

Terminal Evaluation of the Conflict Prevention and Peace Building (CPPB) Programme

Final Report

Prepared for

**The Office of the Presidential Adviser on the Peace
Process (OPAPP)**

&

The United Nation Development Programme (UNDP)

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I. EXECUTIVE SUMMARY

This Terminal Evaluation aims to establish programme accomplishments vis-à-vis targets towards the attainment of the outcome: “*Key actors are better able to prevent, manage and resolve conflict and to build peace and human security*”, identifying contributing factors as well as constraints to its achievement. In this light, it looked at UNDP, NEDA and OPAPP’s contributions, including its partnership strategies with the Responsible Partners (RPs), in the implementation of programme activities based on its Results and Resources Framework .

The analysis of the *Sample Projects* subjected to the Terminal Evaluation (TE) analysis showed significant achievements in conflict prevention and peace-building processes which are clearly demonstrated on the ground, in the community-based mechanisms and public and private alliances for peace and development that have been built over the seven (7) years covered by CPPB. Partnerships at the local level have been established and institutionalized in varying levels through various initiatives of stakeholders --- Local Government Units (LGUs), members of the Civil Society Organizations (CSOs), the Academe and the Department of Education (DepEd), organizations of Former Combatants (FCs), tribal groups, and other key players in the peace arena here in the Philippines.

Local Ordinances, a Guidebook on Promoting Local Government Planning , conflict-sensitive plans in participating LGUs with corresponding budget allocation¹, legislative actions², lobbying activities³, School of Peace⁴, FCS participation in local governance and livelihood activities⁵, IP Women peace-builders and multi-sectoral peace and development working groups established/ organized at the national level⁶, Human Security Index (HSI) at the Municipal Level established⁷, gender mainstreaming at the project level, use of indigenous mechanisms in conflict resolution⁸, and a series of round table discussions on GPH-MILF Ceasefire Mechanisms conducted⁹ were just some of the concrete milestones achieved by CPPB.

¹ San Jose, Tarlac and Rosario, Batangas

² Gazton Z. Ortigas Peace Institute, Sulong CARHRHIL

³ Ibid

⁴ SPEAR - San Isidro Elementary School, Castilla, Sorsogon

⁵ UPVFI and Grupag in Leon, Iloilo and CCAGG and the Maeng Tribe in Tubo, Abra

⁶ Gazton Z. Ortigas Peace Institute, Paghiliusa sa Paghidaet sa Negros

⁷ UP Third World Studies Center, College of Social Sciences and Philosophy

⁸ Dap-ay in Tubo Abra, Paitan Tribe in Naujan, Mindoro

⁹ Round Table Discussions, Mindanao Peoples’ Caucus

The TE team analyzed the project results based on the CPPB outcome that it supported and how these also contribute to the attainment of the other outcomes because the three CPPB outcomes are innately linked in the sense that improving the capacity of key actors contributes to the mainstreaming and sustainability of conflict prevention and peace-building initiatives including the promotion of human security in development processes, and these factors are seen to increase participation in governance, improvement of access of conflict-affected communities to basic services, improved incomes.

At the national level, the sustainability strategy involved the institutionalization of peacebuilding through the strategic integration of peace and human security perspectives in policies, frameworks, and plans. On the other hand, efforts towards the integration of human security perspectives in the draft revised National Peace Plan for the Medium Term Philippines Development Plan (MTPDP) has just started and is still awaiting approval by the President . CPPB has sown the seeds in mainstreaming peace and human security in local governance through trainings and LGU development planning which has conflict-sensitive perspectives and the same has been done among regional line agencies belonging to the Regional *Kalahi* Convergence Groups (RKCG).

This implies that the structural causes of conflict are far from being addressed. What has been initiated under the programme was managing or preventing conflicts that may arise from issues related to injustices, inequitable distribution of assets and resources, and unstable political situation as noted in the next paragraph.

The TE analysis also showed that the community-based strategies for conflict prevention and peace-building should be supported by a strong national policy for the peace agenda and that the national peace-building policy should include efforts to address other key conflict issues, such as natural resource extraction, equitable distribution of resources, injustice, and marginalization of disadvantaged sectors. Although the CPPB TE did not include the analysis of the National Peace Plan, the respondents to the evaluation have always cited the “policy gaps at the national level” as a factor that could have helped them push for the sustainability of their successful initiatives.

And to sustain the community-based initiatives, the government will also have to focus on governance reforms that will tackle feasible responses to the other key conflict issues cited above. In the same line of thought, the innovative pilot CPPB projects subjected to analysis for the TE should be upscaled and replicated to attain a bigger impact.

Several factors contributed to the attainment of the CPPB outcomes --- the presence of strong peace advocates composed on peace networks, CSOs, organized communities (even FC groups) which have been working for the peace agenda and hence, have gathered very good skills for peace-building and the strategic engagement by UNDP and OPAPP of its RPs. This observation implied that the CSOs have played the crucial role as catalysts but their efforts at making a dent in addressing the conflict drivers as cited above, will still have to be supported by policy reforms in governance.

On the other hand, the hindering factors included the a weak policy environment for peace-building at the national level; the inconclusive status of peace negotiations with rebel groups; episodes of armed conflict that set back the gains of peace on the ground; leadership shifts among LGU partners resulting from elections and/ or other political developments, political appointments and institutional changes within OPAPP that caused delays or adjustments in programme Implementation and the temporary nature of the mandate of programme Implementing Partner (OPAPP) and UNDP's bureaucratic processes that contributed to delays in programme implementation.

To improve the performance of a similar programme as CPPB and to facilitate the attainment of results and outcomes, the implementers should support the lobbying activities for a legislated national peace policy; assign a more permanent status of the Implementing Partner (IP); continue to address the conflict prevention and peace-building issues of all conflict-affected communities (Luzon, Visayas and Mindanao); widen the public-private partnership opportunities not only for conflict prevention and peace-building but also for maximizing corporate social responsibility (CSR) to include initiatives that will address the basic needs of conflict-affected communities; provide wider economic opportunities for the livelihood projects of FCs or RRs by linking them to other government agencies; and continue engaging the youth in peace-building and spreading/ advocating the "Culture of Peace".

In addition, the innovative pilot projects subjected to TE analysis should be replicated and upscaled to achieve a broader impact of community-based conflict prevention and peace-building initiatives that will provide local strategies in peace-building in the absence of a legislated national policy. And the next programme should ensure that the PMO is efficiently manned and staff are provided benefits that will motivate them to stay with the programme; install effective and efficient project risk identification and management mechanisms, monitoring and evaluation/ assessment systems and structures on the ground; focus on deliberate gender mainstreaming not only in programme and project management but also highlighting the equitable roles of men and women in peace-building and the protection of their rights, welfare and protection before, during and after conflict events.

II. RATIONALE

The Landscape of Conflict Prevention and Peace Building in the Philippines During the CPPB Programme Conceptualization

When CPPB was conceptualized, the Philippines was in a critical yet opportune juncture of its development where emerging global and regional trends involving trade, security, environment, information technology, and economic integration offered crucial opportunities and challenges for the Philippines to reshape its development future. The prevailing situation during those times were characterized by initiatives towards the realization of fundamental changes in economic and political governance to improve its performance in basic human development and security, per capita gross national product, and economic diversification to achieve the MDGs. The country was endeavoring to manage the patterns of political uncertainty, social conflict, environmental degradation and cyclical economic growth that brought forth the issue of low human development index of 0.753 in 2002 (rank 83 among 177 countries).

Another priority issue was the 35-year armed conflict, involving a communist insurgency and a secessionist rebellion that challenged development efforts which were analyzed to be rooted in issues of social injustice, poverty, inequity and exclusion. The incidence of poverty is severe in six of the poorest regions where armed conflict persists --- the Autonomous Region of Muslim Mindanao (ARMM), Bicol (Region V), Central Mindanao (Region VII), Western Mindanao (Region IX), Eastern Visayas (Region VIII) and the Cordillera Administrative Region (CAR).

Government initiatives to resolve armed conflict peacefully included a comprehensive peace processes that pursued socio-economic reform measures and peace negotiations with rebel groups and the initiatives of multi and bilateral organizations, including UNDP, has been complemented by strong civil society peace movements and community-based peace-building initiatives.

The President's State of the Nation Address at her inauguration in June 2004 emphasized the need to prioritize and respond to the basic needs of the poor and vulnerable and in her 10-point pro-poor agenda, the President laid out plans to address poverty, economic growth, fiscal crisis, governance reforms and the peace situation. The T in the list of "Beat the Odds" plans focused on the Termination of the MILF and NPA conflicts.

The UNDP Role on Conflict Prevention and Peace-Building

In May 2002, UNDP conducted the Common Country Assessment-United Nations Development Assistance Framework (CCA-UNDAF), a comprehensive participatory consultation process which was participated in by the Philippine Government, civil society organizations (CSOs), non-government organizations (NGOs), private sector, donors, other UN agencies and development agencies. These processes led to the preparation of the Country Programme Action Plan (CPAP), an in-depth analysis of the country's development context and the challenges it faced and brought about a common appreciation and understanding of the development challenges of the Philippines and its underlying root causes based on national priorities vis-à-vis the Millennium Declaration and Millennium Development Goals (MDGs). Key UNDP partners validated the thematic focus of UNDP assistance which were translated into UN Development Assistance Framework (UNDAF) which established national priorities and needs to be addressed by the UN system in cooperation with the Philippine government.

The preparation of the Country Programme Document (CPD) and eventually the CPAP followed focusing on the most immediate opportunities identified and prioritized by the UN system --- the peace and development efforts in Southern Philippines (Mindanao), HIV/AIDS, common database and information sharing, and monitoring and evaluation of specific interventions. It was also the first time that Conflict Prevention and Peace-Building surfaced as a new critical area of cooperation alongside macroeconomic stability, broad-based and equitable development; basic social services; good governance; and environmental sustainability. As such, Crisis Prevention and Recovery (CPR) became a new addition to the other three components, which had been established areas of cooperation under the previous UNDP Country Cooperation Frameworks (CCF).

Four (4) of UNDP's Programme Components in the Philippines were focused on Crisis Prevention and Recovery; Conflict Prevention and Peace-building; Security Sector Reform and Transitional Justice which are seen to contribute to the creation and maintenance of a secure and peaceful environment, especially for the poor and the marginalized. In the same manner, these components address the issues of conflict prevention and peace building; recovery; and small arms reduction, disarmament and demobilization. The strategies adopted included the following:

1. fostering an enabling policy environment for sustainable peace;
2. building capacities of key actors for peace-building and conflict prevention;

3. strengthening access of conflict-affected communities to basic services and increased incomes and fostering their participation in local governance;
4. supporting government-civil society partnerships to build a nationwide constituency for peace, with heavy involvement of women given they are proven to be effective peace educators; and
5. establishing strategic partnerships towards mobilizing resources for sustained nationwide peace-building.

This component supports the achievement of UNDAF Outcome #5 which envisions that by 2009, *the level of violent conflict has been reduced, and human security and the culture of peace have been promoted nationwide*¹⁰.

Aside from the above strategies, UNDP also banked on its strengthened partnerships with national government agencies, local government units (LGUs), civil society organizations (CSOs), private sector, the media, academia, international development partners and other stakeholders from its past cooperation experiences in the country. In addition, UNDP's Country Programme used the "portfolio approach", where projects and activities that are seen to contribute to achieving Programme outcomes were identified by national institutions, validated and systematically clustered by a multi-sectoral portfolio steering committee. An Executive Committee composed of the National Economic and Development Authority (NEDA) and UNDP provided overall policy direction.

These processes bought forth the implementation of the Conflict Prevention and Peace Building (CPPB) Programme.

The Conflict Prevention and Peace Building Programme (CPPB)

The GPH-UNDP Conflict Prevention and Peace Building (CPPB) Project is among the four (4) major components of the United Nations Development Programme (UNDP) under the Country Programme Action Plan [CPAP] for 2006 – 2009). The Project aims to contribute to United Nations Development Assistance Framework (UNDAF) Outcome 5, which seeks to reduce the level of conflict and foster human security and the culture of peace nationwide by 2009 (although the CPPB programme life has been extended up to 2011). It was implemented by the Philippine Government through the Office of the Presidential Adviser on the Peace Process (OPAPP), other related agencies, members of the Civil Society

¹⁰ This is identified as Outcome 5 in the UNDAF document, but as UNDAF Outcome 4 in the UNDP CPAP. For purposes of consistency with the overarching UN document for the cycle 2004-2009, it is referred to in this Evaluation as UNDAF Outcome 5)

Organizations and community-based organizations with financial support of the United Nations Development Programme (UNDP).

CPPB likewise supports the Agenda No. 9 of the Philippine Government's 10-point Agenda --- "A Just End to the Peace Process" through the National Comprehensive Peace Process and its "Six Paths to Peace" as well as the National Peace Plan as embodied in Chapter 14 of the Medium Term Philippine Development Plan (MTPDP).

Specifically, the Programme sought to achieve three interrelated outcomes:

1. Peace-building, conflict prevention and human security are mainstreamed in development processes;
2. Key actors are better able to prevent, manage and resolve conflict, and build peace and human security; and
3. Conflict-affected communities have improved access to basic services and increased incomes, and are able to participate in local governance

The programme was implemented using several strategies --- fostering an enabling policy environment for sustainable peace; building capacities of key actors for peace building and conflict prevention; supporting government-civil society partnerships to build a nationwide constituency for peace and empowering communities for peace.

After seven (7) years of programme implementation , a terminal evaluation was undertaken to capture programme impacts along the cited outcomes, with the intention of strengthening government's peace-building policy framework and programs. In the same light, learnings from CPPB will become valuable inputs to similar undertakings related to conflict prevention and peace-building.

III. OBJECTIVES OF THE TERMINAL EVALUATION

The terminal evaluation assessed the following:

A. Programme Accomplishments vis-à-vis Its Targets.

1. The physical and financial execution;
2. The facilitating and hindering factors; and
3. Lessons learned, good practices.

