

Action for Conflict Transformation (ACT) for Peace Programme

Annual Report

2010

I. Introduction

The ACT for Peace Programme as the fourth phase of the UN Multi-donor Programme has been designed to be peacebuilding and development intervention to respond to the changing peace and development context in Mindanao and address the continuing vulnerability of many of its communities. Evolved from being a humanitarian and socio-economic response to the GRP-MNLF Final Peace Agreement in its earlier phases, the Programme embarked on a purposive and integrated program for the promotion of human security and the culture of peace in conflict-affected and conflict-vulnerable communities inclusive of MNLF or MILF-affiliated communities and other vulnerable or marginalized areas due to conflicts related to presence of other insurgent and armed threat groups. Informed by the lessons drawn from its over a decade of experience in relief, early recovery and rehabilitation efforts, and working with non-state actors, it sought to build capacities of communities and institutions to develop and strengthen a peace constituency necessary for sustaining efforts to improve quality of life in the communities it is assisting.

Operating in an environment characterized by fragile peace and weak human security conditions, a protracted war between ideology groups and government forces causing periodic displacement, pockets of local conflicts due to clan feuds and other situations of unpeace, the Programme focused on raising the consciousness and participation of stakeholders to collaborate in various peace and development initiatives at the local, meso and macro levels.

Central to the Programme's peace and development framework is the transformation of individuals, communities, organizations and institutions into peace resource. It aims to effect changes at the personal, relational, structural and cultural levels among key actors, institutions and communities---to transform conflicts, build structures and mechanisms and strengthen critical partnerships that will nurture peace and development initiatives in the region.

This Theory of Change is anchored on the two-pronged strategy of the Programme that involves grassroots peacebuilding adopting the Peace and Development Community (PDC) Framework and enhancing the enabling environment towards a more coherent, participatory and institutionalized action agenda for Mindanao peace and development.

The Peace and Development Community framework was modeled in 278 conflict-affected, conflict-vulnerable and post-conflict areas representing 7 % of the estimated 3,833 conflict-affected areas in Southern Philippines. Results of assessments show that the PDCs can be a viable model for transforming vulnerable areas into self-reliant and resilient communities. The PDCs have demonstrated capacities and potentials to become "spaces for peace" not only in terms of conflict prevention and coping with effects of conflicts but also in the capacity to help others recover from violent conflicts and pursue grassroots peace and development initiatives.

The Programme has also contributed to the popularization and localization of peace and conflict lens as an innovative approach in planning, policy-formulation and implementation of development programs among local, regional and sub-national government agencies and non-government organizations. It has also built capacities and strengthened critical partnerships among key actors and institutions from the government, local government units, civil society, the private and business sectors, academe, media and the religious groups including the security sector in pursuit of peace, security and development.

Relying on its over a decade of peace and development experience, the Programme now offers the Peace and Development Community as a viable model for transforming conflict-affected and vulnerable areas into self-reliant and resilient communities. It likewise provides a framework for reintegration of former combatants based on learning and experience in the transformation of these war veterans into Peace and Development Advocates. Moreover, government structures and institutions capacitated in conflict transformation have become viable infrastructures and platforms to promote and pursue sustainable peace and development for Mindanao.

The succeeding sections of this report detail the Programme's modest accomplishments and results as well as the challenges, lessons and good practices realized in its five-year operation.

II. Programme Background

- The fourth phase of the Government of the Philippines-United Nations Multi-Donor Programme (GoP-UN MDP) that started in 1997 as a humanitarian assistance in support to the implementation of the GoP-MNLF 1996 Final Peace Agreement.
- Implemented in June 2005 until May 2010. It ran a no-cost extension phase from June to December 2010 to complete the implementation of its early recovery projects under the European Union (EU)-funded Strengthening Response to Internal Displacement in Mindanao (StRiDe-Mindanao) Project¹ for 30 IDP communities and AECID-funded intervention covering 24 early recovery sites.
- Has evolved into a major peacebuilding and conflict transformation initiative in Southern Philippines in pursuit of the UN Development Assistance Framework (UNDAF) Outcome # 5 and the national government's peace agenda as outlined in Chapter 14 of the Medium Term Philippine Development Plan (2004-2010). It is also responsive to the Millennium Declaration's overarching goal of reducing poverty by 2015.
- Implemented by the Mindanao Development Authority (MinDA) and the ARMM Regional Government; managed by the United Nations Development Programme; and, with funding support from the Governments of Australia, New Zealand and Spain, and the European Union.

Goal: To contribute to the promotion of national harmony and a just conclusion of the Government's peace process.

Purpose: To strengthen the peacebuilding efforts and sustain the gains for peace and development in Southern Philippines.

Coverage:

- 19 provinces in Southern Philippines including the province of Palawan
- 278 Peace and Development Communities (PDCs)
- 30 IDP communities
- 24 recovery sites

Partner-Beneficiaries:

- Moro National Liberation Front (MNLF)
- Peace and Development Advocates Leagues (PDALs) and Alliances
- Local Government Units
- Government agencies (including the security sector)
- Civil Society / NGOs / Peoples Organizations
- Culture bearers: academe, media and religious sectors
- Other Donor-funded peace and development programs

Over a five-year period of implementation, the Programme operated in an environment of opportunities and challenges that have contributed to its performance and achievement of its targets and expected outcomes.

¹ The project is a successor phase of the Government of the Philippines-United Nations Development Programme and the European Commission (GoP-UNDP-EC) Programme on Rehabilitating Internally Displaced Persons and Communities in Southern Philippines (IDP Programme) that was undertaken in 42 IDP communities from August 2004 to January 2006. The StRiDe-Mindanao project was implemented under the ACT for Peace Programme from March 2009 until November 2010.

The Programme started in 2005 with positive outlook for implementing a peace and development model for the grassroots supported by a framework for building a peace infrastructure that will enable and sustain the transformation of conflict-affected, conflict-vulnerable and post-conflict areas. Drawn from the Programme's seven years of experience from Phases 1, 2 and 3, these parallel frameworks are intended to champion and strengthen local peace and development initiatives so they may effectively contribute to the larger peacebuilding efforts of the national government.

In line as well with its exit strategy, six program thrusts were drawn up in 2009 to guide the Programme in completing its deliverables vis-à-vis targets set in the Logical Framework of Analysis. These core strategies aim to ensure the movement of Programme implementation from Application to Adaptation Phase in the mainstreaming of peacebuilding principles and transformative practices among its key stakeholders and target communities.

The Six Core Strategies

- 1) Rebuilding, expanding and consolidating peace constituency which refers to the strengthening and institutionalizing of peace mechanisms in PDCs particularly affected by armed hostilities in 2008;
- 2) Communicating peace which includes information, education and communication (IEC) and knowledge management to systematically share the gains and good practices in social cohesion building and conflict prevention in the PDCs to other communities and the larger public;
- 3) Enhancing gender mainstreaming where gender concerns and rights are more purposively integrated in peacebuilding processes;
- 4) Advancing community enterprise development providing greater opportunities to PDCs to establish sustainable sources of livelihood;
- 5) Sustaining social services which contributes to improvement of quality of life and promotes relations building in the PDCs through implementation of basic community facilities; and,
- 6) Rebuilding communities through assisting PDCs and other communities affected by conflict to rebuild social cohesion and governance functions to include the provision of basic services and economic recovery opportunities.

Development Objectives and Intended Results

Outcomes	Components	Key Areas of Interventions
Transformation of PDCs and other conflict-affected and conflict-vulnerable areas is sustained and community efforts to develop and advance their own initiatives for peace are harnessed	Component 1: Strengthening Social Capital for Peacebuilding	<ul style="list-style-type: none"> • Capacity-building and Strengthening People's Organizations and Local Social Formations (LSFs) • Expanding peace constituencies and inter-PDC/barangay peace initiatives • Mainstreaming local social healing and peacebuilding practices in barangay governance
	Component 2: Promoting Human Security through Improved Access to Basic Services	<ul style="list-style-type: none"> • Health and sanitation-promoting projects • Reproductive health-support facilities • Potable water supply • Women's health and rights promotion • Emergency relief assistance • Early recovery of conflict-affected/IDP communities

Outcomes	Components	Key Areas of Interventions
	Component 3: Promoting Human Security through Community Economic Development	<ul style="list-style-type: none"> • Sustainable agri-based livelihood (farm and related activities) • Community-based enterprise development (non-farm activities) • Capacity-building of POs and Cooperatives
Peacebuilding and conflict transformation (prevention, management and resolution) capacities of actors and institutions are strengthened and institutionalized	Component 4: Building Stakeholders' Capacity for Conflict Transformation	<ul style="list-style-type: none"> • Improving conflict transformation competencies of institutions • Strengthening peace-responsive government organizations and CSOs • Providing enabling mechanisms to support stakeholders' initiatives
Critical partnerships towards sustaining an environment of trust, confidence and collaboration for peace and development are strengthened	Component 5: Promotion of the Culture of Peace (COP) towards Peacebuilding and Conflict Prevention	<ul style="list-style-type: none"> • Enhancing local capacities of culture bearers for peace building and development • Establishing vertical and horizontal linkages for the promotion of the Culture of Peace • Promoting and advocating the Culture of Peace in more mainstream venues

III. Accomplishments and Contributions to Peace and Development Outcomes

The following are the results of Programme interventions achieved through its two-pronged strategy -- PDC Development and Transformation, and Enhancing the Enabling Environment. PDC strengthening aims to strengthen the capacities of communities to become self-reliant and resilient to violent conflicts. Enhancing the Enabling Environment strategy on the other hand, seeks to develop the capacities of duty and culture bearers and other key actors and institutions to integrate, practice and institutionalize peacebuilding principles, values and concepts in their structures and systems.

Summary of Programme Achievements Toward Outcomes

TARGETS	ACCOMPLISHMENTS (as of Dec 2010)
Fully attain the Programme target of 263 PDCs by end of 2009	Exceeded target by 15 (an increase by 6%). Total of 278 PDCs covered by the Programme as of Dec 2009.
227 PDCs in advance stage of development and transformation	Exceeded target by 18 (an increase by 8%). Total of 245 of the 278 PDCs are in advance stage of development and transformation (stages 4-6).
126 new communities replicating the PDC approach	Exceeded target by 15 (an increase by 12%). Total of 141 communities are undergoing initial transformation following the PDC approach.
19 PLGUs, 41 MLGUs and 21 PDA Leagues and Alliances with enhanced capacities in peacebuilding and conflict transformation	Fully Achieved.
21 PDA leagues and alliances in various phase of transformation are implementing peacebuilding projects	Fully Achieved.
19 PLGU-level partnerships on peacebuilding	Fully Achieved.
6 regional partnerships on peacebuilding	Fully Achieved.
60 schools of peace modeling the integration of the Culture of Peace and Peace Education	Fully Achieved.

