

Peace and Development Interventions for Conflicted Affected Communities in the Province of Lanao Del Norte*

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Abstract: The study investigated the extent of agreement among former combatants of Moro National Liberation Front (MNLF) and their communities on the peace and development interventions (PDI) introduced in transforming their communities into a Peace Development Communities (PDC) in the Province of Lanao del Norte. PDC is a peacebuilding strategy in cementing the foundation of lasting peace and development in Southern Philippines. It further investigated the factors that contributed to the promotion, stagnation and retrogression of PDCs. The study is an evaluative descriptive research method. It used triangulation methods in the data collection to have in depth-investigation and analysis of the study. Purposive sampling is use in the identification of the respondents that included all the MNLF peace and development advocates (PDAs), Punong Barangay, active service provider, and sector representatives in the established PDC. The findings of the study revealed that *Strongly Agreed* on the development interventions introduced under the Confidence and Sustainability Building Phases. With respect to the Capacity and Institutional Building Phase interventions, respondents only *Agreed* on the interventions introduced. The findings further showed on the one hand that the top three items that contributed in the promotion of PDCs were 1) unity and strong relationship of Muslims and Christians, 2) establishment of POs and 3) presence of development projects. On the other hand, the top five in ranked order that contributed in the stagnation and retrogression of PDCs were 1) armed conflict, 2) passive and fatalistic behaviour of people, 3) family feud, 4) corruption and 5) ineffective leadership.

Key words: peace and development community (PDC); peace and development intervention (PDI); Moro National Liberation Front-Peace and Development Advocates (MNLF-PDA)

JEL codes: H75

1. Introduction

Peace and development interventions have been seriously desired to address the unceasing tribulations suffered by the marginalized and war-affected communities in Mindanao specifically in Lanao del Norte. So much effort has been spent by peace advocates in the search for genuine peace which for several decades remained elusive. But the search for genuine and lasting peace was a continuous struggle shared among residents, institutions, and various government and non-government agencies realizable only through the introduction of

* This research work is a graduate thesis of Aisah Minukon for Master of Public Administration at Bukidnon State University, Malaybalay City, 2011.

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peace and development interventions. Lanao del Norte was affected not only armed struggle and insurgency but also by unemployment, poor agricultural harvests, and inaccessible basic services. This somehow caught the attention of development agencies where initial interventions were then introduced.

As championed for peace and development, United Nations system initiated its assistance to the Moro National Liberation Front (MNLF) in April 1997 through the Southern Philippines Council for Peace and Development (SPCPD) after 1996 peace agreement. Since then, many other donors have come forward to provide additional support through the Government of the Philippines-United Nations Multi Donor Programme (GPH-UNMDP). It is a multilateral programme intervention from various agencies of United Nations and vast contributions from other international agencies and developed countries.

The development model intervention of the third Phase of GPH-UNMDP is the Peace and Development Community (PDC). PDC is a peacebuilding strategy in cementing the foundation of lasting peace and development in Southern Philippines. The PDCs are marginalized and conflict-affected MNLF communities actively engaged in transformation process with the help of development partners.

However, in 2000 and 2008, war between MILF¹ and military exploded in the municipalities of Lanao del Norte that affects the entire region. Many families were displaced, left their abode and abandoned their livelihoods. The DSWD report of 2008 says that in one incident, 30,808 people in 108 barangays were affected by conflict in Lanao del Norte. In another report, majority of the displaced, about 62,000 were from the province of Maguindanao. Further, about 3,800 families were reported displaced in Cotabato and Sultan Kudarat provinces while Lanao del Norte's share of displaced families was 260 (NDCC IDP Taskforce, 2009). The conflict blocked the development interventions in the establishment of PDC.

Documenting the gains of peace initiatives was imperative along with aggression. Francisco (2001) wrote a remarkable story of Mr. Baharin in Davao del Sur, a former MNLF combatant now peace and development advocate (PDA). The MNLF-PDA is waging a different kind of war, a war against poverty through development initiatives. Mr. Baharin and other members of his community established the Aplaya Hagonoy Muslim-Christian-Highlander Multipurpose Cooperative and operated it with external assistance agencies and institutions towards building a model MNLF peace and development community in the area.

In an address to PDAs that included representatives from Lanao del Norte, Fr. Eliseo Mercado (1999) described the road to peace is more difficult than the road to war. For him, when the dust of war has settled down, the smoke of armed conflict cleared up in Lanao del Norte. The PDAs moved on and underwent rigorous training towards a paradigm shift from guerrilla warfare into dialogue, peaceful, and developmental facilitation.

Hence, an objective look on the extent of agreement among members of the PDCs and PDAs on the peace and development interventions in the province of Lanao del Norte was the objective of this study. It also investigated the factors that contributed to the promotion, stagnation and retrogression of PDCs.

This paper has presented generally into five parts that started with the introduction, followed the methodology used in this study; the conceptual framework; the findings and analysis and last part is the concluding statements.