B. Programme Management.

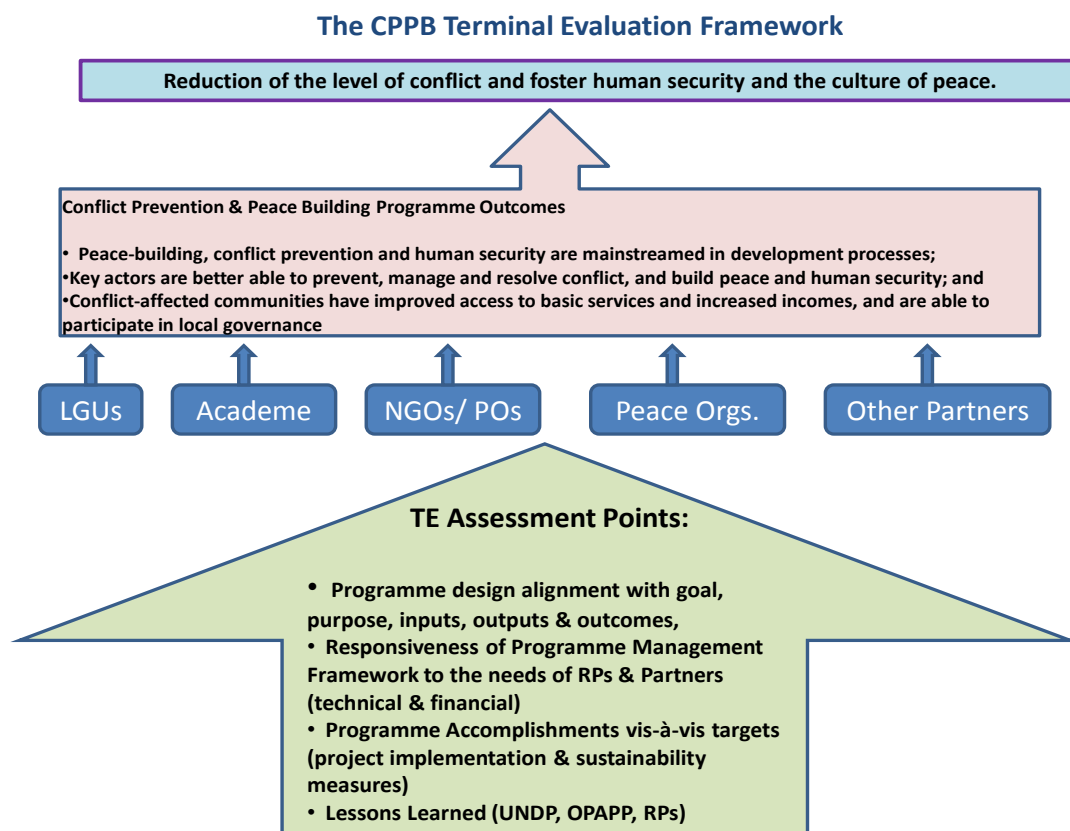
1. The programme's management framework, adaptation to changing conditions, partnerships in implementation arrangements, effects of changes in project design, and overall project management;
2. The degree and effectiveness of collaboration/interactions between the various programme partners and institutions during the course of implementation;
3. The mechanisms put in place by the programme for identification and engagement of stakeholders in each area and establish, in consultation with the stakeholders, whether this mechanism was successful, and its strengths and weaknesses;
4. The quality, application and effectiveness of project monitoring and evaluation plans and tools, including the risk management based on the assumptions and risks identified in the project document; and
5. The strength and utility of financial controls, including reporting, and planning.

C. Programme Design, Sustainability and Impact.

1. The coherence of the programme design – from its goal, purpose, outcomes and inputs;
2. The degree of the stakeholders' sense of ownership for the programme and its initiatives;
3. The extent of sustenance of the outcomes of the programme stakeholders on issues relating to institutional frameworks and governance; and
4. The programme's impact in each of the three outcomes.

IV. METHODOLOGY

A. Framework of Analysis



The Terminal Evaluation processes focused on assessing various aspects of CPPB as it was implemented in Sample Projects within the Project life --- from 2005 up until 2011, and covered areas of Project implementation by UNDP, OPAPP, responsible partners (RPs) and community stakeholders across the identified three (3) programme outcomes targeted by the *Sample Projects* using the following indicators:

1. **Programme Impact** – social, economic, environmental conditions intended as end results, impacts or benefits of the Project and/ or project activities that benefits both public (conflict prevention & peace building) and private interests (enhancement of capacities of the community stakeholders and the RPs)
2. **Actions** – patterns of behaviors and procedures established, such as actions & decisions taken, recommendations adopted, practices implemented, social

mobilization technologies used; policies enacted and the processes used in policy advocacy

3. **Learnings** – knowledge (awareness, understanding, mental abilities enhanced); changes in opinions and/ or outlooks about the government programs for conflict prevention & peace building, skills acquired from the Project; changes in aspirations, ambitions/ hopes
4. **Reactions** – degree of interest and/ or feelings towards the Project; quality of acceptance of the Project leadership (UNDP/ OPAPP/ RPs); determination and creativity applied to sustain what the Project has started
5. **Activities and Strategies** – various types of strategies adopted by UNDP/ OPAPP/ RPs/ Stakeholders to achieve the Project outcomes and establish sustainability measures;
6. **Resources** – human and financial investments of the UNDP, OPAPP, RPs, stakeholders

The data gathering activities cut across the different levels of Project hierarchy to establish evidences of success that support the main goal and outcomes of the programme --- to reduce the level of conflict and foster human security and the culture of peace. A greater focus of data gathering involved getting the feedback from the partners from the Sample Projects because information from them helped explain the achievements of the upper levels of Project hierarchy which have more long term effects and impacts and because it was easier to find evidences of outcomes from among the project partners and beneficiaries. This is what is known as the “*what matters*” dimension of the TE wherein the programme outcomes were seen from the prism of the everyday life of the the RPs and their community partners themselves.

OECD-DAC Guidelines

The Terminal Evaluation was guided in principle by the OECD-DAC Guidelines on Evaluating Conflict Prevention and Peace Building Activities --- relevance, effectiveness, efficiency, sustainability and impact plus supplemental OECD-DAC criteria --- coherence (and coordination), linkages, coverage and consistency with values.

Other Policy Guidelines

Likewise, the analysis of the Terminal Evaluation considered the Programme's coherence and level of support to Chapter 14 of MTPDP 2004-2010 and Chapter 9 of Philippine Development Plan (PDP), 2011-2016 and related sections; the UN Development Assistance Framework (UNDAF) Outcome 5; and the UNDP Country Programme Action Plan (CPAP) target outcome --- "Key actors are better able to prevent, manage and resolve conflict, respond to crisis and post-crisis situations, and build an enabling policy environment for sustainable peace and human security".

B. Data Gathering

The Evaluation Team used Key Informant Interviews and Focused Group Discussions in data gathering using tools pre-approved by the CPPB/ PMO. Likewise, records and pertinent documents were reviewed to validate information gathered from the respondents.

1. Evaluation Tools

Research Tools --- KII and FGD guide questionnaires, were developed by the Evaluation Team in coordination with the CPPB/ PMO.

2. Sampling Technique.

Sampling was **purposive** according to recommendations by the CPPB/ PMO and UNDP. The OPAPP PMO recommended Sample Projects and respondents to be included in the data gathering activities.

3. Respondents.

Respondents to the Terminal Evaluation have been **pre-identified** by the CPPB/ PMO and UNDP and came from eight (8) provinces in eight (8) regions of the country including representatives from pre-identified government agencies, local government units and CSOs in the National Capital Region (please see matrix below).

Regions	Respondents
CAR	CCAGG Officers and Staff RINAIMKA officers Maeng Tribe Elders
Region III	Municipal Development Council of San Jose, Tarlac Mayor Yap and Vice Mayor Capitulo, San Jose Tarlac Community partners of the livelihood and other programs of the LGU
Region IVA	Former Municipal Planning and Development Officer of Rosario, Batangas
Region IV-B	Ilawan Officers and Staff Members of the Council of Elders of the Paitan tribe in Naujan, Mindoro Members of other organizations who supported the project
Region V	Officers and members of the BPCED Officer of the Bicol University Community Outreach Program Principal of the pilot "School of Peace" from Castilla, Sorsogon
Region VI	Officers of UP Visayas (Iloilo) Community Partners from Leon, Iloilo Barangay Captains from Leon, Iloilo
Region XI	Officers and staff from the Mindanao Peoples Caucus (MPC)
NCR	Representatives from CSOs and other agencies CPPB BOD members UNDP officers Former and current OPAPP officers and staff

The terminal evaluation data gathering activities was participatory in nature and conducted as an in-depth evaluation using the following:

1. A desk review of project documents including, but not limited to:
 - a. The project documents, outputs, monitoring reports (such as progress and financial reports to PMO and UNDP/CPRU and relevant correspondence.
 - b. Other project-related material produced by the project staff or partners.
 - c. Relevant material published

2. Field visits to CPPB-supported project areas

3. On-site interview/KII and FGDs of Respondents

1. Board Members/representatives
2. Community partners
3. Other project stakeholders, e.g., partner institutions, LGUs, etc.
4. CPPB PMO staff
5. National Program Director or representative
6. UNDP representatives
7. NEDA representative

Aside from gathering feedback from project respondents using the tools, the Evaluation Team, reviewed all relevant project documents --- Manual of Operations, working framework and policy support, plans and revisions/ adjustments made to plans, project reports, etc.

V. SCOPE AND LIMITATION OF EVALUATION

The evaluation covered the Project timeline between 2005 up and 2011, in areas of implementation by responsible partners (RPs) across the identified three (3) Project outcomes.

Data gathering was done in the following areas, which represented **Sample Projects** and respondents recommended by OPAPP:

1. Davao
2. Iloilo
3. Negros
4. Albay
5. Mindoro
6. Tarlac and
7. Abra
8. Batangas
9. Metro Manila for partner Civil Society Organizations (CSOs), OPAPP and Responsible Partners officers and staff

Since the *Sample Projects* have been pre-selected by OPAPP, the study has no benefit of information, insights and learnings especially from the not-so-successful projects that were not covered by the TE.

VI. KEY FINDINGS

The discussions in this report about the impact of CPPB projects talked about outputs and outcomes that are directly attributable to the programme.

The Terminal Evaluation processes focused on assessing various aspects of CPPB as it was implemented within the programme life --- from **2005** up until **2011**, and covered areas of programme implementation by UNDP, OPAPP, responsible partners (RPs) and community stakeholders across the identified three (3) programme outcomes using the specific indicators --- Learnings, Behaviors, Actions, Reactions, Participation, Activities and Strategies and Resources.

The data gathering activities cut across the different levels of programme hierarchy to establish evidences of success that support the main goal of the programme --- to reduce the level of conflict and foster human security and the culture of peace. A greater focus of data gathering involved getting the feedback from the partners in the field because information from them helps explain the achievements of the upper levels of programme hierarchy which have more long term effects and impacts and it is easier to find evidences of outcomes from among the project partners and beneficiaries.

A. Programme Management

The CPPB Project Level Management Structure

Consistent with the multi-stakeholder management approach and in accordance with the policies and guidelines of the CPAP, a Project Executive Group (PEG) formerly known as the Interim Steering Committee, composed of OPAPP, UNDP, NEDA and CSO representatives has been created to act as the overall policy-making body for the implementation of the Project. OPAPP, as the designated Implementing Partner (IP), was tasked to ensure the effective and efficient implementation of the Project through its ODA Support Unit (ODASU) in partnership with responsible partners from civil society organizations, the academe, local government units and national government agencies. The Executive Director for Peace Building and Conflict Prevention (PBCP) acted as the National Programme Director (NPD) and chaired the Programme Board (PB).

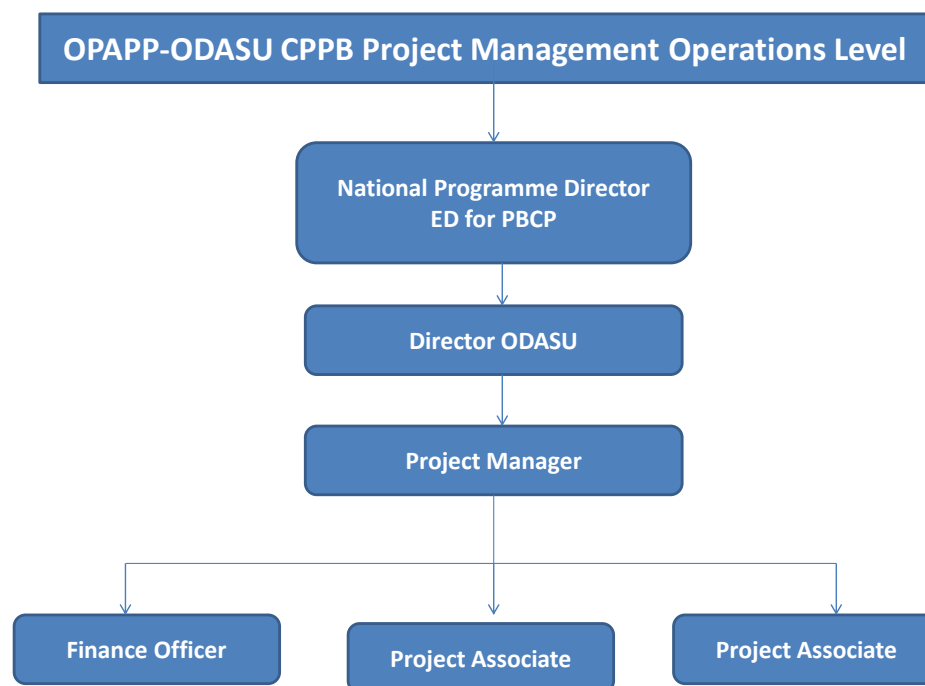
The OPAPP – ODA Support Unit (ODASU) CPPB Project Management (Operations Level)

The Office of the Presidential Adviser on the Peace Process (OPAPP) is mandated to oversee, coordinate, and integrate the implementation of the comprehensive peace process. Its efforts are anchored on the Aquino administration's National Security Policy focused on governance; delivery of basic services; economic reconstruction and sustainable development; and security sector reform. It pushes for the mainstreaming of the peace process in order to gain the support of the general public to compel both the government and the armed groups to remain at the negotiating tables and forge peace agreements in the soonest possible time. This effort is a combined communication and social mobilization campaign with peace partners from various sectors, promoting projects and activities that intend to bring the peace process into the consciousness of the public.

While working at the settlement of armed conflicts in all potential venues for the attainment of peace in the country, OPAPP implements various programmes that are seen to convince people about the government's serious intent to address the root causes of conflicts and all the issues affecting the peace process.

The OPAPP-ODASU CPPB Project Management was established to facilitate, coordinate and ensure effective management, implementation, monitoring and evaluation of the Programme. It was headed by the OPAPP Executive Director for PBCP designated as the National Programme Director supported by OPAPP staff under the ODASU.

Below was the organizational structure of the Programme Management:



As of the writing of this TE report, however, and because of the reorganization in OPAPP within 2011-2011, the CPPB Programme Management Office (PMO) has been placed under the OPAPP Policy and Institutional Partnership Office where the Assistant Secretary for Planning and Compliance serves as the National Programme Director. This arrangement reflected the emphasis given on the role of CPPB in policy development.

The CPPB Project Development and Planning

The Project development and planning of the CPPB started with the CPAP for the period 2005 – 2009 which set the results framework, including the indicators for the period. A results framework was developed through the participatory conflict analysis and peace visioning workshops initiated by UNDP prior to the approval of the CPAP. These were further enhanced through a series of strategic planning workshops involving key stakeholders in 2006 which also allowed for the revisiting and re-calibration of the original five-year (2005 – 2009) Programme targets that aimed at addressing strategic issues in the peace process. Yearly targets were identified and key partners were selected based on their ability to contribute to the attainment of said targets.

