

# CEAC 101: Your Guidance Note for Conflict-Affected Communities





## Incorporating a Peace Lens into the NCDDP Program

Unique challenges to social and economic development face conflict-affected communities, especially in rural areas. In many ways, conflict threatens stability, the rule of law and, ultimately, the community's ability to attain sustainable development.

For NCDDP, peace and stability are vital elements to community development. While the implementation of the CEAC process may give rise to situations leading to possible conflict, it is important to recognize and ensure the participation of already conflict-stricken areas in community and development processes.

This guidance note helps you in implementing the CEAC process in communities affected by violent conflicts and other threats and notable changes in demographics. Tools and approaches are provided here for work with such communities, especially on social preparation and the community development planning stages.

Behavioral change among members of the community and strong community engagement are crucial to the achievement of long-term conflict-resolution.

Essentially, incorporation of a "Peace Lens" means that KC-NCDDP interventions are sensitive to the barriers that can constrain the full participation of communities to the Program and efforts are made to ensure that the program provides opportunities for these communities or sectors within it to strengthen their capacity to recover from and to the extent possible address the roots of violence and conflict in their lives.

In areas where the NCDDP is operating, lack of and unequal opportunities within communities challenge the role and capacity of the LGUs to address conflicts. There, the application of the Peace Lens could enhance the existing capacities of the local stakeholders to improve their peace-promoting strategies.

Program success indicators using the Peace Lens approach include:

1. Conflict-affected areas are provided community development activities to aid them in progress;
2. Increased number of conflict-resolution structures and mechanisms among municipalities and barangays;
3. Decreased number of emerging conflicts among municipalities, barangays, and their members; and,
4. Increased access to basic social services in conflict-affected communities.

To achieve success, CEAC's detailed processes must take into proper account potential conflicts and conflict-prone areas. For instance, the recognition that a municipality is affected by armed conflict during the enrollment phase should not necessarily disqualify it from participation. This only highlights that incorporating a Peace Lens into the CEAC is vital to the enrollment and pre-implementation stage of the Program.



## Enrolment Phase and Social Preparation

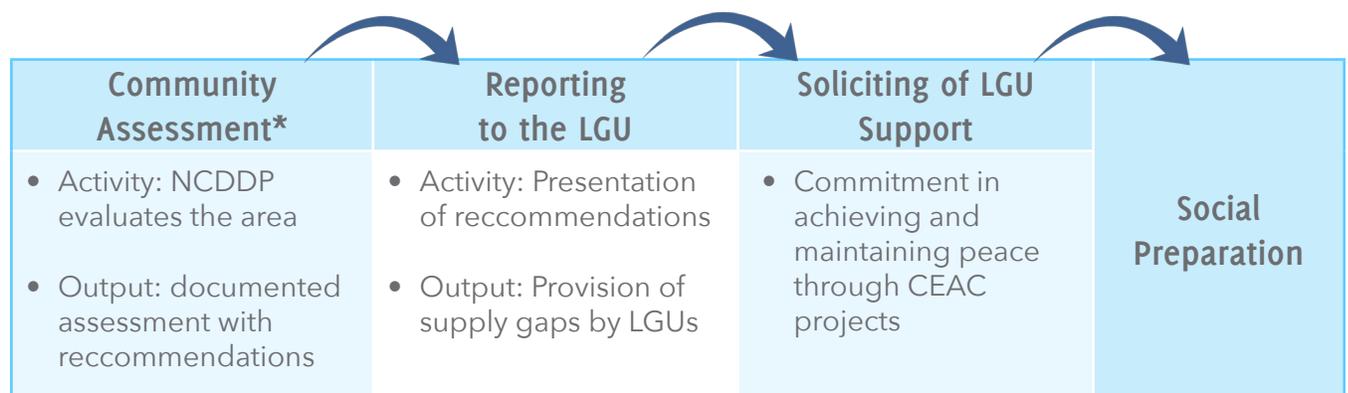
Critical steps in this phase are as follows:

- Gathering of vital information for
- Conflict analysis;
- Choosing of volunteers; and
- Planning approach

Integration of the Peace Lens into the NCDDP requires the introduction of some new data sets for investigation, as well as several peace and conflict-related questions into the Social Investigation and the Participatory Situation

Analysis tools. Such vital information should be collected in all NCDDP communities taking into consideration the stipulations in the Department’s Safety and Security Protocols. The enrollment phase is therefore worth highlighting in the process of Peace Lens integration for major considerations and new activities will first be introduced there.

