

# ***ACT for Peace Programme***

## **Mid-term Review**

*May 30 2008*

---

## **Mid-Term Review of the ACT for Peace Programme**

---

---

## **Mid-Term Review of the ACT for Peace Programme**

---

The Review Team would like to express its gratitude to the individuals, communities, and agencies it consulted during the course of the MTR for their patient cooperation. In particular, the Team would like to thank the Programme Management Office team for their unstinting cooperation and tireless support.

## **Table of Contents**

### **Acronyms**

### **Executive Summary**

#### **1. Introduction**

- 1.1. Background
- 1.2. Objectives and Method of Review
- 1.3. Operating Environment

#### **2. Programme Goal and Objectives**

- 2.1. Rationale and Justification
- 2.2. Coverage and Beneficiaries
- 2.3. Strategy: Peace and Development Framework

#### **3. Programme Performance Assessment**

- 3.1. Programme Design
- 3.2. Progress Towards Outcomes and Impact
- 3.3. Transformation of Peace and Development Communities
- 3.4. Sustained Peace Building and Development Effort
- 3.5. Strengthening Peacebuilding and Conflict Transformation
- 3.6. Enhanced Partnerships, Confidence and Collaboration
- 3.7. Broader Peace Process and Development Process

#### **4. Contribution to Monitoring and Evaluation**

- 4.1. UNDP's Technical and Oversight Role

#### **5. Programme Management, Implementations and Coordination**

- 5.1. Management Structure
- 5.2. Programme Implementation
- 5.3. Programme Coordination
- 5.4. Financial Performance

#### **6. Challenges and Opportunities**

#### **7. Conclusions and Recommendations**

### **Annexes**

#### **1. Persons Met and Site Visits**

#### **2. Terms of Reference**

#### **3. Matrix of Outcome and Output Targets**

#### **4. Cumulative Programme Expenditure 2005-2007**

---

## Mid-Term Review of the ACT for Peace Programme

---

### List of Acronyms

ACR	Activity Completion Report
ACT	Area Coordination Team
ACT for Peace	Action for Conflict Transformation for Peace Programme
AMO	Area Management Office
ARMM	Autonomous Region of Muslim Mindanao
AusAID	Australian Agency for International Development
AWFP	Annual Work and Financial Plan
BDC	Barangay Development Council
BDP	Barangay Development Plan
BDP-PRA	Barangay Development Plan-Participatory Rural Appraisal
BHW	Barangay Health Worker
CBTED	Community-Based Training for Enterprise Development
COP	Culture of Peace
CSO	Civil Society Organisation
DCC	Disaster Coordinating Committee
EA	Executing Agency
EO	Executive Order
ExCom	Executive Committee
FAO	Food and Agriculture Organization
FPA	Final Peace Agreement
GOP	Government of the Philippines
GOP-UNMDP3	Government of the Philippines-United Nations Multi-Donor Programme Phase 3
GRP-MNLF FPA	Government of the Republic of the Philippines – Moro National Liberation Front 1996 Final Peace Agreement
HDI	Human Development Index
IA	Implementing Agency
ICR	Independent Completion Report
IDP	Internally Displaced Persons
ILO	International Labour Organization
IP	Indigenous People
IRA	Internal Revenue Allocations
KAP	Knowledge, Attitudes and Practices
KRA	Key Result Area
LDC	Local Development Council
LGU	Local Government Unit
LIA	Lead Implementing Agency
LSF	Local Social Formation
MA	Managing Agent
ManCom	Management Committee
MBN	Minimum Basic Needs
MDP	Municipal Development Plan
MDP3	Multi-Donor Programme Phase 3
MDT-RPD	Multi-Donor Trust Fund for Reconstruction and Development
M&E	Monitoring and Evaluation
MEDCo	Mindanao Economic Development Council
MILF	Moro Islamic Liberation front

---

## Mid-Term Review of the ACT for Peace Programme

---

MNLF	Moro National Liberation front
NEDA	National Economic Development Council
NPA	New People's Army
ODA	Official Development Assistance
OPAPP	Office of the Presidential Adviser on the Peace Process
PCC	Project Coordinating Committee
PDA	Peace and development Advocate
PDC	Peace and Development Community
PMO	Project Management Office

### EXECUTIVE SUMMARY

The Action for Conflict Transformation (ACT) for Peace Programme is the fourth phase of the Government of the Philippines-United Nations Multi-Donor Programme (GOP-UNMDP). The Programme was established in March 1997 to support the implementation of the 1996 Final Peace Agreement between the Government of the Philippines (GOP) and the Moro National Liberation Front (MNLF). Australia has been a key donor of the previous three phases of the Programme.

The Programme is supported by the Governments of Australia, New Zealand and Spain. The United Nations Development Programme (UNDP) serves as the Programme's 'Managing Agent' (MA). The Mindanao Economic Development Council (MEDCo) serves as the Overall Implementing Agency (OIA) for activities that fall within the Autonomous Region of Muslim Mindanao (ARMM) and non-ARMM areas. It is also the Lead Implementing Agency (LIA) for more activities that lie outside the ARMM. The ARMM ODA Office serves as the Lead Implementing Agency (LIA) for activities within ARMM areas. The total Programme budget is approximately \$USD16.2 million over five years.

The Programme commenced in June 2005 and is scheduled to conclude in May 2010. The Programme Design Document (PDD) envisaged that a mid-term review be undertaken to assess and determine the extent to which Programme outcomes are being accomplished. Accordingly, a review was undertaken during 24 March to 5 April 2008

#### Review Findings

The Review Team found that *ACT for Peace* is widely-known and favourably perceived as a broad-based community development and peace-building programme. It has extensive reach into poor, conflict-affected and marginalised communities. It has strong links with local - and some provincial and municipal governments, NGOs, civil society groups, media, academia, opinion leaders and community-based groups. Building largely on the experience of the previous phases of the programme, *ACT for Peace* is on track to achieve most of its targets.

Peace and Development Communities: Chief among the Programme's achievements is the continued development of Peace and Development Communities (PDCs). *ACT for Peace* is currently working with 246 communities that have declared themselves 'Peace and Development Communities'. Of these, 156 are in the final three stages of the six stage development framework. In practical terms, this means that most of these communities have enhanced capacity to plan, implement and replicate peace building activities. A large number of PDCs have mainstreamed peace into Barangay (village), Municipal and Provincial Development Plans and managed to mobilise external (largely local government) funds.

Improved Service Delivery: The PDC provides a mechanism through which communities in conflict-affected areas are able to pool their efforts to develop and advance their own initiatives for peace and human security. Access to, and the provision of, basic services are the tangible benefits of embracing and advancing peace. The Programme is actively working with Barangay Development Councils in 19 provinces and 3 cities in six regions of Mindanao, including the province of Palawan. Linking PDCs with local government is critical to the joint identification of priorities through the Barangay development planning process. In a number of cases, Barangay Development Plans with peacebuilding dimensions adopted by the Barangay Council are being integrated into Municipal Development Plans.

Contributes to Improved Governance: *ACT for Peace* works actively with sub-national levels of government, such that its peace building activities have captured the attention of provincial governors. One governor commended the PDC approach, stating that he had used it to rid communities of arms in areas held by the New People's Army (NPA), the armed wing of the Communist Party of the Philippines, and secure unimpeded delivery of infrastructure and basic services. That province, using its own resources, has increased the number of PDCs from 15 to 32. It has an ultimate target of 50 PDCs.

---

## Mid-Term Review of the ACT for Peace Programme

---

**Skills and Competencies for Peace:** Capacity building is both the key aim and key achievement of the Programme. It contributes to and cuts across all three programme outcomes and is at the heart of programme sustainability. To date, the Programme has trained over 7,000 people in peace and development principles, community mobilisation, social formation, management, planning, monitoring and reporting.

**Empowering Women:** *Act for Peace*, by providing training, is enhancing women's skills. The inclusive and participatory approaches also acknowledge women as equal partners in peace building, conflict prevention and peace maintenance.

**Poverty Reduction:** With extensive reach into poor, marginalised and conflict-affected communities, *Act for Peace*, by creating PDCs and a secure and stable community environment, is attracting local government economic development support through the provision of essential services and is fuelling economic activity and contributing to poverty reduction. For example, it:

- connects poor and isolated communities to resources and services;
- enables the provision of micro-credit;
- enables people to construct permanent homes and plant and work their lands;
- facilitates the resettlement of internally displaced people (IDPs) in their former homes;
- provides basic health and water services; and
- provides access by neglected communities to enterprise development, financial management and marketing training and livelihood opportunities to reduce their vulnerability and promote community resilience.

As a result of these activities, communities are becoming healthier, better educated, more economically productive and more confident and trusting in peace and its associated benefits.

Some 116 PDCs are now engaged in community economic development activities benefiting over 11,000 members, of whom at least 40 per cent are women.

**Monitoring and Evaluation (M&E):** The M&E System for Phase Three was weak. The lack of baseline information made it difficult to accurately measure program performance. The M&E system focused on outputs rather than outcomes monitoring. As a result, the Programme progress reports were outputs based. Under the *ACT for Peace* Programme (Phase 4) an independent service provider has conducted the necessary baseline study and developed a comprehensive, though as yet largely untested, M&E system to track and measure the impact of Programme activities and approaches, including peace impacts.

### **Recommendations**

To enhance Programme effectiveness, streamline reporting and management, and augment analysis and impact reporting, the MTR makes the following recommendation:

#### **Impact analysis**

The Programme is designed to integrate peace building and service delivery as mutually supporting dimensions. It is essential that the PMO use quantitative and qualitative information to capture changes or “transformations” at community level. Moreover, it needs to analyse the information it meticulously collects and verifies to inform progress towards achieving both outcomes – peace and development. The MTR believes that the PMO does not have the capacity to analyze the vast information generated from all 246 PDCs.

***Resources be made available to recruit a locally based technical expert to undertake such analysis.***

#### **Increased Coordination with Government Agencies**



---

## Mid-Term Review of the ACT for Peace Programme

---

Notwithstanding the Programme's credible reputation and community-level achievements, it alone, cannot influence the complex national peace process, particularly at the Track 1<sup>1</sup> level. It will require fully resourced mechanisms that can link *ACT for Peace* more substantively to key national institutions.

***Efforts to develop strong partnerships with OPAPP, regional, provincial and national governments be increased as a means to harness the resources, experience and skills of wider national government agencies (DILG, DepEd, NCIP and NEDA).***

### Leverage on Government and Donor Programmes

Greater emphasis to leveraging resources and ensuring convergence with other donor programmes will give added strength to Programme delivery and impact. For example, AusAID's Local Government, Education (BEAM) and Human Resource Development programs can be leveraged to support Programme implementation.

***The Programme seeks greater convergence with relevant national government agencies, UN agencies and donor organisations in Programme delivery, including through the offices of Local Government Units (LGUs), the Mindanao PMO Convergence Forum, MEDC, and the Mindanao Working Group and/or UNDP.***

### MTF-ACT for Peace Coordination and MNLF-MILF collaboration

There is considerable similarity in the approach, focus and geographic coverage of the ACT for Peace and the MTF-RPD programmes. Convergence will be critical in avoiding overlap and duplication of effort. The potential risk of conflict generated by two parallel, politically-affiliated programmes will be important to manage. MEDCo should play a strategic role and facilitate greater MNLF-MILF collaboration on activity implementation at the community level.

***The MEDCo meet with the Bangsamoro Development Agency on a regular basis to discuss convergence of ACT for Peace Programme and MTF-RPD activities in PDCs.***

### Peace and Development Communities

The MTR recognises that the transformation of conflict-affected and marginalised communities into PDCs, particularly in terms of social cohesion, trust, confidence and conflict management, is a key Programme strength. However, the 2006 baseline data indicates that many PDCs are ill-equipped to manage community economic development (CED) activities. There does not appear to be a clear CED strategy. The need for increased capacity building in basic livelihood and economic project management is apparent.

- ***The Programme undertake a review of its economic activities to:***
  - *identify what works and why;*
  - *develop a CED strategy; and*
  - *devise mechanisms to scale up successful activities.*
- ***Revise the selection criteria for economic and micro-credit projects to include sustainability of supported activities.***

### Indigenous Peoples (IP) Communities

The Programme is active and effective in IP communities in the Caraga region, but IP participation and representation in other Programme areas is lacking.

---

<sup>1</sup> The multi-track peace building approach (developed by retired diplomat, John Macdonald) provides a typology of three tracks for peace-building. **Track One** peace-building incorporates approaches designed to address areas of difference at the socio-political level, especially amongst politicians, opposition groups, the judiciary, senior bureaucrats and invited mediators. **Track Two** peace-building attempts to enhance the participation of the broader community in influencing national political actions. **Track Three** peace-building targets opportunities to promote peaceful co-existence and reconciliation at the community or grassroots level.

---

## Mid-Term Review of the ACT for Peace Programme

---

***The Programme seeks the active participation and representation of IP communities and draws the NCIP more closely into the Programme's peace-building and community development activities in IP communities.***

### Reporting, Planning and Approval Processes

The period between Annual Work and Financial Plan (AWFP) completion and implementation is some three months. This results in implementation backlogs, delays, undue pressure on PMO staff, and possible sub-standard activity implementation. To avoid this, AWFP implementation should commence immediately on receiving Management Committee (ManCom) endorsement.

- ***The Management Committee meets in December or early January to review and endorse the AWFP, and AWFP implementation commences immediately upon receipt of the Management Committee's endorsement.***
- ***The PCC meets in January/early February to provide final approval for the AWFP.***

### UN Representation in PCC

Current UN agency PCC representation includes the FAO, ILO and UNFPA. These agencies do not currently participate in the Programme but do attend PCCs, ExComs and ManComs, though their participation in the latter is negligible.

***Non-participating UN agencies be excluded from PCC, ExCom and ManCom membership and be invited to participate in these committee meetings on an "as needed" basis.***

### The Executive Committee (ExCom)

ExCom membership has been reconstituted to include donor agency representation and thus duplicates PCC membership. This presents an unnecessary Programme policy management layer.

