

Project Document

ACT for Peace Programme

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ACT for Peace Project Document

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ACT for Peace Programme

Country: Philippines

UNDAF Outcome/Indicator(s): By 2009, the level of violent conflict has been reduced, and human security and the culture of peace have been promoted nationwide.

- Coherence of government policies (and processes) within the framework of a social consensus to end armed conflicts (or within the framework of human rights and human security).
- Extent to which the military dominates government responses and policies on peace and security/armed conflicts
- Quality of civil society involvement in defining, building and sustaining a citizens' constituency for peace/peace agenda
- Level and extent of the promotion of a culture of peace.

Country Programme Outcome (s):

Outcome 1: Peace-building dimension of development cooperation is better established, based on a common understanding with civil society, and is mainstreamed into policies and practices.

Outcome 2: Key actors are better able to prevent, manage and resolve conflict and to build peace and human security.

Outcome 3: Individuals and communities affected by armed conflict have improved access to increased incomes, basic social services and participation in governance.

National Partner: Mindanao Economic Development Council

Programme Brief

The Programme seeks to strengthen peacebuilding efforts and sustain the gains for peace and development in Southern Philippines. It shall work with multiple stakeholders and promote peaceful change at different levels. Social capital, which is essential to peacebuilding, shall be strengthened through the consolidation of people's organizations and other community-based social formations. To support the promotion of human security objectives, the Programme shall assist people affected by violent conflicts; provide access to basic services; promote good governance, articulate common goals while recognizing and strengthening distinct cultural identities; and encourage strategic alliances for peace work involving civil society organizations, communities, religious groups and government. The conflict transformation capacities of local governments will be enhanced.

The Action for Conflict Transformation (ACT) for Peace Programme is consistent with the national framework, particularly EO #3, Chapter 14 of the 2004-2010 Medium-Term Philippine Development Plan and Agenda #9 of the 10 Point Agenda. It shall build on the gains of the GoP-UN MDP3 and shall seek to collaborate and converge with other peace and development initiatives operating in the area.

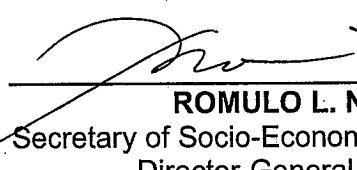
Programme Title: ACT for Peace Programme
Programme Duration: June 2005- May 2010
Project Duration: 5 years
Fund Management Option: Fund Pooling Arrangement

Estimated Budget: US\$ 16,201,360

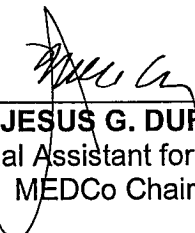
Allocated resources:

- Government
- Regular Resources
- Other:
 - Donor: Government of Australia
 - Donor: Government of New Zealand

Agreed by the Philippine Government


ROMULO L. NERI
Secretary of Socio-Economic Planning, and
Director-General, NEDA

Agreed by the Overall Implementing Agency


JESUS G. DUREZA
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MEDCo Chairman

Agreed by the Lead Implementing Agency
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FAROUK HUSSIN
Regional Governor

Agreed by the United Nations System in the
Philippines


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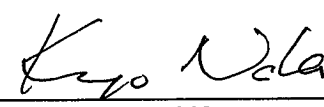
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ACRONYMS

AFP	Armed Forces of the Philippines
AMO	Area Management Office
ARMM	Autonomous Region in Muslim Mindanao
AusAID	Australian Agency for International Development
BAWASA	Barangay Water Associations
BDP	Barangay Development Plan
BHS	Barangay Health Stations
BHW	Barangay Health Worker
BMW	Bangsa Moro Women
BRW	Bureau of Rural Workers (DOLE)
CBTED	Community-based Training on Enterprise Development
CDA	Cooperative Development Authority
CHD	Center for Health and Development
CHN	Child health and Nutrition
COP	Culture of Peace
CSC	Civil Service Commission
CSO	Civil Society Organization
DA	Department of Agriculture
DAF	Department of Agriculture and Fishery (ARMM)
DAR	Department of Agrarian Reform
DBM	Department of Budget and Management
DILG	Department of the Interior and Local Government
DOH	Department of Health
DOLE	Department of Labor and Employment
DOST	Department of Science and Technology
DPC	Disaster Preparedness Committee
DSWD	Department of Social Welfare and Development
DTI	Department of Trade and Industry
ExCom	Executive Committee (ACT for Peace)
FAO	Food and Agriculture Organization
FPA	Final Peace Agreement (GRP-MNLF)
GEM	Growth with Equity in Mindanao (USAID)
GoP	Government of the Philippines
IEC	Information, Education, Communication
ILO	International Labor Organization
IMCI	Integrated Management of Childhood Illness
KAP	Knowledge, Attitudes and Practices
LDCC	Local Disaster Coordinating Council
LEDA	Local Economic Development Agency (UNDP-PRODERE)
LFA	Logical Framework of Analysis
LGSPA	Philippines-Canada Local Governance Support Program in ARMM
LGU	Local Government Unit
LHB	Local Health Board
LIA	Lead Implementing Agency (ACT for Peace)
LMP	League of Mayors of the Philippines
LSB	Local School Board
LSB	Local Special Body
LSF	Local Social Formation
MA	Managing Agent
ManCom	Management Committee (ACT for Peace)

MCW	Mindanao Commission on Women
MDG	Millennium Development Goal
GoP-UN MDP3	Government of the Philippines- United Nations Multi-Donor Programme Phase III (GoP-UN)
MEDCo	Mindanao Economic Development Council
MERN	Mindanao Emergency Response Network
MHDO	Mindanao Health Development Office
MHN	Maternal and Health and Nutrition
MILF	Moro Islamic Liberation Front
MNLF	Moro National Liberation Front
MPDAL	MinSuPala Peace and Development Advocate League
MTPDP	Medium-Term Philippine Development Plan
NAPOLCOM	National Police Commission
NCIP	National Commission on Indigenous Peoples
NEDA	National Economic and Development Authority
NPD	National Programme Director (ACT for Peace)
NRO	NEDA Regional Office
OCD	Office of Civilian Defense
ODA	Official Development Assistance
OIA	Overall Implementing Agency (ACT for Peace)
OMA	Office of Muslim Affairs
PCC	Programme Coordinating Committee
PCIA	Peace and Conflict Impact Assessment
PCST	Programme Coordination and Support Team (GoP-UN MDP3)
PDA	Peace and Development Advocate
PDAL	Peace and Development Advocate League
PDC	Peace and Development Community
PMES	Programme Monitoring and Evaluation System
PMO	Programme Management Office
PDTF	Peace and Development Task Force
PNP	Philippine National Police
POC	Peace and Order Council
POPCOM	Population Commission
PPA	Programs, Projects and Activities
PROCEED	Project on Community Enterprise and Entrepreneurship Development
PRODERE	Programme for Displaced Persons, Refugees and Returnees (UNDP)
QoC	Quality of Care
RDC	Regional Development Council
RPD	Regional Programme Director (ACT for Peace)
RPDO	Regional Planning and Development Office (ARMM)
RPMC	Regional Project Monitoring Committee
RPMES	Regional Project Monitoring Evaluation System (NEDA)
RRF	Resources and Results Framework
SPCPD	Southern Philippines Council for Peace and Development
SPDA	Southern Philippines Development Authority
SZOPAD	Special Zone of Peace and Development
TBA	Traditional Birth Attendants
TESDA	Technical Education Skills Development Authority
UN	United Nations
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees

UNICEF
VMLP
WFP

United Nations Children's Fund
Vice-Mayors League of the Philippines
Work and Financial Plan

GLOSSARY OF TERMS

Assumptions – are factors that are critical to the achievement of objectives and results. Although factors can be both internal and external, the ACT for Peace is particularly concerned with external ones. Assumptions are identified for each level in the hierarchy of the Logical Framework of Analysis (LFA) and are integral to risk analysis, monitoring and management.

Conflict - Takes place when two or more parties find their interests incompatible. It “arises when parties disagree about the distribution of material or symbolic resources and act on the basis of these perceived incompatibilities” (International Alert, 1996:3)

Conflict-affected – Generally describes communities that are directly or indirectly exposed to or affected by violent conflicts. These are areas where violent conflict confrontation has happened (e.g., war zones or crossfire areas), or those that adjoin or are proximate to sites of armed conflicts, or are “catchment” sites where displaced communities go to seek refuge from the conflict.

Conflict transformation - “A process of engaging with and transforming the relationships, interest, discourses, and, if necessary, the very constitution of society that supports the continuation of violent conflict.” (Hugh Miall) Also refers to the deliberate interventions pursued by key actors in the conflict setting to effect peaceful change. “Represents a comprehensive set of lenses for describing how conflict emerges from, evolves within and brings about changes in the personal, relational, structural and cultural dimensions, and for developing creative responses that promote peaceful change within those dimensions through non-violent mechanisms.” (John Paul Lederach 1994)

Conflict vulnerable (or potential conflict areas) – are those that are likely to be affected by violent conflicts because of existing inequities or factors that may fuel the outbreak of violent conflicts.

Culture of Peace - “consists of values, attitudes and behaviors that reflect and inspire social interaction and sharing, based on the principles of freedom, justice and democracy, all human rights, tolerance and solidarity, that reject violence, endeavor to prevent conflicts by tackling their root causes to solve problems through dialogue and negotiation and that guarantee the full exercise of all rights and the means to participate fully in the development processes of their society.” (UNESCO and the UN General Assembly)

Capacity Development – “The process by which individuals, groups, organizations, and societies enhance their abilities to perform functions, solve problems and achieve objectives; to understand and deal with their development challenges in a sustainable manner” (UNDP)

Direct Services – The ACT for Peace programme classifies a) social and economic facilities such as barangay health stations and potable water systems, b) inputs in the form of medical supplies and equipment, c) direct farm support (technology demonstration farms, seeds, fertilizers and farm implements), and d) direct non-farm support (start-up capital for livelihood and enterprises) as direct services that will be provided to participating conflict-affected and vulnerable communities.

Human security - “the safety from such chronic threats as hunger, disease and repression, and protection from sudden and hurtful disruptions in the patterns of daily lives, whether in homes, jobs or communities.” (Human Development Report)

Peace - More than just the absence of war and is not a static condition but a dynamic process. It "involves a network of legitimized social relationships which include conflict but are able to manage conflict in a constructive fashion" (International Alert, 1996:21). It is a state where "choices are continually being made to remove structural violence and express conflict non-violently" through legitimized mechanisms valued by all, including the methods of governance adopted by a particular society (Hoffman, 1997:10-11). Peace can be conceived as negative or positive. (Johan) **Negative peace** may be defined as a condition where the violent manifestations of conflict are removed. In this condition war or direct violence is absent. Opposing armed groups are not engaged in violent actions, but the root causes of conflict remain unaddressed. It is a necessary component of the more comprehensive, more durable **positive peace**, which is the absence of all forms of violence, including physical and structural, and the presence of social values, institutions, processes and mechanisms that foster and sustain peace.

Peacebuilding - Initiatives that "foster and support sustainable structures and processes which strengthen the prospects for peaceful coexistence and decrease the likelihood of the outbreak, reoccurrence or continuation of violent conflict" (Bush, 1996:76). Measures designed to consolidate peaceful relations and strengthen viable political, socio-economic and cultural institutions capable of mediating conflict, as well as strengthen other mechanisms that will either create or support the creation of necessary conditions for sustained peace. (Adapted from International Alert, Resource Pack for Conflict Transformation, London, International Alert: March 2003).

Post-conflict – are those communities where the immediate effects or consequences of violent conflicts are no longer felt, but are in need of social and physical rebuilding. In some instances, the term pertains to communities where the causes of the violent conflict have been resolved and settled. However, communities deemed as "post-conflict" at one point may be affected by the escalation of the same or the outbreak of new conflicts in the future.

Risk – are factors and events that can negate the key assumptions of the Programme. Risks levels are determined by analyzing the degree of their consequence and the likelihood that they would happen.

Social capital - "The norms, values and social relations that bond communities together, as well as bridges between communal groups (civil society) and the state" (Colletta and Cullen 2000:4)

Technical Assistance – In the ACT for Peace Programme, technical assistance pertains to a) capacity building activities (trainings, workshops, coaching support, systems development, study tours, etc.), b) materials and modules, and c) community activities (organizing, mobilization, etc.). Budget items under each type of assistance are classified under materials and goods, service providers, and travel and mobilization.

Violence - "Actions, words, attitudes, structures and systems that cause physical, psychological, social and environmental damage and prevent people from reaching their full potential." (Fisher, 2000) Violence manifests itself in various forms. **Direct violence**, involving harmful physical action, is often manifested as war. **Structural violence**, which is endemic in the inequalities of social structures, is often manifested as injustice, exclusion and unequal access to opportunities and resources. **Cultural violence** consists of attitudes and values that encourage violent behavior, often manifested as inhuman treatment of people based on feelings of hate/mistrust (Galtung, 1981).

PART 1. SITUATION ANALYSIS

Development Situation

1. Southern Philippines, comprising of Palawan and Mindanao, is abundant in productive resources. It is home to a population that is often described as "tri-people" referring to Christians, Muslims and indigenous peoples. The bountiful and diverse nature of Southern Philippines has unfortunately been a cause of contention among groups. Iniquitous relationships developed among peoples, between Southern Philippines and central authority, and between Filipino and external interests. Southern Philippines has been the site of intense armed conflicts between the government and other armed entities for a long period of time.
2. Respite came with the successful conclusion of the peace process between the government and the Moro National Liberation Front (MNLF). The signing of the Final Peace Agreement (FPA) in September 1996 between the two parties was recognized nationally and internationally as a major milestone for peace in Southern Philippines.
3. However, there are still challenges to peace in Southern Philippines. Violent and destructive conflicts continue, even as peaceful negotiated settlement of the conflicts involving the Moro Islamic Liberation Front (MILF) and the National Democratic Front are being pursued. Other local armed conflicts exist involving disputes over power relations, property and beliefs. The proliferation of loose firearms in Southern Philippines fuels the escalation of conflict into open violence.
4. Armed conflict has exacted great costs on the people and resources of Southern Philippines. Massive dislocation of the civilian population and economic losses occur after encounters between government troops and other armed groups. Women, children, the aged and indigenous peoples are particularly vulnerable to the effects of displacement. Respect for human rights remains a concern; there are many reported abuses of civil and political rights.
5. Unpeace in Southern Philippines has not gone unnoticed; there have been and continue to be many initiatives from government and non-state parties to bring about peace. The government and the MILF continue to explore the possibility for a peace settlement. Similar processes are happening between the government and the NDF. Civil society organizations such as the Bishop-Ulama Conference and peace networks also contribute to the clamor for peace with their efforts to build a constituency for peace through peace education and advocacy, to facilitate dialog, healing and reconciliation among warring parties and among community members, and to provide relief and rehabilitation support to affected communities.
6. The United Nations system in the Philippines has been involved in peace efforts, particularly in support of the GRP-MNLF FPA. The first two phases of the GoP-UN Multi-Donor Programme (GoP-UN MDP), which lasted from 1996 to 2001, assessed the needs of selected MNLF communities and provided assistance in the form of basic services, livelihood and enterprise development, confidence and governance leadership training.
7. The third phase of the GoP-UNMDP, made possible through funding support from the governments of Australia, New Zealand and Spain, commenced in 2001 and concluded in

June 2004. GoP-UN MDP3 accomplishments include, among others: 1) reduction of violent conflict in the areas of implementation; 2) community empowerment and personal transformation, including a shift in mindsets from a combat/defense orientation to peace and development advocacy among former combatants and their communities; 3) contribution to barangay (village-level) development, through the formulation of barangay development plans, thus bridging the Programme's Peace and Development Communities (PDCs) to legitimate institutions of governance, where they have also contributed to broader peace and development goals and processes; 4) enhanced skills and capabilities of the community in the implementation and management of development projects; and 5) increased trust and confidence in Government. The Executive Summary of the GoP-UN MDP3 Programme Report and the Technical Evaluation Mission Report are included as Annex A and Annex B, respectively.

8. However, the experience of peace-oriented initiatives in Southern Philippines, the GoP-UN MDP3 included, point to major gaps in peacebuilding. With respect to the implementation of the GRP-MNLF Peace Agreement, socio-economic support to MNLF members and communities is still perceived to be inadequate. For many community level stakeholders, the full and successful implementation of the FPA is key to the continuation of peacebuilding efforts in Southern Philippines. Part 3-Chapter 3 (National Harmony: The Peace Process) of the 2004-2010 Medium-Term Philippine Development Plan (MTPDP), which calls for the full implementation of existing final peace agreements, particularly the GRP-MNLF Peace Agreement of 1996, acknowledges this need.¹ There is need for a set of complementary actions that will, in the immediate term, sustain the relative peace and stability that has resulted from the GRP-MNLF peace agreement. It is more critical over the long term to be able to build and sustain capacities and constituencies for peace across the larger base of actors, to include local government units and civil society.
9. In general, it is observed that peacebuilding strategies are done in pockets, are sporadic, not comprehensive, not coordinated, and lack scale. Moreover, while many initiatives do provide services to target participants, the extent to which they effectively contribute to peace objectives cannot be ascertained due to a lack of consistency with concepts, principles and tools that are internationally acknowledged to be attuned to peace practice. Many peacebuilding efforts do not have strategies that meaningfully involve women. Some strategies may have even actually though unwittingly resulted to more conflicts.
10. Further, it is recognized that peacebuilding activities are not yet mainstreamed with LGUs (barangay, municipal and provincial) and with government agencies. Local governments play a key role in delivering services that respond to the poverty situation and in dealing with conflicts and its consequences. The 2004-2010 MTPDP also recognizes that LGUs can undertake complementary measures such as peacekeeping initiatives to minimize the level of violence arising from armed conflicts.
11. These gaps in peacebuilding and the continuing destructive conflicts underscore the need for more effective interventions for peacebuilding and conflict transformation in Southern Philippines. The foregoing analysis but highlights the consistent clamor, expectation, and recommendation of stakeholders for a successor programme to the GoP-UN MDP3.²

¹ 14 October 2004 version

² From the Stakeholders' Consultations with the MNLF, PDAs, BMW, LGU representatives, CSOs, media, academe, the military and government agencies from Regions IX, X, XII, XII and ARMM; and with former/current GoP-UN MDP3 Staff. The provinces covered include: Region IX - Zamboanga del Norte, Zamboanga del Sur and Zamboanga Sibugay; Region X - Lanao del Norte; Region XI - Davao del

National Policy Framework

12. The successor Programme is located within the perspective of contributing to efforts to address the causes of conflicts in Southern Philippines. The new Programme is informed by Executive Order # 3 series of 2001 (Defining the Approach & Administrative Structure for the Government's Comprehensive Peace Efforts), Agenda # 9 of the Government's 10-Point Agenda ("A Just End to the Peace Process") and Chapter 14 of the Medium-Term Philippine Development Plan 2004-2010. The new Programme will therefore promote peacebuilding and conflict transformation in Southern Philippines, and in the context of that, continue to support the GRP-MNLF FPA.
13. Cognizant of the overall thrust of Government to address the causes of conflicts, the new Programme shall also contribute to the peaceful resolution of violent conflicts in the area when warranted.
14. The new Programme is a support program. It is among the interventions in support of item # 5 of the peace strategies as embedded in Chapter 14 of the MTPDP which concerns the rehabilitation and development of conflict-affected areas. The Programme shall also respond to item # 2 (Complementary measures to minimize the level of violence arising from armed conflicts); # 6 (Catch-up development program for the ARMM and affirmative action agenda for Muslims); and # 7 (Conduct of healing and reconciliation programs).³ Recognizing that there will be other initiatives that will address peacebuilding and conflict transformation, the new Programme will purposefully coordinate with them for greater impact and for the achievement of objectives of the peace plan.

UN Policy Framework

15. The UN believes that inclusive government is the best guarantor against internal conflicts and that inclusiveness requires that all major groups in society participate in its major institutions. The common thread running through almost all conflict prevention policies is the need to pursue good governance, which involves the following: promoting the rule of law, tolerance of minority and opposition groups, transparent political processes, a commitment to eradicate corruption, and independent judiciary, an impartial police force, a military subject to political control, a free press, vibrant civil society institutions, and meaningful elections. Ultimately, it means respect for human rights above all aspects.⁴
16. Conflict prevention policies are in synch not only with Millennium Development Goals (MDGs) but more importantly, the Millennium Declaration.

Sur; Region XII - Sarangani, Sultan Kudarat, Cotabato Province and South Cotabato; ARMM - Sulu, Basilan, Tawi-Tawi, Lanao del Sur, and Maguindanao.

³ In Southern Philippines, the national government is pursuing a peace plan with the following seven (7) elements:

1. Continuation and conclusion of peace talks with various rebel groups;
2. Complementary measures to minimize the level of violence arising from the armed conflicts;
3. Completion of the implementation of existing final peace agreements;
4. Enhanced amnesty/reconciliation and rehabilitation program for former rebels/combatants;
5. Rehabilitation and development of conflict areas;
6. Catch-up development program for ARMM and affirmative action agenda for Muslims, and;
7. Conduct of healing and reconciliation programs.

⁴ *Facing the Humanitarian Challenge: Towards a Culture of Prevention* by UN Secretary General Kofi Annan, September 1999

17. The new Programme is consistent with the UN Development Assistance Framework (UNDAF) Outcome # 5, which calls for the reduction of the level of violent conflict, and the promotion of human security and the culture of peace nationwide.
18. Human security, which addresses individual and collective needs⁵ through non-coercive means, is at the core of peacebuilding. It involves both the creation of opportunity and the construction of structures and processes that decrease the likelihood of violent conflict. Beyond the absence of violent conflict, human security encompasses human rights, good governance, access to services, the protection of the vulnerable, and the creation of opportunities and choices to fulfill human potentials. This leads to the reduction of poverty, achievement of economic growth and the prevention of conflict.⁶

⁵ For security, identity, recognition and participation (International Alert, 1996:21)

⁶ From the Commission on Human Security, 2003 as cited in the document Common Country Assessment Conflict Prevention and Peacebuilding

PART II. PROGRAMME STRATEGY

19. To reflect the main development challenge and response to peacebuilding in Southern Philippines, the new Programme is titled **Action for Conflict Transformation for Peace (ACT for Peace)**. It is projected to be a 5-year program to commence July 2005 with an indicative budget of US\$16,201,360.
20. The ACT for Peace is a peacebuilding and conflict transformation programme. Beyond merely responding to the physical and social reconstruction of areas affected by armed conflict, it seeks to respond to the complex situation of conflict in Mindanao, which involves a range of ongoing, potential and post-conflict situations in the target areas. It thus entails interventions to support and sustain peace as well as build human security in these conflict situations, such as, among others; a) building local capacities for conflict prevention and peacebuilding in areas of potential conflict, as well as in post-conflict situations; b) basic service delivery and capacity-building for conflict prevention in conflict and post-conflict areas, and c) relief and rehabilitation of areas affected by ongoing armed conflict, and also in post conflict areas.

Development Objective and Results

21. The new Programme seeks to achieve the following purpose: *"To strengthen peacebuilding efforts and sustain the gains for peace and development in Southern Philippines"*

Programme Outcomes

22. The accomplishment of the purpose will lead to the achievement of the following outcome level results:
- a. 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;
 - b. Peacebuilding and conflict transformation (prevention, management and resolution) capacities of actors and institutions are strengthened and institutionalized; and,
 - c. Critical partnerships towards sustaining an environment of trust, confidence and collaboration for peace and development are strengthened.

Programme Components by Outcomes

23. To achieve the purpose and the planned outcomes, the new Programme shall have five components, the fifth of which will cut across the other four.

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

- 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

Outcome 2: Peacebuilding and conflict transformation (prevention, management and resolution) capacities of actors and institutions strengthened and institutionalized

- Component 4: Building Stakeholders' Capacity for Conflict Transformation

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

- Component 5: (cuts across other components) Promoting and Advocating a Culture of Peace towards Peacebuilding and Conflict Transformation

The details of the components (in terms of issues to be addressed by the component, strategies, implementation mechanisms, and results) are spelled out in Annex F.

24. For each component, the Programme will focus on key assistance areas that have been identified and prioritized by stakeholders. The ACT for Peace Programme will provide specific interventions ranging from provision of direct services (water systems and health infrastructure and facilities; start-up support for farm productivity and livelihood, and start-up capital for non-farm livelihood and enterprises), and technical assistance through capacity building (trainings, workshops, coaching, systems development, study tours, etc.); inputs (IEC modules and materials, medicines) and community activities (organizing, mobilization, etc.). The promotion of culture of peace, linkage-building and policy development will also be part of the range of interventions per component.

Components

25. Consistent with the principle of being demand-driven, the ACT for Peace will support the participatory formulation of peace-sensitive community plans, in particular the Barangay Development Plans (BDPs).⁷ The Programme will focus its direct assistance on human security, conflict transformation and COP concerns contained in the formulated BDPs. A modest baseline study will also be undertaken to provide the ACT for Peace management with information that will help set Programme targets, identify beneficiaries and further refine strategies and interventions that will guide component delivery.
26. Component 1 (*Strengthening Social Capital for Peacebuilding*) seeks to contribute to the sustainability of the transformation of PDCs and other conflict-affected areas and harness community efforts to develop and advance their own initiatives for peace. The component shall focus on the following specific areas of assistance: a) People's Organizations and Local Social Formations (LSFs)⁸, b) Local Social Healing and Peacebuilding Practices

⁷ The BDP process shall be strengthened to promote conflict sensitivity. This means engendering among the participants the capacity to be aware of the causes of historical, actual or potential conflict, and of the likelihood of further conflict and its likely severity; and the capacity to work with all parties to reduce conflict and / or minimize the risk of further conflict. It involves a) understanding the operational context; b) understanding the interaction between an intervention and that context; and c) the capacity to act upon this understanding to avoid negative impacts and maximize positive ones.

⁸ Are formal and informal structures, which include indigenous, traditional, constitutionally created formations and informal groups at the village level; some examples are the Madrasah, Tri-People Peace Movement, Council of Elders, community gatherings and the Barangay Government, *pahina* or *bayanihan* system (helping a member of a community finish a task), *kumapare-kumare* system (an inter-family system of caring for children), among others.

Complementation, c) and Expanded Peace constituencies and Inter-PDC/Barangay Peace Initiatives

27. Component 2 (*Promoting Human Security through Improved Access to Basic Services*) aims to improve access to an integrated health program focusing on health and nutrition, reproductive health, water and sanitation. The major interventions are information and education campaign, delivery of services and management of health services. The needs of communities affected by armed conflict or natural disasters will be responded to. The ACT for Peace Programme will collaborate with the GoP-UNDP Programme for Internally Displaced Persons and Communities in Southern Philippines and other initiatives to assist communities and local governments in the area of emergency response.
28. Component 3 (*Promoting Human Security through Community Economic Development*) shall build the capacity of the target stakeholders in the local (community) economy to articulate their interests, organize themselves, plan, implement and supervise economic initiatives that help improve their living conditions. To foster economic development, the Component aims to increase productivity and incomes in the target communities. Hence, the Component shall promote employment creation and income generation for both farm and non-farm areas through the optimal use of human and other resources in the PDCs.
29. Component 4 (*Building Stakeholders' Capacity for Conflict Transformation*) recognizes that for peacebuilding to be effective, there needs to be more active engagement and participation of multiple stakeholders. In particular, the Programme acknowledges that local governments play strategic roles in conflict transformation. Being at the frontline, they can intervene to prevent the escalation of conflicts into violence. The ACT for Peace Programme shall enable LGUs to undertake effective conflict analysis, particularly the capacity to understand the context, causes, actors and dynamics of conflicts. The Component shall also endeavor to promote a rights-based approach to local governance and development management. LGUs shall be enabled to apply systematically and methodically the human rights framework and principles/concepts of rights entitlements and state obligations and the normative content of every right to development and governance processes at the strategic development planning, policy and legislation, administrative functions, programs and service delivery levels.⁹
30. Component 5 (*Promoting a Culture of Peace towards Peacebuilding and Conflict Transformation*) shall cut across all other components of this Programme. The areas of assistance shall focus on: a) Enhancing Local Capacities for Peace; b) Partnership Building for the Promotion of the Culture of Peace; and c) Promoting and Advocating the Culture of Peace in More Mainstream Venues. The first two areas of assistance in particular support Components 1, 2, 3 and 4. Gender and multiculturalism are among the dimensions of the Culture of Peace.

Target Participant Beneficiaries

31. Peacebuilding involves working with multistakeholders and promoting changes at different levels, hence the Programme's target participants and beneficiaries are: a) post-conflict, conflict-affected and conflict-vulnerable communities (Muslims, Christians, Lumads/IPs); b) local governments (barangay, municipal and provincial); c) the MNLF; and d) non-

⁹ Human Rights Advisory, CHR (III)-A2004-003

community and non-LGU peacebuilding actors and institutions (such as CSOs, peace networks, religious leaders, the media, academe, etc.). Attention shall be paid to highly vulnerable groups such as women, youth, children and the aged. A key concern of the new Programme is addressing the needs of women who were widowed and children/youth orphaned by the GRP-MNLF war.

In recognition of their roles in promoting human security and peace, LGUs will be involved in ACT for Peace in a purposeful manner by a) institutionalizing peacebuilding in LGU policies, structures, processes, functions and plans, b) strengthening their conflict transformation abilities, and c) enhancing their accountability to respond to needs of conflict-affected and post-conflict communities. ACT for Peace will further prepare LGUs to sustain Programme gains and support the peace momentum in Southern Philippines.

32. The Philippine government proceeds from the belief that effective peacebuilding, among others, is community-based. GoP-UN MDP3 partner PDCs need to be strengthened further and also involved in scaling up the Programme to reach new communities. The Programme shall work not only with PDCs but also with other post-conflict, conflict-affected and conflict-vulnerable communities. The ACT for Peace will work with an additional 100 PDCs and will continue to support the 163 partners of the GoP-UN MDP3 in their maturation as fully-evolved PDCs.

Spatial Coverage

33. The Programme shall focus on post-conflict and conflict-affected areas in Southern Philippines. The Programme shall initially cover 15 provinces and 14 cities, generally corresponding with the areas originally covered by the former Special Zone of Peace and Development (SZOPAD).¹⁰ When warranted, the Programme shall also respond to areas in Southern Philippines that are affected by or vulnerable to conflict outside of the above areas (e.g., Caraga Region).

Programme Principles

34. Peacebuilding involves the establishment and strengthening of horizontal and vertical relationships in order to strengthen social capital. Consistent with this, Programme implementation will be guided by the following principles:
- a. Principles for Building and Strengthening Horizontal Relationships (Binding)
 - **Peace-oriented interventions.** Refer to initiatives that are acknowledged to be consistent with generally accepted tenets of peace efforts; hence, they can be described as peace-based, peace-sensitive, or peace-promotive.
 - **Rights-based approach to local governance and development management.** This means that the human rights framework and principles/concepts of rights entitlements

¹⁰ Region IV-B: Palawan, Puerto Princesa City; Region IX: Zamboanga del Norte, Zamboanga del Sur, Zamboanga Sibugay, Dapitan City, Dipolog City, Pagadian City, Zamboanga City, Isabela City; Region X: Lanao del Norte, Iligan City; Region XI: Davao del Sur, Digos City; Region XII: South Cotabato, Sarangani, Sultan Kudarat, Cotabato, Gen. Santos City, Koronadal City, Tacurong City, Kidapawan City, Cotabato City; ARMM: Maguindanao, Lanao del Sur, Basilan, Sulu, Tawi-tawi and Marawi City

and state obligations and the normative content of every right are applied systematically and methodically to development and governance processes at the strategic development planning, policy and legislation, administrative functions, programs and service delivery levels.

- **Participatory.** Deliberate efforts to identify and meaningfully involve and engage stakeholders that are regarded as important to the development undertaking. This suggests the desirability of engaging as many stakeholders as possible and the intentional inclusion of marginalized groups; and also suggests the need to build consensus among the engaged groups.
- **Demand-driven.** A conscious approach of service providers to identify, design, respond to, and serve the expressed needs of target beneficiaries. This requires a supporting process that encourages their active and informed participation.
- **Flexible.** Guided by the principles and approaches that define the Programme framework, Programme implementation shall nevertheless take off from concrete and current conditions and actual capacities and concerns of participants and stakeholders; and shall be iterative. Programme processes such as regular monitoring, and systematic exchange of field information among implementers, the PMO and the OIA shall ensure effective and quick response to pressing developments.
- **Culture-sensitive.** Premised on respect for local (which can be traditional or indigenous) practices, beliefs and traditions. It also refers to the ability to adapt and innovate implementation strategies and approaches that are appropriate to the local culture.
- **Gender-responsive.** Recognizing that women and men are affected by conflict differently with the former most affected by its negative consequences, the Programme's concern for women's rights will address the gender dimensions of conflict. Ensuring improved access by women to services and resources, and increasing awareness and knowledge on women's rights not only among women but also of the larger community (e.g., LGU, judiciary, military, and police, etc.) are peace promotive and conflict preventive initiatives.
- **Concern for the environment.** The Programme will integrate concern for the environment in its initiatives. Accountability for the environment is among the paths to peace promoted in the Culture of Peace and is embedded in the sustainable integrated area development strategy which is exemplified by the PDC approach. The design and appraisal of projects will include measures to ascertain whether the planned activities will have any impact on the environment. For instance, mitigating measures will be required of construction activities (e.g., for barangay health stations, etc.) that will have negative impacts on the environment. Farm projects will emphasize conservation of genetic, water and soil resources and the regeneration of the agricultural and upland ecosystems. As for non-farm economic projects, care will be taken so that the Programme will not assist pollutive or resource-depleting activities.
- **Convergence.** Pooling of initiatives and resources to achieve a common set of objectives. It suggests a shared understanding of the philosophy or the framework that governs collaboration. It also indicates willingness of stakeholders to come together in the planning, implementation, monitoring and evaluation of development interventions,

and in the management of risks. Convergence could also contribute to the attainment of the specific mandates and objectives of the individuals/groups involved.

b. Principles for Establishing and Strengthening Vertical Relationships (Linking)

- **Mainstreaming.** Purposeful efforts to bring into the “mainstream” (formal agencies/institutions, established norms, etc.) development efforts and changes that may have been initially undertaken “outside of the mainstream or at the periphery.” This suggests bringing in the changes that have been developed outside the mainstream, and possibly, scaling them up.
- **Institutionalization.** Deliberate efforts to “make the changes stick;” expressed in terms of regularizing and integrating the changes in policy, procedures, processes, roles and behavior of individuals and groups to enhance accountability and to optimize application/utilization. Change needs to be “managed” to ensure that the application is sustained beyond the initial development intervention.

Towards achieving:

- **Sustainability.** The result of the melding and aggregation of the effects of “horizontal and vertical” relationships and changes brought about by peacebuilding; suggests the improved capacity of individuals and groups to be generally “self-propelled” (not requiring major external stimuli) and to have better and more effective initiatives in responding to new and more complex challenges.
- **Impact at the community level.** The Philippine Peace Framework recognizes the community-based nature of peace work. Promoting changes at the community level will address factors such as deprivation of group access to opportunities, political marginalization and pronounced state neglect that are regarded as roots of violent conflicts. Community-based approaches will also facilitate changes in the behavior of individuals, households and groups which are essential towards developing and promoting a culture that is oriented for peace.

35. In an effort to be a learning programme and to build on successes, sound practices from the GoP-UN MDP3 and other peacebuilding initiatives shall also be adapted by the new Programme provided they are appropriate to the culture, capacities and requirements of the target participants. This includes a consideration of strategies and initiatives that are being pursued in Mindanao such as those under the Mindanao Natin¹¹.

36. Programme delivery shall be carried out in a manner that promotes convergence and integration of the component strategies and approaches. It is very important that those involved in the execution and management of the Programme as well as those mobilized to implement projects and assistance, to provide support and to collaborate level off on the framework (concepts, principles and strategies) that inform ACT for Peace. The Components shall systematically build on each other's gains. Programme mechanisms and processes such as regular meetings to discuss and thresh out concerns and to jointly respond to issues shall be set in place to put complementation among Components and concerned agencies into effect.

¹¹ Mindanao Natin has been reformulated to support Legacy Agenda # 9.

37. ACT for Peace shall actively collaborate, complement and partner with other peacebuilding and development-oriented programs to avoid overlaps and duplication, and to ensure the sustainability of the gains and the mainstreaming of the successes of Peace and Development Communities.¹²

A Programme Approach that is Peace-Sensitive and Promotive of Human Security

38. To be an effective peace-oriented effort, the implementation of the ACT for Peace Programme needs to spring from shared perspectives among actors and institutions and a common appreciation of peace and development work, its processes and requirements, and what can be reasonably achieved given concrete challenges and existing capacities of stakeholders. A common Programme framework can inform and guide the stakeholders in pursuing their contributions to the achievement of ACT for Peace objectives. The key concepts of the Framework are initially defined in this Programme Document but can be enhanced further in the course of Programme implementation by learnings coming out of Programme and other experiences. These include key concepts such as conflict transformation, human security, and culture of peace; analyzing through "peace lenses;" the use of peace-sensitive principles, processes and tools; and the development and installation of peace-sensitive measures of Programme performance. The concepts are defined in the Glossary of this document.
39. It is also critical for Programme stakeholders to distinguish between development strategies at large and assistance that targets specific causes of conflict. The lack of clarity on how development efforts affect violent conflict (and hence, peace work) has hobbled many initiatives in the past. It is also an acknowledged learning around the world that not all development positively affects violent conflict.¹³
40. The incorporation of human security in the ACT for Peace Programme Framework is an advantage. Understood as "the safety from such chronic threats as hunger, disease and repression, and protection from sudden and hurtful disruptions in the patterns of daily lives, whether in homes, jobs or communities,"¹⁴ human security as a framework element is useful for linking violent conflict (or the prevention of it or the responses to it) and human development.¹⁵ It is acknowledged that most of all the elements necessary for peace building already exist in the Philippines but problems hobble successful implementation.¹⁶ A human security policy framework will signal a move beyond the national security approach and will facilitate an integrated and holistic approach to implementing peace work in the country, particularly to peacebuilding in Southern Philippines.
41. In 2003, Mindanao Bishops articulated their concern for human security in the document "A Human Security Agenda for Mindanao."¹⁷ The five components of ACT for Peace are consistent with this Human Security Agenda, particularly with regard to protecting people in

¹² Some examples are the USAID-Growth with Equity for Mindanao (GEM), KALAHI-CIDSS, Mindanao Rural Development Program (MRDP), the Philippine Business for Social Progress (PBSP), the Philippines-Canada Local Government Support Program (LGSP) and The Asia Foundation.

¹³ *Conflict Prevention NHDR Thematic Guide Note*, UNDP, August 2004, p.9

¹⁴ Human Security in the HDR 1998

¹⁵ In the Tabang Mindanaw website, Ambassador Howard Q. Dee is quoted as saying "human security attacks the root causes of rebellion by focusing on the well-being of people."

¹⁶ *From National Security to Human Security in Mindanao*, Dr. Paul Oquist, UNDP, July 2003, p.10 - 11

¹⁷ From a presentation made by Bishop Antonio Ledesma, SJ, D.D., to the Joint Annual Meeting of Task Force Tabang Mindanao and Mindanao Bishops in January 2003

violent conflict (refugees, internally displaced persons); providing minimum living standards (work-based security, secure livelihoods, access to land, credit, training), providing access to basic health care, articulating common goals while developing multiple identities (inter-religious dialogue, culture of peace), empowering communities for good governance (engaged citizenship, social auditing, meaningful elections) and forging alliances among civil society groups, including churches, government agencies and local communities.

Addressing Gender

42. Conflict affects women and men differently. Invariably, it is the former, along with children and the elderly, which are more severely affected by violence. Women affiliated with the MNLF and who have been widowed by the war, and those who have been orphaned are among those identified in the GoP-UN MDP3 Stakeholders' Consultation series as deserving of support from the successor programme. Even in a post-conflict setting, they can end up being relegated to the sidelines because of stereotypes and because their roles in helping families and communities through the conflict are not understood. Studies bear out that the objectives of rebuilding communities and getting them on the road to sustainable peace and development are well served by an approach that recognizes changes in gender relations in relation to conflict and harnesses gender-sensitive perspectives.
43. The ACT for Peace strategies with respect to gender is two-fold: mainstreaming gender¹⁸ and promoting gender balance. The Programme will mainstream gender in all situational and problem analysis and in project and activity design to ensure that development initiatives incorporate roles, needs and participation of both women and men. To the extent possible, the Programme will also encourage a balance in the participation of women and men recognizing that the presence, involvement and dominance of one group in bodies that make decisions and allocate resources can have a differential impact. Constraints likely to affect involvement of women and men, particularly in light of cultural and religious considerations, will be discussed and realistic measures of addressing them identified.
44. These strategies will be further elaborated in each Component. The Programme shall also endeavor to have gender disaggregation as a feature of its information management system.
45. Responsibility for incorporating and keeping track of gender considerations and information in the planning, implementation, monitoring and evaluation of development activities is shared by members of the Programme staff and implementing partners alike. To ensure that this is systematically undertaken, responsibility for gender mainstreaming will be formally lodged with the Area Manager, with advice to be provided by specialists.
46. Because gender equality is a concern shared by other members of the development community, the Programme is prepared to pursue collaboration with other development programs to strengthen gender rights advocacy and to improve the gender perspectives of participant groups, among others.

¹⁸ UNDP defines gender mainstreaming as "Taking account of gender concerns in all policy, programme, administrative and financial activities, and in organizational procedures, thereby contributing to a profound organizational transformation" as quoted in the UNDP publication "Essentials" (July 2003)

47. The ACT for Peace will provide capacity building support for gender to target participants, staff and implementing partners. Gender-aware guidelines and gender dimensions will be incorporated in processes, steps and tools with respect to project appraisal, implementation, monitoring and evaluation, and in contract and TOR formulation which shall be contained in the Programme Operations Manual.

Year to Year Programme Emphasis

48. The new Programme shall strengthen existing PDCs (referring to those served under the GoP-UN MDP3) and link them with mainstream sources of support. ACT for Peace will also expand to and cover new areas. To balance these two points of emphasis, the Programme will apply a phased approach which is described by the following table:

Table 1 ACT for Peace Yearly Programme Emphasis

Year	Programme Emphasis	Description
1	Consolidation and mainstreaming of existing PDCs; and expansion to new sites (identification and social preparation of new sites)	Assistance to actors and institutions in areas covered by the GoP-UN MDP3. Undertake initial preparations for the new sites identified as expansion areas.
2 - 3	Mainstreaming of existing PDCs and continuing the expansion process to other sites	Provision of assistance to expansion sites while continuing services to previous sites. Existing sites are into/moving into application of learning and are being linked with mainstream sources of support.
4	Consolidation, mainstreaming and sustainability of PDCs	Provision of assistance in further application of learning and institutionalization of gains (processes, systems, function/tasks in peacebuilding and development, ongoing partnership projects, etc.)
5	Sustainability of PDCs; and Programme phase-out	Assistance to enhance institutionalization and to move towards sustainability. Programme Phase-out

Programme Implementation Framework

49. Programme implementation is generally premised on a framework that is meant to rationalize the assistance and interventions to be undertaken over five years. Consisting of five (5) levels, each level represents a point of focus on which Programme efforts and resources will be invested. The levels build on each other and provide a reference with which assistance to the target participants can progress. The application of the five levels will take into consideration the degree of awareness, agreements, access and application already achieved by the 163 PDCs that participated in the GoP-UN MDP3. This framework will also guide the formulation of a stage by stage advancement in the condition and capacities of LGUs and other non-community based peace stakeholders in the course of their participation in the ACT for Peace which will be used for benefits monitoring.

- a. First Level: **Awareness.** Refers to efforts to generate consciousness and appreciation among target Programme participants and stakeholders of key concepts and principles.

It can also refer to the degree to which participants come to an appreciation of realities (issues, problems and challenges). It is a key level in that it triggers interest among participants and stakeholders to be involved in the ACT for Peace Programme.

