



Republic of the Philippines

**DEPARTMENT OF THE INTERIOR AND LOCAL GOVERNMENT**

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**GUIDELINES FOR THE LOCAL GOVERNMENT UNITS IN THE  
IMPLEMENTATION OF EXECUTIVE ORDER NO. 70, S. 2018**

**Memorandum Circular No. 2019 - 125**

06 AUG 2019

## 1. BACKGROUND

- 1.1. To ensure convergence and coherence in the implementation of Executive Order (EO) No. 70, series of 2018, *"Institutionalizing the Whole-of-Nation Approach in Attaining Inclusive and Sustainable Peace, Creating a National Task Force to End Local Communist Armed Conflict, and Directing the Adoption of a National Peace Framework,"* this Department hereby issues this Memorandum Circular as a guideline for local government units (LGUs).
- 1.2. Article II of the 1987 Constitution indicates the following State principles and policies:
  - 1.2.1. The Philippines renounces war as an instrument of national policy;
  - 1.2.2. The maintenance of peace and order, the protection of life, liberty, and property, and the promotion of the general welfare are essential for the enjoyment by all the people of the blessings of democracy; and
  - 1.2.3. The State shall promote a just and dynamic social order that will ensure the prosperity and independence of the nation and free the people from poverty through policies that provide adequate social services, promote full employment, a rising standard of living, and an improved quality of life for all.

## 2. PURPOSE

- 2.1. To provide clear guidelines for the Local Government Units (LGUs) and DILG Regional and Field Offices in the implementation of EO No. 70, s. 2018;
- 2.2. To shift the viewpoint of both the national and local governments from treating local communist armed conflict as purely military and security concerns, to being more of a symptomatic element of deeply-rooted issues needing to be addressed immediately such as poverty, historical injustice, social inequality, and lack of inclusivity, among others;
- 2.3. To strengthen the Whole-of-Government Approach in attaining inclusive and sustainable peace through intensified development and other peace-building initiatives in conflict-affected and conflict-vulnerable communities, as

indicated in one of the objectives of the Philippine Development Plan (PDP) 2017-2022;

- 2.4. To ensure convergence of efforts at all levels and deliver a unified process of intervention in the operationalization of E.O No. 70;
- 2.5. To define roles and responsibilities of concerned local government officials and functionaries, councils, and National Government Agencies (NGAs) for efficient and effective collaboration of the Local Task Forces for Ending Local Communist Armed Conflict;
- 2.6. To enhance the participation and accountabilities of LGUs in ending all armed threats in the Philippines; and,
- 2.7. To safeguard the paramount mandate of the government to continuously work for the people and with the people in achieving just and lasting peace towards development where no one is being left behind.

### **3. LEGAL BASES**

- 3.1. The 1987 Constitution of the Republic of the Philippines, Article II, *Declaration of Principles and State Policies*
- 3.2. Executive Order No. 70, series of 2018, *Institutionalizing the Whole-of-Nation Approach in Attaining Inclusive and Sustainable Peace, Creating a National Task Force to End Local Communist Armed Conflict, and Directing the Adoption of a National Peace Framework*
- 3.3. Pertinent laws, policies, and issuances from the Office of the President, the National Security Council being the Vice Chair of the National Task Force on Ending Local Communist Armed Conflict and other oversight agencies.

### **4. SCOPE/COVERAGE**

- 4.1. This Memorandum Circular covers all Regions, Provinces, Highly Urbanized Cities (HUCs), Independent Component Cities (ICCs), Component Cities (CCs), and Municipalities, and the local government units (LGUs) within its jurisdiction.

