

REGIONAL
PEACE AND ORDER
COUNCIL
XIII



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ACKNOWLEDGMENT

The completion of the Caraga Roadmap for Peace (CRMP) is made possible through the efforts and contributions of different peace actors and stakeholders.

The Regional Peace and Order Council (RPOC) Region 13 through the leadership of Honorable Ferdinand M. Amante, wishes to extend its sincerest gratitude to:

...the GIZ-COSERAM (Conflict Sensitive Resource and Asset Management) Program, for the technical and financial support particularly in the processes undertaken during the formulation of this roadmap. Special thanks is extended to Dr. Stephanie Schell-Faucon, the former principal advisor of GIZ-COSERAM who was instrumental in the commencement of this special undertaking of RPOC 13. Likewise, to Mr. Peter Hauschnik who shared Ms.Faucon's enthusiasm of this initiative and continues to motivate the working team to complete the roadmap.

...the RPOC member agencies, including the Civil Society Organization (CSO) representatives, especially the Caraga Conference for Peace and Development (CCPD) for the technical support by sending representatives to all roadmap for peace processes. Your inputs and commitment completed the roadmap for peace document.

...the Provincial Governments of Caraga and City Government of Butuan through their respective Peace and Order Councils, for journeying with the RPOC in the roadmap processes. Your valuable inputs likewise complete the CRMP document while your commitment will ensure the localization of the roadmap in your respective provinces.

...other peace actors and stakeholders, especially National Economic and Development Authority (NEDA) Caraga Region and Technical Education and Skills Development Authority (TESDA) Region 13, for sharing your knowledge and inputs that helped us in completing this roadmap.

Dedication



This work is dedicated to the late Ms. Annabel Ivy R. Boquiren,
*LGOO VI and assigned as the Regional Peace and Order Council (RPOC)
Secretariat Focal Person of the Department of the Interior and Local
Government (DILG) Regional Office XIII (Caraga).*

May her soul find eternal rest in the loving arms of God.

For the tenacity and courage to get this work done;

For the timely coordination to gather partner agencies;

For the immediate facilitation of the needs of the technical working team;

*For the untiring effort and assistance in the conduct of activities for the
Roadmap to materialize,*

For the willingness to extend extra time for the realization of objectives;

And most of all . . .

*For ensuring that there is movement and progress in the development
and crafting of*

*the Roadmap, without which this document cannot reach its
completion.*

For you Ivy, thank you.

This is a testament of your dedication for peace.

*As we leaf through each page, we will remember your work, your
passion, your life.*

*Rest peacefully, Ivy, as we who remain, venture on in journey towards
Peace.*



Republic of the Philippines

OFFICE OF THE CITY MAYOR
City of Butuan



MESSAGE

It is with great pride that I congratulate the whole Caraga Regional Peace and Order Council for the completion of the Caraga Roadmap for Peace!

This is an important milestone in the history of our region and the RPOC because the Caraga RPOC is the first RPOC in the entire country to come up with this document which defines the framework for peace development in the region, and leads the way to move forward in our efforts to improve peace and order in Caraga.

My heartfelt gratitude goes out to the DILG-Caraga family, headed by Director Lilibeth Famacion, for the untiring support in this endeavor.

Caraga Region is also forever indebted to the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) for the relentless effort in helping address the issues on resource management which is a primary root of various conflicts in Caraga.

To all partners, thank you for your utmost cooperation. This roadmap would not have been possible if not for your various contributions.

I hope that we will remain united as we now embark on the next step of implementing the agreements on the roadmap and fulfilling our commitments to achieve sustainable peace and development in Caraga Region.

Salamatkadyaw! Mabuhay angCaraga! Peace be with us all!



FERDINAND M. AMANTE, JR., M.D.

City Mayor / Chairperson, RPOC



MESSAGE



Former US President Lyndon B. Johnson once said, "Peace is a journey of a thousand miles and it must be taken one step at a time."

So too is our peace journey as a Filipino people.

Ours is a struggle deep-rooted in historicity and identity, requiring long-term, sustainable, system-approach solutions. But such solutions seem all too elusive.

Thankfully, we have not been idle in this long and arduous journey. Individually, we have taken many steps towards peace. But we took one great stride in 2013 when we took on the collaborative endeavor and crafted the Caraga Roadmap for Peace Situational Analysis. This became the jump-off point for further analysis and identification of interventions by and among multiple stakeholders. Our actions were guided. Our programs have bases.

And now, three years later, we took a giant leap as we have successfully crafted and adopted a region-wide Roadmap for Peace. We have hurdled several roadblocks and circumnavigated obstacles. The identification of the four conflict lines that we have now was a breakthrough moment, and moved us from taking sectoral approach to multifaceted issue-based perspectives.

I would like to take this opportunity to thank the many minds and hands that contributed to the crafting of this document. For the Regional Peace and Order Council member agencies whose support and technical inputs were vital in the process; for the visionary leadership of Butuan City Mayor, Ferdinand M. Amante, RPOC Chair; for the Local Government Units, specifically the actual situations on the ground; and for our partner in this undertaking, GIZ-COSERAM, for the technical and financial assistance, our heartfelt gratitude.

This is a milestone for our peace and development efforts, not just in Caraga Region, but in Mindanao, and the whole country. Together let us traverse this journey. We have hundreds of miles still to go, but at least now we have set the direction, we have set the pace. We have our map.

Let's take greater strides towards peace.

LILIBETH A. FAMACION, CESO III

DILG XIII Regional Director/
RPOC XIII Secretariat



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Message

The Philippine and German governments have agreed to cooperate to support the peaceful and sustainable development of the Philippines, especially of Mindanao, through the Conflict Sensitive Resource and Asset Management program, known as COSERAM. It is often asked what comes first: peace or development. Our answer is: both; there can be no peace without development, but sustainable development can only happen when there is peace. Thus, both need to be pursued simultaneously. This document, the Caraga Roadmap for Peace, provides a regional strategy for doing so.

Indeed, the topic of peace and conflict in Mindanao is highly complex and dynamic. This is why the prospect of crafting this trail-blazing Roadmap for Peace in the Caraga region was very exciting for us in the COSERAM program. The history of this roadmap dates back to the first joint activities between COSERAM and the Regional Peace and Order Council (RPOC) 13—discussions on the need to develop a manual for managing the vast numbers of internally displaced persons in the region. The further process surfaced the understanding that to achieve longer-term change, the root causes of the problem must be tackled. This eventually peaked to a three-year joint process of formulating the Roadmap for Peace for Caraga. Along the way, all interested parties and concerned stakeholders continuously contributed insights and efforts to this dynamic process, driven by the positive energies of committed individuals from the member agencies of the RPOC in Caraga, its Chair, and the secretariat, DILG13. The peace and conflict-focused situational and institutional analyses that were jointly conducted shifted the paradigm of the RPOC 13 from merely addressing crime and violence to addressing conflicts at their roots. This led to the development, identification, and use of the Peacebuilding and Development Needs as guideposts for providing a peace-conflict orientation to development initiatives.

We believe that the various pioneering insights and learnings gathered throughout this process, which was challenging at times, are worth sharing with the rest of the country. The present form and contents of this document are products of very challenging multi-stakeholder processes that carefully examined the effects of strategies laid out to consciously respond to the identified major conflict lines in the region. The roadmap itself is a product of change processes, reflecting the relevance of adjusting planning and joint action to the continuously changing context.

What has not changed is the need to strengthen the platforms for multi-stakeholder participation in addressing conflicts through non-violent means. This need was the motivation for the COSERAM (i.e. the German Government and its Philippine partner agencies) to

journey jointly. It should be highlighted, though, that this journey of crafting the roadmap is not yet the end of the process, but only the beginning of the long path to peace, and implementing this same roadmap is another step that requires further energy and resources for joint action-reflection processes among all the stakeholders. Therefore, the efforts to work and learn together as partners in attaining the peace and development goals of the Caraga Region through conflict-sensitive approaches will continue.

Our warmest congratulations to Hon. Mayor Ferdinand M. Amante, Jr., M.D., RPOC Chair, for his visionary leadership in the crafting of this roadmap; Ms. Lilibeth A. Famacion, CESO III, DILG 13 Regional Director and Head of the RPOC 13 Secretariat, for her untiring steering of the tedious work of the Technical Working Group, especially of the preparation group; and all the member agencies of the RPOC from the national government as well as the civil society organizations represented by the Caraga Council for Peace and Development (CCPD), for their invaluable inputs, support, and participation throughout the process.

I also take this opportunity to acknowledge the late Ms. Anabelle Ivy R. Boquirin, whose dedication to this process from the very beginning was beyond question.

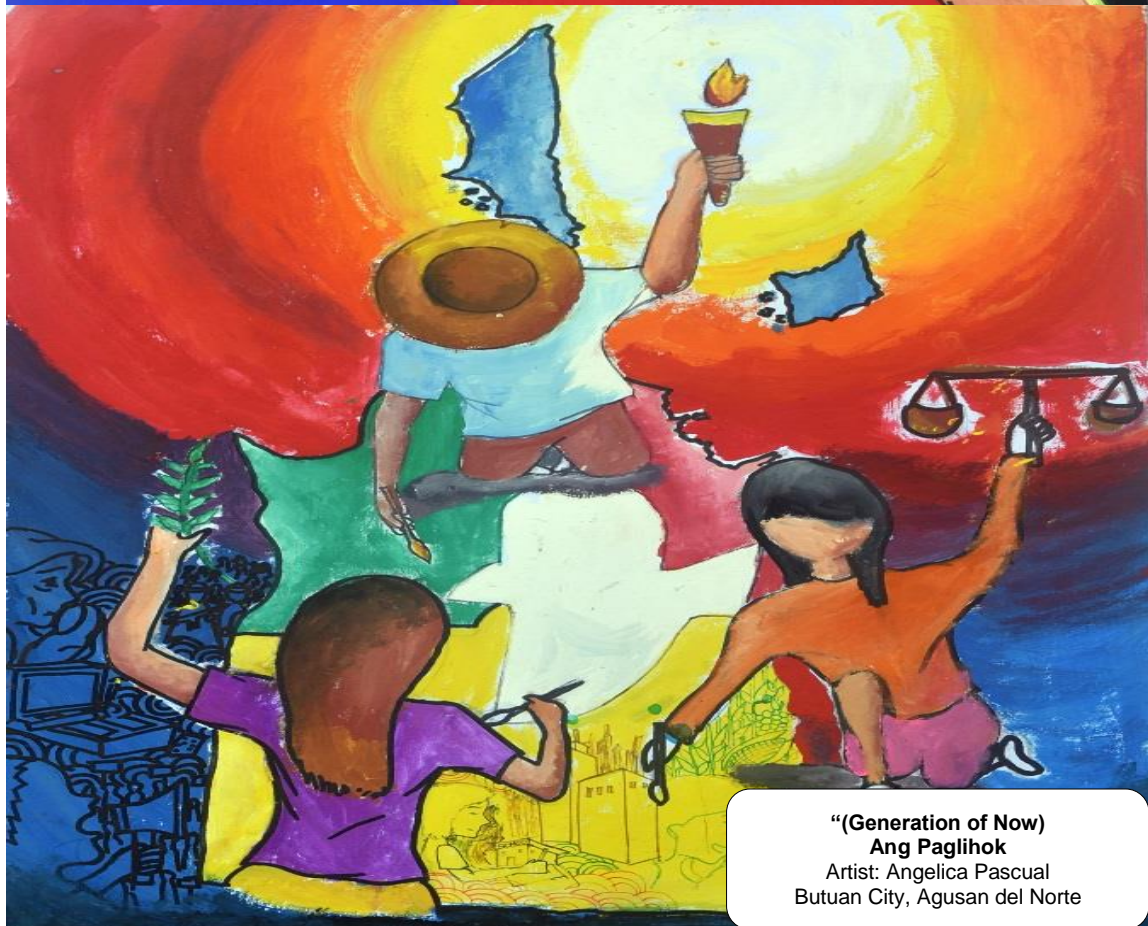
We wish all of you and all your peace partners' success in your joint journey on the road to peace.



Peter Hauschnik

Principal Advisor
GIZ-COSERAM Program

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INTRODUCTION

The Caraga Road Map for Peace (CRMP) provides a peace building orientation to the plan of actions for the calendar year 2016 – 2020 of the Regional Peace and Order Council (RPOC), Provincial/City/Municipal POCs, Civil Society Organizations (CSOs), peace partners and other stakeholders in the pursuit of addressing the decade-long conflicts in the Caraga Region.

The formulation of the Caraga Roadmap for Peace is guided with the belief that establishing peace orientation is a pre-condition for the regional development and vice-versa. It is the advocacy of the peace actors to inculcate peace-oriented development endeavors for the region.

Commencing the peace orientation starts with a broadened definition of peace conflict and violence and thereby, facilitates the stakeholders' understanding of the major conflict lines affecting the region. Hence, the Caraga Roadmap for Peace is centered on identifying peace-oriented and conflict sensitive strategies which was hoped to address the four (4) major conflict lines – *Criminality, Insurgency, Resource-Based Conflicts and issues and challenges of the Indigenous Peoples*– in the region. These conflict lines were identified during the Situational Analysis conducted in Butuan City and the five (5) provinces of the region in February to March 2013. The Provincial Situational Analysis utilized several tools to dissect the existing peace issues and conflicts in the component provinces. These tools were conflict map, historical timeline, conflict tree and force field analysis. The results of the Provincial Situational Analyses were then integrated into a Regional Situational Analysis and became, in its updated version, an integral part of this document.

How is the Caraga Roadmap for Peace framed?

The Regional Situational Analysis was the primary reference in the preparation of the Caraga Roadmap for Peace Framework. Guided with the belief that peace and development go in tandem, the Regional Peace and Order Council (RPOC) through the Technical Working Group (TWG), not only identified the peace building needs but also the interlinked development needs of the region, particularly in areas where peace condition is a major factor. The Caraga Roadmap for Peace is then prepared using the Peace Building and Development Needs (PBDNs) as guideposts for applying the results-based management model in the construction of the results framework. PBDNs were derived from the realization that development concerns cannot be looked at without recognizing and addressing local peace and conflict issues, and vice versa. They also reflect the awareness that specific contexts present different dynamics, challenges and needs that have to be addressed in order to promote peace and to manage conflicts. (GIZ-COSERAM. 2016. Shaping a Local Peace Agenda: Peacebuilding and Development Needs (PBDNs) as Guidepost.)

The four (4) impact statements focused on the four (4) identified major conflict lines in the region. Detailed descriptions on the drivers, causes and effects including

actors for each of the conflict lines were provided in the Regional Situational Analysis section of this document.

On the other hand, the outcomes were seen to be contributing to the attainment of the impact. The outcome statements and the corresponding outputs for each of the conflict lines were likewise based on the causes of conflicts that need to be addressed. Based on the outputs, appropriate activities/strategies were identified to be undertaken which were expected to contribute to delivering the outputs.

This Roadmap consists of several accompanying documents.

a. *The Results Framework*

The Results Framework of the Roadmap consists of two (2) parts. The first part is the Overall Outcome Framework (Figure 1) which presents the Vision, the Impact Statements of each conflict line and their corresponding outcome statements. It likewise includes the outcome statements that serve as guide actions of the Regional Peace and Order Council (RPOC).

The second part is the individual Results Framework of the four (4) conflict lines. It presents the impact statement, the supporting outcome statements and the corresponding outputs that are believed to contribute to achieving the outcomes.

The result statements formulated were based on the summary of the different issues/problems presented during the situational analysis.

It must be noted that the outcomes for the Regional Peace and Order Council were based on the result of an organizational analysis conducted along with the situational analysis, using the Strengths, Weaknesses, Opportunities, and Threats (SWOT) Analysis Tool.

b. *The Results Matrix*

While the framework presents the structure of the Roadmap for Peace, details on the impact, outcome and output statements were provided in the results matrix per conflict line. Using the Results-Based Management Model, the matrix includes the performance indicators, the baseline values, target values, means of verification (MOV), assumptions and risks. The results matrices were developed based on their respective results frameworks per conflict line.

c. *The Operational Plan for 2016 - 2020*

The Operational Plan, which will detail the specific activities, programs or projects committed by the different partner agencies (not necessarily members of the RPOC) and other institutions (CSOs and private sectors), will become a subsidiary document to this roadmap for peace. The operational plan will present the annual implementation plan for action for the roadmap and will be updated on a yearly basis. This shall be used as basis for the monitoring and evaluation as well as the steering of joint and convergent action towards peace to be carried out by the RPOC.

How was the Roadmap for Peace prepared?

a. The City/Provincial Situational Analyses and City/Provincial Validation

The preparation of the Roadmap for Peace started with the Situational Analyses conducted by the trained Preparatory Group organized by the RPOC in the first quarter of 2013. The “Prep Group”, as it was called, attended various capacity development sessions to prepare them in facilitating the situational analysis and its corresponding reports. The report writing was done in April 2013 through the conduct of Local Situational Analysis Writeshops. The situational analysis consisted of two parts – the issue analysis (peace and security situation) which focused on the existing conflict lines in the provinces and the organizational analysis which was a self-assessment process on the functionality of the City/Provincial Peace and Order Councils. The results of the city/provincial situational analyses were brought back to the concerned councils for validation purposes in May to June 2013. Although initiated by the RPOC, the provincial activities were funded by the respective City/ Provincial Peace and Order Councils.

b. The Regional Situational Analysis

After the city/provincial validations, an integrative session was conducted to consolidate the different results of the city/provincial situational analyses and a Regional Situational Analysis was developed. The output was then cleaned up and became the primary reference for the direction setting of the Roadmap for Peace for the region.

Given the time elapsed since its preparation, the RPOC TWG updated the Caraga Situational Analysis to include the current conflict events and incidents, including possible changes/additional perspective on the peace and development condition in the region. The updating of the Situational Analysis took place last March 9, 2016 and followed by a writeshop and validation of partners' commitments to finalize the results matrices on March 29-30, 2016, respectively. This was facilitated by the RPOC 13 Secretariat with technical support from GIZ COSERAM.

c. RPOC Roadmap for Peace Framework Building Workshop

The completion of the Regional Situational Analysis signaled the start of the formulation of the Roadmap for Peace framework. A workshop conducted in September 2013 officially commenced the formulation stage. This was followed by a completion and finalization workshop in October 2013, while second session of the technical working group for the finalization of the framework and initial work planning in February 2014. Executive Session with Mayor Ferdinand Amante and the RPOC head Director Lilibeth A. Famacion ensued sometime in September 2014. A revised framework was then presented back to the technical working group in November 2014.

The revised results framework was further scrutinized and subjected to series of focus group discussions with the RPOC member agencies and local government

unit (LGU) representatives in 2015. The focus group discussion (FGD) results were refined by the Department of Interior and Local Government (DILG) and GIZ Core team.

The Roadmap for Peace Results Framework was presented and subsequently approved conditionally by the Regional Peace and Order in the 1st Quarter Meeting of the Regional Peace and Order Council last February 2, 2016.



**“Kapit Bisig para Makamitang
Kapayapaan sa Caraga”**

Artist: Ace Vergel M. Arizobal
Agusan del Norte

CHAPTER 1: RPOC VISION AND OVERALL RESULTS FRAMEWORK

A. Vision

A PEACEFUL AND PROGRESSIVE CARAGA WITH DIVERSE, EMPOWERED AND CULTURALLY SENSITIVE COMMUNITIES LIVING IN A SUSTAINABLE ENVIRONMENT AND ENJOYING EQUAL RIGHTS AND OPPORTUNITIES.

