

**Conflict Transformation in Areas Affected by Armed Conflict in BARMM Through Area-based Community Driven Development**

 **Final programme[[1]](#footnote-2) NARRATIVE report**

**REPORTING PERIOD: *1 January 2022* - *31 December 2023***

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| --- | --- | --- |
| Programme Title & Project Number |  | Country, Priority Area(s) / Strategic Results[[2]](#footnote-3) |
| * Programme Title: *Conflict Transformation in Areas Affected by Armed Conflict in BARMM Through Area-based Community Driven Development*
* Programme Number *(if applicable)*
* MPTF Office Project Reference Number:[[3]](#footnote-4) *00132796*
 | *Country/Region: Philippines, Asia-Pacific Region* |
| *Priority area/ strategic results* * Outcome 1: Enhanced local planning capacities leveraging the humanitarian-development-peace nexus;
* Outcome 2: Increased resilience capacities of conflict-affected communities to livelihood insecurity and social tensions;
* Outcome 3: Strengthened local capacities for conflict transformation, transitional justice, and reconciliation.
 |
| Participating Organization(s) |  | Implementing Partners |
| * *Food and Agriculture Organization (FAO)*
* *International Organization for Migration (IOM)*
* *United Nations Development Programme (UNDP)*
* *World Food Programme (WFP)*
 | * *Bangsamoro Autonomous Region in Muslim Mindanao (BARMM)*
* *BARRM Transitional Authority (BTA)*
* *Office of the Presidential Adviser on Peace, Reconciliation, and Unity (OPAPRU)*
 |
| Programme/Project Cost (US$) |  | Programme Duration |
| Total approved budget as per project document: MPTF /JP Contribution[[4]](#footnote-5): USD 14.7 million (multi-partner, pooled financing) |  |  | Overall Duration*: Twenty-Four (24) Months*Start Date[[5]](#footnote-6)*: 01 January 2022* |  |
| Agency Contribution: USD 385,000 (UN co-financing) |  |  | Original End Date*[[6]](#footnote-7): 31 December 2023* |  |
| Government Contribution: NAOther Contributions (donors)*Australia / USD 1 million**Ireland / USD10,594* |  |  | Actual End date[[7]](#footnote-8)*: 31 December 2023*Have agency(ies) operationally closed the Programme in its(their) system?  | Yes No  |
| TOTAL: 15,085,000.00  |  |  | Expected Financial Closure date[[8]](#footnote-9):  |  |
| Programme Assessment/Review/Mid-Term Eval. |  | Report Submitted By |
| Evaluation Completed Yes No Date: *dd.mm.yyyy*Evaluation Report – Attached Yes No Date: *dd.mm.yyyy* | * Name: Dipayan Bhattacharyya
* Title: Country Director, a.i
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**NARRATIVE REPORT**

**REPORTING PERIOD: 1 january 2022– 31 DECEMBER 2023**

**List of Acronyms**

BARMM : Bangsamoro Autonomous Region in Muslim Mindanao

BDP 2 : Bangsamoro Development Plan 2

BHRC : Bangsamoro Human Rights Commission

BPDA : Bangsamoro Planning and Development Authority

BWC : Bangsamoro Women Commission

CADP : Convergence Area Development Plan

CBPP : Community Based Participatory Planning

CBOs : Community-Based Organizations

CDP : Comprehensive Development Plan

EWER : Early Warning Early Response

EOC : Emergency Operation Center

FAO : Food and Agriculture Organization

FFA : Food Assistance for Assets

IOM : International Organization for Migration

LCCAP : Local Climate Change Action Plan

LGU : Local Government Unit

MAFAR : Ministry of Agriculture, Fisheries, and Agrarian Reform

MIPA : Ministry of Indigenous Peoples’ Affairs

MILG : Ministry of Interior Local Government

MPOS : Ministry of Public Order and Safety

POPs : Peace and Order and Public Safety Plans

PUNOs : Participating UN Organizations

SGA : Special Geographic Area

SGADA : Special Geographic Area Development Authority

SPA : Special Presidential Authority

SPMS : Shariff Aguak, Pagatin (Datu Saudi Ampatuan), Mamasapano and Shariff Saydona

 Mustapha

TWG : Technical Working Group

UNDP : United Nations Development Programme

UNJP : UN Joint Programme

UNJP-CTP : UN Joint Programme on Conflict Transformation in BARMM

WFP : World Food Programme

# FINAL PROGRAMME REPORT

# EXECUTIVE SUMMARY

**Background.** The Bangsamoro Autonomous Region in Muslim Mindanao (BARMM) is in the critical stage of its transition period as the 2025 parliamentary elections approaches. The Region is beset with multiple setbacks due to the lingering impacts of the COVID-19 pandemic, slow implementation of the Normalization track of the peace process, natural hazards, and protracted conflicts which have resulted in the displacement of communities and instability of their socioeconomic conditions. In response to these challenges, the Food and Agriculture Organization (FAO), International Organization for Migration (IOM), United Nations Development Programme (UNDP), and World Food Programme (WFP) jointly implemented the United Nations Joint Programme – Conflict Transformation in Areas Affected by Armed Conflict in BARMM through Area-based Community Driven Development or the UNJP-CTP.

Given the complexity of the situation in the BARMM and the resource challenges, the PUNOs together with key BARMM ministries agreed to start the project with an 18 month validation phase with the goal of accelerating the access of conflict-affected communities to sustainable livelihoods, food security, and community security by providing socio-economic and peacebuilding investments. The validation phase will focus on i) laying down the foundation for the Joint Programme in coordination with the BARMM Regional Government, and ii) building evidence to validate the effectiveness of the programme.