The idea in this step is to gather what information is available on the peace and conflict situation in the barangay. This puts in context the local dynamics and priority problems of the community. The Social Investigation phase also helps determine the areas for validation and further investigation.



The identified dividers and connectors may serve as the basis of sub-projects that will be proposed for NCDDP support.

While no additional data sets will be required for the assessment of conflict, the ACT should focus explicitly on the criteria that will be used in the Criteria-Setting Workshop in the formal declaration of the municipality as a CAAC. These criteria may include, among others:

*It may be necessary for NCDDP to forego entry into a highly violent area, considering the LGU can do a non-political and unbiased assessment through Social Investigation and Participatory Situation Analysis which should be collected in all NCDDP communities. But the Safety and Security Protocols of the Department must always be considered.*

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1. History, frequency and longevity of violent conflicts;
  2. Presence of ongoing hostilities that have affected a significant number barangays;
  3. Number of casualties of violence;
  4. Presence of resource-based conflicts (e.g., mining, logging activities, boundary disputes);
  5. Displacement and internal evacuation of a significant number of households, families and residents due to the armed conflict; and,
  6. Properties damaged and livelihoods destroyed.

Plan, gather relevant peace and conflict related information. Highlight information that may enable researchers to analyze the overriding issues. For instance, the analysis should include the identification of actual victims of violent conflict as this may suggest interventions to address the needs of those victimized or the inclusion of their families into various proposed NCDDP projects.

There are cases however that tension in communities (or within a community) might simply be caused by lack of interaction between different societal groups, finding a way to bridge the gap through projects implemented amongst different groups might help lessen the tension.

To prepare for the Community Research



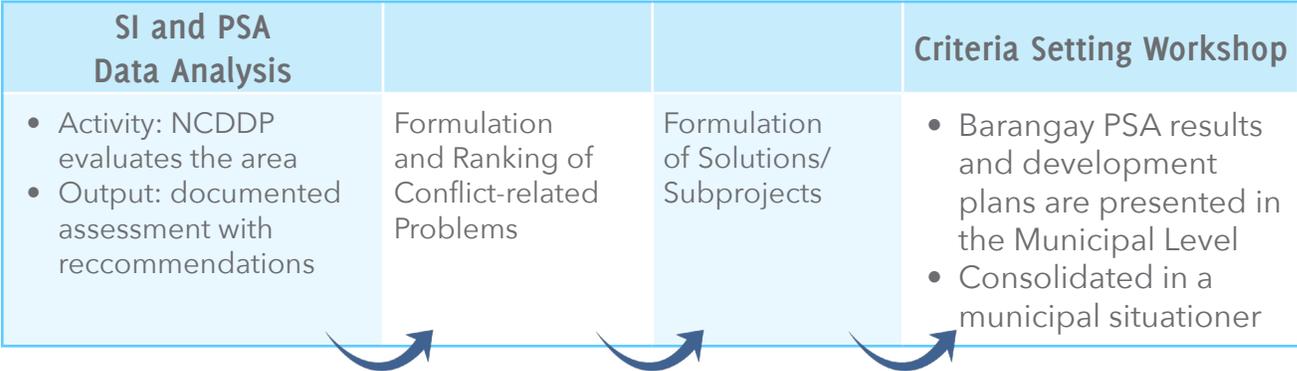
# Community Planning Stage

In this phase, the peace or conflict-related information continue to be analyzed. The issues raised serve as starting points in identifying possible subprojects. These problems should be illustrated using an 'Identification and of Priority Problems' table. Further, the introduction of some special activities and affirmative actions are being introduced in the planning stage. This phase ensures that peace criteria is reflected in the CSW.

The possible subprojects will be subjected to a selection criteria to determine priority ranking which should include its responsiveness to peace/conflict standards. The following must be considered in ranking the priorities:

1. Project must address a specific cause of conflict;
2. Project must enhance vertical social capital (e.g., relations of trust) between citizens and the LGU;
3. Project must promote social inclusion, participation, transparency, and accountability; and,
4. Project must enhance horizontal social capital among members of society.