***The ExCom be abolished and that an Immediate Action sub-Committee of the PCC - comprising MEDCo (as Chair), PMO, ARMM Regional Government, UNDP, donor agency and MNLF representation - be convened to deal with matters requiring immediate attention on an "as needed" basis.***

### Management Committee (ManCom)

A key responsibility of the ManCom is to monitor, and identify measures for mitigating or managing, Programme risks and to refer these risks to the IA or ExCom for action as appropriate

***The ManCom refer risk mitigation and management measure issues/actions to the above-mentioned 'Immediate Action sub-Committee'.***

### The Programme Coordinating Committee (PCC)

The MNLF is represented on the PCC, as required by the PDD, by the MNLF Chairperson. The current MNLF Chairperson is also Chair of the MNLF Executive Council, one of four current MNLF factions - the other three factions being the Misuari Breakaway Group (MBG), the Islamic Command Council (ICC) and the Alvarez Isnaji faction. The GRP recognises both the Executive Council and the MBG.:

***Consideration be given to including the head of the Misuari Breakaway Group as a permanent member of the PCC in order to gain more cross-MNLF representation, views and consensus on Programme approaches.***

### Programme Quality and Performance

Neither the PMO nor the Programme engage at the Track 1 level. As a result, the PMO is not in a position to monitor and evaluate the impact of Programme outputs on the peace process at the Track 1 level. This responsibility would be better performed by those agencies more closely aligned with the Track 1 peace process, such as MEDCo and UNDP.

***MEDCo and UNDP assume responsibility and develop the capacity to regularly analysis of the effects of the Programme on the peace process at the 'Track 1' level and provide such analyses to Programme management and relevant stakeholders.***

### ARMM Programme Management

The PDD designates MEDCo as the LIA for ARMM and non-ARMM areas and the Implementing Agency (IA) for non-ARMM areas. The ARMM ODA Office is the designated IA for ARMM areas. The ARMM ODA Office has been careful to point out that, by virtue of Executive Order 125, the ARMM Government is the accountable and implementing authority for development activities within the ARMM and is therefore keen to exercise this authority.

***The ARMM ODA Office and other relevant ARMM offices participate in MEDCo's assessment and selection of activity proposals for implementation in ARMM areas with immediate effect. Following a 3-6 month capacity building/hand over period, the ARMM ODA Office assume complete responsibility for this process.***

### AusAID, MEDCo, UNDP and PMO reporting

AusAID assessments of the impact of its contribution to the Programme have been constrained to a certain degree by the lack of analytical reporting it receives from UNDP on project impact. The PMO is being weighed down by extensive progress and ad hoc reporting to UNDP and donor partners and consequently has neither the time, resources nor capacity to fulfill this analytical requirement.

- ***Based on regular PMO progress reports and MEDCo progress reviews, MEDCo and UNDP provide analyses of the impact of Programme activities on peace and achieving Programme outputs and outcomes to relevant stakeholders on a regular basis.***
- ***The PMO, MEDCo and UNDP meet with relevant donor agency partners to rationalise donor reporting requirements with the aim of easing the PMO's reporting burden.***

### MEDCo and ARMM Regional Government Programme Implementation Capacity

MEDCo and the ARMM Regional Government (ARMM ODA Office) are designated as the Overall Implementing Agency and Lead Implementing Agency (for the ARMM) respectively. However, both acknowledge that, to varying degrees, they lack the necessary project implementation management experience, skills and resources and need to enhance internal project implementation mechanisms, including those related to conflict sensitivity.

***The Programme gives increased emphasis to strengthening the activity implementation management, monitoring and evaluation and conflict sensitivity capacity of both MEDCo and the ARMM ODA Office.***

### Scope and Coverage

With a transformation period of 4-5 years to full empowerment (Stage 6) for PDCs entering the Programme, it is expected that the 17 new PDCs entering the program in 2008 will eventually transform to fully "empowered" PDCs in 2012-13.

***A review of PDC progress towards Stage 6 be undertaken in 2010 to determine whether the Programme should be extended to enable the effective and sustainable transformation of all new PDCs to full empowerment.***

### INTRODUCTION

#### 1.1. Background

The Action for Conflict Transformation (ACT) for Peace Programme is the fourth phase of the Government of the Philippines-United Nations Multi-Donor Programme (GOP-UNMDP). It was established in March 1997 in support of the implementation of the 1996 Final Peace Agreement between the Government of the Philippines (GOP) and the Moro National Liberation Front (MNLF). Australia has been a key donor of the previous three phases of the Programme. At the conclusion of the third phase, Australia had committed A\$17 million over five years for the implementation of the ACT for Peace Programme.

The Programme is supported by the Governments of Australia, New Zealand and Spain. The United Nations Development Programme (UNDP) serves as the Programme's Managing Agent. The Mindanao Economic Development Council (MEDCo) serves as the overall programme implementing agency for activities lying outside the Autonomous Region for Muslim Mindanao (ARMM). The ARMM ODA Office serves as the lead implementing agency for the ARMM areas. The total Programme budget is approximately \$USD16.2 million over five years.

The Programme commenced in June 2005 and is scheduled to conclude in May 2010. The Programme Design Document (PDD) envisaged that a mid-term review be undertaken to assess and determine the extent to which Programme outcomes are being accomplished.

#### 1.2. Objectives and Method of Review

The mid-term review (MTR) (24 March to 5 April 2008) was undertaken by a team comprising: Nescha Teckle (International Consultant), Andy Olver (AusAID) and Eric Barro (National Consultant). The team was joined by Gi Domingo (AusAID), Lily Hidalgo (AusAID) and Alma Evangelista (UNDP). The Mission was supported by staff from the Project Management Office (PMO). The Team met with a range of stakeholders including: Programme beneficiaries, national, provincial and local government officials and agencies, donors, civil society organisations, non-government organisations, members of academic institutions, and community leaders (a list of persons met and sites visited is at Annex 1). The objectives of the MTR are outlined in the Terms of Reference (Annex 2).

#### 1.3. Current Operating Environment

The Programme operates in conflict-affected areas with high levels of poverty, insecurity, vulnerability, isolation, poor basic service delivery, governance problems and long standing grievances. A 'Joint Needs Assessment for Reconstruction and Development of Conflict-Affected Areas in Mindanao' (2005) produced by the Government of the Philippines, international funding agencies and Mindanao stakeholders identified *injustice* as the primary underlying cause of the conflict which manifests in the following forms:

- social exclusion and marginalisation of the Bangsamoro and indigenous peoples (IPs) from mainstream political, economic and social life;
- loss of access to land and other key resources and economic opportunities;
- perceived suppression of Moro and IP traditions, customs and institutions;
- extreme poverty;
- deprivation of basic amenities for a decent human existence; and
- ineffective or imposed institutions of governance, rule of law and service delivery.

A recent report<sup>2</sup> notes that the most urgent challenges confronting Mindanao's peace and development efforts are:

1. GRP fulfillment of the 1996 GRP-MNLF Peace Agreement provisions;

---

<sup>2</sup> Fermin D. Adriano for the Mindanao Working Group (MWG) March 2008.

---

## Mid-Term Review of the ACT for Peace Programme

---

2. the worsening poverty situation in Mindanao, particularly in its conflict-affected and conflict-prone areas;
3. the need to improve governance, particularly local governance, in conflict-affected and conflict-prone areas of Mindanao;
4. the need to develop Mindanao's agriculture and infrastructure sectors; and
5. the lack of a negotiated GRP-MILF peace settlement;

The first three of these are central to, and are being directly addressed, by the Programme.

### 2. Programme Goal and Objectives

Building on the achievements of the previous phases, *ACT for Peace* is designed as a community development and peacebuilding and conflict prevention Programme with the overarching **goal** of promoting national harmony and a just conclusion of the government's peace process. The **purpose** of the Programme is to strengthen peace building efforts and sustain the gains for peace and sustainable development in Southern Philippines. Three key **outcomes** are envisaged at the end of the Programme: **Outcome 1** - 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 and human security are harnessed; **Outcome 2** - Peace building and conflict transformation (prevention, management and resolution) capacities of actors and institutions are strengthened and institutionalised; and **Outcome 3** - Critical partnerships towards sustaining an environment of trust, confidence and collaboration for peace and development are enhanced.

To achieve these outcomes, the Programme has five (5) components: **Component 1** - Strengthening social capital for peacebuilding; **Component 2** - Promoting human security through improved access to basic services; **Component 3** - Promoting human security through community economic development; **Component 4** - Building stakeholder capacity for conflict transformation; and, **Component 5** - Promoting and advocating a culture of peace towards peace-building and conflict transformation (which cuts across the other components).

These components are **vertically** linked to the achieve Outcomes: Outcome 1 is linked to the inputs and outputs of Components 1, 2 and 3; Outcome 2 is linked to the inputs and outputs of Component 4; and, Outcome 3 is linked to the inputs and outputs of Component 5. **Horizontally**, capacity building and the promotion of a "culture of peace" bind and link component activities and serve to leverage gains across the Programme. Other cross-cutting themes such as gender equality and women's empowerment, youth etc., are embedded in the Programme's participatory and inclusive approaches to community engagement and activity implementation and delivery.

#### 2.1 Programme Rationale and Justification

*ACT for Peace* accords with the Australia-Philippines Development Assistance Strategy 2007-2011, in particular, its emphasis on stability and human security. Its approaches correspond with the thrust of the strategy which emphasises increasing the capacity of institutions in conflict-affected areas (CAAs) to better provide basic services in partnership with local communities and faith-based organisations. It is also consistent with AusAID's Performance Assessment Matrix Outcomes 1 and 2. The Programme also accords with the GRP Medium-term Philippines Development Plan 2004-2010 and is consistent with the UN Development Assistance Framework, in particular Outcome 5, which calls for the reduction of the level of violent conflict and the promotion of human security and the culture of peace.

#### 2.2. Programme Coverage and Beneficiaries

The target beneficiaries are conflict-affected communities in 16 provinces and 14 cities from the former Special Zone for Peace and Development (SZOPAD) and 4 conflict-prone provinces and 3 cities in Caraga. *ACT for Peace* is designed to expand PDC coverage by 100 conflict affected

## Mid-Term Review of the ACT for Peace Programme

communities and to sustain support to the PDCs that were established in MDP3. Other beneficiaries include; LGUs, NGOs, CSOs, the media, academe and womens groups that partner with *ACT for Peace* to advocate, institutionalise and promote a “culture of peace” in Mindanao.

### 2.3. Programme Strategy: Peace and Development Framework

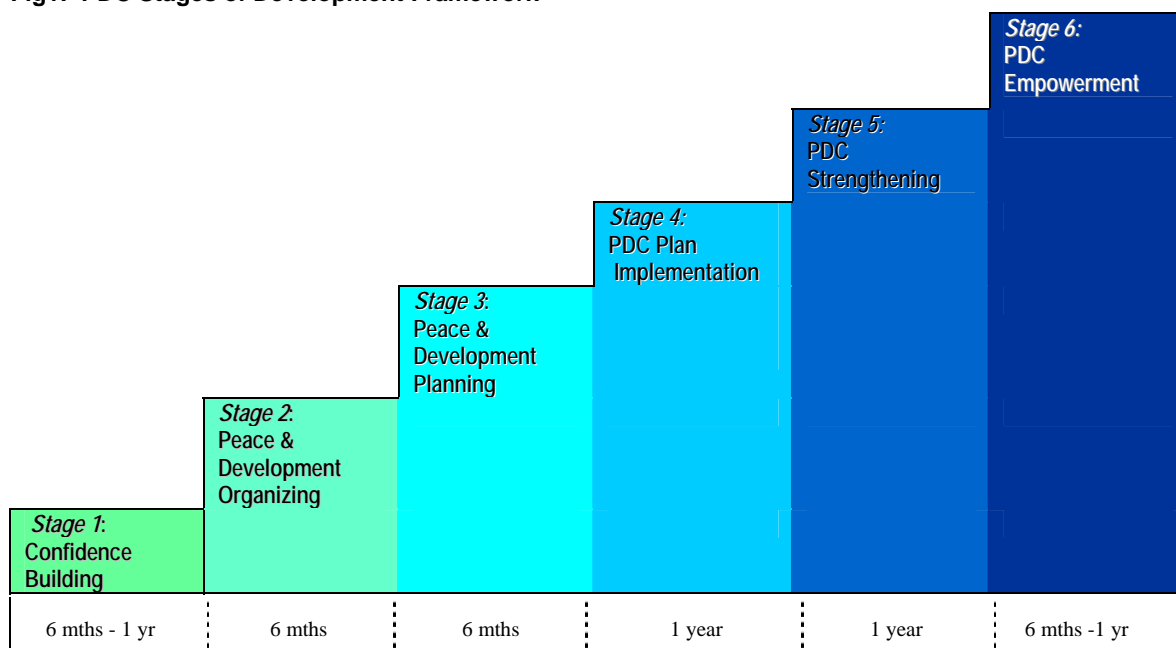
*ACT for Peace* is a community-based peace and development programme designed to build on MDP3 achievements to promote the transformation of conflict-affected areas into peaceful and productive communities. The Project Design Document (PDD) provides an implementation framework in which the concept of a Peace and Development Community (PDC) is central. Trained Peace and Development Advocates (PDAs) facilitate the process of PDC development.

The PDC concept was adopted during Phases 2 and 3 as a core strategy to build peace and deliver basic services to beneficiaries. A PDC is a marginalised, conflict-affected community and is the location for social and economic transformation. A PDC may consist of a cluster of barangays or a barangay and adjacent households. The selection criteria include<sup>3</sup>:

- Conflict-affected communities in the peace phase and development ready;
- The marginalised and poor, including a large proportion of Muslim and indigenous populations and former MNLF combatants who demonstrate a willingness to initiate change and drive development;
- Must be recommended by the relevant LGU.

The 6 stages of PDC development (Fig 1) allows the Programme to tailor its activities to the specific situation of the community and to track progress or regression of development from Stage 1 through to Stage 6. The stages of PDC development and their corresponding indicators are set out in the PDD<sup>4</sup>.

**Fig1: PDC Stages of Development Framework**



Generally, it will take a community 4-5 years to transform into an “empowered” PDC.