The final program report covers the accomplishments during the 18-month validation phase.

**Relevance.** The review of the project documents demonstrates that the implementing UN agencies designed the UNJP-CTP to align with the needs reported in the Convergence Action Development Plan (CADP)\_ formulated through Community-Based Participatory Planning (CBPP) in the conflict-affected communities in Maguindanao, the Special Geographic Area (SGA), and Lanao del Sur. Furthermore, UNJP-CTP was designed to align with the following development goals, plans, and frameworks:

* Bangsamoro Development Plan 2020-2022
* UN Sustainable Development Goals (SDGs)
* UN Socioeconomic and Peacebuilding Framework for COVID-19 Recovery in the Philippines 2020-2023
* National 6-Point Peace and Development Agenda

**Effectiveness.** The UNJP-CTP adopted sustainable, transformative and people-centered strategies that overall contributed to increased social cohesion, reduced inequality and peace promotion amongst the targeted communities affected by or prone to conflict and displacement. The project, for example, facilitated active participation of LGUs in the development of local policies, ensuring inclusive planning, proper coordination, complementation and sustainability. Notably, the development/enhancement of these local policies, such as the Local Climate Change Action Plans (LCCAP) and Peace and Order and Public Safety (POPS) Plans in the Municipalities of South Upi and Piagapo, and the Barangay Disaster Risk Reduction Management Plan (BDRRMP), and integration of Early Warning and Early System (EWER) to Barangay Plans, were all strategically geared towards strengthening the community’s resilience and addressing the intersecting risks of impacts of conflict, climate change, and public health emergencies.

The project also encouraged CBOs and cooperatives to integrate social responsibility commitments in their operational plans and promote sharing of benefits to their own communities. Vulnerable, poorer sectors of the communities, such as women, IPs, and farmers and fisherfolks, prone to or affected by conflict were strategically targeted in the socioeconomic support, which contributed to increased social cohesion, reduced inequality, and peace promotion amongst these communities.

The UNJP-CTP further supported the key mechanisms and legislations that contribute to conflict prevention and resolution and addressing grievances, such the operational guideline for the Transitional Justice and Reconciliation with the Bangsamoro Human Rights Commission (BHRC), Early Warning and Early Response (EWER) with the Ministry of Public Order and Safety (MPOS), and the position paper on Indigenous People (IP) code. These products play an important role in addressing the gaps and accelerating the peace process implementation both in normalization and political track.

A joint, collaborative engagement with target communities and LGUs were promoted by all PUNOs, in all phases of the project. This facilitated augmentation of resources, strengths and expertise to deliver synergized, coordinated efforts and impact through the project implementation, complementation with key priorities of the LGUs and managed tensions in the selection of priority communities, which in turn contributed to increased local ownership and accountability, compliance to conflict sensitivity, and continuous support from the LGUs even after the project timeline.

The results of a Post-Distribution Monitoring (PDM)[[9]](#footnote-10) by WFP and an endline assessment by IOM indicate that in the validation phase, the UNJP-CTP, to a good extent, contributed to accelerating the access of targeted conflict-affected communities in Maguindanao, the Special Geographic Area (SGA), and Lanao del Sur to sustainable livelihoods, food security, and community security by providing socioeconomic and peacebuilding investments.

The three (3) goal-level indicators of the programme were monitored and reported as follows:

* Almost two-thirds (69 percent) of the participants in Food Assistance for Assets (FFA) Project under the UNJP-CTP and 81 percent of members of cooperatives or community-based organizations (CBOs) provided with livelihood support reported benefits from an improved livelihood asset base. Observed benefits include increased or diversified agricultural production, and improved household ability to manage and maintain assets created through UNJP.
* Nearly half (46 percent) of households in FFA-covered communities were classified as food secure.[[10]](#footnote-11) This is higher compared with the proportion of food secure households at baseline (31 percent). Moreover, 74 percent of the CBO members were deemed food secure, with over half of the members acknowledging that the livelihood assistance they received through the programme significantly boosted their household income, enabling them to purchase enough food for daily living.
* Trust ascribed to the authorities in the Government and within the community remained high in the PDM[[11]](#footnote-12), with an overall trust score of 3.15 (out of 4).[[12]](#footnote-13) In addition, 78 percent of LGU and regional institution representatives indicated a high level of trust in the sustainability of interventions and inclusivity of the UNJP programmatic process.

The UNJP-CTP adopted sustainable, transformative strategies that overall contributed to increased social cohesion, reduced inequality and peace promotion amongst the targeted communities affected by or prone to conflict and displacement. The project, for example, facilitated active participation of LGUs in the development of local policies, ensuring inclusive planning, proper coordination, complementation and sustainability. Notably, the development/enhancement of these local policies, such as the Local Climate Change Action Plans (LCCAP) and Peace and Order and Public Safety (POPS) Plans in the Municipalities of South Upi and Piagapo, and the Barangay Disaster Risk Reduction Management Plan (BDRRMP), and integration of Early Warning and Early System (EWER) to Barangay Plans, were all strategically geared towards strengthening the community’s resilience and addressing the intersecting risks of impacts of conflict, climate change, and public health emergencies.

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**Efficiency**

Coordination. The program’s coordination efforts (internal and external) contributed to the sharing of technical expertise among the Participating United Nations Organizations or PUNOs (FAO, IOM, UNDP, and WFP) and reduced inefficiencies from the duplication of target participants.