It is important that the priority problems are formulated carefully so that their peace and conflict dimensions are articulated fully. The prioritization of problems should be decided by the PSA team through the application of agreed-upon procedures and criteria (see above) to rank priority problems. For instance, areas with severe peace and conflict-related problems are likely prioritized since there is a high risk of endangering the entire development participation process .



*Weight for proposals for communities affected by conflict is greater than for those in non-conflict-stricken areas.*

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The Community Facilitator will assist community members to ensure that the criteria, programs, and processes decided on during the CWS are sensitive and responsive to the needs and aspirations of those most affected by conflict-borne issues.

You should also ensure that subproject selection criteria consider the following:

1. Problems and project objectives are clearly articulated and reflect the true peace and conflict situation;
2. Project design incorporates strategies to address the problems and issues unique to the situation of conflict presented; and,
3. Measures are incorporated to remove barriers to the participation of people most involved in the conflict issues and who may feel threatened to engage in the development processes (e.g. victims of violence from minority ethnicities in an ethnic conflict).



# Creation of Peace-building and Conflict-resolving mechanisms

Strengthening efforts are to be undertaken in all NCDDP areas through barangay and municipality Peace and Order Councils, IP Council of Elders, and other groups involved in alternative dispute resolution. It is important to define the external and internal roles, responsibilities and relationships of these barangay conflict resolution mechanisms with entities that may have overlapping mandates, such as the NCDDP Grievance Redress System (GRS).

In most instances, conflict-resolution mechanisms may be found in NCDDP

communities, although some of these may be non-functional. The ACT will need to make a decision whether these existing mechanisms can be strengthened effectively to help resolve community conflicts or if there are possibilities for new institutions to be established.

In case new institutions have to be established, the individuals who will be part of these institutions need to be selected carefully. Credibility and acceptability to the different (contending) groups within the barangay would be the most important criteria.

## Special Procedures

Conflict-affected communities face the same socio-economic problems as other poor communities. However, the presence of violence worsens poverty, polarizes residents, disrupts normal community life, and destroys governance institutions. Thus, NCDDP implementation in these areas requires the addition of a number of special procedures to mitigate armed conflict and its effects.

Formal declaration of a municipality as a CAAC during the Criteria-Setting Workshop would allow for greater flexibility in NCDDP field implementation in the concerned municipality. Greater implementation flexibility is justified because of the intrinsic difficulties in program implementation caused

by unstable peace and order conditions and the reduced effectiveness of local governance institutions.

NCDDP program implementation in CAAC municipalities shall be allowed flexibility in the following four areas:

1. Flexibility in implementation timelines;
2. Flexibility in staffing (see Peace Lens Policy Memorandum in Appendix);
3. Criteria-based transition of the CAAC MLGU to the MT modality; and,
4. Flexibility in the disposition of NCDDP and LCC investment funds.

*It may be prudent for NCDDP to suspend operations in municipalities when high-intensity violence occurs in the course of program implementation. The decision to suspend NCDDP operations shall also be based on the conflict-intensity criteria used during the CWS to validate a CAAC, and with a particular concern for the safety of NCDDP fieldworkers and the near-impossibility of holding meetings and other activities.*

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Flexibility in most aspects of implementation in conflict-laden communities is needed as the general atmosphere of violence in them limits mobility. Such project areas tend to be more remote and difficult to reach, and thus tend to receive less technical support from municipal LGUs.

Specifically, communities affected by violent conflict should not be held to the 12-month implementation timetable required of “regular” NCDDP communities. Since it will be difficult to anticipate all types of events where easing of implementation deadlines may be required, it is proposed that the flexibility provision be documented as: (1) an amendment to the municipal MOA; and, (2) included among the provisions of the barangay sub-project agreements.

The following are cases where set timelines will no longer be followed, as extension is

deemed necessary:

1. Delayed start-up activities - A longer timeline is applicable in Cycle 1 implementation because of more complex start-up activities and the level of conflict-sensitivity and competence of NCDDP field staff.
2. Temporary Suspension of Operations - In cases where there is a continuous occurrence of armed violence, it may be necessary that the operations be temporarily ceased.

At the minimum, extension of NCDDP implementation timelines shall be based on the number of days that CEAC operations were disrupted due to the violence. The period of disruption will be based on the AFP incident report on the violence and military operations.



