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## **ANNEX I**

to the Commission Implementing Decision on the financing of the annual action plan in favour of the Philippines for 2023

### **Action Document for Partnership for Peace and Development in Mindanao**

This document constitutes the annual work programme within the meaning of Article 110(2) of the Financial Regulation, within the meaning of Article 23 of the NDICI-Global Europe Regulation.

## 1 SYNOPSIS

### 1.1 Action Summary Table

<b>1. Title CRIS/OPSYS business reference Basic Act</b>	Partnership for Peace and Development in Mindanao OPSYS number: ACT-62119 Financed under the Neighbourhood, Development and International Cooperation Instrument (NDICI-Global Europe)
<b>2. Team Europe Initiative</b>	No
<b>3. Zone benefiting from the action</b>	The action shall be carried out in Mindanao, Philippines
<b>4. Programming document</b>	Multi-annual Indicative Programme (MIP) Philippines (2021 – 2027)
<b>5. Link with relevant MIP(s) objectives / expected results</b>	Priority Area 2 – Peaceful and Just Society, Good Governance Specific Objective 4 – Peace gains in Mindanao are consolidated and the humanitarian-development-peace- (HDP) nexus is strengthened in EU interventions.
<b>PRIORITY AREAS AND SECTOR INFORMATION</b>	
<b>6. Priority Area(s), sectors</b>	151 Government & Civil Society-general 152 Conflict, Peace & Security
<b>7. Sustainable Development Goals (SDGs)</b>	Main SDG – Goal 16 - Peace, Justice and Strong Institutions: <i>Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels.</i> Other significant SDGs include: 1. No Poverty; 2. Zero Hunger; 3. Good Health and Well-Being; 5. Gender Equality; 6. Clean Water and Sanitation; 8. Decent Work and Economic Growth; 10. Reduced Inequalities; 13. Climate Action; and 17. Partnerships for the Goals
<b>8 a) DAC code(s)</b>	15110 Public sector policy and administrative management – 40% 15220 Civilian peacebuilding, conflict prevention and resolution – 35% 15170 Women’s rights organisations and movement, and government institutions – 20% 15150 Democratic participation and civil society – 3%

	15130 Legal and judicial development – 2%			
<b>8 b) Main Delivery Channel</b>	41000 United Nations agency			
<b>9. Targets</b>	<input checked="" type="checkbox"/> Migration <input checked="" type="checkbox"/> Climate <input checked="" type="checkbox"/> Social inclusion and Human Development <input checked="" type="checkbox"/> Gender <input type="checkbox"/> Biodiversity <input checked="" type="checkbox"/> Education <input checked="" type="checkbox"/> Human Rights, Democracy and Governance			
<b>10. Markers</b> (from DAC form)	<b>General policy objective @</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Aid to environment @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Gender equality and women's and girl's empowerment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Reproductive, maternal, new-born and child health	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Disaster Risk Reduction @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Inclusion of persons with Disabilities @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Nutrition @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	<b>RIO Convention markers</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Biological diversity @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	<b>11. Internal markers and Tags:</b>	<b>Policy objectives</b>	<b>Not targeted</b>	<b>Significant objective</b>
Digitalisation @		<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
digital connectivity digital governance digital entrepreneurship digital skills/literacy digital services		YES <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	NO <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	
Connectivity @		<input type="checkbox"/>	<input checked="" type="checkbox"/>	
digital connectivity energy		YES <input type="checkbox"/> <input type="checkbox"/>	NO <input type="checkbox"/> <input checked="" type="checkbox"/>	

	transport health education and research	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	
	Migration @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Reduction of Inequalities @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Covid-19	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>BUDGET INFORMATION</b>				
<b>12. Amounts concerned</b>	Budget line(s) (article, item): 14.020131  Total estimated cost: EUR 27 000 000  Total amount of EU budget contribution: EUR 27 000 000  The contribution is for an amount of EUR 27 000 000 from the general budget of the European Union for 2024, subject to the availability of appropriations for the respective financial year following the adoption of the relevant annual budget, or as provided for in the system of provisional twelfths.			
<b>MANAGEMENT AND IMPLEMENTATION</b>				
<b>13. Type of financing<sup>1</sup></b>	<b>Direct management through:</b> Grants  <b>Indirect management</b> with the entities to be selected in accordance with the criteria set out in section 4.3.2.			