Adopted on February 2, 2016, the RPOC-13 Vision broadens the development vision of the region particularly on "equitably enjoying peace and fruits of prosperity." The vision recognizes that peace is a critical element of development and vice-versa.

Progressive Caraga acknowledges the strong potential of Caraga Region in terms of natural resources. However, it is recognized that progress can only be achieved if there is peace. Hence, peaceful Caraga is likewise envisioned.

With four (4) major ethnic tribes in the region - Manobo, Mamanwa, Banwaon, Higaonon - and migrants coming from the different parts of the country who settled in the region, Caraga becomes home of diverse groups. This diversity calls cultural sensitivity to bring harmony in the local communities particularly in areas where both lowland and ICCs/IPs (Indigenous Cultural Communities/Indigenous Peoples) peacefully co-exist.

Empowerment is also aimed at considering that peace and development can only be attained when you have constituents who can speak and participate in deciding what are best for them.

Given the rich natural resources and the fact that these are the sources of livelihood for most in Caraga Region, particularly the IP communities, the need to sustainably utilize it should be a major consideration.

"Enjoying equal rights and opportunities" assures that no Caraganon shall be left behind; that accordance of rights and opportunities shall be inclusive for Caraganons, hence, ensured.

B. OVERALL RESULTS FRAMEWORK

Anchored on the Vision, the overall results framework (figure 1) presents the Caraga Roadmap which contributes to the attainment of genuine peace and development of the region.

CARAGA ROAD MAP FOR PEACE 2015-2020: Overall Results Framework

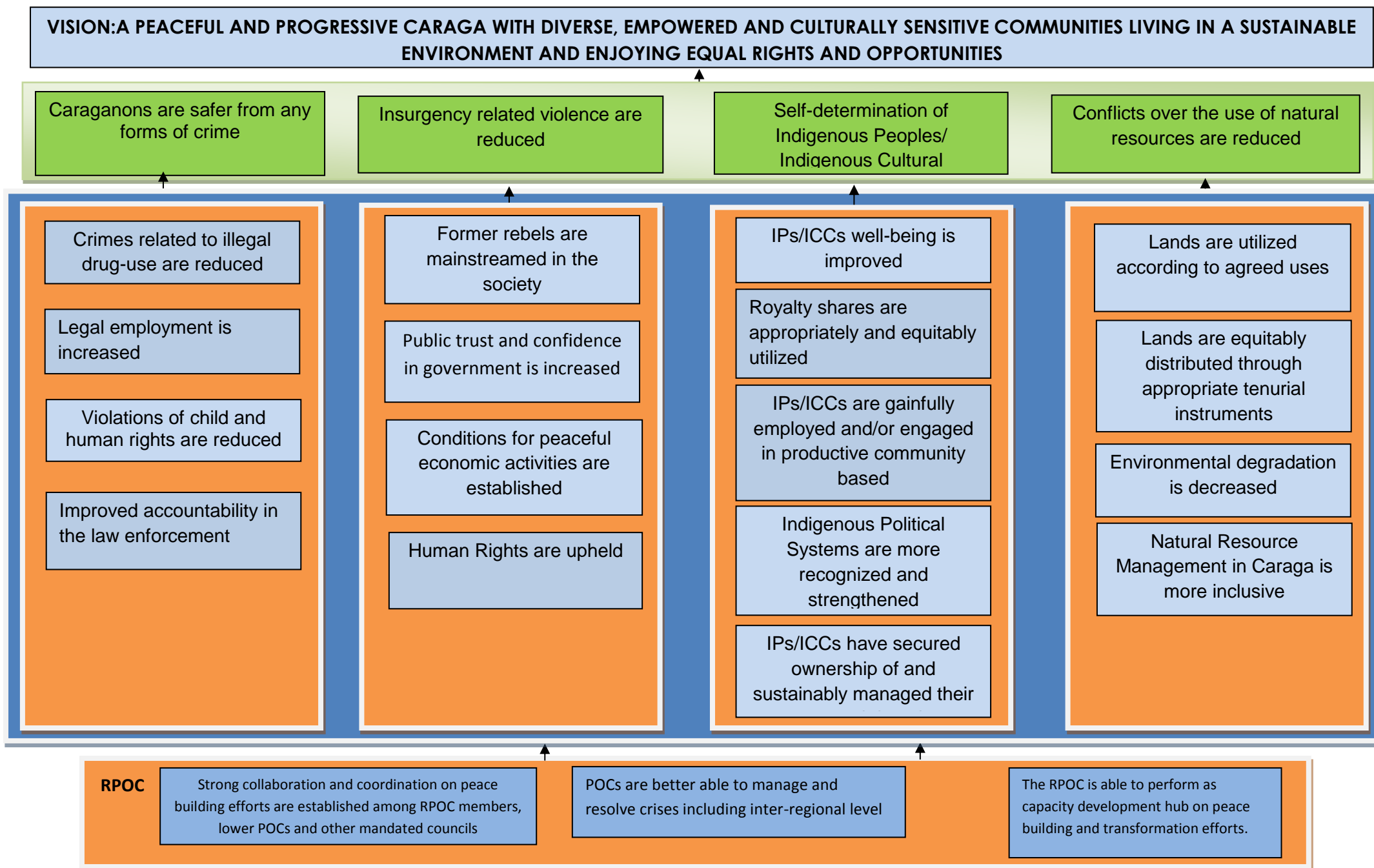


Figure 1: Overall Results Framework



**"Pagtinabangay Tungo sa
Magandang Kinabukasan"**
Artist: Jan Marlou E. Mahinay
Bayugan City, Agusan del Sur

CHAPTER 2: CONFLICT LINE - CRIMINALITY

I. ISSUE ANALYSIS

CONTEXT. Criminality is a major concern for the people of Caraga. It is characterized by illegal drug use, theft and robbery, human trafficking, and violence against women and children, and corruption. .

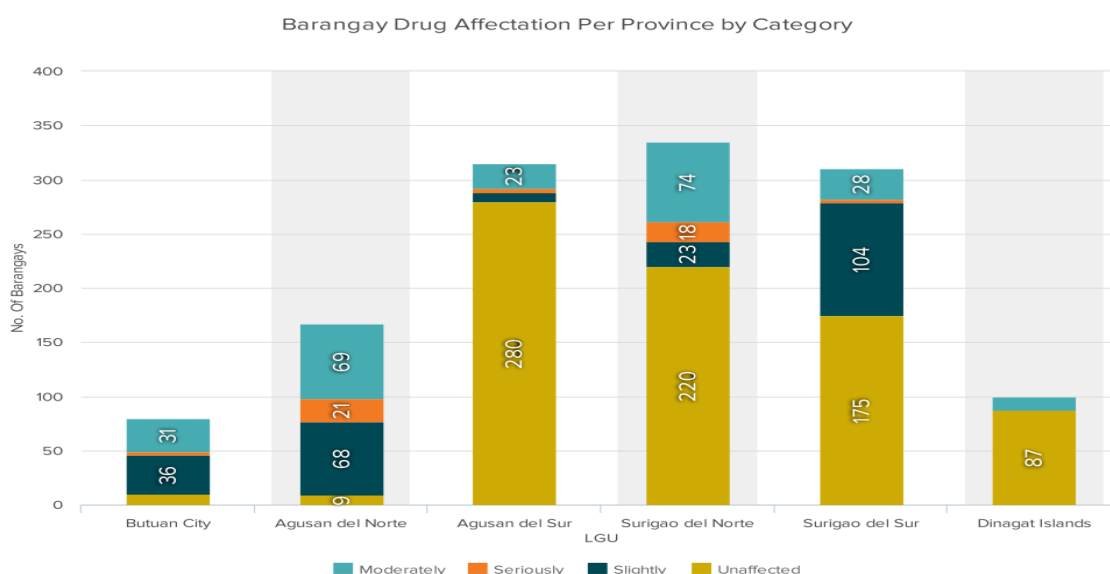
Illegal drug use

Drug affectation in the entire Caraga is recorded at 40.06% or 526 barangays of the total 1,311 barangays (Source: PDEA Region 13). Of the 526 affected barangays, 49 are seriously affected 238 are moderately affected, and 239 slightly affected. Among the provinces, Agusan del Norte posted the highest percentage of barangay drug affectation with 94.6% followed by Surigao del Sur with 43.54%, then Surigao del Norte with 34.32%, Dinagat Islands with 13% and lastly, Agusan del Sur with 11.11%. Butuan City, the only highly urbanized city in the region recorded 81.39% barangay drug affectation.

Table 1: Region-wide Summary of Crimes Committed CY 2013 - 2015

Type of Crimes	2013	2014	2015
Theft	2,082	2,977	2,157
Robbery	904	1,159	935
Illegal Drugs	140	454	821
VAWC	1,429	2,198	1,893
Human Trafficking	9	6	22

Source: PRO - 13 RIDMID



Source: PDEA Region 13
Figure 2: Barangay Drug Affectation

Major drug raids were carried in Barangay Ong Yiu, Butuan City and in different parts of the region in the last five years. Buy-bust operation in Cabadbaran City in 2012 resulted to the death of a Philippine Drug Enforcement Agency (PDEA) agent. The relentless operations of the Philippine National Police (PNP) in apprehending the illegal drug traffickers resulted in the increasing trend of illegal drugs cases reported in the three-year period with 140 cases in 2013, 454 cases in 2014 and 821 cases in 2015.

The significant increase in the number of operations can be attributed to the combined efforts of the PDEA and PNP particularly with PNP's "One Time, Big Time" Operations on Illegal Drugs through the implementation of several search warrants. The program was launched in October 2015 and is continuously being implemented up to the present, resulting to the arrest of several drug suspects in the region.

Confiscated/seized shabu showed a big leap from 621.04 grams in 2013 to 3,904.42 grams in 2014 and 9,847.89 grams in 2015 with corresponding arrest of 345 in 2013, then 754 in 2014 to 1,048 in 2015 (figure 3).

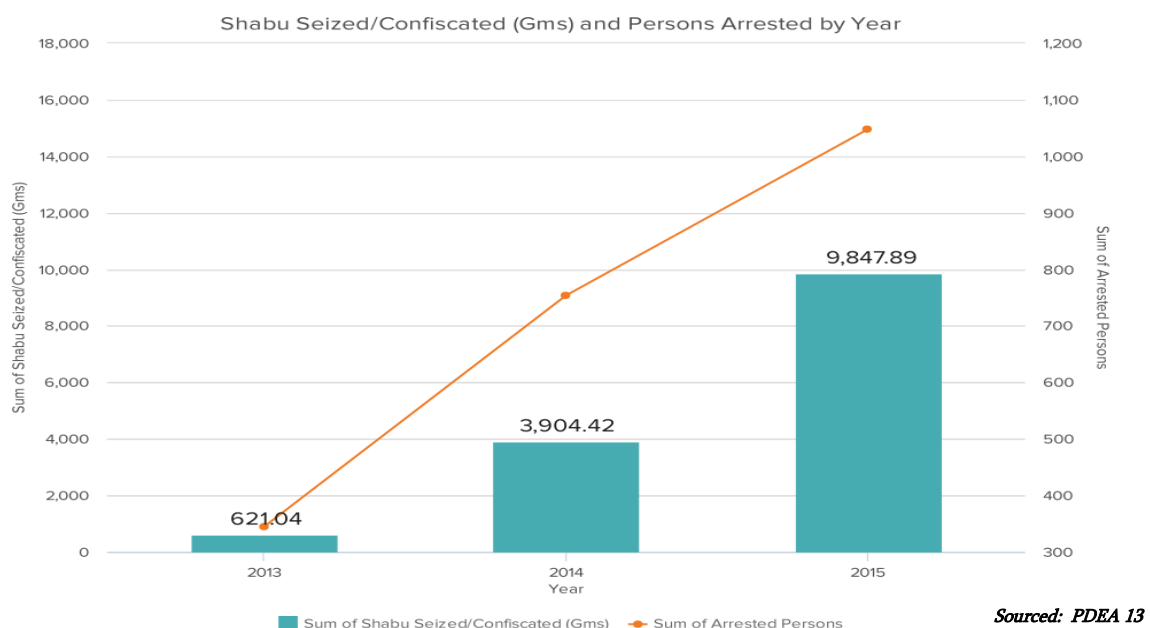


Figure 3: Shabu Seized and Persons Arrested for the period 2013-2015

Although there was no monitored drug laboratory in the region, there are identified areas with illegal drug activity which are mostly located in urban areas with higher population and economic activity. Butuan City, being the center of economic and trade, is also known to have high incidence of illegal drug activity, as well as component cities like Cabadbaran in Agusan del Norte, Surigao City in Surigao del Norte, Tandag City in Surigao del Sur and Bayugan City in Agusan del Sur.

Reports were also monitored that illegal drug use is prevalent among workers of the mining industry, especially those who work at night, to sustain their energy. Because of this, the PNP is in constant coordination with these private mining companies to conduct anti-drug abuse seminars to inform the workers of the ill effects of illegal drugs to their health and to their work performance. Recommendations were also made

regarding the conduct of random drug tests and the immediate termination of those who are found positive.

Corollary to these operations, the lower units of the PNP, in partnership with the LGUs, Local Anti-drug Abuse Councils, and other stakeholders of the community, are also conducting demand reduction efforts through the conduct of Drug Abuse Resistance Education, Symposia, and other Information Education Campaign to inform the public of the ill effects of illegal drugs.

Theft and Robbery

Criminality in the region is also highlighted with incidents of robberies that took place in 2012 in one of the pawnshops in Butuan City and robbery-homicide in a lodging house also in Butuan sometime in 2013. However, there is a downtrend of theft and robbery cases in Caraga Region. The number of theft cases was recorded at 2,977 in 2014 down to 2,157 in 2015, while robbery cases went down from 1,159 in 2014 to 935 in 2015 (*Source: PRO 13*).

The PNP's new program on Managing Police Operations "Lambat-Sibat" significantly contributed to the decrease of crime incidents in the region especially theft and robbery. Through this program, 95% of the total number of police officers in the region were deployed in the field for patrol operations. The *Sibat* component of the program was focused on the arrest of wanted persons with warrants of arrest especially those who were involved in several cases in the area. This effort was also in partnership with the local force multipliers like Barangay Tanods, Barangay Peacekeeping Action Teams and other stakeholders.

Butuan City was chosen as the pilot area for "Oplan: Lambat-Sibat" which was implemented in October 2015. This was done in partnership with other stakeholders to readily address the breeding grounds of crimes in the area and for the successful implementation of crime prevention efforts.

Violence against Women and Children (VAWC)

The number of VAWC incidents in Caraga decreased from 2,198 cases in 2014 to 1,893 cases in 2015 (*Source: PRO 13*). These cases from 2014 include 2,198 for women, 1,581 for children, 32 for persons with disabilities and 26 for Senior Citizens. Most of these cases involved physical abuse and were settled at the police station or at the prosecution level.

Human Trafficking

A few incidents of human trafficking were recorded in the region. Nine (9) cases were recorded in 2013 down to 6 cases in 2014. However, this number spiked to 22 cases in 2015 (*Source: PRO 13*), involving illegal recruitment, sexual exploitation or prostitution victimizing women and children. Appropriate support of the PNP and DSWD were accorded to the victims that resulted in the filing of 19 cases in court. The PNP, in partnership with the Department of Social Welfare and Development (DSWD) and the LGUs, were continuously conducting information drive through the distribution of information education materials in relation to illegal recruitment and human

trafficking, to prevent the victimization of the public especially those with limited economic resources.

DRIVERS OF CRIMINALITY. There are several factors identified as drivers of criminality in the region. Eroding family values, lack of parental guidance among minors, family conflicts, lack of knowledge on child rights, dysfunctional families, and vices are just some of the factors that can be traced to the family.

Other drivers of criminality include the proliferation and use of illegal drugs, peer pressure, lack of proper education, unemployment, poverty, and insufficient social services from the government. Lack of political will from government officials and law enforcers, weak or inconsistent implementation of laws, complex procedures in filing criminal cases, lack of legal support to law enforcers, and corruptible law enforcers also contribute to the persistence of crimes.

Poverty and unemployment are recognized as major drivers which motivate people to engage in the business of illegal drugs. Although a better figure compared to ten years ago with 43.3% (2006), Caraga Region still recorded 35.3% poverty incidence on the first half of 2015 (Source: PSA, Family Income Expenditure Survey). Unemployment rate slightly increased to 5% in October 2015 from 4.2% of the same period in 2014 (Source: PSA, Quickstat of Region XIII as of December 2015).

ROOTS AND EFFECTS OF CRIMINALITY. Weakening moral values is identified as one of the major root causes of criminality. The most common crimes committed are seen to be the result of poverty factored by inadequate source of livelihood and poor educational attainment. People with mostly low-waged jobs resort to something they find easy to get money thus robbery, theft and proliferation on the use and selling of illegal drugs occur. In addition, the lack of information on the respective rights of women, children and other vulnerable groups, including knowledge on RA No. 7610, 9208, 9262, 9344 and 9165 also contributed to violence committed against them.

Criminal activities are also shaped by political and administrative factors such as graft and corruption, complexities and delays in the justice system and the lenient implementation of laws. The perceived presence of corrupt law enforcers, prosecutors and government officials are also observed to be contributory causes of the problem. If these left unattended, these issues will not overcome the effects of abuse, poverty and other limiting factors resulting to not helping deter criminal activity.

CRIMINALITY CONFLICT PLAYERS. Fighting criminality is a prime concern of all government agencies as well as partner agencies. The positive forces that can contribute to finding solutions for crimes and illegal drug use are the Philippine National Police (PNP) especially with the program on Lambat-Sibat and One-Time Big-Time Operations on illegal drugs, firearms and other crimes. The Philippine Drug Enforcement Agency (PDEA) also on its high impact operations against high value targets, and National Bureau of Investigation (NBI) through implementation of laws and Oplans and the Caraga Conference for Peace and Development(CCPD). The City, Municipal and Provincial Councils for the enactment of ordinances. Likewise, the local chief executives, prosecutor's offices and courts for the implementation of laws, Commission

on Higher Education (CHED), Department of Education (DepEd), Technical Education and Skills Development Authority (TESDA), Department of Social Welfare and Development (DSWD), National Commission on Indigenous Peoples (NCIP), Philippine Information Agency (PIA) and the Department of Health (DOH) for the conduct of information drives and distributions of information education and communication (IEC) materials. Parole and Probation Administration, Bureau of Jail Management and Penology (BJMP), Sangguniang Kabataan (SK), Government Rehabilitation Centers and Dangerous Drugs Board, Peace and Order Councils and educational institutions. The Department of the Interior and Local Government (DILG) for the over-all supervision in the implementation of laws and the GIZ, World Vision, Philippine National Red Cross, and other non-government organizations (NGOs) can also provide assistance to the solution of the problem given their resources and expertise on the matter.

On the other hand, certain forces are also identified to have caused and aggravated the incidences of crimes. They are the Communist Party of the Philippines (CPP)-New Peoples Army (NPA)- National Democratic Front (NDF) with their extortion activities, kidnap-for-ransom, and recruitment of minors in the conduct of atrocities; criminal gangs as well as drug lords, pushers who supply and promote the use of illegal drugs to minors and less fortunate individuals; some business sector entities who employ child labor, slavery and exploitation among young ones; uncooperative witnesses who refuse to help in solving cases; uncooperative parents who failed to teach and educate their siblings about right and wrong; and lastly, corrupt public officials who fail to provide basic services to communities that are in need.

