

Elements of Indigenous Peoples Plan

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Republic of the Philippines: Emergency Assistance for the Reconstruction and Recovery of Marawi

Output 4: Restoring Livelihoods and Learning in Marawi

Prepared for the Asian Development Bank

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CURRENCY EQUIVALENTS

(as of 20 September 2018)

Currency unit	Philippine peso
Php 1.00	\$ 0.018
\$ 1.00	Php 54.06

ABBREVIATIONS

ADB	Asian Development Bank
ARMM	Autonomous Region in Muslim Mindanao
BARMM	Bangsamoro Autonomous Region in Muslim Mindanao
BBL	Bangsamoro Basic Law
BLCC	Barangay Literacy Coordinating Council
BMCRPP	Bangon Marawi Comprehensive Rehabilitation and Recovery Program
CAB	Comprehensive Agreement on Bangsamoro
CSO	Civil Society Organization
DepEd	Department of Education
DA	Department of Agriculture
DOLE	Department of Labor and Employment
DPWH	Department of Public Works and Highways
DTI	Department of Trade and Industry
EA	Executing Agency
EMDP	Ethnic Minority Development Plan
FCAS	Fragile and Conflict-affected situation
GRM	Grievance Redress Mechanism
IA	Implementing Agency
ICC	Indigenous Cultural Community
IDPs	Internally Displaced Persons
IPs	Indigenous Peoples
JFPR	Japan Fund for Poverty Reduction
LGU	Local Government Unit
MILF	Moro Islamic Liberation Front
NCMF	National Commission of Muslim Filipino
NGO	Non-government Organization
SCP	Save the Children Philippines
TFBM	Task Force Bangon Marawi

Glossary

- ARMM - Autonomous Region in Muslim Mindanao which includes the provinces of Maguindanao, Lanao del Sur, Basilan, Sulu and Tawi-tawi, and the cities of Lamitan and Marawi.
- Bangsamoro communities - Those who at the time of conquest and colonization were considered natives or original inhabitants of Mindanao and the Sulu archipelago and its adjacent islands including Palawan, and their spouses, and descendants. The proposed Bangsamoro Basic Law (BBL) defines the Bangsamoro region of autonomy to be Autonomous Region in Muslim Mindanao (ARMM) plus a few municipalities and barangay outside ARMM
- IDP - An internally displaced person (IDP) is someone who is forced to flee his or her home but who remains within his or her country's borders.

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A. Executive Summary

1. The proposed project will support the Government of the Philippines effort to address needs of the conflict-affected internally displaced persons (IDPs) and host communities in Marawi as well neighboring municipalities of Marantao, Piagapo and Saguwaran. It will provide support for (i) short-term emergency employment, (ii) longer-term livelihood development for working-age men and women, and (iii) culturally- and age-appropriate, conflict-sensitive learning opportunities and psycho-social support for boys and girls. The project activities are aligned with the government's needs assessment and Bangon Marawi Comprehensive Rehabilitation and Recovery Program (BM-CRRP).

2. The project will have the potential to directly and positively affect the dignity, human rights, livelihood systems and culture of indigenous peoples/ethnic minority¹ who reside in the areas to be covered by the project. It will increase indigenous peoples' opportunities for poverty alleviation efforts by increasing livelihood and employment opportunities. Their inherent right to access culturally appropriate education will also be achieved, thereby boosting their self-confidence in tackling issues of ancestral domains, right to utilize natural resources and to preservation of culture and local knowledge. Meaningful consultations were carried out with focus on women, IDPs, LGUs, various government agencies. The implementation arrangements for the IP actions are integrated with the overall implementation arrangements of the project and the total project budget. Hence, there is no separate budget requirement for implementing the IPP.

B. Description of the Project

3. The proposed grant² (the JFPR grant) to be provided by Japan Fund for Poverty Reduction (JFPR) will address the needs of the conflict-affected IDPs, host communities in Marawi as well as neighboring municipalities of Marantao, Piagapo, and Saguwaran. It will provide support for (i) short-term emergency employment, (ii) longer-term livelihood development for working age population -men and women, and (iii) culturally- and age-appropriate, conflict-sensitive learning opportunities and psycho-social support for boys and girls. The project activities are aligned with the government's needs assessment and Bangon Marawi Comprehensive Rehabilitation and Recovery Program (BMCRRP), managed by the Task Force Bangon Marawi (TFBM)³. These activities focusing on the rapid scale-up of existing government programs and targeting IDPs and host families will support the following components:

(i) **Component 1.- Emergency employment provided.** This component will deliver a program patterned on the Department of Labor and Employment (DOLE) Emergency Employment Program, known as Tulong Panghanapbuhay sa ating Disadvantaged/Displaced Workers (TUPAD), in Marawi, as well as in neighboring municipalities Marantao, Piagapo, and Saguwaran, reaching 4,000 beneficiaries.⁴ This is a community-based (barangay or municipal level) package of cash-for-work assistance that provides emergency employment at 100% of the prevailing minimum wage for up to 30

¹ Used interchangeably

² The JFPR grant will contribute to Output 4: "service delivery and livelihoods improved" of the Emergency Assistance Loan for the Reconstruction and Recovery of Marawi.

³ The BM-CRRP reflects the government's coordinated efforts to reconstruct and restore Marawi. TFBM is the appointed coordination mechanism to lead these efforts in close collaboration with the international community and other actors.