## 1.2 Summary of the Action

After 17 years of negotiations, the Government of the Philippines (GPH) and the Moro Islamic Liberation Front (MILF) signed the Comprehensive Agreement on the Bangsamoro (CAB) on March 27, 2014. This peace agreement combined with the ratification of the Bangsamoro Organic Law (BOL) in 2018 and the Framework Agreement on the Bangsamoro (2012) provide an unprecedented opportunity and a clear roadmap for a peaceful transition out of four decades of war. The framework for the implementation of the peace process entails the completion of two distinct, but interrelated tracks including the Political Track, which is stipulated in the BOL; and the Normalization Track<sup>2</sup> found in the CAB. Each track has a set of tasks and obligations that the GPH and the MILF are expected to complete to ensure the implementation of the peace process. While progress has been made on both tracks, a lot of work remains to consolidate the peace, ensure the functioning of the Bangsamoro Autonomous Region in Muslim Mindanao (BARMM) Government (BG), and create a secure enabling environment for inclusive and sustainable socio-economic development.

Over the last 15 years, the EU has played an important role in the peace process. The EU is perceived as one of the few trusted, neutral and reliable partners and it has supported flagship programmes focused on supporting the peace process. To build on this support by helping to consolidate the peace gains and foster an enabling environment for sustainable peace and development, this Action includes three interdependent priority areas including: (1) sustaining ongoing support to the peace process with a focus on supporting the Political Track through the implementation of the provisions of the BOL and promotion of inclusive democratic governance; (2) support to the Normalisation (human security and socio-economic) Track/implementation of commitments in the signed peace agreement; and (3) the

<sup>1</sup> Art. 27 NDICI

<sup>2</sup> Normalisation aims to transform former MILF combatants and their families into peaceful and productive individuals and their areas into progressive and resilient communities. It includes a range of components as listed in section 2.2 under priority 2.

application of the humanitarian-development-peace (HDP) nexus approach to increase resilience and address horizontal conflict drivers and other sources of instability including human-made and natural disasters.

The overall objective of this Action is to **consolidate and sustain peace gains, increase resilience and reduce sources of conflict and instability in Mindanao**. The Specific Objectives (SO) include:

1. **Good Governance:** Consolidate peace gains by strengthening the capacity, accountability, and legitimacy of the first elected BG in public administration including public financial management (PFM), gender-responsive planning and budgeting, and gender- and conflict-sensitive local service delivery.
2. **Normalisation/Implementation of Peace Agreement:** Consolidate peace gains by addressing gaps in the implementation of the Normalisation Track of the peace process and complete commitments in the signed peace agreement.
3. **Human Security / HDP Nexus:** Foster an enabling environment for sustainable peace and development by reducing sources of conflict and instability and increasing the resilience of vulnerable populations to human-made and natural disasters targeting women, youth, Indigenous Peoples (IPs), people with disabilities (PWDs), internally displaced people (IDPs) and other marginalised populations.

The action builds on the “EU’s historic support to the Mindanao Peace Process and continued efforts to strengthen the Rule of Law” in the Philippines by expanding the scope of the actions implemented under the previous MIP 2017-2020. The action is directly based on the 2021-2027 MIP’s *Specific Objective (SO) 4: Consolidation of the Peace Process: Peace gains in Mindanao are consolidated and sustained and the humanitarian–development-peace and development triplenexus is strengthened in EU interventions* and it reflects fully the Expected Results (ER) of the MIP.

In terms of mainstreaming, this action is particularly attentive to the needs, rights and challenges faced by people living in vulnerable situations including women, children and youth, IPs, lesbian, gay, bisexual, transgender, queer, and/or questioning (LGBTIQ)<sup>3</sup> people, PWDs, IDPs, the poor, especially extremely poor and in long-term poverty and persons living in conflict-affected areas. Furthermore, the action focuses on the intersectionality of these vulnerable groups including, for example, women in poverty, women and youth with disabilities and indigenous women and youth.

This action contributes primarily to SDG 16 Peace, Justice and Strong Institutions by *promoting peaceful and inclusive societies for sustainable development; providing access to justice for all; and building effective, accountable and inclusive institutions at all levels*. It also contributes to SDG 1 and SDG 2 aimed respectively at “Ending poverty” and “Zero hunger” as well as SDG 3 “Good health and well being”, SDG 5 “Gender Equality”, SDG 6 “Clean water and Sanitation”, SDG 8 “Decent Work and Economic Growth”; SDG 10 “Reduced Inequalities”, SDG 13 “Climate Action”, and SDG 17 “Partnerships for the Goals”.