Staffing. The staff turnover in WFP, UNDP, and FAO in the second year of programme implementation posed a challenge in the reporting of each PUNO’s accomplishments throughout the validation phase.

Programme Quality. The PUNOs developed and established a set of criteria in the selection of areas, participants, and CBOs, to uphold the conflict sensitivity approach of programme implementation. In addition, the completion of the results measurement matrix served as the programme’s interim M&E Plan. The measurement matrix was completed in the second quarter of year 2 of the implementation period.

# Purpose

The UNJP-CTP was launched by the PUNOs with the common goal of contributing to the peace process in BARMM. Specifically, the UNJP-CTP aims to contribute immediately to addressing and mitigating the challenges of building and sustaining peace and laying the ground for conflict transformation outcomes that can drive forward the region’s transition process.

The implementation of the UNJP-CTP was guided by three (3) interrelated outcomes:

* Outcome 1: Enhanced local planning capacities leveraging the humanitarian-development-peace nexus;
* Outcome 2: Increased resilience capacities of conflict-affected communities to livelihood insecurity and social tensions; and
* Outcome 3: Strengthened local capacities for conflict transformation, transitional justice, and reconciliation.

The outcomes are aligned with the sustainable development efforts set out in the Philippine Development Plan, the Bangsamoro Regional Development Plan, and the UN Socioeconomic and Peacebuilding Framework for COVID-19 Recovery in the Philippines 2020-2023.

# Assessment of Programme Results

1. **Narrative reporting on results:**

The first year of the programme implementation was allocated to prepare the groundwork for the Joint Programme in coordination with the BARMM Regional Government. The second year of implementation focused on building evidence to validate the effectiveness of the programme in the field of conflict transformation. The final narrative programme report focuses on the 18-month validation phase, which has a goal of accelerating the access of conflict-affected communities to sustainable livelihoods, food security, and community security by providing socio-economic and peacebuilding investments.

**Relevance**

This joint programme works on the theory that the immediate challenges of building and sustaining peace will be mitigated and lay the ground for conflict transformation outcomes that can drive forward the region’s transition process, if community-driven socioeconomic and peacebuilding investments can leverage tangible peace dividends which positively impact the welling and livelihoods of conflict-affected communities in BARMM. Because communities will be able to implement locally developed and locally owned strategies that strengthen vertical and horizontal social cohesion.

The success of Community-Based Participatory Planning (CBPP) in target communities serves as a model, emphasizing the importance of community inclusion in decision making processes. This was aligned with conflict sensitivity as part of the applied strategies in the programme where it underscores the importance of interaction between the context and the intervention. The collaboration between the UNJP teams reinforces the relevance of collaborative efforts for the benefit of the community.

Among the priority issues in the community identified by CBPP participants were i) limited availability of farm inputs and ii) insufficient income to provide food for the family. The CBPP was conducted in communities with the highest existence of conflicts affecting its peace and development, highest poverty incidence, and those most vulnerable to climate change in Maguindanao, the Special Geographic Area (SGA), and Lanao del Sur. The Community Area Development Plan formulated through the CBPP showed that support for farmers’ cooperatives, and the provision of agricultural inputs and livelihood training were among the priority interventions, and the activities implemented through UNJP-CTP matched these priority needs.

Furthermore, the UNJP-CTP was designed to align with the following development goals, plans, and frameworks:

* Bangsamoro Development Plan 2020-2022
* UN Sustainable Development Goals (SDGs)
* UN Socioeconomic and Peacebuilding Framework for COVID-19 Recovery in the Philippines 2020-2023
* National 6-Point Peace and Development Agenda

**Effectiveness**

A total of 650 household participants were registered as participants for Food Assistance for Assets throughout the three targeted areas. Participants from the following groups with high incidence of poverty were selected considering their vulnerability to food insecurity and malnutrition: smallholder farmers and fishers; households with people with disabilities, soon-to-be decommissioned combatants, indigenous people (if applicable in the area such as in South Upi), and women-led households.

WFP‘s PDM results showed that almost two-thirds (69 percent) of respondents in FFA-covered communities benefitted from an improved livelihood asset base. Observed benefits include increased or diversified agricultural production from the community gardens and fishponds created through FFA projects. Furthermore, 81 percent of members of cooperatives or community-based organizations (CBOs) assisted reported an enhanced asset-based livelihood. These benefits encompass IOM’s capacity strengthening interventions resulting in improved knowledge and skills, increased access to physical tools and supplies and financial resources, market expansion and sales, and enhanced social capital.

Nearly half (46 percent) of households in FFA-covered communities were food secure based on the PDM results.[[13]](#footnote-14) This is higher compared with the proportion of households that were food secure at baseline (31 percent), indicating that the project was able to contribute to reducing the proportion of food-insecure households within the implementation period. Moreover, 74 percent of cooperative and CBO members supported were deemed food secure. Among them, 57 percent of members acknowledged that IOM’s livelihood assistance has significantly boosted their household income, enabling them to purchase enough food.

The following key milestones have been achieved through the programme:

* **Improved inclusive governance planning and trust between community members and local government units.**

All three target communities have adopted the enhanced Local Climate Change Action Plans (LCCAP) and Peace and Order and Public Safety (POPS) Plans in the Municipalities of South Upi and Piagapo, and the Barangay Disaster Risk Reduction Management Plan (BDRRMP) in Barangay Nunguan in SGA. These plans were developed through a comprehensive consultative process among key stakeholders in the community. The LGUs will utilize the plans to allocate annual budgets for their climate change adaptation and peace and order programmes and projects.

