





DEPARTMENT OF THE INTERIOR AND LOCAL GOVERNMENT OFFICE OF THE PRESIDENTIAL ADVISER ON THE PEACE PROCESS

Joint Memorandum Circular No. 1, S. 2020 Date: NOV 1 6 2020

To:

All Provincial Governors, City/Municipal Mayors, Punong Barangays, Provincial/City/Municipal Planning and Development Coordinators (P/C/MPDCs), DILG Regional, Provincial and City Directors, City/Municipal Local Government Operations Officers

(C/MLGOOs), and all others concerned

Subject:

Guidance on Mainstreaming Conflict Sensitivity and Peace Promotion (CSPP) and Sectoral Concerns in the Comprehensive Development Plan (CDP) of Local Government Units (LGUs) in

Conflict-Affected and Conflict-Vulnerable Areas

1. BACKGROUND

There are areas in the country that remain to be affected by decades-long armed conflict and multiple faces of conflicts such as, but not limited to, identity-related issues; persistent poverty; and, resource-based conflicts to include territorial disputes and security of land tenure. These conflict situations, which go beyond defined political territories, contribute to increased state fragility and further exacerbate the conditions of the vulnerable sectors such as: women, children, senior citizens, persons with disability (PWDs) and Indigenous Cultural Communities/Indigenous Peoples (ICCs/IPs), Former Rebels (FRs) and Internally Displaced Persons (IDPs) and other marginalized sectors including farmers, fisherfolk, laborers and urban poor.

Emerging national government priorities, as embodied in the Philippine Development Plan (PDP) 2017-2022, National Security Policy (NSP), the 6-point Peace and Development Agenda, and current efforts to achieve lasting peace, security and development necessitate concrete LGU actions to promote peacebuilding; and effectively address the root causes of conflicts. Local planning processes, specifically, the formulation of the Comprehensive Development Plan (CDP) is seen as an enabling instrument for objective assessment of the LGU's situation; and mapping out interventions intended for peacebuilding and protection of the marginalized sectors.

The Whole of Nation Approach strategy institutionalized by Executive Order No. 70, s. 2018 fosters participatory processes, inclusive approaches, alliance building, and convergence of efforts of society, government, and non-government to facilitate elevation of local concerns to the national level and vice versa towards the promotion of sustainable peace and development. The DILG, through

Memorandum Circular (MC) No. 2019-169, provided operational guidelines for the identification of <u>barangay</u>-level concerns and interventions to address issues arising from governance and development gaps.

2. PURPOSE

This issuance seeks to:

- provide principles, guidance, and tools to facilitate mainstreaming of CSPP and integration of sectoral concerns in the CDPs of cities and municipalities;
- highlight the important role of the province, local special bodies (LSBs), and the individual cities and municipalities in conflict prevention and peacebuilding initiatives; and
- provide guidance in integrating barangay development initiatives to the CDP within the CSPP mainstreaming process.

3. LEGAL BASES

The following are key policies that support mainstreaming of CSPP and sectoral concerns:

- 3.1. Republic Act No. 7160: Local Government Code (LGC) of 1991
- 3.2. Policies relative to the roles of the Department of the Interior and Local Government (DILG) and other concerned agencies relative to planning:
 - Republic Act No. 6975: Department of the Interior and Local Government Act of 1990
 - DILG-NEDA-DBM-DOF Joint Memorandum Circular (JMC) No. 1 Series of 2016: Updated Guidelines on the Harmonization of Local Planning, Investment Programming, Resource Mobilization, Budgeting, Expenditure Management, and Performance Monitoring and Coordination in Fiscal Oversight
 - DILG Memorandum Circular No. 2016-102: Guidelines on the Preparation or Updating of Local Plans
 - DILG Memorandum Circular No. 2019-189: Guidance on the Preparation and/or Updating of Land Use and Development Plans and Investment Programs
- 3.3. Policies relative to the roles and mandates of the DILG, Office of the Presidential Adviser on the Peace Process (OPAPP) and other concerned agencies regarding efforts to mainstream CSPP and sectoral concerns:
 - Philippine Development Plan 2017-2022
 - Republic Act No. 9710: Magna Carta of Women (MCW)
 - Republic Act No. 7277: Magna Carta for Disabled Persons
 - Republic Act No. 8371: Indigenous Peoples' Rights Act of 1997
 - Republic Act No. 9994: Expanded Senior Citizens Act of 2010
 - Republic Act No. 10121: Philippine Disaster Risk Reduction and Management Act of 2010
 - Republic Act No. 11188: Special Protection of Children in Situation of Armed Conflict