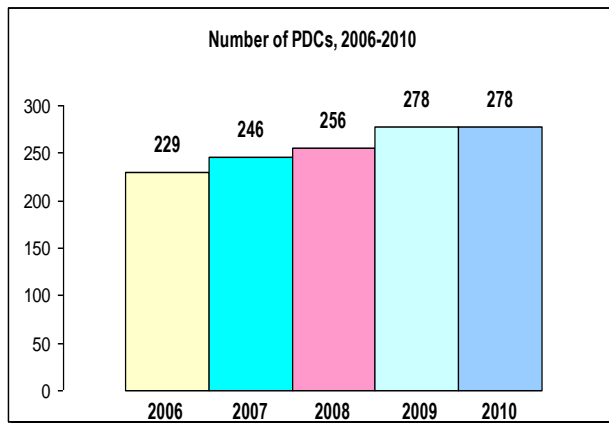
Overall, Programme targets have all been achieved in terms of quantity. However, a total of 33 PDCs out of 278 still remain in the early stages of transformation (stages 1-3) and 54 early recovery sites still require continued assistance in transitioning towards recovery and development. Continued transformation processes in all 87 communities will enable them to progress in the peacebuilding and conflict transformation ladder.

In doing so, there is a need to further enhance the governance, policy and oversight environment to be more responsive to the peace and development aspirations of these communities. The peacebuilding approaches developed by the Programme may be further fine-tuned and enhanced to become more applicable to a wider cross-section of LGUs. This will make LGU operations more conflict-sensitive and peace promoting in the areas of local development planning, project management, and peace and conflict mechanisms.

A. PDC Development and Transformation

The Peace and Development Community (PDC) is the nexus of the conflict transformation strategy of the ACT for Peace Programme. Through the preceding phases of the UNMDP, the PDCs have evolved from being marginalized and unstable communities to being self-reliant and resilient and have become active participants in local development and peacebuilding.

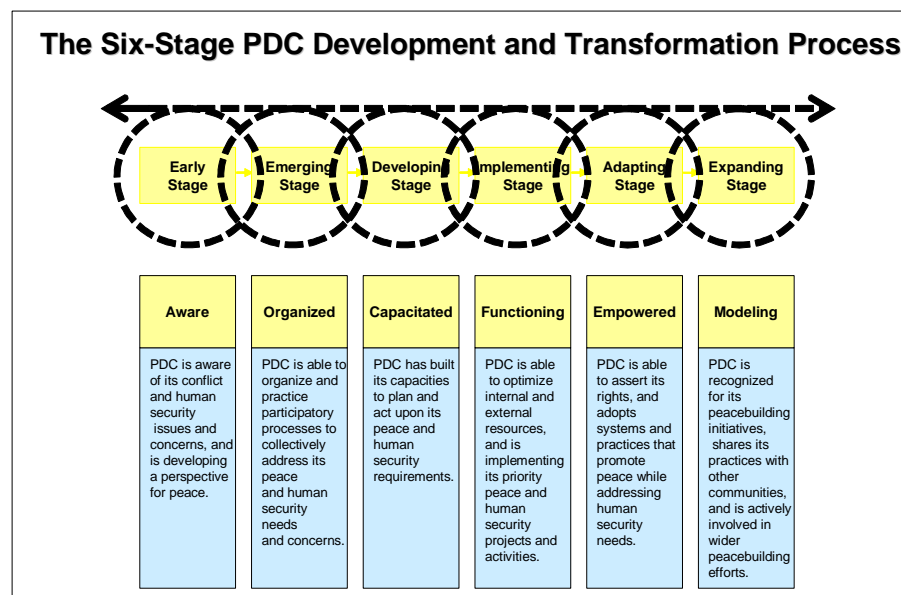
Taking off from the phase 3 of the UN Multi-Donor Programme, ACT for Peace started with 163 PDCs which received continued services, while working at the same time for expansion to new sites. As of end of 2009, total number of PDCs covered has reached 278, a 6% increase over original target of 263 PDCs. Specific interventions have been provided to the PDCs ranging from community activities like organizing and mobilization; provision of direct services, start-up support for livelihood projects and agri-based enterprises; and technical assistance through various capacity building activities.



A PDC is....

- A conflict-affected and/or conflict vulnerable or prone area
- A validated lack of basic services or belonging to the bottom 20 barangays in the province
- Had been a relief and rehabilitation site of the Programme
- Located strategically that makes it suitable for industry-based or integrated area development
- Presence of tri-people or indigenous community
- With clear commitment of support from LGU, and,
- Existence of other donor's support or of potential for complementation with other donor program

The PDC development is measured through a monitoring and evaluation framework and system that involves a six-stage transformation process. The process follows a cyclical growth pattern with each PDC undergoing changes in varying degrees across different timelines.



The degree to which each PDC has progressed or regressed is determined periodically through a participatory assessment process. The 2010 PDC assessment results informed that:

- 88% of the 278 PDCs are already in the advance stage (stages 4 to 6) based on the six-stage transformation and development process exhibiting advanced capacities of community transformation and able to facilitate participatory community peace and development processes.

PDC Transformation Achievements						
PDC Stage	Baseline Results		2010 Target		2010 PDC Assessment Results	
Stages 1-3 (Early)	53	35%	51	18%	33	12%
Stages 4-6 (Advance)	100	65%	227	82%	245	88%
Total	153	100%	278	100%	278	100%

- Of the total number of PDCs, 12% or 33 PDCs are in the early (stage 1-3) with developed skills in planning and implementation of peacebuilding initiatives having gone through intensive capacity-building activities and “learning by doing” projects. The sustainability of these initiatives however needs to be ascertained and further supported as capacities developed are still to be institutionalized or mainstreamed in the communities’ socio-political structures. Only one PDC (Lapid Lapid in Tawi-Tawi) regressed to stage 2. During the assessment period, strong political dynamics were observed in the PDC that hindered participatory governance and slowed down local development initiatives. Efforts have been made at the Programme level to address this concern in order to continue the peacebuilding practice in the PDC.
- The PDCs have modeled peace-based approach to project implementation highlighting participatory process and multi-stakeholders' representation. Tangible projects become "venues" for convergence and social cohesion building.
- The PDC approach has facilitated the interface of local conflict management system with mainstream peacebuilding approaches where indigenous systems and traditional structures for conflict resolution are harmonized with internationally-acknowledged peace principles, values and practices.

Summary of Results

a. Increased participation in peace-based development processes and access to peace and development opportunities

- 389 Peoples Organizations (POs) and 612 Local Social Formations (LSFs) have enhanced skills on conflict management, development planning, implementation and management processes, financial and internal control system and management, organizational development, Islamic Leadership and Governance and the culture of peace. These POs and LSFs are applying peacebuilding principles which are reflected in their active engagement in traditional conflict management mechanisms like the Council of Elders and Indigenous People (IP) leaders in the resolution of local conflicts.

PDC Replication	
ARMM	35
1. Sulu	4
2. Basilan	13
3. Tawi-Tawi	3
4. Maguindanao	10
5. Lanao del Sur	5
SCM	76
6. Cotabato City	11
7. Sarangani	32
8. So. Cotabato	32
9. Sultan Kudarat	1
WM	27
10. Zambo del Norte	20
11. Lanao del Norte	7
Caraga	3
12. Agusan del Sur	3
TOTAL	141

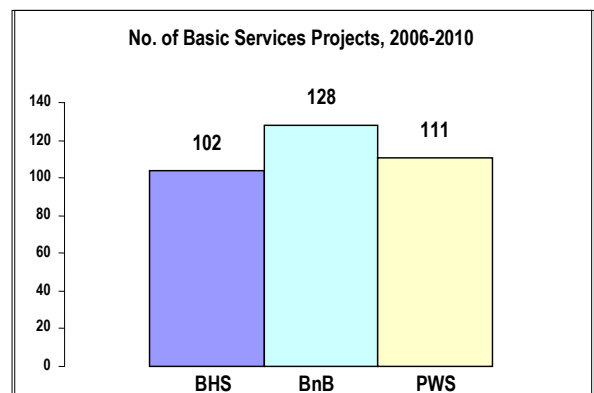
Features:

- ☐ Convergence area
- ☐ Following basic processes of the PDC
- ☐ Declared by the LGU with commitment of support
- ☐ With Community Declaration

- In addition to 278 PDCs, 141 new communities are replicating the PDC transformation approach in their own community development processes. This came about largely through the initiative and leadership of their respective LGUs which saw in the PDC Framework a viable development strategy for their barangays. These communities are serving as convergence areas of projects from the MLGUs, PLGUs and other local service providers. Community stakeholders agreed to adopt the PDC approach through consultation process. The LGUs of these communities have committed and/or provided continuing support to sustain the initiatives started.

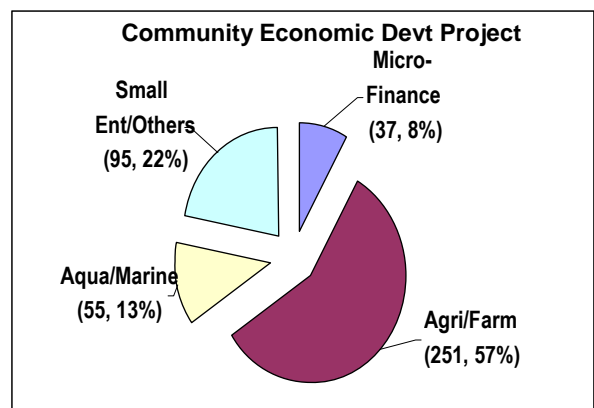
b. Improved community access to basic services

- The PDCs received assistance to implement a total of 779 community projects that they directly managed. A total of 102 PDCs were provided Barangay Health Stations (BHS) equipped with medical equipment and instruments. About 143,060 men, women and children representing the vulnerable groups have availed of the health services through the BHS. The health facilities have contributed to the reduction of preventable diseases and promoted correct hygiene and sanitation practices in the PDCs.
- Complementing the BHS projects is the operation of 128 Botika ng Barangay (BnB or village pharmacies). Ensuring improved access by women to medical services and resources, these projects are all managed by women's associations.
- Safe and continuing water supply through the provision of 111 potable water systems improved the health and sanitation condition of 25,029 households in 95 PDCs. The water systems contributed to the decrease of incidence of waterborne diseases. Organized Barangay Water System Associations (BAWASAs) in these PDCs maintain and sustain the operations of the water system and its safety.
- Out of 30 barangay health volunteers from 30 PDCs who became recipients of the Programme's Scholarship Project on Step Ladder Curriculum for Health Workers, 22 completed the midwifery course, with eight of them passing the board exam as of to date. These health workers are currently serving either in their respective communities or in the Municipal and Provincial Hospitals. Six health volunteers dropped from the course while two have incomplete status due to difficulty in coping with the course's academic requirements.



c. Improved capacities and competence of community to undertake community economic development processes

- 438 community economic projects implemented in 238 PDCs improved economic status of PDCs particularly those which made use of their indigenous and local resources. These projects provided employment opportunities and income generation for the residents including women. Identification and development of the projects were collectively done by the community members through the Barangay Development Planning (BDP) activity and community consultations.



- Of the 438 CED projects, 352 are being managed by 268 POs. 155 POs have established internal resource generation through capital build-up. 23,149 PO members, 45% of which are women members, are benefiting from the operations of these economic projects. The projects provided employment opportunities to about 1,200 individuals.
- Commodity-based industry development employing value-adding and value-chain strategy was modeled by the Programme in 2009² in 25 PDCs that have shown strong potential for wider market access within and outside the PDC.