- b. Second Level: **Agreement.** Refers to efforts and processes to secure initial commitment among participants and stakeholders. Depending on the nature of the Component, "agreements" can refer to group formation (i.e., forming an organization or association), collective priorities (i.e., Barangay Development Plan; community economic development projects, etc.), and roles and responsibilities (LGU support to PDCs, etc.), among others. These agreements provide bases on which the ACT for Peace Programme can further ground the assistance that it will provide to the participants. These ensure that Programme support will be relevant because it is grounded on the expressed priorities of participants. In turn, this ensures participants' acceptance, support and enthusiasm for the Programme assistance and will contribute towards the sustainability of the assistance or of its gains.
- c. Third Level: **Access.** Refers to the degree to which participants are afforded access to services, resources and support whether directly provided by the ACT for Peace or accessed through mediation by the Programme. ACT for Peace support will ensure participant and stakeholder access to interventions that are consistent with the identified areas of assistance per Component. The specific interventions generally include a) direct services, b) technical assistance, c) Culture of Peace, d) policy, and e) linkages and partnerships.
- d. Fourth Level: **Application.** Refers to the process by which participants are able to apply newfound "capacities" owing to the support that they were able access in the previous level. ACT for Peace support in this level will ensure that new or enhanced capacities are applied, thus further cementing the learning through "learning by doing" approaches. Successful implementation though on a modest scale and sometimes, pilot or model basis, leads to improved confidence on the part of the participants and stakeholders. The initial application will also provide a "track record," which many resource institutions require from groups that obtain assistance from them, and which the participants often lack.
- e. Fifth Level: **Adaptation.** Refers to the process by which participants and stakeholders are able to determine the adjustments that they will make in their household, community, group or enterprise practices in order to sustain the capacities or benefits that they were obtained from their participation in the ACT for Peace Programme. Adaptation can also signal the institutionalization of practices and measures at certain levels or the "mainstreaming" of such in established institutions (government agencies, LGUs, etc.)

PDC Stages of Development

- 50. The PDC or Peace and Development Community is central to the community-based approach of the ACT for Peace Programme. The PDC is the basic social unit upon which the whole peace and development framework of the GoP-UNMDP peace-building programme is founded. Conceptualized as an area where opportunities for development, access to basic services, participation in governance and capability-building for managing and resolving conflicts may take place, the PDC has provided a distinct peace-building dimension to the GoP-UN MDP3.

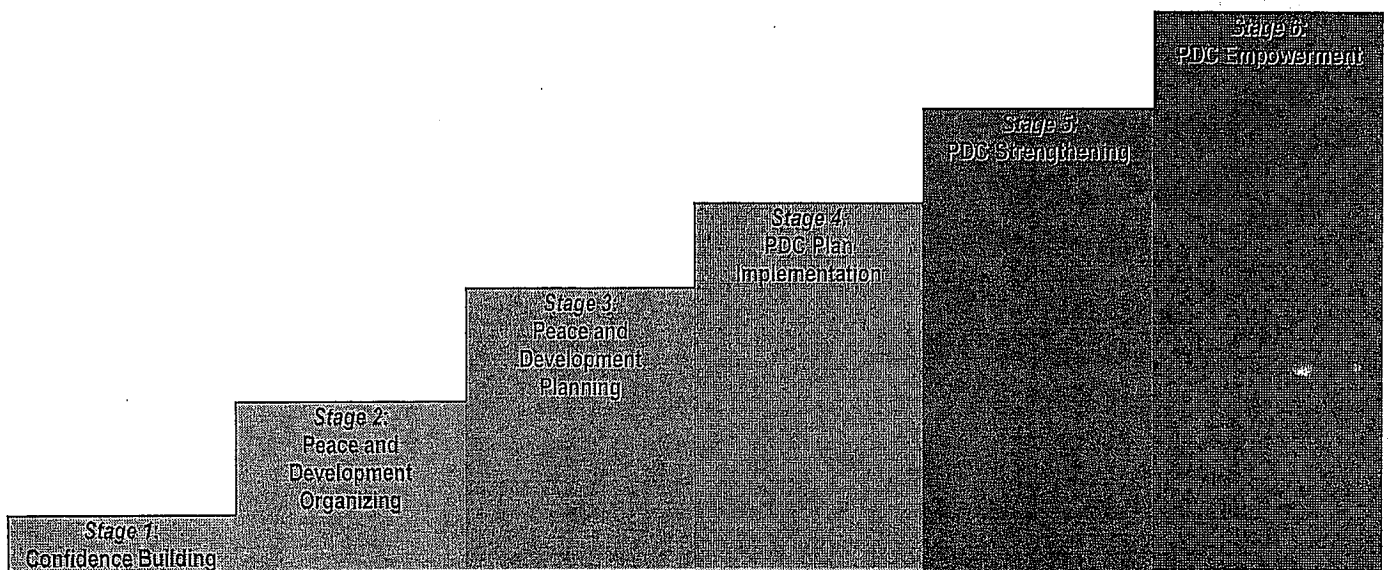
A PDC may consist of a barangay, or a barangay and adjacent households marked by a convergence of peace-building and development activities. A PDC is a marginalized conflict-affected community which becomes actively engaged in a process of mainstreaming with the help of development partners. Social and economic transformation takes place in the PDC through strengthening the capacity of its community organizations; rebuilding livelihoods through sustainable agriculture and micro-enterprises; rebuilding community infrastructure, and forging linkages with local service providers, including local government units and NGOs, to secure improved access to basic services.

A PDC is also a key production area, which serves as a "resource center" managed by an active cooperative or community association to ensure the equitable spread and distribution of resources among community members, as they build up over time from self-sustaining efforts and external assistance. Such resources may include: community organizations, trained development leaders, trained para-technicians, education facilities, health centers, household savings pools, enterprise centers, a pool of farm production equipment and farm animals, a cooperative production supply and marketing trading center.

The PDC concept was recognized under GoP-UN MDP3 to ensure sustainability and maximize benefits among stakeholders. The PDCs also serve to facilitate complementation of various inputs from different Programme components as well as other donor-assisted projects. A PDC is marked by the convergence of efforts in a particular area for greater impact.

51. Based on field experience, the GoP-UN MDP3 posits that a PDC evolves and generally goes through six stages of development which are illustrated below. Conceptualized as a ladder and a progression, each stage builds on the achievements of the previous one. The PDC Stages of Development Framework is a social instrument to measure the progress or lack of progress of a PDC. From Stage 1 - the lowest level, a PDC is expected to mature and fully develop over time to reach Stage 6, the highest level. The stages of PDC development and their corresponding indicators are further discussed in detail as Annex C while the status of the GoP-UN MDP3 partner PDCs are presented in Annex D.

Illustration 1 PDC Stages of Development



52. It is estimated that each stage would entail a certain length of time to successfully accomplish. The table below makes the link between the PDC stage of development and the levels of the Programme Implementation Framework.

Table 2 Correlating Estimated Amount of Time per PDC Stage of Development with Programme Implementation Levels

PDC Stages of Development vis-à-vis Programme Implementation Levels		Estimated Amount of Time ¹⁹	
		Minimum	Maximum
PDC Stage 1 <i>Confidence Building</i>	Programme Implementation 1 st Level <i>Awareness</i>	6 months	1 year
PDC Stage 2 <i>Peace and Development Organizing</i>	Programme Implementation 2 nd Level <i>Agreement</i>	1 year	1 year
PDC Stage 3 <i>Peace and Development Planning</i>	Programme Implementation 2 nd Level <i>Agreement</i>		
PDC Stage 4 <i>PDC Plan Implementation</i>	Programme Implementation 3 rd Level <i>Access</i>	2 years	2 years
PDC Stage 5 <i>PDC Strengthening</i>	Programme Implementation 4 th Level <i>Application</i>		
PDC Stage 6 <i>PDC Empowerment</i>	Programme Implementation 5 th Level <i>Adaptation</i>	6 months	1 year
Total		4 years	5 years

Projected No. of PDCs Taken Up by the Programme Annually

53. The annual number of PDCs taken up by the Programme will be calibrated such that interaction with PDCs will be at its peak during the first three years with a marked tapering off by the final two years of the Programme. PDCs will be assisted until they "graduate" (i.e., reach the more advanced stages of development as illustrated by Table 3).

Table 3 ACT for Peace Annual PDC Uptake and Progression along the Stages of Development²⁰

PDC Stages	Programme Years					Total PDCs over 5 years
	Year 1	Year 2	Year 3	Year 4	Year 5	
Stage 1	3 & 40 new	60 new				263
Stage 2	5					
Stage 3	38	48	60			
Stage 4	75	38	48	60		
Stage 5	42	75	38	48	60	
Stage 6	0	42	75	38	48	
Total PDC Taken Up Per Year	203	263	221	146	108	

¹⁹ Based on the experience of the GoP-UN MDP3 and other related peace and development programs.

²⁰ Indicative only. The calculated progression of PDC development indicated in Table 3 is based on the pacing of development achieved by PDCs during the Phase Three implementation of the GoP-UNMDP. Data on the status of each PDC is as of June 2004.

PART III. MANAGEMENT ARRANGEMENTS

Overall Programme Structure

54. The ACT for Peace Programme is a joint programme to be participated in by the Government of the Philippines, UN agencies and local partners. The UN agencies and national partners shall a) adhere to one Program Document; b) prepare and implement a common Work and Financial Plan; c) generate performance information from one Monitoring and Evaluation system; and d) prepare and submit one Programme report. The UN Guidelines on Joint Programming will be applied to facilitate effective and efficient implementation.
55. UN agencies participate in joint programmes to make UN support more coherent, effective, and efficient; likewise, to avoid duplication, reduce transaction costs and maximize synergies among the national partners and the differing contributions of UN system organizations.
56. The different UN agencies, given their respective mandates, have unique roles to contribute in capacity building for peace and development. In accordance with the policy statement of the Secretary General, the UN agencies work together to achieve a holistic and sustainable impact on rebuilding communities affected by conflict, and in preventing future conflicts from occurring.
57. UN agencies, with their development expertise and technical know-how, can provide facilitative support to the implementation of the ACT for Peace Programme. UN support can mean utilizing the existing the network of UN agencies with other donors and government agencies and instrumentalities. The UN agencies shall provide the following: a) strategic advice in the context of human security promotion, peacebuilding and conflict transformation (prevention, management, resolution); b) technical advice and assistance in direction-setting, planning, implementation, monitoring, evaluation of the Programme and its components, and in lessons learning and knowledge development; c) strategic policy research, analysis, and development; and d) provide funding for the ACT for Peace Programme as appropriate. The specific involvement of UN agencies will be determined by the Implementing Agency with the concurrence of the concerned UN Agency based on the requirements of the ACT for Peace Programme.
58. Participating UN Agencies will be represented in the Programme Coordinating Committee, in the Executive Committee, and in the two Management Committees (ARMM and non-ARMM). The UN Agencies concerned shall designate their respective representatives to each of these committees.
59. Donor resources shall be channeled through a Managing Agent (MA). In cognizance of its capacity to interface between the donors and the participating UN and national agencies, the United Nations Development Programme (UNDP) has been selected to be the MA for the ACT for Peace Programme. Based on Programme reports submitted by the Overall Implementing Agency (OIA), the MA shall provide reports to participating UN Agencies and the donors every six (6) months.
60. Government stands to gain from the ACT for Peace Programme. Government involvement in the execution and implementation of the Programme will also strengthen government

capacity in the areas of designing and delivering integrated peacebuilding support as a follow through to peacemaking and peacekeeping initiatives and the promotion of human security.

61. The succeeding section describes a governance, management and implementation structure that takes off from the experience of the GoP-UN MDP3 and with measures to improve funds management and Programme implementation. The Programme structure presented in Illustration 2 and further elaborated in Annex G illustrate the relationships among the different units.
62. The overall responsibility for the achievement of the Programme purpose and outcomes, and proper and judicious use of financial resources in accordance with the guidelines of GoP and participating UN agencies rests on the Overall Implementing Agency (OIA). The Mindanao Economic and Development Council (MEDCo) as the OIA²¹ for the ACT for Peace Programme shall be responsible for the following:
 - a. Providing integrative support for the Programme across geographic divisions of the ARMM and non-ARMM areas to ensure programme responsiveness and achievement of its objectives and planned results;
 - b. Forging partnerships at the national and international levels to gain support for the Programme;
 - c. Consolidating and submitting to the Program Coordinating Committee (PCC), through the Executive Committee, the consolidated work and financial plans (WFPs) that capture Programme deliverables (objectives and results) and investments (PPAs and budget) as required for approval;
 - d. Formulating, monitoring and updating operational policies to enhance Programme operations and implementation;
 - e. Providing the venue for the discussion and resolution of cross-cutting Programme management and operational issues and concerns in close consultation with the ARMM Regional Government;
 - f. Receiving from the MA, through the PMO, managing, disbursing to implementing partners, and accounting for Programme funds; and,
 - g. Convening the PCC as a venue for consultations with the major stakeholders at the policy level to build consensus on, develop/enhance Programme's policy and strategic directions, and to generate GoP counterpart support and cooperation; and serving as its secretariat; and,
 - h. Providing quarterly financial and Programme progress reports to the MA.

The OIA shall be accountable to the PCC for overall Programme directions and strategies.

63. A Programme Coordinating Committee (PCC) shall provide overall policy guidance and strategic directions for the Programme. It shall be responsible for reviewing and assessing the Programme's annual consolidated physical accomplishment and financial report, and provide recommendations, as necessary, towards enhancing Programme implementation. The PCC shall decide on the utilization of additional contributions to the Programme.

The MEDCo, as OIA, shall serve as secretariat to the PCC, through the PMO, and shall undertake overall technical preparations for and documentation of PCC deliberations.

²¹ As agreed during the 2nd meeting of the Task Force on the GoP-UN MDP3 Successor Programme on 27 September 2004.

Through the NPD, MEDCo shall disseminate the PCC's policy guidance and recommendations to all concerned and follow up implementation accordingly.

64. The PCC shall be initially composed of designated representatives from the institutions and agencies that were involved in the Task Force for the Successor Programme of the GoP-UN MDP3. These are: the MEDCo Chairman, ARMM Regional Governor, Mindanao Focal Persons of the Department of the Interior and Local Government (DILG) and National Economic and Development Authority (NEDA), the United Nations Resident Coordinator, heads of participating UN agencies, representatives of donor partners, and the Moro National Liberation Front (MNLF) Chairman. The PCC can decide on expanding its membership and composition as warranted. The PCC shall meet at least once a year or as the need arises.
65. An Executive Committee (ExCom) shall be formed to act on behalf of the PCC on matters requiring immediate action. The membership of the ExCom shall be composed of MEDCo as Chair with the UN Resident Coordinator as Co-Chair, the ARMM Regional Government, Mindanao Focal Persons from NEDA and DILG, UNDP as MA, heads of participating UN agencies, and the MNLF. The ExCom shall be responsible for the following:
- a. Ensuring the achievement of policy guidelines approved by the PCC;
 - b. Reviewing and approving the Programme Work and Financial Plan (WFP);
 - c. Reviewing and assessing the Programme's quarterly and annual consolidated physical accomplishment and financial report and providing recommendations, as necessary, toward enhancing Programme implementation;
 - d. Deliberating and formulating overall Programme policies (on such aspects as resource allocation to the various Programme components and among the ARMM, non-ARMM and Mindanao-wide areas, nature, focus and scope of Programme interventions, collaboration with other programs/projects, etc.);
 - e. Providing advice on cross-cutting policy issues and concerns affecting the Programme and soliciting broad consensus or support for policy options/major strategies for addressing such key issues.

The MEDCo, as OIA, shall serve as the secretariat to the ExCom, through the PMO.

66. The Overall Implementing Agency shall be supported by Lead Implementing Agencies (one each for ARMM and non-ARMM areas) that shall assume direct accountability for Programme management and implementation in their respective areas. Consistent with EO 125, the ARMM Regional Government, through the ARMM ODA Office, shall be the LIA for ARMM areas, while the MEDCo shall be the LIA for the non-ARMM areas.
67. The MEDCo and ARMM Regional Government shall each designate an organic officer as Regional Programme Director (RPD) to ensure efficient and effective Programme implementation in their respective areas. Through their respective RPDs, the MEDCo and the ARMM Regional Government shall be responsible for the following:
- a. Submitting to the OIA through the Area Management Offices approved work and financial plans for their area that capture Programme deliverables (objectives and results) and investments (PPAs and budget);
 - b. Ensuring appreciation of the Programme peace building conceptual framework among stakeholders and translating such in the delivery of the Programme and the assistance to participating groups;

- c. Ensuring coordination and convergence among stakeholders involved in implementation and operations, those providing support, and those collaborating with the Programme;
- d. Mainstreaming Programme objectives, planned results and strategies in government institutions;
- e. Ensuring efficient, effective and ethical delivery of the Programme and periodically reporting to the Programme sponsors and other stakeholders on the progress of the Programme;
- f. Ensuring operationalization of PCC Programme policy guidance and strategic directions at the field implementation level in their respective areas;
- g. Ensuring operationalization of the policies and other management decisions set by the ManCom for Programme operations in their respective areas;
- h. Ensuring Programme complementation with other peace and development programs/projects in their respective areas;
- i. Ensuring achievement of the intended Programme outcomes in their respective areas; and,
- j. Ensuring proper and judicious use of GoP, donor and UN financial resources in accordance with the guidelines of GoP, donors and participating UN agencies.

68. The RPDs for ARMM and non-ARMM areas shall be responsible to the ManCom which shall serve as the management body for the Programme in the two (2) areas. The ManComs shall meet at least once every quarter or as the need arises.

The ManComs shall cover the following responsibilities:

- a. Reviewing and approving the WFP for the area (ensuring consistency of work plans with intended Programme outcomes) and endorsing same to the NPD for review/integration purposes and subsequent submission to the PCC for final approval;
- b. Reviewing the area physical accomplishment and financial reports and recommending appropriate measures for enhancement of Programme efficiency and effectiveness, and endorsing same to the NPD for review/integration and onward submission to the PCC for review;
- c. Flagging Programme policy issues and concerns and elevating same to the PCC, through the NPD, for deliberation;
- d. Ensuring operationalization of PCC Programme policies/advice and strategic directions, through the RPDs;
- e. Setting operations policies for Programme implementation and providing advice/resolving Programme implementation issues/concerns in the area;
- f. As may be necessary, resolving cross-cutting operational issues/concerns jointly with the other Area ManCom and in coordination with the PCST; and,
- g. Monitoring risks to the Programme, identifying measures for mitigating or managing these and referring them to the Implementing Agency or to ExCom for due action as appropriate;

The membership of the ManCom for ARMM areas shall include the following:

- a. Regional Programme Director (RPD) as Chair
- b. Regional Planning and Development Office (RPDO)
- c. ARMM - Official Development Assistance Office
- d. UNDP as MA
- e. Participating UN Agencies
- f. Moro National Liberation Front (MNLF)

- g. MEDCo (as observer)

The Area Management Office (AMO) in ARMM areas shall serve as the secretariat and undertake overall technical preparations for and documentation of the ARMM ManCom meeting.

The membership of the ManCom for the non-ARMM areas shall include the following:

- a. Regional Programme Director (RPD) as Chair
- b. NEDA Regional Office (NRO) IV-B
- c. NRO IX
- d. NRO X
- e. NRO XI
- f. NRO XII
- g. UNDP as MA
- h. Participating UN Agencies
- i. Moro National Liberation Front (MNLF)
- j. ARMM Regional Government (as observer)

The PMO shall serve as secretariat and shall assume overall technical preparations for and documentation of the non-ARMM ManCom meeting.

69. A Programme Management Office (PMO) shall provide support to the OIA's integrative functions and shall serve as the delivery mechanism for services and facilities provided to the Programme. The PMO shall be responsible for the following:

- a. Providing appropriate support to the OIA by ensuring that the NPD:
 - a.1 has access to information on the overall Programme status and operations; and,
 - a.2 has concurred and/or approved fund requests/releases, contracts, transactions, agreements, etc., engaged in by the Programme in accordance with the approved WFP;
- b. Orchestrating the coordination among components within and between the ARMM and non-ARMM areas;
- c. Facilitating the work planning of the AMOs for Programme-wide cross-cutting activities;
- d. Consolidating the annual WFPs for the two (2) areas including Programme-wide cross-cutting WFPs for submission to the PCC, through the NPD, for final approval;
- e. Consolidating the physical accomplishment and financial reports of the two (2) areas and the Programme-wide report for submission to the PCC through the NPD; and,
- f. Flagging and facilitating the RPD / ManComs' actions to address operational issues and concerns affecting implementation of cross-cutting activities; and,
- g. Monitoring risks to the Programme, identifying possible mitigating and management measures, and flagging these to the ManCom.

The PMO shall designate Area Technical Assistants as the Liaison Persons who will attend to the needs of the province of Palawan and Puerto Princesa City (Region IV-B) and the area of Northeastern Mindanao.

The structure of the PMO is described further in Illustration 3 and Annex G of this document. Annex H contains working versions of ACT for Peace staff job descriptions.

70. The Area Management Offices (AMOs) shall take the lead in the management and execution of approved WFPs in the respective areas as well as undertake coordination activities with other programs implemented in the area. In addition, they shall be responsible for the following:

- a. Preparing and consolidating periodic work and financial plans that are consistent with intended Programme outcomes and endorsing same to the NPD, through the ManCom, for review/integration purposes and subsequent submission to the ExCom for final approval;
- b. Preparing the Programme physical accomplishment and financial reports and recommending appropriate measures for enhancement of programme efficiency and effectiveness, and endorsing same to the NPD, through the ManCom, for review/integration and onward submission to the ExCom for review;
- c. Recommending strategies and measures to further enhance Programme operations at the field level particularly in terms of financial transparency, administrative control, appropriateness of strategies and logistical support and maintenance;
- d. Providing timely, accurate and relevant information in support of management and stakeholder requirements;
- e. Undertaking project development and appraisal;
- f. Implementing and/or monitoring approved contracts that govern the delivery of service and assistance to ensure achievement of output level results; and,
- g. Recommending strategies to the Lead Implementing Agencies through the RPDs

71. The AMO for ARMM areas, which shall be based in Cotabato City, shall cover the provinces of Maguindanao, Lanao del Sur, Basilan, Sulu, Tawi-Tawi and the city of Marawi.

72. There will be two (2) AMOs for Non-ARMM areas, one each for the South Central and Western Mindanao areas. The AMO for South Central Mindanao, which shall be based in General Santos City, shall serve the provinces of Davao del Sur (Region XI), Sarangani, South Cotabato, Sultan Kudarat and Cotabato (all in Region XII); and, the cities of Iligan (Region X), Digos (Region XI), Cotabato, Tacurong, Kidapawan, Koronadal, General Santos (all in Region XII).

The AMO for Western Mindanao, which shall be based in Zamboanga City, shall cover the provinces of Zamboanga del Sur, Zamboanga del Norte, Zamboanga Sibugay (all in Region IX), and Lanao del Norte (Region X). It shall also cover the cities of Zamboanga, Pagadian, Dapitan, Dipolog, Isabela (all in Region IX).

73. Implementing Partners coming from government agencies, civil society organizations and the private sector shall be responsible for the following:

- h. Providing specific services required by the Programme;
- i. Delivering assistance to participating groups (beneficiaries); and,
- j. Reporting on the achievement of contracted output level results.

74. Support agencies shall be responsible for the following:

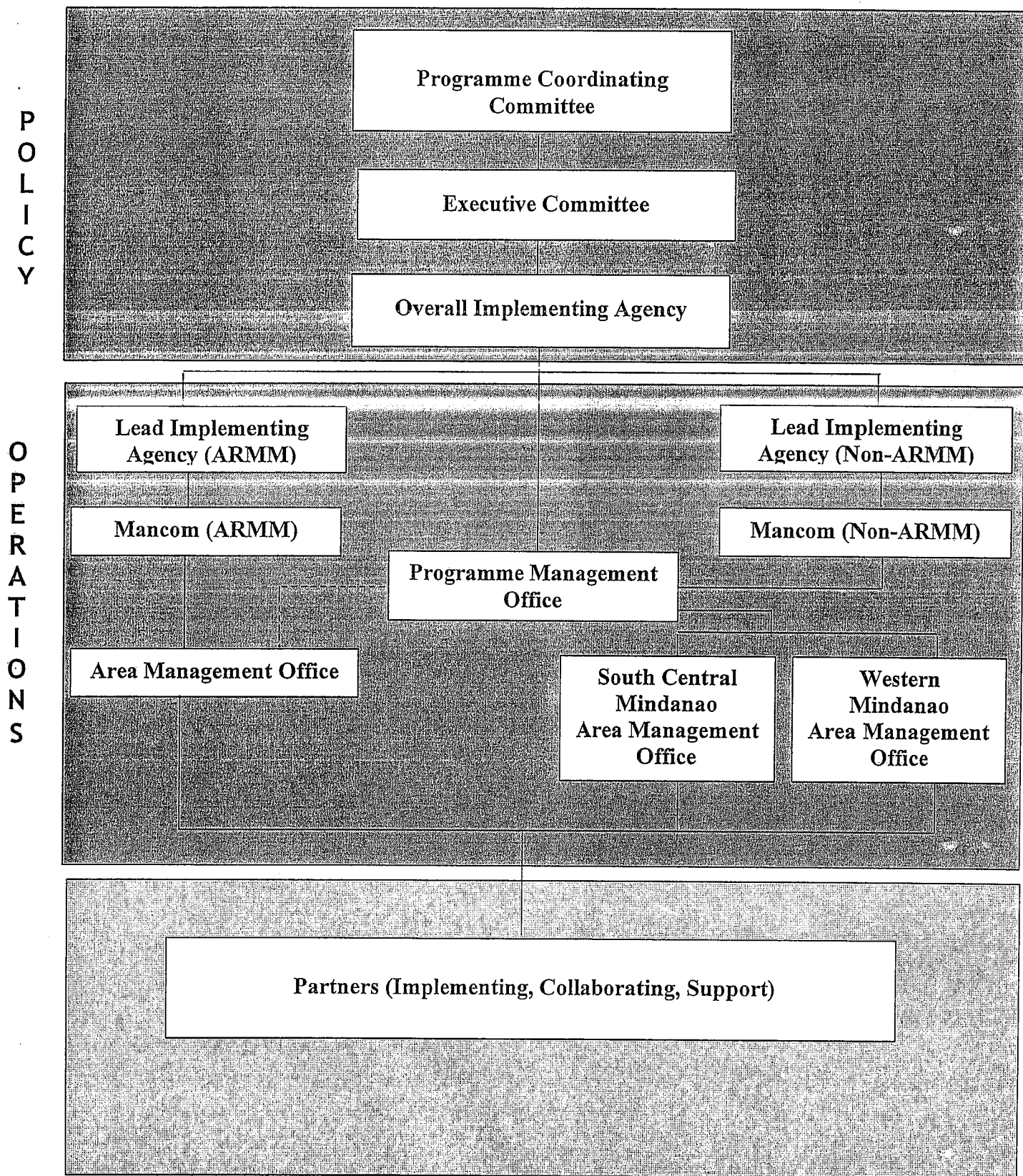
- k. Providing research and development services to enhance the efficiency and effectiveness of the Programme;
- l. Providing documentation and communication support to capture and transmit learnings and sound practices; and,

m. Further hone the conceptual framework of peacebuilding.

75. Collaborating agencies shall be responsible for the following:

- a. Facilitating the delivery of assistance; and,
- b. Complementing efforts of the Programme to attain its purpose

Illustration 2 ACT for Peace Overall Programme Structure



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graph TD
    RPD1[RPD] --- PM[Programme Manager]
    RPD2[RPD] --- ARM[Area Manager (ARM)]
    PM --- ASALO[ASALO]
    PM --- STSS[Technical Support Senior Specialist]
    STSS --- S1[Specialist]
    STSS --- S2[Specialist]
    STSS --- S3[Specialist]
    STSS --- S4[Specialist]
    PM --- CS[Communications Specialist]
    PM --- AO[Administrative Officer]
    AO --- AA[Administrative Assistant]
    AA --- Clerk2[Clerk (2)]
    AA --- Utility[Utility]
    AA --- DM[Driver/Mechanic (4)]
    PM --- FOS[Finance Officer]
    FOS --- FA[Finance Assistant]
    FA --- FC[Finance Clerk]
    FOS --- Cashier[Cashier]
    PM --- PMS[Performance Measurement Specialist]
    PMS --- MIS[MIS Officer]
    PM --- AMSCMR[Area Manager (SCMR)]
    AMSCMR --- AFA1[AFA]
    AFA1 --- Clerk1[Clerk]
    AFA1 --- Driver1[Driver]
    AMSCMR --- ATA1[ATA]
    AMSCMR --- ATA2[ATA]
    AMSCMR --- ATA3[ATA]
    AMSCMR --- NEMR[NEMR & Palawan ATA]
    PM --- AMWMR[Area Manager (WMR)]
    AMWMR --- AFA2[AFA]
    AFA2 --- Clerk2[Clerk]
    AFA2 --- Driver2[Driver]
    AMWMR --- ATA4[ATA]
    AMWMR --- ATA5[ATA]
    AMWMR --- ATA6[ATA]
    PM --- AMARM[Area Manager (ARM)]
    AMARM --- AFA3[AFA]
    AFA3 --- Clerk3[Clerk]
    AFA3 --- Driver3[Driver]
    AMARM --- ATA7[ATA]
    AMARM --- ATA8[ATA]
  
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Key Programme Management Processes and Events

76. The management of the ACT for Peace Programme shall involve key processes to systematically plan, implement, monitor, evaluate and report on the progress and achievements of the Programme. These are described further in Annex I
77. The systems, process and tools for monitoring and evaluating Programme progress and performance, and for keeping track of impact/benefits are elaborated further in Annex J.

PART IV. MONITORING AND EVALUATION

78. The Programme shall keep track of its achievements and progress using peace-sensitive measures that shall further be enriched using participatory and iterative processes. It shall enable and encourage stakeholders, particularly implementers and communities, to identify relevant indicators that are consistent with recognized peace-oriented principles and practices and that will help Programme stakeholders gain a handle on how conflict-affected/post-conflict/conflict vulnerable communities appreciate human security.
79. The UN Development Assistance Framework (UNDAF) monitoring and evaluation framework shall be used as basis for the monitoring and evaluation of the ACT for Peace Programme, without prejudice to additional input and guidelines from the LIA as concurred in by the ExCom.
80. The Programme Monitoring and Evaluation System (PMES) for the ACT for Peace system will provide feedback to the management on the status of program implementation according to plans and budget and indicate whether quality program results are achieved through judicious and economical fund disbursement. Further, it will generate information on whether the program has achieved the objectives; i.e. delivering benefits to the target partner-beneficiaries indicated in the Logical Framework of Analysis (LFA) and the Results and Resources Framework (RRF) and identify other external factors affecting the delivery of benefits. The proposed PMES is elaborated further in Annex J.
81. The PMES will be established and embedded in the Programme structure to periodically capture, record and analyze operational as well as developmental results and provide adequate relevant information to the Programme management, the executing and implementing agencies and more importantly the donor country institutions. The PMES will provide information that will facilitate comprehensive accounting of the overall status of the Programme in terms of both physical and financial performance, and as regards the progress and trends of activities. It will be able to establish the pattern of tendencies in relation to Programme plans, strategies and policies and provide bases for decision-making.
82. The ACT for Peace shall likewise document dynamic processes that account for successes and lessons learned throughout the lifespan of the Programme. The Programme will gather baseline and post-Programme information from the target participants (beneficiaries) to account for relevant changes in their condition and to ascertain the contribution of the ACT for Peace Programme to such changes. Baseline information shall also be used to further calibrate the design and delivery of Programme interventions.
83. The PMES shall also provide information that would be supportive of the requirements of the Regional Project Monitoring Evaluation System (RPMES) of the Regional Development Councils (RDCs). The Regional Project Monitoring Committee (RPMC) of the regions covered by the ACT for Peace shall likewise be involved monitoring and evaluation.
84. Programme donors shall also be involved in monitoring the progress and achievements of the ACT for Peace.
85. The ExCom will review the overall progress of the Programme on a quarterly basis or as often as necessary.

86. Annually, the PCC shall review Programme accomplishments and engage in a discussion and assessment of Programme effectiveness.
87. Using peace lenses and other tools, the PCC shall also periodically review the results of the GoP-UN MDP3 Stakeholders Consultation series and make strategic recommendations. In particular, the PCC shall keep track of the status of the issues that were identified by multistakeholders as critical to peacebuilding and conflict transformation in Southern Philippines, discussing the extent to which the new Programme is effectively addressing the issues, identifying related developments that impact on the issues and recommending to the OIA measures that would help the ACT for Peace Programme and other peace initiatives to be more responsive to the promotion of human security, peacebuilding and conflict transformation.
88. The PCC shall ensure that a mid-term assessment will be conducted to determine the extent to which Programme outcomes are being accomplished. Furthermore, ACT for Peace effectiveness will be gauged using internationally recognized criteria for peace programs.²² The Programme will look into: a) whether it caused participants and communities to develop their own initiatives for peace; b) whether the Programme resulted in the creation or reform of institutions that would handle grievances that fuel conflict; c) whether it prompted people to increasingly resist violent ways of resolving conflict and provocations to violence; and d) whether the Programme resulted in an increase in people's human security.
89. The Programme will be audited annually using GoP and UNDP auditing rules and regulations. Special audits may be undertaken as necessary.

²² From the Reflecting on Peace Project, developed and written up by Mary B. Anderson and Lara Olson in 2003

Table 4 ACT for Peace Indicative Monitoring and Evaluation Activities over Five Years

ACTIVITIES	YEAR 1				YEAR 2				YEAR 3				YEAR 4				YEAR 5				Frequency
	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	
A. PROGRAMME PERFORMANCE MONITORING AND EVALUATION																					
A.1 Target vs. Actual																					Monthly
A.2 Financial vs. Physical																					Quarterly
A.3 Admin and indirect Costs																					Bi-Annual, Annual, Midterm and Year End
B. BENEFITS MONITORING AND EVALUATION																					
B.1 Baseline Study																					
B.2 Benefits Monitoring																					
B.2.1 PDC Growth																					Annual
B.2.2 Projects																					Seasonal
> Livelihood (Farm)																					Annual
> Livelihood (Non-Farm)																					
> Basic Services																					
B.2.3 Capacity Building																					
> Peace Building and Advocacy																					
> PO Functionality																					
C. PROGRAMME EVALUATION																					
C.1 Programme Review Missions																					To be determined
Midterm Mission																					Mancom, Execom and PCC Level
C.2 Provisional Impact Study (Endline)																					
C.3. Impact Study																					To be determined; 5 years after Programme completion

Assumptions, Risk Analysis, Monitoring and Management

90. The monitoring of the status of Programme assumptions and identified risks is integral to the effective and efficient management of the Programme. The ACT for Peace has identified assumptions, risks and assessed risk levels for each stage of the LFA. Assumptions are factors that are critical to achievement of the stated purpose and results. ACT for Peace shall be focusing on external factors in its risk monitoring; internal factors are the realm of management. Risks are those factors or events that would negate the assumptions. Risk levels, currently set at High, Medium and Low, are determined based on a reading of the degree of consequence and the likelihood that the risk will happen. Risks that have High and Medium levels merit a corresponding mitigating strategy. The current assumptions, risks and risk levels are set out in the Programme LFA.
91. Risk analysis will be incorporated in the yearly preparation and the assessment of the AWFP. The Programme through the PMO and the AMOs will monitor the status of identified risks on a monthly basis and will identify mitigating measures as necessary. The PMES will generate information that will aid in risk monitoring and management.
92. Risks at the level of interventions (inputs and activities) and outputs are generally the domain of the management staff. Risks at the level of purposes and outcomes will be the responsibility of the ManCom. Policy level risks will be handled by the PCC through the ExCom.

PART V. LEGAL CONTEXT

93. This Programme document shall be the instrument referred to as such in Article I, Paragraph 1 of the Standard Basic Assistance Agreement between the Government of the Philippines and the United Nations Development Programme signed on 21 July 1977.
94. The following types of revisions may be made to this Programme document with the signature of the UNDP Resident Representative only, provided that he or she is assured that the other signatories of the Programme document have no objections to the proposed changes:
- a. Revisions in, or addition of, any of the annexes of the Programme document;
 - b. Revisions which do not involve significant changes in the immediate objectives, outputs, or activities of the Programme, but are caused by the rearrangement of inputs already agreed to or cost increases due to inflation; and,
 - c. Mandatory annual revisions which rephrase the delivery of agreed programme inputs or reflect increased expenses or other cost due to inflation or take into account agency expenditure flexibility.

PART VI. ACT FOR PEACE LOGICAL FRAMEWORK OF ANALYSIS²³

Objectives	Indicators/Targets ²⁴	Means of Verification	Key Assumptions & Risk Analysis
Goal/			
To contribute to the promotion of national harmony and a just conclusion of the government's peace process			
Impact			
1. The peaceful settlement of major sources of grievance, transformation of conflict-affected communities into peace and development areas, and healing of social wounds brought about by long drawn internal armed conflict	<ul style="list-style-type: none"> No. of conflict-affected areas reporting on progress of their rehabilitation and development No. of communities engaging in interfaith dialogues, healing and reconciliation initiatives No. of disputes/conflicts peacefully settled 	<ul style="list-style-type: none"> Reports from OPAPP Reports from MEDCo and ARMM Reports from other peacebuilding programs Peace pacts/agreements Reports from media Feedback from communities Programme progress, monitoring and evaluation reports 	<p>1. Government is committed to pursue Legacy Agenda #9 and Chapter 14 of the MTPDP</p> <p>Risk: Agenda 9 and Chapter 14 are not successfully pursued by government causing dissatisfaction among groups involved in the peace process, leading to unpeace and recurrence of armed conflict</p> <p>Risk Level: Medium (High Consequence; Low Likelihood)</p> <p>Mitigating Strategy: PCC & ExCom to engage OPAPP on appropriate policy level action</p>

²³ A supplemental document, the ACT for Peace Results and Resources Framework, is found in Annex I.

²⁴ Programme targets will be set at the start of the implementation period using information from a modest baseline study and based on stakeholder feedback as well as policy directives from the ACT for Peace policy-setting body.

Objectives & Results	Indicators/Targets	Means of Verification	Key Assumptions & Risk Analysis
Purpose			Assumption & Risk Assessment:
To strengthen peacebuilding efforts and sustain the gains for peace and development in Southern Philippines			1. Government (national, regional and local) has capacity and is consistent in implementing the peace agenda and peace and development efforts
Outcomes			Risk: Fiscal difficulties will constrain government (agencies and LGUs) from providing counterpart resources
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;	<ul style="list-style-type: none"> ■ No. of GoP-UN MDP3 PDCs in stages 4, 5 and 6 ■ No. of additional PDCs in stages 3, 4 and 5 	<ul style="list-style-type: none"> ■ Programme reports ■ Field documents ■ LGU (municipal/city and provincial) documents ■ RPMC & RPMEC-ARMM Project Monitoring Report 	Risk Level: Low (Low Consequence; Low Likelihood) Risk: Inefficiency, ineffectiveness, lack of accountability, and lack of transparency negatively impact on the performance of government institutions (national, regional and local); corruption diverts resources that are needed for critical services; demoralizes people, and creates more conflict Risk Level: High (High Consequence, High Likelihood)
2. Peacebuilding and conflict transformation (prevention, management and resolution) capacities of actors and institutions are strengthened and institutionalized; and,	<ul style="list-style-type: none"> ■ No. of LGUs and communities that model replicable practices, systems and structures in conflict transformation and peacebuilding ■ No. of conflicts addressed (resolved or prevented) by LGUs and communities using peacebuilding and conflict transformation approaches 	<ul style="list-style-type: none"> ■ OPAPP reports ■ Programme reports ■ Field documents ■ Information from MEDCo, ARG, LGUs, other officials ■ RPMC & RPMEC-ARMM Project Monitoring Report 	Mitigating Strategy: PCC and ExCom to engage government institutions (e.g., OPAPP, MEDCo, ARG, DILG, etc.) on appropriate executive policy action

Objectives & Results	Indicators/Targets	Means of Verification	Key Assumptions & Risk Analysis
<p>3. Critical partnerships towards sustaining an environment of trust, confidence and collaboration for peace and development are strengthened.</p> <p>ACT for development document May 12, strengthened.</p>	<ul style="list-style-type: none"> ▪ Evidence of improved interaction among peace networks, LGUs, government agencies, the military, former combatants and the community in promoting peace 	<ul style="list-style-type: none"> ▪ OPAPP reports ▪ MEDCo and ARMM reports ▪ Programme reports ▪ Field documents ▪ Information from peace networks ▪ RPMC & RPMEC-ARMM Project Monitoring Report 	<p>Page 34 of 55 pages</p>

Results & Indicative Activities ²⁵	Indicators/Targets	Means of Verification	Key Assumptions & Risk Analysis
Outputs			
Component 1: Strengthening Social Capital for Peacebuilding			
1.1 Increased number of People's Organizations (POs) and local social formations (LSFs)²⁶ able to undertake and participate in peace-based planning process and facilitate equitable access to opportunities and participation	<ul style="list-style-type: none"> ■ No. of POs from existing PDCs strengthened ■ No. of POs from additional PDCs strengthened ■ No. of women's groups/POs strengthened ■ LSFs in communities mainstreamed in peacebuilding ■ No. of Barangay Development Plans (BDPs) with peacebuilding²⁷ dimension adopted by the Barangay Council 	<ul style="list-style-type: none"> ■ Project progress, monitoring and terminal reports ■ PDC Assessment Reports ■ LGU (barangay and municipal) Annual Investment Plans (AIPs) ■ LGU (barangay and municipal) annual accomplishment report 	<p>1. PDAs, PDALs and other peace advocates continue to contribute to peacebuilding</p> <p>Risk: PDA & PDAL effectiveness is affected by developments within the MNLF</p> <p>Risk Level: Low (Medium Consequence; Low Likelihood)</p> <p>2. No major and organized resistance to the participation of women</p> <p>Risk: Local factors hamper women participation</p> <p>Risk Level: Medium (Medium Consequence; Medium Likelihood)</p> <p>Mitigating Strategy: Involve local leaders in IEC campaign on promotion of gender rights and women's welfare</p> <p>3. Local stakeholders are supportive</p> <p>Risk: Political differences among key actors (LGUs, former combatants, target communities) may hamper activities</p>
<p>1. Further development and mobilization of GOP-UN MDP3 Peace and Development Advocates (PDAs) to support social capital formation in expansion areas</p> <p>2. Enhancement of peace-based tools and references</p> <p>2.1 Community Organizing</p> <p>2.2 PO Formation</p> <p>2.3 Participatory Resource Appraisal-Barangay Development Planning</p> <p>2.4 Gender analysis in organizational development</p> <p>3. PO organizing in expansion areas, with attention to the participation of women</p> <p>4. Mobilization of Local Social Formations (LSFs)*</p> <p>5. Peace-based and gender-sensitive PRA-BDP in expansion areas and in the prioritized existing PDCs</p> <p>6. PO Strengthening and Consolidation</p> <p>6.1. PO Profiling and Needs Assessment in expansion areas, using gender disaggregated data and sensitive to needs and priorities of both women and men</p> <p>6.2. PO Capacity Development*</p>			

²⁵ Activities marked with asterisks will be undertaken in both existing and expansion PDCs

²⁶ Are formal and informal structures, which include indigenous, traditional and constitutionally created formations at the village level; some examples are the Madrasah, Tri-People Peace Movement, Council of Elders, community gatherings and the Barangay Government, patina or bayauhan system (helping a member of a community finish a task), kumpare-kumare system (an inter-family system of caring for children), among others.