Moreover, the project achieved the integration of Early Warning and Early Response (EWER) in the existing Barangay plans as well as the establishment of the Emergency Operation Centers. These are key components in the communities which are very much vulnerable to the impact of conflicts and natural hazards. Concrete support was also provided towards this. In South Upi, the IP communities were provided with communication equipment which greatly improved their ability to respond and coordinate with the authorities during emergencies. It built their capacity to prevent conflicts through timely communication to the LGUs and the security sector.

Trust ascribed to the authorities in the government, and within the community remained high in the PDM, with an overall trust score of 3.15 (out of 4).[[14]](#footnote-15) In the endline assessment conducted by IOM, 78 percent of LGU and regional institution representatives indicated a high level of trust in the sustainability of IOM interventions and inclusivity of the UNJP programmatic process.

* **Enhanced resilience capacities of local cooperatives and CBOs.**

The livelihood support provided by the programme to 5 local cooperatives and CBOs in the 3 target communities contributed to the development of their sustainability plans outlining their community’s context and strategies for growth beyond the programme period. The programme also supported enterprise development and value-chain enhancement. Cooperatives and CBOS were provided with machinery and equipment to improve production, cut costs and enhance marketing capacities. Furthermore, the capacity strengthening support increased their technical knowledge relevant to their chosen livelihoods and improved their compliance with government guidelines. By the end of the project, one CBO was registered as a cooperative, giving them access to government support.

* **Contributed to the strengthening of regional and local conflict pre transitional justice and reconciliation (TJR) mechanisms.**

The programme supported comprehensive consultations amongst non-Moro and minority indigenous communities (IPs) to inform the priority BARMM IP Code which has not been passed and strengthened the capacities of key BARMM institutions with TJR and conflict prevention mandates including the Bangsamoro Human Rights Commission (BHRC), Ministry of Public Order and Safety (MPOS), the IP CBOs and Bangsamoro Transition Authority (BTA) Members of Parliament. The support generated key outputs including the BHRC Guidelines on TJR which outlines the roles and responsibilities of the BHRC and other relevant ministries/offices in BARMM TJR programs, the Conflict Reporting System Manual of MPOS which clarifies the engagement of civil society in the early warning and early response (EWER) to conflicts and the joint position paper based on the comprehensive consultations that has substantively informed the BARMM government’s IP bill that was filed in January 2024.

The programme also made contributions to peacebuilding and conflict transformation at the community level. A series of refresher trainings were provided by the programme to the different tribal councils of the indigenous peoples in the BARMM. With the BOL, the tribal councils need to be further familiar with the justice systems in the new autonomous region and the implication of these in their communities. The trainings also became the venue for the IPs to raise their concerns and issues to the regional government for consideration in the IP bill that is currently being drafted by the BARMM Parliament.

The UNJP-CT made substantial contribution to the activities of the members of Women Insider Mediators – Rapid Action and Mobilization Platform (WIM-RAMP) in the conduct of the peacebuilding and conflictprevention, resolution and mediation acitivites in their communities. This was especially helpful during the campaign periuod leading to the Barangay and Sangguniang Kabataan Elections (BSKE) in 2023. WIM-RAMP members facilitated meetings and dialogues of candidates in the SGA which eventually led to the signing of the Peace Covenants among key parties.

Lastly, the programme supported the WIM-RAMP together with various Civil Society Organizations (CSOs) in coming up with the People’s Agenda in the BARMM. The People’s Agenda contains a call for peace and development containing the priorities of the constituency of the BARMM as the region was already more than half-way through the transition period. A series of community level consultations were done in coming up with the document which was then presented/forwarded to key stakeholders including the regional government.

By utilizing various expertise and working closely with local governments and community partners, and aligning activities with programme strategies, the UNJP team achieved the three key outcomes:

**Outcome 1: Enhanced local planning capacities leveraging the humanitarian-development-peace nexus.**

The outcome served as the strategic framework for facilitating community-driven development by integrating humanitarian, development, and peace interconnection. Under this outcome, the UNJP team successfully mobilized community members representing different sectors and the local government to design local plans to anticipate and better respond to the combined impacts of shocks such as conflicts, pandemics, and climate change. By promoting an inclusive participatory process and community-driven approach, the programme contributed to increasing community resilience in the target areas. By the conclusion of the programme, the applied strategies have resulted in the following outcomes:

* 100 percent of LGUs that adopted the plan (3 of 3 LGUs adopted the plans) (Target: 75 percent)
* 100 percent of LGUs that expressed participatory development and community inclusion in the design of relevant plans and strategies (Target: 75 percent)
* 100 percent local plans adopted (6 of 6 plans adopted by the LGUs) (Target: 75 percent)

Both LGUs surveyed expressed participatory development and community inclusion in the design of the government plans developed and adopted under the UNJP. According to the endline assessment with representatives of Municipality of Piagapo and Barangay Nunguan, a broader recognition among LGUs of the value of participatory development and community inclusion in planning led to a more concerted effort to incorporate broader stakeholder and community feedback into the design of the plans.

The process and results have shown local ownership and provided a longer-term opportunity for different levels of government to ensure its sustainability. In addition, strategic capacity-building support mechanisms are required to leverage impact on the operationalization of the humanitarian, development, and peace nexus.

**Outcome 2: Increased resilience capacities of conflict-affected communities to livelihood insecurity and social tensions.**

In achieving this outcome the UNJP team as an external actor emphasized engaging with local government, and community-based organizations more meaningfully in the design and delivery of the programme.