The following is the revised results and resources framework of CPPB as of September 2009:

Expected Outputs	2009 Target Outputs	Indicative Activities	Implementation Arrangements
OUTCOME 1			
1.1 Human security-based comprehensive peace plan promoted	1.1a. Dissemination of the initial HS baseline & HS study	Publication of the initial Human Security Index (HSI) Baseline and HS study	TSWC
		Pilot testing of HSI	
	1.1b. Inputs to the successor NPP	Initiatives towards formulating a successor NPP framework - BALC - Amnesty Study - DDR Lecture Series - Building Philippine DDR Strategies	OPAPP-PPDO/ DDRC/ CPPB PMO PPDO PMO DDRC DDRC
		Development of Peace Sensitive Monitoring and Evaluation Framework: Building on the Peace Indicators	OPAPP, NEDA
	1.1.c.2 Agencies have formulated recommendations on embedding conflict sensitive and peace promoting planning at the national level	Workshops on Embedding Conflict Sensitive and Peace Promoting (CSPP) Planning Process in NGAs	OPAPP-PPDO
1.2 Improved professionalism, efficiency and respect for human rights, gender and cultural sensitivity supported among security sector institutions	1.2.a Promotion and dissemination of the SSRI report	Formulation of the SSR Index	CPRM
1.3. Peace and Human Rights and human security promoted through participatory policy-making	1.3.a. Dissemination of lessons learned on peace building	Documentation of Good Practices and Lessons Learned on Peace Building in CPP/NDF/NPA (CNN) Areas	OPAPP-CNN
	1.3.b. Dissemination of CSPP guidebook for LGUs and promotion of CSPP local development planning process to other LGUs	Publication of Guidebook on Conflict Sensitive and Peace Promoting (CSPP) Planning for LGUs	OPAPP-PIDO
1.4 Advocacy to promote Human Security & Culture of		Launching of CPPB Knowledge Products	OPAPP-CPPB PMO
		Policy Research on Guns in	Ateneo de

Peace		Circulation	Manila - DPS
		Reprinting of Peace Process and National Development Book	
OUTCOME 2			
2.1 Government, CSOs & other parties to conflict have stronger capacities in conflict prevention & for peace building.	2.1.a. Support to Peace Resource Centers in regions provided peace trainings in their areas of responsibility	Workshops in support to Peace Education initiatives	OPAPP-PIDO
	2.1.b. OPAPP staff with improved abilities on peace building & conflict prevention	Capability building for OPAPP staff on peace building & conflict prevention	OPAPP-HRMO
	2.1.c. Social workers with acquired knowledge, skills & attitudes on healing & reconciliation process	Capacity building for Social Workers on Healing & Reconciliation	OPAPP, SIP
	2.1.d. CPPB partners with improved abilities on peace-sensitive M&E	Capacity building for CSOs on Theory of Change and Peace-sensitive M&E	CPPB-PMO
	2.1.e. Representatives of selected LGUs able to integrate peace building in local government processes	Workshops on Integrating Peace Building in Local Government Planning Processes – Expansion Areas (Phase 1)	OPAPP-CNN
		Training on Conflict Transformation & Management	Kalinga Peace Institute
2.2. Effective mechanisms for conflict prevention, management & resolution & for peace building especially indigenous & innovative peace building installed or harnessed	2.2.a. Mechanism are functional & recognized	Capacity building conflict management & consensus building on peace	PsPN
		Capacity building of Community Leaders on the Culture of Peace in Samar	SAC - Calbayog
		Support to the Operationalization of the Interfaced Indigenous & Official Legal Systems of	CCAGG

		Government of Tubo, Abra for Peace & Development	
		Gender sensitive & Active Non-Violence Training	AKKAPKA
2.3 More citizens or groups support conflict transformation & peace building for human security	2.3.a. Priority groups involved in policymaking processes	Consolidating Partnerships for Peace & Human Rights	Sulong CARHRIHL
		Support to Annual Waging Peace Conference and IP Women Initiatives for Peace & Development	GZOPI
		Training on Peace Journalism for Media Practitioners in Luzon & Visayas	OPAPP-MPAS
		Capacity Building Among Regional Government Agencies & LGUs on Children in Situations of Armed Conflict	Protect-CIAC
		Training program on Gender Mainstreaming	Isis-Manila
		Peace One Day – International Day of Peace	GenPeace
OUTCOME 3			
3.1 Basic services & livelihood support provided to conflict-affected areas	3.1.a. “Catalytic Projects” in barangays; women involvement	Support for the delivery of services & livelihood in conflict affected communities	LGUs. PIDO/ GENSEC
		<ul style="list-style-type: none"> • GenSec LGU (Catalytic Projects) • CSPP LGU (PIDO) • LGUs Last Tranches (GenSec/ PIDO) 	
3.2 Women & men members of conflict-affected communities, including former combatants, participate in governance processes & mechanisms	3.2.a. Community Needs Assessment conducted for the communities of former combatants	Peace building Needs Analysis in selected Conflict-Affected & Peace Agreement Areas	OPAPP-GenSec/ CNN/ PMO
		Community-managed Peace & Development initiatives in Leon, Iloilo	UPVFI
		Conflict Resolution interventions in the Mangyan Reservation	ILAWAN

When UNDP came up with the CPPB Programme based on the analysis of the needs in our country in 2005, they validated the content of the proposal with NEDA who is the coordinating body for foreign-assisted programs and projects and selected OPAPP to be the right organization to take the lead on conflict prevention and peace-building issues. The choice was based on OPAPP's status as the a government institution mandated to oversee, coordinate, and integrate the implementation of the comprehensive peace process.

Management of CPPB was lodged under the auspices of OPAPP and based on the operation manual there were two (2) organizational units responsible for ensuring coherence and convergence. These were the National Program Director and the Implementing Partner which is OPAPP. In the Operations Manual it was also cited that the National Program Director has the ff function and responsibilities: Provision of overall supervisory responsibility for the CPPB project on behalf of the OPAPP; obtaining required government support to the program, facilitation of intra and inter agency cooperation for successful program implementation; leadership in the programme advocacy efforts; ensuring continued relevance of the programme and promotion of the programme through public information.

In the same Operations Manual, the number 6 role of (OPAPP) was to *“Convene major Project stakeholders to build consensus on policy and strategic directions, ensure continuing responsiveness, and sustain multisectoral participation, as well as support and cooperation towards achievement of programme objectives”*.

Based on the above, it can be said that in terms of formal management structure and design, there were adequate provisions to support program strategic management functioning. But the frequent leadership changes accompanied by constant reorganizations impinged on the exercise of role-responsibility no. 6 above. And consequent changes in the “personality” of the National Program Director affected the similarly strategic management responsibility.

The functions of maintaining convergence, coherence, complementation among CPPB activities aimed at attaining the outcomes were taken up by the Program Executive Group (PEG) composed of the National Program Directors, the Assistant Resident Representative of the UNDP, Peace and Development Portfolio and he Director of Regional Development Coordination Service, NEDA & two (2) CSO Representatives. The PEG was able to exercise least but vital managerial and strategic leadership within the fluid and formative organizational dynamics within OPAPP. It served as CPPBs management beacon to a limited extent at certain periods.

During the first year of the Programme implementation, the Project Management Office (PMO) has been established by UNDP to ensure the timely implementation of the initial Programme activities. But even under these circumstances, the PMO was directly under the supervision of the National Program Director (NPD) from the Office of the Executive Director of OPAPP. In 2004, President Gloria Macapagal-Arroyo promulgated Executive Order No. 366 that aimed at rationalizing all the functions of agencies in the Office of the President as part of the re-organization of the Executive Branch of the government aimed at improving public service delivery.

This development led to the “mainstreaming” of the CPPB programme management into the OPAPP operations. The “mainstreaming” process became one of the key organizational events in the programme period as cited by majority of the interviewed respondents.

The step was an attempt to rationalize the administrative integrity between OPAPP and the CPPB programme but although the process bordered on the administrative and financial realms, it had to a certain degree opened up a program window for OPAPP units to fully participate in the CPPB platform. Theoretically, the opportunity provided a shared venue for the CSO/NGO peace sector to collaborate and work alongside the government own peace-building agenda but though the “mainstreaming” provided venue and impetus for the different peace advocates and stakeholders to collaborate or exchange knowledge and experience alongside with OPAPP, it also put to fore the divergence of strategies towards a difficult road to peace-building and conflict prevention in the Philippine setting.

The UNDP also made a move to request the Implementing Partners (IPs) to “cost-share” the implementation of the project, where the IP shouldered the salaries of PMO staff. This move further translated into its IPs utilizing its core/ organic staff to run UNDP programmes citing the observation that having a PMO supervise the project, does not really improve the capacity of the institution, hence. This move covered all UNDP IPs across the globe¹¹. By doing so, UNDP ensured that capacity/ skills in terms of programme management, will stay with OPAPP even when the project stops.

Because the strategic management processes were being seldom actualized within the programme life, the tendency was to manage on the project scale

¹¹ FGD with Renaud Meyer, & Alma Evangelista, UNDP

alone – time, budget and scope – limited to realizing implementation and activity execution of the annual plans as codified in the Annual Working Plans (AWPs).

This tactical thinking definitely helped in ensuring that the “individual projects get done” to the programme management’s credit. But strategic thinking was also needed to ensure the optimal use of time, resources and knowledge to ascertain that each project undertaken was aligned with and contributory the bigger strategy of the OPAPP-CPPB programme in accomplishing intended CPPB impact after 5 years.

Another very glaring observation about the PMO was that the staffing had changed many times over the programme life of the CPPB. These changes have somehow affected the efficiency of M&E, documentation of programme activities, etc. An RP representative opined that the CPPB did not provide opportunities for a healthy discussions regarding the implementation of projects, i.e., status of the project implemented or its delay, or why it was not implemented and that they did not receive feedback from the monitoring/evaluation OPAPP team. Although this was the situation, projects on the ground became successful not only because of the availability of funds from UNDP but also because each RP can essentially stand alone, have their skilled staff and clout in the various communities where they implemented the CPPB projects. These contributed to the limited PMO limitations in programme management.

On the policy level in the national front, fractures and gaps have somehow slowed down the larger national peace process and the programme challenge became how to hasten the collective patching up of these gaps through the particular local CPPB project experiences using diversified strategies. In addition, since the level of CPPB pursuit tried to cover CNN, RPMP-RPA- ABB and CPLA areas including the partnership with a peace network in Mindanao¹², it used various strategies that has been too geographically spread. This situation added up administrative and managerial challenges to the program.

Several RP representatives shared during an interview that they too had a difficulty in doing strategic planning (organizational) related to CPPB because they were not assured of continuous participation in the programme and they were just asked to submit a yearly project proposal.

¹² Mindanao Peoples Caucus

The above observation showed that the challenge of coherence and convergence became a strategic question in this evaluation when it could have been a regular and inherent strategic management agenda since the beginning of the programme. This problem became significant when the strategic management function became constrained due to the frequent reorganization within OPAPP.

The Effects of Changes in OPAPP Leadership

In the seven-year span of the Conflict Prevention and Peace Building Programme implementation, there have been eight (8) Presidential Advisers on the Peace Process including two (2) Officers-in-Charge (OICs). Changes in leadership (Peace Adviser) led to major reorganization events within OPAPP which effected changes in manpower/personnel/ staffing structure through reorganization and the internal systems which drastically affected programme implementation. Each incoming head of office conducted mandatory review of the programme outcomes and strategies including the sub-projects and the composition of Responsible Partner organizations.

The PAPs also brought in their own priorities based on their previous backgrounds and therefore also their own sets of strategies in pursuing the goals of the CPPB which had to be integrated into or were prioritized over the existing projects. Changes in the criteria in choosing RPs also caused serious delays in fund releases and disbursements because project proposals were submitted later than the usual process.

The CPPB set of RPs were basically capable and experienced in their respective conflict prevention and peace-building milieu especially those that they have run for the CPPB. Majority among them have expressed (during TE interviews) that they sometimes got confused on the changes in priorities or program framework as reflected in project funding decisions made by the different PAPs and they have observed that there have been some gaps in expectation during each annual work planning and budgeting events.

As cited in official CPPB reports¹³, the frequent changes in OPAPP leadership contributed to the slowing down of programme implementation. Though there were notable efforts to smoothen the transitions between new Advisers (the PAPs) through dialogue, leveling, consensus-building, eventual policy, programming and plan reformulation, these have been limited to the

¹³ Final CPPB Programme Report

administrative aspects. Vital programme matters such as strategies, partnership relations, approaches and outcomes and impact issues are nonetheless challenged as frequent reorganizations invariably impinged on managerial effectiveness and efficiency.

In the business of peace building and conflict prevention, an organizational culture of confidence, trust, commitment and strategic will is necessary and vital. The frequent reorganization within CPPB-OPAPP which happened many times within the programme life affected key strategic aspects as well as operational issues.

With respect to the *Sample Projects* subjected to the TE, the frequent changes in leadership prevented the strategic management impetus to able to gain full ground.

A general observation on programme management, is that what the CPPB really lacked was a sense of regular and consistent strategic program management, that is, one that went beyond seeming project-scale tactical management and one that ensured that each project undertaken was aligned and contributed to a focused strategy of the OPAPP.

Learnings from the above TE observations can be used by the next IP of similar peace-building initiative.

B. The Different Strategies Adopted by CPPB

In general, it could be seen from the programme framework that CPPB meant to enjoin the support of different key actors in the arena of conflict prevention and peace building. Such an approach is a key contribution of the Project to the government's efforts in achieving peace using the cross cutting theme of having broad-based consensus supporting the government's goal of peace as opposed to state-based consensus through the implementation of peace policies. CPPB appealed for support from the media, the academe, opinion formers from the members of civil society organizations (CSOs), the private sector both at the national and the local levels, especially those from conflict areas. OPAPP and the peace panels, on the other hand continued to search for a careful balance in providing political support necessary to assemble peace initiatives having short, medium and long term effects.

The strategies adopted by CPPB included assistance to former combatants in rebuilding social fabrics within their communities, strengthening delivery of basic social services and economic support which helps in their social re-integration. CPPB also enjoined the support of other organizations that are involved in conflict prevention and peace-building initiatives.

The Responsible Partners (RPs)

The Responsible Partners (RPs) were identified by OPAPP and UNDP and the UNDAF has also pre-identified responsible partners that will be involved in the CPPB because of the organizations' involvement and previous work-relationships with UNDP and OPAPP related to conflict prevention and peace-building.

The Evaluation Team has observed that each partner can essentially stand alone in terms of institutional capacities and integrity/ credibility in conflict prevention and peace-building. Nonetheless, they are supposedly inter-connected as shown for instance, in the September 2009 revised results and resources framework (CPPB Operations Manual, page 15). It could be seen that each of these partners have already been chosen to deliver specific CPPB target outputs even during the designing of the framework based on their expertise to deliver specific CPPB target outcomes and geographical coverage in Luzon and the Visayas.

These strategies enjoined the support of important sectors in society --- LGUs, Civil Society Organizations and the Academe, to name a few which played major roles in the achievement of outputs and outcomes in the Sample CPPB Projects subjected

to the analysis for this evaluation.

1. The Local Government Units (LGUs)

CPPB viewed LGUs as significant institutions that can facilitate the transition from conflicts to peace through the introduction of conflict-sensitive and peace-promoting structures and processes and through the installation of measures and mechanisms that address longtime social, economic, ethnic and gender-related inequities but while this was conceptually sound, efforts at the local level may not be thoroughly effective as long as the policies, programs and structures implemented and sustained by the national government are not conducive enough to bring about durable solutions to the conflict.

Government-initiated peace building efforts is a process of directly connecting with the needs of their constituents and making governance decisions accountable to them. It is only when the people perceive the government as legitimate and capable of delivering security, good governance and effectively implementing the rule of law, will they be able to defy forces that causes conflicts.