2. RESULTS FRAMEWORK AND MATRIX

The Regional Peace and Order Council (RPOC) gives focus on criminality as one of the major conflict lines in the region. Peace and Order condition is an essential element in ensuring safety. This section presents the results framework and results matrix in addressing criminality issue in the region. The Results Framework (figure 2) and Results Matrix (table 1) present the results chain with the performance indicators and targets.

VISION: A PEACEFUL AND PROGRESSIVE CARAGA WITH DIVERSE, EMPOWERED AND CULTURALLY SENSITIVE COMMUNITIES LIVING IN A SUSTAINABLE ENVIRONMENT AND ENJOYING EQUAL RIGHTS AND OPPORTUNITIES

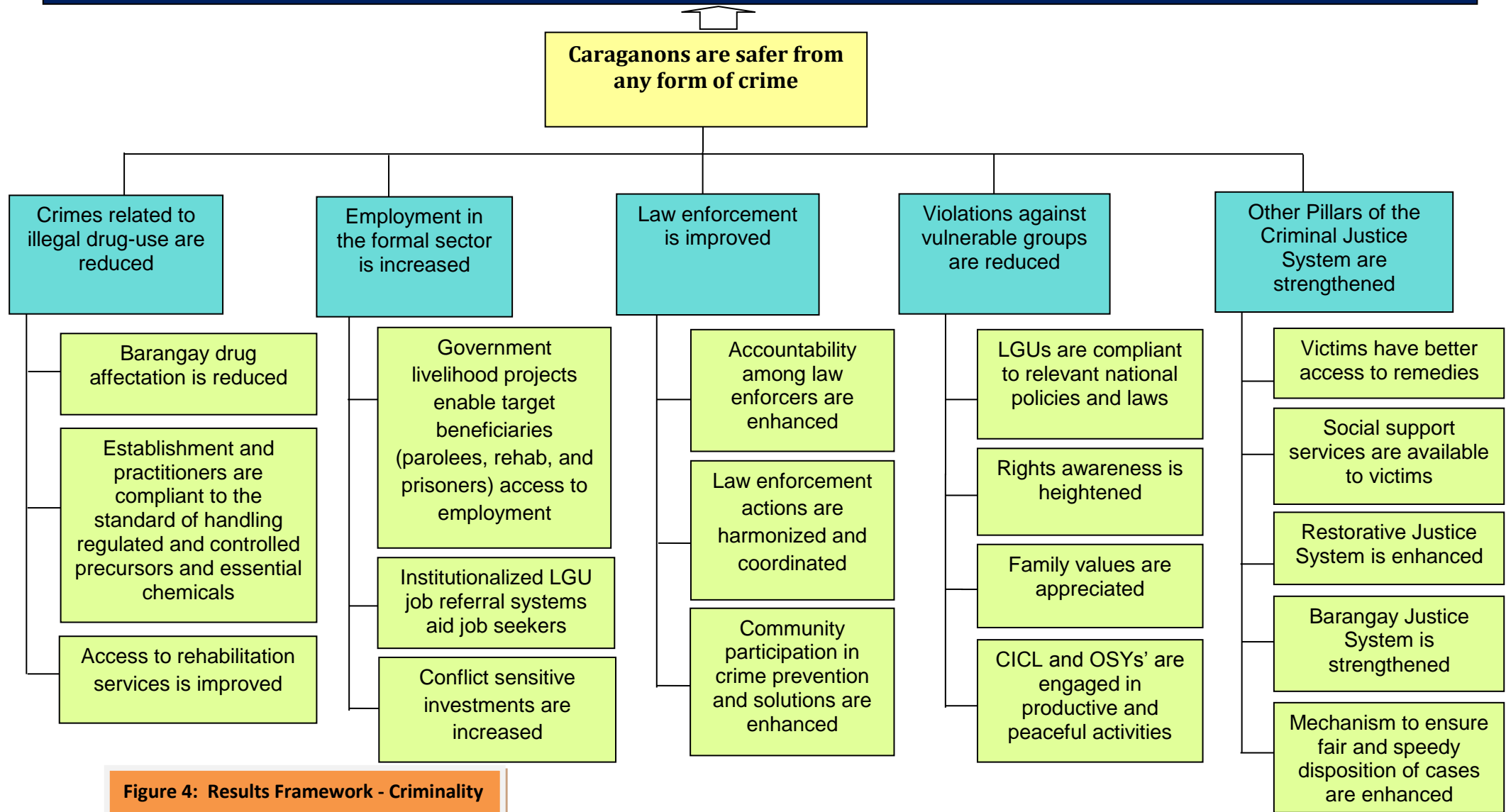


Figure 4: Results Framework - Criminology

Table 2: RESULTS MATRIX - CRIMINALITY CONFLICT LINE

Results	Performance Indicators	Target	Baseline	Assumptions/ Risk	Means of Verification	OPR
IMPACT 1						
Caraganons are safer from any forms of crime	% increase in regional safety index	5% increase	89%	Lambat-sibat is continually implemented through deployment of 95% PNP personnel on the streets	PNP Survey	PNP, NEDA
	% decrease of index crime volume	25% decrease annually	2013- 2014 = - 23.37%; 2014- 2015 =-21.75%		PNP Report	PNP
	% decrease of theft and robbery incidents	25% decrease annually	2013-2014 =38.51%; 2014- 2015 =(1,044 or - 25.24%)		PNP Report	PNP
OUTCOME 1.1						
Crimes related to illegal drug-use are reduced	% decrease of crime volume related to illegal drug use (Region-wide)	2% reduction per annum	No available data	Enhanced illegal drug prevention programs are implemented by all sectors of society (LGUs)	PNP Reports	PNP
	% increase in arrest of illegal drug personalities	60% increase	2013-2014 =139.77%; 2014- 2015 = 80.73%	Continues program of the PNP, PDEA and stakeholders. Risk on assumption of business and retaliation of the family members affected	PNP/PDEA Report	PNP/ PDEA
	% increase in IEC activities	2% increase annually	1,576 activities (PNP and PDEA combined)	Continues program of the PNP, however, for PDEA is based on invitation by LGUs and stakeholders	PNP/PDEA Report	PNP/ PDEA

Results	Performance Indicators	Target	Baseline	Assumptions/ Risk	Means of Verification	OPR
<i>Output 1.1.1</i>						
Barangay drug affectation is reduced	Number of Seriously Affected barangays that are downgraded to moderately affected	10 barangays annually	49	Aggressive anti-illegal drug campaign with strong support and commitment from the Local Officials, BADAC members and other partners	PDEA Report 2015	PDEA / PNP / LGU
	Number of Moderately Affected barangays that are downgraded to slightly affected	10 barangays annually	238		PDEA Report 2015	PDEA / PNP / LGU
	Number of Slightly Affected barangays that are drug-cleared	10 barangays annually	239		PDEA Report 2015	PDEA / PNP / LGU
<i>Output 1.1.2</i>						
Establishment and practitioners are compliant to the standard of handling regulated and controlled precursors and essential chemicals	% of licensed establishments and practitioners are "fully" compliant to the standards	100%	97%	Strict enforcement of "compliance" policy	PDEA Report	PDEA
<i>Output 1.1.3</i>						
Access to rehabilitation services is improved	No. of additional rehabilitation facility constructed within the region	2 (Butuan City for women, and Tandag for men and women)	1 (Surigao City)	There will be institutions (National Government and/or Non-Government Institutions) which will provide funds	DOH Record	DOH

Results	Performance Indicators	Target	Baseline	Assumptions/ Risk	Means of Verification	OPR
	No. of drug dependents (men and women) availed drug rehabilitation annually	60	50	Families of drug dependents are willing and supportive	2014=50, 2015=69	PDEA and DOH
	% increase of drug dependents (men and women) completed drug rehabilitation	30%	30	drug dependents are willing to complete drug rehabilitation program	2014=39, 2015=30	DOH
OUTCOME 1.2						
Legal employment is increased	% increase of working age engaged in regular employment			More industries/ businesses are present in the region	agency report	NEDA/DO LE
Output 1.2.1						
Government livelihood projects enable target beneficiaries (parolees, rehab, and prisoners) access to employment	% increase of parolees and probationers employed in government livelihood projects			Livelihood program for parolees and probationers are implemented		Parole and Probation
	% increase of out of school youths (OSYs) employed in government livelihood projects			NGAs and LGUs include out of school youths (OSYs) as beneficiaries of their livelihood projects.	agency report	
Output 1.2.2						
Job referral system are institutionalized by LGUs	% of LGUs with job referral system	50%		Job generation is a priority of the LGU	LGU PESO Report	LGU
	% of LGUs with policy supporting job referral system	30%			LGU PESO Report	LGU

Results	Performance Indicators	Target	Baseline	Assumptions/ Risk	Means of Verification	OPR
	% of LGUs provided budgetary support for the establishment and institutionalization of job referral system	50%			LGU PESO Report	LGU
<i>Output 1.2.3</i>						
Conflict sensitive investments are increased	% increase of new businesses registered in conflict affected areas			Willingness of investors to invest in the area. Peace and security is maintained.	BPLS Report	LGU/DILG
<i>OUTCOME 1.3</i>						
Improved accountability in the law enforcement	% of administrative cases against erring enforcer resolved within the 90-day period	100%	100%	Zero backlog on administrative case is strictly observed by concerned enforcement agency	Agency Report	Enforcement Agencies (PNP, NAPOLCOM, AFP and others)
<i>Output 1.3.1</i>						
Disciplinary machinery in law enforcement is strengthened	Reduction of percentage of personnel facing administrative charges	50%	88	Most personnel are toeing the line and effective in performing their duties and responsibilities to avoid being administratively charged	Case Monitoring and Clearance System	Enforcement Agencies (PNP, NAPOLCOM)
<i>Output 1.3.2</i>						

Results	Performance Indicators	Target	Baseline	Assumptions/ Risk	Means of Verification	OPR
Law Enforcement actions are harmonized and coordinated among agencies	No. of activities jointly undertaken by enforcement agencies	24 annually	18	Willingness of concern parties to implement joint activities	agency report	PNP, AFP, PDEA, LTO and others
	No. of agreements entered into and between enforcement agencies	2	2	Willingness of concern parties to implement joint activities	Regional Law Enforcement Coordinating Committee - confirmation of PDEA on the PNP request for Laboratory Examination of Drugs to the PNP Crime Laboratory	RLECC Member agencies
<i>Output 1.3.3</i>						
Strengthened stakeholder's coordination and participation in crime prevention and solution	No. of LGUs with functional PLEB	73	3 (2015 report)	LGUs provide support to PLEB	DILG/NAPOLCOM Report	DILG
	No. of anti-crime group organized and capacitated	2	1	Enforcement agencies deputized and/or recognized anti-crime group organizations and provide support for capacity building	PNP Report	PNP, AFP, PDEA and others

Results	Performance Indicators	Target	Baseline	Assumptions/ Risk	Means of Verification	OPR
	No. Of barangays with active Barangay Peacekeeping Action Teams (BPATs)	1,311	785	Volunteerism is sustained among BPAT members	PNP Report	PNP
OUTCOME 1.4						
Vulnerable groups are better protected	% decrease of incidence perpetrated against vulnerable groups:	3 % annually	Women – 2, 198 (86%) Children – 1,581 (91%) PWDs – 32 (69%) Senior Citizen – 26 (1.04%)	Agencies and communities are supportive to government programs for the vulnerable groups	PNP/DSWD Report	PNP and DSWD
Output 1.4.1						
LGUs are compliant to children and related human rights laws	% of Cities and Municipalities which passed the Child-Friendly Local Government Audit	100%	100% cities 55% municipalities	LGUs prioritize social protection concerns	CFLGA Result	DILG and DSWD
Output 1.4.2						
Victims have better access to remedies	% increase of children and human rights violations reported with cases filed in appropriate authorities VAW –VAC –PWD –Senior Citizen –	3% increase	(No. of Cases filed in Prosecutor / Court) VAW – 252 (1.18%) VAC – 428 (97%) PWD – 14 (71%) Senior Citizen – (33%)	Rights awareness is heightened among local communities	PNP and DSWD Report	PNP and DSWD

Results	Performance Indicators	Target	Baseline	Assumptions/ Risk	Means of Verification	OPR
	% increase of victims of violence availed legal and paralegal support	At least 25% annually			DSWD Report PAO Report NCIP Report	DSWD NCIP PAO
	% increase of cases on violence against vulnerable groups resolved within allotted period	At least 10% annually			DSWD Report PAO Report NCIP Report	DSWD NCIP PAO
<i>Output 1.4.3</i>						
CICL and OSY's are engaged in productive and peaceful activities	% reduction of violence committed by CICL and/or Out of School Youth			Programs that supports CICL and OSYs are implemented by different government agencies and the private sectors	DSWD Report	
	No. of enrolled OSY graduated from Alternative Learning System/Non Formal Education	1% increase annually	67,763	DepEd and LGUs included crime-prone areas/barangays priority for ALS	DepEd Report and/or LGU report	DepEd and LGU
	No. of eligible OSY accessing the ALS	1% increase annually	67,763	ALS is continuously implemented by DepEd and supported by the LGUs		



"Caraga's Road to Peace Emblem"

Artist: Merrill Duke S. Jugao
Agusan del Norte

CHAPTER 3: CONFLICT LINE - INSURGENCY

1. ISSUE ANALYSIS

Context. The Local Communist Movement was introduced to the Caraga Region in 1976. It adopts the basic twin strategies of launching a protracted peoples' war and encircling the cities from the countryside. The communist insurgency buy time to develop its party, the Communist Party of the Philippines (CPP), its armed wing, the New People's Army (NPA) and its united front, the National Democratic Front (NDF) to be at par with the strength of the State. It saps the resources of the state to create chaotic conditions that would favor the furtherance of its cause. The main forces of the local communist movement in the region are poor farmers and indigenous peoples (IPs). These sectors are deemed very vulnerable to the dissenting message of the insurgents against the state apparatus. The remote locations of these poor and marginalized sectors underpinned their susceptibility to the propaganda of the insurgents. Indigenous Peoples (IPs) who were duped by the insurgents to join the movement roughly composed the majority of the manpower of the movement with 75% of their formidable guerrilla fronts. Most of the indigenous insurgents are given limited authority with non-indigenous insurgents occupying most of the top positions in their organization.

The issue of insurgency has been one of the stumbling blocks of attaining peace and prosperity in the region. However, the security situation in the region is manageable and under the control of the government and the state security forces. For the last three years, the security situation in the region shows a very encouraging sign with a dramatic reduction of NPA-initiated violent incidents (NIVIs). From 164 in 2013, the NIVIs dramatically went down to 116 in 2014 and further down to 86 in 2014. The consistent downtrend is fairly attributed to the successful law enforcement operations and the collaborative efforts of local government units (LGUs) and their executives, the regional government agencies and other key stakeholders. All provinces in the region are now declared conflict manageable and ready for further development with the LGUs taking the lead role of addressing the security and peace and order conditions in the region with the military in a supporting role.

Drivers of Insurgency. There are several factors identified that contribute to the festering persistence of insurgency in the region. Local insurgents usually ride on the issues of injustices, human rights violations, disrespect of indigenous cultures and poor and inadequate delivery of basic services by the government to exploit the support of poor farmers and indigenous masses.

The issue of injustices committed against the poor people is underpinned by slow justice system and their limited access to grievance mechanisms in some areas

particularly in the countryside. This is capitalized by the insurgents where they provide a dubious alternative to help resolve any case. In areas affected by development projects and armed engagement between the security forces and the insurgents, the issue of displacement experienced by local communities particularly the IPs is exploited by the insurgents by organizing the IPs. They have institutionalized the “taktikang bakwit” to blowout of proportion the existing conditions and to subsequently source out funds from international NGOs. The remote location and densely forested domains of rural communities suit well to the locations of guerrilla bases for insurgency. The power and monetary benefits promised by the insurgents duped some of the local populace to join the movement subsequently abetting the insurgency to thrive. Low level of education in far-flung communities makes them vulnerable to recruitment into the revolutionary movement. Other lingering legitimate issues that are exploited by the insurgents include land reform and conflict, discrimination among IPs, and corruption and inefficiencies in government, among others.

With the passage of the Mining Act, additional legitimate issue on environmental destruction is added to the list. Ironically, the largest amounts extorted by insurgents as part of their revolutionary taxation system are from mining industries. World Bank senior economist estimated the collected revolutionary tax in 2014 by the insurgents in Eastern Mindanao to be 1.6 billion pesos. Apart from mining companies, the insurgents also extort funds from agri-business companies, construction companies and commercial establishments. The insurgents enforce informal regulations by threat, intimidation and burning of equipment and other assets of business companies. Permit-to-campaign fees are also collected from some politicians. Aside from these sources, they are intermittently being complemented with funds coming from higher organs. Most of the firearms of the insurgents are accumulated as a result of their “agaw-arms” operations. These were either confiscated from local officials, gained from raids on security stations and ambushes and liquidations of unwary military, police and para-military personnel. Among their easy targets or sources of firearms and ammunitions are the private security personnel, uncooperative civilians, and unwary elements of security forces.

Roots and Effects of Insurgency. Local communist insurgency rooted from communist ideology and belief on reforms against corruption and unjust policies of the government. This is exacerbated by poor governance and lack of political will of some local leaders. On the other hand, oppression, exploitation, discrimination, natural resource control and poverty are the main issues of discontentment of the indigenous communities in the region. Despite being endowed with rich natural resources and vast tract of land, indigenous population lives in poverty. Exploitation by mining companies in the indigenous domains convinced indigenous communities to rise up in arms against government policies. They are forced to resort to armed struggle to attain their freedom and justice and to prevent further exploitation of their domains. However, the indigenous communities do not aim to overthrow the government but to protect their domains and stop exploitation.

There is no guerilla front in Caraga Region with no indigenous elements. The persisting local communist movement is deeply rooted on the marginalization and exploitation of the IPs by mainstream society. On the other hand, the insurgents always see the indigenous communities as an ideal institution for their massive expansion through their ideological, propaganda and organizational works to gain popular support and territorial control.

The evolution of revolutionary movement to banditry is widely perceived by the populace of Caraga Region. Poverty and lack of education of poor farmers and indigenous masses cause the insurgency to thrive. Poverty influences some poor people to join the New People's Army (NPA) because of the notion that the organization will provide them with livelihood and economic gains. Less-fortunate people who are deprived of the basic services of the government succumbed to the exploitation and predatory advances of the insurgents. Poor farmers and indigenous masses are exploited by greedy capitalists. Poor government services and lack of livelihood opportunities contribute to the plight of the needy masses.

Corruption and poverty, when addressed, will help minimize if not totally eradicate insurgency and other issues associated with it. However, when left unaddressed, it would result to disruption of economic activities, deterioration of investments, lowering of income, insufficient food supply, extreme poverty, fragmented communities, delayed implementation of government projects, and other related outcomes. Persistence of insurgency also results to displacement, loss of lives, hampered development, civil disturbances, rise in criminal activities, dysfunctional families and displacement of family members. Rural communities particularly in indigenous domains, acknowledge that the presence of the insurgence worsens their poor conditions with them living in fear.

Insurgency Conflict Players. Local government units and their chief executives are major forces with key roles in addressing insurgency. Their political will to address the issue can curb the illegal activities of the insurgents with the full support of the local police force. The government usually espouses perspective based on interest in dealing with the issues raised by the insurgents. The executive power and resources of the local government units could ensure proper and equitable access to basic social services in conflict-affected areas. The Peace and Order Council as focal point of local government units could greatly help in developing viable peace and development strategies and plans in addressing the insurgency. With the declaration of all provinces in the region as conflict manageable and ready for further development, the local government units are expected to take the lead role in counter-insurgency.