The project's support particularly is geared towards enabling communities to move beyond conflict by addressing food insecurity, fostering sustainable and conflict-sensitive livelihoods, and contributing to peacebuilding efforts. These initiatives aim to reintegrate former combatants, their families, soon-to-be decommissioned combatants, and Indigenous Peoples, thereby promoting horizontal social cohesion and stability. The targeted communities under the Food Assistance for Assets (FFA) established livelihood activities such as vegetable gardens, banana plantations, and fishponds. With these constructed and rehabilitated assets, they can now produce nutritious food sources and sell excess produce to earn more profit. CBOs and cooperatives provided with farm machineries, production and processing equipment and transportation facilities have already shown increase in production and income. These came under the programme’s support to enterprise development and value chain enhancement.

The joint efforts of PUNOs to attain this outcome have resulted in:

* 100 percent of coops/CBOs with business sustainability plans (5 out of 5 coops/CBOs with sustainability plans) (Target: 75 percent)
* 5 out of 5 coops/CBOs with sustainable livelihood (Target: 5 coops/CBOs)
* 100 percent of coops/CBOs that are compliant with government guidelines (5 out of 5 coops/CBOs compliant) (Target: 75 percent)

The provision of comprehensive training and tailored livelihood assets has enabled the cooperatives and CBOs to enhance their operational capacity, extending their market reach. All cooperatives and CBOs also reported modest improvements in income, productivity, and bookkeeping according to the endline assessment conducted in December 2023 with 18 (13 F, 5 M) cooperative members from the five cooperatives/CBOs. In addition to the support provided, the cooperatives and CBOs expanded using their own financial resources which includes the setting up of physical stores, provision of labor, and materials for the construction. Moreover, the registration support formalized the CBOs and cooperatives business models. Through the registration support, one CBO (United Bangsamoro Ganasi Farmers Association) has successfully transitioned to a cooperative (Ganasi United Bangsamoro Farmers and Fisherfolks Marketing Cooperative).

The UNJP-CTP further supported some cooperatives and CBOs integrate in the sustainability their initiatives for social responsibility which empowers them to collectively identify social cohesion, community engagement, and peace promoting where other community members, not only organization members, can also benefit. As part of the social responsibility of their businesses, the cooperatives and CBOs provided free services for their communities, conducted financial literacy sessions, supported the clean-up activity of the barangay LGU and distributed food packages, water supplies and scholarship grants to out-of-school youth and orphans during Ramadan in March 2024.

To conclude, throughout the validation phase, this particular element of the programme has proven that livelihood support through FFA activities and capacity-strengthening interventions to vulnerable individuals and Community-Based Organizations have increased their participation in community development activities, preventing them from returning to violence, and consequently improved horizontal social cohesion.

**Outcome 3: Strengthened local capacities for conflict transformation, transitional justice, and reconciliation.**

Building peace and social cohesion requires addressing grievances, promoting dialogue, and fostering understanding among conflicting parties. The joint program recognizes the importance of inclusive community engagement, ensuring the participation of all stakeholders in decision-making processes. By empowering local communities to take ownership of peacebuilding initiatives, the program aims to foster a sense of ownership and responsibility over the peacebuilding process, emphasizing the notion that sustainable peace can only be achieved through the active involvement of those affected by the conflict.

The specific results of this outcome are as follows:

* 1 TJR guidelines developed (Target: 1)
* 1 conflict reporting system developed (Target: 1)
* 1 position paper on IP code developed (Target: 1)
* 67 percent of individuals with knowledge on regional TJR mechanisms and conflict reporting system (Target: 70 percent)
* 5 Tribal Councils of the IPs have acquired additional knowledge on the justice systems and mechanisms under the BARMM and. the BOL
* 1 Peace Covenant signed and followed in the SGA during the conduct of the BSKE
* 1 People’s Agenda crafted and presented to key stakeholders in the BARMM

The UNJP-CT strengthened the Transitional Justice and Reconciliation capacity of the Bangsamoro Human Rights Commission by providing technical support to the BHRC to develop the Operational Guidelines on TJR. The TJR Operational Guidelines are specifically intended to guide the Commission’s regional and provincial offices in its TJR operations. To ensure all TJR efforts of the Commission are streamlined, personnel involved are expected to refer to this document when designing, implementing and evaluating efforts on TJR. Compared to other guidelines, the Commission’s implementation adapts its approach to the ongoing peace process developments on TJR. This document may also critically inform and set precedence as to how TJR may be approached in the future by similar or related mechanisms created as a product of the Bangsamoro peace agreement implementation.

In collaboration with Ministry of Public Order and Safety (MPOS), the UNJP-CT facilitated the development of the regional level Conflict Reporting System which improves the early warning and early response (EWER) mechanism in the region. MPOS piloted the conflict reporting system during the 2023 Barangay and Sangguniang Kabataan elections (BSKE) through 16 clusters across BARMM focusing on areas identified as hotspots for electoral violence. The streamlined process flow, coupled with the active participation of the community and close coordination with law enforcement agencies, led to improvement in response times, strengthened relationships with law enforcement agencies, and a perceived increase in election security according to key informant interviews with MPOS (2 M) and CSO representatives (1 F, 1 M). The pilot demonstrated the system’s potential in effective conflict reporting monitoring and uncovered areas for further enhancement, particularly on data management.