<sup>3</sup> See GoP-UN MDP3 PDA Manual for the criteria on the selection of PDC. **DATES?**

<sup>4</sup> Project Design Document P 15 annex C

---

## Mid-Term Review of the ACT for Peace Programme

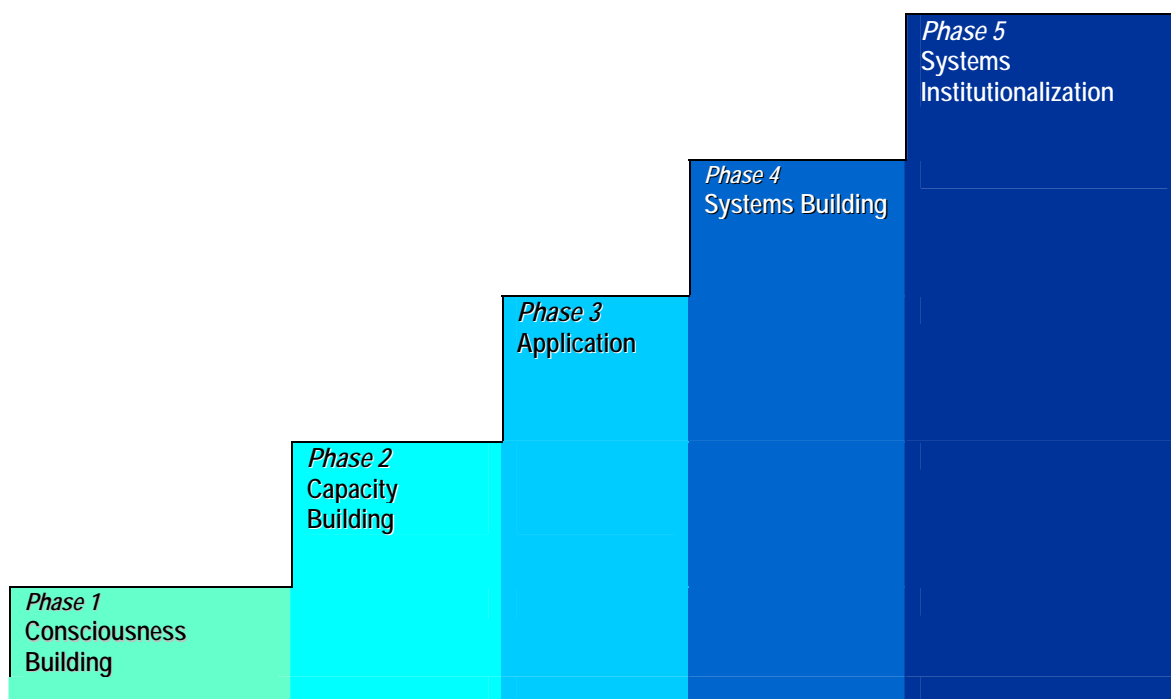
---

The envisaged results of each step is the development of skills, awareness and capacities as summarised below:

- **Confidence Building:** Led by the PDAs of a particular conflict-affected community, the community engages in social preparation activities with the aim of re-building mutual trust and confidence through the PDC approach. Initial working group formed.
- **Peace Constituency Building:** PDCs are able to practice participatory processes to collectively address peace and human security needs. Potential “PDC co-champions” selected and initially equipped with the core values, attitudes, knowledge and skills.
- **Strengthening Capacities:** PDCs have capacities to plan and act upon their peace and human security requirements.
- **Implementation/Application:** PDCs are able to optimise local and outside resources and implement their priority peace and human security programs and projects. Community declaration to engage in peace and development formalised. Priority PDC issues addressed through implementation of small community projects.
- **Adaptation:** PDCs adapt practices and systems applied in Stage 4 to effectively establish peace and address human security needs.
- **Replication/Expansion:** PDCs adhere to relevant standards in governance, conflict management and human rights.

Similarly, a five-step conceptual framework (Fig 2) guides and tracks civil society and local government (CSO-LGU) transformation.

**Figure 2 CSO-LGU Development Framework**



### 3. Programme Performance Assessment

#### 3.1. Programme Design

An often asked question of programmes like *ACT for Peace* is:

*Is providing development activities that result in tangible services and products within a community more important than strengthening the capacity and skills of a community to sustain peace by building trust and confidence to collectively manage and prevent conflict?*

This dilemma is resolved in the design of *ACT for Peace* which integrates peace building and development as mutually reinforcing pillars. The Programme uses “peace” as a prerequisite for delivering development benefits and the promotion of sustainable social development in target communities. This means that Programme benefits accrue at two levels – peace *and* development.

#### 3.2. Progress towards Outcomes and Impact

Table 1 provides a snapshot of aggregated progress towards Outcome targets. The Programme is on target or, in some cases, exceeds indicative Outcome targets. However, progress on conflict transformation activities in new communities is limited. Progress against Outcome and output targets is provided in greater detail in annex 3

**Table 1: Overall progress towards Outcomes**

PROGRAMME TITLE	ACT (Action for Conflict Transformation) for Peace Programme												
PURPOSE	To strengthen peace-building efforts and sustain the gains for peace and development in Southern Philippines.												
EXPECTED OUTCOMES	<p><b>Outcome 1:</b> Transformation of Peace and Development Communities (PDCs) and other conflict-affected areas sustained; and community efforts to develop and advance their own initiatives for peace and human security harnessed.</p> <p><b>Outcome 2:</b> Peace-building and conflict transformation (prevention, management and resolution) capacities of actors and institutions strengthened and institutionalised.</p> <p><b>Outcome 3:</b> Critical partnerships towards sustaining an environment of trust, confidence and collaboration for peace and development strengthened.</p>												
HIGHLIGHTS OF ACCOMPLISHMENT	<p><u>Outcome 1</u></p> <p>1. PDCs have enhanced abilities to plan, implement, institutionalize and replicate initiatives that promote peace and address threats to human security</p> <table> <tr> <td>Target (2005 - 2010):</td><td>227</td></tr> <tr> <td>Accomplished as of Dec 2007:</td><td>137</td></tr> <tr> <td>Per cent:</td><td>60%</td></tr> </table> <p><u>Outcome 1</u></p> <p>2. New Communities undergoing conflict transformation processes</p> <table> <tr> <td>Target (2005 - 2010):</td><td>126</td></tr> <tr> <td>Accomplished as of Dec 2007:</td><td>39</td></tr> <tr> <td>Per cent:</td><td>31%</td></tr> </table>	Target (2005 - 2010):	227	Accomplished as of Dec 2007:	137	Per cent:	60%	Target (2005 - 2010):	126	Accomplished as of Dec 2007:	39	Per cent:	31%
Target (2005 - 2010):	227												
Accomplished as of Dec 2007:	137												
Per cent:	60%												
Target (2005 - 2010):	126												
Accomplished as of Dec 2007:	39												
Per cent:	31%												



## Mid-Term Review of the ACT for Peace Programme

	<u>Outcome 2</u>	
	3. Target LGUs and organisations model practices, systems and structures in conflict transformation and peacebuilding	
	Target (2005 - 2010):	46
	Accomplished as of Dec 2007:	29
	Per cent:	63%
	<u>Outcome 2</u>	
	4. Target LGUs and organisations have basic peace-promoting capacities, systems, processes and approaches	
	Target (2005 - 2010):	83
	Accomplished as of Dec 2007:	73
	Per cent:	88%
	<u>Outcome 3</u>	
	5. Improved interaction among peace networks, LGUs, government agencies, the security sector, MNLF, media, academe, private and religious sectors in promoting peace and development	
	Target (2005 - 2010):	26
	Accomplished as of Dec 2007:	17
	Per cent:	65%

**Outcome 1: Transformation of Peace and Development Communities and other conflict-affected areas sustained; and community efforts to develop and advance their own initiatives for peace and human security harnessed**

### 3.3 Transformation of Peace and Development Communities

Building on the previous phases of the Programme, *ACT for Peace* is on track to achieve most of its targets. Progress against the 6 stages of PDC development (Fig 1) is illustrated below (Fig 3). Although the bulk of the PDCs were established during previous phases<sup>5</sup>, the Programme is currently working with **246** communities that have declared themselves as PDCs. Of these, **156** are in **stages 4, 5 and 6** of the development framework. The majority of PDCs are in stages 4 and 5 and few PDCs have reached stage 6<sup>6</sup>. In practical terms, this means that communities in stages 4- 5 have established the foundations for peace and development and have acquired a set of skills and have enhanced capacity to plan, implement and replicate peace building activities. It is envisioned that 17 new PDCs will be introduced into the Programme during 2008 and will graduate in 2012.

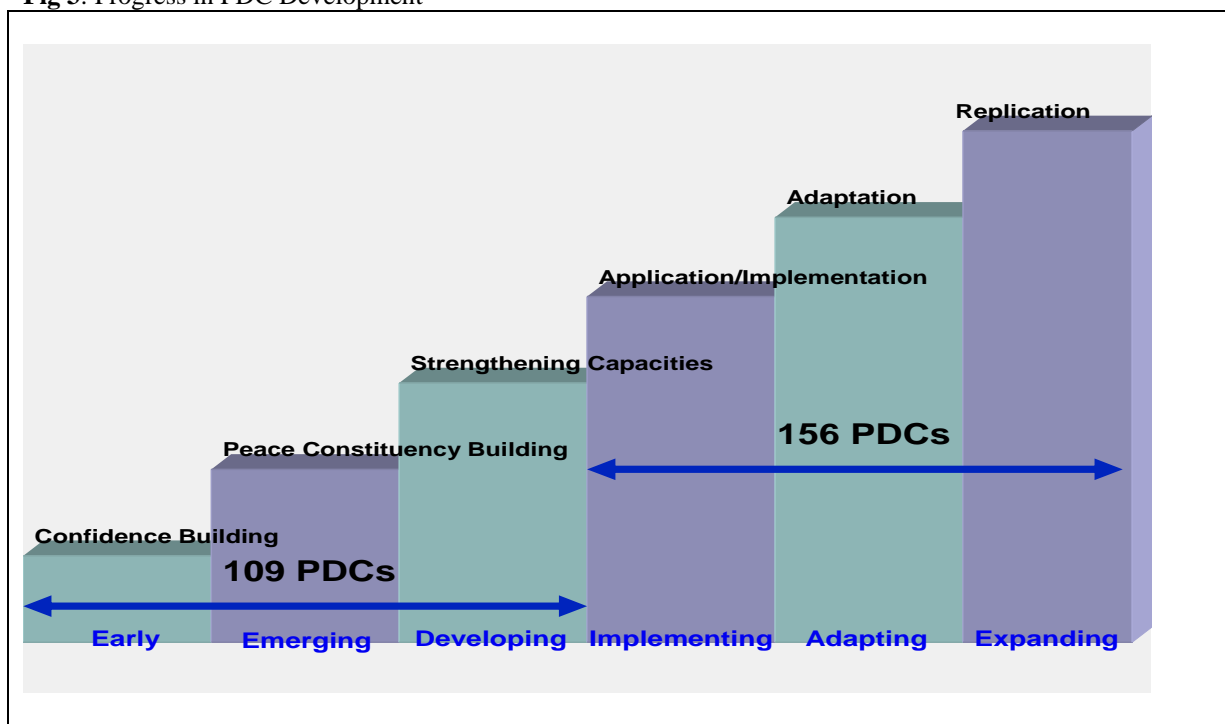
Progress reports indicate that a large number of PDCs have mainstreamed peace-based Barangay Development Plans in Municipal and Provincial Development Plans and, as a result, have mobilised municipal or provincial government funds to support their priority initiatives.

The MTR Team visited communities that reported - as a result of increased access to basic services - increased community stability strengthened confidence and trust in the benefits of peace and enhanced relationships with LGUs. Former MNLF commanders, provincial governors and mayors openly acknowledge that benefits have accrued to their communities through the Programme. Furthermore, reports indicate that there has not been any insurgency-based armed conflict within the PDCs.

<sup>5</sup> 67 PDCs were established in Phase 2 and at the end of MDP 3 there were 163 PDCs:

<sup>6</sup> PDC baseline study

**Fig 3: Progress in PDC Development**



Source: Programme Progress Reports

**Table 2 Total Number of PDCs by Region (As of 31 December 2007)**

Region	# of Existing PDCs	# of New PDCS	Total To Date	Total Target PDCs	Variance
ARMM	53	14	67	78	11
South Central Mindanao	75	27	102	102	-
Western Mindanao	32	22	54	58	4
Palawan	3	-	3	5	2
CARAGA	-	20	20	20	-
<b>GRAND TOTAL</b>	<b>163</b>	<b>83</b>	<b>246</b>	<b>263</b>	<b>17</b>

Source: 2007 Accomplishment Report

### 3.3.1 Strengthened Social Capital for Peace-building

Social capital is the sum of “norms, values and social relations that bond communities together and built bridges between communities<sup>7</sup>” and is considered a vital building block to *transforming structures and processes* for social development.

*ACT for Peace* has strengthened:

- Vertical and horizontal networks and links between individuals, communities, LGUs, PDAs and CSOs. These serve to increase people’s trust and ability to work together to expand their access to wider institutions, such as provincial line departments, city Mayors or civic bodies. There are over 350 PDAs working with POs and LGUs. Most PDAs are former MNLF combatants who engage and work in community peacebuilding on a voluntary basis. The PDAs are organised under Peace and Development Advocates’ Leagues (PDALs). There are 20 Provincial PDALs and one Mindanao-Sulu-Palawan League (MPDAL);

<sup>7</sup> Colletta and Cullen 2000 p.4; see also Chambers and Conway 1992

---

## Mid-Term Review of the ACT for Peace Programme

---

- Community groups (PDCs, POs, LSFs) adhering to mutually-agreed or commonly accepted rules, norms and sanctions. Within the 246 PDCs some 180 Peoples' Organisations are able to satisfy priority needs through the implementation of Programme-supported projects;
- Communal trust and confidence and enabled reciprocity which together facilitate co-operation, reduce conflict and provide informal safety-nets amongst community members and neighbouring groups.
- Declining norms and values and facilitated and promoted inter-faith and inter-group understanding through dialogue and training that nurtures, educates and advocates for a culture of peace in Mindanao.

### *Story of how a PDA transformed*

We [the MNLF combatants] used the armed struggle to achieve our cause. The struggle was hard and many of us - former combatants and non-combatants – who were directly affected by violent conflict suffered - and still suffer - deep trauma. The massacres and fear felt at the time [1971] are still with us – day and night. Like many who were involved in the war, I was personally affected and moved by the war and came to realise that in war, no one wins. So, when there was a call for volunteers as PDAs, I and other ex-combatants volunteered. We all knew that peace was the only way forward.