⁴ In early 2018, TUPAD was implemented on a small scale in Lanao del Sur, supported by the governor's office. These activities stopped due to limited funding.

days.⁵ This immediate income will provide much-needed temporary relief to reduce household-level financial barriers to continued education and needed nutrition while medium- and long-term livelihood activities are restarting. Key activities under this component include (i) appropriate selection of workers and identification of employment projects following the existing eligibility criteria set by DOLE (see Appendix 1 for government program details), coordinating registration with TFBM and the Department of Social Welfare and Development, targeting an equal number of men and women, and focusing on IDPs and working-aged youth in the host communities; (ii) design and establishment of a robust and transparent monitoring system for cash payments with use of a blockchain-powered platform and aligned with TUPAD reporting; (iii) identification of employment activities with local government units on social community projects; (iv) provision of basic orientation on occupational safety and health, personal protective equipment, and skills training appropriate to the employment assignment; and (v) provision of group micro-insurance to beneficiaries while engaged.

(ii) **Component 2- Sustainable livelihoods restored.** This component will support 2,000 beneficiaries in accessing livelihood programs, patterned on the DOLE Integrated Livelihood Program (DILP) and Department of Trade and Industry's (DTI) Shared Services Facility Program (SSFP) (see Appendix 1 for government program details).⁶ DILP will be implemented to provide livelihood assistance for individual undertakings. Key activities under this component include (i) training on business planning, basic entrepreneurship development, productivity and workers safety and health, and production skills; (ii) providing livelihood starter kits comprised of raw materials, equipment, and tools; (iii) enrolment of beneficiaries in group micro-insurance schemes; (iv) providing technical and business advisory services specific to the livelihood⁷; and (v) provision of group micro-insurance to beneficiaries while engaged. Delivery of the SSFP will support micro- and small enterprises by providing energy-efficient equipment for increasing productivity and sustainability of beneficiary livelihoods. The activities will also include business advisory training and link beneficiaries closely with local business associations and external markets (see Appendix 7). The combination of the DILP and SSFP will generate sustainable income on an individual and community level during and beyond this protracted period of displacement. Female beneficiaries looking to further scale up their livelihood business will have access to micro-finance options through ADB's Fostering Women's Empowerment Through Financial Inclusion in Conflict-Impacted and Lagging Provinces Project.⁸

(iii) **Component 3: Quality education opportunities restored.** This component will increase access to culturally and age appropriate, inclusive, gender- and conflict-sensitive learning opportunities in safe and protective learning spaces,⁹ minimizing disruption of quality education. Key activities under this component include (i) equipping Department of

⁵ The minimum wage for the Autonomous Region of Muslim Mindanao is ₱285 per day for non-agricultural labor and ₱270 per day for agricultural labor, as of July 2018.

⁶ Beneficiaries will be targeted based on TFBM Subcommittee on Business and Livelihood monitoring and registration.

⁷ Examples of livelihoods could be tailoring where fabric and a sewing machine would be procured, or running a convenient store where bulk grocery goods would be procured.

⁸ ADB. Republic of the Philippines: Fostering Women's Empowerment Through Financial Inclusion in Conflict-Impacted and Lagging Provinces Project.

⁹ "Safe and protective learning spaces" is a term used in the context of education in emergencies. It refers to the provision of quality education opportunities that meet the physical protection, psychosocial, developmental, and cognitive needs of people affected by emergencies, which can be both life-sustaining and life-saving. "Conflict-sensitive education" means "understanding the context in which the education policy/programme takes place, analyzing the two-way interaction between the context and the education policy/programme, and acting to minimize negative impacts and maximize positive impacts of education policies and programming on conflict. (INEE)

Education (DepEd) identified schools and TLS with learning and teaching materials; (ii) providing needed school furniture in affected schools and temporary learning spaces; (iii) rehabilitating a catchment school;¹⁰ (iv) providing capacity development for teachers to offer gender-responsive psycho-social support for children, youth, and their families; (v) providing capacity development to the Lanao del Sur education management staff to adhere to minimum standards of education in emergencies and planning for the recovery process; (vi) creating a youth multi-stakeholder network for peace in Marawi City;¹¹ and (vii) support to the DepEd to identify and integrate core competencies and messages on peace education in the kindergarten to grade 12 curriculum and provide related teacher trainings.

4. The project will have positive impacts to Maranaos, an indigenous people/ethnic minority in Marawi City and its surrounding area through access to short-employment, livelihood programs and learning opportunities. The elements of an Indigenous People's Plan (IPP)/Ethnic Minority¹² Development Plan (EMDP) is prepared to create actions that are concrete and can be monitored during project implementation to ensure distribution of benefits among IPs/EMs. The IPP/EMDP is in accordance with ADB Safeguard Policy Statement of 2009 (SPS 2009).

5. The accrual of project benefits has been integrated in the project design by: (i) mapping project beneficiaries including IPs/EMs; (ii) identifying culturally sensitive livelihood and education initiatives (ii) assuring communication in the dialect of IPs/EMs; and (iii) ensuring project implementing partners work closely with National Commission on Muslim Filipino (NCMF).

C. Social Impact Assessment

(i) Legal and Institutional Framework

6. **RA 6734. The Republic Act No. 6734, also known as Organic Act for the Autonomous Region in Muslim Mindanao** was signed into law on August 1, 1989 and was ratified in a plebiscite in November 1989. It was composed of the four (4) provinces of Lanao del Sur, Maguindanao, Sulu and Tawi-Tawi. ARMM was created in 1989 by virtue of RA 6734. RA 6734 does not differentiate between Moros and other IPs in the Autonomous Region, except that the Moros are governed by Sharia'ah laws and other IPs are governed by customary laws. Otherwise, both these groups are referred to as "indigenous cultural communities" who are Filipino citizens. This law defines ancestral lands: "Lands in the actual, open, notorious, and uninterrupted possession and occupation by an indigenous cultural community for at least 30 years are ancestral lands." And, ancestral domain is defined to include pasture lands, worship areas, burial grounds, forests and fields, mineral resources, except strategic minerals such as uranium, coal, petroleum, and other fossil fuels, mineral oils, and all sources of potential energy; lakes, rivers and lagoons; and national reserves and marine parks, as well as forest and

¹⁰ A catchment school is a school that serves students from barangays that no longer have open schools. This school, targeted for support under the grant, is serving many students from schools that closed after the conflict, is in Marawi division near ground zero, and is staffed by IDP teachers. It was identified by DepEd as a school that has low environmental safeguard risk and will serve as a model school for others. Other schools will receive support through teacher trainings, furniture, and teaching and learning materials. "Ground zero" or the "most affected area" comprises the 24 barangays of Marawi that were heavily bombed during the siege.