2. Methodology

The study is an evaluative descriptive research. Both quantitative and qualitative on data collection and

¹ MILF is a faction on MNLF revolutionary group in Mindanao.

analyses are applied in the study. It used purposive sampling in the identification of the respondents and key informants for the survey questionnaire and for the interview, a total of 100 key respondents and informants were involved. The respondents and informants consisted of all the Barangay Chairmen in the PDC, MNLF PDAs, and the head of service providers and organizational sector representatives in the PDC community.

A structured questionnaire and interview schedule were prepared, adopted, and modified from the assessment tool of GPh-UNMDP on the PDC. In addition, a validity test was made on the questionnaire by administering the same to four experts on the topic coming from the academe and NGO who gave suggestions to improve the questionnaire and the same were incorporated in the revised questionnaire.

For the data collection, the researcher sought the help and support of two research assistants in the administration of the questionnaire and the conduct of key informant interviews. Prior to the actual conduct of gathering data, the researcher contacted all the key respondents through the PDA league president, after which the questionnaire was personally distributed. The retrieval made after the interview. The researches collected photos and copies of project reports from the PDAs as evidence and enrich the study.

The analysis of Problem 1 on the extent of agreement on the peace and development interventions used simple computation of standard deviation (SD) and mean (X) (. The scoring and qualitative descriptions (QD) of the extent of agreement are 5 *Strongly Agree (SA)*, 4 *Agree (A)*, 3 *Neutral (N)*, 2 *Disagree (D)*, and *Strongly Disagree (SD)*. No statistical tool in the analysis of the data gathered for Problem 2 because it involved simple tallying and ranking of the different responses.

The location of study held at the province of Lanao del Norte. It is a small growing province in terms of its population. Province of Lanao del Norte has a total land area of 309,200 hectares or 3,092 sq. meters. Cebuano is the most widely used dialect in the area. This province is comprised of 21 Municipalities. Municipality of Tubod is the seat of the provincial government. In Figure 1 below showing the map of the province of Lanao del Norte and location of PDCs. Reaching the PDCs entailed traversing both coastal and far-flung barangays usually by renting a single motor.



Figure 1 Map of the Province of Lanao del Norte and the Location of PDCs — Arrow Pointed to Numbers Colored Blue

3. Conceptual Framework

This study is anchored on the third phase of the Government of the Philippines-United Nations Multi Donor Development Programme (GPH-UNMDP) from 2001-2005 that laid down the birth of peace and development communities. The Program builds upon the achievement of Phase I and II of the multilateral peace and development named the SPCPD-NEDA-UN Multi Donor Programme² and expanded phase program from 1997 to 2000. Moreover, the fourth of development program called Action for Conflict Transformation (ACT) for Peace from 2006 to 2013 is the last and final phase of the peace and development program in Southern Philippines. Every program has its own development phase and stages of interventions. The level up program signifies the continuing commitment of the Government and the UN in peace building and development efforts in Southern Philippines that is still consistent with the 1996 Peace Agreement.

The Peace Development Community was conceptualized as a strategy for realizing the vision of genuine peace and development in conflict-affected communities in Lanao del Norte. The criteria in selecting PDC were as follows: A PDC may consist of a cluster of adjacent barangays, or a barangay and adjacent sitios where a large majority of combatants and their families reside. The target community must be reasonably accessible and through its leadership must show willingness and initiative to transform itself into PDC through active mobilization and voluntary contribution of time and resources. Further, the community has access to productive resources, which represent the state's dominant bio-ecological zone. The MNLF as main partners of peacebuilding programme who are committed to support their development as fully functional PDCs selected the PDCs.

The conceptual framework of the study is shown in Figure 2 below is describing the relationship of the key variables of the study focusing of development phases and interventions in the establishment of PDC.

