinating Board in 2021 or at any time thereafter for the more enduring interventions that it plans to implement. The 2020 budget for Marawi rehabilitation and recovery may fund the organizational operations of the PMO.

The PMO, and later the Coordinating Board, may constitute a *help desk* to answer queries from the IDPs regarding the interventions and services that are available to them. As well, a dedicated *monitoring body* may be formed to keep track of and make public the status of the TFBM-led rehabilitation in Marawi City. Both of these organizational mechanisms are crucial in responding to the calls for transparency from the IDPs. In addition, the PMO may engage with the CSOs, such as the Development Assistance Team (DAT), and empower them so that they are better able to keep abreast of the developments in the rehabilitation.

2. Address the data gaps

A centralized, up to date, and comprehensive database on household profiles, the assistance they individually received, as well as property ownership of the IDPs is crucial for effective management and administration of a BTA-led Marawi rehabilitation and recovery effort.

Because collecting and validating data is daunting and resource-consuming both to the project implementers and the IDP community, the intention of the proposed data building is to fill in the gaps of what have already been established. Hence, the optimal option is for the BTA to forge an agreement with the Task Force Bangon Marawi (TFBM) and to secure a copy of the latter's existing database on IDPs for the purpose of enhancing the same. The TFBM data has already undergone an iterative process of validation, but it has some limitations (refer to extensive discussions under the chapter Emerging Needs and Issues). Addressing these limitations may be the added value proposition of the BTA's database on IDPs, that may harness the existing databases currently managed by individual ministries and offices of the BTA.

The database may cover the IDPs who are homebased or sojourned in transitory shelters (temporary shelters and community-managed evacuation centers). It may identify (ultra) micro/small businesses and medium to big-time traders.

The BTA may work in tandem with the LRA and the LGUs to identify the data gaps on land and property ownership. The TFBM-SLRM was able to map out the extent of overlapping and contradictory titles, but it left out a substantial information on properties secured through traditional or informal means.

Hence, the BTA may complement the identification and mapping of property rights inherited by the former residents through the institution of *posakâ*, but only to the extent that the latter do not cover encroached properties of the government, e.g. reclaimed site in the 24 most affected barangays. It may work with the TFBM-SLRM, LRA, and LGUs to identify parcels, titles, and actual occupancy vis-à-vis the land coverage of the military reservation.

A neighborhood-level community-based mapping may be useful to triangulate ownership and occupancy.

Immediate: Direct Assistance

3. Improve the IDPs' (especially those residing outside Marawi City) access to assistance

Home-based IDPs and those who currently sojourn in community-managed evacuation centers in other municipalities or cities are at the tail-end of TFBM priorities. They face significant financial or logistic barriers to access assistance from the national agencies and their host LGUs. Others experienced discrimination from their host communities and LGUs (e.g. Iligan). Hence, the BTA's task is to facilitate their ease of access to essential assistance and services. The BTA has two alternatives:

First, the BTA may explore a collaborative partnership with the host LGUs across the country and optimize its mandate to aid Bangsamoro communities that are residing outside of the region. This may entail setting up extension offices in host LGUs to update IDP profiles and to deliver the assistance.

Second, the BTA may provide transportation and accommodation subsidies to facilitate the IDPs' access to assistance whenever they visit Marawi or Iligan to receive the assistance distributed by the TFBM, BTA, LGUs, and the donor community.

4. Ensure food security

Ensuring self-sufficiency is the absolute priority of Marawi rehabilitation and recovery, the litmus test of a successful livelihood and business assistance. Yet, despite three years having come and gone, self-sufficiency has not happened amongst former residents of the 24 most affected barangays for various reasons. Many IDPs were left to fend for themselves, while others have managed to cope, yet adversely, by cutting back on their food consumption to twice or once a day. As it currently stands, the post-disaster management for the 24 most affected barangays has barely graduated from the emergency response phase. The rehabilitation phase in the city center has just begun, unlike the rest of Marawi which is already on the recovery phase.

To fill in the gaps, the BTA may continue providing food relief assistance to all IDPs in the temporary shelters and community-managed evacuation centers that are in other parts of Lanao del Sur and Lanao del Norte. It may endeavor to provide targeted assistance to certain segments of the IDP

population (supplementary feeding for children, emergency kits for the differently abled persons and senior citizens, unique needs of women especially pregnant women, etc.) to curb malnutrition.