¹¹ The network will strengthen commitment for the declaration of schools as Zones of Peace and deepen understanding of the role of education in building and sustaining a culture of peace. Members will include DepEd, local government, local civil society organizations and nongovernment organizations, including women, youth, and persons with disabilities organizations, as well as religious leaders, private sector, academe, peace advocates to maintain dialogue on peace and the role of education.

¹² Used interchangeably

watershed reservations. Given the nature of this project, it is noted that the project will not affect such lands and the project does not require any land acquisition.

7. **RA 9054. Republic Act 9054, or the Organic Act for the Autonomous Region in Muslim Mindanao, amended RA 6734 in 2001.** The amended law expanded ARMM's area of autonomy. In a plebiscite, Basilan and Marawi City (in Lanao del Sur) opted to join ARMM. The Regional Government as devolved to local government units (LGUs) adopts measures to ensure mutual respect for and protection of the distinct beliefs, customs, and traditions among its inhabitants in the spirit of unity in diversity and peaceful co-existence. It undertakes measures to protect the ancestral domain and the ancestral lands of indigenous cultural communities. The phrase "indigenous cultural community" refers to Filipino citizens residing in the Autonomous Region who are Tribal people as well as Bangsa Moro people regarded as indigenous on account of their descent from the populations that inhabited the country or a distinct geographical area at the time of conquest or colonization and who, irrespective of their legal status, retain some or all of their own socio-economic, cultural and political institutions.

8. **RA 11054. Republic Act 11054, or the Bangsamoro Organic Law.** The law often referred to the acronym "BOL" and "BBL" is a Philippine law providing for the establishment of an autonomous political entity known as the Bangsamoro Autonomous Region in Muslim Mindanao (BARMM). As an organic act, the Basic Law aims to replace the ARMM, following the agreements set forth in the Comprehensive Agreement on the Bangsamoro (CAB). This final peace agreement was signed between the Government of the Philippines (GOP) and the Moro Islamic Liberation Front (MILF) in 2014. A future plebiscite will be held to ratify the law, creating the proposed BARMM and formally abolish the current ARMM.

(ii) Baseline Information – Indigenous People in Project Area

9. There are at least 13 ethno-linguistic groups in Mindanao.¹³ They are the Maranao, Maguindanao, Tausug, Yakan, Samal, Sangil, Molbog, Kalibugan, Kalagan, Palawani, Iranun, Jama Mapun, and Badjao. The introduction of Islam divided the people of Mindanao into two distinct categories: Moros and Lumads. Those who embraced Islam became the Moros and those who did not became the Lumads. "Lumad" a Visayan term which means "born of the earth." Lumads are regarded as the original inhabitants of Mindanao. At present, Lumad also pertains to the non-Muslim, non-Christian indigenous peoples of Mindanao¹⁴. The project will focus in Marawi City and its neighboring municipalities/cities.

10. Majority of the conflict-affected IDPs in Marawi City and its surrounding areas belong to the Maranao tribe. Maranao means "people of the lake."¹⁵ This is referred to the inhabitants of ancestral land surrounding the Lake Lanao. It is one of the major tribes of the 13 ethno-linguistic groups in ARMM. Customarily, Maranaos are traders and perceived as rich people. With regard to self-identity, Maranaos recognize themselves as majority of the minority but not indigenous people though they have distinct social and cultural attributes. They considered themselves different from the Maguindanao, Tausug and other tribes in Mindanao with their own culture, traditions and practices. Maranaos maintain collective attachment to Lake Lanao, where they perform their spiritual activities. They are also attached to their land and considered themselves as "Kawani"- that all of them are co-owners of the land and that the land is entrusted by God.

¹³ Growing, P.G. 1979. Muslim Filipinos-Heritage and Horizon. New Day Publishers, Quezon City.

¹⁴ Asian Development Bank, 2002, Indigenous Peoples/Ethnic Minorities and Poverty Reduction in the Philippines, Environment and Social Safeguard Division.

¹⁵ Ethnic Groups of the Philippines. 2 March 2017. The Maranao and their Weaving Tradition. Retrieved from <http://www.ethnicgroupsphilippines.com/2017/03/02/the-maranao-and-their-weaving-tradition/>

11. The Maranaos inhabit in Lanao del Norte and Lanao del Sur of Mindanao. They are one of the largest Islamic groups in the Philippines, with the core areas being Marawi City, Lumba-bayabao, and Bayang. The Maranaos are a splinter group of the Maguindanao who took up Islam; families tracing their religious origins to Sharif Kabunsuan, who introduced the religion to the region. Communities are clustered around a mosque and a *torogan*, a royal house belonging to the pre-eminent economic household in the area. Aside from exotic textiles, metalwork, and woodcraft, the *torogan* structure is the most significant and spectacular example of Filipino secular architecture. Further, the Maranaos are widely distributed and contribute significantly in market and trade industry. For instance, the awang (dugout boat) is used principally in Lake Lanao. both unique and extremely ornate. Textiles, on the other hand, symbolize the socio-economic rank of the wearer through the intricacies of the design motifs woven into the fabric, as well as, the richness of the colors used. Primary subsistence consists of dry rice cultivation in hilly areas; intensive wet rice in flood plains; and some corn, sweet potato, coffee, cassava and peanuts. To supplement their agricultural harvests, they also incorporate fishing¹⁶.