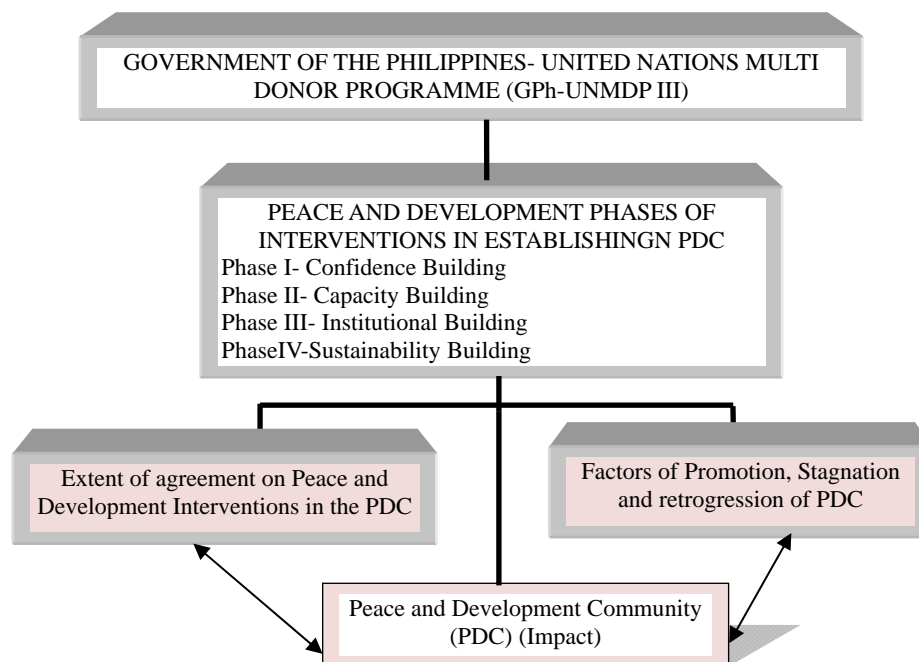


Figure 2 Schematic Diagram of the Study's Conceptual Framework

² The Phase I and II of the multilateral peace building interventions is composed of the tripartite representation, the Southern Philippines for Peace and Development representing MNLF, National Economic Development Authority (NEDA) from the government supervision and United Nations Multi Donor Programme representing UN agencies UNDP, FAO, ILO and among others.

Phase I is the Confidence Building Phase (CBP1). It is the entry phase of the programme, a 5-month period of implementation. This is the period when community development facilitators/organizers (from the programme assistance) enters the MNLF community to make the initial contact and provides relief and emergency assistance. It is also the time the community first experiences mobilization to deliberate their common concerns, issues or felt needs. The development facilitators came to analyze, among others, the development of livelihood opportunities. This phase helped the community in identifying its resources, collective strengths and weaknesses. This is also the phase where the community was given ample time and opportunity to identify qualified community development managers and potential peace and development advocates (PDA).

Phase II. Capacity Building Phase (CBP2) is the second phase. This is the planning and implementation phase where peace and development advocates and development managers and members underwent series of capability activities to enhance the capabilities of the organization to undertake collective action and responses to the challenges faced by the community. The Adhoc structure moved toward the formation of a permanent community organization like a coop or association. Leaders and member “learn by doing”. These interventions lasted from six to twelve months.

Phase III is the Institutional Building Phase (IBP3) or the strengthening and consolidation phase. This is the period where the community assessed and learned from its experiences and consolidated their learning. It is on this phase where they realized their own power in controlling and redirecting their lives, and in enhancing their indigenous knowledge and values and moved forward towards ensuring that organization developed the means and capabilities to sustain its organization and operations.

Phase IV. The Sustainability Building Phase (SBP4) is the last development phase. The so-called the Phase-out stage. This is now the phase where the organization can now advance its cause with minimal organizing and technical assistance from an external development facilitator. The sustenance and expansion of the organizing and development process must be by this time taken over by the organization. It is also the phase that organizations was already capably of extending support to neighbouring PDCs in the area. By the end of this Phase, the organization itself defined the role of external development facilitator.

4. Findings and Analysis

4.1 Extent of Agreement on the Peace and Development Interventions

As mentioned earlier in the framework, there were four development phases introduced in establishing of PDCs. Each development phase corresponded with various projects/activities were introduced and identified as interventions. In an interview with Hon. Abdulazis Batingolo a.k.a Commander Dante, a former MNLF chairperson and elected Municipal Mayor said that, “*we are committed to show our sincerity on the implementation of the 1996 peace agreement with the Government by establishing peaceful and developed community with the help of government and the other funding institutions (key informant, 2010).*”

The extent of agreement of the peace and development interventions (PDIs) under the development phases of PDC rated follows:

4.1.1 Phase 1: Confidence Building Phase

The study revealed that the interventions under this phase were highly recognized rated as strongly agreed on the PDIs introduced. A farmer informant said, “*There is an improvement in our access to farming facilities and other economic services, we hope a more positive change*” and a health worker informant supported this statement,

“we are united and more projects is coming for the development of our community”. The satisfactions on the development interventions introduced in the community were the reasons why all the interventions were highly perceived. This indicates also that the community would have an access to the next phase of PDC development interventions. This also implies that the confidence build for peace opens its opportunity for a more improved way of life in the community. Table 1 reveals that the average mean of all the peace and development interventions under confidence building phase is 4.30 with qualitatively description as *strongly agree*.