As PDAs our first task was to build confidence in peace within the community. We needed this to ensure project success. No confidence, no sustainability, no project. We have now built confidence in our communities. The armed forces are no longer afraid of going into communities that have declared themselves to be PDCs, and the people are no longer afraid of the armed forces coming into their community. We all know that there will be no conflict within a PDC and we respect that. We PDAs are now working hard to transform our communities into productive PDCs. We have managed to build bridges between the community, government and the military. The community is now much happier and more confident about its future. Empowerment, peace and progressive communities are the three principles by which I abide as a PDA.

PDA, PDAL Knowledge Centre, Former MNLF H/Q

The Programme uses these building blocks to: re-fashion old norms (e.g. the Islamic Leadership in Governance initiative); transform communities into PDCs and individuals (including ex-combatants) into PDAs; empower and involve vulnerable groups (women, IPs, youth); validate formal and informal leadership (e.g. Council of Elders); broaden peace constituencies (academe, schools, local government); and build on existing capacities (POs and LSFs). Communities visited by the MTR team advised that these and associated processes contribute to building peace, promoting stability and bolstering community cohesion. Most importantly, communities were demonstrably imbued with strong and correct notions that peace brings security, stability and economic development and is something to be nurtured and valued. As noted previously, there has been no insurgency-based armed conflict within the PDCs.

### **3.4 Sustained Peace Building and Development Effort**

It is important to note that at any given time, *ACT for Peace* operates through the entire development continuum: from conflict prevention, post-conflict relief and recovery through to peace and development. The Programme's activities and results are discussed below.

#### **3.4.1. Relief, Resettlement and Recovery**

Earlier phases of the GOP-UNMDP provided a coordinated response to communities affected by eruptions of violent conflict. The Programme is credited with the return, resettlement and recovery of the original inhabitants of Eleven Islands. The Programme recently supported the construction of core shelters for 200 households displaced by conflict some 30 years ago. The rehabilitation and resettlement of Eleven Islands, once a “no-go” zone, has become an example of success and the benefits of peace. On-going recovery support is being provided through the *ACT for Peace* to ensure

---

## Mid-Term Review of the ACT for Peace Programme

---

people have access to basic services - including the construction of a Barangay Health Station (BHS) and provision of medical equipment/facilities - and access to livelihood opportunities through skills training in the construction of small fishing and fish transporter boats.

Earlier phases of the GOP-UNMDP provided rapid emergency support to communities affected by violent conflict. To date, the Programme has supported around 20,000 people. In response to armed conflicts in Cotabato Province, Maguindanao and Sulu, *ACT for Peace* provided relief supplies to 2,500 displaced families (working with other agencies including; DSWD and LGUs). Similarly in Caraga, due to on-going military operations against the NPA, relief assistance to 264 displaced families was provided in coordination with the Provincial Government, DSWD, and the National Red Cross. In Cotabato Province, following skirmishes between the MILF and the Armed Forces of the Philippines, support was provided to 1,500 affected families

### 3.4.2 Increased Access to Health and Water Supply Services

The PDC is a trigger for access to services. Access to and the actual provision of basic services is the tangible results of embracing peace. The table below shows the number of health stations by region and the number of beneficiary households.

**Table 3: Barangay Health Station (BHS) Projects**  
(As of 31 December 2007)

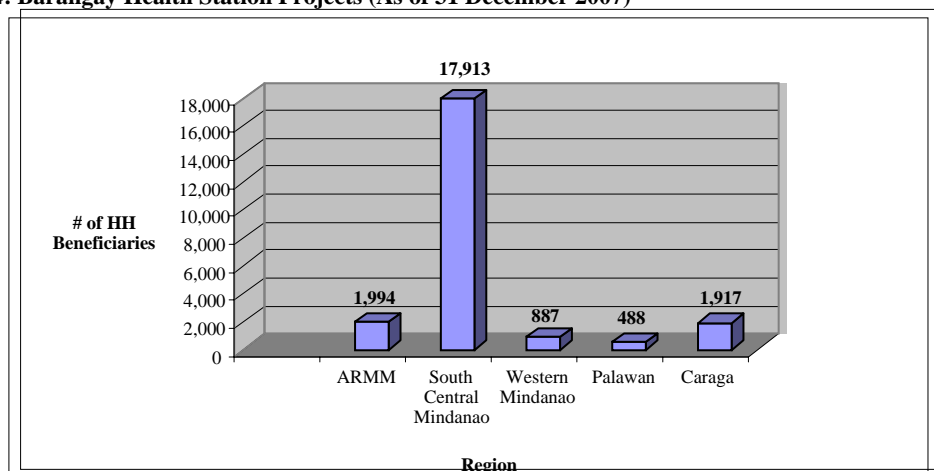
Region	Number BHS's Constructed	Project Amount (PhP)	Total no of Beneficiary Households
ARMM	6	3,162,900	1,994
South Central Mindanao	24	5,519,870	17,913
Western Mindanao	3	1,499,644	887
Palawan	1	700,000	488
Caraga	5	2,192,580	1,917
<b>GRAND TOTAL</b>	<b>39</b>	<b>13,074,994</b>	<b>23,199</b>

The construction of BHSs has not only resulted in improved community access to integrated health services, but has also provided a practical demonstration that the reduction in preventable diseases and correct hygiene and sanitation practices lead to a more productive and healthier life. The impact of this has been a stated appreciation by beneficiaries of the benefits that come with peace.

The Programme is actively working with 135 Barangay Development Committees (BDC) (headed by a Barangay Captain) in 19 provinces and 3 cities in six regions of Mindanao, including the province of Palawan. The BDC assists the local legislative body in setting the direction of economic and social development and coordinating development efforts in their respective territorial jurisdictions. The Programme strengthens the link between communities.

## Mid-Term Review of the ACT for Peace Programme

Figure 4: Barangay Health Station Projects (As of 31 December 2007)



and LGUs (including BDCs) by, for example, ensuring the active participation of LGUs and CSOs in governance and peacebuilding efforts as well as in building local peace capacities. A Programme focus in 2007 was to mainstream peace and development concerns within LGUs through continued peace education and the need to interact closely with communities in this regard. The maintenance of strong LGU-community links is important as it enables joint identification and prioritisation of community needs through the Barangay development planning process. In some instances, Barangay Development Plans (BDPs) are being integrated in Municipal Development Plans.

Table 4: Barangay Water System Projects  
(As of 31 December 2007)

Region	Number of Projects	Project Amount (PhP)	No. of Household Beneficiaries
ARMM	3	1,810,000	1,186
South Central Mindanao	34	7,715,958	10,320
Western Mindanao	11	2,910,258	3,659
Caraga	11	4,164,676	1,353
<b>GRAND TOTAL</b>	<b>59</b>	<b>16,600,892</b>	<b>16,518</b>

*ACT for Peace* is supporting 59 Barangay Water System projects with a total of 16,518 household beneficiaries. It is also supporting 59 *Botika ng Barangay* (BnB) Projects. BnB records show that some 15,647 households have benefited from the BnB program (Table 5) by having access to essential, affordable and safe drugs.

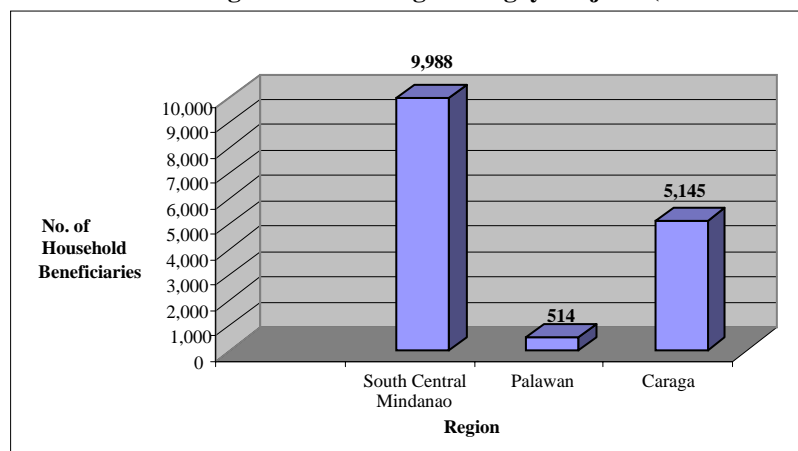
Table 5: Botika ng Barangay Projects  
(As of 31 December 2007)

Region	Number of Projects	Project Amount (PhP)	No. of Beneficiary Households
South Central Mindanao	38	4,635,240	9,988
Palawan	1	130,000	514
Caraga	20	1,400,000	5,145
<b>Total</b>	<b>59</b>	<b>6,165,240</b>	<b>15,647</b>

The establishment of Barangay Health Stations, community water systems and BnBs has promoted key behavioural change among the people. For example, the MTR team was advised by BHS patients that the establishment of BHS in their area had increased their awareness of the need to

maintain a healthy and economically productive life if they are to take full and constructive advantage of the economic benefits provided to them by the Programme.

**Figure 5: Botika ng Barangay Projects (As of 31 December 2007)**



### 3.4.3 Improved Access to Economic and Livelihood Opportunities

Livelihood and economic interventions follow the PDC transformation and development approaches (i.e. participatory and transparent processes) to establish and strengthen local peace-building platforms.

PDCs are now engaged in some 106 Community Economic Development (CED) projects with the participation of POs, PDAs, women and other community groups, including non-PDC communities. Some 210 PDAs/households have been provided with access to micro-enterprise projects through the PDA Alliance Capacity Application Programme.

### 3.4.4 Increased Farmer Capacity and Productivity

Working closely with government line agencies, *ACT for Peace* is building the capacity of farming communities and community agricultural cooperatives in a range of areas including training, technology transfer and demonstrations, technical backstopping, livelihood project management and implementation, cooperative revolving fund management, and natural resource management. As of December 2007, the Programme had implemented 116 community economic development projects benefitting more than 11,000 households. Through *ACT for Peace*, MNLF State Revolutionary Committees in Lanao del Sur, Basilan, Sultan Kudarat, Sarangani, Zamboanga City and Palawan are managing farm and non-farm projects.

#### Box 1: Access to opportunities

##### Incentives for Peace

*"I have seen that the ACT for Peace Programme, through the creation of PDCs, can bring peace and development. As a result, when I visited a particularly conflict prone community in my Province I advised them that if they wanted my support they should first give up their arms and embrace peace. This they did and with Provincial Government support they are now a peaceful and agriculturally productive community."*

Miguel Dominguez, Provincial Governor of Sarangani

Livelihood projects range from vegetable farming to micro lending, mostly managed by women. Activities are implemented by community-based organisations, such as POs and Cooperatives. Capacity building in enterprise development, financial management, technical inputs and marketing is provided to individuals and groups that manage their own enterprises.

---

## Mid-Term Review of the ACT for Peace Programme

---

In the Municipality of Payao, *ACT for Peace* is pilot testing an industry-based economic intervention. This is the first time the Programme has ventured into a municipal-wide development of the seaweed industry where all key stakeholders – the producers, traders, processors, and even the LGU – are collectively engaged for a one-commodity based economic development project.

### Box 1: Arms to Farms

#### *Arms to Farms*

*When I brought the ACT for Peace Area Manager to the community she was scared because it had been such a bad area during times of conflict. But we brought her to our community and she realised there was nothing to fear and she soon gained the community's support for the Programme. The community is eager for peace and development. It is important to build good relationships within the community because this leads to peace. The benefits have been many. Many in the community have no education but ACT for Peace has given us training. This has provided us with trust in the peace process. It has brought us peace and a normal life. Arms to farms...we have traded our arms for farm implements. We are now a productive, united and happy community. We want to stay away from conflict and politics. Peace is the answer and we will make our own way peacefully. PDAs are an aging group and we need to leave a legacy that peace is the way.*

Abdullah Tempolok, PDAL Representative

Youth are also being equipped to contribute to CED. Some 135 out-of-school youth from different PDCs have been trained in alternative livelihood and employment skills (carpentry, masonry, painting, welding, etc) and most are now gainfully employed by Habitat Philippines in its various housing projects. In addition, 6 MNLF State Revolutionary Committees (SRCs) are productively engaged in managing farm and non-farm projects and 8 PDA Leagues and Alliances have developed competency to implement and manage micro-credit projects for their members. A total of 396 PDA households are engaged in small-scale livelihood community enterprises.

While the MTR team did not obtain figures/data relating to increased agricultural output as a result of Programme inputs, several small farmers advised that training and technology transfers provided by the Programme had enabled them to increase agriculture output. See Box 3.

### Box 3: Access to opportunities

#### **Increased access to opportunity**

*"I am a small farmer and father. With support from ACT for Peace I was started a small vegetable garden. My income from the garden, while not much, enabled me to send my daughter to school. She's now in her third year at college and doing very well. One day I decided to work out just how much I'd managed to raise for my daughter's schooling over the years. I was truly amazed to find that through cultivating and selling vegetables I had raised P70000 for my daughter's education!"*

Former MNLF combatant in Km. 21, South Cotobato

### 3.4.5 Increased Women's Participation in Livelihood Projects

*Act for Peace* provides livelihood training to enhance women's skills and access to micro-credit to enable them to acquire basic livelihood development tools. Women engaged in small market garden activities advised that they are now able to better contribute their family's welfare and are more confident in their abilities in this regard. The inclusive and participatory approach used by the Programme emphasises equal participation of women as partners in peace building, conflict prevention and peace maintenance. Women's access to economic opportunities, coupled with newly acquired ability to operate, manage and own enterprises, has contributed to household income and is building women's confidence. Access to micro-credit, tailored to Islamic or traditional lending schemes, adheres to locally accepted indigenous or religious practices and thus promote ownership.

In addition, the Programme coordinates with MNLF State Leadership and provides capacity building and skills development training. For example: capacity building on project development and

---

## Mid-Term Review of the ACT for Peace Programme

---

management; participatory decision making between State Chairs; conflict resolution and peace building; training in participatory local governance and Islamic leadership values; and organizational capacity building on gender and development for Bangsamoro women's organisations.

### 3.4.6 Contributes to Poverty Reduction and Human Security

Human Development Index (HDI)<sup>8</sup> rankings reveal that ten of the lowest ranked provinces are in Mindanao. A recent report noted that a major reason for the rise in poverty incidence in conflict-affected and conflict-prone areas is instability. Conflict deters farmers from planting crops or raising livestock because they fear that they may not be able to harvest their produce. The MTR team saw firsthand that in a number of conflict affected communities, families had constructed mobile homes and fields were not or only partially tended. It is also reported that in Basilan province, conflict and the constant threat of conflict, has brought agricultural production to a virtual standstill.