12. **Age and Gender Distribution.** Based on the 2015 Census of Population, ARMM has a population of 3,781,387. On the average, the population of ARMM increased by 2.89% annually from 2010 to 2015. Among the five provinces of ARMM, Lanao del Sur is the second populous amounting to 1.05 million. In terms of cities/municipalities, Marawi City is the topmost populous cities in ARMM with the total of 201,785.¹⁷

13. From the 201,785 population of Marawi City, the percentage of female is greater with 51.50% than male with 48.50%. The higher percentage of female than male is also manifested in the province of Lanao del Sur. The females comprised 51% and males comprised 49% of 1,045,429 population.¹⁸ The gender distribution figure reveals a cumulative female-dominant population from infants to 59 year olds. However, the reverse is true within the cluster of 60 year olds and above, where males outnumbered females based on the fixed population of 19,521 females and 21,730 males. This is the only category in the age distribution data where males registered a 5.36% higher population than females.

14. **Education.** From the recorded 891,280 population 5 years and over, 39.19% is Elementary accounts for 1st-4th Grade, 5th-6th Grade and Graduate. Further, 28.47% of the said population is High School comprising Undergraduate and Graduate. Part of the population did not complete grade level amounting to 11.07%. About 10.09% and 5.42% are College Undergraduate and Academic Degree Holder, respectively. Preschool comprised only 4.23% of the population.

15. **Livelihood.** In 2016, ARMM was accounted for 8.4% in Philippine corn production. Palay production is only 3.2%. About 4.0% recorded for cattle production. Other livestock includes chicken and swine production with 0.3% and 0.5%, respectively. For fish production, ARMM is accounted for 18.9%.¹⁹

¹⁶ <http://www.ethnicgroupsphilippines/people/ethnic-groups-in-the-philippines/maranao/>

¹⁷ Philippine Statistics Authority. (2015). Population of the Autonomous Region in Muslim Mindanao (Based on the 2015 Census of Population). Retrieved from: <https://psa.gov.ph/content/population-autonomous-region-muslim-mindanao-based-2015-census-population>

¹⁸ Philippine Statistics Authority. (2015). Women and Men in Lanao del Sur (Based on the 2015 Census of Population). Retrieved from: <http://rsoarmm.psa.gov.ph/release/55079/special-release/women-and-men-in-lanao-del-sur-%28based-on-the-results-of-2015-census-of>

¹⁹ Report on Regional Economic Developments in the Philippines 2016. Retrieved from: http://www.bsp.gov.ph/downloads/Publications/2016/REDP_2016.pdf

16. Traditional and cultural practices include brass-manufacturing, weaving and wood carving, livelihood development support could be revival of these practices and provision of support to local business that was displaced by the conflict.

(iii) Key Project Stakeholders

17. The key project stakeholders are the conflict-affected IDPs and host families in Marawi City and nearby municipalities, including IPs/EMs apart from the Department of Public Works and Highways (DPWH), Department of Education (DepEd), Department of Labor and Employment (DOLE), Department and Trade and Industry (DTI), Task Force Bangon Marawi (TFBM) and Save the Children Philippines (SCP).

(iv) Potential Adverse and Positive Effects of the Project

18. The project does not have any adverse effect. Further, it is designed for the benefit of the IDPs and host families in Marawi City and its surrounding communities. The project will provide short-term employment; longer-term livelihood for working age men and women, and ; culturally- and age-appropriate, conflict sensitive learning opportunities and psycho-social support for boys and girls.

(v) Gender-sensitive Assessment of Project Perception

19. Consultation with the representatives of women commission/organization and women IDPs in evacuation center with varying educational level and age took place on 13 July 2018. They appreciated the project efforts, but cautioned that it should be sustainable and that the project should clearly define its objective. There are already livelihood projects from the government that are being implemented in the community. The perception is the lack of road map and concerns only of giving funds and equipment, with no regards in end-goal which results to lack of sustainability of the projects. Value-chain support should be part of the livelihood project such as connecting it to market outside Marawi City to ensure profit among beneficiaries.

(vi) Measures to Avoid Adverse Effects

20. The project does not have any adverse effect. It is beneficial to the IDPs and host families in Marawi City and its nearby municipalities/cities. The project will provide envisage employment, livelihood/entrepreneurial skills of male and female and education initiatives of boys and girls and youth in the project area.

D. Information Disclosure, Consultation and Participation

21. During the project design stage, meaningful consultations were held focusing on women's groups, government officials of central and local offices, religious leaders, school managers, camp managers and IDPs regarding (i) livelihood project being implemented by DOLE and other government agencies; (ii) education and technology access; (iii) economic activities, capacities and access to credits; (iv) possible solutions to resolve the constraints identified; and (v) mechanisms to address these constraints. Throughout the consultation process, IDPs, host community members, and community leaders recognized the need for the proposed livelihood, employment and education interventions. Stakeholder consultations at key milestones in the project will be done including dialogue with national and LGUs, private sector, and if necessary,

beneficiaries and Civil Society Organization (CSOs). Engagement of LGUs and traditional leaders as sustainability mechanism is also a key strategy.

22. The local field partners, especially the LGU of Marawi, the field office of the Task Force Bangon Marawi (TFBM), and the existing clusters will be consulted to strengthen coordination throughout the project. Taking into consideration the role of local non-states authorities—elders, imams, ulamas, and clan leaders, the project will make sure that these players are also properly consulted to get different perspectives to better improve the project implementation and supervision.