### **5. OPERATING PRINCIPLES**

- 5.1. Use a Whole-of-Nation approach to address the root causes of local communist armed conflict, internal disturbances and tensions, and other armed conflicts and threats by prioritizing and harmonizing the delivery of basic services and social development packages by the government, facilitating societal inclusivity, and ensuring active participation of all sectors of the society in the pursuit of the country's peace agenda;
- 5.2. Demonstrate good governance as a core value at all levels of government to regain the people's trust and rally all sectors in society to support the campaign for sustainable peace and development;

- 5.3. Give major stakeholders—community, government civil society to include the local communist armed groups—the opportunity to take part in solving and providing solutions to the causes of “unpeace” within the local governments’ areas of jurisdiction;
- 5.4. Focus on issues that are potential or imminent causes of armed conflict;
- 5.5. Prioritize reforms, whether local, sectoral, or institutional in agreement and in consultation with the communities, and different government agencies concerned;
- 5.6. Initiate policies, programs, projects, services, and activities that empower communities and the local constituencies to participate in developing a culture of peace so that everyone has ownership of the process and results;
- 5.7. Ensure that while localizing peace engagements, the government will safeguard the communities in conflict-affected and vulnerable areas to be protected and developed following the strategies in the Subsector Outcome 2 of *Attaining Just and Lasting Peace* Chapter of the PDP, empowering communities by increasing their capacity to address conflicts and reduce their vulnerabilities, as guided by the Six-Point Peace and Development Agenda of the administration:
  - 5.7.1. The negative impact of violent conflicts to communities will be mitigated, if not prevented, by supporting structures and mechanisms that will help them avert the emergence of conflict and prevent the escalation of existing ones. These will strengthen local or traditional conflict resolution and management mechanisms, as well as establish formal and informal avenues for continuing dialogue and broad-based participation of peace stakeholders in the peace and order councils, local development councils, and *Katarungang Pambarangay*;
- 5.8. Incorporate the twelve (12) Clusters/Lines of Effort in the planning and harmonization of Policies, Programs, Projects, Services, and Activities in conflict affected areas and vulnerable communities of National Government Agencies, Local Government Units, and all stakeholders concerned as follows:
  - 5.8.1. Local Government Empowerment
    - With the Department of the Interior and Local Government (DILG) as the lead agency, this cluster shall revisit and enhance the policy direction, capacity building strategies, project development support, and ensure security and justice among the local government. The cluster shall ensure that the LGUs, locally-based institutions, and other stakeholders are sustainably taking the lead in peace building efforts at the local level.<sup>1</sup>

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<sup>1</sup> NTF-ELCAC Local Government Empowerment Cluster Implementation Plan

### **5.8.2. International Engagement**

- Lead by the Department of Foreign Affairs (DFA), this cluster shall engage and conduct advocacy campaign focused on international organizations such as the United Nations, European Union, etc., Philippine Embassies, and Overseas Filipino Communities to counter the negative impacts of the International Solidarity Works (ISW) of the Communist Terrorist Groups (CTGs) on the development and state of peace in the Philippine society.<sup>2</sup>

### **5.8.3. Legal Cooperation**

- Lead by the Office of the Solicitor General (OSG), this cluster shall enhance the policy direction and capacity building strategies through the fortification of the legal arms of all the agencies and units of the government and their stakeholders by equipping them with effective and adequate legal skills and knowledge relevant to the communist-terrorist predicaments confronting the government's efforts to put an end to local communist armed conflict.<sup>3</sup>

### **5.8.4. Strategic Communication**

- Lead by the Presidential Communications Operations Office (PCOO), this cluster shall conduct strategic communications efforts to effectively disseminate information on government programs and counter the national propaganda of the CTG, while creating external mechanisms to facilitate public engagement and policy support.<sup>4</sup>

### **5.8.5. Basic Services**

- Lead by DILG, this cluster shall provide responsive delivery of basic services in order to contribute to the establishment of conflict-resilient, sustainable, and economically developed communities<sup>5</sup> with the Retooled Community Support Program (RCSP) as its primary vehicle.