Food security must be at the forefront of the Marawi agenda. During previous consultations and field inspection of the defunct ARMM regional government in 2019, some IDPs in transitory shelters, e.g. Sagonsongan temporary shelter, were not able to fully utilize the vegetable seeds, fertilizers, and farming implements distributed by the Department of Agriculture to boost urban farming and to fight malnutrition. The reason was that a claimant contested the use of the patch of land allotted to urban farming by the IDPs. Hence, the BTA is better placed to introduce other farming technologies that utilize optimum use of space, such as vertical farming.

The BTA must push for a type of food security program that may not reinforce the traditional gender roles in the entire spectrum of the food system—from food production and cultivation to food preparation, food trade, food processing, final consumption, and food waste utilization and disposal. The food production possibility frontier can only be pushed outwards if all members of the household, the community, the market, the state and local governance apparatus, and the incentive structures governing the system view food security a shared responsibility.

Immediate to Medium-Term

5. Hasten water distribution and construction of sanitation and hygiene facilities

The Bangsamoro Government, in coordination with the water districts in Marawi and other municipalities that house the IDPs in community-managed evacuation centers, may either: (i) organize regular water distribution by tank trucks or (ii) invest in more durable water extraction systems, e.g. deep wells. The choice depends on multi-month or multi-year costs—direct and indirect—of water distribution weighed against the benefits, and the geomorphological features of the site (i.e. for deep wells). Because it is situated in a fault line, the elevation of the Sagonsongan temporary shelter makes the construction of deep wells costlier.

There is potential for process innovation that combines water distribution and business and livelihood which the Bangsamoro Government can help assist with. This entails: (i) organizing a business organization or cooperative for the IDPs to engage in water distribution, (ii) providing working capital and infrastructure including delivery vehicle to set up the IDP-managed water purifying stations, and (iii) distributing water vouchers or subsidy to the IDP families. The water stations or shops may be in areas where there is uninterrupted water service. The proposed arrangement may provide jobs to the IDPs and confer them dividends from earnings, while it may address water shortage.

Similar principle of water voucher system may be applied in the 24 most affected barangays.

In addition, the Bangsamoro Government may prioritize the construction of common “bathing” areas (and aid the construction of *masajid* with funding from the private sectors or governments of middle eastern countries) in the 24 most affected barangays to allow the greater majority of returning residents to benefit from the local public good (water in bathing areas) and the community good (*masajid*) and to restore a sense of community and belonging. This means that the BTA may have to coordinate with the NHA to identify the location suitable for bathing areas in the MAA.

Relevant to this, in its letter dated 09 July 2020 to the SCM, TFBM mentioned that construction of four (4) *masajid* (Bato Mosque, Disomangcop Mosque, Sultan Macabando Mosque, and Grand Mosque) will be funded by private development partners which will be sourced from the funds of private developers held in escrow in compliance to Balanced Housing (RA 10884) requirement. The Bangsamoro Government may work with private sector to fund the rebuilding of the other *masajid* inside the MAA.

The concerned ministries may construct additional shared toilets and bathrooms in both transitory shelter sites and the 24 most affected barangays.

6. Improve IDP access to electricity

There are two options available to the Bangsamoro Government to ensure that the returning IDPs in the 24 most affected barangays have access to electricity.

One, distribute solar powered battery source or lights either to each household or as a common stand within the neighborhood. Second, provide an electricity subsidy to each IDP household. Whichever option is chosen depends on their financial feasibility. The subsidy may have to be time bound until households are able to restore their income flows. In either case the Bangsamoro Government may have to forge a partnership with LASURECO and work out a viable subsidy scheme.

In the longer term, the affordability of electricity connection service may hinge on the improvement of the power distribution infrastructure of LASURECO. The Bangsamoro Government may opt to invest in more substations in Marawi or other towns in the province to enhance the supply capacity to accommodate demand peak loads. It may also opt to invest in renewable energy such as portable wind energy which suits the lakeshore and the wet climate of Marawi City.