23. During the initial stages of the project implementation, a series of community consultation workshops will be conducted among the affected IP communities. These workshops will be carried out by the implementing consultants, in close coordination with the LGUs. The communities will be briefed in all aspects of planned project activities and will be asked their opinions and views on culturally appropriate occupation choices and workplace skills. Women will be particularly encouraged to actively participate in these consultation workshops. Any adverse impact will be addressed through compliance with ARMM and NCMF policies.

24. Relevant information from these elements of IPP will be disclosed to the IP communities in their dialect and, in case of the illiterates, in a form understandable to them.

E. Beneficial Measures

25. The proposed project will have the potential to directly improve the dignity, human rights, livelihood systems and culture of IPs/EMs. It will increase the IP community's opportunities for poverty alleviation efforts by increasing livelihood and employment or entrepreneurial opportunities. Their inherent right to access culturally- conflict sensitive and age appropriate education will also be achieved, thereby boosting their self-confidence in tackling issues of ancestral domains, right to utilize natural resources and to preservation of culture and local knowledge. The Grant will focus on scaling-up existing government programs. The eligibility criteria of beneficiaries for emergency employment and livelihood programs is patterned on the program being implemented by the DOLE and DTI as described in para. 3, (i) to (iii) and the details is in Appendix 1.

F. Mitigative Measures

26. Not applicable as there is no adverse impact. Should any unanticipated impacts on the IP/EM communities become apparent during project implementation, the IA will carry out a summary impact assessment and update this element of IPP/EMDP or formulate an IPP/EMDP following ADB's safeguards policy requirements.

G. Capacity Building

27. The Save the Children Philippines (SCP) as Implementing Agency (IA) has limited knowledge or is unfamiliar with ADB's safeguards requirements. For capacity building related to this project, the following key actions are proposed: (i) designate a safeguards focal person; and (ii) capacitate relevant field personnel including the ability to conduct impact assessment, meaningful consultations with the affected IP/EM communities, and disclose relevant information as stipulated in IPP using their dialect and, in case of the illiterates, in a form understandable to

them. ADB will assist in conducting safeguards training for project staff in accordance to ADB procedures.

H. Grievance Redress Mechanism

28. A grievance redress mechanism (GRM) will be established to receive and facilitate resolution of the affected IP communities' concerns, complaints and grievances. Concerns, complaints and grievances may be filed at the local level in writing with community facilitators, texted to a dedicated SMS hotline or phoned in. However, grievances filed through SMS and phone calls will need to be written down and authenticated by a designated community facilitator. The IA through the implementing partner together with the community facilitators, as part of its monitoring procedures, will continue to identify ways to strengthen the grievance system to ensure ease of access and responsiveness to the concerns of affected IP communities. The project will also ensure that grievances received from project activities are addressed with utmost consideration to the existing cultural practices. There will be two levels of the grievance redress process open to the IP communities and other stakeholders during the IPP implementation, as described below.

29. Level 1 - Municipal Level– the IP communities' representatives/traditional elders, religious elder, representatives of affected Barangays and LGU stakeholders and Project Implementation Unit (PIU) shall comprise a Committee to be set up and shall meet in case a complaint is lodged. A decision should be made within 15 calendar days after receipt of the complaint. The aggrieved stakeholder will be informed in writing of the decision within two working days. The committee will be chaired by the Mayor.

30. Level 2 - If not satisfied by the Municipal level committee decisions, an aggrieved stakeholder can appeal before the DPWH/DOLE/DepEd/DTI/TFBM steering committee which will have 10 calendar days within which to resolve a complaint. The resolution will be officially communicated in writing to the aggrieved stakeholder within five working days from the date of the issuance of the decision.

31. If not satisfied with the decision of the Level 2 or earlier levels, an aggrieved stakeholder may approach a court of law at any stage, which is not a part of the project level GRM, and whose decision will be final.

32. **Maranao Indigenous Systems.** Justice in the Maranao Community is usually administered by the sultan or datu within the framework of the 'Taritib' and 'Ijma' which are considered the substance of Maranao Adat Law. Generally, taritib is the order, arrangement, sequence or protocol of traditions, customs, usages that are observed in the Maranao communities. Ijma refers to the existing laws long observed in the Maranao communities based on Islamic concept. Grave offenses (Miakamaolika) are to be settled in the Maranao traditional taritibadat or ijma. Authority is exercised by the group of leaders collectively called the Pelok-loksen (Council of Elders) each bearing a hierarchy of civil and religious titles such as sultan, radiamoda, cabugatan, cali, and imam. In case conflict arises involving members within the community, especially for members of same clan or groups, the traditional conflict management shall apply with the Tribal Council or Elders shall serve as the GRM Body²⁰.

I. Monitoring, Reporting and Evaluation

²⁰ Source: Atty. Renato S. Pacaldo, PhD, Professor at Mindanao State University, Marawi City

33. The overall goal of the monitoring process for the IPP is to:

- Ensure effective communication and consultation take place;
- Report any grievances that require resolution; and
- Allow project implementing staff and participants to evaluate whether the IP communities have maintained their rights, culture and dignity and that they are not worse off than they were before the project.

34. The EA through the implementing consultants will prepare semi-annual and annual progress reports which will include updates on IP beneficiaries, and any grievances received. Data will be disaggregated by sex and ethnicity. Monitoring and progress reporting will be the responsibility of the implementing consultants. At the local level, safeguards focal person will monitor on a regular basis, and coordinate the participatory monitoring by beneficiaries. The process of establishing participatory monitoring must begin with the identification of monitoring criteria by the beneficiaries themselves, against which they will judge the success or failure of project activities. Indicators for the monitoring will be those related to the processes (indicators that show implementation progress) and outcome (indicators that measure whether the IPP actions are successful). The outcome indicators reflect the results of the process. Annex 1 is the list of process, output, and outcome monitoring indicators.