- Republic Act No. 9851: Philippine Act on Crimes Against International Humanitarian Law, Genocide, and Other Crimes Against Humanity
- Republic Act No. 7610: Special Protection of Children Against Abuse, Exploitation and Discrimination Act
- Executive Order No. 3, s. 2001: Defining Policy and Administrative Structure for Government's Comprehensive Peace Efforts
- Executive Order No. 70, s. 2018: Institutionalizing the Whole-of-Nation Approach in Attaining Inclusive and Sustainable Peace, Creating a National Task Force to End Local Communist Armed Conflict and Directing the Adoption of a National Peace Framework
- PCW-DILG-DBM-NEDA Joint Memorandum Circular No. 2016-01:
 Guidelines on the Localization of the Magna Carta of Women
- PCW-OPAPP Joint Memorandum Circular No. 2014-01: Integration of Women, Peace and Security Programs, Activities and Projects (PAPs) in Annual Gender and Development (GAD) Plans and Budgets (GPBs) and Gender and Development Accomplishment Reports (GAD ARs)
- NCIP Administrative Order No. 3 Series of 2012: Revised Guidelines on Free and Prior Informed Consent (FPIC) and Related Processes of 2012
- NCIP Administrative Order No. 1 Series of 2012: Indigenous Knowledge Systems and Practices (IKSPs) and Customary Laws (CLs) Research and Documentation Guidelines of 2012
- NCIP Administrative Order No. 1 Series of 2004: Guidelines on the Formulation of the Ancestral Domain Sustainable Development and Protection Plan (ADSDPP)
- DILG Memorandum Circular No. 2019-169: Guidelines on the Implementation of the Retooled Community Support Program (RCSP)

4. DEFINITION OF TERMS

Please refer to Annex A for the definition of technical terms used in this JMC.

5. POLICY CONTENT AND GUIDELINES

5.1. DILG Mainstreaming Framework for Sectoral and Thematic Concerns in the CDP

In consideration of varying local environment and situations, LGUs are enjoined to consider the four (4) components of the DILG Mainstreaming Framework or entry points as provided in Chapter 10 of the 'Rationalizing the Local Planning System' Sourcebook:

5.1.1. Ensuring inclusive multi-sectoral representation in the *planning* structure and applying participatory methods and systems-oriented analytical tools;

- 5.1.2. Integrating thematic and sectoral concerns in the existing *planning* database:
- 5.1.3. Coming up with sectoral and cross-sectoral plans anchored on context-based situational analysis that will ensure responsiveness to the needs of specific sectors;
- 5.1.4. Determining and linking programs, projects, and activities (PPAs) in all the *implementing instruments and authority levers* such as the Local Development Investment Program (LDIP), Annual Investment Program (AIP), Capacity Development Program, Legislative Requirements, and Monitoring and Evaluation Framework and Strategy to ensure their implementation.

5.2. Key Considerations for Mainstreaming Conflict Sensitivity and Peace Promotion in the CDP

In line with the prescribed DILG Mainstreaming Framework consistent with the DILG-NEDA-DBM-DOF JMC 2016-01 and the Synchronized Local Planning and Budgeting Calendar (SLPBC), conflict-affected and conflict-vulnerable LGUs should ensure that CSPP and the concerns of marginalized sectors are highlighted and appropriately addressed through the following:

5.2.1. Representation of Vulnerable Sectors and CSPP Actors in the Local Planning Structure

Representation in the Local Development Council (LDC) of vulnerable groups, agencies, and institutions involved in development efforts, peace building and conflict transformation should be strengthened.

- 5.2.1.1. Existing policies on sectoral representation should be observed (e.g. The MCW mandates that at least forty-percent (40%) of membership of all development councils shall be composed of women).
- 5.2.1.2. The planning team membership may be drawn from the LDC sectoral committees organized as a functional committee.
- 5.2.1.3. The active participation of the Punong Barangays in the City/Municipal Development Councils (C/MDCs) is underscored to ensure integration of the Barangay Development Plan (BDP) formulation process results during the CDP formulation and/or updating process.