### **5.8.6. Livelihood and Poverty Alleviation**

- Lead by the Technical Education and Skills Development Authority (TESDA), this cluster shall establish decisive and institutionalized, as well as responsive measures, which would significantly address poverty affectation among marginalized communities and basic sectors, and also to balance the equitable resource distribution and create dynamic, economic, livelihood, and income opportunities. Further, it shall address the

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<sup>2</sup> NTF-ELCAC International Engagement Cluster Implementation Plan

<sup>3</sup> NTF-ELCAC Legal Cooperation Cluster Implementation Plan

<sup>4</sup> NTF-ELCAC Strategic Communication Cluster Implementation Plan

<sup>5</sup> NTF-ELCAC Basic Services Cluster Implementation Plan



pervasive issues of land conflict and other related rural community issues, and develop stable employment conditions in different industries of the country with specific emphasis on poverty alleviation package and sustainable economic interventions for basic sectors.<sup>6</sup>

**5.8.7. Infrastructure and Resource Management**

- Co-lead by the Department of Public Works and Highways (DPWH) for Infrastructure, and the Department of Environment and Natural Resources (DENR) for Resource Management, the cluster shall provide adequate just, equitable, and sustainable infrastructure development and resource management programs in order to accelerate the delivery of basic services and contribute to the attainment of peace, rural development, and national industrialization.<sup>7</sup>

**5.8.8. Peace, Law Enforcement, and Development Support**

- Lead by the Department of National Defense (DND), this cluster shall conduct inter-agency operations to defeat the Communist Terrorist Groups (CTGs) and its support structure in order to contribute to the objectives of the NTF-ELCAC.<sup>8</sup>

**5.8.9. Situational Awareness and Knowledge Management**

- Lead by the National Intelligence Coordinating Agency (NICA), the cluster shall provide and disseminate timely and accurate information and assessment on situations regarding the CTG and governance to the Whole-of-Nation Team in order to support the objective to end the local communist armed conflict.<sup>9</sup>

**5.8.10. Localized Peace Engagement**

- Co-lead by DILG and the Office of the Presidential Adviser on the Peace Process (OPAPP), this cluster shall strengthen capacities of national and local governance actors to effectively address socio-economic divides, create modalities, and strengthen capacities of communities to resist violence and participate in peace building and development to achieve community resiliency and cultural harmony.<sup>10</sup>

**5.8.11. E-CLIP and Amnesty Program**

- Co-lead by DND and DILG, the cluster shall act as the central coordinating body that will supervise the Reintegration Efforts for

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<sup>6</sup> NTF-ELCAC Livelihood and Poverty Alleviation Implementation Plan

<sup>7</sup> NTF-ELCAC Infrastructure and Resource Management Cluster Implementation Plan

<sup>8</sup> NTF-ELCAC Peace, Law Enforcement, and Development Support Cluster Implementation Plan

<sup>9</sup> NTF-ELCAC Situational Awareness and Knowledge Management Support Cluster Implementation Plan

<sup>10</sup> NTF-ELCAC Localized Peace Engagement Cluster Implementation Plan

Former Rebels from the CPP-NPA-NDF, as well as their immediate family members.<sup>11</sup>

**5.8.12. Sectoral Unification, Capacity Building, Empowerment, and Mobilization**

- Lead by eleven (11) National Government Agencies (NGAs) composed of Department of Labor and Employment (DOLE), Department of Agriculture (DA), Department of Education (DepEd), National Commission on Indigenous Peoples (NCIP), Office of the Presidential Adviser on Indigenous Peoples Concerns (OPAIPC), Presidential Commission for the Urban Poor (PCUP), Philippine Commission on Women (PCW), National Youth Commission (NYC), Commission on Higher Education (CHED), Bureau of Fisheries and Aquatic Resources (BFAR), and DILG, the cluster shall engage, unify, capacitate, empower, and mobilize all sectors of society to be free and resistant to the Communist-Terrorist operations and infiltrations as well as to positively assert government authority and genuine peoples' sovereignty for the effective and efficient implementation of programs to strengthen and reinforce the realization of good governance, enduring peace and sustainable development, in order to significantly contribute to totally eradicate the local communist armed conflict by 2022.<sup>12</sup>