Table 1 Peace and Development Interventions under Confidence Building Phase (CBP1)

<i>Phase 1- CBPI Peace and Development Interventions</i>	<i>Mean</i>	<i>SD</i>	<i>QD</i>
1. The community identified potential peace and development advocates.	4.42	0.63	SA
2. The PDA ³ underwent KSA enhancement.	4.42	0.5	SA
3. The community underwent KSA enhancement.	4.30	0.54	SA
4. Peoples’ Organizational (POs) were initially established and organized in the community.	4.28	0.6	SA
5. The community identified needs, problems, and consensus on priority needs.	4.26	0.6	SA
6. The community conducted participatory profiling and barangay planning.	4.17	0.7	SA
7. The MNLF communities were identified and declared as PDC.	4.36	0.62	SA
8. The PDC programs are recognized and supported by LGU.	4.31	0.6	SA
9. The PDC conducted peace information, education campaign vis-à-vis the peace agreement/process.	4.35	0.7	SA
10. The community participated in peace dialogues and forums.	4.20	0.8	SA
Average	4.30	0.42	SA

The interventions under this phase pave the way in building trust and gain confidence with the MNLF, the community and the funding institution to a more tangible outcome of peace. It may be true that development must be woven around people; not people around development (Human Development Report, 1993). In working with the PDA and the community, it is important to create a friendly affirming climate in the community so that even the shyest persons will gain sufficient self-confidence to contribute his/her experience and insights to the common search for solutions to the enormous problems that the community are facing (Hope & Timmel, 1986, p. 4).

The highest mean of 4.42 with qualitative description of strongly agree went to intervention 1 and 2. This means that the interventions on the *identification of PDAs and the knowledge, skills and attitude enhancement underwent by the PDAs* may indicate strong commitment and dedication of PDAs in establishing PDC. One of the PDAs informant said “we are somewhat empowered. We develop self-confidence and mainstream in the larger community, before we are just a participant in training, now, we are facilitating and re-echo the training attended in our community”. This is the reasons why these interventions were rated strongly agree. One of the strategies in sustaining the peacebuilding interventions is the support efforts of the MNLF combatants and transforms their military structures into self-reliant organization (SPCPD-NEDA-UNMDP, 2000). As to the MNLF PDA as respondents, 57% of them were actively assisted in the facilitation and organization of the PDCs while 43% were engaged in actual peace organizing, mediation, negotiation, project coordination and management.

The overwhelming response implied success with an indicator of unity and transparency among the PDAs. It indicates that PDA has a great role not only in the founding but also in sustaining PDCs. One of the PDAs wished for a *continued support for a strong PDC*. In contrary from another respondent had said that, “the projects are

³ PDAs are former MNLF members. They are identified based on the interest and commitment in the establishment of PDC. They underwent series of enhancement training and support as part of peacebuilding strategy program.

solely for the MNLF members and their families. There are PDAs that are inactive". This implies that some PDAs are not yet empowered and convinced on the development interventions or some were still in a "wait and see" feeling of support. This also indicates that PDAs may help in the promotion and stagnation of PDC.

The lowest average mean of 4.17 but still qualitatively described as *strongly agree* is *the community profiling and barangay planning*. For a reason maybe, that PDC profile is now available and accessible in the barangay and the needs of the community integrated in the Barangay Development Plan (BDP) for action. Once integrated in BDP, a possible action and implementation is expected. Community profiling and barangay planning are important. They serve as a blue print of what the community is all about and what directions the community would take. The community profile describes the community issues, problems and potentials and the same are integrated to barangay development plan. With the profile and plans, a funding can easily supports the needs of the community. Planning is a mandate from Local Government Code (RA 7160). Integrated Development Planning is an approach to planning that involves the entire municipality and its citizens in finding the best solutions to achieve long-term development goals. This mean that the basis for project intervention is easy to determine and that demand driven and right based interventions are important.

The middle mean of 4.26 is on *community-identified needs, problems and consensus on priority needs*. One of the steps in profiling and BDP is participation where everybody is required to participate in the identification and solution of the problems. The consensus building during the development planning in the PDC did help in identifying the best solution to the problems in the development of the community. Furthermore, the ACT for peace programme emphasized the principle on participation, which involves deliberate efforts, and meaningful participation of all stakeholders to identify right based interventions while demand driven principle helps the service provider identify, design, respond to and serve the expressed needs of the community.

4.1.2 Phase II- Capacity Building Phase

Table 2 reveals that the overall mean of 3.52 with qualitative description agree. The overall mean entails that despite of agree response on some development interventions, the roots of the problems in the community has not yet targeted with right interventions. This is the reason why a satisfactory rate or *agree* to almost all of the interventions. This may be due to the difficulty and not given priority on barangay development programs. As expressed by one of the PDAs that, "*Barangay development programs were not given priority and still many community residents have difficulty in the access of potable drinking water*".

In addition, a qualitative description strongly disagree, disagree and neutral response on some interventions under this phase specifically on accrediting agencies. However, the agree interventions under this phase helped and capacitated the PDA in managing community projects,. They started building partnership with service providers (local and international funding agency) and implemented tangible projects.

The highest average mean of 4.63 with qualitative description *strongly agree* went to *the accessibility on health and sanitation*. This shows that health projects in the community was visible, accessible and felt by the people in the community. The UN agency that provided this intervention is the UNFPA and UNICEF. This implies that establishment of health center, provision of health facilities and seminar on health and sanitation are highly imperatives in the community. All the PDAs also attended health and sanitation related seminars.