## 2 RATIONALE

### 2.1 Context

President Ferdinand “Bongbong” Marcos Jr.’s administration is open to foster investment, trade, and the promotion of an open economy resulting in job creation and economic growth. The recent instruction to allow foreign investors in the area of renewable energy showcases the openness of the Philippines. The GPH is also emerging as a key partner in the region for addressing global challenges. For example, it has taken a coherent stance with China on the South China Sea while remaining open to Chinese business; and it is one of the ASEAN countries which reaffirmed support to the Ukraine’s sovereignty and territorial integrity. President Marcos Jr. has already visited Europe twice (EU-ASEAN Summit and at the Davos World Economic Forum); and in 2022 and 2023, the EU-Philippines Joint Committee under the Partnership Cooperation Agreement convened, which illustrates the Philippines renewed willingness to engage with the EU, including on topics such as democracy, rule of law, and human rights, while also pursuing commitments under trade relations including the renewal of the Generalised Scheme of Preferences Plus (GSP+) and the delivery of the twin transition. The Philippine Development Plan (PDP) for 2023-2028 aims to reduce the deficit-to-GDP ratio to pre-pandemic rates, reduce vulnerability and bring down poverty incidences – paving the way for the country to achieve upper-middle-income economy status by 2027. The Philippine’s country

<sup>3</sup> European Commission LGBTIQ Equality Strategy 2020-2025, [https://commission.europa.eu/system/files/2020-11/lgbtiq\\_strategy\\_2020-2025\\_en.pdf](https://commission.europa.eu/system/files/2020-11/lgbtiq_strategy_2020-2025_en.pdf)

priorities are also aligned with the EU Global Gateway initiatives including cooperation on the green transition and digital connectivity.

President Marcos Jr. has been supportive of the Bangsamoro Peace Process. After 17 years of negotiations, the signing of the CAB on March 27, 2014, and the ratification of the BOL in 2018, the vertical armed conflict between the MILF and the GPH has ceased. These core documents and the Framework Agreement on the Bangsamoro (2012) and the Annexes listed in the CAB, provide an unprecedented opportunity and a clear roadmap for a peaceful transition out of four decades of war. The framework for the implementation of the peace process entails the completion of two distinct, but interrelated tracks including the Political Track, which is stipulated in the BOL; and the Normalization Track found in the CAB. Each track has a set of tasks and obligations that the GPH and the MILF are expected to complete to ensure the implementation of the peace process. While progress has been made on both tracks, due to the COVID-19 pandemic and other setbacks including unrealistic expectations, limited technical capacities and weak financial absorptive capacities, the parties agreed to extend the transition period for three more years culminating in the BARMM's first-ever democratic elections in 2025. Assuming that the GPH and the MILF sign the exit agreement as planned in 2025, a lot of work will remain to consolidate the peace, ensure the functioning of the first duly elected Bangsamoro Government, and create a secure enabling environment for inclusive and sustainable socio-economic development. The Bangsamoro Transition Authority (BTA) also adopted the Bangsamoro Regional Action Plan on Women, Peace and Security (RAP-WPS) in 2020, translating the national action plan to the Bangsamoro context to ensure "gender responsiveness in all aspects of security and peace building, including the participation of women in decision-making". Currently only 22.5% of members of parliament (MPs) and 13.3% of ministers are female. Women are also underrepresented in the BARMM's tri-justice system including a very limited number of female judges, secular lower court judges, and Shari'ah court judges.