## **6. POLICY CONTENT AND GUIDELINES**

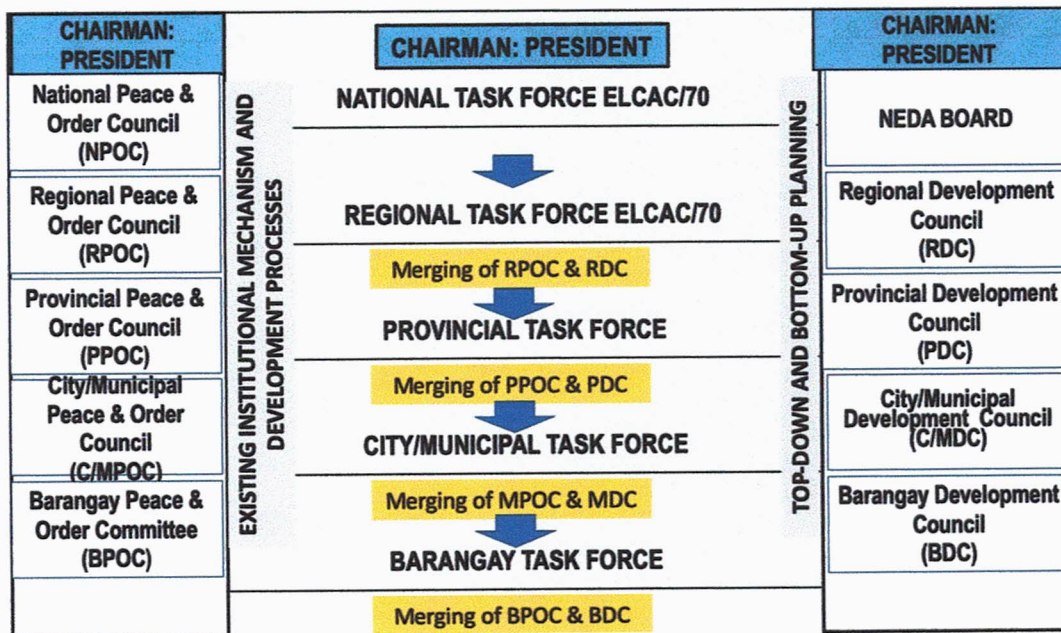
- 6.1.** To ensure efficient and effective implementation of the Whole-of-Nation approach, Local Task Forces to End Local Communist Armed Conflict (ELCAC)<sup>13</sup> are hereby created under the guidance of this Department. The Peace and Order Council and Development Council of every Region, Province, City, and Municipality shall jointly establish these Task Forces. This structure shall serve as the venue for integrating and coordinating national efforts to localize the peace initiatives.

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<sup>11</sup> NTF-ELCAC E-CLIP and Amnesty Program Cluster Implementation Plan

<sup>12</sup> NTF-ELCAC Sectoral Unification, Capacity Building, Empowerment, and Mobilization Cluster Implementation Plan

<sup>13</sup> Local Task Forces may adopt its own nomenclature as local situation warrants, with due faithful adherence to the primary goals and objectives of E.O. 70.



#### 6.1.A. Regional Task Force (RTF):

1. The RTF shall be organized through a Joint Resolution created by the Regional Peace and Order Council (RPOC) and the Regional Development Council (RDC).
2. The RTF, headed by a Chair duly selected through a collegial decision by the Task Force Members, shall have the following duties and responsibilities:
  - a) Ensure the creation of Provincial Task Force which shall complement E.O. No. 70.
  - b) Organize *ad hoc* inter-agency and multi-sectoral clusters, councils, committees, and groups at the Regional level mirroring the 12 Clusters/Lines of Effort, or modify existing ones, whenever necessary, to fulfill its mandates;
  - c) Take the lead in the formulation and implementation of regional plans in coordination with relevant national government agencies, LGUs, the civil society, and other stakeholders, for the 12 Clusters/Lines of Effort guided by the Whole-Of-Nation approach-driven National Peace Framework;
  - d) Establish a vertical and horizontal feedback mechanism among and between the member-agencies along the 12 Clusters/Lines of Efforts, the National Task Force, and the LGUs to ensure inter-agency convergence in the implementation in conflict-affected and conflict-vulnerable communities;
  - e) Review the mandates and functions of offices undertaking peace efforts to avoid duplication of functions and programs, and submit its