Table 2 Peace and Development Interventions under Capability Building Phase (CBP2)

<i>Phase II- CBP2 Peace and Development Interventions</i>	<i>Mean</i>	<i>SD</i>	<i>Q.D</i>
1. The PDC has formal and functional people's organization	4.39	0.5	SA
2. The established people's organization has functional officers	4.33	0.6	SA
3. The established PO is registered and affiliated with a. Securities and Exchange Commission	2.36	2.1	D
b. Cooperative Development Authority (CDA)	2.51	2.2	D
c. Department of Labor and Employment (DOLE)	1.26	1.9	SD
4. The community was involved in project planning and implementation.	4.32	0.6	SA
5. The community was involved in project proposal development.	4.24	0.7	SA
6. The sectoral plans were integrated to barangay development plans	3.72	0.8	A
7. The community initially organized peace and development task force.	4.17	0.7	SA
8. All sectors were consulted and participated in the projects implemented in the community.	4.17	0.8	SA
9. All sectors in the PDC were actively involved in community development program.	4.16	0.8	SA
10. The PDC established linkages with service providers.	4.23	0.8	A
11. The PDAs attended series of Culture of Peace training.	4.29	0.9	SA
12. The PDC has availed projects basic services like a. Health and sanitation	4.63.	1.23	SA
b. Water services	4.46	1.5	SA
c. Agricultural programs	3.11	1.5	N
d. Education facilities	3.36	1.3	A
e. livelihood programs	3.13	1.8	A
13. The community through the PDA actively participates and conducts Culture of Peace related activities.	4.24	0.9	SA
<i>Average</i>	<i>3.52</i>	<i>0.45</i>	<i>A</i>

The lowest average mean of 1.26 with qualitative description of *strongly disagree* has something to do with registration of PO to the Department of Labor and Employment (DOLE). This entails that DOLE may not be accessible or the respondents were not familiar with the agency. This further implies that registration of their organization with DOLE was not among the priorities of respondents.

This is similar with the middle mean of 2.36 qualitatively described as *disagree* which went to *security and exchange commission* (SEC) and closely followed by *cooperative development agency* (CDA) with rating *disagree* also, although majority of the established POs were registered in the said office. According to Ms. Josephine Penduma (Provincial Cooperative Officer, Lanao del Sur) during the inception stage of development interventions, they were mandated to register all MNLF POs into cooperative to avail of the development programs. As such, all the established organizations were encouraged to register so that they could obtain legal personality to access to development funds. However, there is difficulty on acquiring legal personality. This implies that all the accrediting agencies were not accessible to people. There was therefore a need for strengthening the information dissemination and education of the agencies services.

4.1.3 Phase III: Institutional Building Phase

Table 3 below shows an average mean of 3.82 with qualitative description *agree*. This indicates that the community would access to the next level of intervention. The response can be described as satisfactory due to the clamour of one of the PDC respondents, said “*the barangay though it was able to access various projects, yet, he cannot consider it a PDC due to the rido, political greed and pressure of military even if the conflict only occurred in the nearby town.* They suggested a continuous dialogue between the PDAs and the military”. Another

respondent expressed that “development projects is nothing without trust. Projects cannot be sustained without this” (PDA, key informant).

Table 3 Peace and Development Interventions under Phase III (IBP)

<i>Phase III- IBP Peace & Development Interventions</i>	<i>Mean</i>	<i>SD</i>	<i>QD</i>
1. The established POs underwent organizational planning and formulated its VMG statement	4.19	0.8	SA
2. The established POs were trained to manage projects.	4.12	0.9	SA
3. The established PO increases savings and capital from the availed projects.	3.84	0.92	A
4. The PO is affiliated to civil society formation outside the PDC.	4.04	0.8	A
5. The POs within the PDC made to represent in the barangay development council and other existing barangay structures.	4.03	0.8	A
6. The community integrated development program is formulated.	3.84	1.1	A
7. The basic services projects were established in the PDC, such as:			
a. health and sanitation services	3.61	1.2	A
b. Water system is installed	3.52	1.3	A
c. agriculture programs are established	3.22	1.5	A
d. education is accessible to women and children	3.43	1.4	A
e. available livelihood programs	2.61	1.8	N
8. The livelihood opportunity expanded nearby PDC.	4.08	0.6	A
9. Institutionalization of the peace and development task force (PDTF) in PDC.	4.13	0.6	SA
10. The PDC has the ability to provide counterpart contribution to community development projects.	4.14	0.7	SA
11. The peace advocacy plan in the PDC was established like peace dialogues, info. caravan	4.12	0.8	SA
12. The PDC initiated self-help projects and increases its community income.	4.13	0.76	SA
<i>Average</i>	<i>3.82</i>	<i>0.46</i>	<i>A</i>

The overall response *agrees* under this phase may indicates that the introduced interventions was not only the basis of success of a development programme. Development according to Garcia (1985) is not mere increase in per capita but changes in socio-cultural structure of a given society, and development interventions must anchor within the framework of sustainable development, so it last and continuing. In addition, Baldemor (2003) classified development projects interventions into three, first, the stand-alone projects or single shot projects, second, integrated area development projects or shotgun projects and third, strategic projects or warhead projects.