²⁷ Peace-sensitive BDPs are formulated through participatory methods; use conflict analysis; address gender concerns, the needs of vulnerable groups, & address inter-ethnic concerns, among others

Results & Indicative Activities ²⁵	Indicators/Targets	Means of Verification	Key Assumptions & Risk Analysis
<p>1.2 Wider support and constituency and more effective inter-PDC/barangay collaboration for the promotion of peacebuilding and human security</p> <ol style="list-style-type: none"> Capacity building to develop new Peace and Development Advocates, both women and men, in expansion areas Community-based capacity building activities in support of peacebuilding and human security Declaration of Peace Zones Community commemoration of peace struggles and cultural celebration of peace Formation of inter-PDCs peace alliances (municipal or provincial) Inter-barangay/PDC dialogues, consultations, planning and collective actions (peace festivals, assemblies etc. 	<ul style="list-style-type: none"> No. of Peace and Development Advocates (PDAs), women and men, trained and mobilized No. and frequency of community-initiated dialogues with military and armed groups No. of Peace Zones constituted, declared and operational No. of inter-PDC collaborative work reported No. of Inter-PDC peace alliances formed and operational 	<ul style="list-style-type: none"> Project progress, monitoring and terminal reports Peace Zone declaration instruments (resolutions, covenants, etc.) PDC Alliance documents Military reports on incidence of armed conflict Community documentation/records 	<p>may hamper activities</p> <p>Risk Level: High (High Consequence; Medium Likelihood)</p> <p>Mitigating Strategy: Build awareness of stakeholders; involve LGUs from the outset; strengthen existing collaboration</p>

Results & Indicative Activities ²⁵	Indicators/Targets	Means of Verification	Key Assumptions & Risk Analysis
<p>1.3 Improved interface and complementation between local social healing and peacebuilding practices and mainstream peacebuilding endeavors</p> <ol style="list-style-type: none"> <i>Conflict analysis and local peace practice mapping and community-based action-research on peacebuilding*</i> <i>Truth telling processes, dialogues and psychosocial healing sessions* that serve both women and men, and multi-ethnic groups</i> <i>Enhancement of indigenous peacebuilding mechanisms*</i> <i>Documentation and dissemination of local peace practices*</i> <i>Capacity building to enhance community appreciation and ability to promote peace in expansion areas</i> <i>Peace stakeholders dialog with communities on the Culture of Peace*</i> <i>Peace stakeholder participation and support for community commemoration of peace struggles and cultural celebration of peace*</i> <i>Peace stakeholders replicate or apply effective local peace practices in other conflict-affected areas</i> 	<ul style="list-style-type: none"> ▪ No. of local/ indigenous social healing and peacebuilding practices documented and interfaced with Programme strategies ▪ No. of peace practices promoted and enhanced ▪ No. of households that participated in / were mobilized for community peace activities ▪ No. of potential armed conflicts due to ethnic or religious reasons in PDCs averted ▪ No of PDCs that reported increased collaboration among Muslim, Christian and Lumad groups ▪ No. of peace stakeholders that dialogued with communities on the Culture of Peace ▪ No. of peace stakeholders that participated in and supported community commemoration of peace struggles and cultural celebration of peace ▪ No. of local conflicts managed/resolved ▪ No. of local peace pacts/agreements formalized 	<ul style="list-style-type: none"> ▪ Project progress, monitoring and terminal reports ▪ Interviews with LGU (barangay and municipal) officials ▪ Interviews with peace stakeholders ▪ Peace pact instruments (resolution, covenants, etc.) 	

Results & Indicative Activities	Indicators/Targets	Means of Verification	Key Assumptions & Risk Analysis
Outputs			
Component 2: Promoting Human Security through Improved Access to Basic Services			
2.1 Improved community access to integrated health services that meet community defined needs and promote women's health and rights²⁸	<ul style="list-style-type: none"> No. of PDCs with access to an integrated health program based on their health needs No. of PDCs with functional CBMIS No. of health service providers who are client-oriented and culturally sensitive No. of HH with vegetable/herbal gardens No. of HH with access to potable water supply No. of births delivered by skilled attendants Maternal death rate reduced from (baseline figure) to (endline figure) Infant death rate reduced from (baseline figure) to (endline figure) No. of volunteer health workers skilled in management of childhood illnesses No. of malnourished children given supplemental feeding No. of fully immunized children No. of children (1 year old) immunized against measles Child death rate reduced from (baseline figure) to (endline figure) Percentage of women and men knowledgeable about women's rights Percentage of women able to discuss, negotiate and decide on health and other 	<ul style="list-style-type: none"> Project progress, monitoring and terminal reports Community baseline and endline surveys Reports of the Barangay health workers, Barangay nutrition scholar, Midwife Civil registry CBMIS Reports BHW logbook at the BHS Patients records at the BHS, RHU PHO and MHO reports Reports of PDAs Interviews with Barangay officials Interviews with participants Interviews with patients Training attendance sheet 	<p>1. Full commitment and support of the LGUs particularly the Provincial and Municipal Health Offices and other health agencies</p> <p>Risk: Fiscal difficulties may reduce level of LGU and agency assistance and support</p> <p>Risk Level: Low (Medium Consequence; Low Likelihood)</p> <p>2. No major opposition to the provision of reproductive health information and services especially to women and adolescents</p> <p>Risk: Major objections to reproductive health hamper the implementation of component services</p> <p>Risk Level: High (High Consequence; High Likelihood)</p> <p>Mitigating Strategy: Involve local leaders in IEC campaign on promotion of gender rights and women's welfare</p>
<p>1. <i>Conduct of Baseline and Endline Surveys*</i></p> <p>2. <i>Community orientations and planning sessions in expansion areas</i></p> <p>3. <i>Installation of CBMIS in expansion areas</i></p> <p>4. <i>Community organizing and mobilization (BAWASA, women's groups, men's organizations, youth groups, etc.) in expansion areas</i></p> <p>5. <i>Capacity building of local service providers for health and water in prioritized existing and expansion areas</i></p> <p>5.1 <i>Training of community health volunteers on:</i></p> <ul style="list-style-type: none"> Primary Health Care Traditional/Alternative Medicine, Herbal Medicine Food Security Integrated Management of Childhood Illness (IMCI) <p>5.2 <i>Step ladder scholarship*</i></p> <p>5.3 <i>Capacity building for water and sanitation operations and maintenance*</i></p> <p>5.4 <i>Cross visits to learning sites</i></p>			

²⁸ With attention to the needs of those widowed and orphaned by the conflict between the MNLF and the government

Results & Indicative Activities	Indicators/Targets	Means of Verification	Key Assumptions & Risk Analysis
<p>6. IEC materials development and for reproduction</p> <p>7. Provision of expert services and direct assistance in prioritized existing and expansion areas</p> <p>7.1 Water system installation</p> <p>7.2 Construction/upgrading of health facilities</p> <p>7.3 Procurement and installation of equipment and supplies</p> <p>7.4 Immunization</p> <p>7.5 Supplemental feeding for malnourished children</p> <p>7.6 Provision of RH services incl. anti-VAW</p> <p>8. Health education</p> <p>8.1 Conduct of health-based functional literacy classes esp. rights literacy for women*</p> <ul style="list-style-type: none"> ▪ Reading and writing basic health instructions ▪ How to carry out medical instructions ▪ Appreciation of dosage forms, contraindications, danger signs of diseases ▪ Numeric appreciation of child survival indicators ▪ Rights literacy for women <p>9. Advocacy and IEC campaigns during major events including mobilizing traditional (i.e., IPs) and religious (i.e., Muslim and Christian) leaders</p> <p>9.1. Establishing link between women's rights and customary law for advocacy*</p>	<p>family issues e.g. fertility</p> <ul style="list-style-type: none"> ▪ No. of women and men of reproductive age practicing family planning by type of method ▪ Rate of teenage pregnancies and early marriages reduced from (baseline figure) to (endline figure) ▪ No. of women, men and adolescents able to read and write after attending functional literacy classes ▪ No. of efforts and reports that recognize and address gender-based violence ▪ No. of mechanisms to address gender-based violence installed 		
<p>2.2 Needs of communities affected by armed conflict or natural disasters served in a timely manner</p>	<ul style="list-style-type: none"> ▪ No. of affected families provided with food, medicines and temporary shelter 	<ul style="list-style-type: none"> ▪ Records of families provided with relief 	<p>1. Full commitment and support of LGUs and disaster response mechanisms</p>

Results & Indicative Activities	Indicators/Targets	Means of Verification	Key Assumptions & Risk Analysis
<ol style="list-style-type: none"> 1. <i>Inventory of relief goods/costing/where to purchase</i> 2. <i>Coordination with MERN, DCC, OCD, DSWD, DOH, GOP-UNDP IDP Programme</i> 3. <i>Resource mobilization</i> 4. <i>Emergency Relief Operations</i> 	<ul style="list-style-type: none"> ▪ No. of organized disaster preparedness teams capable of responding to emergencies 	<ul style="list-style-type: none"> ▪ Records of supplies distributed ▪ Interview with partners, affected families ▪ Documentations ▪ Training designs, attendance, certificates of trainings on disaster preparedness ▪ Training reports ▪ Lists of disaster preparedness teams 	<p>Risk: Fiscal difficulties may reduce level of LGU and agency assistance and support</p> <p>Risk Level: Medium (Medium Consequence; Medium Likelihood)</p> <p>Mitigating Strategy: Increased collaboration with existing emergency response networks (MERN, MERC, PNRC, etc.)</p>

Results and Indicative Activities	Indicators/Targets	Means of Verification	Key Assumptions & Risk Analysis
Outputs			
Component 3: Promoting Human Security through Community Economic Development			
3.1 Enhanced stakeholder awareness and appreciation of community economic development principles, concepts and approaches 1. Conduct of orientation sessions and activities, involving both women and men, towards developing and enhancing community economic development through the following components * 1.1. Non-farm enterprise development and job creation (wage and self employment) 1.2. Agribusiness (technologies, access to inputs, sound environment management techniques, linkages to markets) 2. Generating consensus among women and men community members in support of community economic development initiatives* 3. Exposure of women and men participants to successful experiences and appropriate mechanisms for promoting human security through community economic development *	<ul style="list-style-type: none"> ▪ No. of community economic development initiatives identified based on local natural, human and financial resources, and on market opportunities ▪ Proportion of women and men involved in the identification of community economic development initiatives ▪ No. of stakeholder initiatives to orient others (community members, economic associations, etc.) on their community economic development efforts 	<ul style="list-style-type: none"> ▪ Project progress, monitoring and terminal reports ▪ Community baseline and endline surveys ▪ Barangay Development Plans ▪ PDC Plans ▪ Reports of PDAs ▪ Interview with Barangay officials ▪ Interview with participants ▪ Training reports 	<p>1. Availability of implementing partners that can provide technical assistance on sustainable agriculture-based livelihood and enterprise / skills development</p> <p>Risk: Fiscal and security factors constrain involvement of implementing partners</p> <p>Risk Level: Low (Medium Consequence; Low Likelihood)</p>

Results and Indicative Activities	Indicators/Targets	Means of Verification	Key Assumptions & Risk Analysis
<p>3.2 Improved competence among stakeholders to undertake or participate in community economic development processes that focus on self and wage employment skills and agri-based livelihood</p> <p>29</p> <p>1. Conduct of rapid assessment on local human and other productive resources as basis for the preparation of a community economic development plan and various training/ interventions to build/strengthen skills on*:</p> <p>1.1. Entrepreneurial/employment for non farm sector</p> <p>1.2. Agri technology and farming systems for the farm sector</p> <p>2. Capacity building activities for women and men participants: skills development for self-employment and income generation and agri-based livelihood*</p> <p>3. Follow through activities to assist application of farm and non-farm economic capacities in prioritized existing and expansion areas:</p> <p>3.1 Identify specific economic activities to apply non-farm skills and new/improved farming systems; ensure meaningful and non-stereotypical activities for women</p> <p>3.2 Organize or strengthen groups to undertake economic activities, (farm or non-farm) and develop enterprise plans</p> <p>3.3 Provide access to productive resources (capital) for both women and men</p> <p>3.4 Enhance potentials of non-farm and farm enterprise by upgrading skills (ex. SYB/IYB)</p>	<ul style="list-style-type: none"> No. of stakeholders (women and men) with new or improved non-farm skills developed through training No. of stakeholders (women and men) that use non-farm skills acquired for income generation No. of business plans/feasibility study prepared by stakeholder No. of community economic development initiatives (enterprise, job creation and agri-fishery productivity) facilitated by the Programme No. of stakeholders (particularly women, and former combatants) involved in community economic development initiatives (enterprise, job creation and agri-fishery productivity) facilitated by the Programme No. of farmers (women and men) and area of farms cultivated with improved technologies No. of stakeholders/farmers (women and men) practicing natural resource conservation Percentage of LGU and other stakeholder budget allocated and utilized for community economic development activities Evidence of community initiatives and efforts to promote skills and enterprise development and sound / sustainable farming systems beyond the Programme life 	<ul style="list-style-type: none"> Project progress, monitoring and terminal reports Business plans Enterprise reports (financial records, etc.) LGU Annual Investment Plans and financial reports Interviews with participants/beneficiaries 	<p>1. Tenure over resources, in particular land, enables communities to productively utilize them for economic gain.</p> <p>Risk: Lack of tenure can limit the access of households affected by violent conflicts to productivity support and benefits. In the medium to long term, lack of access to land can also contribute to the escalation of or the breakout of new conflict.</p> <p>Risk Level: High (High Consequence; High Likelihood)</p> <p>Mitigating Strategy: PCC and ExCom to engage DAR-ARMM, DLR, DENR, and OPAPP for appropriate policy level action</p> <p>2. Availability of implementing partners that can provide technical assistance on sustainable agriculture-based livelihood and enterprise / skills development</p> <p>Risk: Fiscal and security factors constrain involvement of implementing partners</p> <p>Risk Level: Low (Medium Consequence; Low Likelihood)</p> <p>3. Complementation with other development programs to ensure effective and efficient project</p>

29 With attention to the needs of those widowed and orphaned by the conflict between the MNLF and the government

Results and Indicative Activities	Indicators/Targets	Means of Verification	Key Assumptions & Risk Analysis
			<p>implementations in the communities is pursued.</p> <p>Risk: Overlaps and duplication in initiatives supported by other development programs</p> <p>Risk Level: High (Medium Consequence; High Likelihood)</p> <p>Mitigating Strategy: Strengthen local capacities to anchor and coordinate development assistance; participate in regional/provincial coordinative mechanisms and activities</p>

Results and Indicative Activities	Indicators/Targets	Means of Verification	Key Assumptions & Risk Analysis
<p>3.3 Environment more responsive to community economic development initiatives that promote or advance human security and peacebuilding</p> <p>1. <i>Enhance utilization and rollover or return of seed funds provided to ensure sustainability of enterprises (farm or non-farm) in prioritized existing and expansion areas</i></p> <p>2. <i>Creation of opportunities for linkages between communities and resource institutions for skills enhancement (employment and enterprise), farm systems enhancement, market linkages development, access to mainstream finance sources and necessary policy support in prioritized existing and expansion areas</i></p>	<ul style="list-style-type: none"> ▪ No. of viable farm and non-farm livelihood and enterprises supported by the Programme that are inclusive (i.e., multi-ethnic, involving women, etc.) and that build confidence and trust among sectors ▪ No. of linkages (technical, financial, market, and policy) facilitated for livelihood and farm and non-farm enterprises ▪ No. of community projects established and/or expanded through outside linkages indicating renewed external confidence on community capacities ▪ No of local special bodies supportive of community economic development initiatives (B/MAFC, SMEDC, etc.) 	<ul style="list-style-type: none"> ▪ Project progress, monitoring and terminal reports ▪ Partnership agreements 	<p>1. Private sector and other external resource providers view local conditions as conducive to business</p> <p>Risk: Exaggerated reports on peace and order conditions affect the perception of the private sector and other external resource providers</p> <p>Risk Level: High (Medium Consequence; High Likelihood)</p> <p>Mitigating Strategy: Advocate for peace reportage among members of media community; strengthen advocacy for support to peacebuilding to private sector as part of corporate social responsibilities</p>

Results and Indicative Activities	Indicators/Targets	Means of Verification	Key Assumptions & Risk Analysis
Outputs			
Component 4: Building Stakeholders' Capacity for Conflict Transformation			
4.1 Enhanced local stakeholder appreciation of human security, peacebuilding and culture of peace principles, concepts and approaches	<ul style="list-style-type: none"> ▪ No. of Peace Education courses conducted ▪ No. of local stakeholders (women and men) who identify with human security, peacebuilding and culture of peace ▪ No. of stakeholder plans incorporating human security, peacebuilding and culture of peace in their agendas or line of work 	<ul style="list-style-type: none"> ▪ Project progress, monitoring and assessment reports ▪ Interviews with stakeholders ▪ Stakeholder plans 	<p>1. Openness of target stakeholders to peacebuilding; human security, and culture of peace principles, concepts and approaches</p> <p>Risk: Possible resistance to collaborate among former adversaries (MNLF, AFP, LGUs) may hamper peacebuilding initiatives</p> <p>Risk Level: High (High Consequence; Medium Likelihood)</p> <p>Mitigating Strategy: Intensive IEC campaign; evolving a localized, culturally appropriate peacebuilding framework; involve eminent persons respected by the stakeholders; partner with DILG and other programs to incorporate peacebuilding in their support to LGUs</p>
<p>1. <i>Capacity building (orientation sessions and activities) to build understanding of local stakeholders (CSOs and local security sector such as police and military commands) of human security, peacebuilding and culture of peace*</i></p>			

Results and Indicative Activities	Indicators/Targets	Means of Verification	Key Assumptions & Risk Analysis
<p>4.2 Improved competence among local stakeholders, including MNLF, to undertake or participate in community or organizational processes that promote conflict transformation, human security, peacebuilding and culture of peace principles, concepts and approaches</p> <p>1. Capacity building to strengthen abilities of local CSOs and local security sector (police/military commands) in integrating conflict analysis and peace concerns, including gender and development in plans, using tools, coaching and mentoring, mediating, arbitration, dispute resolution, etc. *</p> <p>2. Capacity building interventions for peace for MNLF leaders, both women and men (leadership development, negotiating, influencing, consensus seeking, etc.) *</p> <p>3. Support for local stakeholder (MNLF and CSO) application of peacebuilding capacities*</p> <p>3.1 Review of and strengthening peacebuilding and human security objectives in stakeholder plans</p> <p>3.2 Integrating peacebuilding and human security in stakeholder activities</p> <p>3.3 Stakeholders allocate resources for peacebuilding and human security</p> <p>3.4 Stakeholders articulate peacebuilding and human security concerns and objectives in local special bodies</p>	<ul style="list-style-type: none"> ▪ No. of MNLF representatives (women and men) contributing meaningfully in policy making, decision making processes, and advocacy of peacebuilding endeavors ▪ No. of MNLF representatives (women and men) articulating their concerns and peace and development matters in LGU Special Bodies ▪ No. of peace & development projects implemented by local stakeholders ▪ No. of reports and feedback on increasing trends in budget allocations for peacebuilding endeavors among stakeholders ▪ No. of CSOs sitting and articulating peace as well as their concerns in local special bodies ▪ No. of conflicts prevented, mediated, resolved by trained stakeholders ▪ No. of gaps in peace and development endeavors identified and addressed ▪ No. of quick-response conflict mediation system in place ▪ No. of stakeholder accounts (women and men) of reduced level of violence as response to conflict. 	<ul style="list-style-type: none"> ▪ Project progress, monitoring and assessment reports ▪ Interviews with stakeholders ▪ Minutes/documentation of PDC, MNLF meetings with LGUs ▪ LSB records ▪ Media accounts 	<p>1. Willingness of trained stakeholders to undertake peacebuilding initiatives</p> <p>Risk: Local environment, such as leader attitude and traditional practices, may not be supportive to application of tools and practices in conflict transformation and peacebuilding</p> <p>Risk Level: Medium (Medium Consequence; Medium Likelihood)</p> <p>Mitigating Strategy: Motivate leaders to become peace champions; provide post-training support through coaching and mentoring; engage and mobilize DILG MLGOOs to encourage LGUs and CSOs</p> <p>2. Support provided by respective agencies for their trained personnel to integrate peacebuilding in their plans and programs</p> <p>Risk: Peacebuilding not a priority; lack of resources for peace-building and conflict prevention activities</p> <p>Risk Level: Medium (High Consequence; Medium Likelihood)</p> <p>Mitigating Strategy: Motivate leaders to become peace champions; provide post-training support through coaching and mentoring; partner with DILG to include peacebuilding references in local resource centers</p>

Results and Indicative Activities	Indicators/Targets	Means of Verification	Key Assumptions & Risk Analysis
<p>4.3 Improved responsiveness of LGUs to needs of conflict-affected areas and peace and development concerns</p> <ol style="list-style-type: none"> Capacity building for LGU leaders and staff, both women and men, on key peacebuilding, human security and gender concepts and principles* Technical assistance and advocacy activities to improve responsiveness and sensitivity for peace (strengthening local structures; legislating peace-sensitive, gender-responsive policies; integrating peace indicators in M&E; appreciating and mainstreaming indigenous/local practices on peace building and conflict transformation; participatory governance, building/enhancing partnerships) * Assistance to LGUs* on application of learning, such as but not limited to the following: <ol style="list-style-type: none"> For LGUs in existing PDCs, reviewing to what extent PDC plans and BDPs have been addressed by municipal plans and areas ensuring gaps; for LGUs in expansion areas ensuring that municipal plans incorporate and address PDC and peace-sensitive BDPs Incorporating PCIA in PDIME activities Technical assistance to enable LGUs to assume more responsibility for facilitating linkages and mobilizing resources for PDCs * 	<ul style="list-style-type: none"> No. of peace-sensitive BDPs incorporated or addressed by municipal plans such as ELA No. of support to PDCs facilitated by the concerned special bodies No. of concerns of MNLF, women, youth, etc, being addressed by the LGUs No. of LGU staff (women and men) applying PCIA, EWPM and other tools in peacebuilding No. of reports and feedback of incidents where conflicts have been prevented, resolved, mediated by LGU No. of peace-promotive and supportive policies No. of budgets with increased allocations for peace PPAS (programs, projects and activities) by the LGUs No. of peace and development projects accessed from other agencies and development programs No. of LGUs using peace and conflict indicators in monitoring and evaluation No. of LGUs that use results of M & E used to improve the peace-orientation of LGU processes and programs 	<ul style="list-style-type: none"> Project progress, monitoring and assessment reports LGU plans (ELA, sectoral plans, etc.) and AIP LGU legislative enactment records (ordinances and resolutions) LSB reports LGU performance records and reports (i.e., LGPMS, Quarterly Peace and Order Reports, Year-End Reports, etc.) Interviews with communities and CSOs 	<p>1. Commitment of local officials/leaders and LGU personnel to work on conflict transformation and peacebuilding and enhance their accountability on peace and development.</p> <p>Risk: Interest among local leaders and LGU personnel not sustained</p> <p>Risk Level: Medium (Medium Consequence; Medium Likelihood)</p> <p>Mitigating Strategy: Continue coaching and mentoring support; expose LGU leaders and staff to exemplary practices in peacebuilding; support inter-LGU exchanges</p> <p>Risk: Possible cuts in LGUs' IRA may hamper resources flow for conflict transformation, peace building activities/projects</p> <p>Risk Level: Medium (Medium Consequence; High Likelihood)</p> <p>Mitigating Strategy: Link LGUs with other resource providers on peacebuilding and conflict transformation</p>

Results and Indicative Activities	Indicators/Targets	Means of Verification	Key Assumptions & Risk Analysis
4.4 Enabling mechanisms supportive of stakeholder initiatives in promoting or advancing human security and peacebuilding <ol style="list-style-type: none"> 1. <i>Developing knowledge materials from successful peacebuilding experiences (manuals techno-guides, IEC materials, etc.)</i> 2. <i>Setting up or enhancing and operationalizing local (provincial or regional) knowledge management structures, processes or centers</i> 3. <i>Conduct of researches in support of policy analysis, development and advocacy, and sound practices in order to institutionalize and replicate successful peacebuilding initiatives</i> 4. <i>Support for local peacebuilding stakeholders in policy development*</i> 	<ul style="list-style-type: none"> ▪ No. of knowledge products developed ▪ No. of local knowledge management structures or processes established ▪ No. of successful peacebuilding initiatives replicated in other areas ▪ No. of policy measures supportive of peacebuilding efforts ▪ No. of peacebuilding projects jointly undertaken by LGUs and civil society 	<ul style="list-style-type: none"> ▪ Project progress, monitoring and assessment reports ▪ LGU legislative enactment records (ordinances and resolutions) ▪ Replication reports 	<p>1. Openness and involvement of local legislators to undertake policy reforms in support of conflict transformation and peacebuilding</p> <p>Risk: Political differences affect the participation of local legislators</p> <p>Risk Level: Medium (Medium Consequence; Medium Likelihood)</p> <p>Mitigating Strategy: Programme is purposive in involving local legislators; mobilize the support of the LGU leagues (LMP and VMPL)</p>

Results and Indicative Activities	Indicators/Targets	Means of Verification	Key Assumptions & Risk Analysis
Outputs			
Component 5: Promoting and Advocating a Culture of Peace towards Peacebuilding and Conflict Transformation (cuts across other components)			
<p>5.1 Local capacities to practice and promote peace enhanced and strengthened (<i>in support of Components 1, 2, 3 and 4</i>)</p> <ol style="list-style-type: none"> 1. <i>Profiling of peacebuilding and human security capacities, experience, and needs of participating communities and LGUs for Programme purposes through baseline and endline studies* leading to identification of practical and strategic gender needs</i> 2. <i>Advanced orientation on culture of peace, peacebuilding, human security and conflict transformation for implementing partners (technical assistance and direct service providers)</i> 3. <i>Advanced orientation on the PDC Stages of Development and the Programme framework for staff and implementing partners</i> 	<ul style="list-style-type: none"> ▪ No. of reports that indicate peacebuilding and human security priorities (baseline) of participating communities and LGUs established for Programme purposes ▪ No. of reports that indicate changes in peacebuilding and human security status and capacities (endline) of participating communities and LGUs established for Programme purposes ▪ No. of implementing partners with advanced knowledge of peace, peacebuilding, human security and conflict transformation and able to integrate these in their work with the Programme participants ▪ No. of implementing partners knowledgeable about the PDC Stages of Development and the Programme Framework and able to apply these in the support they provide to the Programme participants 	<ul style="list-style-type: none"> ▪ Project progress, monitoring and assessment reports ▪ Interviews with implementing partners 	<p>1. Availability of data; respondents are willing to provide accurate data</p> <p>Risk: Reluctance of respondents to provide information, particularly those of a personal nature</p> <p>Risk Level: Medium (Medium Consequence, Medium Likelihood)</p> <p>Mitigating Strategy: Enumerators are skilled in interviewing techniques and are familiar with local culture; use of secondary data where primary data is not available</p>

Results and Indicative Activities	Indicators/Targets	Means of Verification	Key Assumptions/Risks
<p>5.2 Partnerships with agencies, LGUs and social structures at the provincial and regional levels improve and stakeholder appreciation of and capacity to promote the Culture of Peace (in support of Component 1, 2, 3 and 4)</p> <p>1. Conduct of peace-sensitivity trainings and workshops for government agencies and provincial LGUs (DOH, DILG, DENR, Provincial Development Councils, and Provincial Peace and Order Councils, etc.)*</p> <p>2. Provision of technical assistance to help government agencies be more effective in addressing conflicts and promoting peace*</p> <p>3. Networking with provincial and regional social formations (CSOs, etc.) to support community-based and other local efforts on the promotion of peace*</p>	<ul style="list-style-type: none"> No. of CSO networks sensitized on promotion of COP in Mindanao No. of CSOs/CSO networks implementing peace and development programs/projects/activities jointly with PDCs, LGUs, POs, BMW, PDAL, etc. No. of peacebuilding covenants with regional and provincial offices of agencies involved in providing technical assistance and direct services to PDCs and LGUs No. of peacebuilding covenants with provincial LGUs and offices involved in providing technical assistance and direct services to PDCs and lower level LGUs No. of reports and feedback on adjustments in agency and provincial LGU policies and programs to be more peace-sensitive <p><i>Indicators shared with Component 1:</i></p> <ul style="list-style-type: none"> No. of peace alliances and partnerships (provincial and regional) formed No. of peace stakeholders (government agencies, CSOs and provincial LGUs) that dialoged with communities on the Culture of Peace No. of peace stakeholders (government agencies, CSOs and provincial LGUs) that participated in and supported community commemoration of peace struggles and cultural celebration of peace <p><i>Indicators shared with Component 4:</i></p> <ul style="list-style-type: none"> No. of peace-promotive and supportive policies No. of peace and development projects accessed from other agencies and development programs 	<ul style="list-style-type: none"> Project progress, monitoring and evaluation reports Instruments of peace building agreements Provincial or regional policy instruments (resolutions, ordinances, etc.) 	<p>1. Openness of provincial LGUs and government agencies to peacebuilding; human security, and culture of peace principles, concepts and approaches</p> <p>Risk: LGU and agency reluctance to make adjustments in their policies, programs, projects and activities</p> <p>Risk Level: High (High Consequence, Medium Likelihood)</p> <p>Mitigating Strategy: Pursue executive policy support from national government, especially peace agencies</p>

Results and Indicative Activities	Indicators/Targets	Means of Verification	Key Assumptions/Risks
<p>5.3 More venues (mainstream, academic and cultural) to enhance the environment for the promotion and advocacy of the Culture of Peace</p> <ol style="list-style-type: none"> 1. Study on the Integration of Culture of Peace and the significance of the FPA in the Education Curriculum of DepEd and CHED 2. Instructional enhancement seminars on the culture of peace and gender sensitivity for primary, secondary, tertiary and madrasah educators 3. Interfaith Culture of Peace sharing sessions (Christians, Moslems and other religious/spiritual leaders) 4. Promotion of peace journalism <ol style="list-style-type: none"> 4.1 Peace news and features releases and coverage 4.2 Media Integration in PDCs 4.3 Investigative peace reportage 4.4 Summer Courses for Peace Reporting 4.5 Support for Mindanao Media Peace Summits 5. Support for CSO Peace Advocacy Initiatives 6. Knowledge sharing support for peace champions 7. E-peace advocacy (cyberspace and electronic) 8. Support for policy development to further mainstream peacebuilding and the Culture of Peace in government 	<ul style="list-style-type: none"> Evidence of COP mainstreaming in the education curriculum No. of schools offering peace education No. of teachers who have gained instructional enhancement on COP No. of interfaith dialogue regularly conducted and sustained No. of schools and madrasah that integrate COP No. of media establishment with peace promotion programs No. of media practitioners mobilized Evidence of improved peace reportage No. of public mobilization for peace promotion initiatives due to media exposure No. of CSOs, including women's groups, that initiate peace promotion No. of peace initiatives by CSOs supported No. of cases of peace-promotive value transformation among peace champions documented and disseminated No. of policy adjustments in government that are promotive of peacebuilding and the Culture of Peace 	<ul style="list-style-type: none"> Project progress, monitoring and evaluation reports Monitoring of broadcast (radio and TV) programmes Print media monitoring Review of formal school curricula Peace education modules for media and educators Reports from MEDCo and OPAPP 	<p>1. Media and educational institutions are willing to participate in the promotion and advocacy of the Culture of Peace</p> <p>Risk: "Sensationalism" in journalism may perpetuate culture of violence and overshadow peace reportage</p> <p>Risk Level: High (High Consequence, High Likelihood)</p> <p>Mitigating Strategy: Intensive campaign and training for media and educators on peace reportage; engage media networks and government information agencies</p>

PART VII. ACT for Peace SUMMARY WORK AND FINANCIAL PLAN³⁰

Component	Resp. Partner	Planned Budget Amount (in US\$)							% of TGP
		Budget Description	Year 1	Year 2	Year 3	Year 4	Year 5	Total 5 Years	
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.									
Component 1 Strengthening Social Capital for Peacebuilding	MEDCO ARMM, DILG, PDCs, UNDP, others	Technical Assistance	322,101	486,983	449,161	195,469	162,373	1,616,086	10%
Component 2 Promoting Human Security through Improved Access to Basic Services	MEDCO DOH, MHDO, DSWD, UNFPA, others	Technical Assistance Direct Services	788,206	1,183,318	798,680	465,679	180,983	3,416,867	21%
Component 3 Promoting Human Security through Community Economic Development	MEDCO DOLE, TESDA, CSOs, ILO, FAO, others	Technical Assistance Direct Services	1,142,950	1,881,027	1,508,270	472,650	120,404	5,125,300	32%
Sub-total			2,253,257	3,551,329	2,756,111	1,133,797	463,759	10,158,254	63%
Outcome 2: Peacebuilding and conflict transformation (prevention, management and resolution) capacities of actors and institutions are strengthened and institutionalized.									
Component 4 Building Stakeholders' Capacity for Conflict Transformation	MEDCO, ARMM, DILG, CSOs, UNDP, others	Technical Assistance	338,490	399,248	382,179	308,019	188,148	1,616,085	10%
Sub-total			338,490	399,248	382,179	308,019	188,148	1,616,085	10%
Outcome 3: Critical partnerships towards sustaining an environment of trust, confidence and collaboration for peace and development are strengthened.									

³⁰ The Annual Work and Financial Plans of the ACT for Peace Components are found in Annex K

Component	Resp. Partner	Planned Budget Amount (in US\$)							% of TGP
		Budget Description	Year 1	Year 2	Year 3	Year 4	Year 5	Total 5 Years	
Component 5 Promoting a Culture of Peace towards Peacebuilding and Conflict Transformation	MEDCO, ARMM, CHR, DILG, CSOs, UNDP, others	Technical Assistance	404,276	455,936	334,339	260,610	160,924	1,616,085	10%
Sub-total			404,276	455,936	334,339	260,610	160,924	1,616,085	10%
Programme Management	MEDCO, ARMM, UNDP	Admin and Op Cost Capital Outlay Meetings and Travel Financial Mgt. Info Sys	616,667	341,504	359,686	341,504	341,508	2,000,868	12%
Donor Fund Administration Services			190,142	249,896	201,701	107,575	60,755	810,068	5%
Sub-total			806,809	591,400	561,387	449,079	402,263	2,810,936	17%
Total Grant to the Programme			3,802,832	4,997,913	4,034,015	2,151,505	1,215,094	16,201,359	100%

Distribution of Total Programme Cost by Component and TA-DS (with percentage analysis)

Components	Technical Assistance	%age of TA	Direct Services	%age of DS	Total Direct Assistance	%age of TA + DS	Programme Mgt	%age of DA	Total Programme Assistance	%age of DA + PM	Donors Fund Admin Services DFAS	Total Grant to the Programme	%age of TPA	Counterpart of MEDCo	Total Programme Cost
C1	1,616,086	25.00%			1,616,086	12.07%			1,616,086	10.50%		1,616,086	9.98%		1,616,086
C2	646,434	10.00%	2,770,433	40%	3,416,867	25.52%			3,416,867	22.20%		3,416,867	21.09%		3,416,867
C3	969,652	15.00%	4,155,649	60%	5,125,300	38.28%			5,125,300	33.30%		5,125,300	31.64%		5,125,300
C4	1,616,085	25.00%			1,616,085	12.07%			1,616,085	10.50%		1,616,085	9.97%		1,616,085
C5	1,616,085	25.00%			1,616,085	12.07%			1,616,085	10.50%		1,616,085	9.97%		1,616,085
Programme Mgt							2,000,868		2,000,868	13.00%	810,068	2,000,868	12.35%	570,075	2,000,868
DFAS												810,068	5.00%		810,068
MEDCo Local Counterpart	6,464,342	100.00%	6,926,081	100%	13,390,423	100%			13,390,423	100%	810,068	16,201,359	100.00%	570,075	16,771,434
Totals															
% Dist of TPA	42%		45%		87%		13%		100%						
% Dist of TGP	39.90%		42.75%		82.65%		12.35%		95.00%		5.00%	100%		3%	100%
% of TGP vs LC															

Legend:

Categories	Description
Direct Assistance (DA) =	Technical Assistance + Direct Services
Programme Management (PM) =	Administrative + Operational Costs + Capital Outlay + Meetings and Travel
Total Programme Assistance (TPA) =	Direct Assistance + Programme Management
Total Grant to the Programme (TGP) =	Total Programme Assistance + Donor Fund Administration Services (DFAS)
Total Programme Cost (TPC) =	Total Grant to the Programme + Local Counterpart

ANNEX A

Executive Summary of the GOP-UN MDP3 Terminal Report

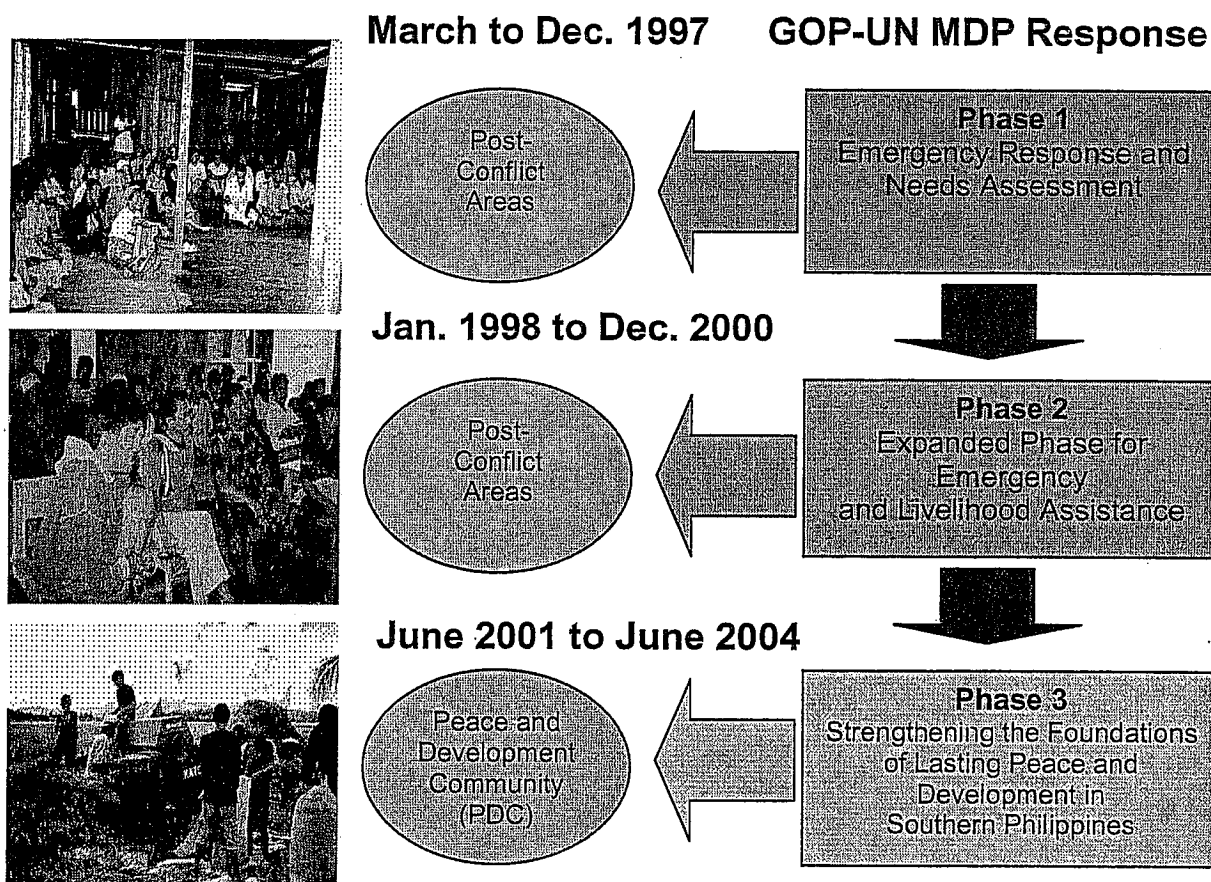
The Government of the Philippines - United Nations Multi-Donor Programme Phase 3 (GoP-UN MDP3) is a joint undertaking of the Philippine Government, the United Nations and the countries of Australia, New Zealand and Spain¹. This Programme for peace and development is in support of the Final Peace Agreement (FPA) between the Government of the Philippines and the Moro National Liberation Front (MNLF) signed in September 2, 1996.

Programme Background

Previous interventions had already been undertaken in earlier phases, setting the tone for Phase 3 of the Multi-Donor Programme.

From March to December 1997, the First Phase was implemented. Phase 2 was carried out from January 1998 to December 2000. The valuable lessons gained from these two (2) phases set the direction for the Third Phase, which commenced in June 2001 and ended in June 2004 with an extension time set to end in December 2004.

Figure 1. PHASES 1, 2, AND 3 OF THE GOP-UN MULTI-DONOR PROGRAMME



¹ The Netherlands supported a programme that complements the GOP-UN MDP3, the "Environmental Protection to Support the Sustainable Livelihood of the GOP-UN MDP3 in Lake Lanao Area"

Programme Goals and Objectives

The GoP-UN MDP3 builds on the gains of the previous phases through the following:

1. Enhanced partnership and improved stakeholdership with the MNLF;
2. Strengthened partnerships with the Local Government Units (LGUs) both at the local and national levels, national government agencies (NGAs) and civil society organizations (CSOs); and,
3. Expanded coverage of the Programme to include the Indigenous Peoples (IPs) and Christian communities.

The Programme's over-all goal of strengthening the foundations of lasting peace and development in Mindanao is in line with the GoP's vision of attaining sustained peace and development in Southern Philippines, as contained in its Medium Term Philippine Development Plan (MTPDP), and with President Arroyo's thrust for Mindanao.

In the **short term**, the Programme complements government efforts to meet the needs of the evacuees and to facilitate early return to their places of origin. This is done through provision of special emergency response and relief assistance to evacuees and communities in conflict-affected communities.

In the **short- to medium-term**, the Programme also assists in rehabilitation through improved access to basic needs, and in confidence building at the community level to address the basic socio-economic needs of beneficiaries.

In the **medium- to long-term**, the Programme implements development activities to support government efforts towards achieving economic security, stabilization, and confidence building – through the development of sustainable means of livelihood, community enterprises and agri-based development and skills training. These interventions seek to improve the living conditions and capacities of local communities, and more importantly, to promote unity and harmony among IPs, Muslims and Christians.

In the **long term**, the Programme intends to support efforts to address the root causes of conflict, as well as the government's poverty eradication and good governance agenda, through building partnerships and institutional capacity for governance in the context of peace building process and confidence- and trust-building through peace education and advocacy initiatives to sustain and nurture peace in Mindanao.

Areas of Coverage

A Peace and Development Community (PDC) is a post-conflict affected area that has been marginalized but is now actively engaged in a process of mainstreaming with the help of development partners. It is a development-focused community and key production area, which serves as resource center managed by active people's organizations (POs).

The following table shows the coverage of the Multi-Donor Programme from Phase 1 to Phase 3:

PHASE 1	PHASE 2	PHASE 3
4 States	67 PDCs	163 PDCs
During Phase 1, the Programme followed the political division of the MNLF structure comprising of four (4) State Revolutionary Committees (SRC).	The four (4) initial SRCs expanded to 16 at the beginning of the Second Phase. The PDC concept evolved from the need to identify MNLF communities that will serve as convergence areas of development projects. Hence, the MNLF State Chairs identified 141 communities but this was downscaled to 67 to serve as pilot areas for development interventions.	In 2001, the Programme started with 67 PDCs, which increased to 111 towards the end of December. By the end of 2002, a total of 160 PDCs were covered by the Programme. It was in the year 2003 that 3 PDCs in the Province of Palawan were included as target communities under Phase 3.

Programme Development Framework

MDP3 is a peace-driven development intervention. In striving to strengthen the foundations for lasting peace and development in Southern Philippines, it seeks to build a sustainable peace through integrated, mutually reinforcing components. Peace, as pursued by the Programme, is not merely the absence of violent conflict. It refers to peaceful, empowered communities distinguished by the presence of opportunities for development; access to basic services; justice; participation in governance, representation, and opportunities to build capacities for preventing, as well as managing and resolving conflicts through non-violent means. As a community-based peace and development intervention, the Programme seeks to foster the transformation of conflict-affected areas to peaceful, productive communities able to define and pursue their peace and development agenda. The nexus of Programme interventions is, therefore, found in the PDCs.

The Programme consciously adopted the PDC concept as a core strategy for convergence in the delivery of support and assistance to its partner beneficiaries. A PDC has also become the basic unit of change where the Programme pilots rural development technologies and approaches in a post-conflict situation guided by a holistic community-based development approach.

A PDC is, however, not merely an area of convergence but more so, a process of transformation that would involve confidence building; capacity building; institution building and the establishment of sustainability mechanisms. This process aims to transform PDCs into models of peace building characterized by:

- Representative, transparent, and participatory structures and systems
- Clarity of community/ organizational goals and objectives
- Self-transformation (ability to adopt, change and develop themselves)
- Active membership capable of critical, creative and collective decision-making
- Networking

A PDC demonstrates visible impact and creates the capacities and incentives for replication and expansion.

Programme Challenges

Phase 3 of the Multi-Donor Programme was confronted with the following challenges in implementation: changes in Executing Agency (EA), as well as implementation modes; reconfiguration of Programme areas; and sporadic armed conflict between government forces and insurgent groups.

Shifts in Modality

In the span of three (3) years, the Programme experienced shifts in implementation mode, starting with NEX, moving to DEX in 2002, and reverting to NEX in 2003.

Since 1997, the Programme's EA had been the Southern Philippines Council for Peace and Development (SPCPD), serving as administrative body over 13 provinces created out of the GRP-MNLF FPA². The SPCPD was, however, dissolved at the early part of 2001 through Executive Order No. 80.

The ARMM and the Southern Philippines Development Authority (SPDA) were mandated to implement development programmes within and outside the autonomous region. But with the issuance of EO 149, SPDA was deactivated effective December 2002, leaving the Programme without a government agency to see to its execution.

While looking for a new EA, the Programme operated in a DEX modality where overall responsibility for the achievement of its goals rested on the different UN agencies involved, with the United Nations Development Programme (UNDP) as the administering agency for MDP3.