Furthermore, the programme supported the development of the version of the BARMM IP bill based on extensive IP consultations that was filed by the BARMM government in Feb 2024. While the filed IP Bill will need further scrutiny from the minority IPs to ensure that their key concerns are addressed, the current bill is an improvement on its predecessor meaning that less time will be needed to amend the bill as it progresses through the BTA. The absence of the IP Code has been contributing to land-related conflicts affecting the NMIPs since the establishment of BARMM in 2019. This is also one of the priority codes that the BTA has to pass before the end of the transition, so the UNJP-CT has contributed to the Political Track of the peace agreement.

In partnership with the Minister of Interior and Local Government, the UNJP-CT supported the BARMM summit on the Bangsamoro Community Resilience. The event was attended by key stakeholders from the national and regional governments as well as representatives from different LGUs in the BARMM, CSOs and the security sector. Good practices on community resilience were presented by different LGUs and partners and the event was capped by the signing of commitment of the participants for the implementation of the CoRe Framework / plan.

**Efficiency**

Coordination with BARMM Government (external). The UNJP-CTP was implemented by leveraging the PUNOs’ existing and established partnerships with the following BARMM Ministries and Local Government Units (LGUs):

* Ministry of Agriculture, Fisheries, and Agrarian Reform
* Ministry of Indigenous Peoples Affairs
* Ministry of the Interior and Local Government
* Ministry of Public Order and Safety
* Bangsamoro Human Rights Commission
* Bangsamoro Planning and Development Authority
* Bangsamoro Women Commission
* Piagapo, Municipal LGU
* South Upi, Municipal LGU
* Barangay LGU of Nunguan in Special Geographic Area Development Authority

Coordination among the PUNOs (internal). The UNJP-CTP team put an effort to convene on a regular basis meeting between the technical team members and the Resident Coordinator’s Office to discuss the technical aspect of the programme implementation. A monthly meeting among the PUNOs was established for coordinated field missions and the complementation of resources in the implementation of activities. In addition, a regular update to the Head of Agencies was established between the coordinating agency and the Head of Agencies.

Staffing. The staff turnover in WFP, UNDP, and FAO in the second-year implementation of the programme posed a challenge in the reporting of each PUNO’s accomplishments throughout the validation phase.

Programme Quality. The PUNOs and the BARMM Government ensured that the processes in the joint criteria setting for geographical area selection and programme-participants selection were informed by consultations with TWG members, partners from the Local Government Units, and sectoral representatives from the communities. The UNJP developed and established a set of criteria in the selection of areas, participants, and CBOs, to uphold the conflict sensitivity approach of program implementation. The selection of target areas was based on the following criteria: areas with the highest existence of conflicts affecting peace and development, the highest poverty incidence, and those most vulnerable to climate change.

In addition, the completion of the results measurement matrix served as the program’s interim M&E Plan. The measurement matrix was completed in the second quarter of year 2 of the implementation period.

**ii) Indicator Based Performance Assessment:**

Using the **Programme Results Framework from the Project Document** **/ AWPs** - provide details of the achievement of indicators at both the output and outcome level in the table below. Where it has not been possible to collect data on indicators, clear explanation should be given explaining why.

Please see Annex

**iii) Evaluation, Best Practices and Lessons Learned**

**Challenges**

| **Challenges** | **Mitigation Measures** |
| --- | --- |
| The project overlapped with two elections throughout its implementation including the May 2022 National elections and October 2023 Barangay and Sangguniang Kabataan elections. During these periods, it was more difficult to coordinate with the government authorities since their focus was the election. Furthermore, after the election, a change in government leadership also affected the priorities for their constituencies.  | The team coordinated the project activities to both the elected officials and the more permanent technical staff such as the Barangay Secretary or the technical assistants in the regional government prior to the election period. This made it easier to transition and coordinate the project when there were changes in leadership at the target communities and in the regional government. During the elections, the team had to minimize field movement due to security limitations and relied on mobile or online coordination and information sharing with the focals of each outcome.  |
| The implementation of the project required the issuance of the Special Presidential Authority (SPA)pursuant to Section 5 of the General Appropriations Act Fiscal Year 2022, and Intergovernmental Fiscal Policy Board (IFPB) Guidelines on Foreign Grants to the BARMM.  | The UNJP Team and the Resident Coordinator’s Office maintained close coordination with the BARMM Government to address the comments raised and expedite the process. More broadly, the RC has been advocating for the improvement of UN-GPH business flow in keeping with the UN reform and global best practices.In lieu of a MOU, all agreements between the UN and BARMM partner Ministries and Agencies were put into a Terms of Reference to be signed by the BARMM and UN, which will inform the Executive Order that will serve as the legal basis of the Ministries and Agencies to participate in this Joint Programme. |
| The absence of the Joint Monitoring Matrix at the beginning hampered the qualitative monitoring aspect of the projectActivities under each outcome area need to be further synchronized to ensure a joint approach is in place throughout the whole validation phase of the programme.  | The team formulated the joint monitoring matrix where each outcome and output statement were refined. At the same time, the target indicator to measure the achievement of the programme was finalized.  |
| The initial programme, valued at 15M USD, was designed to support the transformation process. The envisioned overall programme's budget did not materialize which included allocation for a senior project coordinator at the P4 level to lead the implementation and coordination of the project. While the programme exhibited strong collaboration among agencies, having additional resources would enable more substantial support for the government's effort in the peace process.  | Given the available resources, PUNOs agreed to conduct a proof of concept to demonstrate the effectiveness of joint efforts in contributing to horizontal social cohesion. In the absence of funding to recruit a project coordinator, WFP stepped in as a convening agency instead of a leading agency. A junior staff has been jointly selected by PUNOs to provide secretarial mainly in terms of convening meetings and documenting discussions. To address this challenge, WFP also appointed several international staff to support the coordination in close collaboration with RCO throughout the programme implementation. |
| One of the target communities, temporarily called the Special Geographic Area (SGA), has unique political dynamics being the newly included geographic territory of the BARMM. The Barangay Nunguan is one of the 63 barangays joined the BARMM through plebiscite in 2019. However, all 63 barangays still do not have official municipal LGUs that will oversee their administrative and operational needs. In the meantime, the supervision of these barangays is being temporarily led by the Special Geographic Administrative Development Authority (SGADA) which has a very limited governance function. | While BARMM is still processing the redistricting of these barangays, the project operated in Barangay Nunguan through close coordination with SGADA. For Outcome 1, the UNJP-CT focused on enhancing the BDRRM plan as an alternative to the LCCAP. The community agreed to utilize this plan and feed it into the municipal LCCAP once the governance structure has been established.  |