The Armed Forces of the Philippines (AFP), on the other hand, will provide the necessary support with its mandate to substantially reduce the influence of the insurgents, weaken their armed capability, and support the national and local governments in realizing their developmental agenda. This is designed to help the main objective of the military to help create an environment conducive to sustainable

development and a just and lasting peace as stipulated in “Oplan Bayanihan” -- a security plan that adopts the whole-of-nation and whole-of-government approaches. Despite dramatic involvement of other stakeholders in the counter-insurgency, combat operations and humanitarian efforts are still the core apparatuses of the government in making the region insurgency-free.

There are many other organizations and institutions that have potential positive influence and resources to greatly help address the insurgency. These include national government agencies if and when they are able to deliver services to communities and resolve existing issues and grievances according to their mandates. Non-government organizations (NGOs), business chambers, academic institutions, provincial development councils, interfaith groups, indigenous communities, and the media organizations and practitioners are also potential agents that can help address the security problem through strong multi-stakeholder collaboration and participation in addressing the causes of insurgency. These key stakeholders can fill in the gaps of providing services that would help improve the security conditions in the region particularly in remote areas.

There are also forces that drive the escalation of insurgency in the region. These are the insurgents themselves, the elites or select few who benefit from the status quo, and the abusive and corrupt government officials. Forces that are perceived to contribute to the non-resolution of insurgency issues are influenced communities, guerrilla fronts, some party list organizations and weak government agencies. Weak agencies are those agencies supposed to be instrumental in deterring insurgency through the resolution of existing issues and performance of their mandates but failed to meet expectations. Other negative forces include business entities and local officials that support mass-based organizations of the insurgents and some scalawags from the state security forces.

2. RESULTS FRAMEWORK AND MATRIX

Insurgency is one of the major conflict lines in Caraga. If not addressed, insurgency poses a threat to the attainment of genuine peace and development of the region. This also is an essential element in ensuring security and safety. This section presents the results framework and results matrix in addressing insurgency issue in the region. The Results Framework (figure 4) and Results Matrix (table 3) present the results chain with the performance indicators and targets.

RESULTS FRAMEWORK: CONFLICT LINE - INSURGENCY

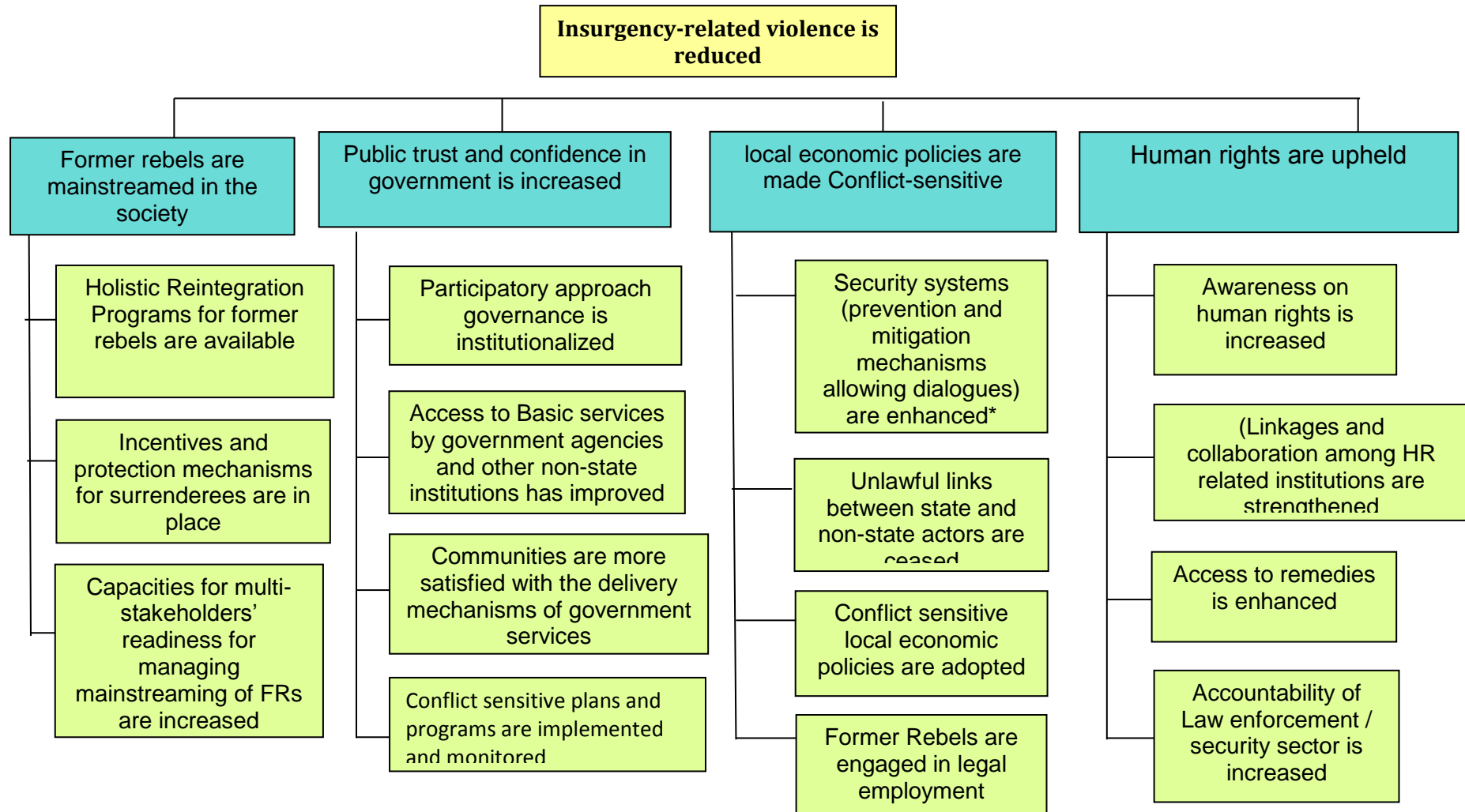


Table 3: **RESULTS MATRIX - INSURGENCY CONFLICT LINE**

Results	Performance Indicators	Target	Baseline (2014)	Assumptions/ Risk	Means of Verification	OPR
IMPACT 2						
Insurgency-related violence is reduced	No. of provinces taking active role in managing internal conflict	4 provinces	1	Full cooperation of Governors in assuming full responsibility of internal conflict management	PPOC Resolution	LGU, AFP, PNP
	% reduction of NPA initiated violent incidents	33% annual reduction	94	Populace in conflict affected/vulnerable areas are supportive to government programs	AFP Report	AFP, PNP, LGUs
	% reduction of conflict-affected barangays	33% annual reduction	192	Willingness of LCEs to support the campaign, Availability of basic services	AFP Report LGU Report	AFP, PNP, LGUs
	Reduced no. of guerilla fronts operating in the region	2 GFs annually	8 GFs	Dismantling of guerilla fronts and clearing of affected areas	AFP Report	AFP, PNP, LGUs
Outcome 2.1						
Former rebels are mainstreamed in the society	No. of FRs participating in community activities	50 FRs annually	72 FRs (2011-2013 data)	Willingness of former rebels to mainstream in the community and Commitment of the LGUs to provide support to FRs	AFP Report LGU CLIP Monitoring Report	AFP and LGU CLIP Committees
Output 2.1.1						
Holistic Reintegration Programs for former rebels are available	Increase in the no. of LGUs/agencies/organizations with programs/projects supporting former rebels	At least 3 additional agencies	4 (LGU, DILG, AFP OPAPP)	Continues appropriation provided by concerned agencies and local government units	Agency OPB, CLIP Implementation Plan,	DILG, OPAPP, CLIP Committees
Output 2.1.2						

Results	Performance Indicators	Target	Baseline (2014)	Assumptions/ Risk	Means of Verification	OPR
Incentives and protection mechanisms for surrenderees are in place	% of surrenderees received complete incentive package	80% of Surrenderees Annually	400	CLIP program is continually implemented	documents/reports	DILG and LGU
	% of surrenderees provided with Protection	80% of Surrenderees Annually	256	Safety and Protection of FRs is a priority of the provincial governments	LGU Report	LGUs
	No. of Provinces with half-way house for FRs	At least 4 provinces	none			
Output 2.1.3						
Capacities for multi stakeholders' readiness for managing and mainstreaming of FRs are increased	No. of LGUs, agencies, CSOs with institutionalized systems/ procedures on re-integration program/ projects anchored on multi-stakeholder approaches	5 Provinces and HUC CSOs 5 NGAs, Local (registrar, health)	No data	local integration program is institutionalized in the agencies' OPB	Agency Report	concerned agency/ institution
Outcome 2.2						
Public trust and confidence in government is increased	% of government's project received at least satisfaction rating from project beneficiaries	At least 50% of government projects (particularly PAMANA Project) in conflict affected areas	No data	all government agencies and civil society are willing to change	Agency / LGU Report citizens' survey	DILG and NEDA
Output 2.2.1						

Results	Performance Indicators	Target	Baseline (2014)	Assumptions/ Risk	Means of Verification	OPR
Participatory approaches in governance is institutionalized	Percentage increase of activities on peace-building and conflict transformation participated by the communities and civil society	5% annual increase	7	All activities initiated by stakeholders should invite concerned communities and civil society to participate	Agency / LGU Report	LGU, AFP
	Percentage increase of participatory activities that influenced decision making processes	5% annual increase	62	all government agencies and civil society are willing to collaborate	Project minutes and documentation	LGU, DILG
Output 2.2.2						
Access to Basic services of government agencies and other non-state institutions has improved	Percentage increase of convergent activities conducted by different government agencies	5% annual increase	3 (PAMANA, BUB, Peace Caravan)	All projects are not duplicated and complimentary with other projects; Bottom up Budgeting (BuB) and other related programs applies even after the current administration	Agency/LGU Report	LGU, concerned agencies
	% increase of eligible beneficiaries enrolled in alternative learning system in conflict-affected areas	___% increase	DepEd		Agency/LGU Report	LGU, concerned agencies
	No. of barangays in conflict affected area with barangay health centers, basic medicines and equipment	___ barangays	DOH		Agency/LGU Report	LGU, concerned agencies
	No. of barangays with health centers manned by trained barangay health workers	___ barangays	DOH		Agency/LGU Report	LGU, concerned agencies

Results	Performance Indicators	Target	Baseline (2014)	Assumptions/ Risk	Means of Verification	OPR
	No. of barangays in conflict affected area with potable water supply system	40brgys (under PAMANA and DAR Proj.)	15 brgys. (DILG PAMANA)		Agency/LGU Report	LGU, concerned agencies
	No. of schools operational in conflict-affected areas	___ barangays	DepEd		DepEd reports	DepEd
	Km. of access roads constructed in remote/far flung or CAA areas:				Agency/LGU Report	DILG, DAR, DPWH
	- gravelled	39.51 kms	83.85 km			
	- repaired/rehabilitated	41.7 kms				
	- constructed	30 kms				
	- concreted	138.2 kms	28.42 km			
Output 2.2.3						
Communities are more satisfied with the delivery mechanisms of government services	% increased in theno. of communities in CAA barangays are engaged in government affairs	25% increase annually	No data	appropriate government services reduce insurgency	OPAPP report	OPAPP
Conflict sensitive plans and programs are implemented and monitored	% of LGUs with POPS Plans that mainstreamed conflict sensitivity	At least 80% of LGUs	none	LGUs developed greater appreciation on conflict sensitivity mainstreaming in their plans and programs	RPOC monitoring report	RPOC
Outcome 2.3						
Local economic policies are made conflict-sensitive	% of local policies that considers current	90% decrease	33	LGUs gave all out support to anti-insurgency efforts	AFP/PNP Reports	

Results	Performance Indicators	Target	Baseline (2014)	Assumptions/ Risk	Means of Verification	OPR
	local economic policies are based on the current situation analysis that based on the causes of insurgency					AFP and PNP
	Percentage increase of Number of institutionalized community defense systems	33% increase annually		LGUs gave all out support to anti-insurgency efforts	AFP/PNP Reports	
Output 2.3.1						
Security systems (prevention and mitigation mechanisms) allowing dialogues are enhanced*	Percentage Increase of Number of Engagement with Security Stakeholders	33% increase annually	48	Full cooperation of LCEs and informal leaders in assuming full responsibility of internal conflict management	AFP, PNP, NCIP reports	AFP, PNP, NCIP, LGUs
	Percentage increase of compliance activities related to enforcement of regulation	33% increase annually	249	corporate entities adhere to the suggested AFP and PNP security systems		
Output 2.3.2						
Unlawful links between state and non-state actors are ceased	Percentage decrease of unlawful transaction between government agencies and non-state actors	50% decrease annually	1	Full cooperation of concerned agencies in enforcing regulations		
	Percentage increase of Number of LGUs compliant to business-friendly and competitive status	50% increase annually		Common issues like extortion, unfair business practices, petty crimes and other business related issues are addressed by the government		

Results	Performance Indicators	Target	Baseline (2014)	Assumptions/ Risk	Means of Verification	OPR
Output 2.3.3						
Conflict-sensitive local economic policies are adopted	% of LGUs with conflict-sensitive local economic policies/ordinances	At least 30% of the LGUs region-wide	No data	Conflict tools are utilized in coming up with local economic policies	Minutes of meeting	Local Sanggunian Offices
Output 2.3.4						
FRs are engaged in legal employment	No. of LGUs/agencies/organizations with programs/projects supporting former rebels	6 agencies	No data	Continues appropriation provided by concerned agencies	Agency OPB LGUs, DSWD, TESDA, DA, DAR, DTI	CLIP Committees
	% of former rebels provided with skills training	At least 50% of FRs	No data	CLIP Committee links to appropriate agencies/organizations/institutions	CLIP Implementation Plan, monitoring report	CLIP Committees
	% of former rebels provided with livelihood	At least 50% of FRs	No data	Continues appropriation provided by concerned agencies	Agency OPB	CLIP Committees
Outcome 2.4						
Human Rights are Upheld	Percentage decrease of human rights cases involving State actors	80% reduced annually	7	State and non-state actors are fully aware of human rights;	CHR report	CHR
	Percentage Increase of No. of IEC activities conducted	80% increased annually	167	Human Rights Programs and activities are institutionalized	Agency/LGU Report	AFP, PNP
Output 2.4.1						
Awareness on human rights is increased	Percentage Increase of state actors trained on human rights	50% increase annually	152	IEC Program is implemented	Agency/LGU Report	AFP, PNP

Results	Performance Indicators	Target	Baseline (2014)	Assumptions/ Risk	Means of Verification	OPR
Output 2.4.2						
Linkages and collaboration among human rights related institutions are strengthened	No. of barangays with established BHRAC			Full support of LCEs on the program	CHR Annual Report DILG Report	CHR DILG
	No. of programs/projects/activities conducted by and among Human Rights actors			Full support of LCEs on the program	CHR Annual Report DILG Report	CHR DILG
Output 2.4.3						
Access to remedies is enhanced	internal mechanisms to penalize the violators are transparent and functional			Enough number of personnel ;	CHR Report	CHR, PNP, AFP, DOJ
	No. of cases filed and investigated within the allowable timeframe			trust and confidence of victims report violations to appropriate authorities	CHR Report	CHR
	No. of cases resolved within the allowable timeframe			Cooperation of concerned agencies are ensured		
Output 2.4.4						
Accountability of law enforcement /security sector is increased	increased awareness of the citizens on the existing guidelines and procedures in filing cases against the law enforcers			Commission on Human Rights has the access of the information on handling guidelines and mechanisms		AFP and PNP

**"Breaking the Walls of Differences, Putting
God First and He will Do the Rest"**
Artist: Raenan M. Albaciete
Trento, Agusan del Sur



CHAPTER 4: CONFLICT LINE - ISSUES AFFECTING THE INDIGENOUS PEOPLE

1. ISSUE ANALYSIS

Caraga Region has six (6) major Indigenous Cultural Communities/Indigenous Peoples (ICCs/IPs), namely: Manobo, Mamanwa, Higaonon, Banwaon, Mandaya and Talaandig. Caraga Region has already twenty (20) approved CADTs which cover 496,436.28 hectares with a total population of 81,707. (Source: NCIP - Region 13)

Table 6: Approved CADTs per Province

Province	No. of Approved CADTs	Total No. of Hectares	Total No. of Population
Agusan del Norte	4	68,550.52	17,808
Agusan del Sur	9	248,575.56	42,829
Surigao del Norte	1	48,870.03	1,751
Surigao del Sur	6	130,440.28	19,319
Total	20	496,436.39	81,707

Source: NCIP-Region 13

In Caraga, issues of IPs are strongly intertwined with resource-based conflicts particularly on their ties with land. It is not only characterized by the conflicting tenurial claims but more importantly the entry of mining and continuing logging activities in the area.

Serious conflicts in mining had been clearly observed in 2005 when police personnel were ambushed at Barangay Mat-i, Surigao City, a barangay deeply involved in mining. Other events included barricades formed by IPs in front of Shen Zhou Mining in Claver, Surigao del Norte in 2012 as well as the NPA attacks on mining companies in the said municipality. Mining and other companies in Surigao del Sur likewise experienced atrocities allegedly perpetrated by groups of armed IPs. There were also Community-Based Forest Management (CBFM) issuances within Certificate of Ancestral Domain Title (CADT) without free, prior and informed consent (FPIC) from the IPs in 2008.

The IPs experienced marginalization. They are often victims of abuse and exploitation considering their vulnerabilities. There were reported IP killings allegedly perpetrated by both state and non-state groups. There were also reports of recruitment by both the NPAs and the military.

Drivers of Conflicts affecting IPs. Conflicts affecting the IP communities are commonly driven by the following factors:

- **Delay in CADT Processing.** Part of the Social Preparation Stage is conflict resolution. Leadership conflicts, traditional boundaries conflicts, and legitimacy of the claimants are among the conflicts that need to be resolved before proceeding to the next activities. Until the conflicts are resolved using the customary laws, the delay in the CADT processing is expected.

There are at least twelve (12) CADT applications being processed as of December 2015. (*Source: NCIP Region 13*)

- **Royalty Management.** There is inequitable distribution and mismanagement of royalty share among IPs in some CADT areas. Huge part of the royalty shares are entrusted to leaders and other stakeholders. It is allegedly used for other purposes instead of using it for community development projects. Thus, the formulation of the CRDP is essential to guide the IPs in the management of the royalty shares.

There are about twenty (20) mining companies operating in areas within the ancestral domain (AD) (*Source: NCIP Region 13*) and AD claim. As a matter of policy, mining companies are required to pay royalty shares to the legitimate IP communities.

- **Competition among Some Leaders for Indigenous People Mandatory Representation in the Local Sanggunian.** There is competition among several IP leaders in their desire to be endorsed by the community as the IP representative in the local government council. A selected IPMR is challenged to sit in the legislative council by the LCEs refusal commonly reasoning out the lack of LGU funds.