- Establishing partnership with institutions for appropriate technology and financial support to these projects was also realized. About PhP 7 million was generated as counterparts from LGUs and other service providers that complemented the Programme's economic investments in the PDCs. For instance, the USAID-funded Growth with Equity in Mindanao (GEM) Program has complemented the Programme's Community Economic Development projects in ARMM, SCM and WM in the areas of production, processing and marketing. Technical and marketing support were also generated from concerned government agencies like the Department of Trade and Industry (DTI), Department of Science and Technology (DOST), Technical Education and Skills Development Authority (TESDA), Philippine Coconut Authority, among others.

Area	CED Projects Applying Value-Chain Approach
PDCs Bunao, Kalkam & Palian (So. Cotabato); PDCs Tambilil, Katubao, Datu Dani, Lumatil, Baliton, Cablalan, Sapu Masla, Tuyan, Lun Padido & Baluntay (Sarangani)	"Coco-Sugar Production
PDCs Poblacion, Kima, Katipunan, Dalama, San Roque, Labatan and Minundas (Payao, Zambo Sibugay)	Seaweeds Production and Trading
PDC Pob 2 (Santiago, Agusan del Norte)	Swine Production and Meat Processing
PDC San Antonio (RTR, Agusan del Norte)	Abaca Trading and Processing
PDCs Bolhoon and San Miguel (San Miguel, Surigao del Sur)	Muscovado Production and Processing

- The Programme embarked on massive promotion and development of agri-based economic projects through technology transfer and market linking in selected PDCs that have shown high potential for commercial production. A total of 72 Community Economic Development Barangay Facilitators/Para-Technicians (Para-techs) were trained and deployed to assist in the implementation and sustainability of 16 specialized CED projects in pre-selected PDCs. A total of 97 PDCs participated in the pilot endeavor. The transfer of scientific and advance knowledge on agri-fishery industry of the Para-techs to the POs in the PDCs through the conduct of orientation, trainings, and actual demonstration is required to ensure proper implementation and sustainability of CED projects. It enhances the PO's capacity to increase productivity and produce more quality products that can be traded to both local and international markets. For instance, the POs for the seaweeds project of seven PDCs in

16 specialized CED projects in selected 97 PDCs

- Aqua-marine (fish cage & seaweeds)
- Inland fishing (shrimp, milk & tilapia pond production)
- High-value crops production (cassava, rubber, coffee & vegetable)
- Micro-finance
- Organic agriculture
- Muscovado sugar and coco sugar
- Meat processing
- Livestock & poultry

Commodity Complementation Established

- The coco sugar project at PDC Palian, Tupi, South Cotabato became a pilot project of the Kasaganaan sa Niyogan ay Kaunlaran ng Bayan (KAANIB) Program, a 3-year national program of the Department of Agriculture
- Federation of Para-techs in South Central Mindanao was formed to rationalize and strengthen strategies in CED project implementation
- Para-techs in Caraga was also federated and prepared business plan to engage the CED projects into higher forms of business.

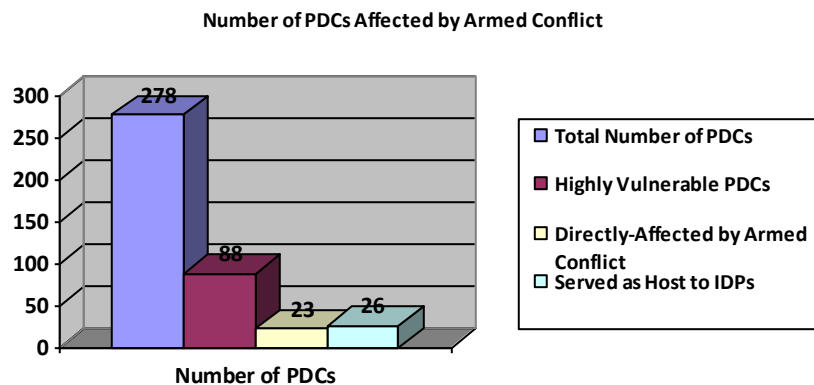
² Rapid CED Assessment was conducted in the first quarter of 2009 to determine the potentials of existing CED projects for value-adding/enhancement and to identify industry-based CED projects as main focus

Payao, Zamboanga Sibugay were trained to produce high quality variety seaweed products to meet the standard of processors in the country.

- The Para-techs also served as catalysts to bridge the CED projects to the target market. The recognition of the Para-techs' role by LGUs and other institutions like the Agri-Fishery Councils (AFCs) and Philippine Coconut Authority (PCA) of the Department of Agriculture, GEM Program, Land Care Program, among others, provided the opportunity for the POs and Para-techs not only to be updated on the latest technology in agri-enterprise implementation but also facilitated the linking of their products to the wider market both local and international. The network also established commodity complementation among PDCs and neighboring communities to meet the market demand for volume and quality.

d. Built resiliency of PDCs to violent conflicts

Based on the 2008 PDC Conflict Vulnerability Assessment done by the Programme, 88 PDCs were considered as highly vulnerable to violent conflict. However, only 23 of these PDCs were directly-affected by the 2008 armed conflicts and experienced sporadic and short displacement. On the other hand, 26 PDCs were indirectly affected being used as evacuation camps or resettlement areas. These PDCs are in their advance stage of transformation (stages 4-6) and were able to manage conflicts by employing peace negotiation with actors to conflicts to mitigate and reduce their vulnerability to the ill effects of conflict. Other PDCs served as hosts and extended assistance to the IDPs. Even those displaced showed capacity to recover early even while in the evacuation camps and participated actively in the return and rehabilitation efforts assisted by the Programme in partnership with the local government units, NGOs and government agencies.



e. Responding to Humanitarian Crisis

Throughout its five years of implementation, the Programme operated in an environment where armed conflicts continue to occur due to uncertainty and disruptions in the GRP-MILF peace process. The violent conflict in August 2008, which was an offshoot of the aborted signing of the Memorandum of Agreement on Ancestral Domain (MOA-AD), brought about massive displacement of more than 700,000 individuals. Emergency and relief assistance poured in to assist the IDPs in the different evacuation camps, 31 which still exist as of November 2010³ even as the number of evacuees has steadily declined since the 3rd quarter of 2009. The returning IDPs were next assisted in their early recovery and rehabilitation.

The government embarked on an Early Recovery (ER) Program that encouraged and facilitated the return of IDPs to their communities of origin, or to relocate to new sites. Parallel to this, the Programme developed its own Early Recovery Framework⁴ (*"From Saving Lives to Restoring Human Dignity"*) in December 2008, to complement its peacebuilding thrust and ensure a more effective, conflict-sensitive delivery of humanitarian support to IDP communities.

³ DSWD update as of 15 Nov 2010 (as reported in the IDP Study Final Report by Rudy Rodil)

⁴ The Early Recovery Framework is guided by a set of basic principles working towards equitable, inclusive and sustainable human development. These principles are based in a rights-based approach that embraces non-discrimination to which all recovery interventions reflect the articulated priorities and needs of the affected communities.

On such basis, the programme actively pursued the recovery and restoration of basic services in the conflict-affected PDCs in late 2008. This was followed by a bigger recovery intervention under the EU-funded project, StRIDE-Mindanao in 30 IDP sites which the Programme implemented as a new component starting in March 2009 until November 2010. The project sought to contribute to the establishment of durable solutions to internal displacement in Mindanao. At the same time, Programme's response to internal displacement was also strengthened through additional resources for humanitarian assistance provided by the Spanish government in the last quarter of 2009 to cover another 24 conflict-affected communities. To date, around 74,000 families have received humanitarian assistance from the Programme through these interventions.

Humanitarian assistance, including those for families affected by natural calamities, ranged from food to non-food items, shelter, water and sanitation and hygiene (WASH), and camp management support. Total assistance extended by the Programme amounts to PHP 92.38 million. LGU capacities on disaster management capacities and risk reduction for IDPs were strengthened. Noteworthy also are the 24 Caraga Action and Responders (CARE) Teams⁵ that were organized and trained on land and water search and rescue and are now actively supporting initiatives for local disaster management across the four provinces of the Caraga region.

B. Enhancing the Enabling Environment

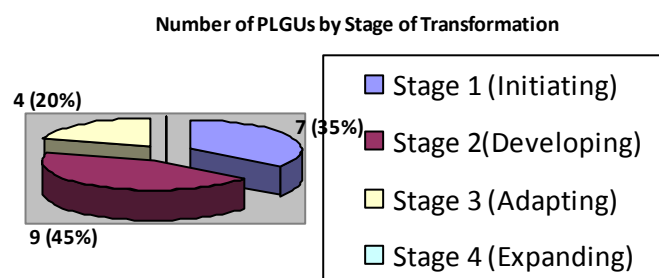
B.1 Building Stakeholders Capacities in Peacebuilding and Conflict Transformation

The achievements were made in the areas of capacity building and institutional development that showed the transformation of key actors and organizations into peace structures and resources actively supporting peace initiatives in Mindanao. This peace infrastructure composed of key regional and national government agencies, local government units, Peace and Development Advocates' Leagues and Alliances, the Moro National Liberation Front (MNLF) as well as elements of the security sector.

Peacebuilding principles, concepts and approaches now form part of the internal system and operation of these institutions. These include the application of Conflict Analysis, Peace and Conflict Impact Assessment (PCIA) tools and the practice of Culture of Peace in development planning, investment programming and policy-formulation.

Relevant structures and mechanisms like Peace and Development Committees, Technical Working Groups, Disaster Response and Management Teams at the provincial and municipal levels were established and strengthened. These mechanisms have facilitated a more coordinated disaster response, relief, early recovery and rehabilitation efforts for communities affected by armed conflicts and natural disaster.

Following the four-stage process of LGU transformation, the PLGU assessment as of end of 2009 showed that seven PLGUs are in stage 1; nine (9) in stage 2; four (4) in stage 3. None of 14 PLGUs assessed then has reached stage 4.



⁵ 22 from PDCs covered by the Programme, 1 non-PDC and 1 team composed of representatives from the PNP, DepEd & DILG) comprising of 204 rescuers (Male-177; Female-27) trained by the Provincial Disaster Management Council of Agusan del Sur through Search and Rescue of Agusan del Sur (SARAS)

In addition, at least 83 or 58 % of the 144 MLGUs within the coverage area of the Programme were already providing technical and financial support to PDCs indicating that LGUs are already investing in peacebuilding initiatives.

The LGU-PDAL Stages of Transformation

Stage 1 (Initiating) The conflict transformation and peacebuilding capacities of the LGU and PDAL are at basic level. With their introduction to peace and conflict transformation concepts and frameworks, they are appreciative of these and are beginning to apply the tools and approaches in deepening their understanding of peace and conflict conditions at the community level.

Stage 2 (Developing) The LGU and PDAL structures and mechanisms for conflict transformation and peacebuilding processes and approaches are in place and functional. Recognizing their role in peacebuilding and conflict transformation, they create or adjust mechanisms, processes and approaches to transform conflicts and build peace based on the demands of conflict-affected and vulnerable communities.