Over the last 15 years, the EU has played an important role in the Bangsamoro peace process in Mindanao. For example, the EU is perceived as one of the few trusted, neutral and reliable partners for both the GPH and the MILF. It has also supported many flagship programmes focused on supporting the peace process (MIP 2014-2020) including: the ongoing Mindanao Peace and Development Programme – (MINPAD Rise / 2021 – 2025) which is supporting agricultural cooperatives; the Bangsamoro Agri-Enterprise Programme (BAEP / 2022-2026) which is focused on the island provinces of the BARMM (Basilan, Sulu and Tawi-Tawi); the Support to Bangsamoro Transition (SUBATRA) Programme which is supporting the implementation of the Political Track of the peace process by strengthening the BTA institutions, laying the foundations of a multi-faceted justice system and civil society empowerment to establish an enabling inclusive democratic governance environment during the transition period. The EU is also providing eight grants under the Peace and Development in the Bangsamoro (PD-BARMM) Programme to support the implementation of the Normalisation Track/implementation of peace agreement focused in MILF camps including transitional security measures (training the peacekeeping forces on unarmed civilian protection), community-based early warning and early responses, disposal of and education about mines/unexploded ordnances (UXOs) and landmines, support to decommissioning and reintegration of ex-combatants through birth certificates, livelihood trainings and farming inputs; and support to displaced children affected by the 2017 Marawi siege with early childhood education, protection and health services. These programmes complement the EU's more political engagement including its role on the International Monitoring Team (IMT) up until 2022 and its support to the independent Third-Party Monitoring Team (TMPT) mandated by the GPH and the MILF to monitor, review, and assess the implementation of all agreements. The EU is also supporting humanitarian aid provided by DG ECHO and stabilisation measures provided by the FPI's Instrument contributing to Stability and Peace (IcSP). Based on its trusted relationships with the GPH, the MILF, and other relevant stakeholders and its long-term commitment and investment in the peace process, the EU is in a unique position to continue supporting the peace process while also addressing sources of instability that could derail the process and inhibit the socio-economic development of the region.

To consolidate the peace gains and to foster an enabling environment for sustainable peace and development, this Action includes the three above priority areas of intervention. All three of these priorities are interdependent. For example, if the newly elected BG is unable to govern and the normalization process/implementation of peace agreement is not completed, the horizontal conflict drivers and sources of instability will escalate and derail peace and development not only in the BARMM but in the entire Mindanao region. Concurrently, if the latter continues to escalate, it will be difficult to govern and to continue working on the completion of the normalization

track/implementation of peace agreement. This Action will therefore provide a strong entry point for policy dialogue with national and regional decision-makers. Helping to strengthen the credibility and legitimacy of the BARMM's first democratically elected government and ensuring that all citizens feel the peace dividends is critical for reducing instability, reinforce confidence-building, consolidating and sustaining peace gains, and promoting the socio-economic development of the whole Mindanao region with focus on BARMM given its long history of conflict is essential.

## 2.2 Problem Analysis

**Priority 1: Good Governance: Consolidate peace gains by strengthening the capacity, accountability, and legitimacy of the first elected BG in public administration including PFM, gender-responsive planning and budgeting, and gender- and conflict-sensitive local service delivery.** The BOL provides the guidelines and limitations on the power of the BG vis-à-vis the GPH and the LGUs within the BARMM. Operationalising the BOL and governing in such a complex and fragile socio-economic and political environment will be challenging. Following the 2025 elections, the first and newly elected government will be walking into an incomplete transition. For example, only four out of the seven priority codes have been passed by the BTA including the administrative code, civil service code, election code, and the education code. The local governance code, revenue code, and Indigenous People's code have not been passed by the first quarter of 2023. The gender and development code also needs to be passed to sustain the progress in gender mainstreaming in BG and to ensure that the gains made during the transition period are preserved and expanded after 2025. Even if they are passed by the end of the transition, the newly elected government will need to draft new codes, policies, and laws as well as the Implementing Rules and Regulations (IRRs). This includes the implementation of a tri-justice system based on Bangsamoro's unique cultural and historical heritage under the regular (statutory) courts, shari'ah courts, and tribal courts. This will take significant coordination and communication with the national government, tribal leaders, women groups, and other stakeholders and individual and institutional capacity-building. The newly elected BG will also need to raise awareness of, implement and enforce laws, including the Magna Carta on Women and the Republic Acts on human rights of women and children, and encourage civic engagement. Additional areas that will likely remain incomplete include a fully working and functional bureaucracy; a functional regional-local intergovernmental relations body (Council of Leaders); determining parliamentary districts; clarifying the basis for computation of the annual block grant (PHP 85 billion for 2023; i.e. EUR 1.46 billion); exercising of taxing powers and revenue generation; and transferring powers, functions, assets, personnel, and funds of concerned national government agencies to the BARMM. In addition, the Philippines decentralisation process including the Mandanas Ruling, which increases the share of national government tax revenue to local governments, aims to improve context-specific service delivery. Conceptually, this may be positive but the implementation of this decentralisation process in the BARMM will pose additional challenges for the newly elected BG. Therefore, support in public administration and PFM is essential for ensuring the efficient, effective, and transparent management and use of public funds. The limited participation of women and IPs in the current decision-making structures will also have to be addressed as this will help to ensure gender- and IP-responsive planning and budgeting, and gender-, IP-, and conflict-sensitive local service delivery. Furthermore, there are very few women in decision-making positions in the BTA, the local government units (LGUs), the parliament and the judiciary.