Number of IPMR per Province

Province/City	Total No. of Cities/Municipalities	No. of C/M with IP Representative	Percentage	Remarks
Agusan del Norte	11	2	20%	
Agusan del Sur	14	7	50%	
Surigao del Norte	21	0	-	
Surigao del Sur	19	5	29.41%	Carmen (Manobo), Carrascal (Manobo), Hinatuan (Mandaya), Lanuza (Manobo/Mamanwa, and San Miguel (Manobo).
PDI	7	-		
Butuan City	1	0		
Total	73	14	19.17%	

Source: NCIP - Region 13

Number of Barangay IPMR per Province

Province/City	Total No. Barangays	No. of Barangays	Percentage	Remarks
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		with IP Representative		
Agusan del Norte	167	-		
Agusan del Sur	314	130	41.40%	San Francisco (10brgys); La Paz (14brgys); Rosario (9 brgys.); Talacogon (17 brgys); Sta. Josefa (11brgys); Bayugan (5brgys.); Veruela (18brgys); Prosperidad (12brgys); Loreto (16brgys); Esperanza (12brgys); San Luis (6brgys);
Surigao del Norte	335	-		
Surigao del Sur	309	26	8.4%	Hinatuan (1brgy.); Lanuza (5brgys); Carmen (2brgys); San Miguel (14brgys.); Carrascal (4brgys)
Butuan City	86	-		
PDI	100	-		
Total	1,311	156	11.89%	

Source: NCIP - Region 13

- **Misrepresentation of Non-IPs in advancing the interest of the IPs.** There were groups of people who claimed to be IPs but are only using the IPs and the provisions of the IPRA for their own personal interest in order to avail of the benefits afforded to the IPs such as being selected as the IP representative, creating their own IPs/IPOs, inclusion in the CADT, which is very detrimental to the genuine and authentic IPs.
- **Overlapping tenurial instruments.** Important issue that greatly affects the IP communities is the overlapping of tenurial instruments particular those that are released by the DENR (CBFM), DAR (CLOA) and the NCIP (CADT).

There were cases where CBFM is located in the CADT area or where CADT area already has CLOA. There are however, efforts to resolve these issues being undertaken by the concerned government agencies through the implementation of JAO -01-2012. The CSOs have been actively involved in the discussions around this topic and initial multi-stakeholders dialogue was initiated by the forumZFD in 2013.

Other concerns that exacerbate these issues are rampant selling of land rights by IPs, land grabbing, and illegal conversion of lands. It also includes ineffective resource management plans, presence of unregulated small scale mining activities, and incorrect interpretation of the Indigenous Peoples Rights Act (IPRA), and among others.

Roots and Effects of Issues Affecting IPs. Conflicts affecting the IPs are perceived to be caused by poverty, greed, lack of coordination among agencies and improper implementation of policies. Other factors that caused this problem are conflicts on the legitimacy of IP tribal leaders, landownership, less prioritization of

IPs, absence of clear-cut policy of government in terms of land distribution, non-recognition of IP rights over ancestral domain, lack of information education campaigns from the government among IP communities, conflict on cultural practices vis-à-vis tenurial requirements, and scarcity of food and resources among IPs. Other causes of conflict are actions of government agencies allocating land resources without proper coordination, absence of preferential rights for local communities, and the influx of mining investment in the region.

Factors causing overlapping tenurial instruments are conflicting or not harmonized laws such as mining laws, agrarian reform law, small-scale mining law, environmental laws, and local ordinances and guidelines.

Eventually, if these problems are not addressed, the escalating effects are tribal war or “lidu”, IP displacement, fragmentation among IP groups, exploitation of IP lands by people with personal interests, neglect of rights of IPs, overlapping of claims on IP land, misrepresentation of IPs, vulnerability to recruitment to the communist movement, extortions and other atrocities, cultural degradation, discontentment, and belligerence.

If unaddressed, the issue on tenurial instrument may result to conversion of agricultural lands to residential land, reduced production of agricultural products and escalating conflict between and among tenurial instrument holders. These negative factors also discourage investments both from foreign and local areas, high criminal incidence, and slow economic growth.

Key Players in Issues Affecting the Indigenous Peoples. Among the primary forces that are believed to be on the front line of dealing with the problem affecting the IPs are the LGUs, particularly the local chief executives, for their role and mandate on coordination, implementation and monitoring of local policies and programs.

Government agencies, which include DAR, PNP and AFP are also important forces that can influence resolution of these issues. The DENR has policies relative to environmental protection that caters particularly on mining which is handled together with the Mines and Geosciences Bureau (MGB). NCIP on the other hand is mandated to clarify and defend IP rights. Other positive forces include civil society organizations, church groups, local peace and order councils, investors, tribal councils, the communities themselves, and media for information dissemination.

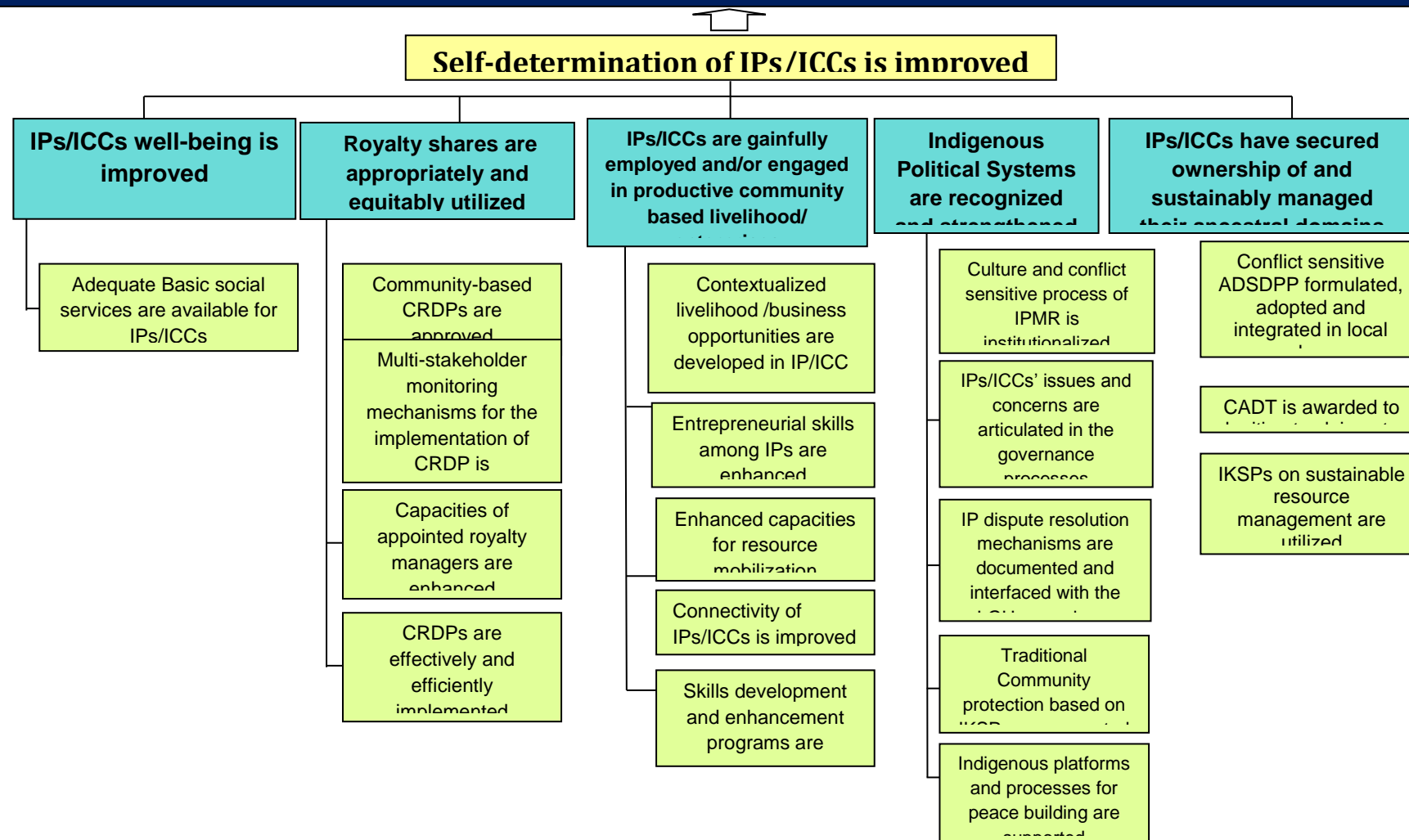
The negative forces that hinder the solution of these issues are the insurgents, some politicians with personal interests on IPs lands, opportunistic investors, pseudo-religious groups, lawless armed groups, irresponsible media practitioners, corrupt public officials and employees, and illegitimate IP leaders.

2. RESULTS FRAMEWORK AND MATRIX

Caraga Region is one of the regions with a good number of IPs. The recent events on atrocities and exploitation allegedly perpetrated by both state and non-state actors put the IPs in the center stage with a mounting call to end actions that disadvantaged them. This section presents the results framework and results matrix in addressing issues affecting the IPs in the region. The Results Framework (figure 4) and Results Matrix (table 3) present the results chain with the performance indicators and targets.

RESULTS FRAMEWORK: CONFLICT LINE - INDIGENOUS PEOPLE'S ISSUES

VISION: A PEACEFUL AND PROGRESSIVE CARAGA WITH DIVERSE, EMPOWERED AND CULTURALLY SENSITIVE COMMUNITIES LIVING IN A SUSTAINABLE ENVIRONMENT AND ENJOYING EQUAL RIGHTS AND OPPORTUNITIES



RESULTS MATRIX: CONFLICT LINE - INDIGENOUS PEOPLE'S ISSUES

Results	Performance Indicators	Target	Baseline (2014)	Assumptions/ Risk	Means of Verification	OPR
IMPACT 3						
Self-Determination of IPs/ICCs is improved	% of IPs/ICCs with recognized and practiced own Indigenous Political Systems	30% of IPs/ICCs	No data	Culture sensitivity has increased	NCIP Reports	NCIP
	% of IPs/ICCs with awarded CADTs have developed their area for social and economic and cultural development in accordance to their ADSDPP	10% of ADs with ADSDPP	7 CADTs have ADSDPP completed, 11CADTs On-going ADSDPP & 3 CADTs no ADSDPP			
	% of IPs/ICCs which manifested active engagement in deciding for their own development	At least 30% of ICCs with own IPS	No data			
Outcome 3.1						
IPs/ICCs well-being is improved	% increase of IP children are able to attend school: - elementary - Junior High School - College	5% annually for all elementary and junior high school and 1% annually for College	c/o NCIP	DepEd and CHED prioritized education for members of IPs/ICCs	Agency Report	NCIP
	% increase of IPs/ICCs with access to potable water supply system	50%		Water Program of concerned agencies is continued	Agency Report	NCIP, DILG, DSWD, DOH
	% increase of IPs/ICCs are connected to the town center through roads and bridges	50%		National Government Funds are available for big ticket roads & bridges projects	Agency Report	NCIP, DILG and DPWH

Results	Performance Indicators	Target	Baseline (2014)	Assumptions/ Risk	Means of Verification	OPR
	% decrease of deaths recorded due to untreated illnesses and diseases	5%	c/o DOH and NCIP	DOH and Philhealth continuously provides health care services to the IPs/ICCs	Agency Report	LGU, DOH, NCIP
Output 3.1.1						
Adequate Basic Social Services are available for IPs/ICCs	% increase of IP/ICC with available and operational schools (elementary)	At least 75% of the 366 Barangays (in 22 AD) with IP communities	ICCs/IPs in 22 Ancestral Domain Areas	Scholarships and/or free school facilities are available; locations have to be accessible for maximum amount of IP families; teachers are available/trained	Agency Reports	DepEd, NCIP
	% increase of ALS classes intended for IPs are provided on-site (IP Communities)	10% annually	c/o DepEd (ALS Section)	Relevant topics are chosen; conduction is ensured in culture-sensitive way; trainings offered on a regular basis	Agency Reports	DepEd, NCIP
	Increased No. of IKSP-oriented health centers with birthing facility and with basic equipment established in IP communities	4 health facilities that are IKSP oriented (Formulation of ADIPH in 4 CADT areas)	22 CADTs	IKSP of IP/ICCs are documented, and are able to provide orientation on the delivery of basic social services	Agency Report	NCIP, DOH
	Increased No. Of health personnel acquired and enhanced skills – with IKSP orientation	81 health personnel (Formulation of ADIPH in 4 CADT areas)	5 Ancestral Domain Investment Plan for Health (ADIPH) Areas	IPs have availed / qualified the scholarship on health related courses	Agency Report	NCIP, DOH

Results	Performance Indicators	Target	Baseline (2014)	Assumptions/ Risk	Means of Verification	OPR
	No. of health services provided by agencies	4 health services by NCIP (CADT 117, 118, 048, 134)	Formulation of ADIPH in 4 CADT areas	Willingness of the IP to accept the health services	Agency, LGU Report	DOH, LGUs
	No. of IPs/ICCs provided with tribal hall	ICCs/IPs in 22 Ancestral Domain Areas	22 CADTs (Some ICCs/IPs have Tribal Hall by their own initiatives)	Funds is available for the purpose	Agency Report	NCIP
	% increase of barangays with IPs/ICCs provided with Potable Water Supply System	5% annually (ICCs/IPs in 22 Ancestral Domain Areas)	c/o DILG, DSWD, NCIP, DAR	Funds is available for the purpose	Agency, LGU Report	LGU, NCIP
	Km. of roads constructed connecting brgy's with IPs/ICCs in the town centers			Funds is available for the purpose		
Outcome 3.2						
Royalty shares are appropriately and equitably utilized	No. of IP/ICCs inclusively benefiting from the royalty shares from developmental projects conducted within their respective communities	13 ICCs/IPs	22 companies operating within 13 Ancestral Domain	All stakeholders adhered to the clear FPIC guidelines on CRDP formulation clear guidance/Policy of the IPs regarding royalty share management	Agency Report	
	% of projects implemented based on CRDP formulated by the IP communities	At least 80% of the projects in the CRDP	No data	30% of the Royalty Share is allocated for Infra and livelihood projects of the IP community	Agency Report	NCIP
Output 3.2.1						

Results	Performance Indicators	Target	Baseline (2014)	Assumptions/ Risk	Means of Verification	OPR
Community-based CRDPs are approved	No. of CRDP formulated and approved by the IP communities	13 CRDPs	22 companies operating within 13 Ancestral Domains	CRDP validated by service center / Provincial Office, reviewed by the Regional Office and concurred / confirmed by Central Office through the CEB	Agency Report	
Output 3. 2.2						
Multi-stakeholder CSPP monitoring mechanisms for the implementation of CRDP is strengthened	No. of Multi-stakeholder / Inter-Agency representatives meaningfully participating in monitoring the implementation of CRDP using the CSPP lens / checklists	At least 5major stakeholders (LGUs with IP communities in mining and conflict-affected areas)	13 Ancestral Domain Areas	Multi-partite Monitoring Team and CTWG membership are created in every operations of companies	LGU/NCIP Report	LGU, NCIP
	No. of proposed recommendations for amendments of CRDP provisions in the FPIC guidelines / Proposed formulation of a separate CRDP implementing guidelines	One (1) proposal submitted for the formulation of a separate CRDP implementing guidelines	Administrative Order No. 3, series of 2012	Outline on the CRDP formulation agreed in the Regional Level	Agency Report	
	No. of ICCs/IPs with existing MOA with companies operating within Ancestral Domain	13 ICCs /IPs		ICCs in AD Areas are willing to forge MOA with the 22 companies operating within		
Output 3.2.3						

Results	Performance Indicators	Target	Baseline (2014)	Assumptions/ Risk	Means of Verification	OPR
IPO are capacitated to manage and implement the CRDP to benefit the community	No. of IPO confirmed by the IPs and issued with Certificate of Registration	ICCs/IPs within Caraga Region with established IPS	13 Ancestral Domain Areas	Guidelines for the confirmation of IPs and registration of IPO as technical and economic arm of the IPs are in place	Agency Report	NCIP
	Frequency of management and communication platforms are established and practiced / observed	Confirmed IPS and Registered IPO of the ICCs/IPs within Caraga Region	13 Ancestral Domain Areas	Roles and functions of the IPOs were identified by the IPs based on the guidelines	Agency Report	NCIP
Outcome 3.3						
IPs/ICCs are gainfully employed and/or engaged in productive community-based livelihood / enterprises	No. of IPs (including young men and women) provided with community-based livelihood / enterprises)	6 IP communities in conflict-affected areas(Lianga, San Miguel, Loreto, Santiago, San Luis & Prosperidad)	22 CADTs	Availability of support programs to conflict-sensitive and culture responsive livelihood and enterprises are developed and readily offered by government agencies and NGOs	TESDA, DTI, DOLE, NCIP Records	NCIP
	% of industries operating within Ancestral Domain Areas that employ members of IPs (both men and women)	100% of industries	22 companies operating within 13 Ancestral Domain	Industries adhere to labor laws on the hiring of local labor force	Agency Report	NCIP DOLE
Output 3.3.1						
Contextualized livelihood/business opportunities developed in IP/ICC areas	No. of livelihood/business operating in IP areas have been developed inclusively with the active participation of IPs	At least 3 businesses/ Livelihood opportunities (Lianga, San	22 CADTs	IKSPs on livelihood / business opportunities are used to orient peace and development	NCIP Report	NCIP

Results	Performance Indicators	Target	Baseline (2014)	Assumptions/ Risk	Means of Verification	OPR
		Miguel, Loreto, Santiago, San Luis & Prosperidad)		initiatives in the IP/ICCs		
Output 3.3.2						
Entrepreneurial skills among IPs are enhanced	% of IP men and women listed in the directory of certified skilled rural/community-based entrepreneurs	At least 5% of IPs in IP communities in conflict-affected areas (Lianga, San Miguel, Loreto, Santiago, San Luis & Prosperidad)		TESDA are providing skills trainings prioritizing IPs	NCIP Record TESDA Report	NCIP, TESDA
Output 3.3.3						
IPs/ICCs are capacitated for resource mobilization	No. of ICCs/IPs with existing IPO provided with trainings and capacity building measures on resource mobilization provided to IP communities	22 ICCs (within the Ancestral Domain Areas)	ICCs/IPs in 22 Ancestral Domain Areas	Capacity building needs are articulated by IP/ICCs in accordance to the IPS and IKSPs	NCIP Report	NCIP
Output 3.3.4						
Connectivity of IPs/ICCs is improved	No. of IP community SME are enlisted in the market data-base for livelihood and rural enterprises	22 ICC/IPs with existing IPO	ICCs/IPs in 22 Ancestral Domain Areas	Market data-base of IP livelihood and rural enterprises are considered as platforms for connectivity among IP/ICCs with other stakeholders		
Output 3.3.5						

Results	Performance Indicators	Target	Baseline (2014)	Assumptions/ Risk	Means of Verification	OPR
Skills development programs are available for IPs/ICCs	No. of skills training programs for IP members	At least 2 annually	11 trainings 140participants	Skills development programs are responsive to the needs of IP/ICC	Agency Report	NCIP, TESDA, DSWD
	No. of agencies providing skills training for IP Members	At least 3 agencies annually		Appropriate budget is allocated by concerned agencies	Agency Report	NCIP, TESDA, DSWD
Outcome 3.4						
Indigenous Political Systems (IPS) are established	% of IPs/ICCs with IPS which are recognized, accepted and validated by IP/ICCs and issued Certificate of Confirmation	100% IP/ICCs especially in conflict affected areas		Tools for validation of Indigenous Political Structure are in-placed and in used (e.g. the Ethnographic Field Manual, and other tools)	Agency Report	NCIP
				Application for Certificate of Confirmation based on the option/decision of the Tribal Council	NCIP data base	NCIP
Output 3.4.1						
Culture and conflict sensitive process of IPMR is institutionalized	% of LGUs which qualify to the minimum threshold requirements oriented on the IPMR selection processes by the IP/ICCs in their respective areas	100% of LGUs	21Municipalities who have IPMR	IPMR selection processes and representation exercise are framed within the IPS		NCIP and
	% of LGUs which established close coordination with NCIP and concerned tribal groups for the selection of IPMR	100% of Provinces and Municipalities and barangays	21 Municipalities have Barangay IPMR (It depends on the	LGUs are willing to accept and has budget allocation for the IPMR	NCIP Report LGU Report	NCIP LGU