Stage 3 (Adapting) The LGU and PDAL have established a track record of success in peacebuilding work and conflict management as it effectively responds to specific contexts—applying recognized peace principles and standards through collaborative efforts. These achievements are duly recognized by their constituency as well as other groups.

Stage 4 (Expanding) There is coherence in the LGU and PDAL responses to peace and conflict situations ensuring that peace initiatives and gains are adapting to emerging changes and challenges. Having fully developed their capacities in peacebuilding and conflict transformation, they reflect on and share their learnings and experiences to serve as model for replication by other LGUs, PDALs and groups.

Summary of Results

a. Mainstreaming Peacebuilding Processes in Government Agencies and Local Government Units

Central to the capacity building efforts of the Programme for key peace-responsive government institutions and local government units is the mainstreaming of peacebuilding principles, concepts and approaches. These include the application of the Conflict Analysis, Peace and Conflict Impact Assessment (PCIA) and Conflict-Sensitive and Peace-Promoting development management processes.

- **Conflict Management Mechanism**

The role of the civil society in peacebuilding and conflict transformation was further strengthened in Zamboanga del Sur with the passage of a resolution from the Provincial Peace and Order Council (PPOC) recognizing the Provincial Council of Elders as an effective traditional mechanism to manage conflicts. To date, the COE continues to assist the local government in conflict resolution particularly family feuds in the area as a member of the PPOC. This further broadened the peace constituency at the province level, with more institutions actively involved in conflict management to settle family feuds or “rido”. The COE was also instrumental in the safe return of evacuees to their places of origin in the province of Zamboanga del Sur.

Conflict management mechanisms at the PDC level are also recognized through the Peace Core groups consist of key leaders in the PDC initiating dialogues, inter-PDC collaborative works and peace advocacy. Peace core groups in some PDCs organized a number of peace dialogues involving the security groups, the LGUs, MNLF, community elders and even parties to the local conflict issues to address particular security tensions gripping these communities. In Maguindanao PDCs for example, the “Panlima” or Traditional Leaders and the BLGU officials who were capacitated on conflict management were effectively mobilized to manage and resolve conflicts with the Panlima addressing the conflicts among Muslims and the barangay officials addressing conflicts involving the Christians. In addition, the Council of Elders in PDC Kabuling who were also trained on conflict management acted as mediators to solve conflicts involving community members.

- **Conflict-Sensitive and Peace-Promoting Planning, Monitoring and Evaluation**

The partnership with the National Economic Development Authority (NEDA) and the Department of Interior and Local Government (DILG) opened avenues for mainstreaming peace-based approaches in regional and local planning, investment programming, monitoring and evaluation. In addition, the Programme has also partnered with the Mindanao NEDA regional offices in strengthening their database for monitoring and evaluation. To date, the NEDA Region XI in collaboration with the NEDA offices in Regions 9, 10, 12, 13 and the ARMM-RPDO has already operationalized its Information Systems Program through the SZOPADWare that integrates data and information of the Peace and Development Communities (PDCs). The SZOPADWare is a database management system that integrates both peace and development indicators and information in the areas covered by the former Special Zone of Peace and Development (SZOPAD). The system was developed and managed by NEDA during the early phases of the Programme implementation and managed by NEDA.

The ACT for Peace Programme has shared its peace-based M and E to these two key government agencies in the effort to harmonize and interface peace-based indicators in the NEDA's Regional Project Monitoring and Evaluation System (RPMES) and the DILG's Rationalized Planning System (RPS). The DILG has organized through a Department Order, its regional focal group that will coordinate the mainstreaming of peace-based indicators and Conflict-Sensitive-Peace-Promoting tools in the RPS.

All 19 PLGUs have installed relevant mechanisms to pursue and sustain peace and development initiatives. These consist of Provincial Peace and Development Committees or Technical (TWGs) working under locally-mandated bodies like PDCs, PPOCs, or PPDCs. This reflected an increase of 58% over the baseline figure of 12 PLGUs in 2006. The number of MLGUs that have created their own peacebuilding mechanism grew by 90% (95 MLGUs) from the 2006 baseline figure of 50.

As of review period, 22 Provincial Peace Resource Centers are now serving as peace resource in the areas of peace-based community organizing, conflict-sensitive and peace-promotive planning and investment programming, peace education and Culture of Peace promotion. These resource centers were established by PLGUs, PDALs and alliances, and partners from the academe sector. The operation of these peace centers facilitated knowledge sharing among peacebuilding actors and institutions.

Eleven out of the 19 partner PLGUs and 2 City LGUs are already replicating the PDC approach in 141 barangays.

These local government units have adapted the approaches and processes in the PDC that include participatory planning through the Participatory Rural Appraisal-Barangay Development Planning (PRA-BDP), strengthening of local formations and peoples organizations, support to basic services delivery and provision of livelihood support.

b. Policy and Institutional Support for Peacebuilding

The Regional Government of the ARMM has strengthened its humanitarian response mechanism to lead in the ARMM Early Recovery Cluster. Supported by eight (8) sub-clusters, the

Policy Support for Peacebuilding in ARMM

The Integrated Peace Governance capability building package for the members of the Regional Assemblymen of the ARMM was designed primarily to increase their awareness and appreciation on the Culture of Peace; improve competence and skills on parliamentary procedure and apply the knowledge on COP and parliamentary processes in formulating laws supportive of peace building initiatives in the autonomous region

This resulted in the organization of an ad hoc committee composed of nine (9) members of the assembly that will oversee the implementation of the entry plan of the assembly to support peacebuilding through legislation.

To date, the assembly's manual of operation has been enhanced to include strengthening of the Peace and Security Committee into a Peace Committee that focuses on peacebuilding concerns.

A position paper on environmental issues is already within the Regional Assembly under the Committee on Environment chaired by Assemblyman Estino of Sulu. The issues were drawn from consultations made in the five provinces of ARMM and one regional environment Congress dubbed "Pagpapahalaga sa Kalikasan Para sa Mayapang Kaunlaran" done in March 2009.

structure coordinates and provides humanitarian assistance to displaced families affected by both natural and man-made calamities. The ER Cluster has so far facilitated the formulation of the ER Plan for the region that intends to support 196 communities affected by 2008 armed conflict. Forty six (46) communities were prioritized by the ARMM Regional Government in 2010 of which 10 were already supported by the Early Recovery project of the ACT for Peace Programme. Profiling/needs assessment of the remaining 36 ER sites is being supported by the Early Recovery Program of the United Nations Development Programme as well as other UN humanitarian agencies.

The Programme has also partnered with the ARMM Regional Government in strengthening the capacities of the Regional Legislative Assembly (RLA) in peace-based policy formulation. A revised legislative manual has been drafted which include the creation of a Peace and Development Committee in the RLA. Once approved, the committee shall coordinate policy review and legislation on peace and development. The Regional Assembly has meantime organized an Ad Hoc Committee to oversee its implementation as well as to focus on peacebuilding policy concerns of the region.

Policy issuances in the form of Local Development Council resolutions and executive orders support these mechanisms. 87 of the 144 MLGUs covered by the Programme are allocating budget for peacebuilding initiatives and the PDCs. Total investments valued at Php 30 million was raised as their counterpart to projects in the PDCs.

Peace and Development Committees and Technical Working Groups established at the provincial and municipal levels were instrumental in enlisting technical and financial support for the PDCs. At the regional level, the Mindanao Communicators' Network (MindaComNet) in Western Mindanao and the ARMM Regional Technical Working Group also facilitated the convergence and complementation of government projects for the PDCs.

Kalinaw Sarangani Unit (KSU)

Sarangani Province through its Kalinaw Sarangani Unit (KSU) has replicated the PDC approach in 32 barangays. It received a "Galing Pook" award in 2009 for its peace initiatives under the peacebuilding category. The Galing Pook is a pioneering program that searches and recognizes innovative practices by local government units. The award is conferred by the President of the Republic of the Philippines. Winning programs become models of good governance for adoption of other areas.



AFP personnel undergoing COP training conducted by the KSU



A typical Tindahan Para sa Kalinaw provided by the KSU for the women sector in replication PDCs

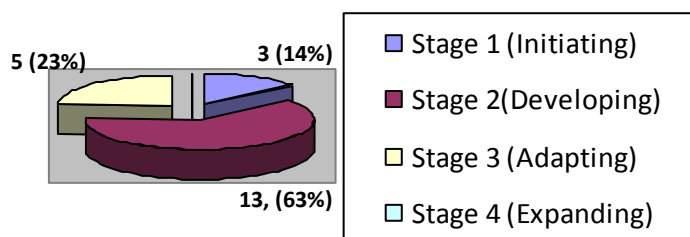
c. Strengthening Capacities of the Moro National Liberation Front (MNLF) and the Peace and Development Advocates' Leagues and Alliances

Relative to the transformation of groups formerly involved in armed conflict, the last assessment of the capacities of 21 PDA leagues and alliances reveal that only three (3) are still in stage 1, 13 in stage 2, five in stage 3 while none has reached stage 4.

Over the five year Programme implementation, the PDA Leagues and Alliances have successfully evolved from project beneficiaries to implementing partners and now as active civil society organizations engaged in peace

advocacy and community development work. The PDA Leagues and Alliances are represented in local development councils and other mandated bodies like the Provincial Development Council, Peace and Order Council and Disaster Coordinating Councils through their participation in Peace and Development Committees/TWGs at the province and municipal levels.

Number of PDALs by Stage of Transformation



To date, a total of 21 PDA Leagues and Alliances have been partnered and capacitated by the Programme with three (3) area-wide federation organized which are also separately engaged as responsible partners for area level projects and activities. The Western Federation of PDA Alliances served as the umbrella organization of the PDA alliances in Western Mindanao that coordinates peacebuilding projects in the PDCs through the area alliances. In South Central Mindanao, the SCM Coalition of PDA Leagues has already ventured into corporate business through its Coconut Sugar Industry project. The PDA Leagues in the ARMM have also organized their own network known as Peace Parliament as a forum to assess and take affirmative actions on the peace and development concerns affecting the leagues and the PDCs in general.

This organizational transformation among the leagues and alliances is seen in their proactive effort to become self-reliant organizations capable of linking and networking with relevant institutions to sustain their peacebuilding initiatives beyond the Programme's life.

15 MNLF State Revolutionary Committees were also strengthened in the areas of strategic management and participatory governance through their representation in the Peace and Development TWGs and local special bodies. A five-year MNLF Strategic Management Plan was crafted in 2009 and is now being used by the organization in implementing strategies and programs for peacebuilding and the PDCs. This strategic plan was prepared by key officers of the MNLF-Sema faction. The Programme has supported its implementation through project management and organizational development of the state committees. All the 15 MNLF State Committees are implementing their respective projects in the PDCs and other MNLF communities which include community economic enterprise and peace advocacy initiatives like regional-level conflict (rido) mediation and interfaith dialogues.

B.2 Building Critical Partnerships for the Promotion of Culture of Peace (COP)

Over the five year Programme implementation in Southern Philippines, critical partnerships were built among local governments, key regional and national agencies to include the security sector and civil society organizations in nurturing the enabling environment for sustained peace and development in conflict-affected areas.