*Act for Peace*, by creating PDCs and providing and/or facilitating the accompanying benefits (shelter, basic services, training, livelihood opportunities, community enterprises etc), enables internally displaced families to return to their homes and lands and lead peaceful and productive lives.

### **Outcome 2: Peacebuilding and conflict transformation (prevention, management and resolution) capacities of actors and institutions strengthened/institutionalised**

### 3.5 Strengthen Peacebuilding and Conflict Transformation

The outputs of component 4 (i.e., to build stakeholder capacity for conflict transformation) are intended to contribute to the achievement of Outcome 2. Key achievements are outlined below:

#### 3.5.1 Enhanced Skills, Capacities and Competencies

Capacity building is a key aim of the Programme and its key achievement. It contributes to the achievement of all three outcome areas and it is at the heart of the sustainability of the Programme. The Programme has conducted a total of 191 training events<sup>9</sup> and has trained in excess of 7,000 people (from LGUs, national government agencies, academe, PDALs and other Civil Society Organisations) in peace and development principles, community mobilisation, social formation, project management, planning, monitoring and reporting.

**Table 6: Summary of Training Provided and No. of Participants**

Institutions	No. of trainings	No. of Pax
NGAs/LGUs	64	1164
PDALs/MNLF	61	1945
Schools	47	3120
CSOs/Others	19	806
<b>Total</b>	<b>191</b>	<b>7035</b>

In March 2007, 52 PDA Community Organisers and PDAL Officers of which 12 were female participated in a Mindanao Community Peace Organisers' Convention.

#### 3.5.2. Improved Good Governance and Leadership Capacities

**Peace and Good Governance:** The PDC approach harnesses capacities to build relationships, trust and confidence within and between communities. Through the participatory resource appraisal process, principles of good governance, such as inclusive development, accountability, responsibility and transparency, are promoted. Through the PDC the Programme engages with sub-national

---

<sup>8</sup> The Philippines Human development Index 2005

<sup>9</sup> Programme has mobilized 246 PDCs, and 287 PDA-COs (102 in South Central Mindanao, 75 in Western Mindanao, 87 in ARMM, three in Palawan, and 20 in Caraga). Only in Caraga were NGO-based COs tapped. Lead COs or CO supervisors deployed to lend technical support to COs were provided by either partner-NGOs or PDA Leagues/Alliances

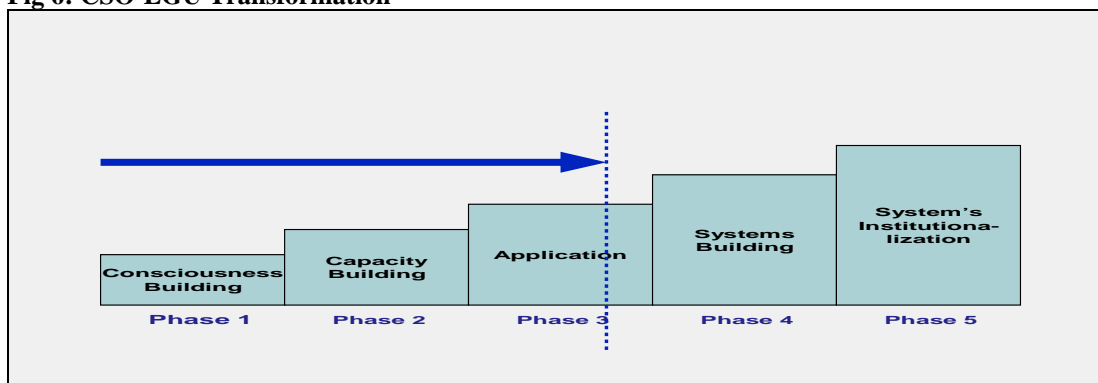


government and has captured the attention of some Provincial Governors. One Governor advised that the PDC approach had been used to rid the province of arms and enabled the delivery of infrastructure and other basic services to NPA held areas. The province, using its own resources, has increased the number of PDCs from 15 to 32 and its PDC target to 50.

**Leadership and Governance:** The Programme is currently piloting its Islamic Leadership and Governance training programme which aims to enhance the capacity of PDAs working in PDCs in Western Mindanao. This approach uses Islamic principles to promote unity, trust, good governance, human rights and gender equality. While the module is founded on Islamic spirituality it also finds commonality with Christian teaching. This provides a basis for inter- and intra-faith dialogue and is expected to promote a culture of peace.

**Enhanced LGU Capacity:** Local Government Units (LGUs) play a key role in the maintenance and sustainability of peace and development. LGUs are the government institutions that face the brunt of localised violent conflicts. As such, *ACT for Peace* has expended considerable effort to build LGU capacity (Fig 6) in conflict prevention and management, peace-based planning and leadership skills.

**Fig 6: CSO-LGU Transformation**



Source: Programme Progress Reports

The LGUs willingness to adopt conflict transformation processes should be harnessed to deepen engagement to sustain peace and development. However the CSO-LGU baseline study indicates considerable variations in capacity across LGUs. Extensive capacity building effort will be required at the LGU level (particularly in the ARMM) specifically in the areas of conflict sensitisation of LGU Peace and Order Councils, managing economic development activities and the engagement of LGUs and PDCs as Programme partners in the planning, execution, monitoring and evaluation of activities.

**Contribution to Barangay Development:** The participation and involvement of LGUs will increase the probability that benefits will be sustained. The various Executive Orders, Peace Units, Legislative Agreements and Financial Allocations help institutionalise Programme benefits and attest to the intention of LGUs to continue the initiatives - even if the Programme phases out. The PDC approach ensures community development needs are included in Barangay Development Plans (BDPs). Through the integration of BDPs into recurrent Municipal Development Plans, the PDC becomes linked to legitimate government institutions through which it can access resources and technical services.

### Box 4: Mainstreaming Peace

Mainstreaming Peace
<ul style="list-style-type: none"><li>92 PDCs have:<ul style="list-style-type: none"><li>developed community development plans that have been included in Barangay, Municipal and Provincial development plans; and</li><li>successfully accessed external resources to support their priority needs.</li></ul></li><li>11 provincial-level MNLF SRCs and PDALs have developed basic peace promoting capacities, systems, processes and approaches.</li><li>LGUs have formed 16 Provincial and 62 Municipal 'Peace and Development' Technical Working Groups to provide support to the PDCs.</li><li>Conflict transformation and peace-building structures and processes have been replicated in 6 Provincial Local Government Units (PLGUs), 18 Municipal Local Government Units (MLGUs) and 3 City Local Government Units (CLGUs)</li></ul>

Community members confirmed that since the inclusion of PDC development plans into Barangay and hence Municipal and Provincial development plans, their priority needs - in the vast majority of cases - are now being addressed.

### **Outcome 3: Critical partnerships towards sustaining an environment of trust, confidence and collaboration for peace and development strengthened**

#### **3.6 Enhanced Partnerships, Confidence and Collaboration**

The Programme has made considerable progress in peace education, establishment of peace building platforms, advocacy, peace constituency building and strengthening partnerships with relevant institutions at the provincial, regional and local levels. Key results and benefits are discussed below:

##### **3.6.1. Symbolic and Substantive Benefits**

In the context of conflict it is important to strike a balance between the symbolic (aspirational) and the material (goods and services). *Act for Peace* is as much a programme as it is a symbol whose benefits outweigh the value of funded community activities. While seen as a pragmatic precursor to development and the provision of basic services by some within the Programme and many outside the Programme, the Programme is increasingly being espoused by PDC members as not just a necessary precondition to development, but as a desirable precondition. It is regarded with spiritual significance and seen as a divine reward for embracing peace. A number of PDC members praised ‘Allah’ for providing them with the means (the Programme) for peace. Participation in a “peace” program by conflict-affected and, in a number of cases, traumatised communities, instills a culture of peace and provides recognition of their conflict-generated hardships - and hope for the future. Its “real value” is not easily quantifiable. Measuring the benefits of peace and stability is difficult, as is the impact of conflicts prevented by the Programme.

To date, the Programme’s M&E framework has not included appropriate peace impact indicators. However, the framework has recently been enhanced and now includes such indicators.

Peace and stability have, however, meant that internally displaced people (IDPs) can return to their communities, and with Programme support, start to live full and productive lives. The Programme has played a major catalytic role in generating peace related discussions and seminars and has sponsored inter-faith dialogue in support of the peace process. *ACT for Peace* is associated with peace networks

---

## Mid-Term Review of the ACT for Peace Programme

---

created for collaboration on peace activities (e.g. establishment of the School of Peace and Peace Centers) and advocacy and provides the symbolic and practical example of the benefits of peace.

### Box 5: A Perspective on Peace

#### *A Perspective on Peace*

*“We used the armed struggle to fight for the rights of the Bangsamoro people, for our self-determination and independence, and against repression and injustice. I was affected and moved by the war. I am still healing. The 1971 massacre, the killings and the fear experienced during those bad times left many of our people traumatized and afraid. I eventually came to realize that no-one wins in war. I became committed to peace and volunteered to be a Peace and Development Advocate. I am now involved in my community and the project. I work on community and resource mobilization and personal and social reorientation through culture of peace learning and training. As of 2006 there were more than 1600 PDAs involved in peace education and advocacy work, governance support, delivery of basic services, sustainable agriculture and other enterprises. The project has given us hope for peace and a better future. People are no longer afraid. PDAs have helped to build community confidence and trust in peace. We now abide by three principles – empowerment, peace and progressive communities”.*

Peace & Development Advocate (& former combatant), Barangay Aplaya

Beyond its symbolic significance, the Programme also provides significant practical development assistance to communities in the areas of basic health services, water supply, training, basic economic enterprises and livelihoods. To-date *Act for Peace* has supported: 106 community economic development activities, benefiting 15,156 households; 59 community water system projects benefiting 16,518 households; the construction of 33 basic health center benefiting 23,199 households. For many, these projects represent the first services to be delivered to their communities.

### 3.6.2 Strengthened Peace “Infrastructure”

Peace building in communities requires, at all levels, an infrastructure of mechanisms, systems and processes for the resolution of disputes and grievances. Newly acquired conflict resolution skills and consensus building require institutional support. Religious and civic leaders, women’s groups, local authorities, and traditional leaders are playing constructive roles in creating an environment for the peaceful settlement of disputes to sustain peace. *ACT for Peace* through the PDAs, and PDCs, and in partnership with the media, CSOs, faith-based organisations and academe, has made a substantial contribution to the culture of peace and its institutionalisation in Mindanao. For example, in partnership with the Mindanao State University’s (MSU) Institute for Peace and Development, the Programme has trained 31 senior MSU managers, including Chancellors, Deans and Heads of Department. Training modules on peace education are also being developed to train teachers.

Completed activities include:

- 66 LGUs have mainstreamed peace and development in their LSBs and 373 LSFs now demonstrate enhanced capacities to apply peacebuilding principles and processes.
- Four DepEd regional offices in Mindanao partnered in peace education initiatives and are providing technical assistance to the Schools of Peace.
  - 22 Schools of Peace are now applying peace education
  - Culture of peace modules, peace-based lesson plans, monitoring and evaluation system, and a speakers’ bureau for peace education were developed and enhanced.
- The Federation of MNLF States in Western Mindanao is taking the lead in resolving *rido* (family/clan) and conducting interfaith dialogues.
- 22 PDALs/Alliances are taking on primary roles in resource mobilisation, activity implementation and monitoring and conflict mediation in the PDCs, and strengthening community peace structures and networking with LGUs and other agencies.

---

## Mid-Term Review of the ACT for Peace Programme

---

- 2 major peace networks serve as regional mechanism for peace and development advocacy and information sharing on peace building activities.

In Western Mindanao, media support is generated through partnership with the Mindanao Communications Network (MCN), a key regional level peace building and convergence mechanism. Through MCN, media relations have been established with tri-media campaigns involving press releases and media plugs promoting peace and development. As regards the latter, MCN is instrumental in calling for and publicising the delivery of technical assistance and basic services including medical outreach activities in Zamboanga del Sur PDCs.

### ***Task Force Bossi***

*Following the kidnapping of Father Bossi in Zamboanga Sibugay by the Abu Sayaff Group on 10 June 2007, the government of Payao, where Fr. Bossi served as parish priest, initiated the creation of 'Task Force Bossi'.*

*The task force, headed by Payao Mayor Joefer Mendoza, comprised members from various civic groups, the religious sector, non-government organizations and the local police. It also comprised 7 PDCs led by their respective PDAs who, realising that the kidnapping incident could escalate into violent conflict, actively called for a series of peace building activities including dialogue and seminars on non-violence between Christians and Muslims. These PDCs were also instrumental in opening information lines between civil society groups and LGUs for information on Fr. Bossi's whereabouts and for maintaining the peace in those communities falling within their respective areas of influence. Father Bossi was eventually released by the ASG on 19 July.*

### **3.6.3 Volunteers for Peace**

A notable achievement of the Programme is the extent to which it has been able to mobilise national volunteers with demonstrated capacity and commitment to the principles of peace building and community development to work with and support the activities of the Programme. There are currently about 700 peace and development field-based volunteers working with and for communities. **Peace Core Groups** formed in 2006 are in the forefront of conflict management in the ARMM PDCs, helping to resolve community conflicts and preventing them from escalating into violent confrontations that lead to death, destruction and displacement of innocent people. Their role and presence in these communities helps to stop clan wars or *rido* from spiralling out of control. In the Caraga area, Peace Core members are respected community leaders and include religious and tribal leaders who have been trained as local advocates for the UN human security framework and the protection of human rights (Annual Report 2007).

### **3.6.4 Sustainability of Benefits**

The PDALs are constituted to collectively address the concerns of the PDAs and their respective PDCs. The PDALs are composed of city, municipal, provincial and regional PDA alliances within the Programme coverage areas. There is ample evidence to suggest that PDALs are viable entities able to sustain and continue to promote peaceful and self reliant communities. Evidence of this is the Kadtabanga Foundation for Peace and Development Advocates Inc (Box 6). The Programme has facilitated the establishment of 22 PDALs and Alliances to take on the primary role of resource mobilisation, activity implementation, monitoring, strengthening community peace infrastructure and establishing durable linkages with LGUs. Further strategic capacity building of PDALs especially in managing economic development and micro-credit programmes would better position the PDALs to sustain benefits.