recommendation/s to the National Task Force for approval through the Cabinet Officer for Regional Development and Security (CORDS);

- f) Ensure that Local Government Units (LGUs) include peace building initiatives as their priority in their Comprehensive Development Plan (CDP), Peace and Order and Public Safety (POPS) Plan and Local Development Investment Program (LDIP).
- g) Provide monitoring and evaluation system to help track performance and analyze results for continuity and/or improvement;
- h) Evaluate, define, modify, or integrate policies, programs, projects, services, and activities within the Local Task Forces' respective areas of jurisdiction contained in the Framework;
- i) As may be necessary, issue supplemental guidelines, protocols, or policies, in furtherance of this Memorandum Circular;
- j) Provide technical assistance to the Provincial, City, and Municipal Task Force as needed; and
- k) Perform such other duties and functions as the President or the National Task Force may direct.

**3. Regional Task Force Secretariat:**

**6.1.A.** The RTF shall be assisted by their joint RPOC and RDC Secretariats to be led by the RPOC Secretariat Head duly assisted by personnel from the member-agencies of the Task Force under secondment, detail, or other appropriate arrangement.

**6.1.B.** The RTF Secretariat shall have the following duties and responsibilities:

- i. Submit an organizational and staffing pattern and directory of the Regional, Provincial, City and Municipal Task Forces to the National Task Force through the CORDS cc: DILG Central Office through the Planning Service (PS) within two (2) months from the creation of Task Force;
- ii. Provide standard Secretariat services to the RTF;
- iii. Ensure proper coordination of initiatives among the clusters through the feedback mechanism established by the Task Force.

**6.1.B. Provincial Task Force (PTF):**

- 1. The PTF shall be organized through a Joint Resolution created by the Provincial Peace and Order Council (PPOC) and the Provincial Development Council (PDC).
- 2. The PTF, with the Provincial Governor as its Chair, shall have the following duties and responsibilities:



- a) Ensure the creation of City and Municipal Task Force which shall complement E.O. No. 70 within their areas of jurisdiction.
- b) Organize *ad hoc* inter-agency and multi-sectoral clusters, councils, committees, and groups at the Provincial level mirroring the 12 Clusters/Lines of Effort, or modify existing ones, whenever necessary, to fulfill its mandates;
- c) Take the lead in the localization of the 12 Clusters/Lines of Effort and the implementation of provincial plans in coordination with relevant national government agencies, LGUs, the civil society, and other stakeholders, guided by the Whole-Of-Nation approach-driven National Peace Framework.
- d) Adhere to the feedback mechanism prescribed by the Regional Task Force and establish the same at the Provincial level;
- e) Ensure that Local Government Units (LGUs) include peace building initiatives as their priority in their Comprehensive Development Plan (CDP), Peace and Order and Public Safety (POPS) Plan and Local Development Investment Program (LDIP).
- f) Ensure compliance to the monitoring and evaluation system provided by the Regional Task Force, and implement the same at the City/Municipal level to help track performance and analyze results for continuity and/or improvement;
- g) Provide technical assistance to the City/Municipal Task Force as needed; and,
- h) Perform such other duties and functions as the President or the National Task Force may direct.