In July 2003, MEDCo under its Chair and concurrently the Presidential Assistant for Mindanao, Jesus G. Dureza, officially concurred to serve as the Programme's EA, and to implement Programme activities outside the ARMM, while the ARMM Regional Government under Dr. Parouk S. Hussin thereby agreed to oversee the implementation of Programme activities within ARMM areas.

MEDCo continued the gains made by the Programme as it took on its role as the EA under NEX modality. As it meshed gears with Programme partners (government line agencies, LGUs, peace networks, media and other civil society representatives), MEDCo exemplified its commitment, along with ARMM, UN agencies and Programme partners in consolidating efforts to step up Programme implementation given the 11 months before the Programme's closure. MEDCo has also provided the impetus for the Programme's internal reform efforts to facilitate the transition of MDP3 from a programme directly executed by UNDP to a programme executed and owned by the government.

Reconfiguration of Areas

Cognizant of the different factors and with better and more effective coordination as an end in view, the Programme implemented a reconfiguration of the Programme areas. With ARMM Regional Government designated by EO 125 to implement all Official Development Assistance (ODA) in ARMM, the Programme created the Area Coordination Team (ACT) for ARMM out of the former Central and Western Mindanao ACTs. This move caused major shifts and adjustments for the Programme in terms of planning, priorities, human resource and re-establishment of linkages. On the other hand, it made the Programme more attuned to the specific development needs of ARMM given its distinct qualities as an autonomous region.

² By the year 2003, the Programme's coverage extended to 15 provinces from the initial 13 to include Palawan and Zamboanga Sibugay.

With the reconfiguration, three (3) ACTs were constituted with areas of operation covering ARMM areas and the non-ARMM areas of Western and South Central Mindanao. The area coverage of the said ACTs are shown in Figure 2 below:

Figure 2. AREAS OF OPERATION OF RECONFIGURED AREA COORDINATION TEAMS

ARMM Areas	Non-ARMM Areas	
	Western Mindanao	South Central Mindanao
<ul style="list-style-type: none"> • Basilan • Sulu • Tawi-tawi • Maguindanao • Lanao del Sur. 	<ul style="list-style-type: none"> • Zamboanga del Sur • Zamboanga del Norte • Zamboanga Sibugay • Lanao del Norte • Palawan 	<ul style="list-style-type: none"> • South Cotabato • Sarangani • Davao del Sur • Sultan Kudarat • Cotabato Province

A second adjustment was the transfer of the Programme Coordination and Support Team (PCST) from Cotabato City to Davao City. This move was an effort of the Programme to be able to coordinate the activities of the different areas better given the easy access to more travel options and the fact that more of its Programme partners are based in Davao. This arrangement had proven effective particularly during the height of the war in 2003 where access to and from Cotabato City was restricted.

*Resurgence
of Armed
Conflict*

Another challenge faced in Phase 3 was the unstable peace and order situation in Mindanao highlighted by the resurgence of armed conflict between government troops and Moro Islamic Liberation Front (MILF) in the first two quarters of 2003. The situation not only threatened 88 communities assisted by the Programme; activities were also brought to a standstill as staff activities and travels were suspended except those related to relief operations.

Despite the resurgence of conflict in Mindanao and some major adjustments, notable progress of the Programme is evident not just in the delivery of different tangible projects and in capacity building activities, but more so in the strengthening of the 163 PDCs (MDP3 target is 140) towards becoming stronger foundations for peace and development in Southern Philippines.

SUMMARY OF PROGRAMME ACCOMPLISHMENTS

The GOP-UN Multi-Donor Programme was borne out of the need to respond to the complex conflict situation in Mindanao. In the span of three (3) years of implementation, the MDP3 has contributed in shifting the attitudes and values of PDCs towards peace and development. This is supported by the findings of an independent Technical Evaluation Team that reviewed MDP3's performance, concluding that the "most important impact of the Programme is seen to be the change in attitude and values of the MNLF members toward peace and development".

The establishment of the PDC as the focal point of the Programme's intervention has been its most important innovation in mobilizing the community – in partnership with the LGUs; the non-government organizations (NGOs), the NGAs, and other stakeholders – to obtain resources in implementing projects for peace and development.

Incorporating the promotion of the culture of peace across in all its peace and development interventions is an approach the Programme likewise undertook, setting MDP3 apart from other development programmes in Southern Philippines. In essence, peace building efforts which the Programme effectively pursued, aimed towards the transformation of communities from a culture of conflict towards a culture of enduring peace. Examples such as the Abante Siocon Peace Movement supported by the Programme showed PDAs taking major roles in reconciliation between the Muslims and Christians when hostilities broke out between the Philippine army and the MILF.

In short, the Programme has contributed towards the strengthening of the foundations for lasting peace and development in Southern Philippines by trailblazing initiatives for peace and development, and enhancing infrastructures that support peacebuilding in PDCs. The following is a summary of outcomes experienced by PDCs in the Third Phase:

More PDCs have been empowered

Community Empowerment and Personal Transformation. Community organizing and training for PDC members empowered the community to engage in developmental work and shift mindsets from a conflict orientation to peace and development advocacy. Volunteerism as a strategy adopted by the Programme also made communities and individuals realize that they can do something for themselves, while serving as resources for peace-building in their respective and neighboring communities.

Contribution to Barangay Development. The PDC enabled the formulation of the Barangay Development Plans (BDPs), with the broad participation of the people in the community. The BDPs are in turn integrated in the Municipal Development Plans. This has bridged the community to legitimate institutions of governance, where they have also contributed to broader peace and development goals and processes. Moreover, the BDP process has also enabled the PDCs to access other sources of funding and technical support for their projects.

Enhanced Skills and Capabilities of the Community and its Members. The PDCs manifested increased capability to implement and manage development projects, including improved skills on community planning, project development and resource mobilization.

Behavioral and cultural shifts brought about by the Programme may also be evident in the collective behavior of the PDAs. These are MNLF constituents, some of them former combatants, who are now participating actively as partners in the peace and development efforts of the Programme. There are now at least 360 of these PDAs working as community volunteers within a peace-development framework.

Initiatives for broader peace and development building efforts have been facilitated and sustained

Increased Trust and Confidence in Government. The Programme has implemented various activities aimed at building partnerships and strengthening institutional support mechanisms among PDCs and LGUs, NGAs. These partnerships resulted to financial support by local institutions to the development of PDCs. Dialogues and negotiations prompted the implementation of tangible development projects in the PDCs – thereby bringing about a response to a number of priority community-defined needs and aspirations. The implementation of projects funded and/or assisted by LGUs at the provincial, city/municipal, and barangay levels, as well as by national line agencies and NGOs resulted not only to an increase in the self-confidence and assertiveness of PDC leaders and actors in dealing with government, but this has likewise inspire an increase in trust and confidence. Thus, members of the PDCs are more inclined to work together and accept government intervention to develop their communities.

Access to basic services have increased

Mitigated the Effects of Armed Conflict. In the three-year period of project implementation, the Programme, through the Relief and Rehabilitation Component was able to assist a total of 202,455 internally displaced persons as well as contributed in the resettlement and rehabilitation of 20 communities in the war-affected areas in Central Mindanao. To make the communities pro-active in dealing with emergency situations, the Component likewise facilitated the activation of the Disaster Preparedness Committees (DPCs), most of which have hosted IDPs.

Enhanced Coordination for Emergency Response. To provide an effective response to emergency situations, the Programme facilitated the upgrading of organizational capacities through training, networking and forging partnership agreements between government and non-government bodies. By engaging in extensive partnership building with other humanitarian agencies of government and non-government organizations, local capacities in responding to complex emergencies were strengthened. This partnership led to the formation of the Mindanao Emergency Response Network (MERN), comprising of 35 local and international non-government organizations engaged in emergency response and humanitarian work in Mindanao that organized themselves in order to “pursue an effective, efficient, timely and appropriate emergency humanitarian assistance and services, while seeking durable solutions to displacements” particularly in Mindanao. They were all involved in responding to the victims of war in year 2000 as well as in 2003.

Increased Awareness of Muslims on Reproductive Health (RH) Care. The Programme has effectively aided in increasing RH awareness of Muslim families in 100 PDCs by conducting *Mussawarah* (consultations) with Muslim Religious Leaders (MRLs). They have been instrumental in bringing about positive attitudes and behaviors among Muslim men, women and adolescents in terms of RH issues such as birth spacing, family planning, and marriage in the context of Islam. From raising awareness and knowledge of the communities on RH issues, the MRLs soon expanded their roles towards achieving a supportive policy environment. Having strong community influence, they were also mobilized to advocate health programs such as the hiring of permanent midwives and the provision of medical facilities.

Improved Quality of Life. A total of 33 Barangay Health Stations (BHSs) have been constructed and turned over to PDCs by the Programme through the UNFPA in partnership with the Department of Health (DOH), the Mindanao Health Development Office (MHDO) and the health offices at the municipal and provincial levels. The Quality of Care (QoC) and the Knowledge, Attitudes and Practices (KAP) Surveys commissioned by the Programme likewise noted significant progress in the competence of health service providers (HSPs) and the level of knowledge and awareness of communities on reproductive health issues and concerns of women, men and adolescents (WMA) in "RH-able" PDCs.

Integrated COP in Provision of Health Services. Apart from their regular task of providing RH services, HSPs and volunteers have become "agents of peace," as a result of mainstreaming and integrating the Culture of Peace (COP) in activities and training curricula, such as in the Integrated Reproductive Health training for Doctors, Nurses, Midwives, Barangay Health Workers (BHWs) and Traditional Birth Attendants (TBAs); and in the IEC/Advocacy Skills Training for MRLs.

Intensified Advocacy for RH in the Context of Islam. Through the unified participation of MRLs and former MNLF cadres in peace campaigns at the provincial, municipal and PDC levels, RH issues and concerns were integrated into the Muslim *Kutbah* (congregational prayer). In the province of Sultan Kudarat, MRLs and Muslim Solemnizing Officers were effective in mainstreaming RH in the Pre-Marriage Counseling which was considered by the Provincial Government through an ordinance as a requirement for would-be married Muslim couples.

Moreover, a module on RH in the Context of Islam was also developed by UNFPA, DOH, the Population Commission (POPCOM), LGU partners and the Programme's RH Component, which is being utilized in trainings in PDCs. Similarly, a national *fatwah* (official ruling) prepared by MRLs clarifying the position of Islam and re-evaluating misconceptions regarding RH and FP in Muslim families was endorsed by the *Grand Mufti* of Egypt, signifying a great degree of accomplishment in the integration RH practices within the context of Islam.

Opportunities for productive livelihood and decent work (On-Farm and Off-Farm) have been established

Created Self-Employment and Income Generation in PDCs. A total of 2,414 men and women (including 202 from the indigenous communities and 107 out-of-school-youths) were trained in community-based vocational skills. The skills that these trainee-graduates have acquired resulted to the establishment of 114 community enterprises. These enterprises include ice making, halal bakeshop operation, *bagoong* making (fermented fish), and metal fabrication. These

enterprises created opportunities for self-employment and income generation for 2,405 of the total trainee-graduates.

The success of the Programme in providing opportunities for self-employment and outside employment through skills training is evident in certain PDCs. For example, the Tuyan Farmers and Fishermen Multipurpose Cooperative was provided with training and basic equipment for hollow-block making. The cooperative now supplies the sand, gravel and hollow block requirements of a school building being constructed in the PDC. Furthermore, these initiatives are supported by agencies such as TESDA, DOLE, and DTI.

Adopted an Indigenous Micro-Lending Scheme. The Programme, through the PROCEED Component, initiated the adoption of a micro-finance scheme known as Community Fund (Co-Fund), which is a non-interest capital assistance (*Riba-free*) with profit and loss sharing and without fixed payment schedule for short-term business ventures. The system adheres to the indigenous practices and religious tenets of Islam. By the end of the Third Phase, 39 corporate community groups (CCGs) – 46% of which were established in 2003 – are engaged in micro-finance under the Co-Fund Scheme.

Promoted Participation of Women in Livelihood Opportunities. The Programme ensured that gender equality goals and the decent work agenda were integrated in the process of implementation. The Project on Community Enterprise and Entrepreneurship Development (PROCEED) developed and empowered more women leaders in various PDCs to manage Co-Fund projects. Both women and men were encouraged to attend all trainings and sex-disaggregated trainees were noted in all documentations for gender tracking.

Also notable is the active participation of women in the management of Co-Fund assistance from the Programme. Out of the 1,607 individual Co-Fund beneficiaries, 73% are women.

Women participation in agriculture-related income generating endeavors was likewise noted. Women account for 17% of participants in agri-related trainings conducted, and 20% of the total number of member beneficiaries of livelihood projects delivered by the Programme in the Third Phase.

Strengthened Capacities of Agricultural Communities/ Cooperatives. The capacities of agricultural communities and cooperatives were strengthened and enhanced by the Component on Sustainable Agriculture through training, technology transfer/demonstrations, technical assistance, farm and market advisory, livelihood project implementation, revolving fund management, sustainable farming and sound environmental management practices.

The capacities to manage and implement various agri-based livelihood projects of 101 organized groups/cooperatives of farmers located in 99 PDCs across the 15 provinces served by the Programme were strengthened through the provision of the necessary agri- inputs for their start-up livelihood. Likewise, their capacities to produce their own food requirements, meet their basic needs and supply local market needs with their excess products were enhanced.

Increased Awareness on Biodiversity Conservation and Environmental Protection. Initiatives to protect and conserve the environment at the community level were encouraged and supported by the Programme. Towards the end of the Third Phase, support from the Royal Dutch Government for the environmental protection

of the Lake Lanao was generated. The project not only helped hinder the depletion and degradation of the lake but likewise, it raised the level of awareness of farmer-leaders from various PDCs through information exchanges, farm advisory/dialogues, consultative meetings, and through the conduct of training courses on sustainable agriculture, diversified and integrated farming systems.

Conditions where peace, freedom and mutual respect abound, and conditions promoting the participation of men, women in the process of peace and development in Mindanao were reinforced

Contributed to the Reduction of Violent Conflict. The PDC, in general, has made the community peaceful. Armed groups, including government forces, respect the community and exclude it from combat operations once they establish that it is a PDC. In certain communities, efforts have been undertaken to declare their areas as "peace sanctuaries" or no-conflict zones. These declarations are not only recognized but also observed by the AFP and the MILF.

Facilitated Conflict Management. The PDC has been able to effectively carry out conflict management at the community level, while at the same time complementing the traditional institutions of the community that deal with managing conflict between and among community members.

Increased Public Awareness of Peacebuilding Efforts Through Media. Continued media support to confidence building and the promotion of a culture of peace were harnessed as the Programme involved them in Information Caravans in Western Mindanao, and through the support the Programme provides to the Mindanao Communicators' Network (MindaComNet). Partnerships with media groups were also strengthened to increase public awareness and to cover peace initiatives in Southern Philippines, especially the peacebuilding efforts being made in PDCs. An Annual Mindanao Peace Awards has likewise been incorporated to recognize the contribution of the media towards peace.

Supported Conscious Community Efforts for Lasting Peace. The Programme supported the peace initiatives of community stakeholders to foster lasting peace. In Western Mindanao, for instance, three (3) Peace Pacts were signed and a *Balik-katan* Movement was organized. Peace and advocacy plans were also incorporated in 14 PDC plans. Strengthened alliances and collaboration among Muslims, Christians and Lumad groups are manifested in (a) Declaration of Siocon as Zone of Peace, (b) Peace CELLS in Cotabato province, and (c) Peace Build 2003 and signing of peace covenant in Sarangani province.

These community initiatives in promoting and advocating a COP manifest: (a) a sense of citizenship by people in their concern for society; (b) an instilled perspective that peace is still possible in the over-all social context; (c) a degree of confidence by people that they have the collective power to be heard by the contending parties; and (d) a form of social capital by people and institutions to network with each other in order to cope with the negative effects of continuing armed conflict.

In summary, the GOP-UN Multi-Donor Programme Phase 3 has achieved the following:

- There are more empowered communities and organizations committed to working for peace and development;
- Partnerships and institutional mechanisms that assist community initiatives and that promote collaboration and enhance coordination for continuing support to peace and development are being established and strengthened;
- More communities now have better access to basic services;
- More community efforts to achieve and sustain development are being initiated and supported; and
- Contributions to the creation of a positive environment of mutual trust and confidence among Tri-peoples and institutions have been made.

ANNEX B

Executive Summary GOP-UN MDP3 Technical Evaluation Mission Report

EXECUTIVE SUMMARY¹

BACKGROUND

This report presents an evaluation of the Government of the Philippines-UN/Multidonor Programme Phase 3 (GoP-UN/MDP3). Implementation of the Programme commenced on 16 June 2001. It is expected to close by June 30, 2004. The Programme has been made possible through funding assistance from the governments of Australia, New Zealand and Spain in the total amount of US\$ 10.1 million. Australia has provided the bulk of Programme funding, amounting to Aus\$ 15 million, or US\$ 8.8 million.

The objectives of the evaluation are to draw lessons learned, and recommend improvements particularly on: (a) the substantive aspects of the Programme including concept, objectives, and deliverables of each of the eight (8) components; the status of the delivery of each component; and interrelationship between and among the eight (8) components; (b) the operational aspects of the Programme including functions, roles, and responsibilities of relevant actors from management to implementation; and (c) establish mechanisms to document lessons learned. To achieve these objectives, the evaluation employed a variety of methodologies including desk review, stakeholder/key informant consultation meetings, focus group interviews and selected site visits.

The overall goal of GoP-UN/MDP3 is to strengthen the foundations for lasting peace and development in Southern Philippines through capacity development and confidence building at all levels of government. The objectives of Phase 3 are: "(a) Improved capacities of target communities in partnership with their local governments for self-sustaining development and improved access to basic services; (b) Strengthened institutional support mechanisms to promote collaboration and enhance coordination for continuing support to peace building and development; and (c) A positive environment of mutual trust and confidence among the peoples and institutions in SZOPAD for lasting peace."² These objectives are to be attained through eight (8) project components, namely: (a) Component 1: Capacity Building and Empowerment through PDCs; (b) Component 2: Building Partnerships and Strengthening Institutional Support Mechanism; (c) Component 3: Special Emergency Response and Relief; (d) Component 4: Improved Access to Basic Services; (e) Component 5: Project on Community Enterprise and Entrepreneurship Development in Non-Farm Sectors (PROCEED); (f) Component 6: Sustainable Livelihood (Agriculture, Forestry and Fishery) Development Programme for PDCs; (g) Component 7: Confidence Building through Advocacy and Promotion of a Culture of Peace; and (h) Component 8: Programme Management and Coordination.³

¹ Prepared by a Technical Evaluation Mission Team headed by Dr. Ed Prantilla et. al. commissioned by MEDCo

² GoP-UN/MDP, *Strengthening the Foundations of Lasting Peace and Development in Southern Philippines, Third Phase*, Project Document, January 16, 2001, pp. 8-9.

³ Ibid., pp. 9-15.

In accordance with the GOP's vision of attaining sustained peace and development in Southern Philippines, the Programme adopted a multi-pronged strategy of support across a wide range of project interventions. Specifically, in the short term: special emergency response and relief for conflict affected communities; in the short to medium term: rehabilitation through improved access to basic needs and capacity building at the community level; in the medium to long term: economic security, stabilization, and confidence building through the development of sustainable livelihood, community enterprises and agri-based development and skills training; and in the long term: building partnerships and institutional capacity for governance in the context of the peace building process; and confidence and trust building through peace education and advocacy.⁴

The Peace and Development Community (PDC) is the basic social unit upon which the whole peace and development framework of the Programme is founded, and serves as the focal point of all Programme interventions. Conceptualized as an area where opportunities for development, access to basic services, participation in governance and capability-building for managing and resolving conflicts may take place, the PDC provides a distinct peace-building dimension to the GoP-UN/MDP3.

KEY EVALUATION FINDINGS

Programme Impacts, Outcomes and Outputs

The most important impact of the Programme is seen to be the change in attitude and values of the MNLF members toward peace and development. There is a unanimous agreement among the Peace and Development Advocates (PDAs) and other members of the PDCs who were interviewed by the Evaluation Mission that the path towards development is through peace.

The consensus among different actors in the PDCs during focus-group discussions (FGDs) conducted by the Mission in ARMM (Cotabato City), South Central Mindanao (General Santos City) and Western Mindanao (Zamboanga City) on the outcomes of the Programme are summarized as follows:

Contribution to the Reduction of Violent Conflict. The PDC, in general, has made the community peaceful. Armed groups, including government forces, respect the community and exclude it from combat operations once they establish that it is a PDC.

Community Empowerment and Personal Transformation. Community organizing and training for PDC members empowered the community to engage in developmental work and shift mindsets from a combat/defense orientation to peace and development advocacy. Volunteerism as a strategy adopted by the Programme also made communities and individuals realize that they can do something for themselves, while serving as resources for peace-building in their respective and neighboring communities.

Contribution to Barangay Development. The PDC enabled the formulation of the Barangay Development Plans (BDPs), with the broad participation of the people in the community. The BDPs are in turn integrated in the Municipal Development Plans. This has bridged the community to legitimate institutions of governance, where they have also contributed to broader peace and development goals and processes. Moreover, the BDP process has also enabled the PDCs to access other sources of funding and technical support for their projects.

⁴ Ibid, p. 9

Conflict Management. The PDC has been able to facilitate conflict management at the community level, while at the same time complementing the traditional institutions of the community that deal with managing conflict between and among community members.

Enhanced Skills and Capabilities of the Community. The PDC increased the capability of the community to implement and manage development projects, including improved skills on community planning, project development and resource mobilization.

Increased Trust and Confidence in Government. The PDAs interviewed by this Evaluation Mission stated that trust and confidence in the government had increased in the course of MDP3 implementation. They estimated that 70% of MNLF communities trust the government.

Key Accomplishments

As of end-2003, some key accomplishments of the MDP3 include the following:

Short to Medium Term interventions: Special emergency response and relief for conflict affected communities, and rehabilitation through improved access to basic needs and capacity building at the community level

For its short-term interventions, the Programme was able to complete all activities provided for in its annual work and financial plans. Among the accomplishments in this regard are:

- Provision of quick emergency assistance to 37,803 displaced families including supplemental feeding, psychosocial sessions, medical and dental services;
- Construction of 588 core shelter in 4 provinces with water and sanitary facilities, including 19 quick-impact livelihood projects;
- Conduct of capacity-building training series for 9 Local Disaster Coordinating Councils, 10 PDCs and civic organizations on disaster preparedness and management, and
- Co-organized the Mindanao Emergency Response Network (MERN), a body organized to facilitate coordination and complementation of relief services delivery and on-field emergency response monitoring among NGOs, LGUs and donor programmes in conflict-affected communities.

Medium to Long term interventions: Economic security, stabilization, and confidence building through the development of sustainable livelihoods, community enterprises and agri-based development and skills training

- 85 community-based agricultural livelihood projects established in 86 PDCs resulting in the increase of farm yield and income by 15-20% in crops and fisheries production and 10% in livestock production, 21% of total project beneficiaries of which are women;
- 56 community enterprises and 32 corporate community groups established in 85 PDCs with 958 men and women trained to implement and manage farm-related projects, small scale fishing, animal raising, commodity trading, service ventures and manufacturing, and
- Complemented government training programme on reproductive health in 100 PDCs, including the construction of barangay health centers and IEC activities on vital reproductive health issues such as HIV/AIDS.

Long-term interventions: Building partnerships and institutional capacity for governance in the context of the peace-building process; and confidence and trust building through peace education and advocacy

- 163 Peace and Development Communities established, exceeding the Programme's target of 140 communities;
- 110 PDCs represented in Local Development Councils (LDCs);
- 135 PDC plans supported and complemented by local government units and other ODA programmes in the provision of access to potable water, farm-to-market roads, day care services, livelihood fund support, and access to post-harvest facilities;
- Facilitated the institutionalization of support for PDCs at various levels of government, i.e., regional (2), provincial (10), municipal (39), and barangay (15), through enabling local policy instruments such as local executive orders, resolutions, and memoranda of agreement;
- Additional 92 barangays replicating PDC strategy led by provincial and municipal governments;
- 5 community radio systems set up in 5 provinces for airing of peace literacy courses and discussion of peace-related community concerns; Some 3,200 graduates, including representatives from the AFP and the MILF, have graduated from the peace literacy courses;
- Established critical linkages with media organizations, academe, NGOs and civil society organizations to increase public awareness on the Culture of Peace, and actively supported the Mindanao Media Summit series, particularly the annual Media Peace Awards, to build capacities for peace reportage.

Quantitative Outputs: Combined Delivery Rates

As of December 2003, the combined delivery rate for the Programme is pegged at 76%. Details of the actual expenditures per programme component are reflected in the table below:

Programme Component	Budgeted Proportion (per ProDoc)†	Resource Allocation (US\$)‡	Actual Expenditures (US\$)‡	Delivery Rate	Percentage of Expenditure per Component
A	B	C	D	E (D/C)	F (Component/ Total Programme Expenditure)
C1	8%	703,599	752,120	107%	12%
C2	3%	263,388	402,000	153%	6%
C3	26%	2,198,826	1,538,907	70%	24%
C4	16%	1,371,470	918,859	67%	14%
C5	15%	1,282,205	451,168	35%	7%
C6	14%	1,230,008	484,248	39%	7%
C7	7%	596,456	438,403	74%	7%
C8	10%	874,466	1,485,152	170%	23%
Total	100%	8,520,418	6,470,857	76%	100%

Combined Delivery Rate: 76%

LESSONS LEARNED: PROGRAMME STRENGTHS AND CHALLENGES

There is evidence to show that the Programme has been successful in the aspects of national and local policy advocacy; organization of people in peace and development communities; response to emergency situations, and in influencing the development of peace-building behavior and attitudes among individuals and communities. By engaging major institutions and sectors in programme implementation and by promoting peace advocacy across various sectors, the programme has put together a peace-building infrastructure that has the potential to pursue long-term peace and development in Southern Philippines.

Social preparation and capacity building processes undertaken by the community, in particular the *barangay* development planning process, was found to have provided a solid foundation for the development projects initiated by all the stakeholders in the PDC. It made the community more cohesive and unified in pursuing common objectives. The *Barangay* Development Plan (BDP) emerged as an important tool for development, enabling the community to identify opportunities and to explore means to maximize results from these opportunities. The Programme has likewise explored viable community-based models that (a) highlight partnerships between LGUs and community-based People's Organizations in pursuing *barangay* enterprise and sustainable livelihoods, and (b) link access to markets for PDC goods and products through the private or corporate sector. The Programme has thus demonstrated its main strength in facilitating community initiatives for peace and development, and showing what people and their institutions can achieve in a complex post-conflict environment.

The findings of this Mission, however, indicate Programme challenges in the following aspects: (a) an evolving political and institutional environment in Southern Philippines which necessitated adjustments in institutional arrangements in the course of Programme implementation; (b) high set-up costs for joint programming among UN agencies involved in the Programme; and (c) management control over the Programme to include delivery time, quality control, maximization of impact, knowledge management, reporting and management information system.

The implementation of the Programme through joint programming is a pioneering effort intended to pool technical expertise among UN agencies, as well as to maximize the use of resources. However, the learning shows that joint programming may have to be re-examined, involving adjustments in policy and operating agreements, if the Programme's experience is to contribute to other or future joint programming endeavors. Moreover, the documentation of products, processes, learnings and good/best practices from the Programme is vital. The documents may be in the form of manuals, casebooks, guidebooks and journals.

RECOMMENDATIONS

The primary recommendation of this Evaluation Mission is for the Programme to continue, or for a similar peace and development intervention be pursued. The Programme, having facilitated the transformation of former combatants to peace and development advocates and conflict-affected areas to PDCs, and having fostered PDC-LGU partnerships for peace

and development, has built a grassroots-based infrastructure for peace-building and development that needs to be consolidated, institutionalized, expanded and sustained towards a long-term peace in Southern Philippines. Further, the continued implementation of the Programme will contribute to sustaining the gains of the GRP-MNLF Peace Agreement.

The points indicated below support the recommendation for the continuation of the Programme:

1. MDP3 Extension

MDP3 should be extended. This Mission supports the decision reached during the Third Executive Committee Meeting held on 12 May 2004 to have a time extension of six (6) months after 30 June 2004 to complete the delivery of commitments under the 2004 Work and Financial Plan; the documentation of best practices; the conduct of stakeholders' forums, and the formulation of a successor programme.

2. Key Considerations for the Successor Programme

Based on the findings of this Mission, the following recommendations may be considered in the design of the successor programme:

- (a) Establish a common agreement and understanding by participating UN agencies to adopt a national execution approach, specifically in working with a government partner as the lead agency for the Programme, and accountability by the agencies to the government partner;
- (b) Develop a shared identity by participating agencies on the Programme as a GoP-UN Multi-Donor undertaking;
- (c) Pool donor funds to support all components comprising the Programme; donors with experiences in similar post-conflict programmes to share their expertise in the Programme;
- (d) Institutionalize programme interventions at the local level through capacity-building for, and participation by, local government units;
- (e) Continue the inclusive nature of the programme covering Muslims, Christians and Lumads, while balancing a widening approach with a depth strategy to raise community-level impact;
- (f) Create a Programme Management Office (PMO) headed by a Programme Manager with full authority over Programme staff;
- (g) Adopt the reimbursement method of fund transfers among participating UN agencies; pursue simultaneous commencement of activities;
- (h) Establish an effective monitoring and evaluation system, to include baseline, reporting and feedback mechanisms that respond to the complexities of a joint programme in a post-conflict situation;

- (i) Establish a more structured partnership/networking mechanism among partner agencies/organizations, with clearly defined roles and responsibilities;
- (j) Maximize resources and avoid duplication of efforts by mapping similar projects and other development efforts in the Programme area. This will also streamline technical assistance so that the PDCs are not overwhelmed. The assistance must be demand-driven, that is, based on expressed local needs rather than on pre-set assistance based on assessment/interest of the donors;
- (k) Consider the diversity of PDCs, i.e., specific geographical, social, economic, historical and political features in developing a holistic, integrated approach for the successor programme.
- (l) Maximize programme impact through complementation and coordination of the successor programme with the Multi-Donor Trust Fund (MDTF) and other initiatives for peace and development in Mindanao.

ANNEX C

GoP-UN MDP3 Peace and Development Communities Concept Paper

A Peace and Development Community or PDC is a development-focused community and key production area, which serves as a "resource center" managed by an active cooperative or community association to ensure the equitable spread and distribution of resources among community members, as they build up over time from self-sustaining efforts and external assistance.

Such resources may include: community organizations, trained development leaders, trained para-technicians, education facilities, health centers, household savings pools, enterprise centers, a pool of farm production equipment and farm animals, a cooperative production supply and marketing trading center. Ideally, it will have key basic social services such as trained health workers, a health clinic, an elementary and high school and others. As most of the conflict-affected communities are predominantly farming and fishing communities, the PDC will be the focal point for testing and demonstrating rural development technologies and approaches. The PDC may also serve as training site for commercial/industrial technologies, social interventions and business enterprise. PDCs will demonstrate a holistic community-based development approach.

A PDC may consist of a cluster of barangays, or a barangay and adjacent households marked by a convergence of peace building and development activities. The criteria for selection includes:¹

- Conflict-affected, but in the peace phase and development ready;
- Marginalized and poor;
- Large proportion of Muslim and indigenous populations, with a significant number of former combatants including MNLF members, who have demonstrated willingness to initiate change and drive development;
- Recommended by SPCPD² and LGUs.
- Presence of indigenous people

The PDC concept was recognized under MDP3 to ensure sustainability and maximize benefits among stakeholders. The PDCs also serve to facilitate complementation of various inputs from different programme components as well as other donor-assisted projects. A PDC is marked by the convergence of efforts in a particular area for greater impact.

MDP3 will build on the trust and confidence established between and amongst former combatants, their communities and institutions of government and civil society. It will strengthen community-based management of productive capacities in communities that have demonstrated commitment to peace building. At least 140 of these PDCs will be designated as models.

¹ See GoP-UN MDP3 PDA Manual for the criteria on the selection of PDC.

² This was before SPCPD was dissolved.

The PDC Stages of Development

MDP3 has developed six (originally four) stages of development of a PDC. The stages of PDC development and their corresponding indicators are presented in Table 1 below.

Table 1 Stages of Development of a Peace and Development Community

Stage of Development	Indicators
Stage 1: Confidence Building	<ol style="list-style-type: none"> 1. PDA/VIDA/NUNV initially equipped with the core Values. Attitudes, knowledge and skills; 2. Potential "PDC co-champions" selected and initially equipped with the core Values, attitudes, knowledge, and skills; 3. Initial working group formed; 4. Community declaration to engage in peace and development formalized; 5. Priority PDC issues addressed through implementation of small community projects.
Stage 2: Peace and Development Organizing	<ol style="list-style-type: none"> 1. Community organizing is based on the concept of peace and development highlighting the culture of peace, needs and rights-based approaches; 2. Core group formally organized and BDC operationalized/reactivated/strengthened; 3. Core group and BDC equipped with core Values, attitudes, knowledge, and skills; 4. Sectoral groups formally organized as associations and cooperatives; 5. Sectoral groups equipped with core Values, attitudes, knowledge, and skills.
Stage 3: Peace and Development Planning	<ol style="list-style-type: none"> 1. Core group equipped with local development planning and investment programming skills; 2. PDC plan completed and approved; 3. PDC investment program completed; 4. Peace concerns integrated in the PDC plan; 5. Priority issues of disadvantaged/marginalized groups integrated in the PDC plan; 6. Planning and budgeting cycle of LGUs is allowed to ensure PDC plan incorporation into the LGU plans; 7. Other sectoral plans completed based on the PDC plan.
Stage 4: PDC Plan Implementation	<ol style="list-style-type: none"> 1. PDC plans, programs, and projects funded; 2. POs engaged as development partners; 3. PDC plans integrated in the municipal, provincial, regional, and national plans; 4. NGAs, POs, NGOs, LGUs, and ODAs provide funds for PDC priority programs and projects; 5. Key stakeholders/core group participation manifested in program and project implementation; 6. Community monitoring and evaluation system adopted as basis for re-planning and policy support.
Stage 5: PDC	<ol style="list-style-type: none"> 1. PO alliance established 2. LGU IRA/revenues increased

Stage of Development	Indicators
Strengthening	<ol style="list-style-type: none"> 3. PO savings mobilization enhanced 4. Internal and external resource mobilization sustained 5. PO-NGO-LGU-NGA-ODA partnerships developed and sustained; 6. Basic services delivery enhanced; 7. PDC development plan integration institutionalized; 8. PDC adopted as model in other areas; 9. PDAs replicated in other PDC and non-PDC areas.
Stage 6: PDC Empowerment	<ol style="list-style-type: none"> 1. Self-help POs sustained assistance to other PDCs and barangays; 2. LGU/BDCs lead role in community peace and development planning, implementation, monitoring and evaluation demonstrated; 3. Minimum basic needs (MBN) indicators improvement sustained; 4. More community members/sectors are engaged; 5. PDC resource savings mobilization sustained; 6. PDC as a model community development strategy mainstreamed in the development processes in the regional and subregional levels.

Source: PCST, Davao City

The PDC stages of development indicator system presented in Table 1 is a social instrument to measure the progress or lack of progress of a PDC. From Stage 1 - the lowest level, a PDC is expected to mature and fully develop over time to reach Stage 6, the highest level.

The stages of development indicators for the PDCs enable the communities to be aware of the gaps and areas for improvement in their PDC. All the members of the PDCs interviewed knew the level of their PDC at the beginning of the program and the current level of their PDC. Most PDCs had improved by one stage in the grading system.

The system is also an important monitoring tool for program implementers and members of the peace and development task forces. It provides the basis for programming of activities and interventions in the PDCs. Caution must be made however in making a rigid interpretation of the tool. For instance, not all the stages of development follow a linear pattern. Output indicators may come out at different stages of development. The tool must be used only as a guide to managing the PDC development process.



ANNEX D

Summary Status of GoP-JUN MDP3 PDCs by Area and Province as of June 2004

Province	Stages of Development						Total # of PDCs
	1	2	3	4	5	6	
SOUTH CENTRAL MINDANAO							75
North Cotabato Province	0	0	11	34	30	0	75
Sultan Kudarat	0	0	1	3	18	0	22
Davao del Sur	0	0	3	9	4	0	16
Sarangani	0	0	5	4	4	0	13
South Cotabato	0	0	1	10	3	0	14
WESTERN MINDANAO							10
Lanao del Norte	0	5	15	15	0	0	35
Zamboanga del Norte	0	0	4	1	0	0	10
Zamboanga del Sur	0	0	4	2	0	0	6
Zamboanga Sibugay	0	0	4	5	0	0	9
Palawan	0	0	3	4	0	0	7
ARMM	3	0	12	26	12	0	53
Lanao del Sur	0	0	4	9	2	0	15
Maguindanao	1	0	3	11	5	0	20
Basilan	2	0	3	0	1	0	6
Sulu	0	0	1	3	1	0	5
Tawi-tawi	0	0	1	3	3	0	7
Total	3	5	38	75	42	0	163
Percentage of Total	1.84%	3.07%	23.31%	46.01%	25.77%	0%	100%

Profile of GOP-UN MDP3 Peace and Development Communities (PDCs)
as of June 2004

PDC	Barangay	Municipality/ City	No. of Beneficiaries	PDC Stage as of June 2004
SOUTH CENTRAL MINDANAO				
North Cotabato Province				
1. Bao	Bao	Alamada	20	5
2. Pigcawaran	Pigcawaran	Alamada		5
3. Pagangan	Pagangan	Aleosan		4
4. Cadlis	Cadlis	Carmen	20	5
5. Kitulaan	Kitulaan	Carmen		5
6. Lilongan	Lilongan	Carmen		5
7. Manarapan	Manarapan	Carmen	10	5
8. Manili	Manili	Carmen	20	5
9. Tamontaka 3	Tamontaka 3	Cotabato City	40	5
10. Tamontaka 4	Tamontaka 4	Cotabato City	250	5
11. Tamontaka 5	Tamontaka 5	Cotabato City	911	5
12. Kakar, Poblacion 8	Kakar, Poblacion 8	Cotabato City	480	5
13. Biniruan, Poblacion 9	Biniruan, Poblacion 9	Cotabato City		5
14. Malanduaage	Malanduaage	Kabacan	252	5
15. Imamaling	Imamaling	Magpet	227	5
16. Ilian	Ilian	Matalam		5
17. Kilada	Kilada	Matalam		5
18. Sambulawan	Sambulawan	Midsayap		4
19. Matillac	Matillac	Pigkawayan	106	5
20. Balatican	Balatican	Pikit	401	4
21. Nalapaan	Nalapaan	Pikit	68	5
22. Popoyon	Popoyon	Tulunon		3
Sultan Kudarat				
1. Sifio Pangulan, Kapaya	Sifio Pangulan, Kapaya	Bagumbayan	25	5
2. Chua	Chua	Bagumbayan	130	4
3. Sifio Bila, Mayo	Sifio Bila, Mayo	Colombio	31	4

PDC	Barangay	Municipality/ City	No. of Beneficiaries	PDC Stage as of June 2004
4. Ilian	Ilian	Esperanza	119	3
5. Lagandang	Lagandang	Isulan	82	5
6. Bual	Bual	Isulan	122	4
7. Basiawan (Datu Ito Andong)	Basiawan (Datu Ito Andong)	Kalamansig	45	4
8. Namat	Namat	Kalamansig	25	4
9. Palumbe	Palumbe	Lambayong	61	3
10. Seneben	Seneben	Lambayong	31	4
11. Tran	Tran	Lebak	126	4
12. Datu Karon	Datu Karon	Lebak	80	4
13. Sisiman	Sisiman	Lutayan	35	5
14. Butril	Butril	Palembang	125	4*
15. Sinakulay	Sinakulay	Pres. Quirino	26	5
16. Pedtubo	Pedtubo	Pres. Quirino	26	3
Davao del Sur				
1. Tienda Aplaya	Aplaya	Digos City	60	5
2. Aplaya	Aplaya	Hagonoy	300	4
3. Sugai	Sugai	Jose Abad Santos	25	3
4. Balas, Mana	Mana	Malita	80	5
5. Fishing Village	Fishing Village	Malita	25	4
6. Tikulon	Tikulon	Malita	15	3
7. Dungan Pekong	Dungan Pekong	Matanao	15	4
8. Lumbang (Manga)	Manga	Matanao	38	5
9. Savoy	Savoy	Matanao	15	4
10. Mabila	Mabila (Poblacion)	Sarangani Island	25	3
11. Lomlom, Darong	Darong	Sta. Cruz	106	5
12. Zone 1	Zone 1 (Poblacion)	Sta. Cruz	51	3
13. Dagandang	Dagandang	Sta. Maria	45	3
Sarangani				
1. Baliton	Baliton	Glan	20	4
2. Pangyan	Pangyan	Glan	33	4
3. Cablalan	Cablalan	Glan	15	4
4. Katubao	Katubao	Kiamba		4
5. Datu Dani	Datu Dani	Kiamba	22	4

PDC	Barangay	Municipality/ City	No. of Beneficiaries	PDC Stage as of June 2004
6. Tuguis, Tambilil	Tambilil	Kiamba	15	4
7. Lumatil	Lumatil	Maasim	37	4
8. Dallao	Dallao	Maasim	17	4
9. Kanalo	Kanalo	Maasim	46	3
10. Nomoh	Nomoh	Maasim	35	4
11. Tuyan	Tuyan	Malapatan	42	5
12. Lun Padido	Lun Padido	Malapatan	20	5
13. Sapo Masla	Sapo Masla	Malapatan	21	5
14. Penol	Penol	Maitum	61	4
South Cotabato				
1. Batomelong	Batomelong	Gen. Santos City	60	4
2. Lote, Calumpang	Calumpang	Gen. Santos City	45	4
3. San Jose	San Jose	Gen. Santos City	24	4
4. Barangay I	Barangay I	Koronadal City		3
5. Saravia	Saravia	Koronadal City		4
6. Assumption	Assumption	Koronadal City		4
7. Takunel	Takunel	Lake Sebu	40	4
8. Lamfugon	Lamfugon	Lake Sebu		4
9. Koronadal Proper	Koronadal Proper	Polomolok	66	4
10. Bunao	Bunao	Tupli	43	5
WESTERN MINDANAO				
Lanao del Norte				
1. Pagayawan	Pagayawan	Bacolod	30	2
2. Mandulog	Mandulog	Iligan City	23	3
3. Delabayan	Delabayan	Kauswagan	71	4
4. Muntay	Muntay	Kolambugan	26	3
5. Lumbac	Lumbac	Magsaysay	20	2
6. Imburnal	Imburnal	Matungao		3
7. Mentrang	Mentrang	Maigo	48	2
8. Pindulunan	Pindulunan	Munai		2
9. Big Banisilon	Big Banisilon	Tangkal	25	3
10. Small Banisilon	Small Banisilon	Tangkal	25	2*
Zamboanga del Norte				
1. Caracol	Caracol	Salug	20	3

PDC	Barangay	Municipality/ City	No. of Beneficiaries	PDC Stage as of June 2004
2. Lanawan	Lanawan	Salug	41	3
3. Muñoz	Muñoz	Siayan	33	4
4. Bucana	Bucana	Siocon	46	3
5. Camp Balagunan	Balagunan	Siocon	18	3*
6. Siay	Siay	Siocon	30	4
Zamboanga del Sur				
1. Lower Sang-an	Lower Sang-an	Labangan	66	4
2. Muricay	Muricay	Pagadian City	20	4
3. Talabaan	Talabaan	Zamboanga City		3
4. Muli	Muli	Zamboanga City		3
5. Benuatan	Benuatan	Dinas	65	4
6. Poblacion	Poblacion	Margos	30	3
7. Labuan	Labuan	Zamboanga City / Ayala District		3
8. Sitio Bincul, Mangusu	Mangusu	Zamboanga City/Vitali District		4
9. Tictapul	Tictapul	Zamboanga City/Vitali District		4
Zamboanga Sibugay				
1. Bacalan	Bacalan	Ipil	60	4
2. Tenan	Tenan	Ipil	35	4
3. Logan	Logan	Ipil	25	3
4. Dondan	Dondan	Ipil	35	3
5. Upper Pangl	Upper Pangl	Ipil	26	3
6. Poblacion	Poblacion	Payao	46	4
7. Katipunan	Katipunan	Payao	40	4
Palawan				
1. Aborlan	Magsaysay	Magsaysay		3
2. Bukid-bukid	Rio Tuba	Bataraza		3
3. Sapah	Sapah	Bataraza		3
ARMM				
Lanao del Sur				
1. Bairan	Bairan (Poblacion)	Bayang	25	3
2. Lumbac	Lumbac	Buadipuso Buntong	15	4

PDC	Barangay	Municipality/City	No. of Beneficiaries	PDC Stage as of June 2004
3. Panggawalupa	Panggawalupa	Calanogas	40	3
4. Pagalangan	Pagalangan Proper	Ditsaan-Ramain	65	5
5. Alog	Alog	Lumbatan	130	4
6. Pagalangan	Pagalangan	Maguing	60	4
7. Paigoay	Paigoay	Marogong	20	4
8. Manalocon	Manalocon Talub	Masiu	11	4
9. Caramian	Caramian Alim Raya	Masiu	70	3
10. Ragayan	Ragayan	Poona Bayabao	20	4
11. Bacayawan	Bacayawan	Sultan Dumalundong	30	3
12. Sitio Bolocaon, Balangas	Balangas	Sultan Gumander	23	4
13. Tubaran Proper	Tubaran Proper	Tubaran		4*
14. Sitio Magampong, Park Area	Park Area (Poblacion)	Wao	37	4
15. Western	Western Wao (Poblacion)	Wao	219	5
Maguindanao				
1. Kauran	Kauran	Ampatuan	20	4
2. Mangit	Mangit	Buluan	60	4
3. Poblacion	Poblacion	Buluan	51	5
4. Upper D'Iag	Upper D'Iag	Buluan	30	4
5. Kayaga	Kayaga	Buluan	27	4
6. Kabuling	Kabuling	Buluan	56	4
7. Bago-inged	Bago-inged	Datu Odin Sinsuat	135	5
8. Tahiran	Tahiran	Datu Odin Sinsuat	863	5
9. Marguez	Marguez	Datu Odin Sinsuat	40	4
10. Tambak	Tambak	Datu Odin Sinsuat	243	4
11. Bunawan/Datang	Bunawan/Datang	Datu Paglas	20	3
12. Baguadatu	Damalussy	Datu Paglas	229	3
13. Sitio Bulatukan, Kitapok	Sitio Bulatukan, Kitapok	Datu Piang		1
14. Sarakan	Sarakan	Matanog		4*
15. Tuka-Maror	Tuka-Maror	Parang	18	5
16. Maitumaig	Maitumaig	Shariff Aguak	282	4
17. Nuran	Nuran	South Upi	34	4

PDC	Barangay	Municipality/ City	No. of Beneficiaries	PDC Stage as of June 2004
18. KM 21, Alamada	Alamada	Sultan Kudarat	512	4
19. Tuka	Tuka	Sultan Mastura	62	5
20. Kiteb	Kiteb	Talitay	20	3
Basilan				
1. Bato	Bato	Lamitan	2940	5
2. Poblacion	Lantawan (Poblacion)	Lantawan	15	1*
3. Calang Canas	Calang Canas	Maluso	50	3
4. Taberlongan/Calang Kapisahan	Taberlongan	Maluso		3
5. Babag (Bubuan Island)	Babag (Babuan Island)	Sumisip	150	3
6. Poblacion	Tuburan Proper (Poblacion)	Tuburan		1*
Sulu				
1. Kasambuhan Village	Tagbak	Indanan	15	3
2. Batu Habah	Matatal	Maimbung	85	4
3. Bangas	Bangas (Poblacion)	Hji. Panglima Tahil	45	5
4. Kabukan	Kabukan	Hji. Panglima Tahil	200	4
5. Bangkal	Bangkal	Patikul	46	4
Tawi-tawi				
1. Lapid-lapid	Lapid-lapid	Bongao		4
2. Sanga-Sanga	Sanga-Sanga	Bongao	20	5
3. Tubig Tanah	Tubig Tanah	Bongao	22	5
4. Sumangat	Sumangat	Bongao	25	3
5. Marang-Marang	Marang-Marang	Languyan	88	4
6. Lambug	Lambug	Panglima Sugala	15	4
7. Bakong	Bakong	Simunul	15	5

- Since no assessment was conducted in 2004 in these PDCs, PDC stage/ status as December 2003 was used.