35. Monitoring will cover: (i) process and implementation of activities according to the overall plans and schedules, including the delivery of information, the schedule of consultations and participatory exercises and any mitigation or enhancement measures; (ii) disbursement, expenditure and any budget issues; (iii) outputs and outcomes; and (iv) lessons learned. Based on the monitoring input in the quarterly progress reports, semi-annual social safeguards monitoring reports will be prepared and submitted to ADB for review and posting on the ADB website. Evaluation of the IP actions will be an integral part of the overall project performance monitoring system.

J. Institutional Arrangement

36. The executing agency (EA) is the Department and Public Works and Highways (DPWH). DPWH will engage Save the Children Philippines (SCP) as implementing consultants through direct contracting. A JFPR grant steering committee (GSC) composed of DPWH, DepEd, DOLE, DTI, and TFBM and with ADB as observer, will be set up to provide oversight and ensure alignment of the project with the BM-CRRP. DPWH will chair the committee, which shall meet biannually, or as needed, to review grant progress, agree on workplans and budgets, discuss policy actions and other concerns relevant to the components under the grant. SCP will report to the GSC bi-annually with narrative and financial reports, together with an updated workplan and projected disbursements for the next 6 months DOLE will oversee Component 1 (emergency employment), DOLE and DTI will oversee Component 2 (livelihoods), while DepEd will oversee Component 3 (education). A project implementation unit (PIU) will be established under the EA (DPWH), and will be staffed by individual consultants including a grant coordinator, a financial management specialist, a monitoring and evaluation specialist, and a procurement specialist.

Implementation Arrangement

37. The implementation arrangements for the IP actions, i.e., the beneficial measures, are integrated with the overall implementation arrangements of the project. The implementation of the IPP will be supervised by the GSC in coordination with local coordinators of DOLE, DTI, DepEd.

The EA through the implementing consultants will be responsible for implementing the measures to ensure an IP-sensitive and IP-responsive project in coordination with NCMF.

Table 1: Oversight Functions

Agency	Responsibility
Implementation consultant firm, SCP	Oversee and coordinate safeguards implementation throughout the grant. Submit semi-annual safeguard monitoring reports to EA. Communicate potential safeguards non-compliance to ADB promptly.
EA (Department of Public Works and Highways)	Responsible for the overall safeguards implementation and monitoring. Validate semi-annual safeguards monitoring reports and submit to ADB. Communicate potential safeguards non-compliance to ADB promptly. Oversee safeguard implementation for the Project, in coordination with the consultants, contractors and local authorities.
Asian Development Bank	Undertakes review missions and compliance with the grant agreement. Ensure project's compliance with ADB Safeguards Policy. Review the periodic monitoring reports submitted by EA to ensure that adverse impacts and risks are mitigated as planned and as agreed with ADB.

ADB = Asian Development Bank, EA = Executing Agency, SCP = Save the Children Philippines.
Source: ADB.

Table 2: Implementation Schedule

Activities	Indicative Schedule
Grant Implementation	January 2019-January 2021
Setting up of Grant Steering Committee	January 2019- March 2019
Setting up of Project Implementation Unit	January-March 2019
Recruitment of Implementation Consultant	January 2019 - June 2019
Implementation of IPP	January 2019 - January 2021
Internal Monitoring	Continuous, starting 2 nd quarter 2019
Submission of Internal Monitoring Report	Semi-Annual, Starting 30 June 2019

K. Budget and Financing

38. There is no separate budget requirement for implementing the IPP, as the actions are integrated into the overall implementation arrangements and total project budget

Appendix 1. The Emergency Employment and Livelihood Programs of the Department of Labor and Employment and the Department of Trade and Industry

1. Aligned with the Philippine government's poverty reduction and inclusive growth agenda, the Department of Labor and Employment (DOLE) seeks to reduce poverty and vulnerability to risks for the working poor and vulnerable and marginalized workers by providing emergency employment and promoting entrepreneurship and community enterprises. Implemented by the Bureau of Workers with Special Concerns (BWSC), the DOLE Integrated Livelihood and Emergency Employment Program has two components:

- (i) the *Kabuhayan* (livelihoods) program also known as the DOLE Integrated Livelihood Program (DILP); and
- (ii) the *Tulong Panghanapbuhay sa Ating Disadvantaged/Displaced Workers* (TUPAD) also known as the Emergency Employment Program (EEP).

2. The two components are implemented nationwide, either through accredited co-partners (ACPs) or DOLE direct administration. ACPs can be peoples' or workers' organizations, unions, associations, federations, cooperatives, business associations, faith-based organizations, educational institutions, or private foundations. To apply for accreditation, potential ACPs need to submit a certificate of registration, articles of incorporation, and audited financial statements. National government agencies and local government units (LGUs) can also be ACPs but do not need to apply for accreditation. Under direct administration, DOLE's regional, field or provincial offices directly administer the program.

3. **Micro-insurance.** Part of the package of assistance for TUPAD and DILP is the enrolment of beneficiaries to micro-insurance to protect them from possible risks such as accident/injury. In 2015, the DOLE and the Government Service Insurance System (GSIS) have forged a partnership through a Memorandum of Agreement, covering the beneficiaries under the GSIS Group Personal Accident Insurance (GPAI) with an **annual premium of ₱50.00** with the following package of benefits:

- a. Principal sum of ₱50,000 due to accidental death
- b. Medical reimbursement of not more than ₱5,000
- c. Bereavement assistance of ₱10,000
- d. Twenty-four (24) hour accident rider including commercial flying
- e. Sum of ₱25,000 subject to the terms and conditions of the standard GPAI Policy, for loss of life arising from unprovoked murder and assault.