Results	Performance Indicators	Target	Baseline (2014)	Assumptions/ Risk	Means of Verification	OPR
			Barangay who have IP Communities)			
	% of LGUs which qualify to the minimum threshold requirements have IPMR with COA from NCIP	100% of Provinces and Municipalities and barangays	21Muns. 156 barangays (It depends if they qualify to threshold either population or land area)	LGUs are willing to accept and has budget allocation for the IPMR	NCIP Report LGU Report	NCIP LGU
Output 3.4.2						
IPs/ICCs issues and concerns are articulated in the governance processes	No. of LGUs / line agencies orienting their processes (planning, development, and implementation) with the agreements in the IP Peace Building platforms e.g... the IP peace-building framework by OPAPP	33 RPOC member agencies and LGUs	None	Accessibility depends upon the request of Tribal Council / LGU	Agency Report	DTI, TESDA, DA
	% of LGUs incorporating the issues and concerns of IP/ICCs in the CDP processes especially in the ecological profile up to the issue prioritization and PPAs	100% of LGUs with IP/ICCs especially in conflict affected areas (22 AD areas)	22 CADTs	CDPs of LGUs are willing to mainstream the issues and concerns of marginalized sectors	CDP of LGUs	DILG, OPAPP, NCIP
Output 3.4.3						
IPs/ICCs dispute resolution mechanisms are documented and interfaced with the LGU procedures	No. of barangays integrating the IKSPs on conflict resolution into their respective ADR platforms e.g. the KPs	10 barangays with IPs/ICCs	ICCs/IPs in 22 Ancestral Domain Areas	IKSPs and IPs are well-recognized and accepted by stakeholders – IP,	LGU Report	LGU, NCIP

Results	Performance Indicators	Target	Baseline (2014)	Assumptions/ Risk	Means of Verification	OPR
				non-IP population, CSOs, line agencies and LGUs		
Output 3.4.4						
Traditional community protection based on IKSPS are supported	% of LGUs integrating the IKSPSs into their respective POPS Plans	100% of LGUs with IP/ICCs especially in conflict affected areas	ICCs/IPs in 22 Ancestral Domain Areas	IKSPs and IPs are well-recognized and accepted by stakeholders – IP, non-IP population, CSOs, line agencies and LGUs	LGU Report	DILG, OPAPP, NCIP
Output 3. 4.5						
Indigenous platforms and processes for peacebuilding are supported	No. of LGUs/line agencies supporting and utilizing the IP Peace-building platforms e.g. the IP peace-building framework by OPAPP	LGUs with IP/ICCs especially in conflict affected areas	ICCs/IPs in 22 Ancestral Domain Areas		LGU Report	DILG, OPAPP, NCIP
Outcome 3.5						
IPs/ICCs have secured ownership of and sustainably managed their ancestral domains	% of CADT applications approved	At least 50% of CADT Applications	12 CADTs applications (as of December 2015)	Ancestral Domain Areas already surveyed and approved by the CEB	NCIP Report	NCIP
	No. of IP/ICCs adhering to their respective ADSDPPs and CDPs	10 IP/ICCs and AD management councils	5 CADT areas within AMWS	IP/ICCs have formulated and approved their ADSDPPs and CDPs	NCIP data base	NCIP
Output 3.5.1						
Conflict sensitive ADSDPPs formulated, adopted and integrated in local plans	No. of LGUs integrating the ADSPPs into their CDPs	3 LGUs with IP/ICCs especially in conflict affected areas	Ancestral Domain Areas with formulated and approved ADSDPPs	ADSDPPs are readily available for LGU Integration into their respective plans	NCIP data base and LGU reports	DILG, OPAPP, NCIP

Results	Performance Indicators	Target	Baseline (2014)	Assumptions/ Risk	Means of Verification	OPR
				e.g. the CLUP and CDP		
Output 3.5.2						
IKSPs on sustainable resource management are observed and adjusted	No. of LGUs integrating the IKSPs on sustainable resource management into their planning regimes (e.g. the CLUP and CDP)	5 LGUs with IP/ICCs especially in conflict affected, and environmentally critical areas	5 CADT areas within AMWS	IKSPs on natural resource management are recognized by LGUs, and non-IP population	NCIP Report	NCIP, DENR, DILG, LGU
	No. of IPs from IP/ICCs develop their IKSPs on natural resource management based on the present conditions	5 IP/ICCs in environmentally critical areas	5 CADT areas within AMWS	IP/ICCs are constantly engaged in constructive dialogues	NCIP Report	NCIP, DENR, DILG, LGU

"AngKinaiyahan"
Artist: KhristinePhrisna C. Valencia
Surigaodel Sur



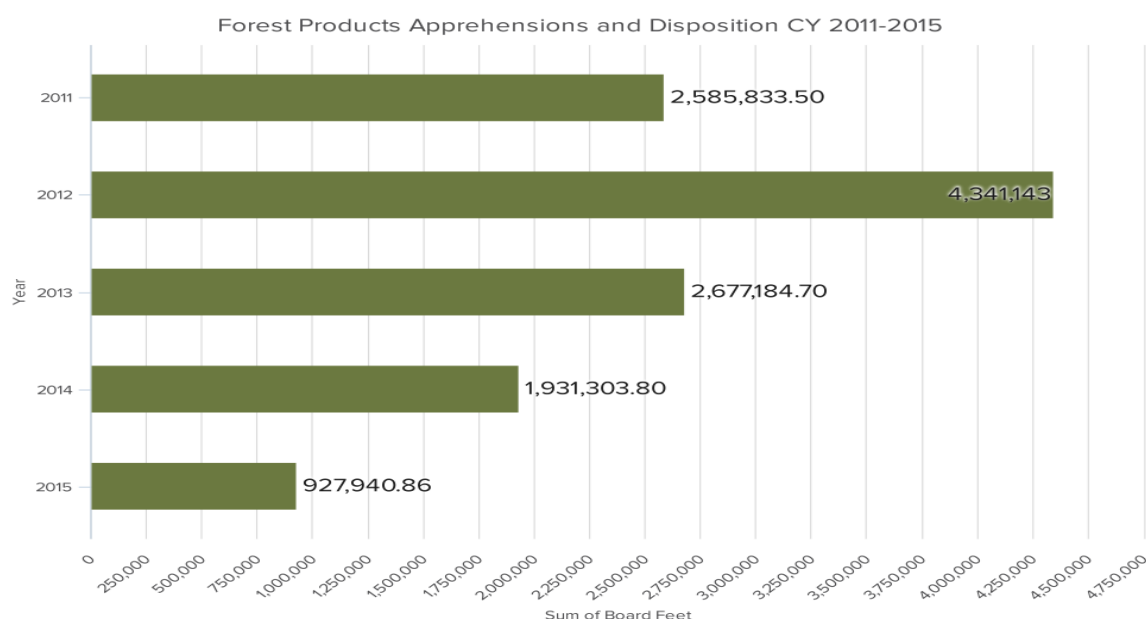
CHAPTER 5: CONFLICT LINE - RESOURCE BASED CONFLICTS

1. ISSUE ANALYSIS

Caraga Region has a total of 1,895,520 hectares of land. It is blessed with marine, land and mineral resources. It is a major producer of wood products, as well as agricultural products that supply the food needs of its constituents. It also exports products such as rubber, abaca coffee, pineapple and oil palm. Surigao del Norte, Surigao del Sur and Dinagat Islands boost its rich marine resources as well as tourism potential areas. Beneath the fertile land are large deposits of gold, silver, nickel chromite, copper and coal that make Caraga Region a "mining capital" in the country.

The exploitation of Caraga's natural resources has led to serious consequences for the environment, the climate and society. The severe flooding that occurred in the Municipalities of San Francisco, Rosario, Bunawan and Veruela on January 3, 2011, the extent of casualties and damage caused by typhoon Pablo last December 2012, the massive destruction of public infrastructure (particularly national highways in Agusan del Sur) and damage to agriculture, and the heavy flooding in Butuan City in January 2014 because of Tropical Depression "AGATON" brought about grave realizations on the condition of the region's natural environment. Other incidents indicating the sorry state of the environment include the apprehension of 7,060 pieces of illegal logs in La Paz in March 2013.

Caraga Region, known for its rich forestland with a total of 658,250 hectares (source: DENR-Region 13) is not spared from illegal activities. For the last five (5) years, illegal logging activities were at its peak in 2012 as evidenced by the 4,341,143.01 total volume in board feet of logs seized/apprehended. However, decreasing trend in confiscated logs is noted for the following years from 4,341,143.01 bd. ft. in 2012 to 927,879.86 bd. ft. reported in 2015. Cases filed for violations of Presidential Decree No. 705 or the Forestry Reform Code of the Philippines already reached 142 from 2011 to 2015 with 42 cases already under litigation; 66 cases still with the Prosecutor's Office, 20 dismissed cases and 14 resolved/convicted (Source: DENR-Region 13). Factors that greatly contributed to the downtrend is the strict implementation of Executive Order No. 23 series of 2012 entitled "Declaring a Moratorium on the cutting and Harvesting of Timber in the Natural and Residual Forests and Creating the Anti-Illegal Logging Task Force."



Source: DENR - Region 13

Apprehension and Disposition of Forest Products: CY 2011 to 2015

Mining is also becoming widespread in Caraga Region. At present, there are already 52 approved Mineral Production Sharing Agreements (MPSA), 28 applications for production sharing agreement, 24 exploration permits and 85 exploration permit applications which are spread throughout the region (Source: Retrieved from <http://www.mgbr13.ph/MGB-R13DataFiles/MMD/Tenements/2016/April2016.pdf> on May 15, 2016). While the mining sector contributes strongly to the region's economic

development, it likewise threatens the environmental condition. The 2011 Reef Assessment of the La Fraternidad Marine Fish Sanctuary conducted by a group of experts from the University of the Philippines-Marine Science Institute showed that there are very high levels of heavy metals, presence of cyanobacteria and presence of oil and industrial waste pollution in coastal waters of Tubay, Agusan del Norte where a mining company operates. In 2004, a study by a group of researchers from Mindanao State University

(MSU) confirmed that the mercury level in Agusan River has exceeded the permissible amount of concentration for fish propagation.

For long times, the richness of lake Mainit – the fourth largest lake of the Philippines has provided the livelihood for the people living along the banks. But the lake and river fisheries are rapidly being depleted due to unsustainable or destructive fishing practices, too many fishers, highly diversified fishing technology, and lack of enforcement of fisheries and environmental policies. Income from fishing is no longer sustainable in many areas, and lakeshore communities fear that rare and endemic fishes in the lake will be lost due to overfishing. Lake Mainit also faces threats of habitat degradation due to pollution from agriculture and mining, destructive fishing practices and the use of chemicals or poisons have reduced the aquatic biodiversity of the lake (Source: <http://www.mindanews.com/top-stories/2014/10/03/closed-season-eyed-in-lake-mainit-to-address-dwindling-catch>).

In 2015, a massive fish kill happened in Lake Mainit. Fishermen and environmentalists accused an Australian based gold mining company (Greenstone) for polluting a tributary of the lake. The fish kill has affected the livelihood of hundreds of fisher folk who depend on the lake. (source: <http://www.mindanews.com/top-stories/2015/12/15/mayor-threatens-to-close-mining-firm-if-found-responsible-for-fish-kill-in-lake-mainit/>)

Large and small scale mining has gone in line with the declining biodiversity – the basis of a resilient nature. Environmental pollution with heavy metals, persistent and toxic chemicals, an effect of mining activities, is widely spread in the recent decades. Rising levels of heavy metals, including mercury in the water, sediments, fauna and flora downstream of mining operations have been documented. Most of the abandoned (exploited) mining areas have not been re-cultivated with the consequence of ongoing pollution of soil, water and air. Because of the serious contamination of the environment, mining activities in Caraga peril food safety and human health. Mercury contamination that exceed the international standards has been found in fishes and in the blood of children. However, the number of data and the scope of research is insufficient according to the dimensions of the problem.

Agriculture, forestry and aquaculture as the basis of food security and income are not sustainable and are threatened by increasing environmental pollution.

The transformation of buffer zones in protected areas, like forest and agricultural land

In 2013, “Mercury (in a form of total mercury, Hg) was detected at varied concentrations in all fish ... and sediment) samples collected in Agusan Marsh. The Hg concentrations observed from all types of fish samples ranged between 0.98 to 6.90 mg/kg. The highest was obtained from the fish sample (Haluan) collected along Agusan River while the lowest was observed from the fish sample (Tilapia) collected from SitioPanlabuhan, Loreto, Agusandel Sur. The Hg concentrations in all types of fish species considered in this study are found to be higher than the 0.500 mg/kg maximum recommended limit for Hg (UNEP, 2002) commonly allowed in fish for human consumption in most countries” (source: PARTICIPATORY RESOURCE AND SOCIO-ECONOMIC ASSESSMENT OF THE AGUSAN MARSH ECOSYSTEMS, final technical report).

into oil palm plantations, has contributed to the reduction of biodiversity and degradation of environmental quality (excessive use of pesticides, fertilizers, overuse of water resources). This threat will continue while sufficient monitoring is not in place. The income of the farmers does not provide enough for their livelihood. In Caraga, one out of four workers in palm oil plantations are children who are exposed to the fertilizers and pesticides used.

On the other hand, the presence of small and largescale mining firms becomes a source of conflict between and among IPs because of the investment interests, unequal share of royalty, high unemployment and environmental protection in their ancestral domains.

Drivers of Resource-based Conflicts

Proliferation of unregulated small scale mining activities, illegal cutting of trees, illegal fishing practices are among the identified environmental issues. Major drivers identified exacerbating these environmental problems are the overlapping interests of land use (such as mining, forestry, oil palm plantation, and tourism). There is also perceived weak enforcement and the lack of political will to impose environmental laws due to the alleged involvement of some DENR, PNP/AFP personnel as well as government officials themselves to these illegal and corrupt practices. Many offenders were apprehended but a few were actually convicted. There is also lack of compliance to environmental safeguards by the

mining companies.

In addition, The CPP/NPA/NDF have been exploiting the environmental issues and weak government response in their propaganda against the government. These insurgents protect the illegal activities of loggers, miners and processing companies.

Roots and Effects of Resource-based Conflicts

The root cause of resource-based conflicts has shifted dramatically from poverty and poor delivery of basic services to resource-control. In the previous years, the government has provided interventions to poverty alleviation and boosted economic activity. However, engagement of communities in illegal activities related to mining, logging and poaching remains to be prevalent in some sectors in the affected areas. Other contributing factors are illiteracy or lack of information about environmental effects of illegal logging, lack of knowledge on processing legal papers, contradiction of policies, and disrespect to IPs culture and ancestral domain and easy money to sustain their immediate needs. These factors, if not resolved, will bring continuance of insurgency, criminality, unemployment and burden to LGUs.

Key Players in Resource-based Conflicts

The Department of Environment and Natural Resources (DENR) and allied government agencies, like the Environmental Management Bureau (EMB) and the Mines and Geosciences Bureau (MGB), are identified to have big roles in protecting the environment. They are the implementers of the environmental laws and regulations, and are empowered to impose sanctions and suspensions to violators. They are also the responsible agencies in issuing permit and certificates like the Environmental Compliance Certificate (ECC) as required in mining operations.

The DILG is seen to be a major force for cooperation among LGUs in protecting the environment. The role of LCEs is also significant not only because they lead the POCs which could be a venue for resolving existing and emerging issues but also in providing alternative projects and programs to affected communities with the help of national government agencies. NGOs, media outfits and practitioners, religious sector and the business sector are also powerful forces that can help the government in information, educational and communication campaign. The community as a whole needs to be enjoined in the smooth and proper implementation of environmental laws and protection services.

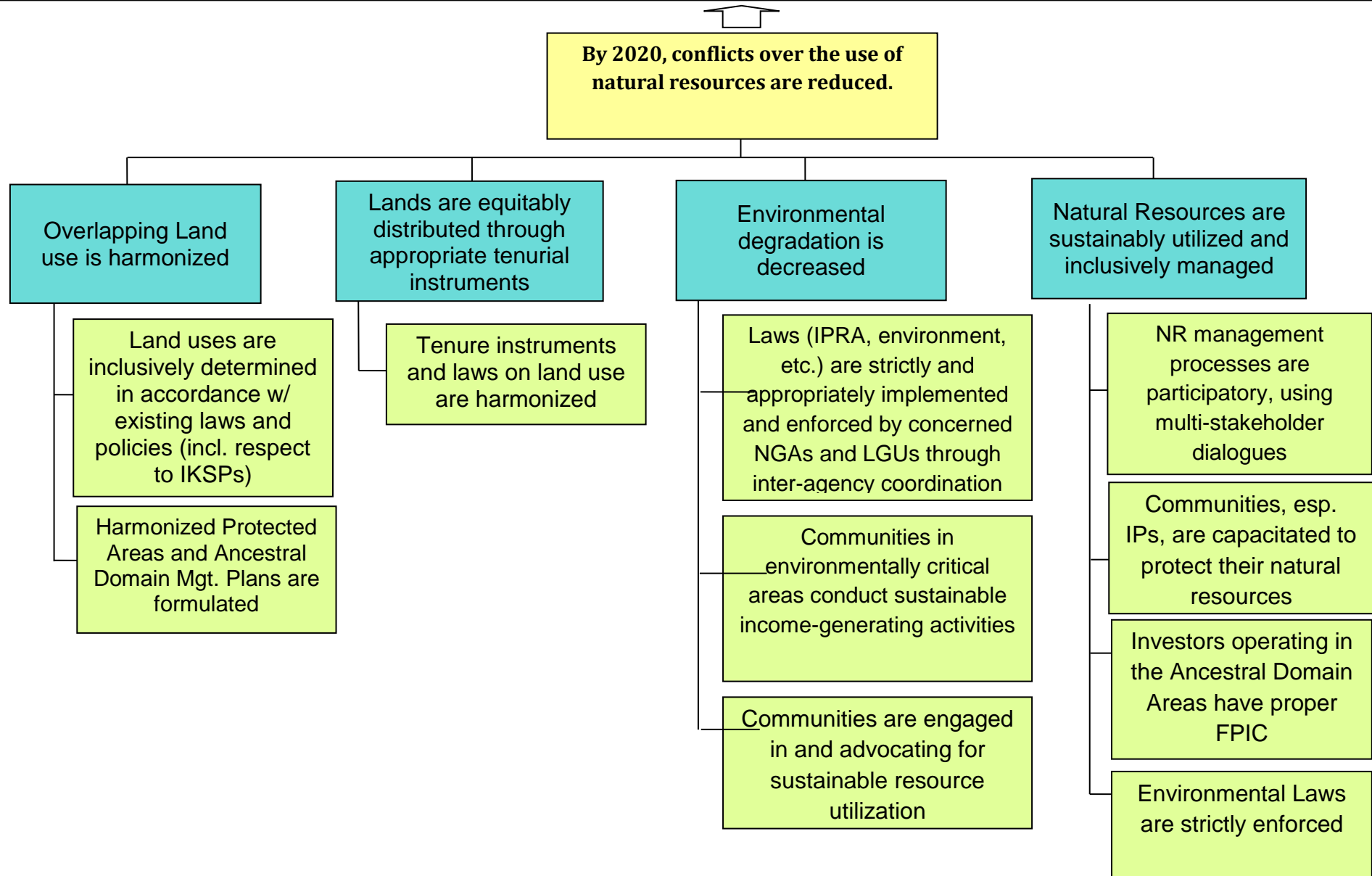
The forces that contribute negatively to this issue are illegal loggers and miners, wood processing companies, buyers or financiers and some corrupt local officials. In some areas, it seems that insurgents are the ones protecting them. The assistance of the PNP and AFP is needed to look into this and make strategies to respond.