2. The Civil Society Organizations (CSOs)

There are several points of entry for CSO intervention in conflict prevention and peace building --- picking up what might seem to be insignificant changes in community dynamics which are often subtle signals of brewing conflicts; the conduct of “peace and conflict impact assessments” to ensure that development aid “does no harm” and promotes peace; being mediators when conflicts arise; enhancing the chances of lasting peace by promoting the establishment of participatory governance through capacity building among the different sectors within communities, advocacy, promotion of traditional conflict prevention, and activities aimed at strengthening the democratic and governance process.

3. The Academe and the Department of Education (DepEd)

Schools are sources of knowledge and skills that provide protection by educating people about their rights and access to a quality education is regarded as a right that should be maintained even in the most difficult circumstances in conflict-

affected areas. In the longer term, schools can instill values and develop behaviors that offer a basis for transforming conflict itself using the psyche of people especially children and youths. Education is deeply implicated in the processes of socialization and can act as an important vehicle for developing a more cohesive social fabric. It is with these premises that the role of the academe in peace-building has been included among the CPPB strategies.

The Sample Projects

The following section of this report discusses the different *Sample Projects* recommended by the CPPB PMO and the UNDP which became the focus of actual data gathering and *qualitative analysis* for the Terminal Evaluation based on a *set of indicators in the Evaluation Framework* stated in the proposal. The discussion presents the actual environment of the CPPB partners as they lived the life of the projects and highlighted the different indicators of success towards the delivery of the outputs and achievement of target outcomes and the limiting factors that affected project implementation and the sustainability of initiatives.

Document review of the projects implemented by RPs and other CSOs who are members of peace organizations in the country was conducted and validated through face-to-face interviews and focused group discussions with representatives of the CSO RPs and officers and members of the community partner organizations.

It could be seen in the different projects that several interlocking strategies were adopted that focused on transforming attitudes, structures, relationships and behaviors among the key actors in conflicts --- projects that address micro-level socio-economic development¹⁴ and access to livelihood opportunities for former combatants (FCs) and indigenous people; promotion of the Culture of Peace (CoP) in the form of Peace Education¹⁵; enhancement of local government role & processes for development of conflict-sensitive program planning¹⁶; capacity building of indigenous people in practicing traditional forms of conflict prevention¹⁷; and enhancement of sectoral capacity to promote human security¹⁸.

As a general observation, although most of the sample projects analyzed became successful in the delivery of original target outputs, these were pilot projects that needed to be replicated/ applied among a bigger number of conflict areas to find out whether the target outcomes achieved will translate into targeted quantity and quality of target impacts that could help promote conflict prevention and peace-building among the bigger populace of other conflict-affected areas.

¹⁴ Duck/ Poultry Raising in San Jose, Tarlac, Cattle Dispersal in Abra, Rosario Batangas & Negros Occidental, Livelihood projects in Leon, Iloilo and Naujan, Mindoro

¹⁵ SPEAR Project in Reg. V, CoP among the Mangyan Tribes (Paitan), PsPN initiatives, GenPeace

¹⁶ Peace Institutions Development Office (PIDO)

¹⁷ Dap-ay and Lapat Systems in Tubo, Abra and among the paitan tribes in Naujan, Mindoro Occidental

¹⁸ Sulong CAHRHIL, GZOPI, Mindanao Peoples' Caucus

The combination of several CPPB projects in selected areas helped pave the ground for the entry of supporting projects and facilitated the changes in perspectives about government projects and eventually led to the acceptance and support of the conflict prevention and peace-building initiatives.

While the Sample Projects appeared to yield positive outcomes, there was no way to derive learnings from other *not-so-successful projects* that were not chosen by OPAPP / UNDP for the study.

Learning the Ropes of Conflict Prevention and Peace Building

Learnings in the context of this evaluation is taken as the different knowledge forms --- starting from awareness about conflict prevention and peace building and the various international instruments and government policies plus strategies that people can use for their protection. This also includes initiatives of CPPB project partners in making people understand their own rights to be protected which are aimed at changing their opinions and/ or outlooks about the government programs for conflict prevention & peace building and how these contributed to changes in their aspirations, ambitions and hopes.

Although all the CPPB interventions included different learning components for the key actors in the conflict prevention and peace building arena, the team of evaluators chose one (1) organization from the set of Sample Projects subjected to the assessment because of its focus on capacitating women in conflict situations.

The Gaston Z. Ortigas Peace Institute (GZOPI) is an institution that is committed to the promotion of strategies towards the peaceful settlement and transformation of conflicts and in organizing a constituency committed to freedom and social justice. In its quest for conflict transformation, GZOPI has launched various forms of learning events for the different sectors of society which they deemed to be most in need of peace education for them to pursue peaceful approaches to conflicts.

GZOPI's focus on empowering women peace-builders that included IP women leaders promoted the peace policy agenda through dialogues and discussions with the Waging Peace Network members in general and the legislators in particular.

Since conflict is a gendered activity, the experience of women and men in situations of tension, war, and post-conflict reconstruction is significantly

different. And this is the reason why GZOPI pays a great deal of priority to women in conflict situations and have included them in other CPPB projects like the “Forging Constituency for Peace Policy and Action” which brought the IP women peace-builders in seven (7) ethnographic regions of the country to another level of peace advocacy --- building a public constituency that supports and participates in implementing the peace agenda. The IP women are not just aware of how they can participate in the peace discourse but also on how they can contribute to the advocacy for a wider population.

The CPPB project allowed the IP women to directly benefit from the UN Security Council Resolution 1325 (SCR 1325), which highlights the importance of involving women in all aspects of peacekeeping and peace building to conserve peace, security and livelihoods. The same resolution promotes women’s full and equal involvement in conflict prevention, peacekeeping and reconstruction of war-torn communities.

This time, the IP women leaders were able to enhance their ability to prevent, manage and participate in conflict resolution in their specific areas as through formal and informal channels as mediators, healers, humanitarian workers and relief operations coordinators, among others. A very recent positive development that support this observation is the appointment of Atty. Raissa Jajurie, a staunch human rights advocate, a highly respected leader not only in the legal profession but also in peace networks and women’s movement in the country and in the international community and Bai Cabaybay Abubakar, President of Shariff Kabunsuan College, a well-known academician, a gender advocate, and a commonly sought resource person on Mindanao History and Gender in Islam, as members of the Board of Consultants of the Moro Islamic Liberation Front (MILF¹⁹).

The initiative to strengthen the capacities of IP women in peace-building also allowed them to learn and apply quick responses to conflict situations in their areas which supported Outcome 2.3 of the CPPB Project – Effective early warning and quick response mechanisms are implemented in conflict-affected areas. To date the IP women who were involved in GZOPI continues to bring the peace concerns and issues of their people to national and international discourses.

¹⁹ Statement of Support for the Appointment of two (2) Moro Women as members of the Board of Consultants of the Moro Islamic Liberation Front (MILF) Peace Panel, GZOPI, 2011

Learnings that Effected Behavior Change

While the evaluation activities surfaced information that explained the different factors leading to project success, the evaluation also needed to understand the reasons why behavior change happened (which may be attributable to the project component effectiveness) , it is also important to understand the reasons and the circumstances under which project outputs and outcomes were delivered.

The analysis focused on the “initial” impact of the project to the social fabric within the community and the community of CSOs --- economic gains of the livelihood projects , favorable or enabling environmental conditions intended as end results, benefits of the Project and/ or project activities to the community partners related to the enhancement and/ or installation of conflict prevention & peace building mechanisms and the enhancement of capacities of the community stakeholders, CSOs, network members and the RPs themselves.

Sulong CARHRHIL’s first three series of projects aimed at addressing the IP sector, believed to be the most vulnerable in armed conflict situations due to their culture and the topographic-geographic character of their habitat. Indigenous communities in Luzon remained to be fertile battlegrounds of armed conflicts between the government and the Communist Party of the Philippines-new People’s Army- National Democratic Front (CPP-NPA-NDF) and these always resulted to displacement, harassment and other forms of human rights violations committed against members of the IP communities.

The series started with a research followed by enhancing their capacities for promoting the observance of CARHRHIL which provided the IPs with knowledge and eventually with skills in protecting CARHRIHL gains. It was able to cover IPs in ten Luzon provinces --- Kalinga, Abra, Zambales, Bataan, Pampanga, Bulacan, Camarines Norte, Northern Quezon, and Mindoro and formed the Peoples’ Network for Ancestral Domain and Peace²⁰. The same network helped establish the IP community as an important peace building constituency by being an autonomous “third party”, independent from the parties in armed conflict ---the GPH and the CPP-NPA-NDF. Their main functions focus on monitoring and observance of human rights and international humanitarian law as a means to prevent conflicts.

²⁰ Interview with Ms. Joven Reyes, Sulong CAHRHIL

The enhancement of the IP community's leadership and management of the network can concretely be attributed to the project interventions. The Documentation and Monitoring Teams (DMTs) were organized and trained and IP groups participated in IP Exchange visits where they learned about different forms of strategies in responding to conflicts. The Peoples' Network for Ancestral Domain and Peace is also now able to engage with several government agencies for their own security and protection including other issues of the IPs. It is currently expanding to also cover IPs in Mindanao e.g. campaigns on mining issues, ancestral domain, etc.

It could be seen that the project interventions contributed to a certain level of empowerment among the IP groups who participated in the projects and that these sense of empowerment changed their behaviors --- from "passivity" to "activity". Instead of just being onlookers to what is happening around them, they became involved and are now more engaged in protecting their rights to human security and in claiming their other rights as well.

Learning and adoption of positive behaviors in this case were driven by external forces --- threats to the human life and security. But since the parties involved are just learning to exercise their inherent rights, they still need affirmation and support from allies who can continue mentoring them towards the sustainability of their conflict prevention and peace-building activities.

From Changes in Behaviors to Actions

Actions in the context of this evaluation are defined as patterns of behaviors and procedures established, decisions taken, recommendations adopted, practices implemented, social mobilization technologies used; policies enacted and the processes used. In relation to the CPPB terminal evaluation, the analysis of the Sample Projects discusses about the quality of actions taken by it's the Responsible Partners and the Community Partners in their areas of operation. It also presents the processes of change and the forms of support that specific groups received that enabled them to sustain a healthier behavior towards conflict prevention and peace building including the outputs and outcomes of the CPPB projects and the current status of the community partners.

- Local Governance and Peace-Building

Strong and effective municipal government is defined by six distinct characteristics²¹ that reflect its unique roles in democratic governance and service delivery. Each of these characteristics --- having the legitimate leadership which thus makes them the focal point for facilitation and coordination of service delivery and decision-making; having the opportunity to touch the daily lives of citizens through improved delivery of services; close working relationship with communities and community organizations; practice of participatory transparent governance; and the opportunity to strengthen public participation for peace building, has significant repercussions about the mandate and role of local governments in peace-building and conflict resolution .

Further, the unique characteristics of local governments are important factors in understanding their role in peace-building, and the scope of work that exists in strengthening their role and effectiveness for them to successfully maximize those characteristics.

It is along those assumptions that the Peace Institutions Development Office (PIDO) of the Office of the Presidential Adviser of the Peace Process (OPAPP) implemented the "Integrating Peace-Building in Local Government Planning Process Project. The Project started in 2005 when CPPB supported the conduct of skills training on conflict analysis and peace program planning among selected LGUs of Tubo and Lacub in Abra, Aguineldo and Banaue in Ifugao, Sadanga in Mountain Province, San Jose in Tarlac' Liliw in Laguna, Agadangan and Gumaca

²¹ Kenneth Bush, Building Capacity for Peace and Unity,: The Role of Local Government in Peace-Building, 2004

in Quezon, Rosario and San Juan in Batangas, Ligao City and Guinobatan in Albay and Sorsogon City and Castilla in Sorsogon.

The Conflict-Sensitive and peace Promoting Local Government Planning (CSSP) Guidebook was developed and published.

During the first semester of 2007, coaching sessions with LGUs on the use of the CSPP guidebook were conducted among the participating LGUs which brought about conflict-sensitive programs included in the Comprehensive Development Plans (CDP).

The project achieved concrete results such as the inclusion of the conflict-sensitive programs and projects into the Comprehensive Development Plans (CDPs) with corresponding budget allotments contained in the Annual Investment Plans (AIPs) among several LGUs who participated in the project.

However, the CSSP implementation stopped after the most recent change in OPAPP leadership, without proper notification from OPAPP to the participating LGUs who were left on their own to pursue the sustainability of their innovations in local governance. Hereunder are the experiences of two LGUs.

San Jose Tarlac

San Jose, Tarlac is classified as an agricultural municipality composed of 13 barangays, located northwest of Tarlac. It was a former hotbed of rebels when it was still under the jurisdiction of Tarlac City, until it became a Municipality in 1989. After the last encounter between the military and the rebels (bombing in one barangay) in January 2006 a series of activities (between and among members of the New Peoples' Army or the NPA, farmers and religious groups including LGU officials) were initiated by the people and resulted in a unity amongst the community members who petitioned the government to also focus on conflict prevention and peace building. Tata Apeng Yap, the first mayor appointed by the late President Cory Aquino and who also became the governor of Tarlac led the start of conflict transformation activities in San, Jose.

Aside from being included as a focus LGU of the CSPP initiative of CPPB, San Jose was also a focus LGU of the Community Peace and Development Assessment (CNA) conducted in 2009. The study taught the LGU and other non-government organizations in the area in the conduct of conflict needs assessment which identified several projects that can help address the poverty situation in

the municipality --- construction of a solar dryer, establishment of barangay water systems and start-up of duck and poultry raising business among selected members of the barangay. The LGU officials designated a group of community members to manage said project.

One of the main beneficiaries of the duck project is a former rebel himself who is now the barangay captain of Lubigan. Aside from managing his own duck business, he taught other community members how about to effectively raise ducks and make money out of it. With the increase in their production, one of the five (5) initial beneficiaries has already managed to start his own business independent of the original group.

When asked about the estimated increase in their incomes, Mr. Baun, the leader of the group, said that they earn about Php300.00 net per day (meaning all the production expenses has been deducted already) which when computed showed a 100% increase from their former Php150.00 per day earnings when they were not yet using the additional capital from CPPB. This income translated to Php9,000.00 per month which they divide equally among themselves. The duck raising and selling of by-products business, however, happens for eight (8) months and the duck raisers have to spend the other four (4) months in tending to and/or incubating the new eggs laid and raising other sets of ducklings.

The duck raising business is currently thriving and other prospect community partners are expressing interest in joining the project. Duck-raising by-products like *Itlog na Maalat* is regularly sold on the road side in front of their houses and in the local market during weekends. The community partners for this project expressed their appreciation about the increased incomes of their families.

On the other hand, the 2 barangay water systems are still in operation and are managed by homeowners associations and one of them also benefit a public elementary school. Twenty household beneficiaries are sharing in paying the monthly electric consumption of the water pump installed in sitio Bankirig, barangay Iba. The construction of the solar dryer in sitio Malinta located in barangay Villa Aglipay improved the quality of life of the people in the community because the solar dryer area is currently used not only for drying rice produce, is also a venue for several community activities.

San Jose under the leadership of its current mayor, Hon. Jose Yap, Jr. has recently been awarded the “*Good Housekeeping Award*” by the Department of Interior and Local Governance because the LGU ““have no adverse report” from the

Commission on Audit. This means they have complied with all the requirements of the government's auditing agency. During the data gathering, Mayor Yap has expressed complete support to the CPPB projects they have been included in and commits himself to the sustainability of the CSPP process.