5.2.2. Integration of Sectoral and Cross-Sectoral Analysis within the Context of a Peace and Conflict Situation in the Existing Planning Database

5.2.2.1. Participatory data gathering and analysis are prescribed to be adopted.

- a. Barangay Officials and other local mechanisms shall be tapped to mobilize citizen engagement in the formulation of the CDP.
 - Data collected during the BDP formulation process should be elevated to the C/MDC for integration in the city/municipal planning database to serve as inputs to CDP formulation as it elucidates barangay level situation/concerns. This ensures consistency of both the CDP and the BDP, the latter being essentially the end-output of the BDP formulation process.
- b. The planning databases, as well as the results of data analysis, of the city/municipality shall be made available to the barangays to inform the BDP formulation process. In turn, barangay databases shall also be shared to the city/municipality.
- c. Participatory conflict analysis and the enhanced Participatory Rural Appraisal (PRA) may be used to provide the basis for the local situation analysis, identification of conflict issues, peacebuilding opportunities and capacities, resource allocation and local policy direction.
- d. Data and lessons gathered using participatory approaches can also be used in the preparation/updating of the CDP and other local plans (e.g. Comprehensive Land Use Plan (CLUP)) across different levels of governance. This shall facilitate streamlining of data collection and analysis processes, common understanding of the local situation, and ensuring vertical and horizontal alignment of plans.
- 5.2.2.2. Consider integration of the <u>BDP</u>, Peace and Order and Public Safety (POPS) plan situationer in the sectorspecific profile or study for the Peace and Order subsector of the Social Development sector of the CDP as it provides for the conflict context and peacebuilding needs.
- 5.2.2.3. To more concretely capture the extent of conflicts existing in the locality as well as those affected by said situations, sector information and data relative to CSPP and the vulnerable sectors prescribed under Rationalized Planning Indicator and Data Set (RaPIDS) and Community-Based Monitoring System (CBMS) should be considered and integrated into the local planning database, ecological profile, and local situational analysis.

Other applicable data/indicators such as the following are also encouraged to be collected and considered to further enrich the local situational analysis:

- Disaggregated number of violent incidents related to armed groups (by types such as resource-based, ethnic, political, etc.)
- b. Disaggregated number and types of human rights violations, with information on perpetrators and victims (by sex, age and ethnicity)
- c. Number of communities, households and individuals displaced by armed conflict
- d. Disaggregated number of individuals affected by armed conflict (by group such as men, women, elderly, children, IP)
- e. Percentage of agrarian land acquired and distributed under the Comprehensive Agrarian Reform Program (CARP) and/or Comprehensive Agrarian Reform Program Extension with Reforms
- f. Types of issues affecting Indigenous Peoples
- g. Percentage of ancestral lands with CADTs provided to IP groups
- h. Number of women affected by gender-based violence

5.2.3. Utilizing Conflict-Sensitive Analysis in Defining the Strategic Priorities for the Vulnerable Sectors under the CDP

- 5.2.3.1. The planning structure and local database should yield sectoral and cross-sectoral analysis or studies that adopt a CSPP lens. These analyses should define the vision, sectoral goals, and strategies of the CDP that are integrated and interwoven across the five development sectors (i.e., social, infrastructure, economic, environmental, and institutional) of the CDP to address concerns of the vulnerable sectors.
- 5.2.3.2. Said sectoral and cross-sectoral analysis should be informed by the situational analysis undertaken during the BDP process,
- 5.2.4. Institutionalizing CSPP through the Implementation Instruments of the CDP: Toward the attainment of peace promoting and conflict sensitive investment program, legislation, capacity building and monitoring and evaluation mechanism
 - 5.2.4.1. The result of the situational analysis shall also serve as basis in the determination of developmental interventions. Such interventions may be subjected to the Do No Harm Framework and/or Peace and Conflict

Impact Analysis to assess responsiveness of such PPAs vis-à-vis peacebuilding.