7. Prioritize business and livelihood

The importance of business and livelihood cannot be overemphasized even prior to the rehabilitation phase because it is the only way that the government can truly forge partnership with the IDPs and the community in rebuilding the city and its local economy. Such partnership becomes meaningful if project implementers are to shift away from relegating the IDPs as mere victims of war and recipients of government assistance toward working with them as avid traders and productive urban builders who are destined to recover in their own terms.

And, in their own terms underlies the heterogeneous class of traders and business owners with varying talents and capabilities—micro or small traders, as well as big-time and successful merchants and producers whose only fault was they succumbed to conflict risk that was beyond their control. The TFBM and concerned national agencies have focused on small and micro actors. They treated all IDPs equally befitting to receive subsistence livelihood and, effectively, displacing the big-time traders and producers from the economic recovery agenda.

The Bangsamoro Government has an incredible opportunity to harness both the micro and small business owners, optimize social enterprise, and tap into big players as employment generators and value creators.

The goal is to improve livelihood and business or commercial enterprise rather than just restoring them.⁵⁴ The strategy is to segment-ize partner-IDPs to each according to their capabilities and to provide them adequate capital and transitional support. The latter ranges from subsistence livelihood for micro traders and vendors to enterprise-based livelihood for small-scale entrepreneurs and traders, as well as commercial enterprise development for big-time merchants and producers.

The objective for the last two is to allow them to break into the local or domestic markets, and, where feasible, partner them with existing business chambers, organizations, artisan groups, and other associations that have established business and market network and knowledge. The amount of transitional support pertains to the valuation of lost opportunity from the time the livelihoods of the IDPs were dismantled until their incomes start to flow or be restored.

The Bangsamoro Government may consider various modes of access to capital by the IDPs such as *halal*-based microfinance for livelihood, social enterprises, and micro- and small businesses since few *halal*-based microfinance outfits already operate in the province. In the short- to medium-term, the BTA may explore with Al-Amanah Islamic Bank the introduction of a financial product with favorable terms to potential entrepreneur-borrowers affected by disaster (e.g. disaster loans). In the medium- to long-term, a *waqf* may be a viable option for shared production facilities.

The opportunity to formalize all businesses and to include them in local tax and business registry presents itself for a clean slate of doing business. However, it must be reasoned with the Marawi LGU to waive all taxes and fees until such time that the local economy fully recovers. Where possible, all fees required by national agencies (e.g. Food and Drug Administration registration, Department of Trade and Industry business registration, Intellectual Property Office of the Philippines trademark registration) may have to be subsidized or deferred, if not waived. The goal is to reduce the barriers to market entry and allow local producers and suppliers to recover and jumpstart the local economy.

To create higher value of production, the IDP entrepreneurs and producers must develop products and secure the local supply chain within the province. This approach may favor market integration and job generation in Marawi City with spillover to the rest of the province. The idea behind value creation is to allow local businesses differentiate their products so that the market may not be quickly saturated which, otherwise, may depress future earnings from sales. It is an opportune time for the BTA and the Mindanao State University and other technical colleges to pursue an institutional convergence to assist the IDPs on this front.

8. Synchronize service delivery to avoid duplication and resentment

Duplication of efforts is not cost effective, and it may engender community resentment amongst disfavored IDP families. The case of DTI, TESDA, and DSWD at the national level illustrates just how they spread themselves rather thinly by distributing similar starter kits and capital assistance to the same or different IDP families. Hence, the BTA may establish a convergence platform to pool their assistance for optimum impacts. Pooled assistance that is equitably distributed is far better than meagre assistance distributed doubly to the same beneficiary.

⁵⁴ International Finance Corporation (2019). “Livelihood Restoration and Improvement” in Good Practices Handbook: Land Acquisition and Resettlement, *draft*. March.

A common and shared database on IDP-beneficiary profiles, the assistance they received from various ministries and offices, and the timelines of service delivery may help resolve the issues on lack of coordination as well as duplication.

9. Continue delivering education services

The BTA is on top of its game in providing basic educational services in temporary shelters. What remains to be done though is the distribution of learning materials and school supplies to struggling families.