**Best Practices**

1. **Joint Selection of Priority Areas.**  The BARMM ministries and the PUNOS agreed on a comprehensive criterion to select the communities including based on the a) community’s vulnerability to conflicts, b) high poverty incidence, c) vulnerability to climate change impacts and d) inclusion in the list of Conflict Affected areas identified by Office of the Presidential Adviser on Peace, Reconciliation and Unity (OPAPRU). Based on the agreed criterion, South Upi, Piagapo, and Barangay Nunguan in Pikit - SGA have the number 1 ranking of prioritization. By adopting a joint criteria, the principle of conflict sensitivity is being upheld to ensure that the joint programme minimizes the negative effect within society and maximizes the positive effect on peace.
2. **Applied Community-Based Participatory Planning tool as one of the mechanisms to capture the integrated vision of the community and that can advance the developmental goals of the local government.** The government plans and selection of livelihoods were completed through this approach where community members that consist of decommissioned combatants, soon-to-be decommissioned combatants, and IP communities are engaged meaningfully and further builds an integrated vision among leaders and community members. The process serves as a foundation to build intra-community trust, as well as trust between the community and the government, and between the UNJP Teams and the community along with the local authorities. The process also gives bottom-up legitimacy to local government decision-making. Through built trust, the process contributes to both horizontal and vertical social cohesion.
3. **Convergence of activities where the jointness among the PUNOs is observed throughout the project implementation.** From theselection of the communities to field activities, the PUNOs have agreed to share resources and knowledge throughout the project to maximize the overall results and avoid duplication. There is constant communication among all PUNOs and every member is informed of the upcoming activities and PUNOs can decide to either contribute or not. This practice resulted in a more aligned implementation, cost efficiency due to shared logistics and outputs, and process efficiency particularly when coordinating with the partners. For Outcome 2, PUNOs contributed to the cooperatives and CBOs based on their technical expertise and complemented livelihood kits according to the needs of the group.
4. **Cross-cutting priorities, including on gender equality and Indigenous Peoples’ rights were mainstreamed and inclusive approaches have been adopted throughout the implementation.** The programme engaged with cooperatives and CBOs who are led by and are catering to women, youth, and Indigenous Peoples to strengthen their capacities and to further improve their communities through socio-economic development. Furthermore, conflict sensitivity was adopted and helped identify arising impacts of conflicts in the implementation. Conflict Sensitivity Forum is an innovative awareness-raising mechanism that shows the jointness of the PUNOs in advocating the importance of conflict sensitivity during the programme implementation. This is also perceived as an effort in evidence generation in capturing potential conflict sensitivity risks.

**Lessons Learned**

1. **Develop strategies for Joint Monitoring and Evaluation (M&E) and Communications at the onset of the project.** With four implementing agencies involved, it was necessary to prioritize M&E and communications planning at the onset of the project to have a unified and standard approach in data collection, monitoring and reporting the milestones of the project. For similar joint programmes in the future, it is highly recommended to have one focal person each for M&E and Communications to easily coordinate all PUNOs.
2. **Establish a joint complaint and feedback mechanism.** There were feedback on the interventions of each PUNO or sometimes of other organizations operating in the target communities which is not part of the scope of the project. A centralized mechanism will be essential in reporting these concerns from the community or the LGUs to the PUNOs who can refer the concern to its right recipient. This mechanism can also contribute to avoiding duplication of interventions and further strengthening of the project’s accountability to affected populations.
3. **Target the same communities and beneficiaries.** While PUNOs effectively collaborated and coordinated project implementation, there was a missed opportunity to converge at the community level. For future project continuations, it would be advisable for PUNOs to target the same communities and same beneficiaries in the same Municipalities to capitalize on each other's mandates and expertise, thus maximizing the impact of their activities.
4. More convergence in Outcome 1 for better HDP integration, i.e. one planning process integrating BDRRMP, LCCAP and POPS? Instead of separate planning processes for each plan?