**3. Provincial Task Force Secretariat:**

- a.) The Provincial Task Force shall be assisted by their joint PPOC and PDC Secretariats to be led by the PPOC Secretariat Head duly assisted by personnel from the member-agencies of the Task Force under secondment, detail, or other appropriate arrangement.
- b.) The PTF Secretariat shall have the following duties and responsibilities:
  - i. Submit an organizational and staffing pattern and directory of the Provincial Task Force to the Regional Task Force within one (1) month from the creation of Task Force;
  - ii. Provide standard Secretariat services to the PTF;
  - iii. Ensure proper coordination of initiatives among the clusters through the feedback mechanism established by the Task Force.

### **6.1.C. City/Municipal Task Force (C/MTF):**

- 1. The C/MTF shall be organized through a Joint Resolution created by the City/Municipal Peace and Order Council (C/MPOC) and the City/Municipal Development Council (C/MDC).**
- 2. The C/MTF, with the City/Municipal Mayor as its Chair, shall have the following duties and responsibilities:**
  - a) Ensure the creation of Barangay Task Force which shall complement E.O. No. 70 within their areas of jurisdiction.**
  - b) Take the lead in the planning and implementation of the Retooled Community Support Program (RCSP);**
  - c) Enlist the assistance of any department, bureau, office, agency, or instrumentality of the government, the government-owned or controlled corporations (GOCCs), and state universities and colleges (SUCs), in accordance with their respective mandates, in coordination with the PTF, in the implementation of the RCSP;**
  - d) Facilitate the convergence of all stakeholders and ensure participation of the community members in development planning;**
  - e) Adhere to the feedback mechanism prescribed by the Provincial Task Force and establish the same at the City/Municipal down to the Barangay level;**
  - f) Ensure the delivery of services and inclusion of the policies, programs, projects, services, and activities in the local plans based on the identified solutions by the members of the affected communities;**
  - g) Strengthen and empower Barangay-Based Institutions (BBIs);**
  - h) Establish and strengthen citizenship and community participation mechanisms to guarantee sustainability of RCSP implementation.**
  - i) Perform such other duties and functions as the Regional or the Provincial Task Force may direct.**
- 3. City/Municipal Task Force Secretariat:**
  - a.) The City/Municipal Task Force shall be assisted by their joint C/MPOC and C/MDC Secretariats to be led by the C/MPOC Secretariat Head duly assisted by personnel from the member-agencies of the Task Force under secondment, detail, or other appropriate arrangement.**
  - b.) The C/MTF Secretariat shall have the following duties and responsibilities:**
    - i. Submit an organizational and staffing pattern and directory of the City/Municipal Task Force to the Provincial Task Force within one (1) month from the creation of Task Force;**
    - ii. Provide standard Secretariat services to the C/MTF;**

- iii. **Ensure proper coordination of the RCSP implementation through the feedback mechanism established by the Provincial Task Force.**

**6.1.D. Barangay Task Force (BTF):**

1. **The BTF shall be organized shall be organized through a Joint Resolution created by the Barangay Peace and Order Committee (BPOC) and the Barangay Development Council (BDC).**
2. **The BTF, with the Punong Barangay as its Chair, shall have the following duties and responsibilities:**
  - a) **Take an active role in the implementation of the Retooled Community Support Program (RCSP);**
  - b) **Ensure social preparation and participation of the community members in all the phases of the RCSP implementation;**
  - c) **Ensure the delivery of services and inclusion of the policies, programs, projects, services, and activities in the local plans based on the identified solutions by the members of the affected communities**
  - d) **Provide relevant feedback and recommend measures to the C/MTF on the risks and opportunities surrounding the implementation of the RCSP;**
  - e) **Take the lead in the citizenship building and community participation mechanisms to guarantee sustainability of RCSP implementation.**