Within the 24 most affected barangays, finding suitable parcels of land to construct the three integrated schools (from primary to senior high school) is a challenge. While there are tremendous benefits to co-locating in one space arising from economies of scale and ease of administration, the BTA may explore the option of locating the component schools/levels in different parts of the city and form them to have a federated (similar to “collegiate”) institutional set-up to address the challenge of land scarcity. The proposed arrangement may give the 24 most affected barangays a school-town vibe, because, after all, education services is the strength of Lanao del Sur, particularly Marawi City, relative to the rest of BARMM.

In the medium to long-term, the BTA may see the feasibility of setting up a School Rehabilitation Trust Fund with favorable terms (under various financial arrangements or schemes) to help the reconstruction of private schools and private *madaris*, subject to qualifying school standards and credit repayment capacities. Crowdfunding, Islamic finance, or donations from domestic and international organizations are potential contributors of the trust fund. Private schools and *madaris* are crucial to avoid committing public schools to overcapacity and, most importantly, to encourage educational choice amongst discerning students and parents or guardians.

The ministry may consider establishing a similar rehabilitation fund for private colleges and academies destroyed by the siege.

10. Continue providing health services

The BTA may continue implementing its core services such as: delivering medical and dental care services; disease surveillance; maternal, child, and natal health care; nutrition, mental and psychosocial care; and WaSH to reduce morbidity and mortality in transitory shelters (both temporary shelters and community-managed evacuations centers) and the 24 most affected barangays.

A stand-by or on-site medical mission or ambulance, or mobile clinics, may be tremendously helpful to respond to accidents during the reconstruction and rebuilding of private properties by the returning residents in the 24 most affected barangays and the transitory shelters. The BTA may distribute free or affordable medicines and equipment to the IDPs.

The Covid-19 scourge has pushed the health system tethered to overcapacity. While MOH is at the forefront of saving lives, the BTA may take a multi-dimensional and multi-ministry approach to addressing the pandemic.

11. Assist the homeowners in identifying their property boundaries

The BTA may pool and deploy a team of geodetic engineers to help homeowners with registered titles identify the boundaries of their land properties whose vertical structures and fences were demolished by the TFBM contractors or were completely effaced during the siege. The location and boundary coordinates appear on the registered titles, but many homeowners are not equipped to understand the technical details.

The BTA may choose to provide some homeowners cash or in-kind subsidies for the construction of perimeter fences on their properties that were levelled by the siege.

It is completely necessary that the BTA may work with the TFBM-SLRM, NHA LRA, and Marawi LGU because they initiated the bulk of the work in validating registered titles, and they already identified and re-reclaimed some properties within the 24 most affected barangays that are owned by the city government (e.g. reclaimed site).

Medium to long-term

12. Support permanent housing development

Access to shelter including housing, being one of the basic needs, is crucial for protection, security, and dignity that the IDPs reason to value. Being a determinant of human survival, adequate and livable shelter is a necessary condition to establish the economic and psycho-social well-being of the IDPs.

Transitory shelters are essential in disaster-response infrastructure, and yet they are designed to be temporary only. Not only is residing in transitory shelters financially costly to maintain for the TFBM and concerned agencies but also, staying in transitory shelters far longer than necessary is socially and psychologically costly to the IDP families. More than three years of wait in the transitory shelters is no longer healthy for family stability and children's well-being.

There are several unoccupied temporary shelter units yet to be distributed by the TFBM so that the efficacy of investing in more temporary shelters for the Marawi IDPs wanes. Those still living in community-managed evacuation centers outside the city need to be prioritized and they need to be re-homed in livable shelters. On the contrary, because the non-affordability of housing in the 24 most affected barangays may persist, some IDPs may have to find themselves staying longer in the temporary shelters. This is made even daunting absent a durable source of profitable livelihood amongst IDPs.

Hence, the BTA may assist the IDPs to avail of permanent supportive housing. The strategy is to secure expeditious re-homing of the IDPs. This basically means helping the displaced households move from the transitory shelters back to permanent housing quickly and provide them short-term assistance to cover household necessities and robust support services.

There are two options on permanent housing assistance that are available to the BTA.