- 5.2.4.2. In developing the LDIP,
 - a. PPAs resulting from the BDP process of component barangays shall be considered to strengthen complementation and/or harmonization with PPAs identified by cities/municipalities.
 - Cities and municipalities may utilize the nuanced peace effectiveness criteria so that prioritization of PPAs may also adopt a CSPP lens.
 - c. Cities and municipalities shall inform the barangay of PPAs that were considered for funding.
- 5.2.4.3. The City/Municipal Councils are advised to prioritize and institutionalize legislative requirements that include conflict transformative policies and oversee its faithful implementation.
- 5.2.4.4. LGUs are likewise advised to invest in continuing education and training specially for building peace capacities of its human resources as part of the LGU Capacity Development Program so as to be prepared to meet the demands required in pursuit of the peace and development thrusts and priorities.
- 5.2.4.5. LGUs are also enjoined to target/commit to peace and security indicators in the Provincial/NCR LGU Results Matrices (RMs) contributing to outcomes under Chapter 17: Attaining Just and Lasting Peace and Chapter 18: Ensuring Security, Public Order, and Safety of the PDP. Indicators enumerated under Section 5.2.2.3 of this JMC may be considered.
- 5.2.4.6. Monitoring of annual accomplishments of the PRM/NCR LGU RMs shall adhere to the timelines and mechanism provided under Section 5.5 Monitoring and Evaluation of DILG-NEDA JMC No. 2018-01, 'Guidelines on the Localization of the Philippine Development Plan (PDP) 2017-2022 Results Matrices and the Sustainable Development Goals (SDGs)'.

Performance assessment results can be used to inform policy-making as well the recalibration and updating of local plans and programs.

5.3. Enhancement of Existing Structures and Mechanisms for Effectively Mainstreaming CSPP

5.3.1. Strengthen Linkage of LDC with Other Local Special Bodies (LSBs)

LGUs shall institutionalize a mechanism for multi-stakeholder dialogue, joint meetings and consultations that will facilitate

interface and cooperation among LSBs to ensure that plans and programs are inclusive of the aspirations and are responsive to the needs of the general populace and vulnerable groups and sectors.

- 5.3.1.1. LDC shall coordinate concerns of vulnerable groups and sectors with the concerned LSBs focusing on their needs in conflict situations.
- 5.3.1.2. The LDC and the POC, in particular, are encouraged to regularly meet to harmonize all efforts relative to peace, security, and development.
- 5.3.1.3. Consistent with DILG MC No. 2019-169, the LDC and POC shall likewise maintain vital linkage to the RCSP Task Team for the purpose of program and project coordination and augmentation.

5.3.2. Strengthening Vertical Linkages and Addressing Peace, Security, and Development Concerns

Consistent with Sections 9.1 and 9.4 of DILG-NEDA-DBM-DOF JMC 2016-01, there is a need to coordinate across levels of government to ensure consistency of vision and strategic directions of local plans; facilitate complementation of PPAs and augmentation of financing which is essential to further promote peace and the welfare of vulnerable groups within the political and administrative boundaries of concerned LGUs.

- 5.3.2.1. In pursuit of its mandate, the provinces shall:
 - Align with the priorities and thrusts of the PDP 2017-2022, 6-Point Peace and Development Agenda, and the NSP:
 - Fully exercise its oversight function over its constituent LGUs within the purview of promoting social cohesion and harmonious relations; and, resolving disputes and addressing issues within its territorial jurisdictions;
 - Ensure alignment, integration, and complementation of initiatives of constituent cities and municipalities in the provincial plans as it relates to conflict and peace needs, and the promotion of welfare and protection of rights of vulnerable groups; and
 - d. Elevate relevant concerns that have implications on regional peace, development and security to the Regional Development Council (RDC) and Regional Peace and Order Council (RPOC).
- 5.3.2.2. The cities/municipalities shall, concomitantly ensure that:

- a. their CDPs are aligned with conflict sensitive and peace promoting strategies of the province; and
- b. barangay-level priorities and unfunded priority programs and projects of component barangays are considered in the LDIP.