It is unfortunate to note that some agents of DENR, the agency mandated to protect our environment, PNP/AFP personnel at checkpoints, some politicians and other government officials are themselves involved in corrupt practices and seemed unserious in implementing environmental laws and services.

2. RESULTS FRAMEWORK AND MATRIX

This section presents the results framework and results matrix of Resource-Based Conflict Lines. The Results framework presents the logical framework/results chain with corresponding performance indicators and targets.

VISION: A PEACEFUL AND PROGRESSIVE CARAGA WITH DIVERSE, EMPOWERED AND CULTURALLY SENSITIVE COMMUNITIES LIVING IN A SUSTAINABLE ENVIRONMENT AND ENJOYING EQUAL RIGHTS AND OPPORTUNITIES



RESULTS MATRIX: CONFLICT LINE - RESOURCE-BASED CONFLICT

Results	Performance Indicators	Target	Baseline (2014)	Assumptions/ Risk	Means of Verification	OPR
Impact 4						
Conflicts over the use of natural resources are reduced.	% of reported conflicts related to natural resource use are peacefully resolved		1 case (Co-Management area in Tungao)	Environmental laws are strictly enforced and agreements are implemented by concerned agencies	Agency Report	MGB, DENR, BFAR
Outcome 4.1						
Overlapping land use is harmonized	No. of agreements reached by issuing agencies			JAO 2012-01 (DENR-NCIP-DAR-LRA) and JMC 2007-01 (NCIP-DENR) fully implemented	Agency Report	DENR, DAR, NCIP, LRA
Output 4.1.1						
Land uses are inclusively determined in accordance with existing laws and policies (including respect to Indigenous Knowledge Systems and Practices or IKSPs)	No. of actual Land Use Map exclusively determined vis-à-vis Tenurial Instruments (GIS-generated)	1 CARAGA actual Land use Map	2010& 2013 NAMRIA, Google	Series of participatory and technical consultation activities	Maps	DENR, DAR, NCIP
	% of LGUs with approved Comprehensive Land Use Plans which are interfaced/informed by other related plans (such as FLUP, ADSDPP and others)	100% LGUs (Cities and municipalities)		Preparation of CLUPs is a priority of the LGUs	Agency Report	HLURB, DILG

Results	Performance Indicators	Target	Baseline (2014)	Assumptions/ Risk	Means of Verification	OPR
	No. Of LGUs with approved FLUPs	41 LGUs	11 LGUs	Preparation and Legitimization of FLUPs are dependent on the phasing of the Municipal TWG and continuation of LGU funding support in the conduct of FLUP activities	Agency Report	DENR
	No. of watersheds subjected to vulnerability assessment and prepared with conflict-sensitive, peaceful, and sustainable Integrated Watershed Management Plans	8 watersheds subjected to vulnerability assessment and prepared with Integrated Watershed Management Plans	30 watersheds already subjected to vulnerability assessment and prepared with Integrated Watershed Management Plans	Preparation and Legitimation of FLUPs are dependent on the phasing of the Municipal TWG and continuation of LGU funding support in the conduct of FLUP activities	Agency Report	DENR
Output 4.1.2						
Harmonized Protected Areas and Ancestral Domain Management Plans are formulated	No. of LGUs with Management Plans of overlapping PAs and Ancestral Domain	At least 2 LGU		Collaboration of IPs, DENR & NCIP in the implementation of JAO 2012-01 (DENR-NCIP-DAR-LRA) and JMC 2007-01 (NCIP-DENR)	Harmonization Plan Approved	DENR
Outcome 4.2						
Lands are equitably distributed through appropriate tenurial instruments	No. of tenurial instruments distributed to qualified/legitimate beneficiaries/claimants	6 IFMA, 4 CBFM	126 CBFM; 14 IFMA; 1 SIFMA; 7 Rattan & others	Appropriate and constant coordination with issuing agencies	Agency Report	DENR, NCIP, DAR
Output 4.2.1						

Results	Performance Indicators	Target	Baseline (2014)	Assumptions/ Risk	Means of Verification	OPR
Tenure instruments and laws on land use are harmonized	No. Of policies issued harmonizing tenurial instruments & laws on Land Use	at least 1 policy	1 policy (JAO 2012-01)	Appropriate and constant coordination with issuing agencies		DENR
Outcome 4.3						
Environment degradation is decreased	Areas of untenured forestland areas protected - <i>resulting from integrative negotiations in multi-stakeholder processes</i>	398, 609 ha. of untenured forestland areas protected (recurrent)		Anti-Illegal Logging Task Force and local support groups are fully operationalized; LGUs and communities are highly involved in the conduct of forest protection activities	Agency Annual Report	DENR
	% decrease of cases of illegal activities	10% decrease annually: - logging - mining - fishing	(50% decreased of apprehension on illegal logging from 2014-2015)	Intensive advocacy campaign on environmental issues (strong implementation of checkpoint and monitoring station and strengthen the AILTF implementation)		DENR MGB, CCPD, BFAR, PNP, LGU
Output 4.3.1						
Environmental laws are strictly enforced	Number of inter-agencies coordination activities involving CSOs and other non-state institutions			if there is improvement in environmental quality and economic conditions of communities in forestlands then illegal activities will cease.	Agency/LGU Reports	DENR MGB, BFAR, PNP, LGU
Output 4.3.2						

Results	Performance Indicators	Target	Baseline (2014)	Assumptions/ Risk	Means of Verification	OPR
Communities in environmentally critical areas conduct sustainable income-generating activities	No. of conflict-sensitive, peaceful and sustainable Community Resource Framework Plans and 5-Year Work Plan from CBFM POs evaluated and affirmed	69 Community Resource Framework Plans and 5-Year Work Plan evaluated and affirmed	57 CBFM-POs with affirmed CRMF & 5-Year Work Plan (9 for CY 2015 and 21- on going 2016)	Provision of technical assistance in the preparation of Community Resource Framework Plans and 5-Year Work Plan of CBFM-Pos (should	Agency Report	DENR
	No. of eligible beneficiaries provided with livelihood projects	500 eligible beneficiaries	450	Livelihood Assistance as major program of the concern agency	Agency Report	DSWD/ DENR
	% of beneficiaries able to sustain livelihood project	50% of the total beneficiaries		<i>conflict-sensitive selection criteria for beneficiaries</i>	Agency Report	DSWD/ DENR
	No. of groups / associations received capitalization assistance for peaceful and sustainable micro and medium enterprises	10 groups/ associations	8	Selection Criteria for capitalization assistance for peaceful and sustainable micro, and medium enterprises	Agency Report	DSWD/ DENR
	No. of qualified beneficiaries are provided with conflict sensitive entrepreneurial trainings	500 qualified beneficiaries	450	<i>Conflict sensitive is a major topic in the entrepreneur skills training module;</i>	Agency Report	DSWD
Output 4.3.3						

Results	Performance Indicators	Target	Baseline (2014)	Assumptions/ Risk	Means of Verification	OPR
Communities are engaged in and advocating for sustainable resource utilization	No. of <i>multi-media</i> advocacy materials developed	10 multi-media advocacy materials	2015-2016 (March)		Agency Report	DENR
	No. of copies of advocacy materials distributed to target groups in <i>resource conflict-affected areas</i>	2,285 copies	1,000	<i>Resource conflict-affected areas on mining, logging, fishing, etc. have undergone multi-stakeholder processing the problems and issues involved.</i>	Agency Report	DENR
	No. of <i>resource conflict-affected</i> barangays received copies of advocacy materials	400 copies newsletter and 1,735 copies brochure		<i>Barangays are identified based on the existing conflict lines on natural resource use (e.g. logging, mining, fishing, etc.)</i>	Agency Report	DENR
	No. of media group engaged for advocacy of <i>conflict-sensitive, peaceful and sustainable resource management</i>	1 media group	1-PIA	<i>Existence of organized media groups taking on the roles on conflict-sensitive, peaceful advocacy on the Implementation of Climate Change adaptation measures</i>	Agency Report	DENR
	No. of MOA with the media group signed	5 MOA's/contracts	1-PIA and ABS-CBN, DXRR Radio, HOPE Radio and Mindanao News Courier	Media is willing to partner with the agency for the advocacy campaign without cost	Agency Report	DENR

Results	Performance Indicators	Target	Baseline (2014)	Assumptions/ Risk	Means of Verification	OPR
	No. of LGUs/agencies that instituted awareness program on environmental anti-illegal activities <i>through multi-stakeholder processes</i>		27 MFPC members and LGU with forestlands	<i>LGUs/agencies mainstream the application of multi-stakeholder approaches and processes in awareness raising</i>	Agency Report	DENR
	No. of CENROs conducting annual advocacy activities implemented at the community level <i>through inclusive multi-stakeholder platforms and venues</i>	10 CENROs	10	Continuing target on Advocacy activities in the 5-year Forest Protection Strategic Plan	Agency Report	DENR
Outcome 4.4						
Natural Resources are sustainably utilized and inclusively managed	% increase of mining and logging concessions which are fully compliant to environmental laws			Environmental sustainability is a priority of the mining and logging companies	Agency Report	DENR, MGB
	100% of Proclaimed Protected Areas legislated by end of 2016	3 proclaimed PAs legislated by end of 2016	3	All 13 steps in PA Establishment are funded and completed	Agency Annual Reports, copy of enacted bill	DENR
	Areas of marine waters within NIPAS protected and <i>peacefully</i> managed	213,204 ha. of marine waters in PAs protected and managed	<i>213,204: SIPLAS</i>	LGUs and POs are actively involved in the conduct of AR deployment, monitoring and coastal law enforcement	Agency Annual Reports	DENR

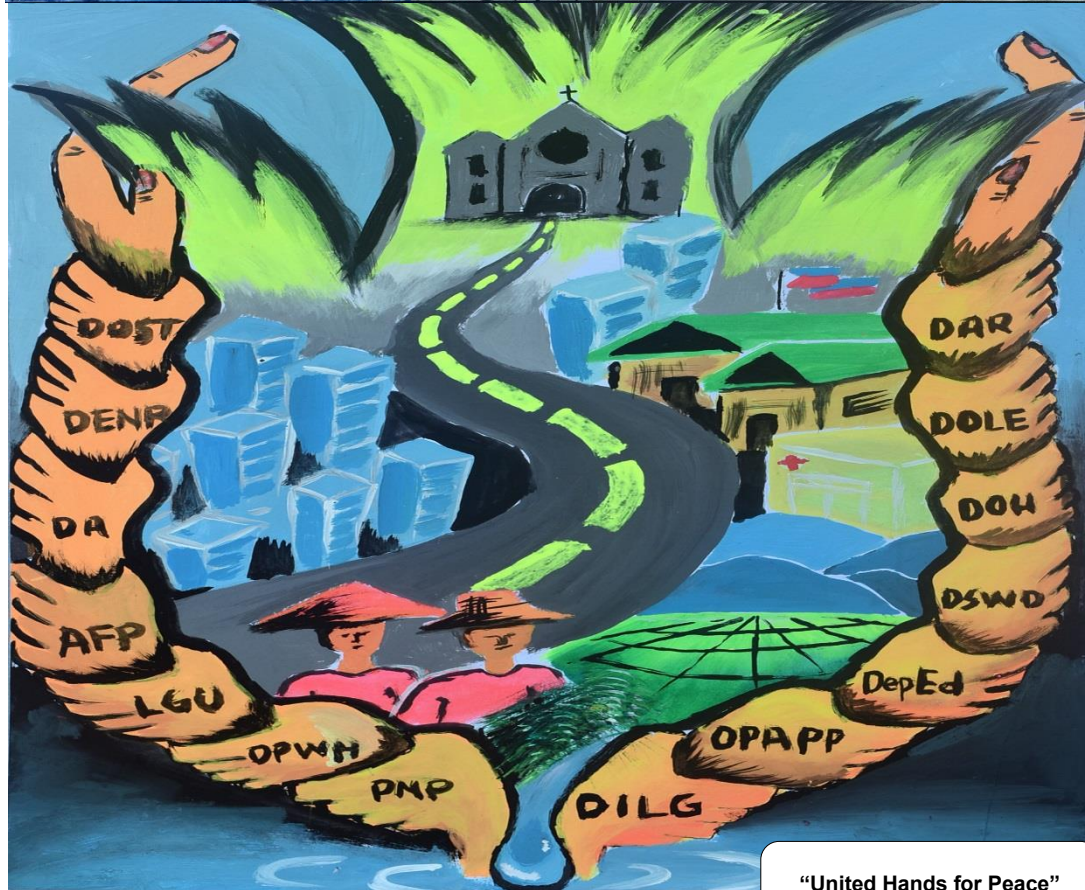
Results	Performance Indicators	Target	Baseline (2014)	Assumptions/ Risk	Means of Verification	OPR
	Reduced open and denuded forestlands by 101,424 ha. by end of 2016	51,901 ha of open and denuded forestlands developed	NGP from 2011-2016 110,298 has.	126 Community Based Forest Management-POs are involved in the implementation of NGP sites in forestlands areas.	updated NAMRIA Land Cover Map & NGP Annual and Terminal Reports	DENR
Output 4.4.1						
Natural resource management processes are participatory, using multi-stakeholder dialogues	No. of committees <i>strengthened</i> to conduct / handle public consultations / fora/ multi-stakeholder dialogues and processes	6 Multisectoral Forest Protection Committees	6 Multisectoral Forest Protection Committees	assured funding to support the operationalized the Regional and 5 Provincial Multi-Sectoral Forest Protection Committees	DENR/LGU Report	DENR
Output 4.4.2						
Communities especially IPs are capacitated to protect their natural resources	Tribal communities have documented IKSP on resource management			Culture sensitivity is increased	NCIP Report	NCIP
	% of LGUs and agencies have recognized and observed the documented IKSPs of tribal communities	100% of LGUs and concerned agencies		Culture sensitivity is increased	Ordinances	LGUs and agencies

Results	Performance Indicators	Target	Baseline (2014)	Assumptions/ Risk	Means of Verification	OPR
	No. of community organizations are capacitated for conflictsensitive, peaceful and sustainable natural resource management	2 community organizations	126 CBFM-POs	126 Peoples Organizations (beneficiaries of CBFM) are actively engaged in natural resource management	DENR/LGU Report	DENR
Output 4.4.3						
Investors operating in Ancestral Domain Areas have Proper FPICs	% of investors operating in Ancestral Domain Areas are granted with FPIC	100% of investors		Investors are aware of the FPIC process	Agency Report	NCIP
Output 4.4.4						
Laws (IPRA, environment,etc.) are appropriately implemented and enforced by concerned NGAS and LGUs	<i>No. of policy issuances directing application of participatory processes relative to natural resource management and utilization issued by appropriate agencies</i>			<i>Note: The application of participatory processes are embedded in the processes involved per PAP as provided in handbooks and technical bulletins.</i>	DENR/LGU Report	DENR
	No. of LGUs/agencies that instituted awareness program on environmental anti-illegal activities through multi-stakeholder processes		27 MFPC members and LGU with forestlands	<i>LGUs/agencies mainstream the application of multi-stakeholder approaches and processes in awareness raising.</i>	Agency Report	DENR

Results	Performance Indicators	Target	Baseline (2014)	Assumptions/ Risk	Means of Verification	OPR
	number of issues addressed/resolved through coordination with law enforcement agencies and LGUs					DENR PNP AFP LGU
	No. of forestry cases reported and acted upon	11 (CY 2015) (18 AS OF 2015)	26 (CY 2014)	Resolution of cases once filed upon the local courts often takes a 2-5 years before its is resolved.	Case Documents	DENR, PNP, AFP and DOJ
	No. of Anti- Illegal Logging Operations conducted	25	35 (CY 2015) AILTF Operations had been conducted	Anti-illegal Logging Task Force operations conducted. AILTF is composed of DENR, PNP, AFP and DOJ created per Executive Order 23, series of 2011.	AILTF Report	DENR, PNP, AFP and DOJ

"Let's Make Peace Progressive"

Artist: Marc Jared C. Guingguing
Surigao del Sur



"United Hands for Peace"

Artist: Mitch V. Antonio

CHAPTER 6: THE REGIONAL PEACE AND ORDER COUNCIL

An over-all assessment of the organizational and institutional status of the Peace and Order Council came out of the provincial level workshops as well as from the RPOC SWOT analysis. Key organizational areas explored include the mandate of POC, major stakeholders, the internal and external situation of the councils, and their horizontal and vertical links and partnerships.

3.1 Mandate of the Peace and Order Council

Legal Mandate of the POCs. Executive Order no.773 series of 2008 states the following duties and functions of RPOCs, PPOCs, CPOCs and MPOCs:

- a. Provide a forum for dialogue and deliberation of major issues and problems affecting peace and order, including insurgency;
- b. Recommend measures which will improve or enhance peace and order and public safety in their respective areas of responsibility, including anti-insurgency measures;
- c. Recommend measures to converge and orchestrate internal security operations efforts of civil authorities and agencies, military and police;
- d. Apply moral suasion to and/or recommend sanctions against local chief executives who are giving material and political support to the Communist rebels;
- e. Monitor the provision of livelihood and infrastructure development programs and projects in the remote rural and indigenous population areas adopted to isolate them from the Communist rebels' "Agitate/Arouse, Organize and Mobilize" and ideological, political and organization works;
- f. Perform all other functions assigned by law, the President or the NPOC.

Popular Mandate of the POCs. Given the above official mandate, the members of the R/P Peace and Order Councils described the following as their perceived mandate both in terms of actual practice and envisioned roles and functions:

- ☐ The POC is mandated to facilitate, integrate, monitor, advocate and recommend policies and programs related to peace and order, and provide avenue for convergence among different national government agencies (NGAs), LGUs and CSOs in crime solution and in identifying measures to establish a safe environment.
- ☐ The POC can be a venue for harmonization of policies among government agencies on peace and security concerns. It assists LGUs in the formulation and implementation of peace and order-promoting local ordinances, plans and programs.

- The POC is a forum for dialogue between and among various stakeholders on issues affecting peace and order and thus can facilitate the achievement of integral human security.
- The POC is expected to advocate for policy reforms to a national and sub-national POCs to address certain peace and security issues and concerns, and generate funding and other support to improve the council's operations.
- The POC should be able to properly manage crisis and resolve inter-provincial or inter-regional crises. The POC may provide assistance to member agencies and other stakeholders to enable quick and strategic response to peace and order issues.
- The POC is viewed as a viable mechanism for promoting peaceful communities by maintaining peace and order in vulnerable and insurgency-affected barangays and by regularly monitoring and adopting corrective measures to address conflict issues.
- The RPOC should be able to provide capacity building interventions to strengthen lower level POCs and develop an incentive system to recognize better performing model LPOCs.

3.2 The RPOC Stakeholders

To aid in the organizational diagnosis of POCS, a scanning the POCs external and internal environment including their stakeholder is conducted.

