

**[ DA ADMINISTRATIVE ORDER NO. 14, S. 2013,  
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**DEPARTMENT OF AGRICULTURE (DA) - OFFICE OF THE  
PRESIDENTIAL ADVISER ON PEACE PROCESS (OPAPP)  
IMPLEMENTING GUIDELINES OF THE PAYAPANG AT  
MASAGANANG PAMAYANAN (PAMANA) PROGRAM**

**I. BACKGROUND**

The Government is adopting a two-pronged approach: (1) negotiated political settlement of all armed conflict through peace negotiations; and (2) undertaking programs aimed at addressing the root causes of armed conflict through interventions on the ground to strengthen peace-building, reconstruction and development in conflict-vulnerable areas.

The PAMANA Program, as embodied in the Philippine Development Plan for 2011 to 2016, was launched as the National Government's framework for intervention in conflict-vulnerable areas to complement the peace negotiation efforts in line with its commitment to address the causes of conflict and issues affecting the peace process. The Program will be implemented within the 5-year period from 2011 to 2016.

**A. PAMANA PROGRAM OBJECTIVES**

The PAMANA Program aims to contribute to lasting peace by achieving the following objectives:

1. Reduce poverty and vulnerability in conflict areas as well as areas covered by Peace Agreements;
2. Improve governance; and
3. Empower communities and strengthen their capacities to address issues of conflict and peace through activities that promote social cohesion.

**B. PAMANA PROGRAM STRATEGIES AND APPROACHES**

The Program endeavors to attain its objectives by bringing back government to PAMANA identified areas and ensuring that communities benefit from improved delivery of basic services and are served by responsive, transparent and accountable local government units.

The Program approaches are: 1) convergence of delivery of basic services; 2) good governance through responsive, transparent and accountable resource allocation and utilization; 3) community empowerment to enhance local demand for services in conflict-affected barangays; and 4) asset reform to address age-old issues of agrarian unrest and encroachment and unimpeded exploitation of ancestral domain and natural resources. To ensure that all interventions are truly peace-building, the

principles of social cohesion, namely: inclusion, participation, transparency and accountability and conflict-sensitivity are applied.

In line with its food security and sufficiency mandate, the Department of Agriculture will support the PAMANA Program by providing focused and targeted interventions and adopting strategies and approaches that improve local governance and local government unit institutional capacities which will foster sub-regional development, promote social cohesion and reduce poverty in conflict-vulnerable areas.

### **C. PAMANA PROGRAM FRAMEWORK**

The PAMANA Program framework is anchored on three complimentary strategic pillars that define core interventions to achieve lasting peace, as follow:

1. **Pillar 1** - refers to interventions that support the establishment of the foundations of peace and the building of resilient communities through policy reform and development.
2. **Pillar 2** - refers to micro-level interventions that promote the convergent delivery of services and goods focused on households and communities by both national and local agencies/units.
3. **Pillar 3** - refers to meso-level interventions that address regional and sub-regional development challenges which will contribute to peace building.

The PAMANA Program shall be implemented by national line agencies in partnership with local government units (LGUs), through various modalities, as appropriate to their respective mandates.

For FY 2013, the Department of Agriculture will implement PAMANA Pillar 3 projects, along with the Department of the Interior and Local Government (DILG), Department of Environment and Natural Resources (DENR), Department of Energy (DOE)-National Electrification Administration (NEA) and the Autonomous Region in Muslim Mindanao (ARMM), while Pillar 2 shall be implemented by Department of Social Welfare and Development (DSWD) and Department of Agrarian Reform (DAR).

PAMANA Program's Pillar 3 is anchored on the goal of high-impact sub-regional economic integration, connectivity and development. It provides support for economic integration of poor areas with more prosperous areas, thus addressing development issues beyond the geographic boundaries of conflict-affected communities. This ultimately contributes to the building of communities that are resilient even in the midst of armed conflict.