5.3.3. Strengthen City/Municipal Plan Harmonization and Complementation to Effectively Address CSPP and Sectoral Concerns

- 5.3.3.1. CDPs of LGUs in conflict areas should be consistent and aligned with conflict-sensitive CLUPs formulated based on the 2014 CLUP Guidelines.
- 5.3.3.2. Thematic and sectoral plans can be either derived from or integrated into the CDP.
 - The POPS plan may be integrated or derived from the City/Municipal CDP as prescribed under DILG MC No. 2015-128.
 - b. The Ancestral Domain Sustainable Development and Protection Plan (ADSDPP), through dialogue, must be interfaced with the CDP to ensure that the developmental directions of the former are aligned with those of the latter and vice-versa, and where appropriate and necessary, the LGU may provide possible support.
- 5.3.3.3. The PPAs identified during the community consultations and problem-solving sessions and the local peace dialogues as part of the localization efforts under EO 70 shall be validated with the LDC and POC and submitted for integration in the CDP and/or POPS plan.

5.4. Technical Support for Mainstreaming CSPP and Sectoral Concerns in the CDP

- 5.4.1. To ensure sustainability of CSPP mainstreaming efforts.
 - 5.4.1.1. A pool of trainers from DILG and OPAPP may be tapped at the national and regional levels to assist in the conduct of capacity building activities and the provision of necessary technical assistance.
 - 5.4.1.2. Knowledge products have been developed to serve as practical guides in providing technical assistance on the CSPP CDP formulation.
- 5.4.2. LGUs are encouraged to consider adoption of policies, principles, approaches, methods and tools, processes and information requirements, as provided in the 'Guidebook on Mainstreaming CSPP and Sectoral Concerns in the CDP of LGUs' developed by DILG and OPAPP in collaboration with GIZ-COSERAM.
- 5.4.3. Likewise, LGUs may also refer to the Facilitators Guide developed by GIZ-COSERAM in collaboration with Ateneo de Davao

- University (AdDU) as it prescribes tools, provides materials and offers a practical guide on how to mainstream CSPP in the CDP.
- 5.4.4. For conflict sensitive barangay development planning, LGUs may be guided by DILG MC No. 2019-169 and subsequent guidelines, as well as the processes to be prescribed by the DILG-National Barangay Operations Office (NBOO).
- 5.4.5. The DILG Regional Offices and/or OPAPP shall provide the necessary technical assistance to LGUs in collaboration with experts, institutional partners and facilitate linkages and coordination with concerned agencies and CSOs/POs in the provision of technical support to LGUs.
- 5.4.6. LGUs that successfully implemented the CSPP mainstreaming process may be tapped to share their experiences and practices to other LGUs.

6. REPEALING CLAUSE

All existing issuances, which are inconsistent herewith, are hereby repealed or modified accordingly.

7. EFFECTIVITY

This JMC shall take effect immediately and shall remain in force unless otherwise superseded or modified by subsequent policies and other issuances.

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Secretary **

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CARLITO G. GALVEZ, JR.

Secretary

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- Ancestral Domain Sustainable Development and Protection Plan (ADSDPP) – a long term comprehensive spatial and development plan with at least five years programming of activities with the purpose of identifying and implementing programs and projects to strengthen self-governance, alleviate poverty, protect the environment and cultural integrity, and build lasting peace and genuine development within ancestral domains of particular Indigenous Cultural Communities/Indigenous Peoples (ICCs/IPs) groups. (NCIP Administrative Order No.1, s. 2014)
- Comprehensive Development Plan (CDP) the document that pertains to the multi-sectoral plan formulated at the city or municipal level, which embodies the vision, sectoral goals, objectives, development strategies and policies within the terms of LGU officials and the medium-term. The CDP contains: (1) Ecological Profile; (2) Sectoral Development Plans; and (3) Implementing Instruments. (DILG-NEDA-DBM-DOF Joint Memorandum Circular No. 1, s. of 2016)
- CDP Guide the guidebook or instructional manual for the preparation of the CDP issued by the DILG.
- Community-Based Monitoring System (CBMS) is an organized process of data collection and processing at the local level and of integration of data in local planning, program implementation, and impact monitoring.
- Conflict is present when two or more parties perceive that their interests are incompatible, express hostile attitudes, or...pursue their interests through actions that damage the other parties. These parties may be individuals, small or large groups, and countries. (Thomas-Holder and Henry, 2007)
- Conflict Sensitivity and Peace Promotion (CSPP) is the ability to: (a) understand the conflict context; (b) understand how interventions interact with the conflict context; and, (c) act upon that understanding to minimize negative impacts and maximize positive impact of interventions. The 'peace promoting' component of the approach deals mainly with building, improving or strengthening the institutional capacity of concerned national and local agencies and units to address the systemic / structural problems. CSPP also looks at the interests, capabilities and credibility of stakeholders to ensure that the interventions will not aggravate existing conflicts or add new problems. It is guided by the principles of universal human rights and social justice, with deliberate bias in upholding the needs, welfare, and rights of vulnerable sectors. (Guidebook on CSPP Local Development Planning, 2009)
- Former Rebels refer to individuals who were either forcibly, compulsory recruited or voluntarily joined in any armed force or group in any capacity to participate directly in armed hostilities as combatants or as fighters, or take support roles such as but not limited to scouting, spying, sabotaging, acting as decoys, assisting in check-points, being couriers, messengers, porters, cooks and being used for sexual purposes.
- Indigenous Cultural Communities/Indigenous Peoples (ICCs/IPs) refer to
 a group of people or homogenous societies identified by self-ascription and
 ascription by others, who have continuously lived as organized community on
 communally bounded and defined territory, and who have, under claims of
 ownership since time immemorial, occupied, possessed customs, tradition and