Key stakeholders include the Office of the Presidential Adviser on Peace, Reconciliation and Unity (OPAPRU); Mindanao Development Authority (MinDA); National Supreme Court, Bangsamoro regional courts, Marawi Compensation Board, Ministry of Finance, Budget and Management; Ministry of Interior and Local Government; Ministry of Public Order and Safety; and the Bangsamoro Planning and Development Authority (BPDA). Furthermore, it is essential to support key institutions established to advocate for and protect the rights of marginalised and vulnerable populations through the Ministry of Indigenous Peoples Affairs (MIPA). For instance, the Bangsamoro Autonomy Act No. 4 created the Bangsamoro Human Rights Commission with the mandate to promote and protect human rights in the BARMM. Other institutions including the Bangsamoro Women Commission, the Bangsamoro Youth Commission, Office of Persons with Disabilities, and the Marawi Compensation Board will also be supported to ensure that no one is left behind. Support will also be provided to the BG representatives in the executive, parliament, and the justice sector responsible for implementing the Magna Carta on Women and the Republic Acts on human rights of women and children. On PFM, the Action will target the Ministry of Finance and Budget Management, the Office of the Auditor General, BPDA, MinDA, Ministry of Interior and Local Government, and key regional departments, LGUs, and a wide set of other public stakeholders, in close coordination with the GPH. The EU will also work closely with the World Bank and other development partners working on inclusive democratic governance in the BARMM. This will also address civil society, women,

youth and IP groups, non-governmental organisations (NGOs) and civil society organisations (CSOs) at large. In addition, NGOs, CSOs and community-based organisations (CBOs) will have a significant role in improving civic engagement, including increasing all citizen's knowledge and capacity to demand transparency and accountability from LGUs. Furthermore, it is expected that CSOs will participate in public policy formulation including, for example, government programmes, strategies and legislations at national and sub-national levels.

**Priority 2: Normalisation/Implementation of Peace Agreement: Consolidate peace gains by addressing gaps in the implementation of the Normalisation Track of the peace process and complete commitments in the signed peace agreement.**

Normalisation is an essential part of the signed peace agreement between the GPH and the MILF. It includes a range of components including, for example, the decommissioning of the Bangsamoro Islamic Armed Forces (BIAF) and the provision of community-based socio-economic programmes to the 40,000 ex-combatants including the women auxiliary forces; the transformation of six identified MILF camps into peaceful and productive communities; the redeployment of the Armed Forces of the Philippines (AFP); the employment and deployment of the Philippine National Police (PNP), and other security arrangements and guarantees including the reduction and management of small arms and light weapons (SALWs) and the disbanding of Private Armed Groups (PAGs). Additional areas covered by the Normalization Track include socio-economic support to IDPs and conflict-affected and poverty-stricken communities; UXO detection and clearance and risk education; transitional justice and reconciliation; and confidence-building measures including amnesty, pardon and other available processes towards the resolution of cases of persons charged with or convicted of crimes and offenses connected to the armed conflict in Mindanao.<sup>4</sup> Many of these components will remain incomplete well beyond the transition period and the 2025 elections. The slow, male-dominated and disjointed implementation of the normalization process has resulted in frustration, unmet expectations and growing socio-economic needs of 40,000 male and female ex-combatants, their families, and communities. Beyond the ex-combatants, most of the population including conflict-affected communities, IDPs, IP, women, youth, and other vulnerable groups are not experiencing significant positive changes in their lives in relation to their expectations. Therefore, it is vital to continue working with the joint peace implementing panels to maintain confidence, deliver on the peace dividends and address urgent gaps in the normalization process. Ensuring that the promises made in the peace agreement are kept is also essential for building trust between the signatories (GPH and MILF). In addition, land disputes and accusations of land grabbing and land dispossession are a source of instability. Participation of women in the normalization process is also limited, and women and girls continue to suffer from inequalities and they remain vulnerable to exploitation and gender-based violence (GBV). Given the fragile operating context where lawlessness, insecurity and a culture of political violence prevail, supporting the implementation of the normalization process is essential for ensuring that frustrations do not spill over and disrupt the peace process.