The highest mean of 4.19 with qualitative description *strongly agree* went to the *established PO that underwent organizational of the permanent development structure*. This entails that respondents have internalized the organizations’ VMG statements. Planning and VMG means that organization has taken an important step towards creating a shared and coherent idea of what the organization would like to do, how and where to go. A *vision* is a guiding image of success formed in terms of a contribution to society. *Mission* is the overall purpose of the organization and the *goals* simplified the vision and mission in how to accomplish in a right time in right logistics and in a right place.

The lowest mean of 2.61 with qualitative description *neutral* went to item 7.e., *the availability of livelihood programs*. This indicates that there still is a need on livelihood support in the community.

In relation thereto, the researcher asked the respondents on how they perceived the project implemented in the PDC. It reveals that great majority recognized on the agricultural programs spearheaded by the UN-FAO; one-third of the respondents recognized access to water services from UNICEF and vocational training from ILO;

and only one fourth of the respondents perceived access to health and sanitation from UNFPA. In contrast, table IV above reveals that the intervention on basic services was rated *agree* by all except on livelihood programs, which got the lowest mean of 2.61 and qualitatively described as *neutral*. This implies that except for livelihood, demand driven projects were highly recognized by respondents as interventions. On the other hand, the 50% of the respondents recognized livelihood projects as dole-outs while the other 50% considered the project as interventions. This implies further that livelihood interventions lacked the characteristic of being a dole-out. It could also be true that livelihood projects were not really the kind of project that community needed and sustained. A woman respondent positively recognized the interventions she said that, “*we already have health center with facilities and livelihood project in our community*”. A PDA also give more tangible projects, *\we have a bakery, planted fruit bearing trees and seedlings and agriculture study tour...our living conditions improved*”. This implies that whatever intervention provided in the community would definitely help the community.

4.1.4 Phase IV: Sustainability Building Phase

Table 4 shows that average mean for all interventions under the sustainability building phase is 4.28 which is qualitatively described as *strongly agree*. This rating indicates that a nearly well developed and improved community recognized the importance of POs, proactive role of LGUs, transformed and empowered PDAs and POs, established social services in the community and concept of helping other communities grow. This further means that a sustained community is one that all its areas are working and operating for the good of the whole organization.

The highest mean of 4.5 with strongly agree rating went to item 8 in the table. It is the Local government units (LGU) adopted the experience and gain of peace efforts and passed resolution adopting peace advocacy plan of PDC. The LGU refers to the governance at the community level from barangay up to provincial level. The barangay is the smallest political unit. It serves as the primary planning and implementation unit of government policies, plans, programs, projects, and activities in the community and as forum wherein the collective views of the people may heard, express, crystallize and consider, and where disputes maybe amicably settled (Tabunda & Galang (1991). It implies that LGU has a great role in the strengthening, institutionalization and sustaining peace and development efforts of local communities, especially the PDCs in this context.

Table 4 Peace and Development Interventions under Sustainability Building Phase (SBP)

<i>Phase IV SBP Peace & Development Interventions</i>	<i>Mean</i>	<i>SD</i>	<i>QD</i>
1. The vision, mission and goal statements of the POs were pronouncedly undertaken and recognized in the PDC.	4.31	0.6	SA
2. The PDC through the PDA assisted other communities and advocate own experience for replication.	4.30	0.5	SA
3. The PDC success stories are documented, published and circulated.	4.11	0.8	A
4. The PDAs were actively involved and are engaged in local governance.	4.35	0.7	SA
5. The number of PDA and groups in PD programs are increasing.	4.42	0.6	SA
6. The PDAs engaged and employed in volunteer work.	4.18	0.6	SA
7. The PDC established strong linkage and access to other stakeholders.	4.33	0.5	SA
8. The local government units adopted the experience and gains of peace efforts and passed resolution adopting peace advocacy plan of PDC.	4.50	0.5	SA
<i>Average</i>	<i>4.28</i>	<i>0.42</i>	<i>SA</i>

The lowest mean of 4.11 went to the item on the *publication, documentation and circulation of PDC success stories*. The rating of *agree* suggests that all the development gains that communities that achieved were

disseminated and shared with others. The publication of the same not only served as benchmarks for other communities but also for replication and institutionalization of best practices in peace and development. It indicates that the best and effective strategy in the promotion of these interventions is the public awareness and wide dissemination of the programs to show the real situation of the community and to show further that peace and development is always possible.