COMPONENT 1:

1. **TUPAD** or EEP is a community-based package of assistance (at municipality or barangay level) that provides emergency employment for displaced workers, the underemployed and the unemployed poor. Employment is for a minimum of 10 and up to 30 days, depending on the nature of the work. TUPAD beneficiaries receive basic orientation on occupational safety and health; personal protective equipment such as hats and TUPAD t-shirts, enrolment in group micro-insurance; payment at 100% of the prevailing minimum wage based on validated daily time records and supported by a payroll; and skills training from the Technical Education and Skills Development Authority or its accredited training institutions under the Training for Work Scholarship Program.

2. **TUPAD beneficiaries.** Qualified beneficiaries are the underemployed, workers terminated because of retrenchment or permanent closure of an establishment, and self-employed workers (including farmers and fishermen) who have lost their livelihood because of natural disaster, economic crisis, armed conflict or seasonality of work. Only one member of a household may participate in the program in a year, unless the beneficiary becomes a victim of a disaster.

3. **Eligible projects are:**

- **Social community projects** including repair, maintenance, or improvement of common public facilities and infrastructure, debris clearing, de-clogging of canals, debris segregation and materials recovery, stockpiling and clearing;
- **Economic community projects** including repair, maintenance and/or rehabilitation of farm-to-market roads, bridges, post-harvest facilities, public markets, common service facilities such as production and display centers, fish ports, etc.; and
- **Agro-forestry community projects** such as tree planting, seedling preparation, and re-forestation.

COMPONENT 2:

4. **The DILP** is a DOLE flagship program that provides grant assistance for capacity-building in livelihood and entrepreneurial ventures for vulnerable and marginalized workers. The components are:

- Kabuhayan **Formation**, which provides startup capital for beneficiaries to venture into individual livelihoods, or collective enterprise undertakings.
- Kabuhayan **Enhancement**, which provides existing livelihood undertakings with additional working capital to enable them to grow into viable and sustainable businesses.
- Kabuhayan **Restoration**, which provides working capital for the re-establishment of lost or damaged livelihoods due to natural disasters or calamities.

5. **Services.** DILP beneficiaries can receive an array of services and transfers that include (i) training on business planning, basic entrepreneurship development, productivity and workers safety and health, and production skills; (ii) working capital in the form of raw materials, equipment, tools and other support services (support infrastructure such as common service facilities and training and production facilities can also be funded); (iii) enrolment in group micro insurance schemes; and (iv) continuing technical and business advisory services.

6. **Livelihood projects can be either individual or group-based.** In the group micro-livelihood category, the maximum grant assistance for an organization comprising 5-25 members is ₱250,000 (about \$5,000). Small livelihood groups of 26-50 members can obtain a maximum grant of ₱500,000 (about \$10,000). The grant for medium livelihood groups of more than 50 members is up to ₱1,000,000 (about \$20,000). Organizations managing a group project should have a project management team and a profit-sharing scheme. These should be stipulated in the business plan or proposal and in the memorandum of agreement. The amount of the assistance depends on the project's requirements.

7. Individual beneficiaries can receive a starter kit or *Negosyo sa Kariton* (Nego-Kart), up to a maximum value of ₱20,000 depending on what the project requires. The starter kit is a package of services to enable beneficiaries to quickly start a livelihood undertaking and become self-employed. It aims to engage them in sustainable self-employment through easy-to-learn livelihood

undertakings. Implementers provide services to help beneficiaries plan, set up, start and operate their livelihood undertakings, including:

- short-period training on production skills with entrepreneurship and business management
- self-instructional learning reference materials (handbooks and workbooks) on production, entrepreneurship and business management skills
- provision of livelihood tools, equipment, material and inputs, and
- provision of continuing business advisory and consultancy service at the Community Micro-Business Incubation Center.

11. **DILP target beneficiaries.** DILP's target beneficiaries are self-employed workers who are unable to earn sufficient income, unpaid family workers, low-waged and seasonal workers, workers who are or will be displaced, marginalized and landless farmers, marginalized fisher-folk, women and young people, persons with disability, senior citizens, indigenous people, victims of armed conflict and rebel returnees, and parents of child laborers. DOLE specifies that beneficiaries of the Pantawid Pamilyang Pilipino Program (4Ps) and government employees, including those at LGU level, are not eligible to participate.²¹ Beneficiaries are required to enroll in social insurance schemes like the Social Security System, PhilHealth and alternative social protection schemes.

12. **Eligible DILP projects** include (i) any that are priorities of the Regional Development Council, Regional Convergence Committee, and Regional Development Plan; (ii) any in industries identified as key employment generators (agribusiness, information technology, health and wellness, wholesale and retail trade, tourism, etc.); and (iii) those that promote Department of Trade and Industry priority products such as processed food, cacao, coffee, coco coir, wearable and home styles. The individual start kit priority projects are livelihood undertakings requiring simple service-oriented skills like massage, cosmetology, electrical servicing, plumbing, welding, native snack preparation, car wash, motorcycle repair, cellular repair, appliance repair, upholstery repair and so on. DILP also prioritizes any existing skills that beneficiaries acquired through formal training, or new skills that can be improved through short-period training. Ineligible projects include those that involve micro-lending, construction works, or purchase of motor vehicles (however, tractors, trailers and traction engines used exclusively for agricultural purposes may be funded.)