ANNEX E

Consolidated Outputs

GOP-UN MDP3 Stakeholders' Consultations

I. CONTEXT ISSUES

A. Implementation of the GRP-MNLF Final Peace Agreement (FPA)

Issue	Level of Concern	Stakeholder Recommendations
<ul style="list-style-type: none"> There are provisions that are not yet implemented and stakeholders feel that the new programme can help hasten its fulfilment Government still does not trust MNLF. MNLF are suspected as JI or as Abu Sayyaf 	Cotabato, Lanao del Sur, Lanao del Norte, Sarangani Zamboanga Norte Davao del Sur Palawan	<ul style="list-style-type: none"> Programme to support/hasten GRP and MNLF Peace Agreement <ul style="list-style-type: none"> In particular economic, social and infra services New programme to facilitate harmonious link between GRP and MNLF combatants Need to implement Phase 1, 2, 3, etc. (PNP & AFP integration of former MNLF combatants) MNLF as member of Local Special Bodies to pursue FPA (participation of MNLF in governance) Third party that will evaluate the implementation of the GRP-MNLF FPA

B. Ongoing Peacemaking Process between GRP & MILF

Issue	Level of Concern	Stakeholder Recommendations
Inclusion of MILF communities in the Programme	Lanao del Sur, Basilan, Lanao del Norte, Zamboanga del Sur, Sarangani, Cotabato	<ul style="list-style-type: none"> Support and accelerate the peace process of GRP-MILF Be accommodating with both AFP and MILF so that should there be encounters, the ongoing projects may be spared Clarify MNLF-MILF channel of assistance so that as to not cause further divisions

C. Human Rights

Issues	Level of Concern	Stakeholders Recommendations
There are still many violations of human rights	Tawi-Tawi, Sarangani, Sulu, South Cotabato, Sarangani, Lanao del Norte	<ul style="list-style-type: none"> Stop human rights abuses Recognition of HR Culture of Peace to address HR violations Rights-based program

D. Other Conflicts

Issues	Level of Concern	Stakeholders Recommendations
<ul style="list-style-type: none"> There are other causes of conflict, which have to be addressed, resource based, 	Zamboanga del Norte, Cotabato South, Cotabato,	<ul style="list-style-type: none"> Address resource-based conflict; i.e., Dacon TVI Purseiner Address other sources of conflict

Issues	Level of Concern	Stakeholders Recommendations
<ul style="list-style-type: none"> conflicts, ridu, cattle rustling, tribal, social conflicts, unstable peace and order situation in Mindanao Existence of other armed groups (MILF lost commands, NPA, Abu Sayyaf group, armed lawless groups, kidnap for ransom groups) 	MDP Staff, Sarangani	

E. Indigenous Peoples

Issues	Level of Concern	Stakeholder Recommendations
<ul style="list-style-type: none"> Ancestral domain neglected by LGU IPs with high rate of illiteracy due to poverty, distance some conflicts are caused by cultural /social differences Victims of conflict include lumads, and not just Muslims and Christians 	South Cotabato, Gov't Agencies, Zamboanga del Norte	<ul style="list-style-type: none"> Address issues on ancestral domain, IPRA Law Strengthen tri-people partnerships Promote multiculturalism Tri-people approach contribution to peacebuilding: <ul style="list-style-type: none"> Tri-peoples compose the communities covered by the MDP3– there are Muslims, Christians and highlanders. (<i>heterogenous composition of communities</i>) Other members of the community were enlightened about the MNLF – that it was also for Christians and IPs and not just for Muslims (<i>increases awareness of community about the MNLF</i>) When involved, other members of the community, particularly the IPs, feel that they are not neglected or forgotten (<i>needs of other sectors recognized</i>) Misunderstanding over cultural differences is one of the sources of conflict. A tri-people approach recognizes the need for dialogue. (<i>promotes cultural understanding; awareness, understanding and respect for the cultural of each community</i>) SPCPD had different deputies for Muslims, Christians and IPs and used to hold consultations with tri-people. However, the results of these consultations were not acted on in the upper/higher levels of government. The practice of tri-people consultation should be continued. (<i>communication is enhanced; people get to talk about the conflicts</i>) Final Peace Agreement helped popularize the tri-people approach Backlash: when there is no follow through on the results of consultations, this can cause frustrations Organize tri-people because some tribes do not

Issues	Level of Concern	Stakeholder Recommendations
		understand the causes of the conflict <ul style="list-style-type: none"> • Capacity building for IPs

II. STRATEGY ISSUES

A. Scope of the New Programme

1. Geographic

Issue	Level of Concern	Stakeholder Recommendations
Southern Philippines vs. Mindanao	Palawan	<ul style="list-style-type: none"> Palawan should not be excluded and should be covered in the new programme. The focus should be not just be on Mindanao but "Southern Philippines" Recommendations specific to Palawan: <ul style="list-style-type: none"> Palawan is a special area Transport and mobility constraints Financial sustainability Establish a communication base There should be project staff coming from Palawan Separate Area Management Team Ensure that (regional) government agencies are actively involved Extensive studies focusing on peaceful existence of different cultures (strengths and weaknesses) Palawan's "share" in MDP3 (that part of the support that was not provided due to the late "inclusion" of the province) will be allocated and provided to Palawan in the new Programme, particularly with respect to the number of PDCs
MNLF Areas <ul style="list-style-type: none"> Need to revisit the FPA, Some perceive it as only "partially" implemented, further involvement of MNLF the new programme Expansion of PDCs to other conflict affected areas, "exclusive" to MNLF "inclusive" Well being of some former combatants who are either traumatized or "war shocked," and many MNLF members were not able to avail of assistance from the programme. Issues between LGUs and MNLF and differences among MNLF structures relative to commitments and capacity Need for more participation in the Peace and Development process by MNLF Minimal attention given to widows and 	Lanao del Sur, Basilan, Sarangani, Maguindanao, Lanao del Norte	The expansion areas (PDCs) should be endorsed by the MNLF State and must be recognized by the LGU through a declaration or resolution.

Issue	Level of Concern	Stakeholder Recommendations
orphans of MNLF		
Other Conflict Affected Areas <ul style="list-style-type: none"> There are other causes of conflict, which have to be addressed, resource based, conflicts, ridu, cattle rustling, tribal, social conflicts, unstable peace and order situation in Mindanao. 	Zamboanga del Norte, South Cotabato, MDP Staff, Sarangani	<ul style="list-style-type: none"> Address other sources of conflict The PDAs should assist more areas and enlist them as PO.

2. Levels of Intervention

Issue	Level of Concern	Stakeholder Recommendations
PDC <ul style="list-style-type: none"> Assistance to PDCs LGU – PDC collaboration need to be strengthened PDCs have different levels of development stages Some PDCs are not involved in the BDP preparations. 	Zamboanga del Norte, Davao del Sur, Lanao del Norte	<ul style="list-style-type: none"> Convergence among PDCs, NGAs, FAPs and LGU in the identification and implementation of projects PDCs as integrator of peace and economic development at their level PDCs be enlisted in the BDP preparations and interventions designed to improve their capabilities to perform roles in the peace and development processes
Barangay <ul style="list-style-type: none"> Non-integration of BDP plans in some of MDP's areas 		<ul style="list-style-type: none"> Barangay Council as facilitator, manager, coordinator and "mobilizer"
Municipal & Provincial		<ul style="list-style-type: none"> LGU as integrator and capacity builder in sustaining peace through legislations supportive to peace and development Explore and develop capacities of municipal LGU to effectively sustain interventions towards peace and development Peace and Development is LGU's concern Integrator of PDC plans, BDPs to MDP/PDP

B. Broad Strokes of the New Programme

Issue	Level of Concern	Stakeholder Recommendations
Dimensions of the new Programme	UN, MEDCo	<ul style="list-style-type: none"> • Agenda 9 is the new policy environment of the new Programme <ul style="list-style-type: none"> - The new Programme is in support of Agenda 9 - The new Programme is not the only programme that is responding to Agenda 9 • Recognize that there is a broader realm – there are other development initiatives and there is a need for convergence • There is a need for a “conceptual framework” for the new Programme <ul style="list-style-type: none"> - It is advantageous if the stakeholders share a common philosophy • Impact: <ul style="list-style-type: none"> - How to balance “unfinished business” of MDP3 with new demands; maintain focus on MNLF but... - Identify critical factors and focus to generate impact • Sustainability <ul style="list-style-type: none"> - Identify “minimums” that can guide targets and deliverables - Mainstreaming and institutionalize programs with LGUs and other local governance structures • New Programme and programme for MILF have to operate parallel to each other: <ul style="list-style-type: none"> - New MDP as “big brother/sister” providing best practices to MILF programme and other peace and development initiatives - Identify points of interphase with JNA - New programme to develop “models” • Compare ARC & PDC approaches and what might be learned from the former • Possible strategies: <ul style="list-style-type: none"> - Clustering - Equity-based livelihood for new areas and the unserved ones from MDP3 - Integrated support for the PDCs that are ready for it - Parameters: 1 sustainable livelihood per PDC? Organization-based delivery? • Need for indicators of social transformation • Include gender and spirituality dimensions

C. Emerging "Dimensions"

1. Promotion of a Culture of Peace towards peacebuilding and conflict transformation

Issues	Level of Concern	Stakeholders Recommendations
Name calling labelling, stereotyping Muslims as rebels, misunderstanding because of biases, discrimination and racism	Zamboanga Sibugay, Sarangani, Lanao Norte, Maguindanao, Tawi Tawi, Cotabato, S Cotabato, MDP staff, SK, UN	<ul style="list-style-type: none"> • Peacebuilding information, education, communication • Legislation for the inclusion in the development of curriculum • Popularize COP with LGUs, military • Integrate Culture of Peace in all components • Peace Advocacy in Islamic context • Role of media in peace reporting, inclusion of culturally sensitive reporting • Inculturation for peace that addresses intergenerational and multicultural perspectives; involving institutions that can sustain these (i.e., academe, religious institutions) <ul style="list-style-type: none"> - Peace education (community-based and formal educational institutions) - Peace advocacy
IEC contribution to peacebuilding	Palawan	<ul style="list-style-type: none"> • IEC contribution to peacebuilding: <ul style="list-style-type: none"> - Providing information creates awareness and understanding - Awareness makes participation in community development possible - Will help communities appreciate the purpose, objectives and limitations of development projects - Can promote appreciation of roles, responsibilities (and counterparts), rights and privileges with respect to development projects - Will discourage "dole out mentality" (i.e., knowledge of counterparts); this will reinforce sustainability of projects
How to effectively engage the LGUs in the Promotion of the Culture of Peace.	Davao del Sur Lanao Norte, Sarangani, Zamboanga del Sur, Sibugay and Zamboanga del Norte	<ul style="list-style-type: none"> • Creation of Peace Officers (focal person to look after peace and development effort • Additional law enforcers, to go after lawless elements • Local Peace Monitoring
Peace advocacy as a multi-stakeholder mission	Sultan Kudarat, Cotabato, South Cotabato, MDP Staff, Zamboanga del Sur	<ul style="list-style-type: none"> • Promotion of genuine inter-religion understanding for lasting peace in Mindanao • Strengthen PDAL as PDC prime CSO in peacebuilding • Role of traditional leaders, LCEs • Role of women leaders • IEC • Strengthen Balik-katan Peace Movement
So that people will work on peace, from barangay, municipal and provincial	Lanao Norte, Basilan	<ul style="list-style-type: none"> • Declaration of Peace Zone

Issues	Level of Concern	Stakeholders Recommendations
Need to institutionalize conflict transformation competencies among various stakeholders, beneficiaries, advocates, partners	Sulu, Zamboanga Sibugay, Sarangani, Lanao Norte, Maguindanao, Tawi Tawi, Cotabato, S Cotabato, MDP staff, Sultan Kudarat	<ul style="list-style-type: none"> • Prioritize/Sustain COP and Conflict Transformation through trainings, healing/ reconciliation, strengthening traditional systems of conflict resolution, consultations, dialogues, FGDs • Popularize COP with LGUs, military • Integrate Culture Of Peace in all components, • Sustain Peace building and conflict transformation • Facilitate Peacebuilding processes • Traditional leaders • Indigenous and traditional conflict resolution mechanisms such as settlement by "blood money" (bangun; diyah) can help manage conflict at the local level and need to be studied for possible mainstreaming

2. Relief and Rehabilitation

Issue	Level of Concern	Stakeholder Recommendations
More deportees and natural calamities	Tawi-tawi, Cotabato	<ul style="list-style-type: none"> • Need to provide emergency response not only to conflict-affected areas but also to displacements caused by natural calamities and deportation • Relief and rehabilitation is not a stand alone component but a buffer fund
There are still more evacuees/IDPs needing shelter	Maguindanao	Provide shelter assistance to IDPs

3. Basic Services

a. Education

Issue	Level of Concern	Stakeholder Recommendations
<ul style="list-style-type: none"> • High illiteracy rate • Need to integrate Madaris Education to Philippine Education system • Need to access scholarship opportunities for youth • Closure of Al Farouk; UniCEF and DECS promote literacy; how can good manners and right conduct be taught if the Madaris schools are closed? 	Gov't agencies, Maguindanao, Davao del Sur South Cotabato, Zamboanga del Norte, Tawi-Tawi, Lanao del Sur	<ul style="list-style-type: none"> • Expanding access to formal educational institutions by building schools in PDCs • Integrating the Culture of Peace in the curriculum of the educational system (replicating the NDU experience) • Promote non-formal education (NFE) by integrating functional literacy and numeracy in all aspects of capacity building support • Provide scholarships for youth, particularly orphans of MNLF combatants and those tat are out of school • Madrasah (addressing discrimination against madaris; policy support; encouraging LGUs to support using SEF specifically through the Local School Boards) - linkages with other governance programs (LGSPA in ARMM) or through BDPs • International scholarship program "World Class future Muslim Leaders" • Specialized allocated scholarship slots

b. Health

Issues	Level of Concern	Stakeholder Recommendations
<ul style="list-style-type: none"> • Lack of health personnel, health facilities • Increase of malnutrition cases • Health services should be based on need and demand 	<p>MDP staff, Lanao del Norte, Maguindanao, Sarangani, Sulu, Tawi-Tawi, Government Agencies, UN</p>	<ul style="list-style-type: none"> • Need for health personnel at the barangay level <ul style="list-style-type: none"> - Mobilize BMW as educators and trainers for RH • Need to improve access to health services at the barangay level <ul style="list-style-type: none"> - Equip health stations with facilities and equipment, and needed capacities • Health services are sometimes donor or supply –driven rather than needs driven and culturally appropriate <ul style="list-style-type: none"> - Improve the health management information system to identify local health needs and priorities - Promote traditional health practices - Improve the health referral system • High incidence of water-borne diseases <ul style="list-style-type: none"> - Providing water and sanitation systems • Concern about IPHO delivery of RH support <ul style="list-style-type: none"> - Review the criteria of RH-able communities - Training/tapping BHWs from the PDC instead of training IPHO selected health workers who are not from the area - Improve management practices - Improve coordination to prevent duplication of RH services - Strengthening monitoring and evaluation over RH projects • On the criteria for determining areas to be provided assistance: <ul style="list-style-type: none"> - Revisit the criteria - Flexible application of the criteria • Ensure access to basic health services especially priority barangays • Local health systems developed • MHDO Role: <ul style="list-style-type: none"> - Mindanao-wide health data banking - Linkaging, networking of foreign/local partners for resource accessing/ mobilization - Provision of over all direction - Monitoring and coaching • Not limit the concern for health to the technical practitioners. Instead, in order to have a broader concept of health and health-related issues, grassroots capacities (i.e., ways of identifying issues using participatory approaches and appreciative inquiry, etc.) need to be built up • To meet the need for more midwives, train community members using the stepladder approach (BHW to midwives) • “Quality of Care” standards needs to be maintained in the delivery of assistance in the new Programme; tools have been developed for this

c. Water and Sanitation

Issues	Level of Concern	Stakeholder Recommendations
<ul style="list-style-type: none"> • High incidence of water-borne diseases • There is no enough water supply for the community, not all barangays have access to potable water supply • Household waste management 	Tawi-Tawi, Sulu, SK, Maguindanao, Lanao del Norte, Zamboanga del Norte, Cotabato, KII (FAO, UNFPA)	<ul style="list-style-type: none"> • Providing community water system • Incorporate sanitation programs • Construction of water tanks for every barangay; old pipes must be replaced • Incorporation of social preparation, organizing for the water association • Waste management program

4. On-Farm and Non-Farm Livelihood (Enterprises)

Issue	Level of Concern	Stakeholder Recommendations
<p>Livelihood assistance support has not been provided to all the communities:</p> <ul style="list-style-type: none"> • Many MNLF have not availed • Cap on project assistance; project budget is not enough to meet the needs of participants and the enterprise requirements • Reduce the number of beneficiaries per project; this can be a cause of conflict • Need to distribute livelihood opportunities to tri-people 	Tawi-tawi, Maguindanao, Lanao Sur & Sarangani, UN	<ul style="list-style-type: none"> • Continue livelihood and enterprise projects; they are relevant to the situation of participants • Streamline the project approval and implementation process • On the cap: project resources should be based on enterprise type and requirements • Equal distribution of resources to tri-people • Cluster of barangays in a municipality to develop a medium enterprise and consider families as producers/ stakeholders • Evaluate and improve CO-FUND, it has high potential as a scheme to make capital available to PDCs • Use the "Tracer Study" as an approach to track the changes that have been brought about by the new Programme • Role of Government Agencies: <ul style="list-style-type: none"> - Validation of community-identified priorities - Assist in the identification of possible suppliers - Provide technical expertise - Designate pointperson at the provincial level • Role of LGUs: <ul style="list-style-type: none"> - Certify the actual delivery of assistance - Monitoring - Follow-up/Technical support to the beneficiaries - "Supervision" - Recognize the importance of dealing with the LCE but the engagement with LCEs should be at the Programme level - Capacity building for LGUs to strengthen capacity to promote and undertake local agricultural development
	Zamboanga del Norte	Create livelihood opportunities for women

Issue	Level of Concern	Stakeholder Recommendations
PDAs cannot avail of livelihood and enterprise support from the Programme. They feel that they are also eligible for assistance. Their participation in the Programme as volunteers has limited their opportunities to earn income.	Basilan, KII	<ul style="list-style-type: none"> • For the provincial PDA League to be recognized as a mechanism for providing livelihood and enterprise support to individual PDAs - For example, PDAL to be provided start-up capital to construct a multi-purpose center which can be used for trainings
Need for capacity building for livelihood and enterprises	Davao del Sur, Gov't Agencies, Cotabato UN	<ul style="list-style-type: none"> • Trainings must be conducted first prior to the provision livelihood opportunities • Skills training for livelihood/enterprise management • Provision of skills training for livelihood has to be coordinated with TESDA & DTI • Utilize or take into consideration the local resource base and capacities of the beneficiaries • Technical assistance should incorporate a full range of support: environmental protection (EIA/ECC); human resource development, skills requirements and marketing • The quality of ILO modules must be preserved in the delivery of capacity building assistance ensure

Issue	Level of Concern	Stakeholder Recommendations
<p>Livelihood can also create conflict:</p> <ul style="list-style-type: none"> • The needs are gargantuan but the supply is scarce. Beneficiary access to livelihood assistance is not equitable • Some areas that were identified as priority were not included. • Community members that were not able to receive assistance developed ill feelings – nagtampo. • Leaders are put in a difficult situation when commitments are not met or delivered – napahiya. • Some leaders concentrated the support to their relatives or only to Muslims. • Can create conflict if livelihood assistance is not sustained • If the analogy is riding a vehicle, MDP3 participants are unsure about the "direction" of their work and whether it is time to "get off" because they've already gotten to where they want to go 	<p>Palawan</p>	<p>Livelihood contribution to peacebuilding:</p> <ul style="list-style-type: none"> • MNLF combatants that have been provided with livelihood assistance will have been assisted in their social integration. Because they are already focused on their livelihood, they will no longer entertain "bad" ideas • The country is in a crisis, so the support is welcomed. The communities covered by the Programme are post-conflict areas and require assistance to be economically rehabilitated

Issue	Level of Concern	Stakeholder Recommendations
Provision of agri & non-agri support did not take off from the stages of PDC growth; <ul style="list-style-type: none"> - Some PDCs that were in the earlier stages were already able to receive agri & non-agri assistance - On the other hand, some Stage 5 PDCs were not able to receive support 	I KII, UN	Provision of agri & non-agri support should be based on livelihood & enterprise readiness of the community and not on the achievement of the stages of PDC development <ul style="list-style-type: none"> - Agri support to focus on main source of income of the community - Non-agri to focus on "increment" (or livelihood that is not the main source) Peace promotive livelihood: <ul style="list-style-type: none"> - Working collectively - Recognizes roles and contributions - Involving partners and their contributions - Recognizing difference in culture and promoting respect for these
<ul style="list-style-type: none"> • Tenurial issues and how these may impact on the provision of agricultural support 	UN Agencies	

5. Governance

Issue	Level of Concern	Stakeholder Recommendations
Benefits of Barangay Development Planning: <ul style="list-style-type: none"> • Provided direction to MDP3 interventions • Prioritization of projects 	Tawi-tawi, Sulu, Maguindanao	<ul style="list-style-type: none"> • Sustain Barangay Development Planning • Ensure participatory processes • Make use of Food Insecurity and Vulnerability Monitoring System, perhaps it can be useful in emergency response and can be used in local planning particularly to food security and nutrition
Stop implementation of projects that were not identified in the BDP	Zamboanga Sibugay, Davao del Sur	BDP should serve as reference for interventions to ensure full implementation of projects
<ul style="list-style-type: none"> • Municipal LGUs are bypassed in project implementation; this leads to duplication, confusion and project failure 	Maguindanao	<ul style="list-style-type: none"> • Inclusion of BDPs in the MDP • BDPs need Programme support to ensure integration into MDPs

Issue	Level of Concern	Stakeholder Recommendations
	UN	<ul style="list-style-type: none"> • Peace-promotive and conflict-sensitive local governance: <ul style="list-style-type: none"> - Expand local development planning processes (infusing a stronger peace and development element to plans; integration with other levels of development planning) - Developing capacities of local legislator for peace-promotive policymaking • Using PCIA in identifying PPAs

D. Integrated Themes

1. Gender and Development

Issue	Level of Concern	Stakeholder Recommendations
<ul style="list-style-type: none"> • Women's participation • Many women still do not have access to services (health, livelihood and education) 	Maguindanao, Cotabato, Zamboanga del Norte, Lanao del Sur, Lanao del Norte, MDP3 staff	<ul style="list-style-type: none"> • New Programme should analyse projects and interventions to ensure that they promote gender and development: <ul style="list-style-type: none"> - Look into the specific effects of project on women - Projects should reduce the vulnerability of women and increase women's capacity - Projects should promote gender equality – equal opportunities, address gender stereotyping • Mainstream women participation and empowerment <ul style="list-style-type: none"> - Participation in programs/projects (because women are good leaders and implementers) - Create women's organization and livelihood projects - Provide more services to women increase their income - Recommended result: 80% of women population in other conflict-affected areas have increased incomes - Mainstream GAD - Ensure specific budget for women and gender-related activities • Psycho-social activities for women, children & men traumatized by the armed conflict
Women's Rights	Tawi-tawi	Promote the rights of women <ul style="list-style-type: none"> - Result of broken families - Address issues of violence against women & children (monitoring, reporting on cases to the barangay, mediating, etc.)

Issue	Level of Concern	Stakeholder Recommendations
Representation		Creation of the women council from the barangay municipality and province
Partnership	Lanao del Sur	<ul style="list-style-type: none"> • Critical partnership among the different tribes and gender • Promote partnership among men and women in PDC development because women are partners <ul style="list-style-type: none"> - Educate women on their roles and involvement • Educate men on understanding the roles and rights of women and the changing roles of women

2. Environment

Issue	Level of Concern	Stakeholders Recommendations
<ul style="list-style-type: none"> • Need for new units of dump trucks which can also be used for transporting sick persons & during armed conflicts • Solid waste/household waste management will impact on the health situation of the community 	Tawi-tawi, Lanao del Sur, MDP3 Staff	<ul style="list-style-type: none"> • Additional dump trucks for SWM • Expand the coverage of the program to include solid waste management • Projects should not endanger the environment

3. Multiculturalism

Issue	Level of Concern	Stakeholders Recommendations
Need to move from "tri-people" perspective to a multicultural one	Cotabato, South Cotabato, Government Agencies	Multiculturalistic and crosscutting

III. PARTICIPATION ISSUES

A. Moro National Liberation Front (MNLF)

Issue	Level of Concern	Stakeholder Recommendations
<ul style="list-style-type: none"> • Need to clarify roles of MNLF in the programme • Instances where selection of beneficiaries prioritized MNLF relatives • Current splits among MNLF leaders may cause delay in programme implementation; accountabilities may not be identified clearly. • It is unhealthy to make shortcuts in implementing development interventions as it can disrupt relationships within the MNLF and between MNLF and the programme 	<p>Cotabato, Maguindanao, Lanao del Sur, Lanao del Norte, Sultan Kudarat, MDP Staff, KII, Palawan</p>	<ul style="list-style-type: none"> • New programme to recognize and respect MNLF leadership and structure • MNLF as critical partner • There should be coordination mechanisms with MNLF • Recognition of MNLF roles – consultant, coordinator, endorser, advocate, member of Council of Elders and peacemaker particularly for Purposes 2 & 3 • In expanding areas of coverage, recognize role of MNLF in creating more PDCS • MNLF should be part of the monitoring and evaluation mechanism • Employ MNLF members in the programme (as area-based staff). MDP-3 hired NUNVs who are not residents of the area • MNLF be represented in the program as an organization especially in policy making aspects of the program • The MNLF is a principal party to the Peace Agreement. The new Programme must reflect this. Some possible Terms of Engagement: <ul style="list-style-type: none"> - Significant matters that concern the MNLF within a State (such as the conceptualization of a program in the area) need to be consulted with/referred to the State leadership first. Affairs of the State have to be referred to the State Chairman as the head of the military and political organization of the MNLF. - The State leadership can then relay Programme matters to the rest of the MNLF structure (i.e., to the Municipal Chairmen) - There are also other people within the MNLF who have designated responsibilities (i.e., for Christian concerns, for economic concerns, etc.) • MNLF leaders (particularly State Chair) should be part/members of the Programme implementers/teams with honorarium and all the privileges • Optimize involvement of State Chair in peace advocacy • MNLF to create a core group to act as task force for the active implementation of programs/projects

Issue	Level of Concern	Stakeholder Recommendations
<ul style="list-style-type: none"> • Gaps in capacities exist among MNLF leaders/State Chairs relative to programme participation <ul style="list-style-type: none"> - Lack of awareness on the peace agreement - Less opportunity to participate - Decision making limited to a few - Some Chairpersons feel that they do not have role in the programme - Not fully aware of the projects - No concrete plan/database - Lack of M & E knowledge • As expressed during the consultations, there is no capability building program for the MNLF leaders/State Chairs • Differences within the MNLF structure as to commitment and capacity 	<p>Maguindanao, Lanao del Sur, Lanao del Norte, MDP Staff</p>	<ul style="list-style-type: none"> • Capacity building support for MNLF • Review, study further peacebuilding mechanism of MNLF structure for the community
<ul style="list-style-type: none"> • Some MNLF have political issues with LGUs 	<p>Maguindanao, Lanao del Sur, Lanao del Norte</p>	<ul style="list-style-type: none"> • MNLF State Chair to sit in the provincial, municipal & barangay LSBs (i.e., POCs)

B. Peace and Development Advocates (PDAs)

Issue	Level of Concern	Stakeholder Recommendations
<ul style="list-style-type: none"> In Phase 3, MDP3 made (some?) PDAs the contact persons of the programme in some areas. This, coupled with the perceived breakdown of interaction between the Programme and the State Chairs, fuelled apprehension over the PDAs 	<p>Cotabato South Cotabato, Zamboanga del Sur, Sarangani, Palawan, Sultan Kudarat</p>	<p>The PDA is somebody from the MNLF who plays the following roles with respect to the new Programme:</p> <ul style="list-style-type: none"> Contact person in the PDC Partners with other agencies in the implementation of the new Programme Perform multi-roles –FLITE-MCMC (Facilitator, Linker, Information Translator, Manager Coordinator, Mobilizer, Catalyst Information dissemination to the communities Provide information to other constituents Provides guidance to the stakeholders Member of the Peace and Order Council of LGUs <p>Advantages of Involvement of PDAs:</p> <ul style="list-style-type: none"> Facilitate programme process in the PDCs Area-based hence they have higher familiarity with on-ground culture and realities PDAs are officers of the MNLF and represent the MNLF in the programme Sustain their involvement as they are experienced in the program Promotes spirit of volunteerism Mechanism of peace and development <p>Selection Criteria (need to be checked against existing PDA Leagues manuals):</p> <ul style="list-style-type: none"> Identified and appointed by the State Chair MNLF member A member of the area to which he/she is assigned <p>Considerations:</p> <ul style="list-style-type: none"> Avoid situations where there could be conflict of interest; e.g., a PDA who also chairs the co-op One PDA per PDC (assumption is one PDC per municipality; but there could be satellite PDCs within the municipality) Signifies accommodation and involvement of the MNLF in the development process and in the Programme implementation; is part of the healing process)

Issue	Level of Concern	Stakeholder Recommendations
With respect to the proposed purposes of the new Programme	Lanao del Norte, MDP3 Staff	<p>Purpose 1</p> <ul style="list-style-type: none"> • Become part of the Barangay Local Council of Elders • Messenger of information during conflict resolution • Mobilize parties concerned in the conflict <p>Purpose 2</p> <ul style="list-style-type: none"> • Facilitate functionalization of the barangay POC (for teamwork and able to perform functions) <p>Purpose 3</p> <ul style="list-style-type: none"> • Disseminate information on the thrust & program of the key players to the community • Link & coordinate the community issues & concerns to partners & key players (SACC, donor agency, NGO, etc.) <p>Other Roles</p> <ul style="list-style-type: none"> • Peace & development advocacy and lobbying • Coordinate with P/MLGU
<ul style="list-style-type: none"> • Possibility of employing the PDAs in the new programme or remunerating them for their work • Need to build their capacities and provide opportunities to heighten their work so that they can effectively perform roles • Injustices to PDAs 	Cotabato, Maguindanao, Sarangani, Davao del Sur, Zamboanga Sibugay, Tawi Tawi, Zamboanga del Sur, Zamboanga del Norte, Tawi-Tawi	<ul style="list-style-type: none"> • Qualified PDAs to be employed as regular staff of new programme • PDAs must receive same benefit as NUNVs; they can do NUNV work; qualified PDAs can be hired as UN personnel • Duplication of roles between NUNVs and PDAs - Instead of NUNVs, keep the PDAs • Capability building for PDAs (monitoring and evaluation, media and communications) • Creation of positions for PDAs • Design interventions to provide for some needs of PDAs • Accreditation in the LSBs • Add more PDAs to cover more war zone areas not included in the PDC • Develop capacities of PDAs so they can be future political leaders
<p>Relationships of PDAs and other actors</p> <ul style="list-style-type: none"> • Established relationships with key stakeholders • Need to respond to instances where relationship need to be ironed out • Need to rationalize roles of PDAs and NUNVs and clarify interfacing of such functions 	Cotabato, Zamboanga del Norte, Davao del Sur, Zamboanga del Norte, Lanao del Norte, KII, Maguindanao, Zamboanga Sibugay	<ul style="list-style-type: none"> • Good relationship between LGUs (Barangays, Municipalities) and PDAs • Misunderstanding between PDAs and barangay officials on politics • LGU-PDA partnership not yet clear/needs to be strengthened • Misunderstanding among PDAs • Influential in the community • Complementation among PDAs and other stakeholders • Stop the hiring of NUNVs who are not from the areas • All provinces should have NUNVs

C. Peace and Development Advocates Leagues (PDAL)

Issue	Level of Concern	Stakeholder Suggestions/Comments
<p>Status of PDAL</p> <ul style="list-style-type: none"> • Sustaining its operations and keeping its relevance in peace and development efforts 	<p>Cotabato, Maguindanao, Sultan Kudarat, Basilan, Lanao del Sur, Sulu, Sarangani, Davao del Sur</p>	<ul style="list-style-type: none"> • Strengthen PDAL as PDC-Prime CSO in peace building • Build/strengthen LGU-PDAL partnership in peace building • Provide technical assistance to PDAL • Provide financial support for PDAL administration and operations <ul style="list-style-type: none"> - Provincial PDA office - This can also be provided by the LGU for the services provided • Need to accredit PDAL with the LGU (SP,SB) to involve them in governance processes (LSBs)
<p>Role of PDAL</p> <ul style="list-style-type: none"> • Clarifying roles and ensuring its value-adding dimensions 	<p>South Cotabato, Lanao del Sur, Basilan, Maguindanao, Sultan Kudarat, MinSuPala PDAL</p>	<ul style="list-style-type: none"> • One of the vehicles for peace and development; a known and model group of peace and development advocates, bringing together all classes of people to work together and participate in the promotion of the culture of peace, widening understanding, respect and acceptance amid cultural diversity and regional affiliation • PDAL as programme mechanism, as ground partner of the new programme – community organizer, mobilizer, facilitator, supervises PDAs • PDAL as an institution contributing to the reduction of, even eliminating, the prejudices and gaps between and among the stakeholders • PDAL as service provider for ARMM on other concerns (i.e., devolution); facilitate LGUS link to other programs; and minimize bottlenecks on devolution • PDAL to facilitate Social Fund support to SK/entire MinSuPala
<ul style="list-style-type: none"> • Defining PDAL relationship with MNLF • Defining relationships with PDTF 	<p>Zamboanga del Sur KII Sultan Kudarat</p>	<ul style="list-style-type: none"> • Reconcile PDAL and MNLF State Chair roles • Sustain Peace and Development Task force Alliance • Need to organize PDTF at municipal and barangay levels • Re-organize Provincial PDTF with mandates

D. Bangsa Moro Women

Issue	Level of Concern	Stakeholder Suggestions/Comments
<ul style="list-style-type: none"> • Clear roles of BMW in programme/project implementation (MinSuPala, province, municipal & barangays) 	Zamboanga Sibugay, Cotabato	Empowerment of BMW <ul style="list-style-type: none"> • Encourage BMW to participate in all discussion
	Lanao del Sur, Zamboanga del Norte, Sarangani, Sultan Kudarat	Organizing widows Provision of services <ul style="list-style-type: none"> - To disadvantaged women such as widows - To MNLF wives, especially widows, and also orphans, to uplift standard of living
BMW are excluded as beneficiaries because focus is given to MILF	Lanao del Sur, Sarangani, Davao del Sur, Sultan Kudarat	<ul style="list-style-type: none"> • 2 BMWC areas in Lanao del Sur (1 per district) should be recognized as PDCs • Define specific budget and technical and financial assistance, provide office with equipment and facilities

E. Barangay LGU

Issue	Level of Concern	Stakeholder Recommendations
Barangay LGU expressed their desire to be active partners in the new peace and development program	Palawan	Contribution to peacebuilding barangay LGU: <ul style="list-style-type: none"> • A prosperous and healthy barangay contributes to peace • Many conflicts start at the local/barangay level. It is important that conflicts are dealt with at that level to prevent the escalation of conflict • Barangay LGU is the legitimate expression of government in the locality • Barangay officials are familiar with people in their area; they can vouch for the standing of people who will be involved in the peace effort (i.e., projects) • Barangay can help identify local needs and ensure that the approach is from the bottom going up • It appears that it is easier to engage the barangay LGUs because they could be easily approached and are more receptive

Issue	Level of Concern	Stakeholder Recommendations
With respect to the proposed Purposes of the new Programme	All provinces, MDP	<p>Purpose 1:</p> <ul style="list-style-type: none"> • Maintain peace & order • Enter into and support a local peace covenant • Enactment of, create & implement barangay ordinances • Conduct meetings and consultations • Participate in conflict prevention, management, resolution • capacitate the BPOC, tanods, BADC, Katarungan Pambarangay • Peace and development plan incorporated in the BDP <p>Purpose 2:</p> <ul style="list-style-type: none"> • Monitoring and evaluation • Data gathering • CO facilitator • Linkager • Ensure Representation of the PDA & PO to the Barangay Council • Convene the Barangay Assembly • Support the PDCs/PDAs • Generating other resources for the PDCs from other sources (not just UN) • To encourage other barangays (expansion) • Execution of MOA before all peace and development programmes are implemented <p>Purpose 3</p> <ul style="list-style-type: none"> • Peace and development partners • Consultative Assembly • Full support to the programme & to the peace advocates • Communication • Mediation • Ensure representation of tri-people/CSOs/PS

F. Municipal and Provincial LGU

Issue	Level of Concern	Stakeholder Recommendations
<p>The municipal LGUs wants an active role in the new peace and development program</p> <p>Factors that constrain LGU involvement in peacebuilding and consequences:</p> <ul style="list-style-type: none"> • Lack of LGU awareness of the Final Peace Agreement; this limited the capacity of LGUs to promote the FPA to the grassroots • It was a top-down approach; LGUs were not consulted; their involvement in the FPA is not clear • There appears to be no "mandate" or directive from the central government regarding LGUs and the peace agreement • Regarding LGU involvement in specific activities, sometimes invitations or notifications come late hence making LGU involvement ineffective • Lack of accurate information fueled apprehensions and fears on the part of some LGUs that the MNLF would take over governance at the local level • Changes in administration would impact on the continuity and sustainability of projects • Some LGUs are not very familiar with armed/violent conflict; this may explain why peacebuilding does not become a priority 	<p>All provinces, UN</p>	<p>LGU contribution to peacebuilding:</p> <ul style="list-style-type: none"> • LGUs are the organic and institutional expression of governance; it is important to involve them • LGUs can help explain government response to peace challenges and can help quell the fears and apprehensions of communities • LGUs can ensure that PDC plans are included in the annual priorities of the LGU • Ensure the sustainability of peacebuilding and conflict transformation by working with and through LGUs and other local governance structures

Issue	Level of Concern	Stakeholder Recommendations
With respect to the proposed Purposes	All provinces, MDP staff	<p>Purpose 1</p> <ul style="list-style-type: none"> • Peace building a part of LGUs concerned • Adopt/strengthened task force for peace and development • Enactment of pertinent resolution/ ordinance pertaining to peace building • Creation of council of elders at the municipal level • Focal persons in peace building advocacy program • Strengthening the organized multisectoral groups • reorganize/activate PDTF • Provide support for capacity building <p>Purpose 2</p> <ul style="list-style-type: none"> • LGUs counterpart on peace building • Establish effective monitoring and evaluation of PDC performance <p>Purpose 3</p> <ul style="list-style-type: none"> • Adopt PDCs and CSOs and MNLF members as critical partners • LCE immediate actions • Confidence building measures among stakeholders and LGUs • IEC on advocacy to ensure transparent and accountable governance • Regular results assessment at all levels • Assist/Facilitate in the accreditation of PDALs • Key player in the PDTF

G. Government Agencies

Issue	Level of Concern	Stakeholder Recommendations
<p>Participation of government agencies in the program</p> <ul style="list-style-type: none"> • Are the agencies supportive of the programme? • Are the agencies' services/ assistance to the PDCs peace-sensitive or focused on peace building? • Do agencies have a common framework in peace and development? • Should funds be downloaded to government agencies? 	<p>Government Agencies: ARMM and non-ARMM areas – (DepED, DOH, MHDO, DTI, TESDA, DENR, DOST, DOLE, DA, DAR, DILG, OCD, ODA, DSWD, RPDO, RPDO, CSC, BPI, TMS-ORG)</p> <p>Provincial, MDP Staff, UN</p>	<ul style="list-style-type: none"> • Provision of technical services/assistance to the PDCs, LGUs through training, linkages to resources on: <ul style="list-style-type: none"> - Livelihood & enterprise development - Marketing - Leadership - IEC - Planning, etc. • Resource allocation • Supervision, Monitoring and evaluation of projects • Implementation of projects • Convergence of efforts among agencies • Integration of peace and development in agency programs • Advocacy • Address issues of irregularities/negligence and strengthen transparency and accountability of government agencies

H. Military

Issue	Level of Concern	Stakeholder Recommendations
<ul style="list-style-type: none"> • Perceived military abuses when ensuring peace & order" or when operating in PDCs • Military as PDAs by 2005 	Sarangani	<ul style="list-style-type: none"> • No firearms allowed to be allowed/displayed conspicuously exhibited in PDCs • Peace dialogues • Security assistance maintaining peace zones <p>Purpose 1</p> <ul style="list-style-type: none"> • Involve in Task Force for security • Involve in community-based civil works • Maintaining peace zones • Regular updating of security incidents • Disaster preparedness mitigation <p>Purpose 2</p> <ul style="list-style-type: none"> • Skills trainors • Peace advocates • Policy-based (CADC vs. government policy on agro-based livelihood) <p>Purpose 3</p> <ul style="list-style-type: none"> • Security assistance • Health/infrastructure