**6.1.E. Role of the DILG Regional and Field Offices:**

1. **Coordinate with National Economic Development Authority (NEDA) in the organization and creation of the Regional Task Force;**
2. **Ensure that the Provincial, City, and Municipal Task Forces are created and functional<sup>14</sup>;**
3. **Assist the Regional Task Forces in establishing communication and collaboration mechanisms between and among NGAs and LGUs to speed up coordination and response;**
4. **Designate DILG task teams and representatives to all the Clusters/Lines of Effort;**
5. **Take the lead in the action planning and implementation of the following Lines of Efforts:**
  - a) **Local Government Empowerment Cluster**
  - b) **Local Peace Engagement Cluster**

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<sup>14</sup> Attached is a Checklist of RTF Deliverables from the National Task Force to ensure the creation of the Local Task Forces

- c) Basic Services Cluster
  - d) E-CLIP and Amnesty Program
  - e) Sectoral Unification, Capacity Building, Empowerment, and Mobilization
6. Facilitate the execution of local initiatives and activities related to the accomplishment of the implementation plans;
  7. Establish convergence mechanisms among National Government Agencies (NGAs) to support RCSP implementation;
  8. Advise the LCEs in the implementation of the Retooled Community Support Program and take a lead role in the RCSP Core Team;
  9. Monitor the implementation of programs, projects, and activities related to EO 70.

## **7. MONITORING AND SUBMISSION OF REPORTS**

- 7.1. To ensure compliance to this MC, and for progress monitoring, the process of reporting from Municipal level up to the NTF shall be as follows:
  - 7.1.1. The City/Municipal Mayor administering the City/Municipal Task Force (C/MTF) shall ensure the submission of regular Quarterly Accomplishment Reports to the Provincial Task Force, through the C/MTF Secretariat.
  - 7.1.2. The Provincial Governor administering the Provincial Task Force (PTF) shall ensure the consolidation of the Quarterly Accomplishment Reports submitted by the C/MTF Secretariats. From these submitted reports, the PTF Secretariat shall submit a Consolidated Report along with its own to the Regional Task Force (RTF).
  - 7.1.3. The Regional Task Force (RTF), through its Secretariat, shall consolidate the Quarterly Accomplishment Reports submitted by the PTF Secretariats. From these submitted reports, the RTF Secretariat shall submit a Consolidated Report along with its own to the National Task Force (NTF) through the Cabinet Officer for Regional Development and Security (CORDS) cc: Planning Service (PS) of the DILG Central Office.
  - 7.1.4. The Planning Service (PS) shall consolidate the Quarterly Reports from the RTF Secretariats and submit to the Secretary of the Interior and Local Government (SILG) cc: Undersecretary for Local Government (USLG).
  - 7.1.5. A standard format for reporting and monitoring submissions shall be formulated by Planning Service with guidance from the Office of the Undersecretary for Local Government (OUSLG).
- 7.2. For C/MTF with ongoing RCSP Implementation, a Bi-Monthly Summing Up Report shall be submitted to the PTF for immediate feedback to and



response from the relevant National Government Agencies (NGAs) concerned as identified by the community.

7.3. Local Task Forces are enjoined to submit Special Reports to the higher-level Task Force, as deemed necessary.

## 8. FUNDING

8.1. The budgetary requirements for the implementation of E.O. No. 70 may be authorized chargeable against the respective LGUs and agencies in accordance with E.O. 70, subject to the availability thereof, and to the usual accounting and auditing requirements to all pertinent laws, rules, and regulations.

## 9. ATTACHMENT/REFERENCE

9.1. Executive Order No. 70, series of 2018

## 10. POLICY REVIEW AND EVALUATION

10.1. This set of guidelines shall be periodically reviewed and evaluated to better address and improve gaps in the effective implementation of E.O. No. 70 to LGUs.

## 11. EFFECTIVITY

11.1. This Memorandum Circular shall take effect upon its approval.

## 12. APPROVING AUTHORITY

  
EDUARDO M. AÑO  
Secretary 



## 13. FEEDBACK

13.1. For related queries and clarifications, kindly contact the Policy Compliance Monitoring Division (PCMD) under the Bureau of Local Government Supervision (BLGS), through Telephone No. 876-3454 loc. 4210/4211.