These were anchored on the theory that key institutions (duty bearers, private sector, civil society and non-state actors) can provide policy and institutional support to local initiatives that build an overall positive environment for peace. These partnerships have yielded positive gains along the following areas.

Summary of Results

a. Private-Public Partnership in Peace Constituency Building

Across the Programme's four areas of operation, inter-regional and provincial partnerships were built among various stakeholders. A local peace network composed of religious leaders (Muslim, Catholic and Protestant Churches, LGUs, AFP and PNP), "Kapayapaan Kapatid Council (KKC)" based in General Santos City was partnered by the Programme to promote peace and understanding through intercultural and interfaith dialogues in Sarangani and South Cotabato. This was a result of the PLGUs and CSOs collaboration in South Central Mindanao to prevent recurrence of conflicts after the 2008 war between the MILF and the GRP that affected Sarangani province.

Kapayapaan Kapatid Council (KKC)

The KKC spearheads peace dialogues between Muslims and Christian in SCM and these efforts resulted to meaningful joint celebrations among Muslims and Christians during religious feasts (i.e., Eidel F'itr, Ramadan, All Saints and All Souls Days, Christmas Day). Many of these inter-cultural celebrations are among the first in Mindanao and the rest of the country's religious history. These led to exchanges of Muslim and Christian ideas and beliefs, and wider appreciation of cultures and religions. The KKC has recognized the Coalition of PDALs in SCM as a member and vital partner in peace advocacy.

The CSO-GO-LGU Partnership in SCM through the SoCSKSarGen Peace Network has also institutionalized collaboration on the Mindanao Week of Peace (MWOP) initiatives in the region. The annual celebration of the MWOP in the Programme coverage areas has evolved into a regular peace promotion program of the provincial and city LGUs in SCM (Sultan Kudarat, South Cotabato, Sarangani and Davao del Sur, cities of Cotabato, Koronadal and General Santos) starting 2008 led by the SoCSKSarGen Peace Network. In Lanao del Norte, CSO and LGU partnership lent more meaning to the annual celebration of the MWOP and the Kauswagan_Week of Peace. Both activities are regularly supported by the Programme.

b. Civil Society-Government-Security Sector Collaboration for Peace and Development

The Caraga Conference for Peace and Development (CCPD), a multi-stakeholder organization supported by the Programme facilitated the convergence of national and local agency programs and projects, including programs of peace officers in the Armed Forces of the Philippines and the Philippine National Police in Caraga region. After it has crafted the Caraga Regional Peace and Development Plan in 2009 through participatory and consultative processes, it is now implementing community projects targeting the indigenous and other conflict-vulnerable communities. It is also active in advocacy activities against illegal logging and mining in the region. Capacity building program was also carried out for its partner government security agencies (PNP and the AFP) to develop their knowledge and skills on peace-based approaches in community development. The CCPD has also adopted and replicated the PDC approach in three barangays in Agusan del Sur Province.

c. Development of “Cooperatives for Peace”

In the area of cooperatives development, the Programme has partnered and capacitated the Cooperatives Development Authority (CDA) in the ARMM on peace-based cooperativism. This resulted to the enhancement of the cooperatives development manual that integrates peace principles and processes in cooperative development. This is attributed to the COP training for CDA and the region-wide consultations done among POs, Cooperatives and the PDAs in 2009. Integration of peace principles and practices in the Cooperatives Movement was also introduced during the Mindanao Cooperative Peace Summit held in Cagayan de Oro City in October 2009.

d. Sustainable Inter-Community Enterprise Development

The partnership with Agri-Fishery Councils across regions covered by the Programme has provided opportunity for sustainable technical support from relevant government agencies and the local government units through the formation and engagement of the agri-fishery Para-technicians. The recognition of the Para-techs' role and participation in CED project implementation by the Local Government Units (LGUs) and other institutions like the Regional Agri-Fishery Councils (RAFCs), Philippine Coconut Authority (PCA) of the Department of Agriculture (DA), Growth with Equity in Mindanao (GEM) Program, Land Care Program, among others, facilitates the achievement of the desired economic development output of the Programme and increases the prospects for sustainability. The Para-technicians are likewise leading the formation of Barangay Agri-Fishery Councils (BAFCs) in their respective PDCs.

This provided the opportunity for the POs, through the Para-techs, to be updated and trained with the latest technology in CED project implementation, link their products to the greater market both local and international, and establish commodity complementation to meet the market demand. As of this writing, the Para-technicians along with the BAFCs and POs have completed 14 project proposals on agri-fishery industry development aiming for inter-PDC resource consolidation for funding under the National Agri-Fishery Council's Livelihood Enhancement for Agri-Development (LEAD) Fund, the Agricultural Competitiveness Enhancement Fund (ACEP) of DA and other financing institutions and mechanisms.

The Project Advisory Group (PAG) in Region XII established for the Coco-Sugar Industry project of the South Central Mindanao PDA League has provided the Coalition, a sustainability mechanism for its coco-sugar industry. The PAG

composed of relevant regional line agencies like the DTI, PCA, DA and DOST including local government agencies have collaborated to provide technical and financial support in the areas of production, processing, distribution and marketing aspects of the industry.

e. Institutionalizing Peace Education and Mainstreaming the Culture of Peace

The Programme's efforts to advocate and promote the Culture of Peace is anchored on building capacities of institutions in the academe, media and the religious sectors on understanding peace principles, concepts, values, approaches and processes. With increased appreciation of the Culture of Peace, these culture bearers became key partners in scaling-up efforts on COP promotion and institutionalization.

Partnership with the academe sector was in Peace Education through building on the lessons and experiences of the DepEd-XII's pilot School of Peace, the J. Marquez School of Peace in Cotabato City. Parallel effort was also done in strengthening the Peace Education initiatives of the Mindanao State University (MSU) system involving its nine (9) campuses spread all over Mindanao.

J. Marquez School of Peace (JMSP)

- JMSP was the pilot school of peace in 1997 that started integrating Culture of Peace principles, values and concepts in their teaching-learning methods
- It was DepEd's initiative to support the implementation of the 1996 Final Peace Agreement through Peace Education
- The School of Peace was conceptualized by the former Regional Director of DepEd-XII, Dir. Estrella Babano which she piloted in the JMSP in 1997
- The JMSP adopted the Peace Exemplars developed by DepEd National and OPAPP during its initial operation as a School of Peace
- The JMSP further enhanced and expanded their peace education efforts in partnership with the ACT for Peace Programme starting 2006

School of Peace Key Milestones

- | | |
|---|--|
| □ | 1,200 administrators and teachers trained on the Culture of Peace and Peace Education |
| □ | 60 administrators and teachers serving as Peace Education Speakers' Bureau |
| □ | 27 Schools of Peace applying their Enriched Lesson Plans |
| □ | Board of Regent Resolution No. 225 Institutionalizing Peace Education in Education, Research and Action |
| □ | Finalization of the Implementing Rules and Regulation for Executive Order 570 based on Schools of Peace experience |
| □ | DepEd-XII Memorandum mandating all its 9 divisions to implement E.O. 570 |
| □ | 8 Schools of Peace replicating their Peace Education practices |
| □ | School of Peace replicated by OPAPP in San Isidro Elementary School, Legaspi City, Bicol Region |

The Programme has modeled its Peace Education Framework from the JMSP with enhancement on their Theories of Change to include specific capacity building strategies and approaches. Balance of "Key people" and "more people" in capacity development was adapted to identify and nurture "Peace Education Champions" from the management down to the operations level. Teaching-Learning aids were further enhanced making the lesson plans more context-specific while School-Community relations were given emphasis to expand the peace constituency. To complement these efforts, policy advocacy at the higher or central agency level was stepped-up providing a more conducive environment for institutionalizing and mainstreaming of the Culture of Peace.

The other strategy of the Programme focused on a system-based approach that is adopted in the partnership with the Mindanao State University system. It essentially follows the same key areas of interventions consisting of capability building, institution development, policy advocacy and enhancement of teaching-learning strategies.

All of the Programme's efforts on Peace Education are anchored on the national policy of institutionalizing peace education and teacher education as guided by Executive Order No. 570 of 2007. The localization of EO 570 includes capacity development of key actors and institutions engaged in peace education, contextualization of lesson plans, support to school and community-based advocacies on the Culture of Peace and knowledge management on the peace education lessons and good practices.

Link of Programme's Peace Education to National and Local Policy Guidelines in Peace Education		
1	MTPDP	Chapter 14: Peace Process
2	E.O. No. 570	Institutionalization of Peace Education and Teacher Education
3	DepEd Order No. 469	Implementing Rules and Regulation of EO 570

Status of the Schools of Peace based on the Phases of Transformation

Phase	2007	2008	2009	2010
Phase 1: Awareness	5	13	17	14
Phase 2: Strengthening Capacities	21	5	11	6
Phase 3: Adaptation	2	22	21	29
Phase 4: Replication	0	2	4	11
Total	28	42	53	60

The Programme targeted 60 schools that will model institutionalization and mainstreaming of Peace Education and the Culture of Peace in the academe sector. Over a period of four years, the Programme achieved its target of 60 schools that are now in various phases of transformation and capacity development. As of November 2010, 67% or 40 schools are in the advance phase of transformation while the other half are in their early phase of transformation.

School of Peace Phases of Transformation

Phase	Description
Phase 1: Awareness	School beginning to appreciate COP/peace education principles and frameworks and beginning to apply them
Phase 2: Strengthening Capacities	School developing capacities (e.g. teacher competencies, developing mechanisms, modules and lesson plans) COP and Peace Education
Phase 3: Application and Adaptation	School implementing and adjusting their systems, processes and policies towards mainstreaming COP and Peace Education (e.g. enriching lesson plans, radiating COP/Peace Education, advanced teacher formation).
Phase 4: Institutionalization and Replication	School institutionalizing COP/Peace Education mechanism (allocating regular budget for peace education, continue adjusting policy/ies to effectively respond to contexts, etc.) and is extending technical assistance to other schools

C. Programme Management

The Programme's management structure is designed to effect a responsive and efficient system of implementing a multi-stakeholders' development intervention. Combining NEDA and UNDP policies and systems to ensure aid effectiveness through the National Implementation Manual (NIM), the Programme was managed through three levels of decision-making. At the policy level, a Programme Coordinating Committee (PCC) composed of government, UN agencies, and Programme donors serves as the highest approving body for the Programme's strategies and annual plans including any changes thereto that may be necessary to allow greater responsiveness of the Programme. The PCC gets valuable inputs from and acts on recommendations from the Management Committees (ManComs) on both policy and operational concerns. There are two (2) ManComs, one each for the ARMM and non-ARMM areas and composed of representatives from key government agencies (DILG, NEDA), UN agencies (FAO, ILO, UNFPA and UNDP), and the Programme's lead implementing agencies (MinDA and ARMM-Regional Government). In both PCC and ManCom levels, the MNLF is represented in recognition of the organization's primary role in the conceptualization and implementation of the Programme since the first phase.