Option 1: Greenfield Site for Housing

This pertains to the traditional approach to permanent social or mass housing development in less dense areas, where the acquisition of vacant and titled land is relatively not constrained. Given land

scarcity in the city center, this means that the mass housing infrastructure may have to be in the periphery of Marawi City. This is the approach that the TFBM-NHA and international non-government organizations (UN-Habitat) have pursued. The advantage of this option is it allows a clean-slate type of housing development, and it is easy to scale projects to achieve economies of scale. The downside is that the commute time and transportation costs are higher because job and opportunities are found in the city center and surrounding barangays.

Hence, the success of this option is hinged on either: (i) the housing program having a concomitant integrated community development (livelihood and social infrastructures), or (ii) the program being twinned with reliable transportation infrastructure made available to the commuting public. A short-term assistance in the form of transportation subsidy given to households may help the commuting IDPs cushion the drastic change of lifestyle in the urban periphery.

Option 2: Brownfield Site for Housing

This refers to housing development within the 24 most affected areas. Unlike the first option, housing development in the city center does not detach the IDPs from their access to job and livelihood opportunities. If the rehabilitation is properly implemented and all essential infrastructures are in place, this option forges the revitalization of neighborhoods. The housing units may be built on the land properties of homeowners, which practically frees the BTA from the search cost and massive financial burden on acquisition of land for housing development. Currently, land acquisition and improvement account for at least 30 to 40 percent of total cost of housing development. The obvious challenge is the need for the BTA to ascertain the property ownership status of homeowners in the 24 most affected barangays.

This option is further classified into three. The first two apply to IDP homeowners with land properties. The last is applicable to sharers and renters.

Category 1: Neighborhood-level housing development

The BTA may provide permanent housing units to individual homeowners by neighborhoods or blocks. This means that the construction and distribution of housing development is for the whole neighborhood or block (i.e. section of a barangay). Phased housing development in other neighborhoods is viable should the BTA pursue further expansion. The selection of recipient-neighborhood or blocks may be randomized.

Category 2: Individual property-level housing development

The BTA may provide permanent housing units to individual IDP homeowners regardless of where their land is within the 24 most affected barangays. This means that selection of individual recipients may be randomized from the pool of IDP homeowners in the city center.

Category 3: Innovative housing development for sharers and renters

The BTA may provide dwellings that optimize space and affordability, e.g. “plugin” houses in the backyard of residential houses to accommodate low-income earners or renters; shared or co-living where homes have multiple master bedrooms and have independent toilets, shared kitchen dining, and living rooms, etc. for sharers and renters.

On the supply side, housing assistance can be a huge drain on fiscal resources. The BTA may invest in housing projects utilizing the 2019 programmed budget of ARMM-Bangsamoro Regional Inclusive Development and Empowerment (BRIDGE), that was carried over to the BTA, and potentially from a

portion of its 2020 appropriated regional budget for Marawi rehabilitation of about 500 million pesos. Islamic finance such as *sukuk* for residential development and *halal*-based microfinance for home improvements are viable financing options in the future.

On the demand side, the BTA may explore a portfolio of government support for homeowners and renters. This includes direct financial grants or assistance, mortgages, shared equity/matched grants, rental support, housing voucher, and operating subsidies or income support for the lowest income earners. With respect the grant of financial assistance, it has been said that one of the obstacles for the return of the IDPs in the MAA is the lack of financial resources to repair or rebuild their homes that were badly damaged due to the siege. PR No. 130 proposes this form of aid to the homeowners to ease their suffering and facilitate their return thereto. The Committee proposes the exploration of this option in the regional government's future interventions.

The BTA may determine eligibility to housing assistance. The eligibility criteria can be paired with improving local governance. To illustrate, to qualify for affordable rentals or housing assistance, IDP beneficiaries must work and pay taxes in the city, once they recovered, in addition to having earnings that fall within an income range.

Recommendations to Other Governmental Instrumentalities

There are matters that are critical to the success of the Marawi rehabilitation which require action from institutions that are not within the control of the BTA/Bangsamoro Government. The Special Committee thus discusses these matters as recommendations to the relevant national government bodies.

13. Allow exercise of property rights by those living in the MAA

The IDPs decry the continued bar to their return to their lands in the MAA. They raise the lack of legal basis for such prevention. On this particular issue, the BTA, through the Bangsamoro Attorney General Office, may study the legal intricacies surrounding this policy.