Key stakeholders include communities throughout BARMM and in relevant areas of influence of the MILF acknowledged camps; OPAPRU; the GPH and MILF Peace Implementing Panels; Inter-Government Relations Body (IGRB) and the various peace process mechanisms and the government agencies therein involved in the implementation of the peace process, CSOs, women and IP leaders, the sectoral ministries in the BARMM including the Ministry of Agriculture, Fisheries and Agrarian Reform; Ministry of Trade, Industry and Tourism; Ministry of Basic, Higher and Technical Education (among others the roll-out of the Comprehensive Sexuality Education Curriculum); Ministry of Public Order and Safety; Ministry of Local Government; Peace, Reconciliation and Security Office (PRSO); LGUs; National Department of Interior and Local Government (DILG); the Joint Peace and Security Committee (JPSC), the Joint Peace and Security Teams (JPSTs) the Bangsamoro Women Commission, the Bangsamoro Youth Commission, the Ministry of IP Affairs and other actors that may be involved in community policing and security provision at the local level in targeted locations and the Ministry of Interior and Local Government (MILG). Given that some ex-combatants and conflict-affected populations are residing outside of the BARMM in other parts of Mindanao, it will be important to ensure coordination between the BPDA and the MinDA as needed. For marginalised and vulnerable populations, including women and girls, the Ministry of Social Services and Development (MSSD) and the Ministry of Health are essential to the health and survival of the ex-combatants and their families. For example, under the normalization process, the male and female decommissioned combatants are supposed to be assigned social workers to help them navigate the system of support, from birth registration to livelihood support. Currently, the national Department of Social Welfare and Development (DSWD) is providing the social workers, but eventually the MSSD will need to step in. Also, the Ministry of Health has a prominent role in ensuring the sexual and reproductive health and rights of women, as guaranteed by the the Responsible Parenthood

<sup>4</sup> Annex on Normalization in the Comprehensive Agreement on Bangsamoro (CAB)

and Reproductive Health Act of 2012 (RA 10354). To ensure participation of marginalized groups, the Bangsamoro Women Commission, the Bangsamoro Youth Commission and the Ministry of IP Affairs will also be involved. Working with local NGOs, CSOs, and CBOs will be important for the successful implementation of interventions designed to support the normalization process, especially given their local knowledge and access to vulnerable and hard-to-reach populations and locations. Working with and strengthening the capacity of local organisations will also contribute to the sustainability of the interventions.

**Priority 3: HDP Nexus: Foster an enabling environment for sustainable peace and development by reducing sources of conflict and instability and increasing the resiliency of vulnerable populations to human-made and natural disasters targeting women, youth, IPs, IDPs and other marginalised populations.** While aspects of governance, human security and socio-economic development fall under the Political/BOL and Normalization/Implementation of Peace Agreement Tracks, the challenges and needs of Mindanao and the BARMM are much broader and will need to be addressed beyond what is covered by the formal peace process. For example, most of the population have not yet experienced significant positive changes in their lives (“peace dividends”) leading to unmet expectations. In addition to poverty, socio-economic marginalisation and relative deprivation, which fueled the war, and other sources of instability continue to threaten human security and hinder sustainable socio-economic development. For instance, the Conflict Analysis Screening (2022) conducted by the EU highlights sources of conflict and instability such as escalating inter-communal “horizontal conflicts” including family and clan rivalries (often referred to as “rido”); the abundance of SALWs, illicit markets including trafficking of people, drugs, and arms, and the presence of armed gangs and private militias often with family, clan, and political affiliations; and Violent Extremist Organisations (VEO) such as the Bangsamoro Islamic Freedom Fighters (BIFF) in Maguindanao; and the Dawlah Islamiya (DI) in Lanao del Sur and the Sulu-based Abu Sayyaf Group (ASG) which are affiliated with ISIS, also remain active in the BARMM and other hinterlands and geographically isolated and disadvantaged areas in Mindanao.