### Box 6: Foundation for Peace and Development Advocates

#### Kadtabanga Foundation for Peace & Development Advocates Inc.

*“We have to prove that peace is possible and we have to rely on our own people”*

Hadja Diocolon, a former member of the MNLF Bangsamoro Women’s Committee, and Sanny Ayao, a former MNLF commander are Peace and Development Advocates and founding members of the Kadtabanga Foundation for Peace and Development Advocates Inc. Established in 2002 by 15 PDAs, its membership has more than doubled. With support from *Act for Peace* this group has been working to rebuild communities and to provide basic services. The Foundation has successfully mobilised resources from OXFAM and the Peace and Equity Foundation to implement projects in conflict-affected areas. They have linked up with 10 NGOs and 10 government line agencies and are currently managing a multi-million peso project budget.

### 3.7 Contribution to Broader Peace and Development Process

International experience suggests that it is rare that community-based peace building efforts (such as *ACT for Peace*) can, on their own, transform or dramatically influence broad national peace processes. Equally, experience shows that it is doubtful that national peace processes can succeed without inspiring and affecting changes at the community level. Thus expert analysts agree with Lederach’s observation on the need for a multi-pronged approach to build peace from “the **bottom-up**; the **top-down** and the **middle-out**”<sup>10</sup>. It is also generally agreed that for genuine peace to be sustained, a number of confidence building measures have to be undertaken at a number of levels with key stakeholders, including the conflict affected communities<sup>11</sup>. Thus, like *ACT for Peace*, the MTF-RDP’s starting point is trust and confidence building. What is not clear is how long confidence-building and basic service delivery measures can propel peace processes without commensurate national peace building efforts from the top-down.

*ACT for Peace* is consistent with the national framework, particularly EO number 3, Chapter 14 of the 2004-2010 Medium-Term Development Plan and Agenda 9 of the President’s 10 Point Agenda. The Programme has contributed to the peace process in a number of ways:

**Reintegration** of former combatants: *ACT for Peace* has contributed to the peace process by “reintegrating” former MNLF combatants into civil society, building capacity and providing livelihood support to MNLF communities. It ensures that former combatants are engaged in constructive and productive activities in their communities.

**Policy:** The Programme provides national-level policy formulation inputs (through OPAPP), particularly in regard to developing peace indicators and the OPAPP-led GoP/UNDP Conflict Prevention and Peacebuilding (CPPB) Index for the development of a Mindanao Human Security Index. This is on-going under a partnership agreement between the OPAPP, MEDCo, *ACT for Peace* and the CPPB programme.

**Culture of Peace:** *ACT for Peace* contributes to the institutionalisation of the culture of peace, a priority area under the National Peace Plan. ACT for Peace, in collaboration with DepEd and OPAPP, is engaged in implementing the Rules and Regulations of Executive Order 570 which institutionalises

---

<sup>10</sup> John Paul Lederach; *Building Peace: Sustainable Reconciliation in Divided Societies*, US Institute of Peace, Washington DC 1997

<sup>11</sup> World Bank, *Joint Needs Assessment for Reconstruction and Development in Conflicted Affected Areas of Mindanao*; Vol.1, 2005. See also Oquist-Evangelista, 7<sup>th</sup> Policy Assessment: Peace-Building in Times of Institutional Crisis. See also Solomon Islands Peace and Restoration Fund, ICR 2005

---

## Mid-Term Review of the ACT for Peace Programme

---

Peace education in schools and teacher training. In collaboration with the DILG, the Programme is promoting peace-based local governance processes and mechanisms.

**Reduce Violent Conflicts:** *ACT for Peace* contributes to the reduction of violent conflict at the community level. The PDCs are peaceful communities able to effectively manage and mitigate conflicts at the community level. The Programme has successfully enlisted policy and institutional support from LGUs and government agencies (AFP & PNP) to support peace building and conflict prevention efforts. Working with CSOs, the media and academe, the Programme has increased public awareness, acceptance and espousal of the culture of peace doctrine. The Programme's 'Information Caravan' which visits remote communities, has linked CAAs to provincial based government departments.

**Partnership** for indigenous peoples' rights: The Programme has partnered with NCIP on IP-focused peace-oriented interventions including Information, Education and Communication on the Indigenous Peoples' Rights Act (IPRA). The project is intended to increase IPs knowledge and awareness of their rights under the law and enable them to better participate and raise their issues and concerns more effectively in the current GRP-MILF peace talks.

**Paradigm for Peace:** *ACT for Peace* provides a valuable community peace-building model to the World Bank, OPAPP and MEDCo in further developing and implementing the MTF-RDP, particularly with regard to preparing MILF communities for the development benefits that will flow their way once a GRP-MILF peace agreement is reached and developing the capacity of the Bangsamoro Development Agency (BDA).

The Review Team is of the view that, to varying degrees of success and depth, *ACT for Peace*, is making a difference at the community level. Notwithstanding the Programme's credible reputation, it alone can hardly influence the complex national peace process unless mechanisms are developed and resourced to link *ACT for Peace* more substantively with key national institutions.

### 4. Monitoring and Evaluation

Monitoring and Evaluation (M&E) systems are essential to the successful management, operation, implementation and accountability of programmes. It is particularly critical for programmes where the implementation modality involves a lengthy participatory "process" with multiple actors or where sub-projects emerge over time following community capacity building and where the operating environment demands flexibility to adapt and, if necessary, change approaches.

The Terminal (Dec 2004) and Independent Evaluation (Dec 2005) Reports of MDP3 noted that the Programme lacked an M&E system and baseline data against which the impact of the programme on peace can be assessed. It recommended that *ACT for Peace* undertake baseline studies and develop a suitable M&E system. Through AusAID instigation and funding the baseline studies and a suitable M&E system were finally developed and ready for use in late 2007.

#### Box 7: Monitoring & Evaluation

- Baseline studies of LGUs and CSOs (Aug 2007) mapped existing LGU capacity and needs relative to peace-building and conflict prevention, assessed existing CSO capacity and initiatives in peace-building and identified and recommended measures to promote peace.
- The PDC baseline study (Aug 2007) is intended to generate reliable data and determine the status of the 163 PDCs established in MDP3 with regard to the 5 key results areas of: social cohesion; conflict management, human rights protection, good governance and socio-economic capacities.
- The *ACT for Peace* M&E Framework is to be used as a pilot to gain insights and lessons for input into the MWG. The Enhanced Monitoring and Evaluation Framework was completed in October 2007.

---

## Mid-Term Review of the ACT for Peace Programme

---

For the period under review, the program has been monitoring results against the logical framework indicators in the PDD. Since indicators in the PDD correspond with the goals, purpose and objectives of the Programme, and since the transformative processes were clearly set out in the PDD, there is a degree of consistency between the enhanced M&E framework and the information being generated by the PMO.

A review of Programme progress reports indicates that the current monitoring approach focuses on quantitative and descriptive qualitative reporting. The qualitative reports indicate monitoring of the stages of transformation is being undertaken. While this is critical for administrative accountability, management and delivery reporting, it does not fully capture the relationship between implemented activities and their contribution to higher objectives. Since the Programme is designed to integrate peace building and service delivery as mutually supporting dimensions, it is essential that the PMO use quantitative and qualitative information to capture changes or “transformations” at community level. Moreover, it needs to analyse the information it meticulously collects and verifies to inform progress towards achieving both outcomes – peace and development. The MTR believes that the PMO does not have the capacity to analyse the vast information generated from all 246 PDCs and recommends that resources be made available to recruit a locally based technical expert to undertake a full and comprehensive analysis.

The Enhanced M&E Framework includes:

- A Programme Integrated Application System (PIAS) which processes administrative, financial and technical transactions electronically. This is expected to increase quarterly, semestral and annual cumulative programme performance reporting.
- The PDC “six stages of development and transformation” is envisaged as the analytical framework for Outcome 1. Essentially, this is intended to monitor the sustainability of the transformation of PDCs and other conflict affected areas.
- Behavioral changes in each PDC are tracked in accordance with six Key Results Area.
- A four-stage LGU and CSO transformation process (in relation to conflict) is expected to enable the Programme to track changes at LGU/CSO level and Outcomes (2 & 3) at each stage of development.
- Monitoring tools have not been finalized but a large number of forms have been developed.

Peace indicators have recently been developed to measure the Programme’s contribution to “peace”. These indicators are only approximations and not the desired change itself. The interpretation of data still requires rigorous analysis of the operating context. The M&E framework therefore includes: a) context monitoring to track external factors; b) a Peace Journal kept by field staff to document “most significant change” in PDCs, LGUs and CSOs

The new M&E Framework is comprehensive, though possibly resource intensive and likely to generate lots of information that will require analysis and interpretation. In this context PMO and MEDCo staff may require training. As the new M&E framework has only recently been adopted, it is not yet possible to gauge its efficiency and effectiveness. It is therefore necessary in these early implementation stages of the new M&E framework that lessons regarding its efficiency be documented and used to further refine and streamline the process where necessary.

The MTR team is not in a position at this early stages of M&E implementation to determine whether the enhanced M&E Framework will reduce and focus reporting or enable better “Outcomes” reporting across the geographic/thematic Programmes areas. The MTR is of the view that *ACT For Peace*’s innovations and, in some instances, groundbreaking (e.g. Islamic Leadership and Governance or mainstreaming peace into education) work should be captured and documented. This can only be done comprehensively if additional analytical capacity is provided to the PMO.

### 4.1 UNDP's Technical and Oversight Role

A summary of UNDP's technical support and back stopping is outlined below:

**Programme management for results:** Support was provided to MEDCo/PMO to move from activity-based to results-based management (RBM) through training on Programme management to MEDCo and PMO staff. Results indicate that while the training has suitably equipped relevant MEDCo and PMO staff, the importance of RBM is being underplayed through inadequate follow-up of RBM training effectiveness and identification implementation and hence, training gaps. The UNDP Peace Portfolio Manager and Finance Assistant provide suitable participation in Programme planning and AWP preparation.

**Support for the development of a peace-sensitive M&E system:** An M&E consultant was engaged to develop a comprehensive and peace-sensitive M&E system and plan. M&E tools developed to measure peace outcomes include: the PDC Assessment Tool and LGU/CSO Assessment Tool; revised Programme logframe integrating peace-sensitive indicators and peace significance matrix; validated baseline studies; outcomes and outputs indicators profile; data collection and reporting framework; framework on strategic engagement of LGUs, and enhanced framework for the PDC stages of development. These will help to measure the contribution of the Programme to changes in the lives of people in conflict-affected communities.

**Support for MEDCo/PMO capability-building:** UNDP has provided guidance on peace concepts, peace and conflict impact assessment (PCIA) and the measurement of peace outcomes. UNDP has also initiated a lecture/mentoring series on peace building and development with MEDCo staff, intended to build capacity in management and oversight of peace-building programmes. However, greater support is needed to enhance MEDCo's activity 'conflict sensitization' mechanisms.

**Effective and transparent financial management:** To enable effective and transparent financial reporting, UNDP is employing the ATLAS financial reporting system (since 2005) and the Fund Authorization and Certificate of Expenditure (FACE), which captures financial data on a more detailed basis. The Programme's financial status is also regularly reported on at ManCom, ExCom and PCC meetings and in semestral and annual progress reports. In the context of "One-UN", UNDP has also, together with UNICEF and UNFPA, adopted the Harmonized Approach to Cash Transfers (HACT) which enables the conduct of spot-checks on financial status and technical delivery.

**Framework development and knowledge management:** UNDP is providing guidance to MEDC/PMO in the development of relevant frameworks for programme sustainability. These include frameworks for: LGU engagement and strategic partnerships (including MNLF and PDAL); enhanced PDC stages of development; an exit strategy, and knowledge management, including documentation of change, peace outcomes and lessons learned.

## 5. Programme Management, Implementation and Coordination

### 5.1 Management Structure

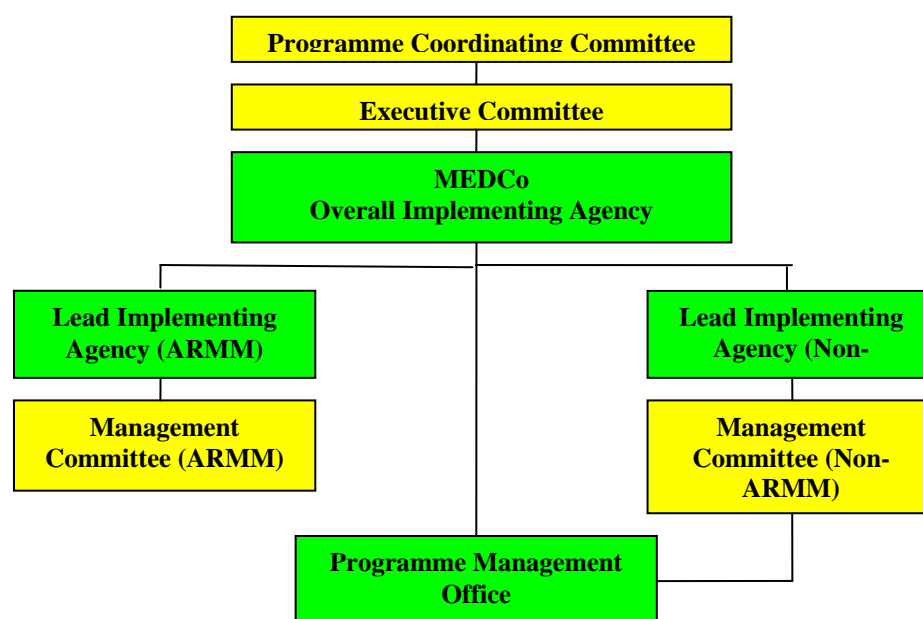
There are three Programme policy management layers that sit above the Programme Management Office (PMO). From top to bottom these are: the Project Coordinating Committee (PCC), the Executive Committee (ExCom), and the Management Committee (ManCom) (Non-ARMM). The Review's findings in relation to these layers follow.



---

## Mid-Term Review of the ACT for Peace Programme

---



### Key

- Policy Management Structure
- Operations Management Structure

### AusAID, MEDCo, UNDP and PMO reporting

AusAID assessments of the impact of its contribution to the Programme have been constrained to a certain degree by the lack of analytical reporting it receives from UNDP on project impact. The PMO has not the time, resources nor capacity to fulfill this analytical requirement. MEDCo, in accordance with its responsibility of reviewing progress in achieving Programme outputs and outcomes (UNP-GRP Letter of Agreement, Attachment A, Section 4 (B), para 2.g.), and UNDP, as Managing Agent, need to assume greater responsibility in this regard or, UNDP and the PMO look at ways to enhance PMO capacity, whether through “working smarter” or engaging additional resources.