Hand-in-hand with the goal of bringing sub-regional development to Conflict-Affected Areas (CAAs), PAMANA Areas, Pillar 3 also aims to heal, build and strengthen the relationships within and among communities, and between citizens and the government in order to build up the social and institutional capital necessary to further peace and development in the respective conflict-affected communities. Based on a consciousness that armed conflict is not only rooted in issues of resource scarcity such as poverty and underdevelopment, it is imperative that the PAMANA Program will as well address the subtler, yet equally potent relational and structural roots of armed conflict. As such, the *Principles of Social Cohesion* (PSC) are embodied in the PAMANA Program via the following process inputs:

1. **Inclusion** - Provision of equal rights and opportunities with special focus on empowering marginalized and vulnerable individuals and groups in the communities;
2. **Participation** - Encouragement of active involvement of all stakeholders in community initiatives and processes especially in initiatives and processes that directly affect the quality of the community's relationships and way of life;
3. **Transparency & Accountability** - Sharing of information and acting in an open and sincere manner whereby government and other legitimate institutions hold themselves responsible and answer to stakeholders on the disposal of their authority and duties; and,
4. **Conflict-Sensitivity** - Thinking in a manner that fosters a) understanding of the context, roots and dynamics of the armed conflict; and b) understanding of the interaction between peace interventions to the context, roots and dynamics of the armed conflict. As well as, acting in a manner that; c) minimizes the negative impacts of conflict; and d) optimizes the benefits of sustained peace in communities.

#### **D. PAMANA PROGRAM COVERAGE**

PAMANA Program covers seven geographical zones, in which target areas have been selected and prioritized based on the various peace process lines:

1. Central Mindanao
2. Zamboanga-Basilan-Sulu-Tawi-Tawi (ZamBaSulTa)
3. Bicol-Quezon-Mindoro
4. Samar Island
5. Davao-Compostela Valley-CARAGA/Region XIII
6. CordilIera Administrative Region (CAR) - barangays covered by the 2011 Government of the Philippines (GPH) - CordilIera Bodong Administration (CBA) - Cordillera People's Liberation Army (CPLA) Closure Agreement
7. Negros-Panay - areas covered by the peace process with the Rebolusyonaryong Partido ng Manggagawa - Pilipinas(RPMP)/Revolutionary Proletarian Army (RPA)/Alex Boncayao Brigade (ABB)

#### **E. PAMANA PROGRAM FUND**

The Program Fund will be sourced out from the CY 2013 General Appropriations Act (GAA) allotted to Department of Agriculture-Regional Field Units DA-RFUs), Bureau of Fisheries and Aquatic Resources (BFAR) and the National Irrigation Administration (NIA) Regional Offices (ROs) and other Special Allotment Release Order (SARO) to finance the budgetary requirement of sub-regional development projects under Pillar 3.

The Fund may also be used to support community projects identified under the closure programs with the CBA-CPLA and the RPMP /RPA/ ABB.

### **II. MECHANICS OF ACCESSING THE PAMANA PROGRAM FUND**

#### **A. ELIGIBILITY REQUIREMENTS**

##### **1. Eligible LGUs**

Eligible LGUs are those previously selected and prioritized, based on the criteria set by OPAPP, in close coordination with the Security Sector, or as defined by the relevant Peace Agreements.

## 2. Eligible Projects

Eligible projects for funding are those that are:

- a. **Anchored on the goal of high-impact sub-regional economic integration, connectivity and development.**
- b. **Locally-driven and owned.** The agri-fishery projects to be implemented under PAMANA Program must reflect the needs of the communities, especially vulnerable sectors. Through activities that promote inclusion and participation, communities should be consulted in the planning, implementation and evaluation of the projects. Municipal/City and Provincial LGUs should have discussed and mutually agreed on the project to be financed by the Fund.
- c. **Conflict-sensitive and peace-promoting.** The proposed agri-fishery projects must be identified through a conflict-sensitive planning and programming process as defined by the Department of Interior and Local Government. Through this, proposed projects will be identified based on the peace and development needs and challenges that should be addressed in each area. Specifically, the projects must help address security, justice and economic stressors, thereby contributing to sustainable peace and development as characterized by social cohesion, human development and social justice.
- d. Adopted in the Provincial Development and Physical Framework Plan/Annual Investment Plan for provinces; and the Comprehensive Development Plan/Annual Investment Plan, for municipalities and cities; to be integrated in the peace and development agenda of the region.
- e. Identified agri-fishery projects under the terms of the different Peace Agreements.