At the operational level, a Programme Management Office (PMO) is responsible for the delivery and management of the Programme's various component interventions and ensures the achievement of results under the supervision of MinDA and ARMM-RG. The PMO actually consists of five (5) offices, the main office based in Davao City and four(4) area management offices located in General Santos City (for the South Central Mindanao operations), Cotabato City (for the ARMM operations), Zamboanga City (for the Western Mindanao and Lanao Norte operations), and Butuan City (for the Caraga Region). The PMO is staffed by a workforce consisting of peacebuilding and development specialists, technical, administrative and finance-work experienced personnel. Total staff complement at the start of implementation in 2005 numbered 58 augmented by eight staff recruited for the StRiDe-Mindanao Project in 2009. As of end of 2010, this number has been reduced to 40.

The Annual Work Plan (AWP) which is prepared by the PMO and approved by the PCC on a yearly basis guides the delivery of Programme assistance and services as well as allocates funding for every component and project. Programme performance is measured on the basis of its achievement of AWP projections and targets set in the Programme's Logical Framework of Analysis (LFA). Qualitative and other quantitative assessment of Programme performance and results uses standards set by UNDP and NEDA under the NIM as well as effectiveness criteria of the OECD-DAC.

Aside from project implementation, other key areas of performance management are along monitoring and evaluation, knowledge management, gender mainstreaming and resource management which are given equal importance and focus to complement Programme strategies for the achievement of outcomes. The contribution of each to overall Programme implementation is presented in the following discussions.

a. Monitoring and Evaluation

The Programme developed a comprehensive and peace-sensitive M&E framework (completed and ready for use in late 2007) that calls for results-based approach in capturing, measuring and reporting Programme progress in the achievement of its goals and expected outcomes. In implementing the M&E framework, various tools and systems from project development, implementation, monitoring to evaluation were developed to track results through peace indicators that guide and deepen analyses of Programme performance in terms of efficiency, effectiveness, relevance/appropriateness, coherence and sustainability. Baseline studies conducted during the early year of Programme operations are now used to measure impact of Programme on peace.

The application of peace-based M&E tools and roll-out activities in 2009 to the Programme lead implementing agencies (MinDA and ARMM Regional Government) served as guide in monitoring of projects and activities with implementing partners as well as in preparing the Programme's progress reports and evaluation.

The completion and integration of the Programme Integrated Application System (PIAS) results' module with the administrative/finance module has facilitated efficient data capture, storage and retrieval of inputs, activities and outputs. Series of follow-through and coaching sessions with the Programme Technical Team was conducted to fully utilize the PIAS in LFA-based data tracking and updating.

The Programme realized substantive gains from its effort to share information, systems and tools with DILG and NEDA Regional Offices in Mindanao with the aim to interface and contribute to the enhancement of existing government monitoring and evaluation systems like the Local Governance Performance Measurement System (LGPMs) and the Regional Project Monitoring and Evaluation System (RPMES). The introduction of peace indicators in these M&E systems serves as initial step towards integration and mainstreaming of the Programme's peace results-based M&E framework in the government's development management system.

Areas for Integration of Peace Indicators in LGPMs and RPMES ...

- *Application of Conflict-Sensitive and Peace-Promoting Local Development Planning process and peace-based tools and indicators in the Comprehensive Development Plan and the programs and projects at the local level.*
- *Integration of peace indicators in the project development cycle, particularly at the project preparation stage to require preparation of Logical Framework of Analysis for all projects at the regional level.*

b. Knowledge Management

Knowledge management and communication efforts resulted to more audience reached by the Programme's knowledge products, IEC materials and advocacy activities. This has been done by tapping partners such as the mainstream media practitioners (print, broadcast and online), theater groups and 'second-liner' peace and development advocates.

Three Community Radio Stations that were supported by the Programme have allowed residents in PDCs to be apprised of peace and development issues that affect them and have provided an opportunity for them to participate in the discussions of these issues.

Regular knowledge sharing activities have been done among the Programme's internal stakeholders, particularly the PDALs. The Programme's KM Framework was introduced to the Peace Parliament, a network of PDAs in ARMM, to facilitate their management of data and information. These efforts have cultivated a knowledge-supportive environment in the organization.

Aside from providing direction on managing knowledge, the Knowledge Management Committee also becomes the Programme's venue to distill meaningful learning and draw lessons from among the myriad of experiences of partners, communities, and staff that are considered significant and contributive to the pool of peacebuilding knowledge in Mindanao. To date, the Programme has published 13 Knowledge Products which were developed by the partners in collaboration with the ACT for Peace.

List of Knowledge Products (2008-2010)

1. *Barangay Governance for Peace and Development*
2. *Culture of Peace Guidebooks*
3. *Living in Peace*
4. *The Struggle Continues*
5. *Peace Frames and Tapestries: Frontliners' Perspectives on Peacebuilding Dimensions*
6. *J. Marquez School of Peace Enriched Lesson Plans (Elementary and Secondary)*
7. *Managing Performance in Peacebuilding: Framework for Conflict-Sensitive Monitoring and Evaluation*
8. *Enlarging Spaces for Change: Peace and Development Communities: A Decade of Building Peace in Mindanao*
9. *Conflict Sensitive Peace Promoting Barangay Development Plan through Participatory Rural Appraisal (CSPP PRA BDP) Manual Volume 1 & 2*
10. *School of Peace Enriched Lesson Plans: Caraga Region (Elementary and Secondary)*
11. *Essence of Islamic Leadership and Governance: A Tool for Personal and Society*
12. *Meme na Mindanao: A Lullaby for Peace*
13. *SALAM Episodes*

c. Gender Mainstreaming

Embedded in the Programme strategic frameworks are the gender concerns which encompass both men and women's issues in relation to conflict transformation and address both their practical and strategic needs. In the call for greater gender responsiveness, the Programme employed the following approaches: 1) promoting gender

equality; 2) advocating gender mainstreaming in all Programme components and management processes; and 3) capturing and sharing key learnings on gender and peacebuilding.

A gender mainstreaming checklist was developed and used by the Programme as guide in mainstreaming gender in project design, implementation and management. This reflects gender lens in project development to ensure balanced participation between men and women, and in tracking project benefits through sex-disaggregated data and gender-sensitive M&E tools and processes. Across its operating areas, the Programme has also been purposive in advocacy and incorporating gender awareness in the promotion of culture of peace, taking into consideration differences in cultural contexts in these areas.

To date, increased gender responsiveness is now seen in the following areas resulting from various Programme interventions:

- a. Improved access of men, women and children to social services and other practical gender needs;
- b. Enhanced women participation in productive and decision-making roles that help address their strategic needs;
- c. Strengthened capacities of both men and women in community management and peacebuilding initiatives; and,
- d. Contributed to promoting gender equality through purposive mainstreaming of women concerns in community project planning and implementation in conflict-affected and conflict-vulnerable areas.

Women in Peacebuilding...

- *Two women from PDC Katipunan, Payao in Zambo Sibugay elected as barangay officials in October 2010 breaking monotony of the traditionally all-male barangay council*
- *PDA Leagues of Cotabato City, General Santos City and Maguindanao are all headed by women*
- *Women PDAs are leading in community organizing and social preparation in the PDCs*
- *Women PDAs in Gen. Santos City are engaging in advocacy for women empowerment and adoption of GAD policies and programs in the LGU in partnership with the Mothers' for Peace Movement*

The 2010 rapid assessment of gender mainstreaming progress in the Programme, however, indicates that while the Programme has substantially contributed to improving the women's status and role in PDCs, it fell short of reducing sexism among men and women in these communities and within its institutional partners which was seen as still prevalent among the participants of the Gender Mainstreaming Evaluation Workshop held in November 2010. The assessment commissioned by the Programme also acknowledged that the ACT for Peace can not be held solely responsible in changing social structures and attitudes to accommodate gender values and concerns. The current Philippine social system in place does not allow it yet, the report also noted. The Programme could be credited in raising the consciousness on gender issues of the communities it has partnered with as an integral part of its peacebuilding work. Although actual transformation of existing gender relations and structures towards a more gender-fair development is yet to be realized.

d. Resource Management

Programming and planning of activities and projects is carefully laid down on a yearly basis in the Annual Work Plan (AWP) that operationalizes the imperatives and strategic directions laid down in the Programme's LFA and Resource and Results Framework (RRF) towards achieving the overall 5-year targets and result projections. Resource leveraging and mobilization of external resources were employed as a key strategy to optimize Programme impact on its partners as well as promote ownership and sustainability of projects. Ground

implementation of projects and activities is done in three (3) modalities, as follows: a) PMO or AMO directly managed, b) through Contract of Service with Local Service Providers (LSPs), and c) through Partnership Agreement with government agencies, LGUs, NGOs/CSOs and other development programs. Foremost of these partners are the Peace and Development Advocates Leagues or Alliances (PDALs/As) out of which partnership their capacity-development on peacebuilding, conflict transformation and development management is also pursued. Moreover, convergence and complementation with other institutions, to include the private sector, facilitated strategic collaboration and leveraging of more resources for PDCs, other conflict-affected and conflict-prone communities as well as for macro or meso-level peacebuilding initiatives.

For the 5-year operations period, the Programme Management Office received a total amount of Php 1,091,838,059 which was distributed across the six Programme components for implementation by the different operating units and area offices. The amount already includes fund augmentation from the government of New Zealand for the expanded operations in Caraga region; and, from the European Union (EU) for the implementation of the StRIDE-Mindanao Project from March 2009 until November 2010.

Total delivery rate as of 31 December 2010 vis-à-vis 5-year budget is placed at 98.19% for ACT for Peace. Programme expenditures are classified according to the following categories: Direct Services – 51.20%; Technical Assistance – 36.20%; and Programme Management – 12.60%. For StRIDE-Mindanao Project, delivery rate at project closing on 30 November 2010 is 95.44%, while expenditures are distributed as follows: Direct Services – 66.67%; Technical Assistance – 36.18%; and Programme Management – 6.78%.

Of the total amount received, 8.5% or Php 92,395,228 went to humanitarian and early recovery assistance as of the same period. Overall Programme delivery rate by end of December 2010 is projected to reach 97.72% (combined ACT for Peace and StRIDE) of the total downloaded funds.