4.2 Summary on the Extent of Agreement on the Peace and Development Interventions

Table 5 is the summary of the extent of agreement among respondents on the different stages of peace and development interventions in the PDCs. It can be gleaned from the table that confidence building and sustainability building both were rated by respondents as *strongly agree* while an agree rating went to capacity building and institutional building phases.

Table 5 Summary on the Extent of Peace And Development Interventions of Building PDC

<i>PDC Development Phases</i>	<i>Mean</i>	<i>SD</i>	<i>QD</i>
1. Confidence Building Phase	4.30	0.42	Strongly agree
2. Capability Building Phase	3.52	0.45	Agree
3. Institutional Building Phase	3.82	0.46	Agree
4. Sustainability Building Phase	4.28	0.42	Strongly agree
<i>Average</i>	<i>3.98</i>	<i>0.42</i>	<i>Agree</i>

Apparently, from the interview conducted, 94% of the respondents considered their community as PDC due to unity, cooperation, established peace and order council and accessible projects while only meager six percent (6%) did not agree or contradicted naming their barangay PDC due to volatile situation of the communities. In 2000, when former President Estrada declared all-out war against MILF, majority of the MNLF also suspected. All PDCs in the interior barangay were affected due to the close semblance of MILF and MNLF. Insurgency and militarization spilled over the whole province. The MNLF laid down their arms in the 1996 peace agreement, while the MILF continues its own struggle for autonomy. The spillover of armed conflict affects the PDC development interventions. This may be explained that peace and development interventions needed to be flexible and should consider its socio, economic and political milieu. The principle of flexibility should apply to program implementation that should take off from concrete and current conditions.

The agree rating particularly on capacity building and institutional building phases indicates satisfactory agreement. This entails that there were interventions that needed further improvements and this specially pointed to livelihood and other basic service interventions.

4.3 Factors that Contributed to the Promotion, Stagnation and Retrogression of the PDCs

4.3.1 Factors Contributed in the Promotion of PDCs

The Table 6 shows that *unity and strong relationship of Muslim and Christian* was first ranked. It means that harmony in diversity and intercultural understanding is feasible and visible in the PDCs. One of the PDAs shared that “*a sports festival among the youth Muslims and Christians should regularly be conducted to help build good relationship among them and a council of elders should also organized to settle conflict between the two groups*”. The good relationship of Muslim and Christian is really an ingredient in the promotion and establishment of PDCs. The community will easily climb to the highest development interventions if two parties in opposite views will work together. This relationship is a concrete example of co-existence where compassion where respect, reconciliation and solidarity are regularly observed.

The study of Mendoza (2009) strengthens the above results. It revealed that peaceful community involves harmonious relationship among neighbors. It may indicate that intercultural and interfaith intervention like interfaith dialogue will be adopted to sustain these gains. A PDA said, we have a “peaceful barangay, cooperative constituents and we have an active organization”. This indicates that a peaceful barangay involves cooperation of people and support of POs. It further implies the harmonious relationship of people in the PDC.

Table 6 Factors on the Promotion of PDCs

<i>Promotion of PDCs</i>	<i>Frequency</i>	<i>Rank</i>
a. Unity and strong relationship of Muslims & Christians	74	1
b. Establishment of People’s Organizations	38	2
c. Presence of development projects like a) availability of basic services b) infrastructure facilities c) livelihood emphasis on agriculture	37	3
d. Good leadership	31	4
e. Strong partnership and access support from LGUs and NGOs	21	5
f. Peace and order in the barangay	8	6
g. Adherence of good values and deeds	8	6
h. Proper planning, implementation and evaluation of the projects implemented	4	7
i. Increase number of MNLF as PDA	2	8

The lowest rank factor is the *increase number of MNLF as PDAs*. The PDAs came simultaneous with the selection of PDCs to be an agent of peace. The PDAs were trained and capacitated through the HRD on Leadership and Governance of the GPH-UNMDP. It is expected, therefore, that PDA would actively involve in the peace and development advocacy. However the PDAs also need to be guided and assisted as they were the former combatants although they have been trained in the framework of development paradigm, from arms to farms, and from conflict to peace. This implies that PDAs need a continuous guidance and support. A coop member expresses that, “the active participation of PDAs campaign on peace and development and the strong partnership of organization and LGU did help in the promotion of PDCs”. This implies that all who can affect and can be affected of development is integral in implementing peace and development change. Also a PDA said, “we experienced a fair, equal, and inclusive development approach”. This indicates that equal distribution and inclusive development approach is imperatives in the promotion of PDCs. Other remarks ran this way, “there is agricultural development for people, we are united in combatting illegal activities, we are law abiding citizens and committed for peace and development”. This perceived development impact to the good relationship of people in the community may lead to attracting investors to locater their business in the community.