To make matters worse, TFBM has made a statement in 2019 that IDPs will be allowed to return in July and then November of the same year. However, requirements which are difficult to comply with were introduced in November.

They also felt being discriminated against, considering that those living in the least affected area were not required to comply with the requirements under the National Building Code of the Philippines and that non-compliance with the same law can never result to eviction although it may entail imposition of penalty.

While there may be justifiable reasons for preventing the residents from residing in certain areas of the MAA, a full ban on the access to their properties may not be necessary. As property owners, once ascertained to be such, the IDPs may be given the unbridled right to visit and exercise possession of their lands or what remains of the structures thereon short of allowing them to start residing therein. In this way, recovery and reconstruction of their private properties – a matter that is not covered by the TFBM plans – can start for these IDPs. But more importantly, the sense of healing and moving forward can begin for the property owners by the mere act of lifting the restrictions to accessing their

properties and perhaps start clearing, cleaning, and making their properties a subject of their control and possession once again.

14. Transparency in the rehabilitation efforts and plans

Given the years that the IDPs, particularly those in the MAA, have waited for any considerable progress in the rehabilitation and reconstruction of their areas, and the lingering sense of uncertainty up to this time of when a return to normalcy would be possible, greater transparency in the actions of the TFBM and other implementing agencies is critical. More frequent updating of the plans and the development in each of the activities including matters that relate to the choice of contractors and the utilization of funds, done in a manner that lends greater access to information to the concerned stakeholders may be conducted. Likewise, enhancement of the consultation mechanisms with the IDPs is imperative.

On its part, BTA may monitor the progress of the rehabilitation as against TFBM's own plans and timelines. An independent auditing and accountability mechanism to improve access to information and transparency on the rehabilitation may be established for the benefit of its constituents in Marawi City.

15. The immediate passage of the Compensation Law

In a resolution, the BTA Parliament has urged the national Congress to heed the public clamor for the immediate passage of a compensation law for the benefit of the victims of the Marawi Siege as well as the conflicts that occurred in Butig and Piagapo. The losses suffered by those affected by the atrocities of war are incalculable but a good step towards healing and normalization is the recognition of these losses and earnest efforts by the State to make adequate reparations.

Corollary to this is the need for accurate documentation of the dead and the missing. Adequate reparation for the loss of lives, and appropriate action to ascertain the situation of the missing should be incorporated in the compensation law.

16. Address emerging security concerns

The myriad of public perceptions on the plans in as well as the pace of the rehabilitation exacerbate the frustrations that fuel the emergence of new security threats in the area and the surrounding LGUs. As we pay attention to the rehabilitation process itself, these evolving security concerns must likewise not be ignored, particularly by the peace process mechanisms and, on the whole, by the security sector.

17. Raise the matter of monitoring to the IGRB

The lesson of Marawi is an opportunity to invest in good governance in land administration and management to protect property rights whether secured through formal or traditional/informal means. This includes beefing up the human resource and their capabilities, establishing the solid mechanisms to enforce rules and rights following the revered principles of good governance including accountability, transparency, and effectiveness. All agencies and offices involved in land administration and management, from national to local, must have clear roles and be coordinated

with each other to avoid the mistakes of the past that resulted in the Gordian knot of overlapping property ownership and contested land.⁵⁵

The challenges of property rights administration in the 24 most affected barangays, and outside, foresee the huge role that the BTA can play in adopting alternative dispute resolutions (ADR). However, this requires raising the issue with the National Government, through the Intergovernmental Relations Body (IGRB), as land management and land registration remains within the jurisdiction of the National Government.

Lastly, in abidance by Article VI, Section 13 of the BOL on supplementing the efforts of the national government in the Marawi rehabilitation program, the BTA may optimize the Intergovernmental Relations Body (IGRB) to directly convey to the relevant national government agencies issues surrounding Marawi rehabilitation, such as BTA's role in monitoring the progress of the TFBM-led rehabilitation, and the revocation of the Proclamation declaring parts of Marawi City as a military reservation.

⁵⁵ World Bank and International Organization for Migration (2017). *Land: Territory, Domain, and Identity*. Manila