Spatial governance and contestation: Prospects for spatial justice in the Philippine archipelago

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Outline

I. Context: Spatial planning in subnational armed conflict

II. Towards spatial justice in archipelagic space

III. Case: Cotabato City, Central Mindanao

IV. Implications

V. Further work

VI. Questions?
**TL;DR**

- Conflict, security, and development in the Philippines should be understood in terms of *fragmented archipelagic space*.

- Spatial justice is linked to transitional justice and reconciliation, or “dealing with the past.”

- Must be dealt with at *human scale*: peri-urban space and place.
Context

• Subnational armed conflict and horizontal contestation across the archipelago
• Peace negotiations and ‘normalization’
• Socio-economic interventions as “complimentary track”
  • No lack of analysis or plans
  • “conflict-sensitive and peace-promoting”
  • Agglomeration vs ‘peace dividends’
• PAMANA, TISP, Sajahatra, BDP (2015)
• Transitional justice as emerging field
• Push towards federalism vis-à-vis Imperial Manila

Source: WB - BDA 2015 using PSA 2012
Parsing archipelagic territory, space, place

- Extensive literature on the danger of conflating the three
- **Territory and place are situated in space**
- *Bangsa vs inged, lupa, dalepa* (McKenna ’98)
- Implications of “archipelagic-ness” if defined internally, not externally (eg. UNCLOS)
- **At what level?**
- **Conflict infrastructure** (Pullan 2009, 2010) damages urban fabric
  - Unclear borders, interface walls, rural contested space, “wounded cities”
- Implications for:
  - Regional economic planning
  - Land use regulation and management
  - Comprehensive integrated approach (?)
  - Urbanism

Source: WB-IOM 2016
Spatial Justice (via Philippopoulos-Mihalopoulos 2010, 2015)

• What can potentially happen when two or more bodies claim the same space at the same time
• Withdrawal as the key concept
• Emerges when a withdrawing body passes into a differently oriented space in which the register of conflict might change.
• Links between withdrawal, devolution and the peace process
• Three components: Spatiality, contestation, lawscape
Lawscape

Fragmented planning institutions and processes
Lack of horizontal or vertical integration
Lawscape

Fragmented planning institutions and processes – formal and informal

Bi-polar divisions of the Magindanao World, late 19th Century.
(Casino 2000)
Spatial Justice and Transitional Justice

- **Transitional Justice** – “dealing with the past”

- Relationship between legal, rectificatory, and distributive justice (Mani 2002)

- Links to *withdrawal* and *agonism*, or creative/constructive conflict (Mouffe 2005, Adorno 1974, Colaguori 2012)

- no such thing as ‘post-conflict’—only ‘post-violent’ (Brewer, 2010) or ‘post-traumatic’ (Alexander et al., 2004)

- and so TJ/DWP can no longer correlate to an exclusive moment in time.
Spatial Justice and Transitional Justice

• GPH-MILF Transitional Justice and Reconciliation Commission (TJRC) - 2015/6 Reports
  o Marginalization through land dispossession, historical injustice, HRV, legitimate grievances

• Reconciling with logic of economic geography – agglomeration economies

• More complex due to the archipelagic nature of the Philippines
  o Multiple conflict lines
  o Overlaps and liminality due to spillover effects
  o Clashes of history and memory with present-day realities
  o “context-based”, “bottom-up”
  o How does this manifest in peri-urban space and place?
Case: Cotabato City and the Bangsamoro conflict line

Distribution of household population who experienced displacement by barangay. WB-IOM 2016 using DSWD-NHTS, 2009
<table>
<thead>
<tr>
<th><strong>Cotabato (RIX, ARMM)</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Origins</strong></td>
</tr>
<tr>
<td>13th C. Seat of the Maguindanao sultanate in 1520</td>
</tr>
<tr>
<td>Pueblo de Cotabato in 1862</td>
</tr>
<tr>
<td><strong>Status</strong></td>
</tr>
<tr>
<td>independent component (1959)</td>
</tr>
<tr>
<td><strong>Land Area</strong></td>
</tr>
<tr>
<td>176 sq. km.</td>
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<tr>
<td><strong>Population (2015)</strong></td>
</tr>
<tr>
<td>299,438</td>
</tr>
<tr>
<td>66% Maguindanaon, 80% Muslim</td>
</tr>
<tr>
<td><strong>No. Barangays</strong></td>
</tr>
<tr>
<td>37 barangays (roughly only 13 are densely urbanized)</td>
</tr>
<tr>
<td>1st District of Maguindanao</td>
</tr>
<tr>
<td><strong>Income class</strong></td>
</tr>
<tr>
<td>2nd class (wholesale and retail trade, services)</td>
</tr>
<tr>
<td><strong>Poverty (2012)</strong></td>
</tr>
<tr>
<td>30%, 22% covered under CCT (2015)</td>
</tr>
<tr>
<td><strong>Conflict</strong></td>
</tr>
<tr>
<td>Political/Governance related, shadow economies, limited IBAC</td>
</tr>
</tbody>
</table>
Violent Conflicts by Municipality, 2011-2013

LEGEND
- Provincial Capital
- Provincial Boundary
- Municipal Boundary
- River System
- National Road
- Lake
- No. of Incidents:
  - 0 - 20.00
  - 20.01 - 40.00
  - 40.01 - 60.00
  - 60.01 - 100.00
  - 100.01 - and above

Source: Fernandez 2015 using BCMS 2011-2013
Conflict infrastructure

- Surfaces the experiences of contested life – so that “what should connect and benefit from contact does not” (Pullan 2011)
- Checkpoints and socio-spatial segregation
- Tense public spaces – malls, hotels, marketplaces, shops
- Overlapping/contested histories
- Horizontal and vertical conflict play out in the (peri-urban) city in different ways
- Pressure from national institutions
Effects of shift from river to road transport

Source: WB-IOM 2016
Checkpoints and socio-spatial segregation
images of Campo Muslim
(McKenna 1998)
Mall culture and informal markets
Contested meaning, overlapping uses

1. Tamontaka/ Daubab/ 18th sultanate

2. ORG/Datar Selongon

3. PC Hill/ Tuduk Tawan- Tawan/ Tantawan
Implications?

• Spatial justice (objective and process) is a useful way to reimagine development in contested archipelagic space

• SJ as inherently conflictual – opportunities for both withdrawal and productive agonism in “dealing with the past”

• Cannot remain at level of national-regional territorial discourse

• **Must be felt at the level of the city – livable space and place**

• **Spillovers across political boundaries**

  • Planning institutions and processes are presently not set up for that. Fragmented, top-down, “project-driven” mindset

• Success or failure of meaningful devolution and federalism depends on shifting relationships (Kavalski and Zolkos 2008) → cannot be done overnight
Recommendations and further studies

• Direct applications to ‘CSPP’ programming and implementation in Mindanao, but can be applied nationwide
• TJR toolkit: history and memorialization, in public space
• Dealing with multiple layers of the past in urban praxis
• Work on econometric methods to better quantify “archipelagic-ness”
• Other components of ‘dealing with the past’
• Rethinking the role of planning in the Philippines in general
Maraming salamat
Shukran
Magsukul

Questions?

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L: Baliwasan Grandstand converted into IDP camp
R: Family at Transitional Shelter Site, Brgy. Tulungabong