Rosario, Batangas

Rosario, Batangas is a first class interior municipality and has 48 barangays, 10 of which are upland barangays in San Juan and Lubok area, southern part of Rosario. The main source of income is from agriculture and livestock.

The LGU of Rosario, Batangas was also part of the Mainstreaming Conflict Sensitive and Peace Promoting (CSPP) Planning into Municipal Planning and Policy Development of the CPPB programme.

Between 2006- 2007, when the CSPP guidebook modules were being developed, the LGU officials under the leadership of the late Mayor Felipe Africa Marquez were involved as implementers of the pilot activities. Even before the finalization of the guidelines, the LGU, especially the barangay officials adopted the conflict sensitive planning processes through the conduct of barangay level consultations. The processes produced new priority projects identified to be those that will address issues of poverty and access to livelihood programs and these were later integrated into the Annual Investment Plan (AIP) of Rosario which meant that the LGU leadership allotted budget for their implementation.

The CSPP processes had very positive effects on the LGU planning processes and procedures of Rosario, Batangas. Identification of beneficiaries became more systematic with less politics. Careful identification of projects promoted people participation and the constituents felt the concern and/ or presence of the government, with the active involvement of the barangay officials in the community. The transparent processes it adopted in program planning which involved the participation of different sectors, namely --- business, youth, disabled, senior, single parent group, farmers, church (from different sect) IPEN (women's group), and the all male group called ERPATS produced more focused livelihood programs.

Problems came when the former mayor died and the new Municipal Mayor, Manuel B. Alvarez, "floated" the former Municipal Planning and Development Officer (MPDO) (read: was not terminated because of her tenure as a public

service employee but was not given any official assignment). The reason was a political one. She was known to be an active supporter of the former mayor.

The implementation of the original programs stopped and the stipulations in the Municipal Comprehensive Development Plan is no longer observed. At present, the municipal planning activities are no longer consultative, non-participative and non-inclusive.

The program suddenly stopped its activities after the change in OPAPP leadership and refocusing of LGU initiatives, and did not pursue other planned activities including the consultations (knowledge sharing) between OPAPP and the CSPP pilot municipalities.

The project on Cattle Fattening (*No OPAPP Project document available and these findings came from the interview with Ms. Josephine Altura, former MPDO*) was another CPPB project implemented in Rosario, Batangas. Funds were provided to selected upland barangays to buy the first set of cattle. Cycles 1 & 2 was successfully implemented and at present, there are still seven (7) cattle under the care of the barangay cooperative and the Department of Agriculture.

The initial UNDP/OPAPP funding of 250,000 pesos enabled the beneficiaries (from the upland barangays) to buy 7 cattle (25,000 per head) for the first cycle, and the remaining funds (175,000) were used to buy feeds. After the sale of the cattle, 175,000 pesos were returned to the cooperative which allowed it to buy young cattle for the 2nd cycle but there were no more funds to buy feeds. Hence, the LGU decided to provide assistance by buying feeds for the first 3 months and the last month before its sale, while the beneficiary took care of the middle process (caring for the herd). Without the assistance from the LGU, the continuity and sustainability of the project is uncertain.

No concrete information about the additional incomes of the cattle fattening project was provided by the interviewee since she is no longer able to monitor the community partners.

The experiences of the two (2) LGUs showed that although the projects delivered the target outputs, the long-term outcomes need the commitment and support of the leadership of the partner LGUs because political dynamics within the LGU is also a major factor to consider for the sustainability of innovative strategies in mainstreaming conflict-sensitive programs and programs in local governance.

Perceptions and Reactions

Our society has been plagued by a number of traumatic events related to armed conflicts and its effects on the lives of other Filipinos. When these occur, people (even those not directly affected by armed conflicts) develop strong and deeply felt reactions and attitudes towards armed groups (both the military and the other parties). And many among these reactions are hostile to the warring parties. The same could be seen between and among the leaders and followers of the combatant parties and between the community and the members of the armed groups.

Reaction in the context of the Terminal Evaluation is an indicator that meant changes in reactions among people who implemented to or became partners of project implementers of CPPB projects and the types of reactions they had before, during and after the project activities were implemented and the enabling environment that facilitated the surfacing of favorable attitudes towards the CPPB, OPAPP/ UNDP and other government initiatives. Indicators of success are seen in the determination and creativity the Responsible Partners and their community partners applied to sustain what the Project has started.

- Community-Managed Peace and Development Initiatives in Leon, Iloilo

The observation about changes in attitudes can be seen among the community partners of the University of Visayas Foundation, Inc. (UPVFI) in the municipality of Leon in Iloilo which has been a hotbed of insurgents since the 1930s. The partnership between OPAPP and the returning rebels (RRs) in 14 clusters out of 85 barangays in Leon started in 1992 during the time of the National Unification Council led by the late Haydee Yorac. The *Grupo Paghidaet* (GRUPAG)¹, a local NGO, composed of individual volunteers, returning rebels (RRs), and representatives from the church, the University of the Philippines Visayas Foundation, Inc. (UPVFI), the Commission on Human Rights (CHR) and other local government units (LGU) has been working with the Municipality of Leon in promoting conflict prevention and peace building since the 1990s.

CPPB's main activities in the 3 pilot barangays included Participatory Conflict Analysis Workshop; Psycho-spiritual healing among RRs; Workshop on Claiming Our Rights to Peace and Development; Multi-stakeholder Meetings; and Medical missions. A complementation of such activities laid the ground for the formal entry of government assistance in Leon which was highly appreciated

by the community members. The Returning Rebels²² (RRs) from Tacuyong Sur, Baje and Mocol who participated in the first phase of the CPPB projects became committed to reach out to their former comrades in the other barangays of Leon and to demonstrate and promote achievement of peace through legal ways.

The unfolding of the CPPB project gains in Leon Iloilo over the years proved that the RRs were keen on embracing more peaceful means. In 2006, the Barangay Peace and Development Councils (BPDCs) were established in the pilot barangays where the RRs, women, youth, farmers and senior sectors became the members of the multi-sectoral councils. And in 2007, the Barangay Peace and Development Associations (BPDAs) were established in place of the BPDCs so that the groups could be legally registered under the Department of Local Government (DILG), as a People's Organization (PO).

It was ironic, however, that at the project onset, the status of RRs in the barangay has always been questionable among the other members of the community. Despite the tangible results that the BPDC has been bringing in to the community, mistrust against RRs was ever present and even their relatives were not convinced that they were already on the road to becoming "reformed citizens", meaning that they were willing to adopt peaceful means rather than taking up violent forms of struggle. People in the community believed that they were actively participating in barangay activities only to further their insurgency agenda. But because the RRs were keen on changing the way they lived, they still continued their reintegration efforts and pursued active community work. But the changes in the perception of the community and the availability of CPPB project support became the enabling environment that reinforced the changes in behaviors of the RRs.

The CPPB projects that started under the guidance of the UPVFI in Leon, Iloilo are still going strong and the results showed that positive behavior change happened among the rebel returnees, and among the community members --- participation in local governance, legal livelihood activities such as farming, etc. Such changes may be attributed to the initiatives of the CPPB projects but in the long run, the reinforcing factors e.g. commitment of the RRs to pursue peaceful strategies and the support provided by the community partners and vice versa, contributed to the sustainability of the new behaviors. In addition, the enhancement in the sensitivity of the local government (of Leon) to the needs of

²² The former rebels in Leon, Iloilo preferred to be called "Returning Rebels"

the community, especially with basic services also supported the changes in behavior of the project partners.

In 2010, the initial marketing of the household and community products was undertaken. The BPDAs in Baje, Mocol and Tacuyong Sur joined several provincial activities and promoted their products composed of organic vegetables and fruits, which were also marketed at Robinsons Supermarket in Iloilo City.

No information was provided to the TE evaluators about the exact amount of increase in incomes but gauging from the current marketing of the products from said barangays, we can deduce that their livelihood activities are doing well and the CPPB investments in providing additional capital to the community plus the UPVFI mentoring and monitoring activities helped improve their incomes.

- GPH and MILF Participation in Documenting Ceasefire Mechanisms

The Mindanao Peoples Caucus (MPC) is a grassroots network of Indigenous Peoples, Bangsamoro and Christian communities and leaders who have a common vision for peace in Mindanao. Since its establishment in 2001, MPC has made various breakthroughs in the conflict prevention and peace-building arena which facilitated significant gains in the peace process. One of these is the formation of independent ceasefire mechanism volunteers known as the “*Bantay Ceasefire*” groups which are composed of more than a thousand (1,000) community volunteers. These community groups gained recognition and respect among the formal ceasefire mechanisms (the Coordinating Committee on the Cessation of Hostilities or CCCH) of both the government and the Moro Islamic Liberation Front (MILF).

Although the MPC came in during the last year of the CPPB Programme implementation, it was able to bring together key actors of the Joint Coordinating Committee on the Cessation of Hostilities (J-CCCH) in Mindanao through a series of Round Table Discussions (RTDs) between the Government of the Philippines (GPH) and the Moro Islamic Liberation Front (MILF).

The participants in the RTDs (done separately (for security reasons) included former high-ranking AFP officials, MILF leaders, members of the Local (LMTs) and International Monitoring Teams (IMTs) who shared their experiences about conflict prevention and discussed causes of misunderstandings in the implementation of ceasefire mechanisms.

Included in the pre-RTD activities were a lot of MPC consultations with the MILF leadership which involved going through the different layers of MILF hierarchy to explain about the objectives of the project and get their endorsement for MILF leaders (up to the Central Committee) to participate in the project activities. But since MPC has already established a good working relationship with the group, the tedious process of getting their approval to allow MILF leaders to join the RTDs paid off.

There was initial hesitation (read: mistrust) from the Central Committee of the MILF about the real intention of the government in implementing the project activities because the project funds came from OPAPP. Another major concern of the MILF during the pre-RTD consultations is how the collected data will be used, since there will be military strategies that will be shared with the government representatives. The MILF leadership were also keen on finding out how MPC can extend security protection to the MILF representatives during the conduct of the RTDs.

The MPC did not encounter the same challenges when they requested the GPH representatives to join the RTDs.

To address the concerns of the MILF, MPC assured them that they will first review the proceedings and other document outputs of the RTDs before its finalization and subsequent dissemination.

The project brought together the key players of the formal ceasefire mechanisms --- the International Monitoring Teams (IMTs), the Joint Coordinating Committee on the Cessation of Hostilities (Joint CCH), the Local Monitoring Teams and the Ad Hoc Joint Action Group (AHJAG) in a free-for-all, no-holds-barred discussions about effective and efficient ceasefire mechanisms called "*Grasp, Gaps and Gasps*". MPC plans to present several policy recommendations contained in the proceedings to the GPH and MILF leadership and also to local and international monitoring teams. In addition, MPC plans to develop several IEC materials about Ceasefire Strategies and other peace-building materials from the document which the organization can use as popular materials that can help in educating newly-organized *Bantay* Ceasefire groups in the ground.

Because the MPC adhered to the clear objectives of the project and to the unwritten agreements with the MILF, the RTDs', parties who were so used to meeting in the battle arena of Mindanao sat down and participated and

discussed strategies about how conflicts can be minimized. The sharing sessions went well and some participants (from both sides) had a change of mind and attitude (as they expressed during the sessions) from being warriors to being peacemakers. They expressed a new perspective that “*if a person is with the ceasefire committee, she/ he should not consider the other side (counterpart) as an enemy*”²³. Both parties also agreed that they should work in partnership in implementing ceasefire mechanisms and looks forward to meeting their counterparts in a face-to-face encounter minus the guns and ammunitions.

²³ Interview with Atty. Mary Ann Arnado, Executive Director, MPC

Participation

Participation in the context of the Terminal Evaluation is finding indicators of the number and diversity of sectors reached by the CPPB projects and their level of participation in project activities and indicators that men and women had equal opportunities and access to CPPB funds in implementing in peace-building initiatives. In search of these indicators among the Sample Projects subjected to analysis, the Evaluation Team chose to highlight two (2) unusual groups that are perceived to be very powerful groups who can help pursue the peace agenda in our country --- the youths and women.

- **The Youth as Peace-builders**

The Generation Peace Youth Network (GenPeace) was organized by the Gaston Z. Ortigas Peace Institute (GZOPI) as a strategy to enjoin youth participation on campaigns related to peace issues that have a great bearing on their future. GenPeace as an organization believed that peace is possible through the collective effort of all sectors of the Filipino society, including the youth sector. It affirms the essential role of the youth in the continuity and sustainability of peace and aims at starting a generation of youths who resort to non-violence and advocate peaceful means to resolve conflicts, refusing to be passive standby-ers and are committed to do something for peace building based on their own capacities as youths. It was through GZOPI that GenPeace was able to avail of CPPB funds to lead the implementation of the UN-mandated "National Day of Peace". The event became an avenue where Filipino youths learned about the peace discourse through songs by different bands, dances, plays presented by various theater groups, poetry and video presentation called "*Kwentong Kapayapaan*".

The activities were very well thought off by Gen Peace as the organizers of the International Day of Peace Celebration --- they were the regular venues by which the young generation expressed themselves and which they understood more. The participants filled the Peace Wall constructed in Quezon Memorial Circle with their personal commitments to the promotion of peace while the video produced for the celebration which presented strategies for conflict-prevention and the peaceful resolutions of conflicts, is still being used as an orientation material for school campaigns of GenPeace. The organization is continuing its campaign to promote peace-building and during its general assembly on February 25, 2012, GenPeace members reiterated their commitment to double their efforts to "pursue peace in diverse parts of the country through

mobilization of youths in schools and streets of both rural and urban areas in Luzon, Visayas and Mindanao through networking with their teachers (as most of them are students), with women, indigenous peoples, and with religious, business, political and community leaders²⁴’.

The youths are said to be one of the most vulnerable groups during the events of war/ armed conflicts but given proper education and capacity building, they could be one of the most powerful forces in pursuing the peace agenda in our country.

- The Upland Farmers in the CHICKS area of Negros Occidental

Candoni, Himamaylan, Ilog, Cauayan, Kabankalan and Sipalay compose the CHICKS area, the informal common name of District VI of Negros Occidental, which used to be the scene of bloody insurgency events and poverty.

PsPN is a member of civil society organizations that works towards building a community of Negrenses that help create the conditions for genuine and lasting peace in Negros Occidental through justice, freedom, integrity of creation and authentic peoples’ development. The organization advocates for and engages in the peaceful prevention or resolution of social/ environmental/ natural resource use conflicts using local peace initiatives. Its involvement in the issues of armed conflicts includes active participation and engagement with major stakeholders in the formulation of a general framework for social peace under the auspices of the national Unification Council (NUC).

The Potential Zones of Life in the Uplands of Negros Occidental Project aimed at providing communities with an opportunity to learn about the country’s formal peace process and to identify points of engagement where they can participate with their ground-level realities and perspectives or support it in a manner that can help move such (peace) process forward; enhance the household incomes by providing them with essential factors that will improve production and ensuring the protection of water resources.

This project was implemented in the interior barangays of Camindangan, Cauayan, Negros Occidental which is one of the municipalities belonging to the CHICKS²⁵ region, considered to be the traditional heartland of insurgency

²⁴ Generation Peace: 2012 RESOLVE

²⁵ Acronym for the contiguous municipalities and cities of Candoni, Hinobaan, Ilog, Cauayan, Kabankalan and Sipalay located in southern Negros Occidental

movements in the province since the 1970s. Barangay Camindangan, to date , remain to be an active guerilla zone and continues to be labeled as a “red area” by government forces. Similar interventions were implemented in Kabankalan.