I. Traditional Leaders, Religious Leaders

Issue	Level of Concern	Stakeholder Suggestions/Comments
No knowledge about MDP3 Lack of coordination and understanding Solo decisions (datu & vice-versa)	So. Cotabato, Cotabato	<ul style="list-style-type: none"> • LGU to tap leaders in settling problems and conflicts • Local leaders recognized by the SBs and were enjoined in governance activities

J. Media

Issue	Level of Concern	Stakeholder Suggestions/Comments
With respect to the proposed Purposes	Jolo Palawan Sarangani Province South Cotabato	<p>Purpose 1</p> <ul style="list-style-type: none"> • Peace promoter <ul style="list-style-type: none"> - Coverage - News production/ documentation to advocate and popularize culture of peace - Promote public journalism (people's access to peace) - building bridges of peace • Peace program <p>Purpose 2</p> <ul style="list-style-type: none"> • Promote peace education on air • Regular forum on peace & development • Serve as channel of the communities/PDCs and other conflict areas • Social mobilizer for peace • Clarify root causes of conflict • Resource accessing thru referral <p>Purpose 3</p> <ul style="list-style-type: none"> • Prioritizing peace programs • Partners of PDCs • Same as Purpose 1

K. CSOs and Individuals

Issue	Level of Concern	Stakeholder Recommendations
	MDP Staff, Zamboanga del Sur, Maguindanao & Cotabato	<ul style="list-style-type: none"> • Roles in the Peace Effort: <ul style="list-style-type: none"> - Peacemaking and Peace Settlement - Dialogue Handling - Process Observers - Accompaniment - Interpositioning • Continue peacebuilding initiatives at the local level/partner implementers • Work for accreditation in LSBs • PDAs/CSOs active membership in the LSBs • Facilitators of community planning, project implementation & evaluation • Partner-implementer in the delivery of services depending on the focus of the CSO • Strengthening of POs with the support of stakeholders: <ul style="list-style-type: none"> - Respond to poverty reduction and income generation - Strengthen self-help orientation - Sustaining peacebuilding movements - Effectively participate in local governance • Work for CSO consortium/alliance establishment • Strengthen communication and coordination between PDCs & NGOs • Provide TA to LGUs (barangay & municipal) • Legislative advocacy of the issues that affect the PDCs • Assist local officials in the making of barangay resolutions to strengthen PDC)

IV. INSTITUTIONAL ARRANGEMENTS

A. National Execution Arrangement

Issue	Level of Concern	Stakeholder Recommendations
The MDP3 was perceived as solely a UN programme	Palawan	<p>Ensuring appreciation of the GOP-UN nature of the new programme:</p> <ul style="list-style-type: none"> • There needs to be clarity about the cost-sharing and institutional arrangement between GOP & the UN agencies. This needs to be made known to LGUs and agencies through directives and instruments. • Government is not very visible at the field level; UN more visible • PDCs are not able to access support from LGUs, this fuels the perception that the support is only available from the UN. One way to address it is to ensure the PDC priorities are incorporated in the BDPs and in the municipal plans • There needs to be a clearly designated government agency to anchor and lead in behalf of the government
<ul style="list-style-type: none"> ◦ Central Government Involvement • Decentralized <ul style="list-style-type: none"> - NEx is bureaucratic and must be decentralize e.g. program management and implementation 	Government Agencies	<ul style="list-style-type: none"> ◦ Government-executed <ul style="list-style-type: none"> - Executed by the national government (from national to regional to provincial levels) - Decentralized and GoP-led at regional/local levels (with all program components implemented) and with clear geographic disaggregation • Characteristics <ul style="list-style-type: none"> - Complicated but good for coordination purposes - Encourages convergence - Uses existing structures - Autonomy in administrative/fiscal matters/arrangements - Free from political interventions - When the impact is felt and seen at the grassroots level - When it has cascaded down to the local unit - Effective and efficient delivery of services - With prime stakeholders' participation - Active involvement of RDC - Clear-cut direction - Resources are available on hand - Wide-based participation - Target population or beneficiaries

B. Joint Programming

Issue	Level of Concern	Stakeholder Recommendations
Joint Programming	UN	<ul style="list-style-type: none">• All Programme stakeholders and service providers must have the same thinking regarding the new Programme (peacebuilding)• Regular processes for reviewing the effectiveness of approaches• More effective inter-agency ways and mechanisms for addressing critical programming issues (e.g., criteria) All stakeholders should have a shared understanding/appreciation and expectation of peacebuilding• Planning• Identifying adjustments that each agency is willing to make to facilitate joint programming• Shared identity means:<ul style="list-style-type: none">- Recognition of efforts of participating agencies- Create awareness of the Programme through IEC based on a Communications Plan- Incorporate the Programme in the "component modules"

C. Executing Agency

Issue	Level of Concern	Stakeholder Recommendations
<ul style="list-style-type: none"> EA should cover Southern Philippines and not just Mindanao EA should be able to address not just economic but the broad range of concerns that underpin peace and development 	Government agencies, MDP Staff, UN, Palawan	<p>Options for an Executing Agency:</p> <ul style="list-style-type: none"> Designate a national (not "regional") government agency (e.g., DA, etc.) Create an inter-agency body (Commission) that reflects not just the economic but also the other dimensions of the roots of the conflict; hence the involvement of different agencies; the MNLF should also be involved in the commission <p>Roles:</p> <ul style="list-style-type: none"> Overall accountability and responsibility for the Programme Overall Programme supervision Policy making/formulation, review/modification Develop Programme direction in consultation with implementing units Programme concurrence monitoring and evaluation Coordinating and consolidating Provision of knowledge technical base support to Programme staff Ensure timely availability of funds and the transparent and judicious use of funds Forge partnerships at national and international level to gain support for the Programme Enhance inclusiveness of Programme beneficiaries Databanking Needs assessment Project verification for approval <p>Others:</p> <ul style="list-style-type: none"> Implement NEx that recognizes E.O. 125 EA should cover Southern Philippines and not just Mindanao EA should be able to address not just economic but the broad range of concerns that underpin peace and development Mindanao-level/based PMO with: <ul style="list-style-type: none"> Program Manager (lead executing agency) Regional Program Coordinators
Composition	Government Agencies, UN	<p>Candidate Agencies:</p> <ul style="list-style-type: none"> MEDCo DILG OPAPP NEDA DBM MHDO Revive SPCPD Create a Commission

D. Implementing Agencies

Issue	Level of Concern	Stakeholder Recommendations
Implementing Agency Roles	Government agencies	<p>Roles:</p> <ul style="list-style-type: none"> • Adopt convergence of services/ resources/roles (clarification) of involved agencies in the Programme • Direct implementation of Programme activities and targets • Facilitate delivery of interventions • Ensure transparency/timely delivery of services • Service delivery through partnership • Facilitate forging peace covenant and partnership among stakeholders • Ensure sustainability and consistency of support from the EA, PMO and UNMDP • Project implementation monitoring and assessment • Active advocacy of conflict management and resolution among institutions • Technology development as input of line agencies (to be documented) • Operational research • Submission of proposal • Linkaging • Communication <p>Others:</p> <ul style="list-style-type: none"> • Include funding/financial institutions • Maximize Bangsa Moro groups in the implementation • Clarify level of agencies as to regional down the line • Complementary planning process at the start of implementation) (identification of focal persons
Composition		<ul style="list-style-type: none"> • PIA MindaComNet to implement/lead advocacy/social mobilization in programs/ projects • LGU-PIA close tie-ups on advocacy <p>Composition:</p> <ul style="list-style-type: none"> • LGUs • ARMM • UNMDP • Agencies: NEDA, DILG, DAR, DA/DAF, DENR, DOH (i.e. DOH-CHD), DSWD, DepEd, CHED, DOST, TESDA, DTI, PIA MindaComNet, etc. by component

E. Programme Management Office

Issue	Level of Concern	Stakeholder Recommendations
PMO Roles	Government Agencies, MDP3 staff	<p>Roles:</p> <ul style="list-style-type: none"> • Provide Programme directions and strategies • Inclusive Programme management and operation <ul style="list-style-type: none"> - Orchestrate planning - Implementation and management of day-to-day activities/ - Coordination - Programme administration, control, management - Manage funds and resources in a transparent manner • Operating systems (baseline, PDC assessment, and monitoring and evaluation, benchmarking and feedback mechanism) and administrative and financial system • Consolidation of Programme outputs, logistical support and facilitate funding of activities • Technology development as input of line agencies (to be documented) • Facilitate information sharing • Communicating program directions and strategies <p>Others:</p> <ul style="list-style-type: none"> • Unitary structure for area-based specialists • IA to assign focal person for each sector instead of a unitary structure for area-based PIME • Inclusion of qualified Bangsa Moro • Less politicized • Separate PMO for ARMM • Should be Mindanao-based, lean, and with regional coordinators • Create MDP 4 TWG • Convergence meeting to come up with a SMED Plan for PDCs and PDAs
Composition		<p>Composition:</p> <ul style="list-style-type: none"> • Program Managers • Area Managers • Provincial/Area Coordinators • Finance Staff • Admin Staff

V. PROGRAM MANAGEMENT ISSUES

A. Administration

Issue	Level of Concern	Stakeholder Recommendations
<ul style="list-style-type: none">• Supervision issue between program, coordinators & personnel• No development program for staff• No standardized salary scale• Non functional operations manual• Unclear organizational structure• MIS<ul style="list-style-type: none">- No system to generate periodic information of best practices- Disorganized data- No proper archiving- No intra-assessment/ planning of components- Poor coordination	MDP Staff KII	Clear organizational structure

B. Finance

Issue	Level of Concern	Stakeholder Recommendations
<ul style="list-style-type: none">• Abrupt change in financial system	MDP Staff	

ANNEX F

ACT for Peace Programme Component Details

Overview

1. The ACT for Peace is a peacebuilding and conflict transformation programme. Beyond merely responding to the physical and social reconstruction of areas affected by armed conflict, it seeks to respond to the complex situation of conflict in Mindanao, which involves a range of ongoing, potential and post-conflict situations in the target areas. It thus entails interventions to support and sustain peace as well as build human security in these conflict situations, such as, among others: a) relief and rehabilitation of areas affected by ongoing armed conflict, and also in post conflict areas; b) building local capacities for conflict prevention and peacebuilding in areas of potential conflict, as well as in post-conflict situations; c) basic service delivery and capacity-building for conflict prevention in conflict and post-conflict areas.
2. The Programme seeks to strengthen peacebuilding efforts and sustain the gains for peace and development in Southern Philippines. It shall work with multiple stakeholders and promote peaceful change at different levels. Social capital, which is essential to peacebuilding, shall be strengthened through the consolidation of people's organizations and other community-based social formations. To support the promotion of human security objectives, the Programme shall assist people affected by violent conflicts; provide access to basic services; promote good governance, articulate common goals while recognizing and strengthening distinct cultural identities; and encourage strategic alliances for peace work involving civil society organizations, communities, religious groups and government. The conflict transformation capacities of local governments will be enhanced.
3. The ACT for Peace Programme is consistent with the national framework, particularly EO #3, Chapter 14 of the 2004-2010 Medium-Term Philippine Development Plan and Agenda #9 of the 10 Point Agenda. It shall build on the gains of the GOP-UN MDP3 and shall seek to collaborate and converge with other peace and development initiatives operating in the area.
4. The succeeding sections describe in detail the *sectoral and other issues* that each Component will address, the *areas of assistance* that are meant to effectively respond to the issues, *specific interventions* that are consistent with the principles that govern the Programme, and *strategies for implementing and delivering the assistance*.

Principles that Guide Programme Implementation

5. The implementation of the ACT for Peace shall be guided by strategies, approaches, interventions, principles, processes, that promote the establishment and strengthening of horizontal and vertical relationships which are essential for peacebuilding.

a. *Principles for Building and Strengthening Horizontal Relationships (Binding)*

- **Peace-oriented interventions.** Refer to initiatives that are acknowledged to be consistent with generally accepted tenets of peace efforts; hence, they can be described as peace-based, peace-sensitive, or peace-promotive.
- **Rights-based approach to local governance and development management.** This means that the human rights framework and principles/concepts of rights entitlements and state obligations and the normative content of every right are applied systematically and methodically to development and governance processes at the strategic development planning, policy and legislation, administrative functions, programs and service delivery levels.
- **Participatory.** Deliberate efforts to identify and meaningfully involve and engage stakeholders that are regarded as important to the development undertaking. This suggests the desirability of engaging as many stakeholders as possible and the intentional inclusion of marginalized groups; and also suggests the need to build consensus among the engaged groups.
- **Demand-driven.** A conscious approach of service providers to identify, design, respond to, and serve the expressed needs of clients. This requires a supporting process that encourages the active and informed participation of clients.
- **Flexible.** Guided by the principles and approaches that define the Programme framework, Programme implementation shall nevertheless take off from concrete and current conditions and actual capacities and concerns of participants and stakeholders; and shall be iterative. Programme processes such as regular monitoring, and systematic exchange of field information among implementers, the PMO and the OIA shall ensure effective and quick response to pressing developments.
- **Culture-sensitive.** Premised on respect for local (which can be traditional or indigenous) practices, beliefs and traditions. It also refers to the ability to adapt and innovate implementation strategies and approaches that are appropriate to the local culture.
- **Gender-responsive.** Recognizing that women and men are affected by conflict differently with the former most affected by its negative consequences, the Programme's concern for women's rights will address the gender dimensions of conflict. Ensuring improved access by women to services and resources, and increasing awareness and knowledge on women's rights not only among women but also of the larger community (e.g., LGU, judiciary, military, and police, etc.) are peace promotive and conflict preventive initiatives.
- **Concern for the Environment.** The Programme will integrate concern for the environment in its initiatives. Accountability for the environment is among the paths to peace promoted in the Culture of Peace and is embedded in the sustainable integrated area development strategy exemplified by PDCs. The design and appraisal of projects will include measures to ascertain whether the planned activities will have any impact on

the environment. For instance, mitigating measures will be required of construction activities (e.g., barangay health stations, etc.) that will have negative impact on the environment. Farm projects will emphasize conservation of genetic, water and soil resources and the regeneration of the agricultural and upland ecosystems. As for non-farm economic projects, care will be taken so that the Programme will not assist pollutive or resource-depleting activities.

- **Convergence.** Pooling of initiatives and resources to achieve a common set of objectives. It suggests a shared understanding of the philosophy or the framework that governs the collaboration. It also indicates willingness of stakeholders to come together in the planning, implementation, monitoring and evaluation of development interventions, and in the management of risks. Convergence could also contribute to the attainment of the specific mandates and objectives of the individuals/groups involved.

b. Principles for Establishing and Strengthening Vertical Relationships (Linking)

- **Mainstreaming.** Purposeful efforts to bring into the "mainstream" (formal agencies/institutions, established norms, etc.) development efforts and changes that may have been initially undertaken "outside of the mainstream or at the periphery." This suggests bringing in the changes that have been developed outside the mainstream, and possibly, scaling them up.
- **Institutionalization.** Deliberate efforts to "make the changes stick;" expressed in terms of regularizing and integrating the changes in policy, procedures, processes, roles and behavior of individuals and groups to enhance accountability and to optimize application/utilization. Change needs to be "managed" to ensure that the application is sustained beyond the initial development intervention.

Towards achieving:

- **Sustainability.** The result of the melding and aggregation of the effects of "horizontal and vertical" relationships and changes brought about by peacebuilding; suggests the improved capacity of individuals and groups to be generally "self-propelled" (not requiring major external stimuli) and to have better and more effective initiatives in responding to new and more complex challenges.
- **Impact at the community level.** The Philippine Peace Framework recognizes the community-based nature of peace work. Promoting changes at the community level will address factors such as deprivation of group access to opportunities, political marginalization and pronounced state neglect that are regarded as roots of violent conflicts. Community-based approaches will also facilitate changes in the behavior of individuals, households and groups which are essential towards developing and promoting a culture that is oriented for peace.

15. Programme delivery shall be carried out in a manner that promotes convergence and integration of the component strategies and approaches. It is very important that those involved in the execution and management of the Programme as well as those mobilized to implement projects and assistance, to provide support and to collaborate level off on the

framework (concepts, principles and strategies) that inform ACT for Peace. The Components shall systematically build on each other's gains. Programme mechanisms and processes such as regular meetings to discuss and thresh out concerns and to jointly respond to issues shall be set in place to put complementation among Components and concerned agencies into effect.

16. ACT for Peace shall actively collaborate, complement and partner with other peacebuilding and development-oriented programs to avoid overlaps and duplication, and to ensure the sustainability of the gains and the mainstreaming of the successes of Peace and Development Communities.¹

A Programme Approach that is Peace-Sensitive and Promotive of Human Security

17. To be an effective peace-oriented effort, the implementation of the ACT for Peace Programme needs to spring from shared perspectives among actors and institutions and a common appreciation of peace and development work, its processes and requirements, and what can be reasonably achieved given concrete challenges and existing capacities of stakeholders. A common Programme framework can inform and guide the stakeholders in pursuing their contributions to the achievement of ACT for Peace objectives. The key concepts of the Framework are initially defined in this Programme Document but can be enhanced further in the course of Programme implementation by learnings coming out of Programme and other experiences. These include key concepts such as conflict transformation, human security, and culture of peace; analyzing through "peace lenses;" the use of peace-sensitive principles, processes and tools; and the development and installation of peace-sensitive measures of Programme performance. The concepts are defined in the Glossary of this document.
18. Conflict transformation is "a process of engaging with and transforming the relationships, interest, discourses, and, if necessary, the very constitution of society that supports the continuation of violent conflict." (Hugh Miall) The culture of peace "consists of values, attitudes and behaviors that reflect and inspire social interaction and sharing, based on the principles of freedom, justice and democracy, all human rights, tolerance and solidarity, that reject violence, endeavor to prevent conflicts by tackling their root causes to solve problems through dialogue and negotiation and that guarantee the full exercise of all rights and the means to participate fully in the development processes of their society." This definition, originally put forward by UNESCO, was adopted by the UN General Assembly.
19. It is also critical for Programme stakeholders to distinguish between development strategies at large and assistance that targets specific causes of conflict. The lack of clarity on how development efforts affect violent conflict (and hence, peace work) has hobbled many initiatives in the past. It is also an acknowledged learning around the world that not all development positively affects violent conflict.²

¹ Some examples are the USAID-Growth with Equity for Mindanao (GEM), KALAHI-CIDSS, Mindanao Rural Development Program (MRDP), the Philippine Business for Social Progress (PBSP), the Philippines-Canada Local Government Support Program (LGSP) and The Asia Foundation.

² *Conflict Prevention NHDR Thematic Guide Note*, UNDP; August 2004, p.9

20. The incorporation of human security in the ACT for Peace Programme Framework is an advantage. Understood as "the safety from such chronic threats as hunger, disease and repression, and protection from sudden and hurtful disruptions in the patterns of daily lives, whether in homes, jobs or communities,"³ human security as a framework element is useful for linking violent conflict (or the prevention of it or the responses to it) and human development.⁴ It is acknowledged that most of all the elements necessary for peace building already exist in the Philippines but problems hobble successful implementation.⁵ A human security policy framework will signal a move beyond the national security approach and will facilitate an integrated and holistic approach to implementing peace work in the country, particularly to peacebuilding in Southern Philippines.
21. In 2003, Mindanao Bishops articulated their concern for human security in the document "A Human Security Agenda for Mindanao."⁶ The five components of ACT for Peace are consistent with this Human Security Agenda, particularly with regards to protecting people in violent conflict (refugees, internally displaced persons); providing minimum living standards (work-based security, secure livelihoods, access to land, credit, training), providing access to basic health care, articulating common goals while developing multiple identities (inter-religious dialogue, culture of peace), empowering communities for good governance (engaged citizenship, social auditing, meaningful elections) and forging alliances among civil society groups, including churches, government agencies and local communities.

Addressing Gender

22. Conflict affects women and men differently. Invariably, it is the former, along with children and the elderly, which are more severely affected by violence. Women affiliated with the MNLF and who have been widowed by the war, and those who have been orphaned are among those identified in the GoP-UN MDP3 Stakeholders' Consultation series as deserving of support from the successor programme. Even in a post-conflict setting, they can end up being relegated to the sidelines because of stereotypes and because their roles in helping families and communities through the conflict are not understood. Studies bear out that the objectives of rebuilding communities and getting them on the road to sustainable peace and development are well served by an approach that recognizes changes in gender relations in relation to conflict and harnesses gender-sensitive perspectives.
23. The ACT for Peace strategies with respect to gender is two-fold: mainstreaming gender⁷ and promoting gender balance. The Programme will mainstream gender in all situational and problem analysis and in project and activity design to ensure that development initiatives incorporate roles, needs and participation of both women and men. To the extent possible, the Programme will also encourage a balance in the participation of women and men

³ Human Security in the HDR 1998

⁴ In the Tabang Mindanaw website, Ambassador Howard Q. Dee is quoted as saying "human security attacks the root causes of rebellion by focusing on the well-being of people."

⁵ *From National Security to Human Security in Mindanao*, Dr. Paul Oquist, UNDP; July 2003, p.10 - 11

⁶ From a presentation made by Bishop Antonio Ledesma, SJ, D.D., to the Joint Annual Meeting of Task Force Tabang Mindanao and Mindanao Bishops in January 2003

⁷ UNDP defines gender mainstreaming as "Taking account of gender concerns in all policy, programme, administrative and financial activities, and in organizational procedures, thereby contributing to a profound organizational transformation" as quoted in the UNDP publication "Essentials" (July 2003)

recognizing that the presence, involvement and dominance of one group in bodies that make decisions and allocate resources can have a differential impact. Constraints likely to affect involvement of women and men, particularly in light of cultural and religious considerations, will be discussed and realistic measures of addressing them identified.

24. These strategies will be further elaborated in each Component. The Programme shall also endeavor to have gender disaggregation as a feature of its information management system.
25. Responsibility for incorporating and keeping track of gender considerations and information in the planning, implementation, monitoring and evaluation of development activities is shared by members of the Programme staff and implementing partners alike. To ensure that this is systematically undertaken, responsibility for gender mainstreaming will be formally lodged with the Area Manager, with advice to be provided by specialists.
26. Because gender equality is a concern shared by other members of the development community, the Programme is prepared to pursue collaboration with other development programs to strengthen gender rights advocacy and to improve the gender perspectives of participant groups, among others.
27. The ACT for Peace will provide capacity building support for gender to target participants, staff and implementing partners. Gender-aware guidelines and gender dimensions will be incorporated in processes, steps and tools with respect to project appraisal, implementation, monitoring and evaluation, and in contract and TOR formulation which shall be contained in the Programme Operations Manual.

Year to Year Programme Emphasis

28. The new Programme shall strengthen existing PDCs (referring to those served under the GoP-UN MDP3) and link them with mainstream sources of support. ACT for Peace will also expand to and cover new areas. To balance these two points of emphasis, the Programme will apply a phased approach which is described by the following table:

Table ACT for Peace Yearly Programme Emphasis

Year	Programme Emphasis	Description
1	Consolidation and mainstreaming of existing PDCs; and expansion to new sites (identification and social preparation of new sites)	Assistance to actors and institutions in areas covered by the GoP-UN MDP3. Undertake initial preparations for the new sites identified as expansion areas.
2 - 3	Mainstreaming of existing PDCs and continuing the expansion process to other sites	Provision of assistance to expansion sites while continuing services to previous sites. Existing sites are into/moving into application of learning and are being linked with mainstream sources of support.
4	Consolidation, mainstreaming and sustainability of PDCs	Provision of assistance in further application of learning and institutionalization of gains

Year	Programme Emphasis	Description
		(processes, systems, function/tasks in peacebuilding and development, ongoing partnership projects, etc.)
5	Sustainability of PDCs; and Programme phase-out	Assistance to enhance institutionalization and to move towards sustainability. Programme Phase-out

Programme Implementation Framework

29. Programme implementation is generally premised on a framework that is meant to rationalize the assistance and interventions to be undertaken over five years. Consisting of five (5) levels, each level represents a point of focus on which Programme efforts and resources will be invested. The levels build on each other and provide a reference with which assistance to the target participants can progress. The application of the five levels will take into consideration the degree of awareness, agreements, access and application already achieved by the 163 PDCs that participated in the GoP-UN MDP3. This framework will also guide the formulation of a stage by stage advancement in the condition and capacities of LGUs and other non-community based peace stakeholders in the course of their participation in the ACT for Peace which will be used for benefits monitoring.

- a. First Level: **Awareness.** Refers to efforts to generate consciousness and appreciation among target Programme participants and stakeholders of key concepts and principles. It can also refer to the degree to which participants come to an appreciation of realities (issues, problems and challenges). It is a key level in that it triggers interest among participants and stakeholders to be involved in the ACT for Peace Programme.
- b. Second Level: **Agreement.** Refers to efforts and processes to secure initial commitment among participants and stakeholders. Depending on the nature of the Component, "agreements" can refer to group formation (i.e., forming an organization or association), collective priorities (i.e., Barangay Development Plan; community economic development projects, etc.), and roles and responsibilities (LGU support to PDCs, etc.), among others. These agreements provide bases on which the ACT for Peace Programme can further ground the assistance that it will provide to the participants. These ensure that Programme support will be relevant because it is grounded on the expressed priorities of participants. In turn, this ensures participant acceptance, support and enthusiasm for the Programme assistance and will contribute towards the sustainability of the assistance or of its gains.
- c. Third Level: **Access.** Refers to the degree to which participants are afforded access to services, resources and support whether directly provided by the ACT for Peace or accessed through mediation by the Programme. ACT for Peace support will ensure participant and stakeholder access to interventions that are consistent with the identified areas of assistance per Component. The specific interventions generally include a) direct services, b) technical assistance, c) Culture of Peace, d) policy, and e) linkages and partnerships.

- d. **Fourth Level: Application.** Refers to the process by which participants are able to apply new found "capacities" owing to the support that they were able access in the previous level. ACT for Peace support in this level will ensure that new or enhanced capacities are applied, thus further cementing the learning through "learning by doing" approaches. Successful implementation though on a modest scale and sometimes, pilot or model basis, leads to improved confidence on the part of the participants and stakeholders. The initial application will also provide a "track record," which many resource institutions require from groups that obtain assistance from them, and which the participants often lack.
 - e. **Fifth Level: Adaptation.** Refers to process by which participants and stakeholders are able to determine the adjustments that they will make in their household, community, group or enterprise practices in order to sustain the capacities or benefits that they were obtain from their participation in the ACT for Peace Programme. Adaptation can also signal the institutionalization of practices and measures at certain levels or the "mainstreaming" of such in established institutions (government agencies, LGUs, etc.)
30. The implementation framework will guide the preparation and delivery of the Programme annual work and financial plan and will guide the development and implementation of projects and activities involving the ACT for Peace participants, in particular, communities, local governments and other non-community-based peace stakeholders.

PDC Stages of Development

31. The PDC or Peace and Development Community is central to the community-based approach of the ACT for Peace Programme. The PDC is the basic social unit upon which the whole peace and development framework of the GoP-UNMDP peace-building programme is founded. Conceptualized as an area where opportunities for development, access to basic services, participation in governance and capability-building for managing and resolving conflicts may take place, the PDC has provided a distinct peace-building dimension to the GoP-UN MDP3.

A PDC may consist of a barangay, or a barangay and adjacent households marked by a convergence of peace-building and development activities. A PDC is a marginalized conflict-affected community which becomes actively engaged in a process of mainstreaming with the help of development partners. Social and economic transformation takes place in the PDC through strengthening the capacity of its community organizations; rebuilding livelihoods through sustainable agriculture and micro-enterprises; rebuilding community infrastructure, and forging linkages with local service providers, including local government units and NGOs, to secure improved access to basic services.

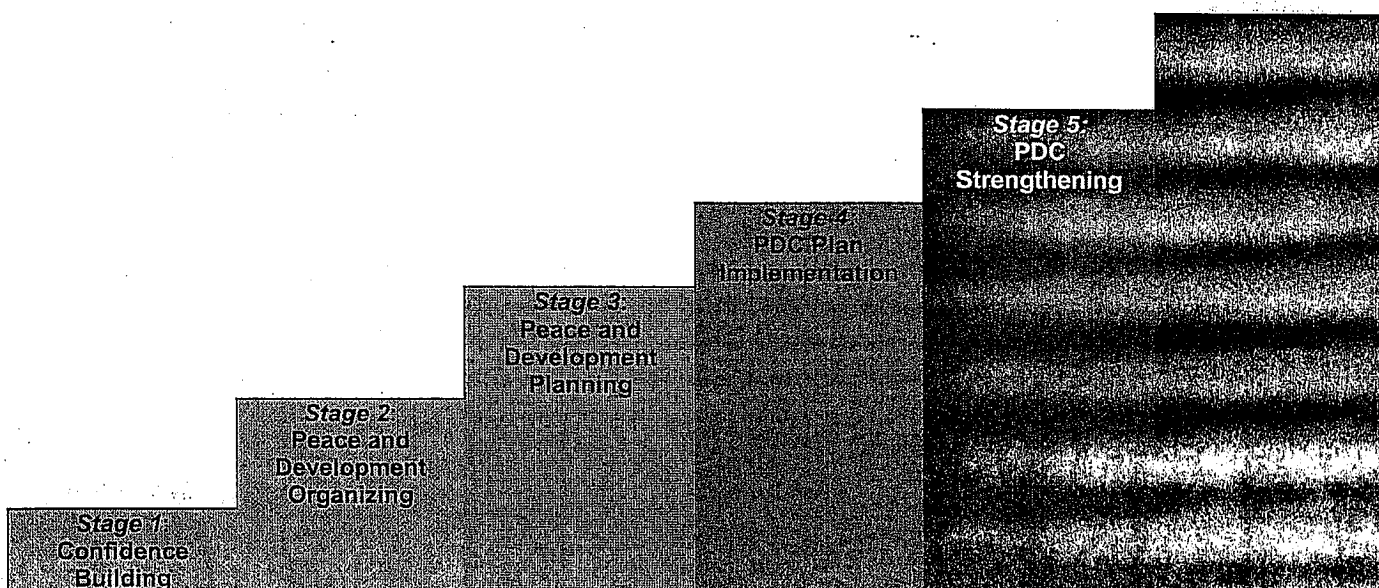
A PDC is also a key production area, which serves as a "resource center" managed by an active cooperative or community association to ensure the equitable spread and distribution of resources among community members, as they build up over time from self-sustaining efforts and external assistance. Such resources may include: community organizations, trained development leaders, trained para-technicians, education facilities, health centers,

household savings pools, enterprise centers, a pool of farm production equipment and farm animals, a cooperative production supply and marketing trading center.

The PDC concept was recognized under GoP-UN MDP3 to ensure sustainability and maximize benefits among stakeholders. The PDCs also serve to facilitate complementation of various inputs from different Programme components as well as other donor-assisted projects. A PDC is marked by the convergence of efforts in a particular area for greater impact.

32. Based on field experience, the GoP-UN MDP3 posits that a PDC evolves and generally goes through six stages of development which are illustrated below. Conceptualized as a ladder and a progression, each stage builds on the achievements of the previous one. The PDC Stages of Development Framework is a social instrument to measure the progress or lack of progress of a PDC. From Stage 1 - the lowest level, a PDC is expected to mature and fully develop over time to reach Stage 6, the highest level. The stages of PDC development and their corresponding indicators are further discussed in detail as Annex C while the status of the GoP-UN MDP3 partner PDCs are presented in Annex D.

Illustration PDC Stages of Development



33. It is estimated that of each stage would entail a certain length of time to successfully accomplish. The table below makes the link between the PDC stage of development and the levels of the Programme Implementation Framework.

Table Correlating Estimated Amount of Time per PDC Stage of Development with Programme Implementation Levels

PDC Stages of Development vis-a-vis Programme Implementation Levels		Estimated Amount of Time ⁸	
		Minimum	Maximum
PDC Stage 1 <i>Confidence Building</i>	Programme Implementation 1 st Level <i>Awareness</i>	6 months	1 year
PDC Stage 2 <i>Peace and Development Organizing</i>	Programme Implementation 2 nd Level <i>Agreement</i>	1 year	1 year
PDC Stage 3 <i>Peace and Development Planning</i>	Programme Implementation 2 nd Level <i>Agreement</i>		
PDC Stage 4 <i>PDC Plan Implementation</i>	Programme Implementation 3 rd Level <i>Access</i>	2 years	2 years
PDC Stage 5 <i>PDC Strengthening</i>	Programme Implementation 4 th Level <i>Application</i>		
PDC Stage 6 <i>PDC Empowerment</i>	Programme Implementation 5 th Level <i>Adaptation</i>	6 months	1 year
Total		4 years	5 years

Projected No. of PDC Taken Up Annually

34. The annual number of PDCs taken up by the Programme will be calibrated such that interaction with PDCs will be at its peak during the first three year with a marked tapering off by the final two years of the Programme. PDCs will be assisted until they "graduate" (i.e., reach the more advanced stages of development as illustrated by Table 3).

Table ACT for Peace Annual PDC Uptake and Progression along the Stages of Development⁹

PDC Stages	Programme Years					Total PDCs over 5 years
	Year 1	Year 2	Year 3	Year 4	Year 5	
Stage 1	3 & 40 new	60 new				263
Stage 2	5					
Stage 3	38	48	60			
Stage 4	75	38	48	60		
Stage 5	42	75	38	48	60	
Stage 6	0	42	75	38	48	

⁸ Based on the experience of the GOP-UN MDP3 and other related peace and development programs.

⁹ Indicative only. The calculated progression of PDC development indicated in Table 3 is based on the pacing of development achieved by PDCs during the Phase Three implementation of the GOP-UNMDP. Data on the status of each PDC is as of June 2004.

PDC Stages	Programme Years					Total PDCs over 5 years
	Year 1	Year 2	Year 3	Year 4	Year 5	
Total PDC Taken Up Per Year	203	263	221	146	108	

Key Activities for Year 1

35. There are key activities that need to be undertaken by the Programme executors and management on the first year. The extent to which they are successfully conducted will impact on participation and performance of key stakeholders in the succeeding years.

- Orientation for the management offices and stakeholders
- Preparation of the Annual Work and Financial Plan (AWFP) through consultative and technical processes
- Selection of sites through consultative and technical processes
- Conduct of baseline study for participating communities and LGUs
- Entering into partnership arrangements with Programme stakeholders and for new PDCs
- Programme systems development and installation (Programme planning system, performance measurement system, monitoring and evaluation, financial management information system, etc.)
- Selection and further capacitation of Peace and Development Advocates (PDAs)

Peace-Sensitive Barangay Development Plan

36. Learnings from the GOP-UN MDP3 affirm the importance of Barangay Development Plans as instruments for communicating the priorities of the PDCs to potential resource providers and as a way of mainstreaming PDC concerns into local governance processes. The ACT for Peace recognizes the importance of peace-sensitive Barangay Development Plans to achieve community priorities, to mainstream peacebuilding and human security and to facilitate the implementation of the Programme.

37. A peace-sensitive Barangay Development Plan is marked by the incorporation of the following elements:

- a. Was formulated in a participatory and inclusive manner
- b. Was formulated with the use of conflict analysis and other tools for identifying development challenges
- c. Has clearly articulated objectives and programs/projects/activities (PPAs) that promote Human Security (at the minimum covering Basic Services and Community Economic Development)
- d. Has clearly articulated objectives and programs/projects/activities (PPAs) that promote a Culture of Peace (COP)
- e. Has clearly articulated objectives and programs/projects/activities (PPAs) that promote the development of conflict transformation capacities of local governments (barangay, municipalities) and communities/groups
- f. Addresses gender issues, the needs of vulnerable groups, and inter-ethnic concerns.

38. The ACT for Peace will assist in the formulation or review and refinement of BDPs, as appropriate, in the existing PDCs and in areas that will be targeted as expansion sites. It is recognized that the BDP will be "broader" in that it will necessary address the institutional concerns of the Barangay Council, etc.
39. The ACT for Peace Programme can opt to focus direct assistance on human security, conflict transformation and COP concerns contained in the formulated BDPs. To make sure that the other priorities of the plan are pursued and addressed, the Programme can help develop the barangay's capacity for resource generation and mobilization, and for monitoring and evaluation.
40. The Programme can also partly derive the priorities for capacity building of target municipal LGUs from the BDP. The Components can have additional processes after the BDP to further generate information on areas that have been identified by the communities as their priority areas for assistance. The information from processes such as mini-Feasibility Studies for livelihood and enterprises and capacity needs assessments (CNAs) for LGUs, etc. will help in the design of Programme assistance.
41. Some of the indicative processes that the Programme may choose to undertake prior to the projected November 2005 Barangay elections are as follows:
 - a. Improving the BDP process and tools to strengthen conflict analysis, human security, conflict transformation and COP aspects
 - b. Developing relationship and partnership with the Barangay leadership and Council
 - c. Assisting the Barangay and the PDCs in preparing the information requirements (CBMIS, MBN, etc.) to support effective and peace-sensitive planning
 - d. Supporting social preparation activities in particular the reconstitution of the Barangay Development Council (BDC) and the conduct of Barangay Assemblies

ACT for Peace Component 1

Strengthening Social Capital for Peacebuilding

A. Sectoral Issues

1. Eight years after the negotiated peace settlement of the GRP-MNLF armed conflict, both parties have made strides towards the attainment of lasting peace in Southern Philippines. This can be seen in the community economic and social rehabilitation and reconstruction projects being undertaken in hundreds of communities in the region, including the 163 PDCs supported by the GOP-UN MDP3.
2. Within the 163 PDCs, there are 155 people's organizations that are able to implement projects based on identified needs in their respective Barangay Development Plans. The same POs were able to access basic services and livelihood assistance from the GOP-UNMDP3, government programs and other development agencies such as the USAID-LEAP resulting in better living conditions.¹⁰
3. Serving as internal catalysts, about 363 peace and development advocates (PDAs) are working with these POs and PDCs. PDAs are MNLF constituents, some of them former combatants, who engage in community peacebuilding work on a voluntary basis. They perform multi-faceted roles, from community organizing to conflict management, facilitating development interventions, and frontline relief and rehabilitation activities, among others.¹¹ The PDAs are organized under Peace and Development Advocates' Leagues (PDALs), numbering to 15 provincial leagues and one Mindanao-Sulu-Palawan-wide league known as the MPDAL.
4. Other than the POs and the PDAs, there are other community-based mechanisms by which residents of PDCs collectively carryout the peacebuilding strategies. These mechanisms include formal and informal structures, otherwise known as local social formations (LSFs), which include indigenous, traditional and constitutionally created formations at the village level. Among these local social mechanisms are the Madrasah, Tri-People Peace Movement, Council of Elders, community gatherings and the Barangay Government, *pahina* or *bayanihan* system (helping a member of a community finish a task), *kumpare-kumare* system (an inter-family system of caring for children), among others. Residents identified these mechanisms as essential to peacebuilding work in their communities.¹² Generally, LSFs have evolved in community settings out of the people's need for mechanisms to address issues of governance, economic cultural cooperation and development. Being so, the LSFs are structures that exist based on the people's support for them.
5. Amid these strides in social capital development, there are gaps that have to be addressed.¹³

¹⁰ *An Evaluation of the GOP-UNMDP3: Assessment of Performance and Results*, June 2004; Davao City, p.136

¹¹ *Ibid*, p.31

¹² *Selected Community Practices of the Culture of Peace*, Julio Cesar L. Benitez, GOP-UNMDP3, May 2004; p. 32.

¹³ Expressed by participants during the series of Consultation Workshops conducted from August to September 2004 to evolve the successor programme to the GOP-UNMDP3.

6. One, leadership, organizational management and human resource development knowledge, skills and attitudes of the existing POs need to be enhanced to meet requisites for institutionalization and sustainability. PO leaders also expressed the need to have a grasp in implementing and managing community projects and enterprises. The need to actively involve more women in organizational development and management was also articulated.
7. Two, the MNLF representatives expressed the desire for more active participation in community development processes. Enhancing their participation in community development work may facilitate more harmonious links between the government and the MNLF former combatants.
8. Three, there exist various conflicts in many PDCs and other areas (i.e., resource based conflicts, *ridu*, cattle rustling, tribal, governance conflicts, etc.), which the community residents feel that they should be able to manage and resolve. However, they need the knowledge, skills, capacity and mechanisms to do so. The same capacity gap is seen in the need to address relationship issues between the community and the AFP and the MILF towards safeguarding peacebuilding gains. In like manner, capacity enhancement in the area of promoting multiculturalism and strengthening tri-people partnerships were also expressed as a need.
9. Four, there are other MNLF communities that have yet to be assisted by the government. Social capacity interventions in these communities will have to start with the initial stages of community organizing, i.e. awareness raising, development of peace and development volunteers and formation of people's organizations.
10. Five, the Peace and Development Advocates (PDAs) that were developed in the GOP-UN MDP3 and the previous phases expressed willingness to assist in the development of social capital in these other MNLF communities and other conflict-affected areas. They also expressed the need for knowledge and skills enhancement that would enable them to perform community development and community conflict transformation services more effectively and perhaps take on more pronounced roles as Peace and Development Facilitators (PDFs).
11. Six, there are other social groupings in the PDCs whose needs remained unmet. These are the widows and orphans and the MNLF combatants who have been described as in a state of "war-shock." As special groups, there remains a gap in bringing them to the mainstream of community development and facilitating their access to social and economic services.
12. Seven, among the indigenous peoples (IPs), gaps include high illiteracy rate and poverty born out of a lack of access to social and economic services.

Areas of Assistance

13. "Social capital is defined as 'the norms, values and social relations that bond communities together, as well as bridges between communal groups (civil society) and the state' (Colletta and Cullen 2000:4) Social capital has both integrating and linking aspects that are important to peacebuilding. Informal and horizontal relationships, such as trust, reciprocity

and cross-cutting networks contribute to the integration of social capital; vertical relationships, such as with the state or market, provide crucial linkages for strengthening social capital. Conversely, weaknesses in integration and linking increase the potential for violent conflict (Colletta and Cullen 2000)."¹⁴

13. As a means of developing social capital for peacebuilding, the Component shall contribute to the continuing transformation of PDCs and other conflict-affected areas and harness community efforts to develop and advance their own initiatives for peace, the component on Strengthening Social Capital for Peacebuilding shall focus on the following specific areas of assistance:
 - Strengthening People's Organizations and Local Social Formations (LSFs)
 - Expanded peace constituencies and inter-PDC/barangay peace initiatives
 - Local social healing and peacebuilding practices complementation
14. As an area of service, the focus on *People's Organizations and Local Social Formations* will address the need for equitable access to community development processes. It will address the organizational and human resource development needs of the POs and LSFs in the PDCs and other conflict-affected and vulnerable areas. POs and LSFs will be assisted so that they will arrive at new or improved awareness of group processes and their importance in peacebuilding and the promotion of human security. They will be capacitated in arriving at concrete agreements or plans regarding priorities that would be promotive of peacebuilding and human security. The component will support the formulation of peace-based Participatory Rural Appraisal- Barangay Development Planning (PRA-BDP) in expansion areas and in prioritized existing PDCs. The component will ensure that community members, particularly widows, orphans, MNLF former combatants, IPs and women will have equal access to opportunities to participate in group formation and strengthening processes and will be able to apply and adapt these new or enhanced group capacities. It will also respond to the need for creating new PDCs and will reach out to other post-conflict, conflict-affected, and conflict-vulnerable communities that have minimal or no access to government support. PDAs will be further strengthened and mobilized in strengthening social capital in the expansion areas.
15. The focus on *Expanded Peace Constituencies and Inter-PDC/Barangay Peace Initiatives* will address the need to establish cooperation, mutual help, and resource sharing among peace constituents and PDCs to achieve scaling up, mainstreaming and institutionalization of peace promotion. Community members in expansion area will be made aware and appreciative of peacebuilding and human security objectives, concepts and processes and will be assisted in arriving at agreements to actively work together. These community members will be engaged in initiatives that will build, apply and further adapt their capacity to collaborate for the promotion of peacebuilding and human security. As an offshoot of such, it is expected that additional communities will be declared as peace zones. Existing PDCs will be encouraged to engage in inter-barangay or inter-PDC peace efforts such as

¹⁴ *Building Peace in the Conflict Setting: Conflict Transformation Processes in the Tuluhan Peace Zones*, Alma R. Evangelista, 2004; p.7

peace festivals leading towards the formation of provincial or inter-municipal peacebuilding structures.