Local projects under the PAMANA Program may include agri-fishery infrastructure and non-infrastructure projects in conflict affected areas and IP areas.

Please refer to Annex A for samples of eligible projects.

## **B. PROCEDURAL REQUIREMENTS IN ACCESSING THE PAMANA PROGRAM FUND**

### **1. Preparation, Submission and Evaluation of Project Proposals and Supporting Documents**

- a. Eligible LGUs may seek technical assistance from the DA-RFUs/BFAR RO/NIA ROs in preparing the Project Design, following the suggested format/template of the Project Design attached as Annex B.
- b. Project Designs of infrastructure and non-infrastructure projects shall be prepared by Municipal Local Government Units (MLGUs) / Component City Local Government Units (CLGUs) / Provincial Local Government Units (PLGUs) covering their areas of jurisdiction.
- c. Formulation of the Project Design should adhere to the PAMANA Peace and Social Cohesion Standards.
- d. Project Design will be submitted to the DA-RFUs/BFAR ROs/NIA ROs with the following documents:
  - d.1 Procurement Plan
  - d.2 Work and Financial Plan
  - d.3 Program of Works and Detailed Estimates

- d.4 Detailed Technical Description (for non-infrastructure projects)/ Detailed Engineering Plans (for infrastructure projects)
- d.5 Geo-tagged project data. In cases where the LGU currently has no capability on applied geo-tagging technology, the DA Regional Office may provide technical assistance to generate said data.
- d.6 Appropriate Sangguniang Resolution
  - d.6.1 Authorizing the Local Chief Executive to enter into a Memorandum of Agreement (MOA); and
  - d.6.2 Approving the allocation of LGU counterpart funds, if needed.
- e. Projects under the Closure Programs with the CBA-CPLA and the RPMP / RPA / ABB, the pertinent DA Regional Offices shall prepare the Project Design and all pertinent documentary requirements, in close coordination with the OPAPP Project Management Offices.

## **2. Approval of Project Proposals and Designation of Implementing Partners**

- a. DA-RFUs / BFAR ROs / NIA ROs shall review and approve project designs prepared by the MLGUs/CLGUs/PLGUs.
- b. Counterpart fund shall be required from eligible MLGUs/CLGUs/PLGUs based on existing Agri-Pinoy Commodity Programs / BFAR / NIA Guidelines.
- c. Based on the assessment of the respective DA-RFUs / BFAR ROs / NIA ROs and in consultation with the DILG and the AFP, PAMANA 2013 projects may be implemented through any of the following bodies, as appropriate:
  - b.1 Proponent Provincial/Component City/Municipal Governments by administration or by contract
  - b.2 DPWH by administration or by contract
  - b.3 AFP Engineering Brigades/Units In case, MLGUs/CLGUs/PLGUs are not capable to implement agrifishery projects, DA-RFUs / BFAR ROs / NIA ROs can be tapped to implement projects through competitive bidding.
- d. Parameters for assessment of Implementing Partners shall include: capability /capacity, readiness and absorptive capacity, as well as any peace and security concerns. MLGUs/CLGUs/PLGUs with outstanding DA or OPAPP-PAMANA funds for liquidation may not qualify as Implementing Partners.
- e. The DA-RFUs / BFAR ROs / NIA ROs shall inform the designated Implementing Partners, Proponent MLGUs/CLGUs/PLGUs and OPAPP of the final arrangements.

## **3. Replacement of Projects**

- a. Proposed project may be replaced with another project based on the following circumstances:
  - a.1 Double funding. However, in the event that both programmed proposals have yet to be implemented, it is recommended that the project in question be implemented under the PAMANA Program Fund.
  - a.2 If the proposed project is found to be technically unfeasible after project appraisal.
- b. In cases where project replacement is necessary, the DA-RFU / BFAR RO / NIA RO shall transmit the request for replacement to the Regional Peace and Order