The peace education, carabao dispersal and environment protection components benefitted marginal upland farmers belonging to a local grassroots community organization and their families while the Policy Study on Environment, Human Security and Social Peace in Negros Island, on the other hand that focused on generating recommendations for policy formulation, complemented the community-based peace initiatives supported by the Social Action Kabankalan, Kristiyanong Katilingban (Kabankalan, Sipalay and Himamaylan) , Buhi nga Gabayan sa Pa-Amlig sang aton Naturalisa kag Agrikultura (BUGANA) Federation (a farmers’ group), Mainuswagon kag Dunganon nga mga Mangunguma sang Sitio Dung-I (MADMAD), Asosasyon sag Pomoluyo nga Mangungumag sa Macarondan (ASSOPMMA), and the Barangay Camindangan Upland Development Farmer’s Association (BACUDFA).

All of these community partners participated in the CPPB sponsored Negros Summer Camp which was a strategy of PsPN to explain the impacts of the mining industry to the upland communities and to gather support against the Supreme Court ruling on mining in Negros Occidental. Three (3) active members of the identified community organizations were involved in the planning and implementation of the summer camp activities which produced a genuine peace and development agenda of the upland farmers about development projects that serve to do more harm than good in their communities. Although they participated in the activity, they were still apprehensive about OPAPP projects because they considered these to part of the anti-insurgency program of the government.

One gender mainstreaming aspect among these groups could be seen among the ‘*Supremos at Supremas*’ --- the names they use to call the men and women members of the local monitoring teams.

This was supported by a follow-up CPBB project called “*Building Bridges*” which was conceptualized to address the *need for the community partners to learn how to participate in dialogues* and to promote a more peaceful strategy in discussing conflict issues between the community members and the government representatives, especially after a stand-off incident between a DENR representative and community leaders related to the mining projects. The opportunity to participate in dialogues allowed the community partners to

understand the government programs, its structure and systems although they did not necessarily agree with some programs. They also learned how to address issues critical to their lives without being emotional so that they will be better understood and they also learned how to deal with different types of people in presenting their community concerns/ problems/ issues. This was the time when the community partners realized the significance of the CPPB projects and began to trust the programme.

It is noteworthy that the officers and members of these community-based groups have produced a very interesting map of their areas that contain not only accurate information about the geographical units in terms of households, barangays and sitios but most importantly, the map contains the different natural resources available and the location of existing development projects. They use this map for their education and advocacy activities among the other community members.

The projects implemented in the area were also aimed at convincing community people not to join the NPA rebel groups who in 2009 tried to reclaim the CHICKS area and through intensified recruitment activities. In the process, the NPA rebels tried to disband local organizations using the age-old propaganda about inequities in access to economic opportunities. The PsPN-assisted community groups thought of addressing the livelihood issues of the community members to prevent them in joining the rebel groups through the carabao dispersal project. In addition, the CPPB initiatives of CARHRIHL in educating the people in the community about their rights also helped the people in responding properly to issues raised by the rebel groups.

Although these groups are constantly confronted by delimiting issues such as lack of funds to sustain priority projects, lack of LGU support (because the POs did not want to be involved in politics) and the persistent threat from NPA recruitment in their areas, their newfound belief that they too can participate in peace-building and conflict prevention has not wavered. The seeds sown by PsPN is continuously growing and are concretely seen among the community groups participation --- in protecting their rights, in educating people about their situation and the use of peaceful strategies in claiming these rights in all levels of advocacy.

Because of their participation in CPPB projects, the farmers became more responsible and promoted the planting of endemic plants and trees in the mountains, established a nursery to ensure availability of endemic trees for

reforestation, and organized livelihood programs that will help their community become self-sustaining.

Activities and Strategies

It is ironic that although the Philippine Government (GPH) has not yet achieved peace at the national level, significant achievements that support the peace-building processes are clearly demonstrated on the ground --- in smaller scales that serve the purpose of protecting the lives and livelihoods of people and their communities. And it is also important to note that local people are more able to adopt holistic approaches because maybe they have a better handle at the peace and conflict situation and therefore are better equipped with strategies on how peace could be achieved in their localities.

- The Pilot School of Peace on San Isidro, Castilla, Sorsogon

As an offshoot of the CPPB supported Convergence for Human Security and Peace (CHASE Peace) Projects implemented for the Regional KALAHI Convergence Groups²⁶ (RKG) in the year 2007, all regions developed their respective regional peace and development plans outlining major strategies in promoting peace building and conflict prevention in their respective areas. Bicol Region focused on strengthening of peace education as a priority to advance peace in the region. They specifically cited the need for the creation of a consortium among academic institutions that will primarily be involved in this initiative. After a series of collaborative meetings among academic institutions, the Bicol Consortium for Peace Education and Development (BCPED) was organized to lead the conduct of advocacy campaigns aimed at raising the consciousness of Bicolanos about the benefits of peace and development. The new organization proceeded with their strategic planning workshop which contained their four (4) goals --- advocacy and education, capability building, networking and peace research.

In order to support and intensify the implementation of Executive Order No, 570 entitled "*Institutionalization of Peace Education in Basic Education and Teachers Education*", the consortium proceeded to training of trainers for peace education which produced a pool of Peace and Development Educators. They also engaged in active networking activities and planned for the conduct of strategic peace researches that will aid in creating policies and programs for advancing peace and development in the region.

²⁶ Executive Order No. 569 - DEFINING THE ROLE OF THE REGIONAL KAPIT-BISIG LABAN SA KAHIRAPAN (KALAHI) CONVERGENCE GROUPS IN THE COMPREHENSIVE PEACE PROCESS AND PROVIDING FUNDS FOR THE PURPOSE

The setting-up of “Schools of Peace” was also spearheaded by BCPED in partnership with the Department of Education in Region V. After the selection of an appropriate elementary school as a pilot, BCPED conducted an orientation among the school officials, DepEd officials and teachers of the San Isidro elementary School in Castilla, Sorsogon. One big reason why the school was chosen was to help students to overcome the trauma of armed conflict which occurred in their area. No other schools were considered for the project due to lack of CPPB funds.

Teachers and members of the school administration were trained on the use and integration of a set of “contextualized peace lesson plans” into their regular classroom sessions for all levels. And because the concept of the School of Peace used the “total school” approach to peace education promotion, extra-curricular activities complemented the peace education conducted during regular classroom sessions --- Book Fair for Peace, Walk for Peace, pupils’ Peace Clubs, representation activities by school administrators to the Provincial Peace and Order Council, peace information dissemination among the officers and members of the PTA, Peace Poster Making Contests, Planting the Tree of Peace, International Day of Peace Celebration, National reading Day (Stories with Peace concepts) and conduct of a Symposium for peace.

The pilot School of Peace also adopted the “school-to-home continuum” where the parents also benefited from the peace education. Advocacy is conducted through a series of peace and development inputs provided to parents during the card distribution events or during the parents-teachers meeting.

To date, there are still no concrete “*assessment standards*” that can be used as a benchmark to assess the effects of peace education to the parents (families) of the school children. However, a compilation of short stories/ incident reports on the impacts of peace education on “pupil-to-pupil” relations has been recorded and compiled by the school principal. Notably, after two (2) years of integrating the peace education into the classroom activities (modules, grades 4, 5 & 6) the teachers and school principal have observed that school children can control conflict between themselves better than the younger children. They believed that conflicts are not only due to the presence of “armed conflicts”, but is also caused by “relationship-to-relationship conflicts”.

To further promote the Bicol Pilot School for Peace, a *Facebook* account has been created to encourage exchanges of messages/opinions with the School for Peace in Mindanao and with other government line agencies. There are also a number

of individual subscribers to the account. These activities successfully increased awareness on the existence of the School for Peace not only in the community but also in the whole region.

While the Barangay officials of Castilla pledged to provide financial support for the school activities and a request for support has already been submitted to the Municipality, there are some reservations from several DepEd superintendents because they are still afraid that the project may only be used as a counter-insurgency activity. As of the TE activities, they still perceived that the presence of military may not be acceptable to the targeted communities since the AFP is the conduit for this project.

The DepEd officials of Region V proposed to replicate the School of Peace in Camarines Sur, but the DepEd Superintendent expressed reservations and declined the offer. In Legaspi, the DepEd Superintendent agreed to the replication of the project both in the primary and secondary levels and the initial training for teachers has already been conducted, but the project has been shelved because of lack of funding. BCPED is now hoping that their request for funding from PAMANA can be granted

The above story of BCPED is indeed heartwarming because it shows that the CPPB target outputs have been delivered and seeds of project impacts on the attitudes and behaviors of school children are blossoming. Promoting peace education among the schoolchildren is one of the best strategies of CPPB but again, OPAPP has a lot legwork to do in dispelling the “fear” and “mistrust” among its community partner.

In addition, although the DepEd already have a strong policy which can be used in promoting Peace Education²⁷, the decision to adopt the mandate will still be dependent on the peace situation of each DepEd divisions/ districts and the attitude of DepEd leaders in such hierarchies.

²⁷ Executive Order No, 570, Institutionalization of Peace Education in Basic Education and Teachers Education

- Using Indigenous Strategies of Conflict Prevention and Peace-Building

The Concerned Citizens of Abra for Good Government (CCAGG) has worked for several peace-building programs of the government --- organization of four-rebel returnee organizations of Abra (one of which is the *Rimat Namnama ti Masakbayan a Kappia* (RINAIMKA) and assisted the returnees in their reintegration into the mainstream society; in fund sourcing for the livelihood projects of the returnees; documentation of the Peace-building experiences in the Cordillera Region in collaboration with the Cordillera Peace Partners ; implementation of the CPPB projects--- *Revitalizing the Dap-ay System of the Maeng Tribe of Tubo* and *Livelihood Assistance to the Communities of the Former Combatants* in Tubo, Abra, Conner Apayao and Ifugao between March 2006 to December 2010.

The project Livelihood Assistance for the Communities of Former Combatants (FCs) for Peace and Development aimed at contributing to the achievement in transforming conflict-affected communities into peace-building communities with improved services and livelihood opportunities. In the process, the project worked to improve the economic conditions of the conflict-affected communities by capacitating the FCs through organizing and orientation/ training on peace-building. The project was implemented in Tubo, Abra, Conner, Apayao and Banaue, Lamut and Hungduan in Ifugao.

Part of the project was organizing the FCs into groups with proper accreditation from government agencies that handled their own livelihood projects and the signing of a Memorandum of Agreement between and among CCAGG, Supreme Dap-ay/ LGU and the *Rimat Namnama ti Masakbayan a Kappia* (RINAIMKA) which is the organization of FCs. These were the (RINAIMKA in Abra; Concerned Citizens of Ifugao for Peace and Development (CCIPD); in Ifugao; and Save Apayao Peoples' Organization (SAPO) in Apayao. The project also gathered the support of other organizations and community members in the target areas. Each of these organizations managed their own livelihood project and were linked with the Local Government Units (LGUs), the *Dap-ay* (indigenous system of governance of Tubo), NGOs, private companies and government agencies like the DTI, DOLE, TESDA, DA and the DOST for technical assistance. Their activities focused on improving the members' entrepreneurial skills related to cattle raising; wine and vinegar production, lemon grass production.

On the other hand, the project *Revitalizing the Dap-ay* of the Maeng Tribe of Tubo focused on maximize traditional/ indigenous conflict prevention / management and peace-resolution and peace-building systems.

Project activities included strengthening and interfacing the *Dap-ay* into the systems of local governance. In the process, the project conducted trainings and seminars all geared towards the enhancement of knowledge and skills of the Maeng Tubo tribal and local leaders. Regular documentation on *Dap-ay* activities and use of *Lapat* laws that includes case processing became the basis for the assessment on the interfacing of indigenous system and the current system of governance towards effective building of a sustaining peace condition in the target areas. The *Dap-ays* tried cases big and small and the process contributed to the swift case hearings using the *Lapat* laws.

To date the *Dap-ay* elders are proud to say that their organizational capacities have been enhanced through their participation in the CPPB project and that their traditional strategies have been recognized by their own LGU (through an SB resolution adopting the *Dap-ay* as a local conflict resolution mechanism) and that they have been able to settle many disputes within their community.

They continue to apply strict policing and conflict resolution between and among the community members who get into disagreements and are continuously applying their forms of “measures” to erring person or group of persons. The LGU recognition of and respect for the *Dap-ay* system affirms the elders’ resolve to continue their role in applying their own local mechanism in conflict prevention and resolution in the different barangays of Tubo, Abra and pledged their complete commitment to the government efforts.

The interviewed elders also said that the Supreme *Dap-ay* Council is now being consulted during elections as to the proper candidate that will be supported by the community. This is a good development which shows that people of the communities are really respecting the opinions of the elders and that they trust the *Dap-ay* elders’ wisdom. However, this newfound status should be treated with a *caveat* that the *Dap-ay* leadership should never be contaminated by politics.

On the other hand, the interviewed FCs who participated in the livelihood program for the communities of FCs also articulated their appreciation about CPPB’s assistance in the management of their cattle dispersal project which according to them greatly helped them in earning bigger incomes.

The trainings provided to them by CCAGG also helped them manage RINAIMKA better with their policies, duties and functions clearer after their re-

organization in 2007. In addition, the entrepreneurial skills they got allowed them to better handle their cattle and other types of business. CCAGG helped them link with government (DTI, TESDA, DOST) and other POs and NGOs for their other needs and concerns. Barangay and municipal *Dap-ays* and the LGU also contributed in the monitoring of project activities. They also provided a certain level of guidance about the project implementation.

At the same time, RINAIMKA officers and members were also oriented about the benefits of peace and development. Two (2) of them are now members of the barangay councils as *kagawads* which is a long way from the kind of life they used to lead when they were still members of the NPA. They share that their lives now a very different from before and that they are willing to convince other combatants to participate in peace-building activities in their areas.

The project activities included a Sustainability Planning Workshop where the FCs expressed their need for the guidance of CCAGG so that they can continue pursuing the implementation of their plans.

These two (2) projects were able to create a more harmonious relationship between and among all the community stakeholders. The LGU appreciated the initiatives of the *Dap-ays* which complemented their work on peace and order. The *Dap-ays* also value the respect allowed them by the LGU. The new livelihood opportunity for the former combatants and the conflict-affected communities, on the other hand, fostered a stronger trust to the government and to OPAPP and UNDP which led them to believe that the government is true to its commitment to help the marginalized communities

- Conflict Resolution in the Paitan Mangyan Reservation

Ilawan is a peoples' organization which was organized under the auspices of the Assisi Development Foundation, Inc. and works with the Tugdaan Mangyan Center for Learning and Development which is an educational institution dedicated to serve the eight (8) Mangyan tribes from Oriental and Occidental Mindoro. Their efforts included the organizing of SANAMA --- a group of the Alangan tribe who compose a majority of the population of Paitan, Naujan, Mindoro.

The Accelerating the Pace of Conflict Resolution in the Paitan Mangyan Reservation Project is related to one of the priority component of Tugdaan's IP Educational System --- Promoting Peace and Community Building. The project

was designed to train leaders in the community using a strategy that tied up enhancing the Culture of Peace among the *Paitan* tribes with livelihood programs.