other distinctive cultural traits, or who have, through resistance to political, social and cultural inroads of colonization, non-indigenous religions and culture, became historically differentiated from the majority of Filipinos. ICCs/IPs shall likewise include peoples who are regarded as indigenous on account of their descent from the populations which inhabited the country, at the time of conquest or colonization, or at the time of inroads of non-indigenous religions and cultures, or the establishment of present state boundaries, who retain some or all of their own social, economic, cultural and political institutions, but who may have been displaced from their traditional domains or who may have resettled outside their ancestral domains (Republic Act 8371, s. 1997)

- Internally Displaced Persons persons or groups of persons who have been forced or obliged to flee or to leave their homes or places of habitual residence, in particular as a result of or in order to avoid the effects of natural or humaninduced disasters, and who have not crossed an internationally recognized State border. (RA 10121)
- Mainstreaming the heightening of the awareness of national government agencies (NGAs) and LGUs to the unique requirements of thematic and sectoral concerns. Local government units are expected to adopt specific mechanisms, legislate certain laws, and allocate significant resources to ensure that these development concerns are addressed by the local government in the long-term. (Guidebook on CSPP Local Development Planning, 2009)
- Peace does not mean the total absence of any conflict. It means the absence
 of violence in all forms and the unfolding of conflict in constructive way.
 (Galtung, 1996)
- Peacebuilding it refers to measures designed to consolidate peaceful relations and strengthen viable political, socio-economic, and cultural institutions capable of handling conflict, and to strengthen other mechanisms that will either create or support the necessary conditions for sustained peace. (CDA Collaborative Learning Projects, 2016, Reflecting on Peace Practice (RPP) Basics A Resource Manual p. 9)
- Persons with Disability (PWDs) refer to those who have long-term physical, mental, intellectual or sensory impairments which in interaction with various barriers may hinder their full and effective participation in society on an equal basis with others. (RA No. 7277, s. 1992)
- Provincial Results Matrices (PRMs) refer to the results matrices of provinces as a geographical planning unit which contain statements of the results to be achieved (goals, outcomes, and outputs) with corresponding indicators, baseline information, annual and end-of-plan targets, and responsible agencies.
- Rationalized Planning Indicator and Data Set (RaPIDS) is a tool that aims
 to guide local planners in identifying development indicators that specifically
 applies to their LGU's needs and characteristics.
- Rationalizing the Local Planning System (RPS) a source book detailing the policy framework and guiding principles for local planning.
- Retooled Community Support Program (RCSP) an inclusive program that aims to address identified issues of the community by closing the governance

and development gaps through provision of needed government PPAs while ensuring that development is sustained and peace is being promoted. (DILG MC No. 2019-169)

- **Senior Citizens** refers to any resident of the Philippines at least sixty (60) years old. (RA No. 9994, s. 2010)
- Vulnerable Groups / Sectors refer to those who, by virtue of specific characteristics such as gender, ethnicity, age, religion, disability or economic disadvantage, are in a position to: (1) have higher risks of falling into further poverty, deprivation and disadvantage, (2) be more likely to experience adverse effects of particular interventions, (3) experience challenges in exercising their rights, and (4) have limited access to specific resources. (World Bank Environmental and Social Framework)