Local chief executives, local officials and law enforcement agencies are identified as primary stakeholders of the POCs. Secondary stakeholders include national government agencies, IP communities, civil society organizations, donor agencies, business sector, media and the religious sector. The CPP-NPA-NDF is also identified as secondary stakeholder. The results of the stakeholders' analysis are summarized below:

Stakeholders	Classification	Why they are considered as stakeholders	Management Strategy
LCEs, Local Officials, Local Government Units	Primary	<p>LCEs have direct control over POC resources and implementation of resolutions pertaining to POC issues/conflicts;</p> <p>LGUs provide intelligence and regular funds for the operations of the POCs, its programs, projects and activities (PPAs)and trainings.</p>	<input type="checkbox"/> Manage them closely.

Stakeholders	Classification	Why they are considered as stakeholders	Management Strategy
Law Enforcers	Primary	They have the task to dismantle the NPA and curb criminality	<input type="checkbox"/> Strong implementation of laws/mandates is necessary.
NGAs: NCIP, DAR, DENR, MGB, DepEd	Secondary	They enforce and implement fair and just observance of the law, participate and involve in PPOC activities, give mandate on dissemination of information on ongoing interventions and initiatives of the PPOC and accomplish PPOC tasks.	<input type="checkbox"/> Advocate for Joint Administrative Orders (JAO01-12): Harmonization of policies among NCIP/DENR/DAR/LRA Regarding issuances of land titles <input type="checkbox"/> Fast track the levelling off of NGA concerns <input type="checkbox"/> NGA-members of POC should enforce strictly and seriously their respective mandates <input type="checkbox"/> Conduct continuing fora/dialogues <input type="checkbox"/> Strengthen linkages with other stakeholders
CPP/NDF/NPA	Secondary	Actions of the CNN will affect the work of the RPOC	<input type="checkbox"/> Provision of government's basic services to conflict affected areas <input type="checkbox"/> Conduct multi-agency "pulong-pulong" at the barangay level, continue IEC, synchronize delivery of basic services, pursue social mobilization
CSOs, Media, Business, Religious Sector	Secondary	They act as conflict mediators, peace advocates and educators.	<input type="checkbox"/> Establish coordination, invitation to meetings, IEC, involvement in PPOC activities, report situation updates and accomplishments.
Communities: Indigenous Communities(IPs); tribal leaders	Secondary	They are easily influenced by CNN and fed false information.	<input type="checkbox"/> Identify their PINC (problem, issues, needs and concerns).

Stakeholders	Classification	Why they are considered as stakeholders	Management Strategy
			<input type="checkbox"/> Should be empowered and encouraged to participate in implementing the peace programs.
Donor Agencies (i.e.GIZ-COSERAM)	Secondary	Donors, specifically GIZ-COSERAM, are reliable sources of technical and financial support to POC programs and activities.	<input type="checkbox"/> Consult/coordinate and maintain linkage

3.3 The POC Strengths, Weaknesses, Opportunities and Threats (SWOT)

The organizational strengths, weaknesses, opportunities and threats were analysed using McKinsey's 7s Framework. Through focus group discussion, the participants in the provincial situational analysis as well as select members of the RPOC went through a process of probing into the operational practices and systems of their respective POCs to assess their current organizational status. The highlights of this assessment are presented in the following matrix:

Elements	Strengths	Weaknesses	Opportunities	Threats
Strategy Plans that an organization formulates to reach identified goals. It is the direction and scope of the Council; Includes programs, projects and activities.	Regular meetings; inter-agency convergence and sharing of information and resources; periodic dialogues with and social services to communities	No written manual of operations or any existing operational plan; projects are sporadic and lacking in sustainability. Reactive rather than proactive approach in addressing issues	Formulation of the RPOC Strategic Framework; openness of other government agencies and CSOs to collaborate with the POC on critical peace and development concerns	Community resistance or lack of support to POC plans and initiatives Disruptions of peace and order that will derail or delay programs and projects. Disapproval or lack of support by national leadership to RPOC-Caraga strengthening efforts/proposals.

Structure The organizational chart and	Special committees	Weak linkage and coordination	Strong interest of DILG top level	Changes in the composition of
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Elements	Strengths	Weaknesses	Opportunities	Threats
associated information that show who reports to whom and how tasks are both divided up and integrated. It describes the hierarchy and accountability of units and members of the organization and how each relates with each other.	<p>formed to handle specific tasks and reporting to the Chairperson through a functional Secretariat provided by DILG. Vertical coordination among different levels of the POCs maintained through the DILG structure.</p> <p>The multi-stakeholder composition of its membership that allows for multi-disciplinary handling of peace & order concerns</p>	<p>between C/MPOC and PPOC, and no direct reporting/supervising relationship between PPOC and RPOC;</p> <p>Tasks and accountabilities of members are not clearly defined;</p> <p>Representatives of member-agencies are handling multi tasks hence attendance to meetings/activities is irregular; some member-agencies do not have permanent representative</p>	<p>Principals on the RPOC-Caraga strengthening initiative;</p> <p>Openness of parallel regional mechanisms (PDC, RDRRMC, etc.) to partner with RPOC towards enhanced role and participation of the Council in peace and development efforts.</p>	<p>members due to transfer of assignment of representatives or as a result of elections.</p> <p>Increasing workloads of DILG that may affect efficiency of the Secretariat</p>

<p>Systems</p> <p>Define the flow of activities in the operation of the organization, including core processes and its support systems. They refer to the procedures, processes and routines that are used to manage the affairs of the Council.</p> <p>Examples include financial system, Communication system, planning, reporting, monitoring and evaluation systems, documentation.</p>	<p>Regular monitoring and reporting which is managed through the DILG Secretariat which also handles documentation and communication across different POC levels and member-agencies/LGUs of the Council.</p>	<p>No established and institutionalized M&E System, financial management system; absence of internal policies to govern the responsibilities and accountabilities of members.</p>	<p>Technical assistance provided by GIZ-COSERAM to develop a strategic roadmap that could help define/formulate later the RPOC's operating systems</p>	
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Elements	Strengths	Weaknesses	Opportunities	Threats
Shared Values Commonly held principles, beliefs, mindsets and assumptions that shape how the Council behaves and makes decisions.	Commitment, cooperation, adherence to principles of transparency and accountability, and belief in consensus-building among members. Existing family and community-oriented culture and norms of members	Erratic participation of members to meetings and activities that raises questions of commitment and unity of the whole Council.	Existence of socially responsible institutions and faith-based organizations among POC stakeholders	Erosion of family values due to unregulated media
Skills Distinctive capabilities and competencies of the personnel of the organization or the members of the Council as a whole.	Trained and competent law enforcers among the members.	Lack of conflict-resolution and management capacity, and sensitivity to peace-oriented approaches	Capacity-development support that could be accessed from government agencies and development cooperation partners. New management technologies from social media	Limited resources of development partners to support continuing Capacity building
Style of Leadership Leadership approach of top management and the organization's overall operating approach.	Consultative style, decisiveness and political will of Chairperson	No system or shared leadership; centralized management approach		Change in chairmanship resulting from the Philippine President's prerogative to appoint

Resources				
Number and types of staff or member-organizations and how they are	Regular operating budget provided by LCEs to LPOCs.	Absence of regular funding source for RPOC operations, and for special programs/	Information-sharing and networking with CSOs, research and educational	Decrease in budget support to P/C/M POCs due to financial constraints of

Elements	Strengths	Weaknesses	Opportunities	Threats
developed, trained and motivated. It also includes financial and other types of resources the Council utilizes to sustain their operations and carry-out their		projects; Lack of extensive study on the peace and order/security situation	institutions, and media On-line knowledge products	LGUs Participation of representatives from the tri-media may put sensitive information at risk of public exposure

3.4 Institutional Linkages

The PPOC cooperates with other institutions outside its member-organizations by networking, coordination, linkages, invitations, collaboration, sharing of information, constant communication and joint outreach activities. Horizontal coordination is maintained by the PPOC with the Sangguniang Panlalawigan to ensure that policy proposals on peace and order will be realized into policy measures.

The PPOC is closely coordinating with the Provincial Disaster Risk Reduction Management Council (PDRPMC) on matters that require the members of PPOC to address peace and order concerns related to disaster preparedness, relief, rescue and rehabilitation aspects. The PPOC likewise coordinates with the Provincial Anti-Drug Abuse Council (PADAC), the Provincial Inter-Agency Committee on Anti- Trafficking and Violence Against Women (PIACAT-VAWC), and the Provincial Council for the Protection of Children (PCPC).

RDC and RPOC do complementary work. RDC endorses drug issues to RPOC. RPOC became an oversight committee of RDC on all drug issues. In all RPOC activities, there is a NEDA and Commission on Human Rights (CHR) representation.

Vertical linkage between the PPOC and the RPOC exists through the monitoring and reporting system of the DILG of peace and order-related events and projects like PAMAN Program which implementation has been recently transferred to the DILG. The PPOC share basic information with the RPOC and with the lower peace and order councils (C/MPOCs). It has also penetrated the barangay level to strengthen the Lupong Tagapamayapa and BPOCs by giving incentives to performing Lupons and BPOCs. It has been an annual undertaking of the PPOC to conduct the search for the Most Outstanding Lupong Tagapamayapa and Best Performing BPOC.

Support to and relationship with non-member organizations of POC is restricted to those which are also involved in peace and order works such as the Bureau of Fire Protection (BFP), barangay-tanods and others. The Council tries to maintain “safe” distance from the public due to security considerations and confidentiality of some information that the POC receives or discusses. Generating public feedback on security concerns and measures is done through member-agencies and LGUs that regularly conduct “pulong-pulong”.

Interaction with external stakeholders is limited due to absence of an institutionalized mechanism or process that will harmonize POC's mandate and programs with other groups, communicate its initiatives and accomplishments, and encourage/facilitate feedback. Greater transparency and openness were recommended as measures to enhance the POC image to its stakeholders.

3.5 Capacity Building Needs of RPOC

In the course of the organizational analysis, several capacity building needs surfaced for the POCs to be able to deliver on their formal and popular mandate. To facilitate, integrate, monitor, advocate and recommend policies and programs related to peace and order, RPOC needs logistical support and knowledge resources. It has to nurture credibility and transparency to become an effective avenue for convergence in improving crime solution efficiency and in maintaining a safe and secured environment.

As a forum for harmonization of peace and development policies, the RPOC needs a Strategic Plan and an Operations Manual. Likewise, as a forum for dialogue on issues affecting peace and order, the RPOC needs to acquire skills in peacebuilding and conflict transformation. To influence and advocate to national and sub-national POCs for funding and technical support, the RPOC needs to acquire effective advocacy and lobbying skills. To properly manage conflicts and resolve inter-provincial and/or inter-regional crises, the RPOC needs the Manual/Guide for Crisis Management.

3.6 General Findings and Recommendations

- ☐ Convergence of agencies must be strengthened so as to build strong alliance and mutual support. Efforts of government agencies in the delivery of basic services especially to conflict-affected and conflict-vulnerable communities need to be harmonized at the POC level. This is particularly important in such critical services such as in dispensing land tenurial instruments. Harmonization of policies and processes should be pursued to ensure consistency and avoid conflicts and confusion on the part of the beneficiaries and claim holders.
- ☐ RPOC needs to also strengthen vertical connection with the peace and order councils from provincial level down to the barangay level. The BPO Care the frontlines of government in advancing peace and security and thus have to be supported actively by higher-level POCs.
- ☐ The plans and programs of the RPOC must be strictly and consistently implemented by the member-agencies and organizations. The RPOC should also adopt and institutionalize a monitoring and evaluation system/mechanism of its programs and services to include the assessment of MPOCs and BPOCs' performance.
- ☐ The RPOC needs to strengthen its link with the Regional Development Council (RDC) because of the complementarity of their mandates and goals of achieving sustainable development.
- ☐ The accomplishments of the RPOC should be communicated. RPOC should come-up with a viable communication plan as a springboard to intensify advocacy efforts.

- It is important also that all members or representatives should be actively participative in all programs, projects and activities of the RPOC. There is an immediate need to establish internal administrative policies and regulations that will enable the RPOC to address problems of representation and attendance of member-agencies and organizations.
- The RPOC should be strengthened through capacity building activities targeting all of its members to develop and inculcate values of commitment in the service of peacebuilding. Capacity-building activities may include Understanding Peace, Conflict Sensitivity and Management, Peace and Development, and Moral Recovery.
- A comprehensive research or study on peace and order issues can give a thorough understanding for the members of the Council. The RPOC can learn as well from the successes of other POCs through benchmarking activities.

3.7 The Regional Peace and Order Council Results Framework

VISION: A PEACEFUL AND PROGRESSIVE CARAGA WITH DIVERSE, EMPOWERED AND CULTURALLY SENSITIVE COMMUNITIES LIVING IN A SUSTAINABLE ENVIRONMENT AND ENJOYING EQUAL RIGHTS AND OPPORTUNITIES

Caraganons are safer from any form of crime

Insurgency-related violence is reduced

Self-determination of IPs/ICCs is improved

Conflicts over the use of natural resources are reduced.

Strong collaboration and coordination on peace building efforts are established among RPOC members, lower POCs and

RPOC Manual of Operations are formulated and implemented

Collaboration/Convergence mechanisms are adopted and implemented

Peace and Order and Public Safety Plans (POPSP) at all levels are formulated, harmonized and aligned

POCs are better able to manage and resolve crises including inter-regional level

POC handbook in handling internal displacement is formulated and adopted

Crises Management Committees at the Regional, Provincial, City and Municipal Level are organized and strengthened

Inter-provincial / regional Collaboration/ Convergence mechanisms are adopted and implemented

Inter-provincial / regional Collaboration/ Convergence mechanisms are adopted and implemented

The RPOC is able to perform as capacity development hub and recognition platform on peace building and transformation efforts

POC members and secretariat are capacitated on peace building and transformation

Knowledge management mechanisms are set-up within the RPOC

Incentives to performing Local Peace and Order Councils are provided

3.8 Regional Peace and Order Council Results Matrix

Results	Performance Indicators	Target	Baseline (2014)	Assumptions/ Risk	Means of Verification	OPR
Outcome 1						
Strong collaboration and coordination on peace building efforts are established among RPOC members, lower POCs and other mandated councils	No. of successful joint undertaking by the POCs and other mandated councils	At least 2 joint undertaking	1 activity (Situational Analysis)	Commitment of all stakeholders on the joint undertaking	Activity Report	DILG
	No. of peace and security related activities jointly conducted by RPOC and lower POCs	At least 1 activity annually				
Output 1.1						
RPOC Manual of Operations are formulated and implemented	No. of RPOC Manual of Operations prepared	1	0	Buy-in of RPOC members in the preparation of the RPOC Manual of Operation are generated	Manual of Operations	RPOC Secretariat
	No. of Resolution adopting the RPOC Manual of Operations	1	0	Joint understanding of the Manual of Operations	Resolution	RPOC Secretariat
Output 1.2						

Results	Performance Indicators	Target	Baseline (2014)	Assumptions/ Risk	Means of Verification	OPR
Collaboration/ Convergence mechanisms are adopted and implemented	No. of convergence strategies developed	1	0	POC and other stakeholder have seen necessities in keeping track of peacebuilding successes, issues and problems in the processes and platforms	Agency Report	RPOC Secretariat
	No. of convergence strategies carried out	1	0			
Output 1.3						
Peace and Order and Public Safety Plans (POPSP) at all levels are formulated, harmonized and aligned	No. of POCs with approved POPSP Plan which are aligned to the Roadmap for Peace	78		issuance of the guidelines for the POPSP preparation	DILG Report, LGU Report	DILG, LGU
	No. of POCs with Resolution adopting POPSP Plan	78		buy-in of POCs to implement the POPSP	DILG Report, LGU Report	DILG, LGU
Outcome 2						
POCs are better able to manage and resolve crises including inter-regional level	% of peace and security related issues jointly resolved between and among RPOCs and lower POCs	at least 50% of peace related issues annually		Peace stakeholders are committed to resolve the issues	POC Reports	POC (all levels)
Output 2.1						
POC handbook in handling internal displacement is formulated and adopted	No. of POC IDP Management handbook prepared	1	0	Buy-in of RPOC members in the preparation of the IDP Handbook are generated	IDP Manual	RPOC secretariat
	No. of RPOC Resolution adopting the handbook issued	1	0	Joint understanding of the IDP Management Handbook	RPOC Report	RPOC secretariat

Results	Performance Indicators	Target	Baseline (2014)	Assumptions/ Risk	Means of Verification	OPR
	% of POCs and other stakeholders using the POC Handbook on Internal Displacement Management	at least 50% of LGUs	0	buy-in of POC and other stakeholders on the use of the handbook	RPOC Report	RPOC secretariat
Output 2.2						
Crises Management Committees at the Regional, Provincial, City and Municipal Level are organized and strengthened	No. of POCs with Crises Management Committees created/activated	78 LGUs	0	Possible members are willing to take part	RPOC Report	RPOC secretariat
	No. of capacity development activities for the Crises Management Committees conducted	at least 1 capacity development or capdevactivity annually	0		RPOC Report	RPOC secretariat
	% Of CMCs conducting regular meetings	at least 75%	0		RPOC Report	RPOC secretariat
Output 2.3						
Mechanisms for community dialogues and consultations are developed and adopted	No. of community dialogue mechanisms formulated	at least 2 mechanisms	0	Willingness and trust among the partners to enter into dialogue	RPOC Report	RPOC secretariat
	No. of RPOC Resolution adopting the mechanisms issued				RPOC Report	RPOC secretariat
Output 2.4						
Inter-provincial / regional Collaboration/ Convergence mechanisms are adopted	No. of collaboration/convergence mechanisms prepared	at least 2 mechanisms	1 mechanism (PAMAN Project Implementation	Stakeholders are committed to adopt/apply the mechanism	RPOC Report	RPOC secretariat

Results	Performance Indicators	Target	Baseline (2014)	Assumptions/ Risk	Means of Verification	OPR
	No. of MOU with other RPOCs executed adopting the convergence mechanism	at least 1 MOU		Buy-in of other RPOCs on the convergence efforts	RPOC Report	RPOC secretariat
Outcome 3						
The RPOC is able to perform as capacity development hub and recognition platform on peace building and transformation efforts	No. of capacity development activities initiated/conducted	at least 2 capdev activities annually		Regular allocation on Peace and Order Activities	RPOC Report	RPOC secretariat
	No. of POCs awarded/given incentives			Existence of a Capacity Development Plan	RPOC Report	RPOC secretariat
Output 3.1						
POC members and secretariat are capacitated on peace building and transformation	% of POC members and secretariat provided with training on peace building and transformation	at least 75%		There is budget allocation for capacity development trainings	RPOC Report	RPOC secretariat
Output 3.2						
Knowledge management mechanisms are set-up within the RPOC	No. of knowledge products created	at least 2 annually		Readiness/Capacity of the RPOC and Secretariat	RPOC Report	RPOC secretariat
	% of partners utilized the knowledge products	at least 50%			LGRRC/RPOC Report	LGRRC - DILG
	No. of knowledge sharing and learning sessions initiated				LGRRC/RPOC Report	LGRRC - DILG
	No. of knowledge products created by RPOC stored in the DILG-LGRC				LGRRC/RPOC Report	LGRRC - DILG

Results	Performance Indicators	Target	Baseline (2014)	Assumptions/ Risk	Means of Verification	OPR
Output 3.2						
Incentives to performing Local Peace and Order Councils are instituted	# of Incentives System adopted by the RPOC	1 system	0	There are existing peace sensible initiatives that are worth recognizing	RPOC Report	RPOC /PPOC Secretariat
	No. Of PPOCs with allocated for the LPOC Recognition of Best Practices	5 Provinces	1 (Agusan del Norte)			
	No. of Search/Awards Committee organized/ created	78 POCs	12 POCs			