16. The focus on *Local Social Healing and Peacebuilding Practices Complementation* will help strengthen local capacities for peace that would address various existing conflicts at the community level. It will enhance tri-people reconciliation and unity and evolve practices of promoting multi-culturalism. Healing processes of all those who suffered from the past conflict shall be addressed, including the widows, orphans and war-shocked former combatants who may need psycho-social healing. This area of assistance will also facilitate improved stakeholder (both community-based and those that are not based in communities) awareness of local social healing and peacebuilding practices. Stakeholder agreement and support will be critical in studying and promoting specific local social healing and peacebuilding practices for mainstreaming in appropriate agencies such as government institutions, academe-based peace institutions and other CSOs. In this connection, conflict and local peace practice mapping and community-based action research on peacebuilding shall be undertaken. Improved access and exposure of mainstream agencies to local social healing and peacebuilding practices will cause better appreciation of the applicability/relevance, effects and requirements of such practices leading to their replication in other conflict-affected or vulnerable communities.

17. The Programme will integrate concern for the environment in its initiatives. Accountability for the environment is among the paths to peace promoted in the Culture of Peace and is embedded in the sustainable integrated area development strategy which is exemplified by the PDC approach.

Specific Interventions

18. The component shall consolidate POs and LSFs towards mainstreaming and institutionalizing their participation in peace-based development planning and implementation processes. It shall work on the existing 163 PDCs and shall expand to 100 more new areas that are affected by various conflicts. Qualified local PDAs shall be engaged for this endeavor with provisions for cost of living allowances and mobility. They shall conduct training needs analysis and implement/conduct on-site/community-based capability building sessions for POs and LSFs, and facilitate community conflict transformation processes. The ACT for Peace Programme shall provide the PDAs and other implementing partners with the necessary tools and abilities needed in the implementation of these strategies.

19. Further, as the enhancement and mobilization of LSFs are distinct from the usual organizing and formation of people's organizations, the ACT for Peace Programme shall provide the PDAs and other engaged community development facilitators with guides on how best to undertake such strategy. This is complemented by efforts at continuing studies and knowledge generation on LSFs and their role in peacebuilding.

20. The partnership between the Programme and the different PDA Leagues is critical to the delivery of Component 1 assistance. In like manner, the cooperation of the DOLE-BRW and the CDA shall be enlisted to facilitate the registration of the POs and to provide technical

support. Partnership with CSO service providers shall be forged to provide organizational strengthening and consolidation services for the PDAL and MPDAL as well as to enhance the capabilities of its members.

21. The consolidation of the POs and LSFs shall be undertaken within the ambit of the Culture of Peace promotion. Community sessions on the culture of peace shall be conducted.

22. The proposed strategies for PO Formation and LSF Mobilization Strategies for Participation are outlined below. They are not prescriptive and should be adapted and expanded to meet actual community and field conditions:

a. PO Formation, Strengthening and Consolidation

- PO Diagnosis and Capacity Needs Assessment (for expansion areas)
- Developing Peace and Developing Facilitators (i.e., assessing PDA capability to support PO Strengthening)

b. Enhancement of Informal Groups/IP Structures/Self-help Groups/Natural Social Formations

c. Continuing Participatory Strategy Formulation

d. Peace-based BDP-PRA

- Incorporating conflict analysis in PDC Needs Scanning and Profiling
- Conduct and vulnerability analysis and gender analysis to inform decision-making on the gender dimension of post-conflict development plan formulation as part of the BDP-PRA process

23. Essential to the development of social capital for peace is a broad-based peace constituency. This enables resource sharing among peace advocates and at the same time multiplies their access to governance, participation and development resources.

24. Peace alliance building is best carried out based on strengthened POs; hence social capital strengthening should proceed on its full course of intervention and processes. Expansion of peace constituencies and building of inter-PDC/barangay peace alliance will be carried out by PDCs that have attained Level 4 of development and by POs that have already been strengthened. PDALs through the PDAs shall be the anchor of the alliance building while the PDCs shall be its base. While PDCs form the backbone of alliance building, peace constituency building becomes more inclusive with the efforts of Component 5 to promote COP among the media, academe and CSO, and with the efforts of Component 4 to mainstream COP among the LGUs and other social formations at the municipal, provincial and regional level.

25. The proposed strategies are outlined below. They are not prescriptive and Programme options are not limited to and by them:

a. Development and engagement of PDAs and other community development facilitators

- b. Community Commemorations of Peace Struggles
 - c. Community Cultural Celebration of Peace
 - d. Declaration of Zones of Peace
 - e. Inter-barangay/PDC dialogues, consultations, planning and collective actions
 - f. Inter-barangay/PDC Cultural Peace festivals
 - g. Inter-PDCs/Alliance Assemblies
26. Local social healing and peacebuilding practices are part of the social capital of the community. It is important that they are identified and interfaced/complemented with the Programme peacebuilding interventions. This is to ensure that the interventions are peace-promotive and culture-sensitive, and are able to harness the synergy of internal-external complementation of strengths.
27. Local conflicts and peace practices shall be mapped to support the selection of peace practices that can lend themselves to replication and as well to provide benchmarks for the formulation of PO and LSF consolidation strategies. The component will purposively identify and map out these local peace practices and mechanisms for codification and documentation. These local capacities for peace shall be further enhanced through exchanges and study tours, celebrations and commemorations. Community truth-telling and dialogues processes shall be conducted to facilitate healing and enable the victims of war to fully regain confidence in themselves and participate in community peacebuilding and development processes.
28. The competence of PDAs that will be involved in the implementation of this component shall be built up to enable them to participate in the implementation of the above strategies. To complement the efforts of the PDAs, community youth groups shall be encouraged to use culture and arts to enliven the peace-promotive cultural practices of the community. Local healers shall be mobilized in the community effort to achieve a healing process.
29. Partnerships with other peace stakeholders such as community-centered cultural groups, academe-based groups, local schools, madrasahs, other CSOs, religious/spiritual groups and government agencies shall be established to enhance stakeholder participation and support for community peace processes. In turn, these peace stakeholders can gain learnings that they can then replicate or apply in other conflict-affected areas.
30. This strategy shall benefit from the tools for the conduct of conflict and peace practices mapping as well as guides for the conduct of dialogues, truth telling and healing sessions that shall be produced by Component 5.
31. The strategies for promoting participation in the enhancement of local/indigenous social healing and peacebuilding practices strategies, which are not prescriptive are not limited to the ones outlined below:
- a. Conflict and Local Peace Practice Mapping

- b. Documentation of local (including indigenous or traditional ones) peace practices
- c. Enhancement of effective peace practices
- d. Cross-visits, exchange and study tours to facilitate replication
- e. Tri-people truth telling processes, dialogues and healing sessions

32. The range of interventions by specific areas of assistance is detailed and captured in the matrix provided for in the next page.

ACT for Peace Component 1: Strengthening Social Capital for Peacebuilding
Matrix of Areas of Assistance and Specific Interventions

Specific Interventions	Strengthening People's Organizations and Local Social Formations	Expanded Peace Constituencies and Inter-PDC/Barangay Peace Alliances	Local Social Healing and Peacebuilding Practices Mainstreaming
Inputs and Services	<ul style="list-style-type: none"> ▪ Involvement of PDAs and other community development facilitators ▪ PO Diagnosis and Training Needs Assessment ▪ Conduct vulnerability analysis and gender analysis as part of the BDP-PRA process to inform decision-making on the gender dimension of post-conflict development plan formulation ▪ Provision of peace-based barangay planning tools and manual ▪ PDA Capability Assessment Tool RE: PO Strengthening ▪ Provision of Peace-based Community Organizing Tools and Manuals ▪ Provision of Capability Building Training Modules 	<ul style="list-style-type: none"> ▪ Development and engagement of more PDAs ▪ Provision of venues and mobilization resources for inter-PDC dialogues, consultations, planning, festivals, assemblies 	<ul style="list-style-type: none"> ▪ Mobilization and deployment of technical assistance and expertise of service providers ▪ Establishment of Community Peace Spaces for Truth Telling, Dialogue and Healing Sessions
Capability Building	<ul style="list-style-type: none"> ▪ Training and coaching on human resource development and managing organizational change ▪ Training and coaching on managing and transforming community conflicts 	<ul style="list-style-type: none"> ▪ Knowledge, skills and attitudinal training for PDAs on alliance building for local healers 	<ul style="list-style-type: none"> ▪ Training of local facilitator for truth telling, dialogues and healing sessions. ▪ Capacitating community youth to harness culture and arts for peacebuilding ▪ Sensitization session
Linkaging/ Partnership	<ul style="list-style-type: none"> ▪ Program, PDAL/MPDAL and CSO Partnership ▪ Cooperation with DOLE-BRW 	<ul style="list-style-type: none"> ▪ Partnership with Community-centered cultural groups/CSO ▪ Partnership with local schools and 	<ul style="list-style-type: none"> ▪ Partnership between the ABC and PDAL ▪ Collaboration with CSOs

Specific Interventions	Strengthening People's Organizations and Local Social Formations	Expanded Peace Constituencies and Inter-PDC/Barangay Peace Alliances	Local Social Healing and Peacebuilding Practices Mainstreaming
COP	<ul style="list-style-type: none"> ▪ Cooperation with CDA ▪ Conflict and Local Peace Practice Mapping 	<p>madrasah</p> <ul style="list-style-type: none"> ▪ Provision of guidelines for Inter-barangay/PDC dialogues, consultations, planning and collective actions ▪ Provision of guidelines for inter-PDC dialogues, truth-telling and healing sessions ▪ Legislation of the integrated area peace zones 	<ul style="list-style-type: none"> ▪ Provision of Conflict and Local Peace Practice Mapping Tools ▪ Provision of guidelines for dialogues, truth-telling and healing sessions ▪
Policy	<ul style="list-style-type: none"> ▪ Accreditation and support by LGUs of peace-promotive POs and formations ▪ Integration of the local participatory conflict mapping into the planning process of the LGUs ▪ Accreditation and support by LGUs of peace-promotive POs and formations 	<ul style="list-style-type: none"> ▪ Legislation of the integrated area peace zones 	<ul style="list-style-type: none"> ▪ Local and national legislations strengthening those local social formations that contribute to peacebuilding in the communities

Strategies for Implementing the Component and Delivering the Assistance

33. The component on Strengthening Social Capital for Peacebuilding is concerned with the harnessing of human potentials, as well as local social institutions and organizations, in the pursuit of peacebuilding and development of the community. It recognizes that empowered people are the primary determining factor in peacebuilding development process. Hence, the focus is on technical assistance, mainly through capacity building, modules and materials development, and community activities.
34. Capacity building covers the development of the knowledge, skills and attitudes of individuals as well as the capacity of institutions. The latter is expressed in terms of policy, systems, processes and practices. It involves the establishment or enhancement of organizational, social and institutional mechanisms and processes that will enable people to facilitate healing and reconciliation, relationship-building and conflict transformation, and increasingly reject violence and adopt a peaceful way of life and strategies for community development. This includes building the capacity of the community to access basic social services, like health or rehabilitating the community from the ravages of war or a natural calamity.
35. Necessarily, it is within a community peacebuilding framework that the component shall be carried out. This means that:
 - a. The community organizing processes shall be anchored on the Culture of Peace and the promotion of individual and collective rights.
 - b. The approach will be inclusive of various approaches to community organizing so long as it is firmly anchored on community needs (demand-driven and necessarily so, flexible) and are culture-sensitive and gender-responsive.
 - c. These community needs are contained in the Barangay Development Plans that are evolved, through participatory process and with the broadest possible participation of the various sectors of farmers, fisher folk, laborers, and women, including the Local Government Units and the representatives of the Moro National Liberation Front. This process ensures that the strategies being employed are demand driven, are informed by conflict analysis, and are culture-sensitive. These community peace and development plans are evolved within the contexts of the pursuit of peace, promotion of people's rights and the attainment of human security. To the extent possible, the PDC plans should be incorporated in the barangay and municipal level development plans such as the Executive and Legislative Agenda.
 - d. The Barangay Development Plans shall be the basis for the convergence of development efforts and support. The Programme shall endeavor to verify from and work with other programs in ARMM that support or undertake BDP-preparation to avoid duplication and overlaps.
36. Based on the foregoing, the efforts to strengthen and mobilize POs and LSFs is purposively based on the community-identified and analyzed needs. Operationally this means that PO strengthening and LSF mobilization is based on the key priority strategies and programs/projects that are contained in the Barangay Development Plan. This

includes determining the kind of PO that shall be formed or strengthened and the LSF mobilization strategies that shall be employed.

37. Operationally, the Programme shall take off from the current status of the 163 PDCs and 155 POs. Most of these PDCs are in Stages 3 (38 PDCs or 23%), 4 (75 PDCs or 46%) and 5 (42 PDCs or 26%)¹⁵. For PDCs that are on Stage 3 the initial effort will be on establishing POs and commencing the implementation of the community peace and development plans. For PDCs on Stage 4, the initial efforts will be on strengthening the POs, building local savings mobilization capacity, and strengthening the involvement of the LGU in peacebuilding.
38. On the other hand, the targeted 100 new PDCs or expansion in other conflict-affected areas shall be considered as being on Stage 1. Initial efforts shall be focused on developing local peace champions and advocates, awareness building and addressing immediate community issues through small community projects.
39. Mainstreaming and institutionalization of the POs, LSFs and other peacebuilding practices will be planned out together with Component 4 (Building Stakeholders' Capacity Building for Conflict Transformation), which takes care of the capacity building for LGUs and other non-community stakeholders.
40. To ensure sustainability and impact at the community level, Component 1 needs to closely interface with the strategies of the other components. Social capital development prepares the ground for the implementation of the strategies of the other components and continues to solidify to ensure community harmony and common direction.
41. A balance between consolidation of the POs and LSFs in existing PDCs and the expansion to other conflict affected areas and newly created PDCs shall be maintained in such a way that the old and consolidated areas shall be a springboard for expansion to new areas. Scaling up peacebuilding and advocacy shall be among the rationale for expansion to other conflict affected areas and should be undertaken in consideration of the geographical, political and cultural impact that a cluster of PDCs can generate. (This strategy for expansion jives with the concept of economies of scale that may be achieved by clustered PDCs, which the component on livelihood generation may consider.) This strategy is reflected in the schedule of PDC uptake below.

**PDC Indicative Cumulative Uptake and Progression
along the Stages of Development¹⁶**

PDC Stages	Programme Years					Total PDCs over 5 years
	Year 1	Year 2	Year 3	Year 4	Year 5	
Stage 1	3 & 40 new	60 new				263
Stage 2	5					

¹⁵ This refers to the Six Stages of Development of a PDC developed under the GOP-UNMDP 3 implementation. Data is as of June 2004

¹⁶ The calculated progression of PDC development indicated in Table 1 is based on the pacing of development achieved by PDCs during the Phase Three implementation of the GOP-UNMDP.

PDC Stages	Programme Years					Total PDCs over 5 years
	Year 1	Year 2	Year 3	Year 4	Year 5	
Stage 3	38	48	60			
Stage 4	75	38	48	60		
Stage 5	42	75	38	48	60	
Stage 6	0	42	75	38	48	
Total PDC Taken Up Per Year	203	263	221	146	108	

42. It is projected that the progression of a PDC from Stage 1 to Stage 6 will roughly take a minimum of four years of intensive community intervention. This shall be the basis for the deployment of Peace and Development Advocates or the PDAs, performing the role of social capital development facilitators and supported by other implementing partners or service providers.

Implementation Strategies

43. Following the development track of the GOP-UN MDP3 phases, the Peace and Development Advocates (PDAs) surfaces as among the possible implementers for this component. One PDA shall be deployed for every three PDCs.
44. The PDAs were trained in community organizing and development work during the Phase 2 of the GOP-UN MDP and served as community facilitators and project implementers during the Phase 3. They have organized themselves into provincial league consolidated under the MinSuPala Peace and Development Advocate League (MPDAL). They have expressed the desire to be directly involved in the implementation of the ACT for Peace Programme, not only as a matter of "being-able-to-do-so," but more so as a rightful claim to participate in development endeavors in Southern Philippines. The PDA Leagues, particularly the MPDAL, shall be among the partners that the ACT for Peace shall work with in implementing Component 1.
45. However, there are expertise areas that the PDAs are not yet equipped with, particularly in the area of culture and arts-based community training and mobilization and in psycho-social healing processes. For these purposes, the Programme, under the Component on the Culture of Peace shall contract the services of qualified implementing partners, such as CSOs, to work in partnership with the MPDAL/PDALs. The Programme shall also engage the services of CSOs with high capability on organizational development and strengthening to assist the MPDAL.
46. Moreover, as the Programme endeavors to expand and broaden the peace constituents in Southern Philippines, the participation of other agencies and civil society groups shall be sought in the conduct of social preparation and peacebuilding work in the community. With broad participation, the praxis of social preparation and peacebuilding strategies will be further enriched.

47. The implementation of this Component necessitates the support of the Barangay, Municipal and Provincial Local Government Units (LGUs) and the Association of the Barangay Captains (ABC). These agencies shall provide the favorable environment for the broadening of the base of peace constituents through peace-promotive legislation, accreditation of POs from the PDCs and supporting the formation of peace alliances.
48. The Programme shall collaborate with the Bureau of Rural Workers of the Department of Labor and Employment (DOLE-BRW) and the Cooperative Development Authority (CDA). As collaborating partners, they shall assist in the registration of the POs and shall render technical assistance.
49. The Programme shall also enter into a memorandum of cooperation with the DOLE-BRW and the CDA for the purpose stated above and to sustain the POs.
50. In the spirit of complementation, the resources of Component 4 shall be mobilized to support the implementation of Component 1. In particular, Component 4 shall facilitate the forging of a Memorandum of Cooperation with the LGUs, the ABC and other stakeholders to promote the objectives of Component 1.
51. One consideration that needs to be addressed by the Programme is the facilitation of a formal dialogue between MNLF, MPDAL/PDALs and the Programme management. This dialogue is needed to formalize and reaffirm the role of the PDAs as the community-based mechanism of the MNLF to pursue active participation in community development work in Southern Philippines.
52. The resources and expertise of UN agencies can be harnessed to assist in securing the deliverables of Component 1. UNDP's global experience in building social capital in post-conflict and conflict-vulnerable communities can be valuable input to the managers and implementers of ACT for Peace.

ACT for Peace Component 2

Promoting Human Security through Improved Access to Basic Services

Sectoral Issues

1. The basic requirements for survival, which include food and nutrition, health, water and sanitation, are still unmet in most areas in Southern Philippines, particularly in ARMM. According to stakeholders¹⁷, the lack of health personnel, inadequate health equipment, supplies, and facilities, lack of access to potable water supply, and the increased number of malnutrition cases pose a concern. Another survival need is family planning. The biggest percentages of families without access to family planning services are in Lanao del Norte, Maguindanao, Sulu, and Tawi-Tawi. (Annual Poverty Indicators Survey, Oct.1999).
2. The State of the Women of Mindanao Report 2003 highlighted the poor health statistics like infant mortality rates, maternal mortality rates which are high in three regions in Mindanao¹⁸, attributed to poor access to basic health services, lack of women's participation in health decisions and management.
3. Aside from being poor, the communities that are conflict-affected are poorly served. The World Bank Filipino Report Card on Pro Poor Services revealed that residents of Mindanao and rural areas and the poor are more likely to visit government primary facilities and traditional healers. Service public primary facilities (barangay health stations) are mostly frequented by the poor. Improving the quality of these facilities and stressing the delivery of needed services would make them more pro-poor. The Report Card also revealed that children drop out from school primarily because of poor health reasons followed by economic reasons.
4. Most rural communities in Mindanao lack access to potable water supply¹⁹ and this situation is evident in conflict-affected areas. Water consumption by the poor is unacceptably low, barely meeting human water requirement. There is increased vulnerability to diseases like malaria, gastroenteritis, dengue fever and typhoid which is induced by scarce, contaminated water.²⁰
5. It is acknowledged that women play different roles during and after conflict. Women also suffer most from loss of property, livelihood, absence of potable water and health services, and disruption of their children's education when they return to their communities.²¹

¹⁷ Stakeholders' Consultations with the Provinces of Sulu, Basilan, Tawi Tawi, Maguindanao, UNMDP3 staff, Government agencies and KII.

¹⁸ The State of the Women of Mindanao Report 2003: Highest infant and child mortality. Among the Country's Bottom 5 regions with the highest number of deaths among infants, children under five, and children age one to four, three were in Mindanao, namely, Region IX, Caraga, ARMM. Maternal mortality rates just as dismal. In ARMM only 16 out of 100 women had births attended by health professionals. This was not surprising considering that Mindanao LGUs have the lowest number of employed doctors, compared to the national average of 2,943. Mindanao had only an average of 90 LGU employed doctors.

¹⁹ Filipino Report Card on Pro Poor Services, The World Bank

²⁰ *ibid.* p.11

²¹ The State of the Women of Mindanao Report 2003

6. One of the Ethics of Peace Practice is honoring the peace that belongs to the people who make it. People and societies must create conditions and develop processes for achieving and sustaining their own peace. Based on the stakeholders consultation, the need to mobilize local partners like BangsaMoro Women Foundation for health services delivery can be explored (to facilitate application of culturally sensitive reproductive health programs in pilot areas) and developing community health professionals from within the community to address dependency from outside help thus enabling the community in finding solutions to their health needs and concerns.

Areas of Assistance

7. Component 2 aims to contribute to the sustained transformation of PDCs and other conflict-affected areas and to the promotion of human security by providing access to an integrated health program. Assistance will be needs-driven, culturally appropriate and will mainstream women's participation. The delivery of an integrated health program that includes reproductive health, nutrition, water and promotion of women's rights will engage various stakeholders aside from the DOH and LGU through a convergence approach at the PDC level.
8. There are three major interventions in health service delivery: Health education and information, delivery of services and management of health services. Health education and information related to nutrition, safe water supply, reproductive health and promotion of women's rights will contribute to the improvement of the health status in the target areas. Health-based functional literacy classes, especially rights literacy for women, will be conducted. A community-based management information system (CBMIS) will be installed in each community for baseline and responsive planning tool. The installation/enhancement of the CBMIS will provide guidance in the conduct of the participatory barangay planning and the provision of appropriate basic service delivery intervention per PDC. This will eventually improve health care delivery system and make the community members aware of their health conditions. An understanding of the information will ultimately challenge the community to address their own health problems.
9. The health referral system will be enhanced to build capacities at different levels of care. The referral system will include the inventory and capacity assessment of the different levels of care, both in terms of skills and facilities (barangay, municipal, district, provincial, regional) and determining when to refer various cases without prejudice to the welfare of the client. Overcrowding of highest level of care (secondary and tertiary) means ineffective preventive and promotive health programs not to mention problems in the timely referral of cases itself. It is therefore necessary to invest in the preventive and promotive aspects of care, stressing the services needed by the poor and as a consequence making health service delivery more peace-promotive.
10. In the area of reproductive health, Component 2 will provide information and services on five (2) thematic areas: family planning, maternal health, STD/HIV/AIDS prevention, adolescent reproductive health, prevention and management of violence against women. The

reproductive health package puts emphasis on attaining the "Quality of Care." The RH goal is to improve the quality of life.

11. The health and nutrition program, in complementation with the agriculture assistance provided by Component 3, will ensure food security both at the household and community level. Promotion of breastfeeding, appropriate complementary feeding practices and micronutrient supplementation as promoted by the Department of Health will be an integral part. Malnourished children under 5 years of age will be given supplemental feeding while their families are educated on proper nutrition.
12. The Component will work with the Local Health Providers Development Program to train community health volunteers or qualified candidates using a ladder type curricula for training health human power education (Davao Medical School Foundation and UP School Of Health Sciences Palo, Leyte). This will ensure the availability of a skilled health provider at the barangay level as a response to the lack of doctors, nurses and midwives in the community. The Component will also promote and enhance the role of the BangsaMoro Women Foundation (BMWF) as health service providers and the mobilization of the Peace and Development Advocates (PDAs) for social preparation and community organizing.
13. The installation of the safe water supply systems will contribute to the decrease of incidence of waterborne diseases by providing access to safe sources of water. Organized barangay water associations (BAWASAs) will maintain and sustain the operations of the water system and its safety. Health education on environmental sanitation will also focus on the use of sanitary toilets and proper waste disposal.
14. Recognizing that women and men are affected by conflict differently with the former most affected by its negative consequences, the Programme's concern for women's rights will address the gender dimensions of conflict. Ensuring improved access by women to services and resources, and increasing awareness and knowledge on women's rights not only among women but also of the larger community (LGU, judiciary, military, and police) are peace-promotive and conflict-preventive initiatives. Advocacy efforts will endeavor to show the links between women's rights and customary law.
15. Relief and Rehabilitation will only be provided as an emergency response. The component will focus only on emergency relief operations and will link the need of IDPs particularly for shelter with another program, the GoP-UNDP Programme for Rehabilitating Internally Displaced Persons (IDPs) and Communities in Southern Philippines.
16. In keeping with the principle of environmental sustainability, the design and appraisal of projects will include measures to ascertain whether the planned activities will have any impact on the environment. For instance, mitigating measures will be required of construction activities (e.g., for barangay health stations, etc.) that will have negative impacts on the environment.

Strategies for Implementing the Component and Delivering the Assistance

17. Component 2 assistance will be implemented and delivered through the convergence of health and emergency services for men, women, men, adolescents, and children; capacity building; health education and information campaign, networking and linkaging; and resource mobilization.
18. Component 2 will be implemented in keeping with principles that build and strengthen horizontal relationships such as peace-oriented interventions, and approaches that are rights-based, participatory, demand-driven, flexible, culturally sensitive, gender-responsive and promotive of convergence. It will not be a stand alone component; the implementation and delivery of assistance will be integrated with the other ACT for Peace Programme components.
19. To ensure sustainability and impact at the community level, the strategies will balance equality (access for all) and equity (needs-based and focused) in the selection of health care providers, health beneficiaries and communities. Expansion PDCs need to be socially prepared prior to any basic services intervention. For PDCs that were covered by the GoP-UN MDP3, activities will focus on the enhancement, promotion and monitoring and consolidation of community-based health efforts. Community-based health initiatives will be mainstreamed, and eventually be institutionalized. Support from the barangay LGU will be generated for a sustainable community based health program as reflected in the PRA-BDP.
20. Component 2 shall work with a range of partners. Barangay LGUs, with support coming from the municipal LGU, specifically the offices of the Rural Health Unit, the Municipal Social Welfare and Development and the Office of the Municipal Agriculturist or Agricultural Officer, shall be among the implementing partners. In some instances, Civil Society Organizations (BangsaMoro Women Foundation, peoples organizations, NGOs, etc.) will be selected as health service providers depending on the community need. Peace and Development Advocates will be involved in the social preparation and mobilization. Collaborating agencies such as Regional Health Offices (now the Center for Health and Development or the CHD), Mindanao Health and Development Office or MHDO and Mindanao Emergency Relief Network (MERN) will facilitate the delivery of the component assistance and complement the efforts of the Programme. Monitoring and evaluation will be done at all levels (implementing, support and collaborating agencies). The M&E system will be installed at the start of the Programme implementation. Well-informed partners on M&E will promote transparency and accountability at all levels.
21. By their nature and experience, UN agencies can uniquely contribute to the implementation of Component 2. UNDP can coordinate emergency relief operations. UNFPA can provide strategic and technical advice for reproductive health services, including education and information.

ACT for Peace Component 2: Promoting Human Security through Improved Access to Basic Services
Matrix of Areas of Assistance and Specific Interventions

Interventions	COMPONENT ASSISTANCE AREAS				
	Health & Nutrition	Reproductive Health	Water	Women's Health & Rights	Relief & Rehab
Inputs and Services	<ul style="list-style-type: none"> ▪ Vaccines for immunization ▪ Supplemental feeding, micronutrient supplementation, seedlings/cuttings for vegetable gardens, herbal gardens ▪ IEC materials 	<ul style="list-style-type: none"> ▪ Construction materials for BHS construction and improvement ▪ Equipment and facilities ▪ Drugs & medicines ▪ CBMIS, IEC and advocacy materials, RH classes ▪ Basic IEC 	<ul style="list-style-type: none"> ▪ Materials for water system installation 	<ul style="list-style-type: none"> ▪ IEC on women's rights ▪ Directory of organizations 	<ul style="list-style-type: none"> ▪ Medicines ▪ Food ▪ Water ▪ Latrine ▪ Temporary shelter (canvas) ▪ Psychosocial ▪ Trauma healing
Capability Building	<ul style="list-style-type: none"> ▪ Trainings on BEMOC, Primary Health Care, Maternal and Health and Nutrition (MHN), Child health and Nutrition (CHN), Integrated Management of Childhood Illness (IMCI) Health Education & Advocacy, Food Security ▪ Health-based 	<ul style="list-style-type: none"> ▪ Training on the 5 thematic areas (family planning, maternal health, STD/HIV/AIDS prevention, adolescent RH, prevention and management of violence against women) ▪ Trainings in Integrated RH, Interpersonal communication skills, ARH, VAW, Quality of 	<ul style="list-style-type: none"> ▪ Organizing Barangay Water and Sanitation Associations ▪ Trainings on organizational development ▪ Water systems operations management 	<ul style="list-style-type: none"> ▪ Training on Women's Rights, Linkaging, networking, advocacy 	<ul style="list-style-type: none"> ▪ Training on EWPW, M&E

Interventions	COMPONENT ASSISTANCE AREAS				
	Health & Nutrition	Reproductive Health	Water	Women's Health & Rights	Relief & Rehab
	Functional Literacy <ul style="list-style-type: none"> Step ladder type of curriculum for qualified health volunteer Cross visits 	Care and functional literacy <ul style="list-style-type: none"> Management of RH programs to include supervision and mentoring, community based monitoring, and results-based management 			
Linkaging and Partnership	<ul style="list-style-type: none"> LGU (RHU, MSWD, MA) 	<ul style="list-style-type: none"> LGU, CHD, MHDO BMWF, other CSOs Muslim Religious Leaders 	<ul style="list-style-type: none"> LGU 	<ul style="list-style-type: none"> Mindanao Commission on Women and other organizations Judiciary, military, police 	<ul style="list-style-type: none"> MERN, disaster coordinating councils, Office of Civil Defense, DSWD, DOH, NGOs (CRS for psychosocial-trauma healing)
Culture of Peace	<ul style="list-style-type: none"> Health as a basic human right, understanding peacebuilding processes 	<ul style="list-style-type: none"> Module on Peace and Development in RH/ARH Popularization of the Fatwa on RH Promotion of Mussawarah 	<ul style="list-style-type: none"> Do No Harm policy 	<ul style="list-style-type: none"> Women's health rights Women's rights and customary law 	<ul style="list-style-type: none"> Psychosocial-trauma healing

Interventions	COMPONENT ASSISTANCE AREAS				
	Health & Nutrition	Reproductive Health	Water	Women's Health & Rights	Relief & Rehab
Policy	<ul style="list-style-type: none"> All health workers should be involved in all the different activities. Promotion of herbal medicines at the Botika sa Barangay Policy support for the health referral system Service contract for community scholars that will undergo step ladder education 	<ul style="list-style-type: none"> Informed choice, responsible parenthood, birth spacing, contraceptive self reliance, facility based birthing BMWF as RH service provider (pilot) 	<ul style="list-style-type: none"> Recognition of the BAWASA and provision of support for the strengthening of the association 	<ul style="list-style-type: none"> Advocacy for the utilization of the 5% gender fund for promotion of women's rights Establish link between women's rights and customary law 	<ul style="list-style-type: none"> To prioritize the vulnerable and sick Immediate response

ACT for Peace Component 3

Promoting Human Security through Community Economic Development

Sectoral Issues

1. The GoP-UN MDP3 Stakeholders Consultation results point to the need to promote convergence in all efforts (interventions and activities) that involves income generation and enterprise development. Income generation covers all activities -- "farm related" or non-farm activities including self-employed skills -- that are designed to generate products and services for monetary gain. Whereas enterprise development is understood to mean the optimal use of human and other productive resources.
2. Most of the covered communities are classified among the most depressed / impoverished areas in the country. The current food level is below RDA. Food products, raw and processed are imported from neighboring "more progressive" communities or provinces.
3. The ACT for Peace Programme area covers Mindanao and Palawan. In these areas, the productive base (natural, financial and human resource) for both agricultural productivity and micro enterprise operations are marginal. Thus the income levels of the communities are directly affected.
4. Increases in output are constrained by inadequate post harvest facilities, by poor marketing systems, and limited employment and enterprise opportunities prevailing in the covered communities. Post-harvest losses continue to take its toll on productivity. Current marketing systems render the farming and fishing communities' income potentials relatively low. These have a direct effect on enterprise potentials in the communities considering the resulting marginal "money in circulation" or "disposable incomes" of residents.
5. Violent conflicts affect production factors and the total productivity of these factors. In many areas in Southern Philippines, physical capital such as croplands and forestlands has been destroyed. Human capital has diminished due to "brain drain" caused by massive evacuations and dislocation. The negative impact of violent conflict on the total productivity of these factors can be seen in the forms of diminished social cohesion, increased transaction costs, diversion of productive capital into emergency spending, and the adoption of shortsighted policies, among others.²²
6. In particular, conflict areas are generally plagued by "capital flight" out of the affected communities. There is an enormous need for capital to fund projects that would trigger economic activities in the communities. Internally generated capital would be insufficient to reverse the current flow. The need for external resources especially those from the Government and other service providers/development programs can not be underscored.
7. Enterprise potentials, especially for the non-farm sector, are directly affected by low productivity and the weak state of "community financial resources". Low incomes from the farming and fishery sector translate to less demand for products and services including

²² PNUD as cited in *Conflict Prevention NHDR Thematic Guide Note*, UNDP; August 2004, p.23

employment. When opportunities are wanting, people would have less resource with which to access or procure adequate food. This leads to malnourished / impoverished conditions that render the poor weak and unable to work efficiently on their farms or enterprise leading to less income and so forth and so on. This describes the so-called "circular causation" of the factors resulting to "reverse sustainability," keeping the people in the community resource poor, and in many cases, poorer than their pre-conflict levels.

8. A vibrant local economy would enhance community efforts towards human security (and harmony) at their levels. Community members would be productively engaged. Poverty, among others, has been identified as one of the key factors that "fueled" conflicts in poor communities.
9. There have been fairly successful models of economic development support provided to post-conflict communities. In the experience of the GOP-UN MDP3, the CoFUND scheme and the Community-based Training on Enterprise Development (CBTED) introduced by ILO-PROCEED, and the Sustainable Livelihood approach of FAO were recognized as viable models. Furthermore, to effect purposeful development of the community economy, there needs to be critical considerations of reciprocity between and among enterprise and livelihoods including the farming sector in the community.
10. The experience of the GoP-UN MDP3 and other programs operating in Southern Philippines also bear out the following observations:
 - a. The informal and rural nature of economy in ARMM renders the formal type or center-based vocational training programs non-adaptable. The informal economy needs informal systems of training that are more direct, product and service-oriented, short-term and less expensive.
 - b. There is a need for a practical and transitional enterprise development component that is not included in the present program curriculum of vocational training institutions.
 - c. Capital investments are low and commercial market structures absent resulting to the shortage of wage employment opportunities.
 - d. There is need for self-employment activities for income generation in the rural areas based on abundant local resources and local demands.
 - e. There is a significant number of unemployed women with zero costs of productive labor, that are willing and proven in their participation in social movements for economic and self-determination.
 - f. Poor Muslims and indigenous peoples are often socially excluded from the already limited formal credit programs in the region
11. There are still outstanding land tenurial issues in the areas covered by the ACT for Peace Programme. These need to be adequately understood and satisfactorily addressed by government. Lack of tenure can limit the access of households affected by violent conflicts

to productivity support and benefits. In the medium to long term, lack of access to land can also contribute to the escalation of or the breakout of new conflict.

12. Many conflicts are borne out of disagreements over access to and use of natural resources such as conflicts over mining and concerning water. A significant number of populations in need, for instance upland farmers and subsistence fisherfolk, depend on the resource base for their daily sustenance. Unfortunately, given the depleted and polluted state of the country's environment, the economic activities of many poor people add to the pressures on the ecosystems.

Areas of Assistance

13. The component on economic development shall work with the existing (unserved) 63 PDCs from MDP3 and service the 100 expansion PDCs over the next five (5) years.
14. The component shall contribute to the promotion of human security through Community Economic Development. The component shall build capacity of the target stakeholders in the local (community) economy to articulate their interests, organize themselves, plan, implement and supervise economic initiatives that help improve their living conditions. This approach, which has been applied in the promotion of Local Economic Development Agencies (LEDAs) as a component of the UNDP-PRODERE or Programme for Displaced Persons, Refugees and Returnees in post-conflict areas of Central America,²³ has been proven to be highly effective in providing an immediate response to the needs of conflict affected countries to create employment, rebuild communities and achieve reconciliation.
15. To foster economic development, the Component aims to increase productivity and incomes in the target communities. Hence, the Component shall promote employment creation and income generation for both farm and non-farm areas through the optimal use of human and other resources in the PDCs.
16. The component on Community Economic Development will be guided by the following principles:
 - a. Consensus building
 - b. Strengthening local capacities
 - c. A bottom-up, participatory approach
 - d. Striving for synergy
 - e. Acting as catalyst
 - f. Linking the local economy to regional and national economies
 - g. Raising public awareness
17. Local structures and mechanisms will be enhanced towards the generation of increased farm incomes and employment opportunities (including self employment). Agriculture-

²³ UNDP charged UNOPS with the execution of PRODERE. UNOPS in turn subcontracted ILO as responsible for the promotion of Local Economic Development Agencies in each area covered. The LEDAs was found to be the crucial factor in the success of PRODERE.

related and non-farm sectors include "pre-micro", and micro, small and medium enterprises (MSME).²⁴

18. Target communities will be assisted in designing and utilizing environmentally sound and sustainable agricultural technologies and enterprise development activities in both community and individual livelihoods.
19. In designing and delivering key economic development interventions, service providers will practice convergence to generate maximum results.
20. Program interventions that provide production inputs and community fund among others would generate early favorable impact on local communities and possibly spill over to include neighboring areas.
21. As part of a comprehensive peacebuilding programme, the Component shall not operate as a "stand alone" poverty alleviation initiative. It shall converge with the components to generate a synergistic (multiplied) effect thereby enhancing overall efforts to mainstreaming and ultimately sustain gains from the ACT for Peace Programme.
22. In line with the Programme intent to contribute to environmental sustainability, farm projects will emphasize conservation of genetic, water and soil resources and the regeneration of the agricultural and upland ecosystems. As for non-farm economic projects, care will be taken so that the Programme will not assist pollutive or resource-depleting activities.

Farm Assistance

23. The component shall support the transformation of conflict-affected areas by promoting food security specifically strengthening local capacity to produce sufficient food and/or obtain access to it.
24. The Component will address immediate subsistence requirements in the target communities through staple food production projects. Simultaneous interventions on entrepreneurial development and employable skills training would provide capacities to procure food for their respective households. During the consolidation phase, focus would be on the commercialization of farm projects without losing sight on "self-provisioning" of food in the community.

²⁴ Definition of SME:

Enterprise Levels	By Asset Size (Magna Carta for Small Enterprises and the Barangay Micro Business Enterprises Act of 2002)	By Employment Size (recognized by ILO)
Micro	Less than Php 3,000,000	1-9 employees
Small	Php 3,000,001 – Php 15,000,000	10-99 employees
Medium	Php 15,000,001 – Php 100,000,000	100-199 employees

25. Crop and farming systems diversification will be introduced as a means to identify compatible commodities and services anchored on the local resource base and possible value adding activities

Non-Farm Assistance

26. The Component's assistance would endeavor to address the "talents exodus" or emigration observed in conflict-affected communities. In general, it has been noted that those who are at least "knowledgeable" or skilled and at productive ages (16-35 years old) in the communities leave for greener pastures. Together with the PDCs, component activities would identify appropriate needs for developing employable and entrepreneurial capacities that would advance the economic agenda set by the community. These interventions would have to take into consideration Component 1 efforts to further develop People's Organizations (i.e., as associations, as cooperatives, etc.).
27. To achieve the objectives of increasing productivity and incomes in the target communities, the capacities of target households, communities and other stakeholders will be enhanced through:
 - a. Training and workshops which should fit the informal and rural nature of covered communities' economy and give due considerations to available local resources and demand
 - b. Demonstrations and hands-on exercises which will include advising and coaching
 - c. Provision of start-up inputs (roll-over) for the farm sector and for the non-farm sector using the ILO-PROCEED's Community Fund scheme model to get the communities to embark on viable and sustainable endeavors. Other resources shall be tapped through networking with other service providers to sustain access to capital that would further enhance community economic activities.
28. The Component would also focus on capacitating the communities to access other sources of "capital" like the Barangay Micro Business Enterprises for enterprises with assets of not more than Php 3,000,000.00 (RA No. 9178 – An Act to Promote the Establishment of Barangay Micro Business Enterprises –BMBEs, Providing Incentives and Benefits Therefore, and For Other Purposes.)
29. The impact on perceptions would hopefully trigger other sources of capital (both formal and informal) to consider investing or providing financial assistance to PDCs livelihood and enterprises.
30. Coupled with start-up inputs/capital, the technologies and know-how imparted to the communities would enable them to generate marketable commodities and services, spurring trade within and outside the communities. When more products are traded, the potential for more investments both internally and externally generated from formal or informal sources are expected to also increase. This would also help reduce outbound migration and possibly reverse the local trend. The presence and dynamic interrelation among emigration, capital

and trade would lead to a favorable increase in economic activities in the community. At the same time, these factors tend to re-enforce each other thus further contributing to the creation of a vibrant and economically empowered community.