The focus of this CPPB project was the recovery of a parcel of land (in barangay Paitan, Naujan) formerly declared as a Mangyan Reservation but which was mistakenly declared alineable and disposable by the Bureau of Lands a situation which resulted to parts of it to have been titled for non-Mangyan residents. The Department of Environment and Natural Resources (DENR) acknowledged the mistake and made official steps to reaffirm the real status of the Paitan Reservation. Because the National Commission on the Indigenous Peoples (NCIP) does not have funds to pay for the re-survey of the reservation area, part of the project supported the surveying activities so that the tribe can have a valid basis for the claims to their ancestral lands.

The project's target output is the production of an official map of the Paitan reservation. The process was not an easy one because it entailed the conduct of several dialogues between the Mangyan and non-Mangyan settlers, lobbying to the LGU so that the officials will prioritize the transfer of non-Mangyan settlers to their relocation sites. In support to these processes, information dissemination regarding the cultural value of the reservation and peace-building sessions among the Mangyans and non-Mangyans were regularly conducted.

These experiences have taught the members of the Alangan tribe how to participate in legal processes towards the protection of their rights as IP groups and most importantly, how to assert their rights using peaceful means.

To date, the legal processes for the Paitan Mangyan Reservation is still ongoing.

Resources

Resources in the context of the Terminal Evaluation refer to human resources and financial investments of the UNDP, OPAPP, its Responsible Partners and community stakeholders. Although the UNDP provided financial assistance to the projects, the skills of the officers and staff of the Responsible Partners, the time spent by the community partners in implementing project activities and other resources they shared have been proofs that their belief in the goals and objectives of CPPB translated into concrete support.

Amidst a constantly changing programme environment (internal to the OPAPP and also the national political environment) and given the limited resources, the programme faced the challenges of sustaining and enhancing coherence as well as convergence among its target outcomes and projects aimed at supporting the attainment of such outcomes over the programme life.

In addition, an observation from the internal CPPB report showed that convergence also called for strategic identification of projects and target areas such that human and financial resources were optimally used and not spread too thinly. This challenge was increasingly felt as the programme expanded to cover more and more implementers to include the various OPAPP units and new or “non-traditional” peace partners from the members of the civil society.

The UNDP provided funds for all programme activities including the projects implemented by the RPs and OPAPP units. In the process of programme implementation, however, OPAPP also invested its human resources through the National Program Director and several directors who contributed their time in managing CPPB projects. The same observation were seen in terms of the participation of the RPs in CPPB projects where they have also mobilized internal and external human resources in the delivery of project outputs. Although the programme process and procedures did not specifically require the monetizing of person days contribution of RP officers and staff and the participants to all the CPPB projects, it could be deduced that they all contributed to the achievement of the programme outcomes.

Sustainability of the CPPB Milestones in the Sample Projects

At the national level, the sustainability strategy includes the institutionalization of conflict prevention and peace-building through the strategic integration of peace and human security perspectives in policies, frameworks, and plans. Within the programme life, efforts have just been started to integrate human security perspectives in the draft revised National Peace Plan for the Medium Term Philippines Development Plan (MTPDP) which is still awaiting approval by the President. The community-based conflict prevention and peace-building strategies could have been strengthened by a legislation that will support these locally-initiated strategies.

On the other hand, although CPPB has started to mainstream conflict prevention and peace and human security in local governance through training of LGU officials on peace-sensitive and peace-promoting planning and the inclusion of peace-sensitive programs/ projects in their Annual Investment Plans (AIP)²⁸.

The same initiative of the CPPB has covered regional line agencies through the Regional *Kalahi* Convergence Groups (RKCGs).

It is worthy to note though that even if LGU officials have committed themselves to peace-promoting planning and programming, there is still a danger that these initiatives will not be continued by a new set of Local Chief Executives (LCEs) especially if they came from an opposing political party as could be seen in the current status of the CSPP project in Rosario, Batangas. The current mayor did not continue the implementation of the CSPP-identified programs although these have been institutionalized through the AIP because the CSPP suddenly stopped being implemented without properly informing the participating LGUs.

The above observation showed that while the LGU-led strategy appeared to be a good blueprint for installing systems and structures for peace-building²⁹ on the ground, this will need a longer period of time for the initiatives to mature and become fully institutionalized within the LGU systems.

On the other hand, engaging key institutions like the academe and the DepEd³⁰, the media and religious institutions which have a major influence about the way children and the general public thinks especially during their formative years have a huge contribution in installing enhanced perspectives on tolerance and diversity and can

²⁸ CSPP – Rosario, Batangas

²⁹ Ibid

³⁰ School of Peace in San Isidro Elementary School – Castilla, Sorsogon

provide very good foundations about conflict prevention and peace-building. These institutions also play an important role in transforming the mindsets of people towards a culture of dialogue and mediation as a more positive alternative to direct confrontations that lead to conflicts which can be sustained on a longer term.

The Facilitating Factors to CPPB

Facilitating factors in the context of this evaluation are defined as any factor which stimulated, provided support, or promoted a fertile environment for the implementation of the CPPB programme. The following are the factors that are perceived to have facilitated the implementation of the CPPB programme:

1. The conduct of trainings on conflict sensitivity and peace management in CPPB areas improved awareness and promoted people empowerment. These also motivated communities and different sectors of society to participate in peace-building activities.
2. Acceptability/ Credibility of the RPs helped change behaviors and perspectives that translated into actions like the FCs in San Jose, Tarlac, Tubo, Abra and Leon, Iloilo who organized/ established their own livelihood programs registered with and assisted by government agencies and some of them are now active barangay *kagawads*. These are important CPPB contributions towards institutionalizing local structures and venues for conflict prevention and peace-building.
3. Educating LGUs in mentoring them towards implementation of conflict-sensitive projects paved the way to making peace and conflict issues as a key agenda in local governance
4. The implementation of CPPB projects that focused on resource management issues also contributed to resolving differences and/ or root causes of conflict.
5. Providing livelihood projects that improved the quality of life of the partner communities has been highly appreciated. They felt that the government was finally addressing their needs and concerns. To some, the acquired knowledge and training inspired them to encourage others to participate in OPAPP projects, to make a difference in their community.
6. Maximizing the role of schools (the pilot School of Peace in Sorsogon), improved conflict management even amongst schoolchildren, and their parents
7. Engaging the youths and the IPs widened the constituency of the peace network

The Hindering Factors to CPPB

Factors that were perceived to have hindered the implementation of the CPPB programme were as follows:

1. While the community-based *Sample Projects* took off and delivered target outputs and outcomes and have positively affected the behaviors and actions of community partners, the weak policy environment for peace-building at the national level, the inconclusive status of the peace negotiations with the rebel groups and episodes of armed conflict that set back the gains of conflict prevention and peace-building on the ground weakened their achievements.
2. The engagement of local and national CSO partners in lobbying, advocacy and the establishment and capacity building among the members of the multi-sectoral peace constituents needed to be strengthened so that they can bring and sustain their initiatives at the national level.
3. On the other hand, conflict prevention and peace-building initiatives in governance were hampered by leadership shifts from partner LGU resulting from elections although the CSPP was able to gain grounds in integrating conflict-sensitive projects in Comprehensive Development Plans.
4. On a programmatic level, the political appointments (of PAPs) caused institutional changes in OPAPP that caused delays or long adjustments in programme implementation and the temporary nature of the programme IPs prevented them from having a more strategic perspective about their organization's role in conflict prevention and peace-building.
5. UNDP's bureaucratic processes contributed to the delays in programme implementation. Delayed release of funds and the corresponding "surge" of releases (tranches 1 & 2) required changes (adjustment) in schedule of activities to a new time frame (between 1 ½ to 6 months delay) to allow for its completion. This situation created difficulties among project implementors, especially to projects that involved the conduct of training/seminars or dialogues. As a consequence, it also created anxiety to RPs because the delayed release of funds also caused delays in the submission of quarterly, that resulted to another delay in the release of the succeeding tranche of budget. In the case of Bicol (SPEAR), one tranche was not released (forfeited) because of the delay in the implementation of activities prior to the last stage of its completion.

6. Some community partners did not consider (identify) other means/source of funds (resource mobilization) to ensure continuity of their projects and/or its integration with other existing local livelihood programs after its completion. Hence, diminishing funds affected the sustainability of the project.
7. The UNDP and OPAPP financial forms should be discussed and explained at length and in detail among the community partners to avoid delays in liquidations. It should be noted that there were some entries in the UNDP forms that were not applicable to government agencies. Hence, conflict between the UNDP/OPAPP and COA disbursement procedures made the liquidation process complicated.
8. Within the Programme life, efforts have just been started to integrate human security perspectives in the draft revised National Peace Plan for the Medium Term Philippines Development Plan (MTPDP) which is still awaiting approval by the President. The community-based conflict prevention and peace-building strategies could have been strengthened by a legislation that will support these locally-initiated strategies. Some issues posed by the interviewees for the TE also cited that the policy environment for peace-building should also include addressing not only the political but also other key conflict issues ---- natural resource extraction, equitable distribution of resources, injustice, and marginalization of disadvantaged sectors because these are other source of conflict specially among the marginalized communities

The factors that facilitated or hindered the implementation of the CPPB programme provided strong indications of areas of need for future strategic intervention for similar programmes. Many of these issues with long-standing nature suggest that solutions/ interventions to be pursued may need to be reconsidered in the planning stage of such programmes especially those related to identification and management or risks.

VII. CONCLUSIONS

This section explores the main inquiry of the Terminal Evaluation, whether CPPB has achieved its targeted impacts; the factors that facilitated and hindered the achievement of milestones and whether the Sample Project interventions were effective or not in achieving the target outcomes.

The assessment used various indicators against which actual outputs and outcomes of selected CPPB projects were compared. The discussions focused on the relevance and appropriateness of the outputs to the specific context of conflicts in their respective geographical areas.

Because the *Sample Projects* have been implemented on a pilot basis only and in limited areas (at most at the municipal and provincial levels), the impact of the outputs and outcomes attained cannot be categorically linked to the bigger peace agenda at the national level.

However, it is possible to capture qualitative changes among the key players in the *Sample Projects* analyzed in this TE by looking at the transformative processes that took place in their respective areas of implementation and using specific CPPB programme components/ target outcomes that essentially focused on conflict transformation.

The analysis showed that the capacity building efforts of the CPPB programme effected changes in behaviors and these changes were translated into actions that supported the government's goals on conflict prevention and peace-building in the specific areas of operations of the *Sample Projects*. And based on this framing of the interrelationships between and among CPPB initiatives, the roles assumed by the RPs and the programme management by OPAPP, there has been a certain level of success in the attainment of the CPPB outcomes at the *Sample Project* level.

1. The *Sample Projects* and the innovative strategies used by the RPs contributed to the attainment of the CPPB outcomes but their impact in a wider setting cannot yet be determined because they were implemented as pilot projects only. A closer look at the eight (8) *Sample Projects* showed that these were implemented in specific areas such as CCAG in Abra, CSPP in San Jose, Tarlac and Rosario Barangas, SPEAR in Castellana, Sorsogon, Naujan, Mindoro, PSPN in the CHICKS area of Negros Occidental, and the Round Table Discussions by MPC which is a one-time activity and has not been replicated nor widened in scope in terms of geographical areas within the Programme life.

2. UNDP's focus through the CPPB in reaching out to other conflict-affected areas in Luzon and the Visayas in addition to Mindanao was another milestone. The UNDP's Crisis Prevention and Recovery (CPR) assessment conducted in 2009 cited that the role of UNDP in peace and development has been widely associated with the GoP-UN Multi-donor Programme (GoP-UNMDP) in Mindanao which began in March 1997. The same report referred to UNDP as the first international organization who pioneered in the Philippine peace and development arena and has been closely involved in the peace-building effort in the region for over ten years to date.
3. The weak and constantly shifting policy environment for peace building did not support the successful initiatives in the ground and did not include other resource-based issues that are also sources of conflicts. The sustained relevance of CPPB's successful strategies seen in the *Sample Projects* is innately dependent of the conflict prevention and peace-building environment plus the shifts in the national peace policy. Although there are evident mechanisms that could help sustain the initiatives at the local level --- the incorporation of the human security perspectives in the National Peace Plan and the availability and piloting of the CSPP for local legislations and planning processes, a National Peace Policy that would address a wider range of governance reform measures including direct responses to resource-based issues could have effectively contributed to addressing the root causes of conflicts in the local level.
4. Although the CPPB was a multi-year project with a corresponding Resource and Results Framework, the *Sample Projects* were proposed and approved on a yearly/ annual basis only according to the identified priorities set by OPAPP leadership. This situation did not allow for the continuity/ sustainability of the CPPB projects and prevented the RPs from planning strategically for CPPB initiatives.
5. Several Knowledge Products and policy briefs and a consolidated Framework on Human Security have been developed with the programme e.g. Human Security Index , Conflict-Sensitive Program Planning (CSPP) Guidebook, etc. and piloting activities have been conducted. Although the Knowledge Products (KPs) were published and distributed to various partners, the results of these pilot projects have not been properly disseminated among the general public. Learnings from the pilot projects could have been useful in implementing similar projects in other areas. The publication and piloting of the CPPB output on Human Security Index (HSI) in selected municipalities of eight (8) provinces in the Philippines included engaging LGUs in testing and improving the HSI as a useful tool in charting and assessing local development. The HSI could have served as an indispensable planning and

evaluation tool for government and non-government groups alike to assess the human security situation as well as threats to human security in the country but follow-up activities that could have promoted the observance/ use of the tool did not occur within the programme life.

6. The changes in key official personalities (the Peace Adviser) which is inherent within the institution (the OPAPP), needed constant confidence-building and leveling on thrusts and directions related to the national peace program and this situation affected the programme management. In the seven year span of the Conflict Prevention and Peace Building Program, there have been eight (8) Presidential Advisers on the Peace Process including 2 Officers-in-Charge (OICs). These changes in leadership led to major reorganization of OPAPP which effected changes in personnel, changes in internal systems and key strategic aspects as well as operational issues within the agency. In addition the mandatory review conducted by each incoming head of OPAPP, of the programme subprojects and the RPs, contributed to the slowing down of programme implementation as cited in the Final CPPB programme Report.
7. CPPB had limited opportunities to widen the scope of public-private partnerships for peace e.g. harnessing private companies' Corporate Social Responsibility (CSR) programs towards consensus building especially on issues related to resources e.g. mining, logging, etc. and human security. The need to integrate resource-based issues in conflict prevention and peace-building initiatives were widely felt especially among the community partners who are highly dependent on these resources for life-support and livelihood opportunities³¹. During the programme life, there was practically no instance when addressing resource-based issues and enjoining the support of private companies to include them in peace dialogues were included in CPPB.
8. Peace and conflict analysis which have stronger risk-assessment components was not properly embedded within the programme and its projects (before, during and after) to guide the OPAPP and UNDP about the sufficiency of its responses to the national peace-building. These could have provided a macro perspective to the peace initiatives at the local level. The inclusion of this analysis as part of the baseline activities in all the *Sample Projects* should have also provided information that could have been used to determine the level of impact of such projects in preventing conflicts and in sustaining "no-conflict" situations.