**iv) A Specific Story**

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| **Problem / Challenge faced:** The Pandan Tri-People Organization (PTPO) based in Barangay Pandan, South Upi was formally organized in 2019 and currently has 30 members, of which 27 are women and 3 are men. With South Upi being home to majority of the non-Moro Indigenous Peoples in the region, most of the PTPO’s members and their families are mostly Indigenous Peoples. The organization mainly focuses on providing household water services to their community. Though already operational, the organization is not yet registered with any government entity but recognized by their local government unit.  Another challenge that the Pandan Tri-People Organization (PTPO) in Barangay Pandan, South Upi is access to town centers where social services and the market of their produce are located. Most of them communities are still connected to the market by all-weather roads which often become slippery and muddy during rainy seasons. In a lot of cases, only motorcycles and horses are the viable means of transportation for these communities. Given such, social services are difficult to access for the cooperative.  During a needs assessment, the PTPO expressed that most of its income goes to regular maintenance due to leakage from plastic water pipes. The cost of replacing these pipes is expensive for this small business as their prices and profit from the community is kept at a minimum and within the community’s means. There is only one member capable of bookkeeping and collecting the fees and, in her absence, no collection is made. **Programme Interventions:** The PTPO is one of the seven cooperatives and CBOs provided with livelihood support through the programme. PTPO members underwent several training sessions on social entrepreneurship, organizational management, basic financial and bookkeeping, operations and maintenance (O&M), social media marketing, packaging and branding, and sustainability planning. During these sessions, they improved their knowledge on growing their business and keeping records updated, ultimately empowering them to better define the roles of each member in the organization and sustain their business activities. The programme provided livelihood kits to complement the training of the organization. They received bookkeeping kits, metal water pipes, water tanks, hose, water measuring supplies, and solar streetlight which they used immediately after the turnover. The PTPO also supplemented these by constructing the base or platform for the water tanks to improve water supply coverage in their area. Additionally, the programme provided them with a mini-transport facility which can help them bring their produce to the market and help them quickly access needed social services from the town center.**Result:** The PTPO members diligently applied their learnings from the training to the everyday operations of their business. In the endline assessment, the PTPO reported an increase in earnings due to better monitoring, less water leakage, and higher volume of water supply for their communities. The sessions on social responsibility also encouraged the PTPO to share their earnings to benefit the wider community. As their social responsibility initiative, they chose to establish a partnership with their local council to provide free water supply to critical community infrastructures including the barangay hall, barangay health center, and elementary school in Barangay Pandan of South Upi. Furthermore, the support enables them to efficiently transport their produce to the market, thereby enhancing their economic opportunities and income generation. Moreover, it facilitates their access to essential social services in the town center, contributing to their overall well-being and quality of life. These organizations have increased participation in community planning, engagement and development activities, consequently reducing vulnerabilities and improving social cohesion. **Lessons Learned:** Sustainability and a wider impact of the programme can be achieved when participants are placed at the core of planning. The needs assessment clearly highlighted the gaps that the organization aimed to address without having to undergo a drastic change. Through close consultations between the implementing organizations and the programme participants, a solution was tailor-fit to their needs. The training sessions were also designed to be practical and contextualized, making it easier for the participants to learn and apply the knowledge they gained immediately afterwards. In the end, the trainings allowed them to focus on their main strengths and deliver their services to the community.  |

1. The term “programme” is used for programmes, joint programmes and projects. [↑](#footnote-ref-2)
2. Strategic Results, as formulated in the Strategic UN Planning Framework (e.g. UNDAF) or project document; [↑](#footnote-ref-3)
3. The MPTF Office Project Reference Number is the same number as the one on the Notification message. It is also referred to as “Project ID” on the project’s factsheet page on the [MPTF Office GATEWAY](http://mdtf.undp.org). [↑](#footnote-ref-4)
4. The MPTF/JP Contribution is the amount transferred to the Participating UN Organizations – see [MPTF Office GATEWAY](http://mdtf.undp.org) [↑](#footnote-ref-5)
5. The start date is the date of the first transfer of the funds from the MPTF Office as Administrative Agent. Transfer date is available on the [MPTF Office GATEWAY](http://mdtf.undp.org/) [↑](#footnote-ref-6)
6. As per approval of the original project document by the relevant decision-making body/Steering Committee. [↑](#footnote-ref-7)
7. If there has been an extension, then the revised, approved end date should be reflected here. If there has been no extension approved, then the current end date is the same as the original end date. The end date is the same as the operational closure date which is when all activities for which a Participating Organization is responsible under an approved MPTF / JP have been completed. As per the MOU, agencies are to notify the MPTF Office when a programme completes its operational activities. Please see [MPTF Office Closure Guidelines](http://mdtf.undp.org/document/download/5449). [↑](#footnote-ref-8)
8. Financial Closure requires the return of unspent balances and submission of the [Certified Final Financial Statement and Report.](http://mdtf.undp.org/document/download/5388) [↑](#footnote-ref-9)
9. Scope: 95% confidence level |+/- 5% margin of error. Total FFA participants = 950 (Baseline=289, PDM=319*)* [↑](#footnote-ref-10)
10. The Consolidated Approach for Reporting Indicators of Food Security (CARI) was used to aggregate different food security indicators (i.e., food consumption score, food expenditure share, consumption-based coping strategy index, and livelihood coping strategies for food security [↑](#footnote-ref-11)
11. Scope: 95% confidence level |+/- 5% margin of error. Total FFA participants = 950 (Baseline=289, PDM=319*)* [↑](#footnote-ref-12)
12. Composite mean score (4-point Likert scale) of 13 items in the survey. Very Low:1.00-1.74, Low:1.75-2.49, High:2.50-3.24, Very High:3.25-4:00 [↑](#footnote-ref-13)
13. The Consolidated Approach for Reporting Indicators of Food Security (CARI) was used to aggregate different food security indicators (i.e., food consumption score, food expenditure share, consumption-based coping strategy index, and livelihood coping strategies for food security [↑](#footnote-ref-14)
14. Composite mean score (4-point Likert scale) of 13 items in the survey. Very Low:1.00-1.74, Low:1.75-2.49, High:2.50-3.24, Very High:3.25-4:00 [↑](#footnote-ref-15)