4.3.2 Factors Contributed in the Stagnation of PDCs

Table 7 reveals that the attitude of *passivity and fatalistic behavior of people like hopelessness* ranked first in the stagnation of PDCs. This passivity is observed in the no cooperation and lack of belief in God (Allah). These are the reasons why a certain community like PDC could stagnate. The 41 respondents who gave this information would indicate that about 50% entertain this passivity or have this fatalistic behavior or even feel the apathy and hopelessness. This attitude can dis-empower community and therefore can lead to unproductively and poverty. This indicates a culture of poverty affects the community. It implies that peace and development interventions must given consideration to address hopelessness, and a strategy of patience, compassion and understanding must be employed. Both the confidence building and capacity building interventions are helpful in this type of people.

The lowest rank factor that stagnated the PDC is the *exclusiveness or the projects focused to only one group*

the MNLF and/or the established POs. There was an exclusiveness of the beneficiaries during the inception peace and development programme and the same embedded in peace agreement of developing MNLF communities. However, inclusiveness of the programme was also adopted. The MDP3 focuses not only to MNLF families but on their communities, either MNLF or non-MNLF. An inclusive process means that people who have a stake in the work of your organization participate in the planning process in an appropriate way. This does not mean that every client, funder, volunteer and staff member must come to a joint consensus about what to do. It does mean that these interested individuals have a chance to be heard by the decision makers. This implies that a need for shift of development interventions from being exclusive to inclusiveness of beneficiaries is required not all for the PDC development but inclusive of the poor sectors in the community.

Table 7 Factors on the Stagnation of PDCs

<i>Stagnation of PDCs</i>	<i>Frequency</i>	<i>Rank</i>
Passive and fatalistic behavior towards change, e.g., loss of hope, no cooperation, lack of belief in Allah	41	1
Family feud	39	2
Corruption	29	3
Ineffective and no competency of leaders and PDAs	16	4
Political/personal interest	9	5
No support from agencies	7	6
Environmental problems	5	7
Inadequate projects and funds	2	8
Involvement in illegal activities	1	9
Developments projects are focused on certain groups only- MNLF and their community	1	10

4.3.3 Factors that Contributed in the Retrogression of PDCs

The factors that retrogresses that PDC as shown in Table 8 first ranked is *armed conflict*. In 2008 insurgency in Lanao del Norte, the PDC in the coastal become a safe haven of the displaced families while the PDCs in the interior barangay became a ghost barangay due to the forced flight of residents to safer placer because of the armed conflict between the military and the MILF. In the case of Barangay Pendulunan and the communities in the Municipality of Tangkal, were forced to evacuate in the height of insurgency in Kolambugan, Lanao del Norte due to the military occupation. All the residents were suspected as MILF. There was a blocking of food entering the place and very limited resources were allowed to be purchased from the market.

Table 8 Factors on the Retrogression of PDCs

<i>Retrogression of PDCs</i>	<i>Frequency</i>	<i>Rank</i>
Armed conflict	49	1
Family feud	26	2
Corruption	26	3
Non-participation and non-cooperation of people	14	4
Inactive leaders	11	5
Service delivery or dole-out projects	2	6

Attention from media and contacts outside the municipality was sought and mobilized to respond the difficulties. Luckily, it does not take long. A farmer PDA expressed his awful experienced during the insurgency in

2000 and 2008 where they are forcedly to leave their community. This implies a drastic downfall of the community. Hence, displacement families and trauma affect the people in the community. This may imply of the volatile situation in some PDCs despite of the peace and development efforts. This indicates that the gains of peace need to be nurtured and the gained development changes spread throughout.

The second ranked factor is *family feud* and *corruption*. A feud can be nurtured through activities of vendetta. It may be long-running argument or fight between parties — often, through association fallacy, groups of people, especially families or clans. Feuds begin because one party (correctly or incorrectly) perceives itself to have been attacked, insulted or wronged by another. Intense feelings of resentment trigger the initial retribution, which causes the other party to feel equally aggrieved and vengeful. Apparently, corruption, armed conflict and political violence can be related to family feud. This may imply that culture of violence is rooted in social, economic and political strata of society.

5. Conclusion

Theoretically, the peace and development interventions introduced dramatically change the social development landscape in the community. However, the findings may indicate vulnerability and threat of discontinuity of the establishment of PDC.

The peace and development interventions introduced to the identified PDCs were successful; programs that brought about peace and development of the GPH-UNMDP. It is necessary to consider the factors that promotes in sustaining peace and developments gained by the community. While, there are factors that need careful attention, if not given attention it may be the cause of the total downfall of the communities or the obliteration of the hard-earned development gains.

The researcher concludes the key factors in sustaining the gains of peace and development interventions are the partnership development between and among stakeholders of development and the responsiveness on the socio-cultural and political concerns.

For future research, conducting similar study in wider scope are important to validate the gains and bring awareness of a resilient peacebuilding intervention. It will be likely to consider the impacts as to replicate, institutionalize and mitigate or avoid for future lasting and sustainable peace and development interventions.

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