³¹ PsPN Partners in the CHICKS areas

9. CPPB's M&E system although clearly delineated in the Annual Working Plan (AWP), although sufficient, was not maximized so that results could be used to generate peace and conflict analysis using measureable indicators. There have been various monitoring & evaluation reports required by UNDP for the programme composed of mid-term, end-term, internal and external assessments including the conduct of Annual Stakeholders' Conference which could have been efficient venues to discuss feedbacks for specific projects implemented by the RPs and how these contributed to the general peace and/ or conflict situations in their respective areas of operation. These opportunities could have also been the proper settings where OPAPP could have updated its partners about the Programme's overall progress and how this contributed to the National Peace Agenda.

10. Conflict prevention and peace-building issues were not clearly integrated with other interlinked UNDP priorities such as governance, environment and poverty issues for a more holistic perspective on Philippine interventions. Although there have been occasional opportunities for CPPB as a CPR programme to collaborate with other UNDP portfolio programmes ---- the study on the SSR index undertaken by ISDS which was a collaboration between CPR and the governance portfolio, mainstreaming of poverty reduction initiatives in the *Sample Projects* of the CPPB and the Peace Education initiative of CPPB in Bicol, which was provided with technical assistance by the ACT for Peace programme of UNDP, a more planned approach of portfolio integration would have provided a more holistic form of intervention in addressing conflict drivers towards promoting peace and sustaining "no-conflict" situations.

VIII. RECOMMENDATIONS

The programme has embraced the multi-dimensional aspects of conflict prevention and peace-building and as such, used different types of strategies and levels of partnerships with the members of the civil society organizations, the academe, LGUs, tribal/indigenous groups, peace networks, etc. And these innovative strategies gathered support from the ground and provided invaluable learnings and skills in peace-building among the key actors and their community partners.

CPPB's milestones are proofs that support to the national peace program can come in varying forms and structures but that one of the major achievements come in the form of communities understanding the sources of conflicts and their efforts at addressing these using their own capacities. This kind of achievement cuts across all the Sample Projects subjected to the TE analysis and should be sustained, replicated and promoted in order to gain a bigger impact on peace. To do this, the following are recommended for the implementation of similar initiatives in the future:

1. In the face of the weak and constantly shifting policy environment for peace building and the changes in key official personalities (the Peace Adviser) which is inherent within the institution (the OPAPP), similar programmes should ensure regular confidence-building and leveling on thrusts and directions related to the national peace program;
2. The sustainability of successful conflict prevention and peace-building initiatives from CPPB (or similar programmes) that have taken roots in the communities and peace milieu of the *Sample Projects* subjected to this Terminal Evaluation will only be realized through the support of governance reforms that also address resource-based issues; basic service delivery; capacity building for peace; and continuing confidence building opportunities and events between and among groups or sectors. Effective strategies adopted by the Sample Projects at the local level could be taken up as models for the implementation of future programmes e.g. the PAMANA which uses a National Framework in addressing conflict issues which CPPB did not have;
3. Since CPPB became successful in reaching out to conflict-affected areas in Luzon and the Visayas, as well as in Mindanao, UNDP who has assumed a pioneering role in this arena of peace-building or any funding agency should continue covering the whole country and involving all types of rebel groups;

4. UNDP/ or other funding agencies should have allowed for a multi-year packaging of projects for the RPs especially if these require longer time of implementation, e.g. capacity-building of LGUs, lobbying of peace networks for a legislated peace policy, etc. Although tactical thinking definitely helped in ensuring that the “individual projects got done” to the programme management’s credit, strategic thinking is also needed to ensure the optimal use of time, resources and knowledge to ensure that each project undertaken is aligned with and contributory the bigger strategy of the OPAPP-CPPB programme in accomplishing intended CPPB impacts.
5. Similar programmes that focus on conflict prevention and peace-building should widen the scope of public-private partnerships for peace e.g. harnessing private companies’ Corporate Social Responsibility (CSR) programs towards consensus building especially on issues related to resources e.g. mining, logging, etc. and human security. In addition, there is also a need to support CSO engagement with government towards achieving common goals for peace and development³². A more comprehensive approach towards addressing human security and promoting stability in conflict areas includes responses to lessen the occurrence of conflict drivers.
6. Continue engaging schools in promoting the Culture of Peace because these are rich grounds for installing peace concepts among the children especially during their formative years. They are very good partners for promoting the peace agenda because they are one of the regular government structures present in all areas of the country, they are regularly funded and has its own manpower who just needed training about how to integrate peace concepts in their classroom activities and most importantly, schools are very credible institutions in Philippine communities;
7. In order to sustain the success of FC/ RR-focused livelihood interventions, similar programmes should support their community-based enterprises by linking these communities with government agencies that can help them in terms of skills enhancement, access to market and technology, etc.;
8. Actively engaging the youth sector and honing their attitudes towards positive behavior change e.g. tolerance and respect, will contribute to more sustainable peace among their families, schools and communities;

³² Coronel-Ferrer et al., Learning Experience Study on Civil Society Peacebuilding in the Philippines, Manila: UNDP and University of the Philippines Center for Integrative and Development Studies,(5 vol) 2005)

9. Since the peace arena has multiple stakeholders, peace and conflict analysis having stronger risk-assessment components should be embedded within the programme (before, during and after) to guide UNDP or any funding agency and its IP about the sufficiency of its responses to the national peace-building in the context of planning for similar programmes in the future;
10. Similar Programmes should have a stronger baseline data and more efficient and effective M&E system so that results could be used to generate peace and conflict analysis using measureable indicators and other qualitative measures and stakeholders conferences should also be used as feedbacking sessions between and among the UNDP or any funding agency, the IP and the RPs;
11. Results of pilot projects related to specific Knowledge Products developed e.g. Human Security Index , Conflict-Sensitive Program Planning (CSPP) Guidebook should be properly disseminated and such initiatives should be replicated and/ or promoted;
12. Integrate conflict prevention and peace-building with other UNDP priorities such as governance, environment and poverty issues for a more holistic perspective on Philippine interventions and also because those issues are interlinked and addressing conflict issues also need a more comprehensive approach.

While the CPPB programme is conceptually sound, significant outputs and outcomes achieved by the programme at the local level may not be thoroughly effective and sustainable as long as the policies, programs and structures implemented by the national government are not conducive enough to bring about durable solutions to the conflict. However, the strengths and weaknesses in the programme implementation will serve as valuable inputs to the next sets of programmes that will be designed for conflict prevention and peace-building.

GLOSSARY OF TERMS

ABB	Alex Boncayao Brigade
ADFI	Assisi Development Foundation, Inc.
AFP	Armed Forces of the Philippines
AHJAG	Ad Hoc Joint Action Group
AIP	Annual Investment Plans
AKKAPKA	Aksyon Para sa Kapayapaan at Katarungan Foundation, Inc.
ALG	Alternative Law Groups, Inc.
ARMM	Autonomous Region of Muslim Mindanao
ASSOPMMA	Asosasyon sag Pomoluyo nga Mangungumag sa Macarondan
AWP	Annual Working Plans
BACUDFA	Barangay Camindangan Upland Development Farmer's Association
BPDA	Barangay Peace and Development Association
BCPED	Bicol Consortium for Peace Education and Development
BPCD	Barangay Peace and Development Councils
BPDA	Barangay Peace and Development Association
BUGANA	Buhi nga Gabayan sa Pa-Amlig sang aton Naturalisa kag Agrikultura
CAR	Cordillera Administrative Region
CCAGG	Concerned Citizens of Abra for Good Government
CCA-UNDAF	Common Country Assessment-United Nations Development Assistance Framework
CCCH	Coordinating Committee on the Cessation of Hostilities
CCF	Country Cooperation Frameworks
CCIPD	Concerned Citizens of Ifugao for Peace and Development
CDP	Comprehensive Development Plans
CHASE Peace	Convergence for Human Security and Peace
CHICKS	Candoni, Himamaylan, Ilog, Cauayan, Kabankalan and Sipalay
CNA	Community Peace and Development Assessment in CNN Areas
COA	Commission on Audit
CoP	Culture of Peace
CPAP	Country Programme Action Plan
CPD	Country Programme Document
CPLA	Cordillera People's Liberation Army

CPP	Communist Party of the Philippines
CPPB	Conflict Prevention and Peace Building
CPR	Crisis Prevention and Recovery Component of the UNDP – Philippines Country Program Action Plan
CPRU	Crisis Prevention and Recovery Unit
CSO	Civil Society Organization
CSPP	Conflict Sensitive and Peace Promoting
CSR	Corporate Social Responsibility
DA	Department of Agriculture
DepEd	Department of Education
DENR	Department of Environment and Natural Resources
DMT	Documentation and Monitoring Team
DOLE	Department of Labor and Employment
DOST	Department of Science and Technology
DTI	Department of Trade and Industry
ERPATS	(male group in Rosario, Batangas)
FC	Former Combatants
FGD	Focused Group Discussions
GenPeace	Generation Peace Youth Network
GENSEC	Secretary General
GoP-UNMDP	Government of the Philippines –United Nations Multi-donor Programme
GPH	Government of the Philippines
GZOPI	Gazton Z. Ortigas Peace Institute
GRUPAG	Grupo Paghidaet
HIV/AIDS	Human Immunodeficiency Virus/ Acquired Immune Deficiency Syndrome
HSI	Human Security Index
ILAWAN	Center for Peace and Sustainable Development
IMT	International Monitoring Team
IP	Indigenous People
IP	Implementing Partner
IPEN	Women’s Group in Rosario, Batangas
ISDS	Institute for Strategic Studies and Development
IPSP	Internal Peace and Security Plan
J-CCCH	Joint Coordinating Committee on the Cessation of Hostilities
KALAHI	Kapit-Bisig Laban sa Kahirapan
KII	Key Informant Interviews
KPs	Knowledge Products
LCE	Local Chief Executive

LGU	Local Government Unit
LMT	Local Monitoring Team
MADMAD	Mainuswagon kag Dungganon nga mga Mangunguma sang Sitio Dung-I
MDG	Millennium Development Goal
M&E	Monitoring and Evaluation
MILF	Moro Islamic Liberation Front
MPC	Mindanao People’s Caucus
MPDO	Municipal Planning and Development Officer
MTPDP	Medium Term Philippine Development Plan
NDF	National Democratic Front
NEDA	National Economic and Development Authority
NGA	National Government Agency
NGO	Non-Government Organization
NPA	New People’s Army
NPD	National Programme Director
NUC	National Unification Council
ODASU	ODA Support Unit
OECD-DAC	Organization for Economic Co-operation and Development – Development Assistance Committee
OIC	Officer-in-Charge
OPAPP	Office of the Presidential Adviser on the Peace Process
PAMANA	Payapa at Masaganang Pamayanan
PAP	Peace Adviser
PB	Programme Board
PBCP	Peace Building and Conflict Prevention
PDP	Philippine Development Plan
PEG	Project Executive Group
PIDO	Peace Institutions Development Office
PMO	Project Management Office
PO	People’s Organization
PPDO	Provincial Planning and Development Office or Officer
PsPN	Paghiliusa sa Paghidaet sa Negros
PTA	ParentsTeacher Association
RINAIMKA	<i>Rimat Namnama ti Masakbayan a Kappia</i>
RKCG	Regional <i>Kalahi</i> Convergence Groups
RP	Responsible Partner
RPA	Revolutionary Proletarian Army
RPMP	Rebolusyonaryong Partido ng Manggagawa ng Pilipinas
RR	Rebel Returnees or Returning Rebels

RTD	Round Table Discussion
SAC	Student Action Center
SAPO	Save Apayao Peoples' Organization
SPEAR	Strengthening the Peace Education and Advocacy in the Region of Bicol
SSR	Security Sector Reform
SSRI	Security Sector Reform Index
Sulong-CARHRIHL	Sulong - Comprehensive Agreement on Respect for Human Rights and International Humanitarian Law
TE	Terminal Evaluation
TESDA	Technical Education and Skills Development Authority
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNSCR	United Nations Security Council Resolution
UP-TWSC	University of the Philippines Third World Studies Center
UPVFI	University of Visayas Foundation, Inc.

FOOTNOTES

¹ San Jose, Tarlac and Rosario, Batangas

² Gazton Z. Ortigas Peace Institute, Sulong CARHRHIL

³ Ibid

⁴ SPEAR - San Isidro Elementary School, Castilla, Sorsogon

⁵ UPVFI and Grupag in Leon, Iloilo and CCAGG and the Maeng Tribe in Tubo, Abra

⁶ Gazton Z. Ortigas Peace Institute, Paghiliusa sa Paghidaet sa Negros

⁷ UP Third World Studies Center, College of Social Sciences and Philosophy

⁸ Dap-ay in Tubo, Abra; Paitan Tribe in Naujan, Mindoro

⁹ Round Table Discussions, Mindanao Peoples' Caucus

¹⁰ This is identified as Outcome 5 in the UNDAF document, but as UNDAF Outcome 4 in the UNDP CPAP. For purposes of consistency with the overarching UN document for the cycle 2004-2009, it is referred to in this Evaluation as UNDAF Outcome 5)

¹¹ Statement of Support for the Appointment of two (2) Moro Women as members of the Board of Consultants of the Moro Islamic Liberation Front (MILF) Peace Panel, GZOPI, 2011

¹² Interview with Ms. Joeven Reyes, Sulong CAHRHIL

¹³ Kenneth Bush, *Building Capacity for Peace and Unity,: The Role of Local Government in Peace-Building*, 2004

¹⁴ The former rebels in Leon, Iloilo preferred to be called "Rebel Returnee"

¹⁵ Interview with Atty. Mary Ann Arnado, Executive Director, MPC

¹⁶ *Generation Peace: 2012 RESOLVE*

¹⁷ Acronym for the contiguous municipalities and cities of Candoni, Hinobaan, Ilog, Cauayan, Kabankalan and Sipalay located in southern Negros Occidental

¹⁸ Executive Order No. 569 - Defining The Role Of The Regional Kapit-Bisig Laban Sa Kahirapan (Kalahi) Convergence Groups In The Comprehensive Peace Process And Providing Funds For The Purpose

¹⁹ Executive Order No, 570, Institutionalization of Peace Education in Basic Education and Teachers Education

²⁰ Duck/ Poultry Raising in San Jose, Tarlac, Cattle Dispersal in Abra, Rosario Batangas & Negros Occidental, Livelihood projects in Leon, Iloilo and Naujan, Mindoro

²¹ SPEAR Project in Reg. V, CoP among the Mangyan Tribes (Paitan), PsPN initiatives, GenPeace

²² Peace Institutions Development Office (PIDO)

²³ Dap-ay and Lapat Systems in Tubo, Abra and among the paitan tribes in Naujan, Mindoro Occidental

²⁴ Sulong CAHRHIL, GZOPI, Mindanao Peoples' Caucus

²⁵ FGD with Renaud Meyer, & Alma Evangelista, UNDP

²⁶ Mindanao Peoples Caucus

²⁷ Final CPPB Programme Report

²⁸ CSPP – Rosario, Batangas

²⁹ Ibid

³⁰ School of Peace in San Isidro Elementary School – Castilla, Sorsogon

³¹ Coronel-Ferrer et al., Learning Experience Study on Civil Society Peacebuilding in the Philippines, Manila: UNDP and University of the Philippines Center for Integrative and Development Studies, (5 vol) 2005)