13. **DTI - Shared Service Facilities Program.** MSME Development (MSMED) is a key strategy to achieve the government's goal of inclusive growth and jobs generation. The 2013 General Appropriations Act (GAA) has earmarked funds under the budget of the Department of Trade and Industry (DTI) to implement its "Big Push" for MSME development. A major component of the MSMED Program is the Shared Service Facilities Program (SSFP) which aims to improve the competitiveness of MSMEs by providing them with machinery, equipment, tools, systems, skills and knowledge under a shared system.

14. The SSFP is being implemented nationwide with project partners termed as Cooperators, which may be any juridical entity such as but not limited to non-government organizations, people's organizations, cooperatives, industry/trade/business associations, local government

²¹This is to distinguish the program from the Sustainable Livelihoods Program (SLP) of the Department of Social Welfare and Development (DSWD), which primarily targets 4Ps beneficiaries. However, the SLP does not have sufficient resources to cover all 4Ps households, so it may make sense to revisit this policy. DSWD welcomes the provision of complementary services and programs to 4Ps recipients in the spirit of convergence.

units (LGUs), state universities/colleges technical vocational schools and other similar government and training institutions.

15. Beneficiaries of the project are the actual and potential users of the SSFP which should be predominantly cooperatives, associations or groups of MSMEs including MSMEs or individual entrepreneurs who may not be members of cooperatives, associations, corporations or organizations.

16. The SSFP is envisioned to attain one or more of the following objectives of the project:

- Enable MSMEs to increase their productivity;
- Accelerate MSME's competitiveness by giving them access to energy efficient technologies and more sophisticated equipment;
- Encourage the graduation of MSMEs to the next level where they could tap a better and wider market share and be integrated in the global supply chain;
- Take into account convergence where government resources are pooled and integrated;
- Address the gap and bottlenecks in the value chain of priority industry clusters.

17. For a project to be eligible, it has to meet the following criteria:

The proposed SSFP must address processing and manufacturing gaps or bottlenecks of the industry cluster brought about by any of the following:

- Absence of the needed facility
- Lack of capacity of an existing facility
- Cost of services of an existing facility is not affordable
- Lack of inadequate technical and administrative services that will promote and facilitate the growth of MSMEs within the priority industry clusters.

The proposed SSFP will increase the productivity of the industry cluster in terms of:

- Product improvement/Quality enhancement/Marketability
- Price competitiveness
- Conformity to standards

Appendix 2. List of Process, Output and Outcome Monitoring Indicators

Process Indicators	
Demographic Baseline	<ul style="list-style-type: none"> • The numbers of affected IPs/EMs by category of impact, gender, age, habitat (village etc), income, status and position • Number of households with handicapped, elderly or invalid members • Number of female headed households • Number of vulnerable households (poor, elderly) • Number of births and deaths
Consultation & Participation (C&P)	<ul style="list-style-type: none"> • Number of C&P activities that occur – meetings, information dissemination, brochures; flyers, training • Percentage of IP/EM women as participants; number of meetings exclusively with women • Percentage of vulnerable IP/EM groups represented / attending meetings; number of meetings exclusively with vulnerable groups. • Languages used at meetings
Beneficial Measures	<ul style="list-style-type: none"> • Progress of implementation of beneficial measures against plan • Number of activities that occur/completed – such as mapping, employment and livelihood enhancement interventions • Percentage progress against timelines and budget
Grievance Redress	<ul style="list-style-type: none"> • Total number people/groups using the grievance redress procedure. • Number of distinct people/groups. Any group with significantly more grievances? • How many times has a household submitted the same grievance? • Number of grievances resolved? • Length of time taken to be resolved? • Types of grievance categories and prevalence.
Implementation problems	<ul style="list-style-type: none"> • Identified delays – (days, cost) due to personnel, capacity, insufficient funds, etc. • Number of times implementation schedule revised.
Output Indicators	
Benefit monitoring	<ul style="list-style-type: none"> • The number IPs/EMs beneficiaries of emergency employment and livelihood programs gender, age, habitat (village etc)
	<ul style="list-style-type: none"> • How many IP/EMs with enhanced business skills
	<ul style="list-style-type: none"> • Number of peace education and mother-tongue and culture sensitive learning and teaching materials produced and distributed to IP/EM communities
	<ul style="list-style-type: none"> • Number of schools in IP/EM communities benefited from the project (equipment; training of teachers)
Outcome Indicators	
Consultation and Participation Program	<ul style="list-style-type: none"> • Awareness of ethnic minority issues among implementing stakeholders. • Awareness of IPP mitigation and beneficial measures amongst recipients. • Awareness of project details amongst stakeholders • IP perception of effectiveness, cultural appropriateness and inclusiveness of consultation measures. • Attendance at C&P activities

	<ul style="list-style-type: none"> • Level of involvement by IPs/EMs and representatives in the design and implementation of C&P and project activities
Enhanced dignity of ethnic minority groups, integrity of traditional kinship networks and livelihood patterns	<ul style="list-style-type: none"> • Changes in religious/ cultural practices • Changes in cultural governance • Participation in cultural governance (by gender, status) • Changes in condition of schools, public or community buildings, temples • Numbers of religious/cultural events and persons • Participation in cultural/religious events (by gender, time/resources allocated)
Livelihoods and living standards	<ul style="list-style-type: none"> • Major asset inventory – e.g. vehicle, phone, tools, kitchen equipment • Changes in patterns of occupation, production, and resource use. • Changes in income and expenditure patterns • Cost of living changes – market prices etc. • Vulnerable groups – status, relative income, livelihood • Education – literacy and numeracy level in national/ethnic language • School attendance of IPs/EMs (by sex and age) • What changes have taken place in key social and cultural parameters relating to living standards- eg. gender roles of production • Has the situation of the IPs/EMs improved, or at least maintained, as a result of the project