Delivery Rate

Per Component	Budget(2005-2010)	Actual Expenditures	Balance	Delivery Rate
BY COMPONENT				
Component 1	84,856,645	84,600,960	255,686	99.70%
Component 2	246,339,579	240,497,010	5,842,569	97.63%
Component 3	281,482,452	274,180,017	7,302,435	97.41%
Component 4	92,030,964	90,381,032	1,649,932	98.21%
Component 5	87,171,884	86,758,215	413,669	99.53%
Component 6	113,040,690	112,125,011	915,679	99.19%
ACT for Peace	904,922,215	888,542,246	16,379,969	98.19%
StRIDE	186,915,844	178,385,331	8,530,513	95.44%
GRAND TOTAL	1,091,838,059	1,066,927,577	24,910,482	97.72%

Per Component	Budget(2005-2010)	Actual Expenditures	Balance	Delivery Rate
BY AREA				
PMO	272,066,132	265,534,176	6,531,956	95.00%
PAL	12,959,957	12,948,645	11,312	99.00%
AMO-ARMM	173,126,617	170,585,642	2,540,975	95.00%
AMO-SCM	207,270,944	202,931,923	4,339,021	96.00%
AMO-WM	147,451,264	145,036,417	2,414,847	96.00%
CARAGA	92,047,302	91,505,442	541,860	97.00%
ACT for Peace	904,922,216	888,542,246	16,379,970	98.19%
StRIDE	186,915,844	178,385,331	8,530,513	95.44%
GRAND TOTAL	1,091,838,060	1,066,927,577	24,910,483	97.72%

By Category	Budget(2005-2010)	Actual Expenditures	Balance	%age distribution
ACT for Peace				
Direct Services	465,008,187	454,922,556	10,085,630	51.20%
Technical Assistant	326,873,338	321,644,678	5,228,660	36.20%
Programme Management	113,040,690	111,975,011	1,065,679	12.60%
Total	904,922,215	888,542,246	16,379,969	100.00%
StRiDe-Mindanao				
Direct Services	120,134,320	118,924,261	1,210,059	66.67%
Technical Assistance	50,414,030	47,359,325	3,054,705	26.55%
Program Management	16,367,494	12,101,745	4,265,749	6.78%
Total	186,915,844	178,385,332	8,530,512	100.00%

Summary of Programme Achievements Towards Expected Outputs (2005-2010)

Expected Outputs/Results	Programme Targets	Programme Achievements
Component 1		
Increased number of People's Organizations (POs) and Local Social Formations (LSF) able to undertake and participate in peace-based planning process and facilitate equitable access to opportunities and participation	<ul style="list-style-type: none"> • 278 POs organized and strengthened • 556 Local Social Formations (LSF) organized and strengthened • 278 Barangay Development Plans (BDPs) updated (with peace building dimension) 	<ul style="list-style-type: none"> • 389 POs organized and strengthened. • 612 LSF are actively involved in local peacebuilding initiatives. • All 278 PDCs have peace-based Barangay Development Plans. <p>These POs and LSFs have enhanced skills on conflict management, development planning, implementation and management processes, financial and internal control system and management, organizational development, Islamic Leadership and Governance and the culture of peace.</p>
Wider support and constituency and more effective inter-PDC/barangay collaboration for the promotion of peacebuilding and human security	<ul style="list-style-type: none"> • 482 PDAs trained and mobilized • 20 Inter-PDC Alliance organized • 126 New communities adopting PDC approach 	<ul style="list-style-type: none"> • 674 PDAs trained and mobilized for community organizing and local peace initiatives. • 17 inter-PDC alliances involving 59 PDCs serving as a mechanism for consolidating peace constituency. • 141 new communities adopting PDC approach.
Improved interface and complementation between local social healing and peacebuilding practices and mainstream peacebuilding endeavors	<ul style="list-style-type: none"> • 4 Local/indigenous social healing practices 	<ul style="list-style-type: none"> • Christian fiestas and Muslim religious celebrations become occasions for community sharing among PDC residents. • One mechanism for conflict resolution is the Council of Elders represented by tri-people, and the Usrah or Islamic study group under the Islamic Leadership and Governance initiative in Western Mindanao.
Component 2		
Improved community access to integrated health services that meet community defined needs and promote women's health and rights	<ul style="list-style-type: none"> • 75 Barangay Health Stations (BHS) constructed • 29,323 Men, women and children availing of health services • 126 Botika ng Barangay (BnB or village pharmacies) Installed and Operational • 30 Scholars & Graduates from stepladder curriculum for Midwifery • 71 Potable Water Systems (PWS) installed • 6,700 Families with access to potable water supply 	<ul style="list-style-type: none"> • 102 BHS constructed. • 143,060 men, women and children representing the vulnerable groups have availed of the health services through the BHS. • 128 Botika ng Barangay (BnB or village pharmacies) operating, all directly managed by women's groups in the PDCs. • 22 health scholars completed 2-year course on midwifery in October 2009; 8 of them passed the board exam to date. • 111 potable water systems improved the health and sanitation condition of 25,029 households in 95 PDCs.
Needs of communities affected by armed conflict or natural disasters served in a timely manner	<ul style="list-style-type: none"> • 13,320 Families provided with food, medicines and temporary shelter • 300 Core Shelter units constructed 	<ul style="list-style-type: none"> • 74,000 affected families provided with food, medicines and temporary shelter. • 300 core shelter units constructed in PDC Macuyon, Sirawai, Zambo del Norte; and, PDC Eleven Islands, Zambo City; 161 units provided in 24 ER sites.
Component 3		
Enhanced stakeholder awareness and appreciation of community economic development principles,	<ul style="list-style-type: none"> • 278 Community economic development (CED) initiatives identified and implemented 	<ul style="list-style-type: none"> • 438 community economic development projects implemented in 238 PDCs.

Expected Outputs/Results	Programme Targets	Programme Achievements
concepts and approaches		
Improved competence among stakeholders to undertake or participate in community economic development processes that focus on self and wage employment skills and agri-based livelihood	<ul style="list-style-type: none"> 13,900 POs members involved in CED projects 5,560 PO women members involved in CED projects 126 POs with efforts to establish, strengthen and sustain internal resource generation (capital build-up and repayment) 	<ul style="list-style-type: none"> 352 of 438 CED projects are managed by 268 POs. About 23,149 PO members, 45% of which are women members, are benefiting from the operations of CED projects. The projects provided employment opportunities to about 1,200 individuals. Approximately 155 POs have established internal resource generation through capital build-up.
Environment more responsive to community economic development initiatives that promote or advance human security and peacebuilding	<ul style="list-style-type: none"> 126 CED projects with LGU support 	<ul style="list-style-type: none"> 273 CED projects with LGU support 72 Community Economic Development Barangay Facilitators/Para-Technicians (or Para-techs) were trained and deployed to assist in the implementation and sustainability of 16 specialized CED projects in selected 97 PDCs.
Component 4		
Enhanced local stakeholder appreciation of human security, peacebuilding and culture of peace principles, concepts and approaches	<p>LGUs and organizations (MNLF/PDAL/Alliances) reflecting human security, peacebuilding and culture of peace in their agenda or line of work /plans</p> <ul style="list-style-type: none"> 19 PLGU 60 MLGU 12 PDAL/Alliances 12 MNLF-SRC 	<p>Cumulative report on capacities of LGUs and PDALs/Alliances show:</p> <ul style="list-style-type: none"> 7 PLGUs are in stage 1; 9 in stage 2; 4 in stage 3; none of 14 PLGUs assessed then has reached stage 4. At least 83 or 58 % of the 144 MLGUs within the coverage area of the Programme were already providing technical and financial support to PDCs indicating that LGUs are already investing in peacebuilding initiatives. On the capacities of the PDA leagues and alliances, only 3 are still in stage 1, 13 in stage 2, 5 in stage 3 and none yet in stage 4.
Improved competence among local stakeholders, including MNLF, to undertake or participate in community or organizational processes that promote conflict transformation, human security, peacebuilding and culture of peace principles, concepts and approaches	<p>Local stakeholders contributing meaningfully and effectively to policy development, and planning for conflict transformation, human security, peacebuilding</p> <ul style="list-style-type: none"> 19 PLGU 8 CLGU 41 MLGU 3 PDAL/Alliances 10 MNLF-SRC 	<ul style="list-style-type: none"> All 19 PLGUs have installed relevant mechanisms to pursue and sustain peace and development initiatives. These consist of Provincial Peace and Development Committees or Technical (TWGs) working under local mandated bodies like PDCs, PPOCs, or PPDCs. These PLGUs have manifested capacities to initiate peacebuilding and conflict transformation policies, plans, programs and projects, and activities (like Conflict Analysis, Conflict-Sensitive and Peace-Promotive planning and investment programming, Rights-Based Approach, Peace and Conflict Impact Assessment and the PDC framework). 95 MLGUs have created their own peacebuilding mechanism through established Technical Working Groups. All 15 MNLF State Committees are implementing their respective projects in the PDCs and MNLF communities to include community enterprise and peace advocacy initiatives like regional-level conflict mediation and community interfaith dialogues. All 21 PDALs and Alliances have evolved from project beneficiaries to Programme implementing partners and now as active civil society organizations and peace movement engaged in

Expected Outputs/Results	Programme Targets	Programme Achievements
		<p>peace advocacy and community development works.</p> <ul style="list-style-type: none"> • PDALs and alliances are also represented in local development councils and other local social bodies like the Provincial Development Council, Peace and Order Council and Peace and Development Committees/TWGs at the province level.
Improved responsiveness of LGUs to needs of conflict-affected areas and peace and development concerns	<p>LGUs allocating funds for peacebuilding initiatives of PDCs and other conflict affected areas</p> <ul style="list-style-type: none"> • 11 PLGU • 8 CLGU • 43 MLGU 	<ul style="list-style-type: none"> • 11 PLGUs and 2 City LGUs are replicating the PDC approach in 141 barangays • 87 MLGUs covered by the Programme are allocating budget for peacebuilding initiatives and the PDCs. • 24 Caraga Action and Responders (CARE) Teams were organized and trained on land and water search and rescue, first aid.
Enabling mechanisms supportive of stakeholder initiatives in promoting or advancing human security and peacebuilding	<ul style="list-style-type: none"> • 20 Peace Centers established 	<ul style="list-style-type: none"> • 22 Provincial Peace Resource Centers established serving as peace resource in the areas of peace-based community organizing, conflict-sensitive and peace-promotive planning and investment programming, peace education and Culture of Peace promotion.
Component 5		
Local capacities to practice and promote peace enhanced and strengthened <i>(in support of Components 1, 2, 3 and 4)</i>	<ul style="list-style-type: none"> • 478 Conflict prevention initiatives undertaken by the local social formations (LSF) 	<ul style="list-style-type: none"> • 488 LSFs are integrating COP, human security, peacebuilding and conflict transformation principles and processes in their local peace and development initiatives • All PDCs have developed and strengthened their conflict management skills to promote social healing and harmony through local, cultural and indigenous practices
Partnerships with agencies, LGUs and social structures at the provincial and regional levels improve stakeholder appreciation of and capacity to promote the Culture of Peace <i>(in support of Component 1, 2, 3 and 4)</i>	<ul style="list-style-type: none"> • 6 REGIONAL and 19 PROVINCIAL Partnership among key institutions and local social structures to promote and mainstream peacebuilding and conflict transformation • 6 REGIONAL and 19 PROVINCIAL Policy support to peacebuilding among GOs, LGUs and other Local Social 	<ul style="list-style-type: none"> • 12 regional and 19 provincial partnerships forged and operationalized across Programme covered areas • 6 regional and 19 provincial policy support for peacebuilding enlisted
More venues (mainstream, academic and cultural) to enhance the environment for the promotion and advocacy of the Culture of Peace	<ul style="list-style-type: none"> • 60 Schools of Peace established 	<ul style="list-style-type: none"> • 60 schools of peace are now in various phases of transformation and capacity development. To date, 40 schools are in the advance phase of transformation while the other half are in their early phase of transformation. • 4 Civil Society Organizations actively engaged in intercultural and interfaith dialogues, community development, capacity building and collaboration efforts for COP advocacy and promotion. • 36 PDCs integrating Islamic Leadership and Governance (ILG) in their local governance processes

IV. Lessons Learned

The five years of Programme implementation generated lessons informed by its experience in dealing with the changing development context and realities in Mindanao. These lessons confirm the Programme's Theories of Change⁶, whether these are holding or not vis-à-vis certain conditions, and affirm the Programme's adaptability to the nuances of peacebuilding amidst a conflict environment. These lessons may hopefully guide future programming of aid assistance by the Programme principals as well as other donor organizations operating in Mindanao.