31. For target participants that are already implementing enterprises, Component assistance shall also include critical interventions that address key marketing-structure and concerns to effect maximized returns on outputs (products and services)

Strategies for Implementing the Component and Delivering the Assistance

32. The Component shall engage, cooperate and collaboration with partners to attain the Component objective and deliverables, to ensure the social, political, technical and financial sustainability of Component initiatives and interventions, and to sustain changes and capacities gain at the level of the target participants:

- TESDA
- National Economic and Development Authority (NEDA)
- Department of Labor and Employment (DOLE)
- Department of Agriculture (DA)
- Department of Agriculture and Fishery DAF – ARMM
- Department of Agrarian Reform (DAR) - ARMM and other region
- Department of Trade and Industry (DTI) - ARMM and other region
- Department of Science and Technology (DOST) - ARMM and other region
- Non Government Organizations
- Other Development Programs
- Local Government Units
- State Colleges and Universities
- Business Associations / Chambers of Commerce
- Government and Commercial Financial Institutions

33. Cognizant of the expertise and resources within the UN system, the involvement of key agencies in the Component is envisioned as follows:

ILO. For non-farm sector entrepreneurial development and training for employable skills

FAO. For farm sector support including farming systems, technology, and marketing assistance

ACT for Peace Component 3: Promoting Human Security through Community Economic Development
Matrix of Areas of Assistance and Specific Interventions

Specific Intervention	COMPONENT ASSISTANCE AREAS	
	Sustainable Agri-based Livelihood	Community-Based Enterprise Development
Inputs	<ul style="list-style-type: none"> Provision of production inputs on a cost recovery scheme 	<ul style="list-style-type: none"> Skills Development with Micro Finance scheme
Capability Building	<p>Farm and related activities</p> <ul style="list-style-type: none"> Rapid Rural Appraisal Trainings: <ul style="list-style-type: none"> Agri-technology Environment / Natural Resource management Organization and management of farm enterprises Extension / comprehensive range of support services (technology and management techniques) <ul style="list-style-type: none"> Farming Systems / Diversification (aside from new crops, livestock, tree species and aquatic/fishery), value adding activities enhancement Techno Demo Farms Help mobilize resources and facilitate access to credit, markets other services 	<p>Non – farm activities</p> <ul style="list-style-type: none"> Strengthen / enhance capacity for self employment and wage employment in non-farm economic activities in PDCs Skills Development <ul style="list-style-type: none"> Training for self employment & income generation For skills for wage employment Capacity building of PDCs <ul style="list-style-type: none"> Rapid assessment of community resources Identifying potential economic activities Organize Corporate Community Groups (CCGs) Transition Enterprise Plan Community-Fund Scheme Upgrading skills (using modules such as <i>Start Your Business</i> (SYB) and <i>Improve Your Business</i> (IYB)) Formal linkages with private/corporate sector and financial institutions
Linkaging/ Partnership	<ul style="list-style-type: none"> Market Linkages to ensure competitive prices accrue to farming sector Alliances with commodity / Industry Associations and Resource/Service Providers Partnership with other stakeholders and service providers (PDALs, LGU, Government Agencies, other Development Programs and Donors, etc.) 	<ul style="list-style-type: none"> Strengthen partnerships and capabilities of partner agencies, government and NGOs through training and participation Strengthening cooperation among partner agencies in implementing the Community-Based Training and Co-Fund Networking/partnerships with Industry Associations,

Specific Intervention	COMPONENT ASSISTANCE AREAS	
	Sustainable Agri-based Livelihood	Community-Based Enterprise Development
		<ul style="list-style-type: none"> Chambers of Commerce, Business Support Organizations etc.
COP	<ul style="list-style-type: none"> Economic Activities leading to equality and equitable opportunities to the communities and ensure "enculturation" of peace building concerns / efforts that is rights based, participatory, culture sensitive and demand driven 	<ul style="list-style-type: none"> Continuity to integrate local/Islamic practices under the Co-Fund Scheme Strategic Fit of enterprise and Skills Development with local norms/culture
Policy	<ul style="list-style-type: none"> Advocacy for sustainable farming systems Sound environment management Safety nets for vulnerable commodities/sector Agrarian and Land Tenure Policies Promote investments in agribusiness (within the community and from outside) 	<ul style="list-style-type: none"> Advocacy for sustained/enhanced skills and enterprise development Creation of favorable climate for the creation and growth of small enterprises Promote entrepreneurship and MSME development

ACT for Peace Component 4

Building Stakeholders' Capacity for Conflict Transformation

Sectoral Issues

1. Peacebuilding is a commitment that needs to engage more active participation of multiple stakeholders. In Southern Philippines, this includes the Moro National Liberation Front (MNLF), Local Government Units (LGUs), civil society organizations (CSOs), and other key actors and institutions (academe, media, etc.). Their critical roles in peace and development processes are acknowledged. These stakeholders help create an enabling environment for the Peace and Development Communities (PDCs) while they implement their plans. As well, these stakeholders can nurture peacebuilding processes and structures. In effect, these stakeholders contribute to the institutionalization of support mechanisms for peacebuilding and the promotion of human security at particular levels.
2. Experiences in the GOP-UN MDP3 manifested how different stakeholders provided helpful support to community-based peace initiatives through advocacy; endorsement of PDC projects to other development programs; technical assistance; facilitation of decision-making processes; enactment of policies supportive and promotive of PDCs; allocation of resources and sharing cost of projects; accreditation of people's organizations; and linkage building.
3. The creation of MINDACOMNET by 32 regional agencies in Region IX; the issuance of executive orders for the PDTF in 7 provinces and 24 municipalities; the adoption of the PDC as a convergence strategy by a regional body, two provinces and 15 barangays⁷ attest to such support. Several LGUs also allocated resources to fund PDC projects. Government agency efforts to mainstream PDC concerns in agency PPAs were indicated by reports from the DILG, DA, DAR, DSWD, DOH, TESDA, and DOLE, among others. On the other hand, civil society organizations have been relentless in advocacy initiatives and provision of technical assistance along peace and development.
4. In spite of these contributions, gaps exist in the participation of the above identified stakeholders due to a number of factors. These are, among others, inadequate capacities of actors and institutions; lack of appreciation for peace and development; and non-recognition of their roles in peacebuilding. The perception that opportunities to participate in peacebuilding are limited; and the absence of structures for enjoining participation, or inefficiencies and weaknesses when and where the structures do exist, compound the situation.
5. Results of consultation workshops, key informant interviews⁸ and review of related reports and materials reveal other issues confronting the sectors. These issues as presented below can be responded to by the ACT for Peace Programme through Component 4:

⁷ An Evaluation of the Multi-Donor Programme: Assessment of Performance and Results, June 2004, Davao City, pp. 11-12

⁸ Consultations Workshops conducted in August-September 2004 and participated in by various programme stakeholders (MNLF, LGUs from Region IV to ARMM, GAs, PDAs, CSOs, private sector, media, religious sector,

- a. The need for common and shared perspectives and appreciation for peace and development, its processes and requirements among actors and institutions. A common framework can guide them in pursuing their individual and collective efforts in peacebuilding.
- b. An understanding of the GRP-MNLF Final Peace Agreement among all sectors is necessary to advance and accomplish peace and development purposes in Southern Philippines.
- c. The need to institutionalize policy support for peace and development in programs and in government plans for purposes of continuity and sustainability.
- d. Several stakeholders view peace and peacebuilding as a sectoral concern⁹ being the responsibility of the military and the police.
- e. The need to improve organizational competencies of key sectors to enable them to participate meaningfully, to perform and sustain their critical roles in peace and development:

MNLF: Clarifying and enhancing strategic directions and policies; strengthening competencies on leadership, decision-making, negotiations, monitoring and evaluation

LGUs: Integrating human security and peacebuilding in their plans and targets; strengthening local structures (POC, LDCC, LSB, LHB, PDTF); strengthening the Katarungang Pambarangay; adopting peace-sensitive processes; enjoining participation of CSOs, MNLF, POs in governance; enacting peace-sensitive policies; developing capacity for conflict analysis and conflict transformation (prevention, management and resolution) and early warning and prevention; allocating resources for peace and development undertakings; linking PDCs to higher levels (from barangay, municipal, provincial, regional), enhancing peace building skills of selected personnel

NGOs, POs (PDALs, BMWs, etc.): Enhancing peacebuilding skills; using conflict analysis, Peace and Conflict Impact Assessment (PCIA) and other peace-sensitive tools in planning, implementation, monitoring and evaluation; resource mobilization; strengthening coaching and mentoring skills so that they can better provide assistance to the PDCs, BDCs, etc. and participate more in peacebuilding efforts. Enabling civil society groups and individual champions who may opt to play the role of third-party observer, adopting an inter-positioning stance and advocacy at the community level or other levels.

Government Agencies: Integrating peace and development in their programs, plans and activities; applying peacebuilding tools such as conflict analysis, Peace and Conflict Impact Assessment (PCIA) and other peace-sensitive tools in planning, implementation, monitoring and evaluation; enhancing competence in conflict transformation (especially

GOP-UN MDP 3 current and previous staff); Interviews with MNLF leaders and representatives, MDP 3 staff, LGUs, Line Agencies.

⁹ Source: JICA, comprehensive Basic Survey of ARMM, Governance Sector Final Report, December 2003

for agencies mandated to perform peace-related functions, i.e., OCD, DILG, NCIP, OMA, DSWD, PNP, AFP, other law enforcement bodies, Sharia'h, etc.)

Religious, Academe, Media: Integrating peace and development concerns in their programs, plans, products and services to enable them participate more in advocacy, information dissemination, dialogues

- f. The need to strengthen relationships among key stakeholders (among others, PDCs and LGUs, MNLF and LGUs, government agencies in ARMM and non-ARMM areas and PDCs, CSOs and LGUs) so that they can work together in pursuing peacebuilding.
6. There are also broad issues that require higher levels of intervention or a combination of interventions coming from various sectors. The ACT for Peace Programme is one among many undertakings that respond to peace and development needs in Southern Philippines. This calls for coordination with different sectors, sharing and dissemination of information, policy advocacy, complementing resources and programs and strong national government directives and action. The issues include:
- a. Fulfillment of GRP-MNLF FPA provisions that have not been completed; this is perceived to erode trust among government and MNLF and other sectors
 - b. Arrangements and structures for a fully operational ARMM have not been satisfied (i.e., non-devolution of critical agencies – DBM, CSC, NAPOLCOM or some agency functions and personnel of devolved offices are still under central management; flow of budgets and services bogged down)¹⁰
 - c. Mainstreaming of MNLF as political party in democratic governance remains a challenge.
 - d. Addressing land tenure concerns (land ownership and security of tenure) in communities. This has been a long-standing cause of tension and conflict.
 - e. The need to curb corruption and similar practices at all levels in government. Left as is, corruption slashes away resources that are needed for critical services, demoralizes the critical mass, and creates more conflict;
 - f. Gaps in the judicial system: Perception that the system is unable to expedite cases fairly and swiftly; Sharia'h courts are not fully staffed; inefficient processes, incapable personnel

Areas of Assistance

7. The assistance to be provided by Component 4 shall be responsive to the needs of the stakeholders and shall address the issues identified as covered by the ACT for Peace:

¹⁰ Source: JICA, comprehensive Basic Survey of ARMM, Governance Sector Final Report, December 2003

- a. **Improving Conflict Transformation Competencies** of key actors so that they can better fulfill their roles in promoting human security and undertaking peace and development efforts. Select key persons from MNLF, LGUs and other institutions (government agencies, NGOs, BMW, PDALs, academe, religious, etc. that are involved in peacebuilding) shall be the targets of this intervention. Competencies shall focus on conflict analysis, prevention, management, and resolution. At the same time, all critical actors and institutions shall undergo activities on building a culture of peace, understanding the FPA, and appreciating peace and development principles and processes.
- b. **Strengthening Peace-Responsive Organizations.** This area of assistance responds to the need of LGUs to become more peace-oriented and promotive of peace-sensitive governance. Likewise, it will address the concern of MNLF on further enhancing their institutional capacities and leaders' competencies so that they can better participate in the ACT for Peace Programme as an organization and in other local peacebuilding initiatives and to be more ready to mainstream in democratic governance. The capacity gaps of other peacebuilding actors/institutions will also be targeted to enable them to intensify efforts in peace and development.
- c. **Providing Enabling Mechanisms to Support Stakeholders Initiatives.** Assistance shall be afforded to these actors and institutions as they pursue and sustain peacebuilding initiatives. Information, technologies, knowledge management, policy advocacy and other facilitating mechanisms will aid the stakeholders in advocating and performing functions on human security and peacebuilding as well as delivering services to PDCs and other local development initiatives.

Specific Interventions

8. The assistance aims to secure the following outputs:

- a. Enhanced appreciation of stakeholders of peace and development principles, concepts and approaches
 - A shared perspective/framework among stakeholders is an imperative in peacebuilding efforts. Collective accountability for peace shall be promoted, rather than treating peace as a concern of specific sectors (i.e., police, AFP, etc.).
 - Orientation workshops, sessions and activities to meet said output shall involve the topics/themes: Understanding Peace and Development, Human Rights, Human Security, Gender, Understanding the FPA, Building and Promoting a Culture of Peace, and Mapping Responsibilities
- b. Improved competence among stakeholders, including the MNLF, to undertake or participate in community organizational processes that promote conflict transformation, human security, peacebuilding and culture of peace principles, concepts and approaches

Some interventions that will be provided to improve competencies include:

- Understanding human security concepts
- Rights-based approach to local governance and development management
- Planning and implementing human security and peacebuilding undertakings
- Skills building on conflict analysis, prevention, management and resolution
- Using peacebuilding and conflict transformation tools (PCIA, EWPM, conflict mapping, negotiation, mediation, monitoring and evaluation, coaching, etc.)

In response to capacity needs expressed, interventions shall be provided to enable the MNLF to involve themselves more meaningfully in governance processes as well as in peace and development efforts. Below are some activities that will serve the purpose:

- Reinforcing organizational commitment for peace
- Leadership development
- Building/Enhancing skills in negotiating, influencing, mediating, monitoring and evaluation, etc.
- Building and strengthening partner relationships for peace and development
- Participating in governance

c. Improved responsiveness of LGUs to needs of conflict-affected communities and peace and development concerns

Acknowledged as the established structure at the local level, the component endeavors to directly assist the LGUs so that they would be able to critically address requirements of peacebuilding in their respective areas and sustained these efforts.

In particular, the Programme recognizes that local governments play strategic roles in conflict transformation. Being at the frontline, they can intervene to prevent the escalation of conflicts into violence. The ACT for Peace shall enable LGUs to undertake effective conflict analysis, particularly the capacity to understand the context, causes, actors and dynamics of conflicts. The Component shall also endeavor to promote a rights-based approach to local governance and development management. This means that the human rights framework and principles/concepts of rights entitlements and state obligations and the normative content of every right are applied systematically and methodically to development and governance processes at the strategic development planning, policy and legislation, administrative functions, programs and service delivery levels.

The interventions may involve:

- Supporting peace-responsive BDPs
- Rights-based approach to local governance
- Reinforcing LGU commitment for peace
- Integration of and resources allocation for peace in plan, programs and activities
- peace sensitive legislation
- Peace-oriented structures and processes
- Strengthening of the Katarungang Pambarangay
- Partnering for peace and development
- Resource accessing and mobilizing for peace and development
- Participatory governance

- d. Enabling mechanisms supportive of stakeholders' initiatives in promoting or advancing human security and peacebuilding

The component will endeavor to create mechanisms/structure that would support and facilitate efforts toward peace and development. Within this, assistance along policy advocacy, research and development, knowledge management, development information, etc. will be provided.

Strategies for Implementing the Component and Delivering the Assistance

9. Component 4 shall be carried out through the provision of capacity building (CB) and development interventions for the target actors and institutions following a needs-assessment (CNA) process. The prioritization of needs as well as the identification of interventions responsive to their needs and scheduling of activities shall be done in a participatory manner. Participation in the CB will be inclusive, regardless of gender but will deliberately involve women to ensure balance. The interventions shall respect culture and exercise flexibility to accommodate differences.
10. All key actors and institutions shall participate in activities that shape a Culture of Peace. The extent and levels of assistance however shall vary per area depending on the needs of the targets. Initially working in the areas covered by GoP-UN MDP3 (15 provinces, 14 cities, 84 municipalities, and 160 barangays), Component 4 shall expand its services to other geographic areas that have been identified as hosts of new PDCs. This is presented in the table below:

Table Indicative List of LGUs to be involved in the ACT for Peace

LGU	Existing	Expansion	Total
Barangay	160	100 PDCs = +/- 100 Barangays	=/- 260
Municipalities	84	50	134
Cities	14	0	14
Provinces	15	0	15
Total	273	150	423

11. Learning methods to be adopted for the CB interventions will be mixed. The range includes formal, face-to-face training, study missions and site visits, consultations and dialogues, informal, coaching and mentoring especially during application/practicum and follow-through activities.
12. The component shall emphasize that to be effective, conflict transformation strategies need to be context-specific, as well as community and problem-specific, with strategies for vertical integration to address the institutional and policy dimensions of the particular conflict being addressed.

13. The Component shall promote the principle of convergence where the focus is on building a conducive and enabling environment for PDCs to become successful in their development undertakings and for peace and development to prevail. The capacity of key sectors (LGUs, MNLF, others) shall be enhanced, thus enabling them to provide assistance required by the PDCs in their development stage. As regards the LGUs, priorities for their capability building shall be partly derived from the BDP requirements. Interventions in this component shall run parallel to the phased approach of programme implementation shown below:

Table Component 4 Year to Year Areas of Emphasis

Year	Programme Emphasis	Component 4
1	Consolidation of (Existing PDCs) and Expansion (Identification and Social Preparation of New Sites)	Assistance (Competence building and Organizational Strengthening) to actors and institutions in existing areas. In synch with Component 1 (and other components), undertake initial preparations for the new sites identified as expansion areas.
2 - 3	Expansion and Consolidation (of both Existing and Expansion PDCs)	Provision of assistance to expansion sites while continuing services to existing sites. (Existing sites are in/moving into application of learning)
4	Consolidation and PDC Sustainability	Provision of assistance in application of learning and institutionalizing gains (processes, systems, function/tasks in peacebuilding and development, ongoing partnership projects, etc.)
5	PDC Sustainability and Programme Phase-out	Assistance to enhance institutionalization and to move into sustainability. Component Phase-out

The timing of the interventions shall also consider the scheduled electoral processes, i.e., Barangay elections in 2005.

14. Promotive of partnership building, Component 4 will enjoin the pooling of resources and expertise in the conduct of interventions and in the implementation of stakeholders' programs and projects so that better effects and benefits are created at the community level. It shall also endeavor to partner and coordinate with other development programs currently implemented in the areas and providing similar or complementary services – i.e., LGSPA, GEM, LEAP, STARCM, ECHO, ARMM Social Fund, AusAid, UNDP and other UN agencies, etc. Interfacing with related national government programs, projects and activities will likewise be pursued. By doing so, resources are optimized and duplication of services is avoided.
15. The sustainability of peace and development efforts and functions shall be secured through the strengthening of local structures, by ensuring active and continuous participation of CSOs in governance and peace building efforts, as well as by building local capacities. Passage of peace-sensitive instruments, the integration/mainstreaming of peace and development concerns as well as gender and multiculturalism in agency plans and

programs, regular monitoring and evaluation and reporting to constituency will also promote sustainability.

16. Guided by the "1 ProDoc, 1 WFP, 1 M & E & 1 Report" principle, Component 4 shall work with other components in synchronizing the conduct of common activities (i.e., Programme Orientation and Advocacy, Culture of Peace, partnership building, monitoring and evaluation for same participants/actors/sectors), sharing of information and resources. More so, building on each other's gains (i.e., effective basic services require executive policy support from LGUs), and regular meetings among component teams to discuss and thresh out concerns and jointly responding to issues will enable complementation among components and concerned implementing agencies.

Implementing Arrangements

17. The delivery of Component 4 shall enlist the participation of various stakeholders who shall be responsible for providing the required services. They shall be carefully selected considering their track record in performing relevant tasks. However the Component will be open to accommodate new partners provided they share the goal of peacebuilding and are committed (i.e., are available, carries a "learning mode" paradigm, willing to partner, etc.) to engage in the Programme. Local-based actors and institutions shall be enjoined to participate in the undertaking.
18. The following shall be considered in the delivery of Component 4:
 - a. **Implementing Partners:** CSOs (such as NGOs, POs and associations), academic, resource and training institutions, government agencies, the private sector and UN Agencies will be tapped to provide technical assistance – deliver training, facilitate workshops, conduct required interventions and submit required reports
 - b. **Support Providers:** Resource institutions, the academe and CSOs and UN Agencies will be mobilized to provide services on research and development tasks, and documentation of learning and good practices. Likewise, the media can provide necessary support and services for information dissemination and advocacy.
 - c. **Collaborating Agencies:** Government agencies, LGUs, CSOs and other partners (MEDCO, UN agencies, etc.) can perform collaborating tasks to facilitate assistance and provide complementary services to the interventions of Component 4.
 - d. **Monitors and Evaluators:** Government agencies (among others, DILG, LGUs, OMA, DSWD, NEDA, MEDCO) and representatives from the MNLF, NGO, CSOs, resource institutions and the UN Agencies shall be responsible for tracking the component's progress and results and providing feedback to the concerned sectors and the programme.
19. A memorandum of agreement/understanding signals the formal involvement of said partners. Meetings to assess status, share information and updates shall be regularly

conducted. Timely submission and review of required reports will also be helpful in establishing progress as well as determining areas for improvement.

ACT for Peace Component 4: Building Stakeholders' Capacity for Conflict Transformation

Matrix of Areas of Assistance and Specific Interventions

1. Local Government Units (LGUs)

Specific Interventions Inputs & Services	Areas of Assistance		
	Improving Conflict Transformation Competencies	Strengthening Peace-Responsive Organizations	Providing Enabling Mechanisms to Support Stakeholders Initiatives
	<ul style="list-style-type: none"> Advocacy and IEC materials: GOP-MNLF FPA, Peace Building, Rights-Based Approach to Local Governance and Development management, Women's Rights; How To's on Peace-Sensitive Enactment Framework: Peace and Development; Human Security; "Do No Harm" Principles 	<ul style="list-style-type: none"> Manuals and Guides: Participatory Governance, ELA, Peace and Development Framework Tools – Conflict Analysis, PCIA and other Peace building tools Materials on peace-sensitive governance Peace sensitive local development planning processes 	<ul style="list-style-type: none"> Compendium of Resource Institutions Policies affecting/enabling peace and development efforts Results of research conducted Peace and conflict transformation indicators developed and provided Mechanisms for partnerships

Specific Interventions	Areas of Assistance		
	Improving Conflict Transformation Competencies	Strengthening Peace-Responsive Organizations	Providing Enabling Mechanisms to Support Stakeholders Initiatives
Capacity Building	<ul style="list-style-type: none"> Using conflict analysis, PCIA, EWPM Skills in negotiating, arbitration, mediation, dispute resolution Partnering for Peace and Development Enhancing Participatory Governance Women's Human rights Using peace indicators in M & E Resource mobilization for peace and development projects 	<ul style="list-style-type: none"> Integrating peace plans Strengthening local structures – Peace and Order Councils, Local Disaster Coordinating Councils, Local Health Board, Local School Board, Peace and Development Task Force Ensuring participation of CSOs, women's groups, youth, traditional leaders, MNLF in governance M & E on Peace & Development undertakings LGUs facilitating resources mobilization PDC projects Implementing the peace plans; Monitoring performance of the local structures and providing interventions Application of learning and institutionalizing processes Promoting rule of law; exercising transparency in transactions 	<ul style="list-style-type: none"> Documentation of good/sound practices Technologies, manuals, technology guides, policy advocacy materials
Culture of Peace	<ul style="list-style-type: none"> Promotion of COP Conflict mapping-Municipal & Provincial Resolving land conflict between migrants, IPs, Muslims 	<ul style="list-style-type: none"> A system for resolving land conflict Exercising peace-sensitive governance Assistance in application and monitoring 	<ul style="list-style-type: none"> Research into status of land tenure and security in the areas covered

Specific Interventions	Areas of Assistance		
	Improving Conflict Transformation Competencies	Strengthening Peace-Responsive Organizations	Providing Enabling Mechanisms to Support Stakeholders Initiatives
Linkages/ Partnerships	<ul style="list-style-type: none"> Identifying and mobilizing areas for linkages and partnerships 	<ul style="list-style-type: none"> Convergence of resources for peace and development activities/projects (among Barangays-Municipalities-Provinces) Complementation of programs and projects among LGUs and Agencies; LGUs and schools working on integration of COP in curriculum 	<ul style="list-style-type: none"> PDC projects and LGU peace and development programs integrated in partner institutions plans Policy requirements of peace efforts advocated to ARMM-RLA and LGUs
Policy	<ul style="list-style-type: none"> Integrating human security, peace in policy formulation 	<ul style="list-style-type: none"> Enactment of peace-sensitive, gender-responsive ordinances and adherence to policies Tracking implementation of peace sensitive, gender-responsive policies 	<ul style="list-style-type: none"> Advocacy for policy requirements, policy advocacy materials

2. Other Peace Building Stakeholders – Non-Government Organizations, Civil society Organizations (Bangsa Moro Women, PDAL, POs), MNLF, Government Agencies involved in peacebuilding, Media, Religious, Academe, etc.

Specific Interventions	Areas of Assistance		
	Improving Conflict Transformation Competencies	Strengthening Peace-Responsive Organizations	Providing Enabling Mechanisms to Support Stakeholders Initiatives
Inputs & Services	<ul style="list-style-type: none"> Advocacy and IEC materials: GOP-MNLF FPA, Peace Building, RBA, Women's Rights Peace-sensitive planning, implementation and monitoring Women's Human Rights Framework: Peace and Development; Human Security; "Do No Harm" Principles 	<ul style="list-style-type: none"> Advocacy and IEC materials: GOP-MNLF FPA, Peace Building, Women's Rights Peace-sensitive planning implementation and monitoring 	<ul style="list-style-type: none"> Compendium of resource institutions; Policies affecting/enabling peace and development efforts; Results of research conducted; peace reportage modules Results of research conducted Peace and conflict transformation indicators Mechanisms for partnerships

Specific Interventions	Areas of Assistance		
	Improving Conflict Transformation Competencies	Strengthening Peace-Responsive Organizations	Providing Enabling Mechanisms to Support Stakeholders Initiatives
Capacity Building	<ul style="list-style-type: none"> ▪ Skills on using PCJA, EWPM, other peace building tools, conflict Prevention, management and Resolution; Enhancing skills on coaching and mentoring, mediating, dispute resolution; ▪ Producing peace reportage/peace sensitive publications ▪ Application of learning <p>For MNLF:</p> <ul style="list-style-type: none"> ▪ Leadership Development (for State and Zone leaders) ▪ Skills in negotiating, influencing, arbitration, mediating ▪ Using conflict Transformation Tools ▪ Monitoring and Evaluation ▪ Partnering for Peace and Development ▪ Participating in Governance ▪ Women's Human Rights ▪ Provision for follow-through activities: application of learning 	<ul style="list-style-type: none"> ▪ Integration of peace and development in plans and programs ▪ Resource mobilization ▪ Partnership building ▪ Application of learning ▪ Institutionalizing gains ▪ Enhancing processes ▪ Pursuing institutionalization of strategies and activities 	<ul style="list-style-type: none"> ▪ Documentation of good/sound practices ▪ Manuals, techno-guides, materials

Specific Interventions	Areas of Assistance		
	Improving Conflict Transformation Competencies	Strengthening Peace-Responsive Organizations	Providing Enabling Mechanisms to Support Stakeholders Initiatives
Culture of Peace	<ul style="list-style-type: none"> ▪ Promotion of COP ▪ Applying other tools 	<ul style="list-style-type: none"> ▪ Promotion of COP ▪ Pursuing mediator, observer, third party ▪ Assistance in applying and provision for follow through activities ▪ Promotion of inter/intra-MNLF dialogues ▪ Monitoring outcomes of dialogues 	<ul style="list-style-type: none"> ▪ Research into status of land tenure and security in the PDCs covered/locality ▪ Guidelines in the conduct of dialogues
Linkages/ Partnerships	<ul style="list-style-type: none"> ▪ Identifying and mobilizing areas for linkages and partnerships 	<ul style="list-style-type: none"> ▪ Complementation of programs and projects for peace; Partnership building; CSOs participation in governance ▪ Participation of the MNLF as an organization in governance and in the peacebuilding efforts ▪ Sustaining participation/partner relations 	<ul style="list-style-type: none"> ▪ Opportunities for linkages with other resource institutions ▪ Materials on building and nurturing partnership
Policy	<ul style="list-style-type: none"> ▪ Formulating peace-sensitive policies ▪ Adherence to covenants forged ▪ Formulation, implementation and tracking 	<ul style="list-style-type: none"> ▪ Adherence to policies ▪ Tracking implementation of peace-sensitive policies ▪ Policy formulation and adherence to policies ▪ Formulation, implementation and tracking 	<ul style="list-style-type: none"> ▪ Advocacy for policy requirements ▪ Policy research and advocacy materials

ACT for Peace Component 5

Promoting and Advocating a Culture of Peace towards Peacebuilding and Conflict Transformation

Sectoral Issues

1. "Perhaps, nowhere in the history of Mindanao has interest in peacebuilding reached a mass proportion than after the breakthrough signing of the GRP-MNLF Peace Agreement in September 2, 1996.²⁵ There is a growing concern for sustaining the gains of the peace accord and expanding this gain to include the peaceful resolution of the armed struggle waged by the Moro Islamic Liberation Front (MILF). This may have led to the growth of peace institutes, organizations and individual advocates.
2. The current emphasis, while not dropping the call for justice that was prevalent in the 1970s, is on peace and reconciliation. The change is significant, since now the focus is not to be in conflict or in opposition, but the thrust is towards the resolution of conflict, changing of attitudes towards reconciliation, forgiveness, healing of wounds, peace and full human development.²⁶
3. The GoP-UN MDP3 has contributed in the growth of the peace movements through its advocacy of the Culture of Peace. It has facilitated the transformation of former combatants to peace and development advocates and conflict-affected areas to PDCs, and had fostered PDC-LGU partnerships for peace and development in 163 localities in the region.²⁷
4. The upswing in the peace movement in the region presents a great opportunity for the promotion of the Culture of Peace towards peacebuilding and conflict transformation in Southern Philippines. This opportunity must be seized to further consolidate, mainstream and institutionalize the grassroots-based infrastructure for peacebuilding and development.
5. As expressed by the participants during the series of Consultation Workshops conducted from August to September 2004 to evolve the successor programme to the GOP-UN MDP3, there remains a great need for the continued promotion of the Culture Peace.
 - a. Various conflicts -- resource based, conflicts, ridu, cattle rustling, tribal, social and cultural conflicts, and unstable peace and order situation -- still affect many PDCs and other localities in the region. Name calling, labeling, stereotyping Muslims as rebels, misunderstanding because of biases and discrimination, and racism are still part of the mainstream culture.
 - b. Human rights abuses still occur; ancestral domain claims of the indigenous peoples remain unaddressed.

²⁵ Kami Rin May Kapayapaan: *Determinants of Peaceability in Selected Communities in Mindanao*, I. Julio Cesar L. Benitez; GOP-UNMDP3, Davao City, May 2004, p.23.

²⁶ William Larousse, *Walking Together Seeking Peace: The Local Church of Mindanao-Sulu Journeying in Dialogue with Muslim Community (1965-2000)* (Quezon City: Claretian Publications, 2001) 408

²⁷ *An Evaluation of the GOP-UNMDP3: Assessment of Performance and Results*, June 2004; Davao City, p.v.

- c. The members of the MNLF still see the need to build healthy relationships with the local government units and other structures of governance, which they feel have yet to appreciate the significance of the GRP-MNLF Final Peace Agreement.
 - d. At the grassroots level, residents have to build and manage relationships with the warring groups —AFP, MILF, NPAs. This, as expressed by residents of some PDCs, is important so that the development efforts of their community will be spared from armed conflicts. Building and managing the relationship of communities with armed groups do not necessarily mean a condonation of violence, but rather a proactive and creative local way of asserting the people's desire for non-violence and protecting the community from getting caught in the crossfire between warring groups.
6. Finally, stakeholders have expressed the need to institutionalize conflict transformation competencies among various governing agencies, beneficiaries, advocates, and partners. There is also a need to strengthen tri-people partnerships and promote multi-culturalism.
 7. In the Autonomous Region for Muslim Mindanao (ARMM), there are peacebuilding initiatives pursued by the national, regional, LGUs, CSOs and other donors. Despite this, the participation of all agencies and sectors in these efforts still needs to be ensured. Many stakeholders continue to view peacebuilding as the sole responsibility of the military and particular groups. More so, the tracking of peacebuilding efforts in the region, and their status and gains remain inadequate. Likewise, information dissemination on policies, guidelines (i.e., on loose firearms registration) have to be extensively done.²⁸
 8. Moreover, it is perceived that existing peacebuilding initiatives in Southern Philippines have yet to optimize their impact on the level of policy. Policy can be defined as being the sum of government activities acting directly or through its agents intended to influence the lives of its citizens.²⁹ From a peacebuilding and human security promotion point of view, policies can be used to protect rights, improve the allocation of scarce resources and redistribute burdens and benefits for the general welfare. Learnings and experiences from peacebuilding programs can be systematically developed for policy purposes, and referred to government for appropriate action.
 9. Policy development suggests a systematic approach to the identification of issues and concerns that specify a policy response, the mapping out and evaluation of options leading to the selection of a policy measure that can then be pursued with the concerned government institution.

Areas of Assistance

10. To respond to these opportunities and sectoral concerns, Component 5 (Promoting and Advocating a Culture of Peace towards Peacebuilding and Conflict Transformation) shall cut

²⁸ Comprehensive Basic Survey of the Autonomous Region in Muslim Mindanao Governance Sector, ARMM Government, December 2003

²⁹ As defined in the Policy Advocacy Handbook, KAISAHAN Policy Research and Advocacy Unit

across all other components of this Programme with specific areas of assistance focusing on the following:

- Enhancing the Local Capacities for Peace
- Partnership Building for Promotion of the Culture of Peace
- Enhancing the Environment for Culture of Peace Promotion and Support

11. The first two areas of assistance shall support the other components in implementing strategies and approaches that promote and are consistent with the Culture of Peace.
12. As a specific area of assistance, "Enhancing Local Capacities for Peace" shall support Components 1, 2, 3 and 4 by profiling and establishing the pre-Programme capacities and condition of participating communities and LGUs. Implementing partners will be equipped with advanced knowledge, tools and methodologies for integrating the culture of peace, peacebuilding, human security and conflict transformation in the assistance that they provide to the communities and LGUs. In consideration of the capacities of community partners, implementing groups may be asked to include functional literacy in their delivery of peace education courses.
13. Partnership building as an area of assistance will enhance the capacity of government agencies, LGUs and social structures at the provincial and regional levels to appreciate and apply COP and peacebuilding practices. These mainstream institutions will be assisted in gaining the abilities to adapt and sustain COP and peacebuilding practices
14. LGUs and line agencies at the provincial and regional levels have the option of either creating or enhancing existing structures relevant to conflict transformation and ensuring that policies in place are peace-sensitive. This will address the need for vertical linkage and integration of the Culture of Peace, and will support mainstreaming towards institutionalization.
15. "Enhancing the Environment for Culture of Peace Promotion and Support" shall address the concerns for inter-generational and multi-cultural perspective on the significance of culture of peace and human security to ensure that the future generation will continue to respect and abide by the peace accord. This area of assistance shall provide institutional support for the popularization of the Culture of Peace through the mass media, integration into the education curriculum, through the involvement of religious/spiritual leaders and, by supporting policy development to further mainstream peacebuilding and the Culture of Peace in government.
16. Improved awareness by mass media practitioners will pave the way for mass media establishments to agree to adopt a more active peace-promotive public information agenda. Groups of peace practitioners/champions among the members of the academe, schools, churches/spiritual groups and madrasahs shall also be established.
17. MEDCo, the Overall Implementing Agency for ACT for Peace, has the mandate to "promote and coordinate the active participation of all sectors to effect the socio-economic

development of Mindanao through a wholistic and integrated approach.”³⁰ This puts in the position to engage in policy development in support of peacebuilding. Policy Research and Advocacy is one of the development strategies of MEDCo. Components 1 to 4 of the ACT for Peace also identified specific policy measures as aspects of the assistance that would be rendered in order to address issues and achieve the Component planned output level results.

Specific Interventions

18. As a component that cuts across the other Programme component, strategies to attain this particular output are spread out in the COP strategies of the other components. Thus the responsibility of this component is to provide technical and training assistance to the other components in area of the promotion of COP.
19. The pre- and post-Programme capacities, concerns and condition of the ACT for Peace target participants (PDCs, LGUs and non-community-based peace stakeholders) will be profiled to generate information that would be used in designing and assessing appropriate and responsive interventions. As well, the information will be used for purposes of performance management by tracking the benefits that the ACT for Peace brings about or contributes to.
20. Management staff and implementing partners will be oriented on the ACT for Peace Programme principles, implementation framework and on the PDC stage of development framework that they may design or adjust the delivery of their assistance in manner that is consistent with the values that drive Programme.
21. The second targeted output of this component is the establishment of partnerships among and between agencies, LGUs and social structures at the provincial and regional levels for the institutionalization of the Culture of Peace. Conflict analysis and peace-sensitivity trainings and workshops for government agencies and provincial LGUs (DOH, DILG, DENR, Provincial Development Councils, and Provincial Peace and Order Councils, etc.) will be conducted. Technical assistance will be provided to help government agencies be more effective in addressing conflicts and promoting peace. The Programme will network with provincial and regional social formations (CSOs, etc.) to support efforts to promote peace.
22. Four main groups of stakeholders are targeted in enhancing the enhancing the environment for promoting and advocating the Culture of Peace. They are: a) established media institutions and practitioners; b) educational institutions and teachers; c) CSOs and the individual peace champions from the religious or spiritual groups; and government institutions.
 - a. For the mass media sector, the intention is to influence the media institutions to adopt peace-promotive reportage and news and features programming and to transform values of the media practitioners towards balanced and peace-oriented news coverage and reporting. The package of intervention includes the promotion of public peace

³⁰ MEDCo website

journalism, facilitating media practitioners' exposure and integration in PDCs, conduct of summer courses on peace reporting and supporting the Mindanao Media Peace Summits.

- b. For the Education Sector, the intention is to initiate the process of enculturation via the enhancement of the education curriculum using the Culture of Peace and promoting appreciation of the significance GRP-MNLF Peace Agreement in the history of Southern Philippines. At a minimum, the strategy is focused on generating policy studies on the matter for the consideration of the Department of Education and the Commission on Higher Education. The high-end target, on the other hand, includes the conduct of instructional enhancement seminars for primary, secondary and tertiary educators on the Culture of Peace.
- c. For CSOs, the intention is to strengthen and build the momentum of broad and mass peace advocacy. This is to be achieved through support for CSOs peace advocacy initiatives, support for peace champions such as those coming from the religious or spiritual groups or from the grassroots, and initiating electronic exchange of information and ideas. The Programme shall also support the Mindanao Week of Peace and the National Peace Month.
- d. For government institutions, the OIA will be supported in further developing its capacity and abilities to develop and mainstream strategic policy initiatives that are supportive of peacebuilding, human security promotion and conflict transformation. A favorable policy environment that enables peace stakeholders to do their work will ensure the successful accomplishment of Legacy #9.

Strategies for Implementing the Component and Delivering the Assistance

- 23. The practice of the Culture of Peace is diverse and distinct in each locality or social grouping. Its diversity and distinctiveness is mainly because of four factors: 1.) The practice of culture of peace is nestled in the people's cultures and traditions; 2.) People's past experiences influence current practice; 3.) Current realities continue to challenge practice, and; 4) The collective desire of the community for a better future continuously innovates the practice of the Culture of Peace.³¹
- 24. Yet amidst the diversity and distinction in the practice of the Culture of Peace, local capacities for peace fall within the categories of community traits or ethos, homegrown community strategies, and indigenous and self-help mechanisms.³² These ethos, strategies and mechanisms are what this Component aims to enhance, to be complemented, mainstreamed and institutionalized, and enculturated in the collective way of life of the people in Southern Philippines as opposed to the prevailing atmosphere of culture of war and violence.

³¹ *Selected Community Practices of the Culture of Peace*, Julio Cesar L. Benitez, GOP-UNMDP3, May 2004; p. 19.

³² *Ibid*, p.45.

25. It is within this context that the implementation of this Component cuts across the other components of the Programme.
26. As they are locale-specific, culture-specific and context-specific, the strategies for the enhancement of the Local Capacities for Peace shall be in support of and undertaken in coordination with Component 1 (Strengthening Social Capital) through community-based social capital development facilitators or the PDAs. This strategy shall ensure that the implementation of the strategies are culture and gender-sensitive, flexible, participatory and demand driven. Secondly, it also ensures that the implementation of the COP strategies is part of the community-drafted Barangay Development Plans, which promotes convergence of strategies and efforts.
27. On the other hand, the implementation of the strategies for the vertical linkage and mainstreaming of the Culture of Peace is undertaken through the establishment of critical partnerships. This ensures that the capacity-building strategies for the LGUs, MNLF, CSOs and other stakeholders at the provincial and regional levels are anchored on the promotion of the Culture of Peace.
28. All three areas of assistance under Component 5 shall be carried out almost simultaneously as each one complements the other in creating or enhancing collective practice of the Culture of Peace. The first service area focuses on the community (including municipal local governments). The second service area focuses on the social and governance structures at the provincial and regional level. The third service area focuses on mass advocacy of the COP and its institutionalization at the "macro" level.
29. Phasing of the delivery of the services shall, however, take into consideration the balance between consolidating existing PDCs and expanding into new communities. Generally, at the community level, Component 5 will dovetail the entry of Component 4 (Strengthening Social Capital) and Component 2 (Promoting Human Security through Improved Access to Basic Services). In like manner, among the municipal and provincial LGUs, CSOs, MNLF and other stakeholders, Component on COP shall dovetail with the implementation of Component 4. However, at the level of the mass media, education and CSOs at large, the COP strategies shall commence as soon as the Programme becomes operational.

Implementing Strategies

30. The Component shall be implemented by communications, culture-based and policy-oriented agencies and institutions, each playing varied role according the areas of service. This implementing arrangement is indicated in the matrix below.

Matrix of Implementation Complement

Implementing Arrangements	Areas of Service		
	Enhancing Local Capacities for Peace	Partnership Building for the Promotion of the Culture of Peace	Culture of Peace Policy Support through Advocacy, Education and Enculturation
Implementing Partners	MPDAL/PDAL, UNDP/, CSOs/NGOs	UNDP/CSOs	PIA, ARMM Bureau of Information, Mindanao Media Cooperative, DepEd, CHED, CSOs/NGOs
Support Providers	Barangay LGUs	Municipal and Provincial LGUs, CSOs, Church,	UNDP/CSOs
Collaborators	Churches, Local Schools and Madrasahs	DOH, Water Districts and other related line agencies	Local Media and National Media
Monitor and Evaluators	CSOs (NGOs, POs and IGs)	CSOs (NGOs, POs and IGs)	CSOs (NGOs, POs and IGs)

31. Instruments such as a Memorandum of Cooperation or Partnership Contracts can be entered into to govern the interaction (deliverables, roles and responsibilities) between the ACT for Peace Programme and the different partners.
32. The UNDP may serve both as implementing partner/service provider and technical advisor to this Component.

ACT for Peace Component 5: Promoting and Advocating a Culture of Peace towards Peacebuilding and Conflict Transformation

Matrix of Areas of Assistance and Specific Interventions

Specific Interventions	AREAS OF ASSISTANCE		
	Enhancing the Local Capacities for Peace	Partnership Building for the Promotion of the Culture of Peace	Enhancing the Environment for Promoting and Advocating COP
Inputs and Services	<ul style="list-style-type: none"> ▪ Profiling (baseline and endline) ▪ Computer facilities ▪ Training modules and materials ▪ In care of other components 	<ul style="list-style-type: none"> ▪ Engagement of service providers on COP promotion to the provincial governments in the 16 former SZOPAD Provinces ▪ Computer facilities ▪ Training modules and materials ▪ In care of other components 	<ul style="list-style-type: none"> ▪ Financial and technical assistance ▪ Computer facilities ▪ Training modules and materials

AREAS OF ASSISTANCE			
Specific Interventions	Enhancing the Local Capacities for Peace	Partnership Building for the Promotion of the Culture of Peace	Enhancing the Environment for Promoting and Advocating COP
Capability Building	<ul style="list-style-type: none"> ▪ Adult Peace Literacy Education ▪ KSA Training on Community Promotion of COP for involved PDAs ▪ Provision of Technical Support ▪ Monitoring and Evaluation ▪ In care of other components 	<ul style="list-style-type: none"> ▪ Sensitivity Training on Promotion of COP for regional and provincial government agencies, LGUs and CSOs ▪ Provision of Technical Support ▪ Monitoring and Evaluation ▪ Popularization of Fatwa 	<ul style="list-style-type: none"> ▪ Promotion of Public Peace Journalism ▪ Peace News and Features Releases and Coverage ▪ Media Integration in PDCs ▪ Support for Peace Investigative Reporting ▪ Policy Study Grant on the Integration of Culture of Peace and the Significance of the FPA in the Education Curriculum of DepEd and CHED ▪ Support for CSO Peace Advocacy Initiatives ▪ Knowledge Sharing Support for Peace Champions ▪ Summer Courses for Peace Reporting ▪ Support the Mindanao Media Peace Summits ▪ Primary, Secondary and Tertiary Educators' Instructional Enhancement Seminars on the Cultural of Peace ▪ Support for the Mindanao Week of Peace ▪ Support for the National Peace Month ▪ E-peace advocacy ▪ Developing OIA capacities and abilities in policy development and advocacy
Linkaging/ Partnership	<ul style="list-style-type: none"> ▪ Partnership with MPDAL/PPDAL, CSOs and IGs 	<ul style="list-style-type: none"> ▪ Partnership with regional and provincial level LGUs, CSOs/NGOs, others. ▪ Cooperation Agreement with the DOH and IPHO 	<ul style="list-style-type: none"> ▪ Cooperative endeavor with Media Establishments, DepEd, CHED and CSOs/NGOs, Individual Champions

Specific Interventions	AREAS OF ASSISTANCE		
	Enhancing the Local Capacities for Peace	Partnership Building for the Promotion of the Culture of Peace	Enhancing the Environment for Promoting and Advocating COP
Policy	<ul style="list-style-type: none"> ▪ Accreditation of PDC POs and adoption of BDPs into the Municipal, Provincial and Regional Development Plans ▪ Provision of funding support by LGUs on Peace Initiatives 	<ul style="list-style-type: none"> ▪ Local peace-promotive policies (legislations and directives) at the provincial and regional level ▪ Health as a basic human right essential in peacebuilding process and the attainment of human security ▪ Promotion of Mussawarah with the DOH ▪ Policy support for the health referral system as part of peacebuilding strategies in Southern Philippines ▪ Recognition of the BAWASA and provision of support for the strengthening of the association as part of the strategies for peacebuilding in Southern Philippines ▪ Monitoring by provincial LGUs and regional agencies of municipal and city level utilization of the 5% Gender fund for promotion of women's rights advocacy ▪ Culture-sensitive and peace-promotive approach to resolving land conflict between migrants, IPs, Muslims ▪ Promotion of the role of CSOs and individual peace champions as mediator, observer, third party 	<ul style="list-style-type: none"> ▪ Supporting OIA efforts to develop and advocate for policies that would mainstream the Culture of Peace, peacebuilding, human security promotion and conflict transformation using Programme experiences