AusAID, in turn, must take responsibility for being fully cognisant of the content of reports received from the PMO and to use these effectively in fulfilling its own reporting requirements. The PMO reports that some fifty percent of its time is devoted to producing reports, a number of which emanate from direct ad-hoc requests from AusAID for information or minor analysis that can be derived from the PMOs regular progress reports. This is a major management issue and warrants closer and joint AusAID/PMO/UNDP exploration of the issues involved to arrive at a suitable and mutually beneficial conclusion.

### *PMO reporting, planning and approval processes*

The Annual Programme Work and Financial Plan (AWFP) is usually completed by the PMO in December and provided to the ManCom for review and endorsement at its January/February meeting. It is then forwarded to the ExCom where it is again reviewed and approved. Following this, the AWFP is provided to the PCC meeting for final approval at its meeting in February/March. Implementation of the AWFP generally commences in March/April. The period between AWFP completion and implementation is some three months. As a result, AWFP implementation generally commences some three months behind schedule. This results in implementation backlogs, build-ups, delays, undue pressure on PMO staff, and possible sub-standard activity implementation.

To avoid this, AWFP implementation should commence immediately on receiving ManCom endorsement. The ManCom should not endorse the Plan until it is satisfied that it conforms to the PDD. The AWFP should then proceed directly to the PCC for its final review and approval. ExCom

---

## Mid-Term Review of the ACT for Peace Programme

---

review and approval is not necessary. Should the PCC require changes to the AAFP, the PMO can make the necessary adjustments with little or no disruption to AAFP implementation.

### The Executive Committee (ExCom)

In accordance with the PDD, the ExCom was formed to act on behalf of the PCC on matters requiring immediate action and, with the exception of participating donor agency representation, would comprise the same members as those of the PCC. ExCom membership has since been reconstituted and now includes donor agency representation and thus duplicates the PCC, presenting an unnecessary Programme policy management layer.

### Management Committee (ManCom)

A key responsibility of the ManCom is to monitor Programme risks, identify measures for mitigating or managing these risks, and to refer them to the Implementing Agency or the ExCom for action as appropriate. In view of Recommendation above, and the correlation that can be drawn between “immediate action” and “risk management”, risk management and mitigation matters would fall within the preserve of the recommended Immediate Action Sub-committee (IASC). The IASC would play no role in the review or approval of AAFFs.

### ARMM Programme Management

Para 67. of the PDD states that the ARMM Regional Government, as the Lead Implementing Agency (LIA) for ARMM areas ‘...shall assume direct accountability for Programme management and implementation in...’ ARMM areas. The PDD designates MEDCo as the LIA for non-ARMM areas. The ARMM ODA Office has been careful to point out that by virtue of Executive Order 125, the ARMM Government is the accountable and implementing authority for development activities within the region and is therefore keen to exercise this authority fully, including the assessment and selection of Programme proposals for ARMM areas. The assessment and final selection and approval of Programme proposals, including those for ARMM areas, is currently entrusted to MEDCo.

### The Programme Coordinating Committee (PCC) - MNLF Representation

The MNLF is represented on the PCC as required by the PDD, by the MNLF Chairperson. The current MNLF Chairperson is also Chair of the MNLF Executive Council, one of four current MNLF factions - the other three factions being the Misuari Breakaway Group (MBG), the Islamic Command Council (ICC) and the Alvarez Isnaji faction. The GRP recognises both the Executive Council and the MBG.

In the Programme context, the views of these different factions range from an “exclusive approach”, whereby the focus of the Programme should be solely on conflict-affected MNLF communities, to an “inclusive programme” approach that encompasses all ethnic and religious groups within the conflict-affected areas.

### Knowledge management

The PMO has one staff member dedicated to the development of knowledge products. But it has established mechanisms to compensate for this limitation. The PMO has established a KM Committee tasked with the review and validation of KM products. The PMO has been relatively effective in this area, producing some eight knowledge products including the *Barangay Governance Manual*, *Culture of Peace Modules on Grassroots Peace building*, *Gender and Development*, *the Islamic Leadership Governance* and *Results-Based Approach in Barangay Governance*. The manual and the module provide an easy reference for PDC officials and leaders on the roles, functions, and useful templates for local special bodies tasked with integrating Islamic peacebuilding elements. These *how to Guides* are invaluable for training and will ensure that approaches are standardized across the areas covered by the Programme.

The PMO is also promoting strategic sharing, dissemination and use of knowledge products by drawing on Programme stakeholders and external networks, i.e. collaboration with resource and peace centres and other institutions where knowledge materials and studies on good practice are shared in

---

## Mid-Term Review of the ACT for Peace Programme

---

various fora. Other PMO staff members – when available - are enlisted in the production of these materials as necessary.

Despite the relative effectiveness of the PMO in the development and dissemination of knowledge products, the Review Team is of the opinion that the resources devoted to this task may be insufficient and that support (as stated in the Project Document, para 67 (b)) from other agencies (UN agencies and MEDCo) could be enlisted to provide documentation and communication support to capture and transmit learning and sound practices. Additional resources may also be required to codify and standardized the knowledge produced by *ACT for Peace*, such that it can contribute to the body of global peace building knowledge.

### Programme Quality and Performance

Currently, little analysis is provided by the Programme on the effect of the project on the higher level peace process. PMO responsibility of project impact and effectiveness reporting on peace at the community/project level is appropriate. However, monitoring the impact of the project on high level peace processes can not be effectively conducted by the PMO as it does not have the credentials to become involved or make enquiries at this level. Better high level peace process impact monitoring would be enabled through the direct participation of MEDCo and/or UNDP. Both organisations are better situated and credentialed to monitor impact on the higher level (Track 1) and confidential peace processes. Attention should be given by program management to how MEDCo and/or UNDP can be brought into the monitoring process in this regard and the M&E framework and relevant indicators adapted if/where necessary.

### UN Representation

The PDD (paras 57 & 58) provides for representation on the PCC, ExCom and the two ManComs by ‘participating’ UN agencies in order to achieve ‘a holistic impact’. Current UN agency PCC representation includes the FAO, ILO and UNFPA. These agencies do not currently participate in the Programme but do attend PCCs, ExComs and ManComs. Their participation in the latter is negligible.

## **5.2 Programme Implementation**

### MEDCo and ARMM Regional Government Programme Implementation Capacity

MEDCo and the ARMM Regional Government (ARMM ODA Office) are designated as the Overall Implementing Agency and Lead Implementing Agency (for the ARRM) respectively. However, both acknowledge that, to varying degrees, they lack the experience, skills and resources needed to effectively manage, monitor and evaluate the implementation of complex multi-donor peace and development programmes. Both also need training and guidance on how to conflict sensitise activities. UNDP, as Programme Managing Agent, should take the lead in assessing the capacity development needs of each and leverage the resources, skills and technical assistance of other UN agencies and donors to strengthen MEDCo and ARMM ODA Office capacity in these critical areas.

### Project Management Office

Given the wide scope and coverage of the Programme and current intense reporting requirements, the PMO has demonstrated its programme implementation competence. Despite weighty workloads, staff is dedicated, focused, innovative and achieving required results. Staffing levels are therefore assessed as being commensurate with the Programme’s current operational demands.

## **5.3 Coordination with Government Agencies**

The wide project scope, combined with a twenty percent depreciation of programmable funds due to exchange rate fluctuations, means that to ensure maximum impact and reach, the Programme needs to harnesses the support, resources and skills of government agencies, civil society organizations (CSOs), academic institutions and the media in policy development, advocacy and peace constituency building, local capacity enhancement and the delivery of basic services. Efforts to partner with OPAPP, regional and provincial governments, CSOs, academe and the media in this respect, are proving effective and

---

## Mid-Term Review of the ACT for Peace Programme

---

should be maintained. For example, the Programme has assisted OPAPP to develop specific peace indicators and is supporting NEDA in monitoring certain infrastructure projects. This engagement is helping to ensure that peace concerns are included in regional development plans. The Programme is also providing conflict sensitivity training to NEDA and DILG staff. In discussions with NEDA staff, the MTR team was advised that NEDA regards the Programme as an asset in assisting it to mainstream peace and conflict sensitivity in development plans. Close liaison with the media is ensuring that peace achievements at the community level are publicized and that communities receive objective reports on the peace process.

However, increased emphasis must be given to harnessing the resources, experience and skills of wider national government agencies (DILG, DepEd, NCIP and NEDA), relevant UN agencies and donor partners. Greater resource leverage and convergence with donor programmes will give added strength to Programme delivery and impact. For example, AusAID's Local Government, Education (BEAM) and Human Resource development programs can possibly be leveraged to support Programme implementation.

While the Programme is effective in IP communities in the Caraga region, concerted effort to ensure achievement of component outcomes at the IP community level in other Programme areas is lacking.

MEDCo has obvious grass-roots "project convergence" strengths but needs to be more vigorous in ensuring convergence of *ACT for Peace* activities with the World Bank's Mindanao Trust Fund (MTF) pilot activities in PDCs. Increased convergence will minimize possible overlap and duplication of activities and facilitate greater MNLF-MILF collaboration on activity implementation at the community level.

### 5.4 Financial Performance

In 2007 Programme implementation and delivery was affected by delayed funding from AusAID, with only 69% of the approved 2007 budget being allocated. Thus planned activities had to be considerably scaled down, cancelled or deferred. The Programme was also negatively affected by the fluctuations in foreign exchange rates. Cumulative expenditure for 2005-2007 is provided in [Annex 4](#)

Nevertheless, for the period under review, a total of US\$6,313,356 - including local counterpart resources valued at US\$558,403<sup>12</sup> - has been expended on programmed activities. Over the reporting period the delivery rate is high (95% of the total approved budget) and the utilization rate is at 86 percent (against downloaded funds for 2 ½ years period)<sup>13</sup>. Programme disbursement is focused in three areas: Technical Assistance (TA), Direct Services (DS) and Programme Management PM. The table below shows expenditure by type.

**Table 7: 2006-2007 Programme Expenditure (Php)**

Type	2006	%	2007	%	Total	%
Technical Assistance	111,783,225.86	57.30	78,716,362.43	53.95	190,499,588.29	55.87
Direct Services	59,018,800.95	30.25	49,962,685.90	34.24	108,981,486.85	31.96
Programme Management	24,279,142.26	12.45	17,228,015.92	11.81	41,507,158.18	12.17
Total	195,081,169.07	100	145,907,064.25	100	340,988,233.32	100

Disbursement rates can be correlated to progress in PDC development. As more PDCs progress to higher stages of development, there is corresponding shift in the type of support provided to communities. Thus the table shows a decrease in Technical Assistance expenses and an increase in Direct Services.

---

<sup>12</sup> Act for Peace Mid-term Progress Report

<sup>13</sup> Year 2005 actual expenditures covered only seven months of operation while in 2007, expenditures were based on actual downloaded funds which were only 69 percent of the approved budget.

---

## Mid-Term Review of the ACT for Peace Programme

---

Clearly, in terms of disbursement, Programme performance is on target. In relation to the nature of services being provided to communities, expenditure is geared towards direct and indirect development of PDCs (Outcome1). Although a cost-benefit analysis in its strictest technical sense is not appropriate for a programme of this nature, it seemed important to understand the monetary value of the benefits accruing to communities. Therefore, based on total expenditures since 2005 (less Programme Management expenses) and the number of PDCs assisted:

- Expenses per PDC from 2005 to 2007 is approximately Php 1,216,136 (US\$ 30,028)
- Average annual expenditure per PDC is about Php 405,378 (US\$ 10,009)
- Using the average population per PDC of 1,500 persons, the Programme benefits per person, cost for three years is Php 810 (US\$20) or annual cost per person is Php 270.25 (US\$ 6.67)

The above provides an important perspective on two aspects: i) value for money; and ii) the need to align expectations about impact and sustainability with the level of aid investment. It may also point to the need to devise mechanisms and strategies to up-scale successful economic or livelihoods activities.

### 6. Challenges and Opportunities

**Scope and Coverage:** The Programme covers 16 provinces and 14 cities from the former Special Zone for Peace and Development (SZOPAD) in Southern Philippines and four conflict-prone provinces and three cities in Caraga. The solid groundwork provides new opportunities for focused and sustained work with those PDCs still in the early stages of development.

At the end of MDP3, 117 PDCs were in Stages 4 and 5 with none in Stage 6. Given the graduated and phased process of PDC development, which takes 4-5 years to achieve full empowerment (Stage 6), the challenge for the Programme is the large number of PDCs still in the early stages of development, the majority of which are part of the expansion into new CAAs. Achievement against the target of working with new conflict communities is relatively low; reaching only 39 (31%) of its target 126 communities. The MTR believes that it is highly unlikely that all PDCs, particularly newly formed PDCs, will reach Stage 6 by the scheduled end of the Programme. With a transformation period of 4-5 to full empowerment (Stage 6) for PDCs entering the Programme, it is expected that the 17 new PDCs entering the program in 2008 will eventually transform to fully “empowered” PDCs in 2012/13.

The challenge for *ACT for Peace* is to strike a balance between coverage and depth of support. The breadth of activities – the development of 263 PDCs - is large and established and the sheer number of community organisations (509 POs) that the Programmes works with, means that its partners have varying degrees of capacity in peace based planning, project management and implementation. Of concern is the depth of support. In this regard the capacity of LGUs, PDCs, POs and Local Social Formations to sustain Programme gains and IP participation and develop and deliver on joint development plans is important.

**Government Engagement:** The Programme has developed a good process and mechanism to engage with government institutions at the local level. However, its links to national level institutions are limited to specific programme activities rather than overarching strategic and policy issues of the peace process.

Sustainability will depend on the extent to which the Programme could further enhance its links to Barangay and Municipal development plans. There is an opportunity through the PDAs to further link communities to government plans, programs and technical resources.

**Indigenous People:** Of the 246 PDCs, only 74 have IPs within the community. These communities generally comprise around 70% Muslims, 20% Christians and 10% IPs, except in the Caraga Region, where it is 80% Christians and 20% IPs. The Programme should consider more focused support to IPs and develop IP-specific activities. This may be outside the mandate of *Act for Peace* but serious consideration should be given to devising mechanisms and avenues to ensure that benefits accrue to IPs.