On Community Development and Transformation

- **The progress of community peacebuilding initiatives should be viewed within the context of the dynamics of peace and conflict in each PDC and its immediate environs.** Peacebuilding requires a comprehensive undertaking that takes into account these dynamics as well as the socio-political conditions in its external environment. Thus, interventions need to be flexible, context-specific and time-sensitive to ensure effectiveness and relevance to the overall peace and development situation of the region.

When the GRP-MILF armed conflict recurred in 2008, the Programme had to respond immediately to the plight of the internally-displaced persons and communities that were affected. Forty-nine PDCs were affected by the 2008 violence, some of which were doubly marginalized by the effects of natural calamities in the same year and after. The shift into humanitarian and recovery efforts was called for under the Programme's risk management plan and deemed necessary to preserve the gains already in place in these PDCs. The Programme followed an Early Recovery Framework that considers the different needs and potentials of each community to be assisted such that its "menu of projects" had to be carefully evaluated, and if found inappropriate, were set aside in favor of other interventions that could be more responsive to the community situation. This approach was found effective in the way the communities responded and enabled their early return to normalcy.

- **Community Conflict Management and Human Rights Protection are not merely concepts that the community has to imbibe but, more importantly they are a set of skills that the community has to learn and mechanisms that have to be institutionalized.** In conflict-affected communities where a sentiment of injustice is prevalent, understanding human rights should lead to people's realization and acceptance of their own duty and responsibility to respect and preserve their basic rights especially so that more often than not, local conflicts including "ridos" are caused by what is perceived as violation of an individual or family's right. The integration of traditional and/or indigenous conflict prevention and resolution practices into mainstream justice system has given many PDCs the opportunity to manage human rights violation issues and resolve their own local conflicts.

The protection and promotion of women's rights is one area that communities and partner-organizations need to deepen appreciation of and mainstream in the community's governance. While there is growing consciousness of the importance of gender balance in development and peacebuilding, it has been found out that different cultural contexts and an overall weak social system are slowing down the advancement of women's rights and improvement of gender relations even in growth areas such as PDCs.

- **The presence of basic social services and community economic development projects favorably improves the residents' predisposition for peace.** It also facilitates social cohesion and people's participation in community development. The basic services provided to the PDCs did not only address the gaps in social services in these vulnerable and marginalized communities but also facilitated the building and strengthening of social cohesion among community members in the whole project management processes. A good example

⁶ A set of beliefs that broadly explains the logic how change happens vis-a-vis the Programme's approaches.

of this is the development collaboration now sustained among the LGU and the community stakeholders in PDC Tambak in Maguindanao that stemmed from their successful partnership in the implementation of the community potable water supply system. As a consequence, PDCs like Tambak remain committed to continue their peace initiatives with non-state armed groups in the area to ensure a non-interrupted service and the sustainability of other development gains.

- **Social Cohesion is a prerequisite to conflict transformation.** Conflict transformation can only happen in the community if there is a certain level of social cohesion (e.g., communication processes, inter-marriages, shared cultural celebrations and social activities, cultural respect and acceptance, and practice of healing and forgiveness). The Programme's PDC transformation framework that incorporates confidence-building and community organizing as pre-requisites to development interventions was proven effective in creating a socially-cohesive environment and in preparing the community to confront their own weaknesses and threats and build on their strengths to optimize benefits from the development opportunities afforded by the programme and other groups. In this manner, the community is better able to recover from the ill effects of conflict and reach a level of maturity and resiliency.
- **Purposive use of a peace-promoting capacity assessment tool and its results to guide in programming assistance to PDCs facilitate their movement to higher development stage.** The conduct of the annual PDC assessment process that actively involves the members of the community has allowed the Programme to confidently plan and program context-specific interventions and implementation strategies/approaches for these communities. For example, massive implementation of resource-based community enterprise projects in PDCs with reported low economic development stage in 2008 facilitated the improvement of the economic status and capacities of these PDCs as reported in the latest assessment results.
- **In project implementation, good feasibility study and continuous "coaching while doing" result to better project management and enhanced viability of economic development projects.** Value chain analysis and value-adding scheme create competitive advantage and provide opportunities for higher success rate for industry-based community economic development (CED) enterprises. The Coconut-Sugar Industry project in South Cotabato, for instance, which is managed by the SCM Coalition of PDA Leagues was based on a feasibility study that established the technical and financial viability of the enterprise. It also resulted to the establishment of an effective mechanism from PLGU and Regional Line Agencies through the Project Advisory Group (PAG). The PAG provides continuing technical and financing support to the project from production, processing and marketing of the coco-sugar.

Likewise, value chain analysis on the livestock production project in PDC Pob. 2, Surigao del Sur paved the way for the managing women organization to venture into feeds supply enterprise and a meat processing component that assure increased income for the PO members.

On Enhancing the Enabling Environment

- **Building strategic partnerships among duty bearers and stakeholders strengthens the enabling environment for peacebuilding and recovery efforts.** It can facilitate a more coherent and responsive implementation of peace, disaster risk reduction and development agenda in conflict-setting. Inter and Intra-partnerships and collaboration between and among government agencies at the national, regional and provincial levels, local government units, civil society including the security and the academe have been found to build deeper appreciation of the local peace and development dynamics, its challenges and the needed affirmative actions for a more comprehensive and collective response to these concerns.
- **Peace constituency building takes time and investing in the right people within key institutions leads to more effective control and influence that facilitates mainstreaming of peacebuilding principles and processes.** The Programme's strategy of engaging key people and institutions in building champions for peace and development had been decisively pursued in recognition of this paradigm. Consequently, LGUs and

regional line agencies have responded favorably creating mechanisms for sustained peacebuilding. A case in point is Sarangani Province where the Governor himself became a leading peace champion not just in his province but among other local chief executives.

- **Twinning approach in capacity development of regional and national actors along with their local counterparts result to more coherent and complementary policy and institutional support for peacebuilding.** Policy advocacy and development as well as capacity building of key government institutions and local government units proved more effective when interventions at the national, regional and local institutions are harmonized through parallel and twinning approaches. For instance, a national DILG directive for the integration of Conflict-Sensitive-Peace-Promoting approaches in local planning and governance was complemented by relevant trainings for the management and technical staff of regional DILG offices and the provincial local government units. These complementing initiatives created a platform for continuing harmonization of peace and development efforts in local governance.
- Corollary to the above, **mainstreaming of peacebuilding concepts and practices requires creativity and investment in time.** Building on existing systems and mechanisms of partner institutions facilitate the interface or integration of peace principles and processes in their structures, cultures and practices. As a matter of practical application, the Programme worked with local mandated and special bodies like the local development councils, peace and order, and disaster risk reduction and management councils to develop appreciation and capacities of government and non-government members on CSPP approaches while they are engaged in actual implementation of projects supporting their organizations' mandates. In the process, the local peace constituency is expanded and strengthened. This strategy has also made possible cooperative interaction among state and non-state security actors consequently contributing to government's efforts for healing and reconciliation.

On Programme Management

- Administrative and bureaucratic regulations and processes required to ensure aid effectiveness when applied without due regard for the realities and dynamics in the Programme's operating environment may cause delay and unintended inefficiency in the delivery of assistance. The Programme encountered difficulties in meeting timelines for project completion when partners and implementers lack sufficient capacity to substantially comply with requirements for financial liquidation and reporting. Along with internal systems improvement, aid programs should invest more in capacity building for partners and local service providers in the area of programming and financial management following international and government standards to ensure partners' adaptability and readiness to perform within the Programme's internal operational systems and requirements. This is in the context that peacebuilding work should be participatory and principled without losing flexibility, time-sensitivity and responsiveness.

V. Retrospects and Prospects

The five and one-half year programme implementation was both a rewarding and challenging endeavour. Rewarding in the sense that major strides were achieved in both grassroots peacebuilding and enhancing the enabling environment for peacebuilding. However, amidst these achievements are the challenges though of sustaining the gains and making them responsive and adaptive to the complex and continuing fragile peace condition in Mindanao.

The lessons and experiences in the adoption of the Peace and Development Community (PDC) Framework in the 278 communities proved its viability to transform communities in conflict setting ---into spaces for peace and development that are able to lead their grassroots peace and development initiatives, become self-reliant and more resilient to effects of violent conflicts. The PDC approach has not only transformed individuals, relationships and communities but also changed the way peace, conflicts and development lens are viewed by the claim-holders, duty-bearers and culture-bearers. Key partner institutions now adopt peace and development lens that transcend surface-level understanding of the peace and conflicts issues and focuses on effectively addressing the root-causes of unpeace and under-development in Mindanao.

The capacities built among the duty and culture-bearers at the meso and macro-levels have reinforced the infrastructures for peace and development that nurture grassroots peace and development gains. These infrastructures served as peace resource capable of managing and sustaining the peacebuilding gains in the areas of policy-development and governance processes.

The critical partnerships built among multi-stakeholders and the key actors and institutions have further made the environment more conducive to pursue both community-based and higher-level peace initiatives.

These modest gains were adequately captured through reflective peacebuilding and knowledge management which facilitated the effective documentation of the experiences, lessons, practices and challenges in peacebuilding.

Prospects for sustaining these gains lie on keeping the momentum running and building on the modest gains with parallel efforts to consolidate them---so that these can more substantially contribute to peace writ large or higher peacebuilding initiatives in Mindanao.

The continuity of support to PDCs still in their early stages of transformation (stages 2-3) including the 30 IDP and 24 ER sites that are in their recovery and rehabilitation phase will further expand the communities that model transformation processes. Sustaining the capacity building support to the LGUs as well as the key actors and institutions will further strengthen the peace infrastructures built over the five-year implementation of the Programme.

Based on the lessons, experiences, challenges and key achievements of the ACT for Peace Programme, key thrusts and follow-through actions should focus on improving the institutional capacities of the LGUs on Disaster Risk Reduction and Management, enhancing achievement of Millennium Development Goals, Corporate Governance and Conflict-Sensitive and Peace-Promotive (CSPP) processes. In addition, peace education efforts involving the academe need to be scaled-up focusing on building the institutional capacities of the DepEd, CHED and the MSU-system to fully localize Executive Order No. 570. Apart from the PLGUs and MLGUs, the NEDA and DILG should have more pronounced roles in mainstreaming CSPP in development management and local governance processes. Critical partnerships among the LGUs, civil society, security sector, the PDA leagues and alliances as well as other key stakeholders and non-state actors must be further enhanced---towards a more harmonized and consolidated peace and development plan and actions for Mindanao.

This all are possible with optimism that national government, local government units, the civil society and partner UN/donor agencies continue to support the Medium-Term Philippine Development Plan (MTPDP) and Mindanao's

peace and development agenda of a more stable, cohesive and economically vibrant region as articulated in the Mindanao 2020 Framework.