---

## Mid-Term Review of the ACT for Peace Programme

---

**MNLF Leadership:** There is a leadership crisis within the MNLF resulting in the formation of four factions. This may prompt divisive, faction-specific allegiances within communities. There is also a perception among some MNLF leaders that the Programme should focus specifically on MNLF communities. Such perceptions are contrary to the Programme's inclusive approach. The PMO and MEDCo should therefore continually apprise the MNLF leadership of the agreed goals and approach of the Programme.

**MILF Collaboration:** Consistent with the Programme's inclusive approach, it should seek to collaborate on Programme implementation with the MILF and the BDA at the community level. In the event of Phase 2 of the MTF Programme proceeding to implementation, a mechanism to coordinate MTF and ACT for Peace activities needs to be developed as a matter of priority. Ideally this should be done by MEDCo. ACT for Peace can offer the MTF a number of valuable lessons on a range of issues from community mobilisation through to identification and formulation of conflict sensitive peace building sub-activities. Despite the on-going conflict in the Caraga Region, the Programme should continue and sustain its support to communities.

The hiatus in concluding the 1996 FPA and the concurrent GRP-MILF peace negotiations have introduced an added complexity to the strained GRP-MNLF relationship. The on-going peace discussions between the GRP and MILF and related subsidiary agreements<sup>14</sup>, including that associated with ancestral domain, add another level of complexity and are indicative of the uncertainties associated with the "Peace-Process". As one analyst described the conundrum, it would be difficult to have "...two peace processes with two forces to end the same armed conflict in the same territory in relation to the same people. It is not possible to negotiate natural resources with the MNLF and ancestral domain with the MILF<sup>15</sup>". Thus the GOP must seek mechanisms to combine the two peace processes. Such an endeavour would find support from the OIC and member countries who are concerned by the situation in Southern Philippines and who have encouraged MILF-MNLF unity as a basis for long-term peace. According to some analysts however, the MILF is likely to take a cautious, a step by step approach and is thus unlikely to hastily sign a broad peace agreement any time soon<sup>16</sup>.

The above suggests the possibility of a common Bangsamoro "vision" for peace and development is unlikely in the short to medium term. MTR team discussions with communities and PDAs indicate that some have taken a more pragmatic approach to peace. On being asked about the 1996 Final Peace Agreement, one informant stated, "we are doing the peace, we leave the agreement to them (sic MNLF leadership)".

Perhaps the current impasse provides an opportunity for coherent and coordinated donor-GoP approach to support all conflict affected communities irrespective of political affiliation. The scope and size of the MTF-RPD and the considerable wealth of experience of *ACT for Peace* and its previous Phases may provide such an opportunity.

### 6.1 Multi Donor Trust Fund for Reconstruction and Development (MTF-RPD)

The MTR was asked to review the MTF-RPD initiative that was developed to support MILF-affiliated conflict affected communities and to provide guidance on inter-ACT for Peace and MTF-RPD programme coordination.

**Coverage:** The MTF-RPD is informed by a substantial and comprehensive Joint Needs Assessment (JNA) covering 4 regions, 7 provinces and 19 municipalities. Thematically, the JNA covers: (i) Human Development; (ii) Rural Development; (iii) Finance and Private Sector; and (iv) Local Governance

---

<sup>14</sup> "Agreement on Peace" June 22<sup>nd</sup> 2001, signed in Tripoli and operationalized through the agreement on "Implementing Guidelines" on Security signed August 7, 2001 and "implementing Guidelines" on the Humanitarian, Rehabilitation and Development aspects of the Tripoli Agreement May, 2002

<sup>15</sup> Oquist-Evangelista, 7<sup>th</sup> Policy Assessment p.15

<sup>16</sup> *ibid*

---

## Mid-Term Review of the ACT for Peace Programme

---

and Institutions. The JNA also includes an analysis of cross-cutting issues, i.e. gender, IDPs, and environment.

**Cost:** The minimum financial requirement to implement all the MTF identified needs is estimated at USD405million over 5-8 years. The bulk of this is earmarked for rural development (USD 305m); a relatively smaller amount is earmarked for human development (USD 37m); governance and institutions (USD 26m) and; finance and private sector development (USD 4 m).

**Approach:** The scope of the support envisaged under the MTF, is huge. The “menu” of recommended priorities (p.44, Volume 1) is clustered around:

- **Immediate term:** focus on “doable and highly visible” activities to yield quick positive “peace dividends”.
- **Short-term:** “consolidate gains from the initial engagement with CAAs” focused on capacity building, peace-building, livelihoods and the provision of health and education services.
- **Medium-term:** intends to contribute to “the path of sustained recovery”. The primary approach is community driven development (CDD) **which is highly participatory involving the community at all stages.**

**Peace and Development Framework:** MTF-RDP will focus its initial activities to restore “some form of social cohesion” in CAAs. These will be followed by a staged 6-step ladder (identical to *ACT for Peace*’s conceptual framework, see Fig. 1) for a “graduated process” from making peace through to sustaining peace.

The MTF-RPD identifies four pillars of peace building and development:

- (i) Protection of human rights and promotion of security;
- (ii) Improved service delivery;
- (iii) Provision of economic activities; and
- (iv) Strengthening social capital and cohesion to re-build “trust and confidence” among communities

The above pillars are also identical to *ACT for Peace* component activities. The difference between the two programmes is the envisaged scope of the “infrastructure” component of MTF-RPD.

### Issues and Challenges

Notwithstanding the scope of the MTF-RPD, in terms of its approach and peace and development framework, MTF-RPD is very similar to *ACT for Peace*. However, since there is considerable difference in orientation between MILF and MNLF approaches, concerns were expressed to the MTR that the RPD-MTF will have to follow MILF Islamic principles whereas *ACT for Peace* had been promoting more secular, internationally endorsed and universal principles (e.g. human rights, equal participation of men and women etc). This suggests that there will be a need for harmonization of approaches between the two programmes. If MTF-RPD proceeds to implementation, it will dwarf all other programmes. Such a sizable programme targeted at MILF communities will need to be counterbalanced by continued support to MNLF communities covered by *ACT for Peace*. The MTR recommends that AusAID continue to fund *ACT for Peace*.

## 7. Conclusions and Recommendations

Impact analysis: The Programme is designed to integrate peace building and service delivery as mutually supporting dimensions. It is essential that the PMO use quantitative and qualitative information to capture changes or “transformations” at community level. Moreover, it needs to analyse the information it meticulously collects and verifies to inform progress towards achieving both outcomes – peace and development. The MTR believes that the PMO does not have the capacity to analyse the vast information generated from all 246 PDCs.

### Recommendation 1

---

## Mid-Term Review of the ACT for Peace Programme

---

***It is recommended that resources be made available to recruit a locally based technical expert to undertake such analysis.***

### Increased coordination with Government Agencies

The MTR is of the view that to varying degrees of success *ACT for Peace* is making a difference at the community level. The MTR has covered in great detail the strengths of the Programme. Notwithstanding the Programme's credible reputation and community level achievements, it alone cannot influence the complex national peace process unless mechanisms are developed and resourced to link *ACT for Peace* more substantively with key national institutions.

### **Recommendation 2**

***It is recommended that increased efforts to partner with OPAPP, regional and provincial, and national governments must be given to harness the resources, experience and skills of wider national government agencies (DILG, DepEd, NCIP and NEDA).***

### Leverage other Government and Donor Programmes

Greater emphasis to leverage resource and convergence with donor programmes will give added strength to Programme delivery and impact. For example, AusAID's Local Government, Education (BEAM) and Human Resource development programs can be leveraged to support Programme implementation.

### **Recommendation 3**

***It is recommended that the Programme seek greater convergence with relevant national government agencies, UN agencies and donor organisations in Programme delivery, including through the offices of Local Government Units (LGUs), the Mindanao PMO Convergence Forum, MEDCO; the Mindanao Working Group and/or UNDP.***

### MTF-ACT for Peace Coordination and, MNLF-MILF collaboration

There is considerable similarity between ACT for Peace and MTF-RPD in approach, focus and geographic coverage. Increased Programme convergence will be critical to minimise overlap and duplication of effort but importantly to manage the potential risk of conflict generated by two parallel, politically-affiliated programmes. MEDCO should play a strategic role and facilitate greater MNLF-MILF collaboration on activity implementation at the community level.

### **Recommendation 4**

***It is recommended that the MEDCO meet with the Bangsamoro Development Agency on a regular basis to discuss convergence of ACT for Peace and MTF Programme activities in PDCs.***

### Peace and Development Communities

The MTR recognises that transformation of the PDCs, particularly in terms of social cohesion, trust, confidence and conflict management, as one of the key strengths of the Programme. However, the 2006 baseline data indicates that many PDCs are ill equipped to manage community economic development (CED) activities. There does not appear to be a clear strategy underscoring the need for increased capacity building in basic livelihood and economic project management.

### **Recommendation 5**

***It is recommended that:***

- ***The Programme undertake a review of its economic activities and on the basis of the review a) identify what works and why; b) develop a CED strategy; and c) devise mechanisms to up-scale successful activities.***



---

## Mid-Term Review of the ACT for Peace Programme

---

- *Revise the selection criteria for economic projects to include sustainability of supported activities*

### Indigenous Peoples (IPs)

The Programme is effective in IP communities in the Caraga region, but IP participation in other Programme areas is lacking.

### **Recommendation 6**

*It is recommended that the Programme strengthens its focus on IP communities and draws the NCIP more closely into the Programme's peace-building and community development activities.*

### Reporting, planning and approval processes

The period between AWFP completion and implementation is some three months. This results in implementation backlogs, delays, undue pressure on PMO staff, and possible sub-standard activity implementation. To avoid this, AWFP implementation should commence immediately on receiving ManCom endorsement.

### **Recommendation 7**

*It is recommended that:*

- *The Management Committee meets in December or early January to review and endorse the AWFP, and AWFP implementation commences immediately upon receipt of the Management Committee's endorsement.*
- *The PCC meets in January/early February to provide final approval for the AWFP.*

### UN Representation in PCC

Current UN agency PCC representation includes the FAO, ILO and UNFPA. These agencies do not currently participate in the Programme but do attend PCCs, ExComs and ManComs, though their participation in the latter is negligible.

### **Recommendation 8**

*It is recommended that the inclusion of non-participating UN agencies in the PCC, ExCom and ManCom be limited to where their expertise and experiences in peace and development can be directly used to contribute to more coherent and integrated Programme policies and directions.*

### The Executive Committee (ExCom)

ExCom membership has been reconstituted to include donor agency representation and thus duplicates the PCC; this would appear to present an unnecessary Programme policy management layer.

### **Recommendation 9**

*It is recommended that the ExCom be abolished and that an Immediate Action Sub-committee of the PCC comprising MEDCo (Chair), PMO, ARMM Regional Government, UNDP, donor agency and MNLf representation be convened to deal with matters requiring immediate attention on an "as needed" basis.*

### Management Committee (ManCom)

A key responsibility of the ManCom is to monitor Programme risks, identify measures for mitigating or managing these risks, and to refer them to the Implementing Agency or the ExCom for action as appropriate. In view of Recommendation above, it is recommended:

### **Recommendation 10**

***It is recommended that the ManCom refer risk mitigation and management measures to the 'Immediate Action sub-Committee' for due consideration and action.***

### The Programme Coordinating Committee (PCC)

The MNLF is represented on the PCC as required by the PDD, by the MNLF Chairperson. The current MNLF Chairperson is also Chair of the MNLF Executive Council, one of four current MNLF factions - the other three factions being the Misuari Breakaway Group (MBG), the Islamic Command Council (ICC) and the Alvarez Isnaji faction. The GRP recognises both the Executive Council and the MBG. In order to gain more cross-MNLF representation, views and consensus on Programme approaches, it is recommended:

### ***Recommendation 11***

***It is recommended that consideration be given to including the head of the Misuari Breakaway Group as a permanent member of the PCC.***

### Programme Quality and Performance

Higher level peace process impact reporting does not sit easily with the PMOs level of operation and would be better performed by MEDCo and/or UNDP which are more closely engaged with the higher level peace process.

### ***Recommendation 12***

***It is recommended that MEDCo and UNDP assume responsibility for analysing the effects of the Programme on the peace process and providing such analyses to Programme management and relevant stakeholders.***

### ARMM Programme Management

The PDD designates MEDCo as the LIA for non-ARMM areas. The ARMM ODA Office has been careful to point out that by virtue of Executive Order 125, the ARMM Government is the accountable and implementing authority for development activities within the region and is therefore keen to exercise this authority.

### ***Recommendation 13***

***It is recommended that the ARMM ODA Office and other relevant ARMM offices be brought into the MEDCo ARMM activity proposal assessment and selection process with immediate effect. Following a 3-6 month capacity building/hand over period, these responsibilities are assumed by the ARMM ODA Office.***

### AusAID, MEDCo, UNDP and PMO reporting

AusAID assessments of the impact of its contribution to the Programme have been constrained to a certain degree by the lack of analytical reporting it receives from UNDP on project impact. The PMO has not the time, resources, or capacity to fulfill this analytical requirement.

### ***Recommendation 14***

***It is recommended that:***

- ***Based on regular PMO progress reports and MEDCo progress reviews, MEDCo and UNDP should provide analyses of the impact of Programme activities in achieving Programme outputs and outcomes and provide these, together with the PMO progress reports, to relevant stakeholders.***
- ***The PMO, MEDCo and UNDP meet with relevant donor agency partners to rationalize donor reporting requirements with the aim of easing the PMO's reporting burden.***

MEDCo and ARMM Regional Government Programme Implementation Capacity MEDCo and the ARMM Regional Government (ARMM ODA Office) are designated as the Overall Implementing Agency and Lead Implementing Agency (for the ARRM) respectively. However, both acknowledge that, to varying degrees, they lack the experience, skills and resources it is recommended:

***Recommendation 15***

***It is recommended that the Programme gives increased emphasis to strengthening MEDCo activity implementation and monitoring and evaluation capacity.***

With a transformation period of 4-5 years to full empowerment (Stage 6) for PDCs entering the Programme, it is expected that the 17 new PDCs entering the program in 2008 will eventually transform to fully “empowered” PDCs in 2012-13.

***Recommendation 16***

***It is recommended that a review of PDC progress towards Stage 6 be undertaken in 2010 to determine whether the Programme should be extended to enable the effective and sustainable transformation of all new PDCs to full empowerment.***