The whole of the Mindanao region is also heavily affected by natural disasters and the impact of climate change. For example flooding has a disproportionate impact on women, children, indigenous, landless, displaced, and other vulnerable populations. In August 2022, the BARMM Chief Minister declared a state of calamity due to widespread flooding, displacing about 50,000 families. Overall, forty years of violent conflict between the GPH and the MILF, recurring natural hazards including typhoons, tropical storms, floods and earthquakes, and the various horizontal conflicts and sources of instability including family and clan disputes, violent extremism, and other illicit and criminal activities have resulted in high levels of forced and voluntary migration and displacement within the BARMM and across its borders. Many IDPs have also experienced multiple displacements due to a combination of human-made and natural disasters. The majority of IDPs are women, children and other marginalised and vulnerable populations. The fluidity of the situation and varied and recurring causes of displacement and migration and lack of effective government mechanisms makes tracking and responding to displacement complex. For example, many IDPs prefer not to register for a variety of reasons including fear of exploitation. Instead, they resettle with kin, in host communities, or in make-shift camps where they have limited access to basic services. In addition, these families, host communities, and LGUs often lack the knowledge and resources to provide for the needs of the IDPs. Many IDPs also lack legal documents and are highly vulnerable to discrimination, exploitation, trafficking, and recruitment by armed groups including violent extremist organisations. Furthermore, displaced women and children, who constitute the majority of IDPs, are susceptible to GBV and other human rights abuses, socio-economic distress and marginalisation, political exclusion, and physical and mental health challenges including malnutrition, access to healthy food and clean water, and trauma. They are also more susceptible to diarrhoeal illnesses and pneumonia and they lack access to adequate health services including mental health facilities. Issues related to land tenure and land use often complicate the relocation and resettlement of IDPs. Recognising the vulnerability of female IDPs, it is important that women (including displaced women) are empowered by involving them in the design and implementation of any policy or programme designed to address issues related to migration and displacement. At the same time, it is vital to ensure that any interventions focused on addressing issues related to migration and displacement are context-specific, gender- and conflict-sensitive to avoid causing further harm to these vulnerable populations.

To ensure greater coherence among actors and initiatives and to encourage more holistic and multi-sector interventions, it is essential to apply an HDP nexus approach. At a strategic level, the HDP nexus approach will encourage more joined up thinking and action – through common analysis and collective outcomes – for the EU’s operations in Mindanao and the BARMM. It will also encourage stronger linkages between the EU’s humanitarian,



development, and peacebuilding programmes. For example it should facilitate a link of BARMM's community socio-economic enterprises to the whole of Mindanao's domestic value chains to ensure economic inclusion. While economic transformation and institutional strengthening will require time to fully mature, there are already pockets of opportunities within BARMM that can be scaled up and designed to be developed as self-sustaining economic and peace dividends. These types of BARMM-community enterprises linked to industry value chains in Mindanao business models can play a big role in providing incomes for communities who have been economically excluded.

Key stakeholders include: Operationalising the HDP nexus requires a strong synergy between local-, meso- and macro-level institutions and duty bearers. A coherent approach by and among BARMM institutions, MinDA and relevant national agencies is crucial to achieving this objective. It requires the entire ecosystem of support to achieve a high degree of success. Key stakeholders include: Mindanao Development Authority, National Disaster Risk Reduction and Management Council (NDRRMC), LGUs, CSOs, micro-, small- and medium-sized enterprises (MSMEs) and business organisations. First-line responders and local communities are the ultimate managers of resources as well as beneficiaries of its improved management. Therefore, the main stakeholders, both as rights holders and as action actors, are CSOs and CBOs that are representing the rights of different groups such as women, youth, IPs, IDPs and other persons living in vulnerable situations. Additional stakeholders may include the Ministry of the Interior and Local Government, the Ministry of Public Order and Safety. Addressing issues related to human security by applying an HDP nexus approach in targeted locations that are vulnerable to human-made and natural disasters necessitates working with local NGOs, CSOs, and CBOs. In addition to their local knowledge and access, which is vital for ensuring context-specific, conflict- and gender-sensitive interventions, working with and strengthening the capacity of a range of local CSOs will also contribute to local ownership and the sustainability of the interventions.

### 3 DESCRIPTION OF THE ACTION

#### 3.1 Objectives and Expected Outputs

The Overall Objective of this action is to: **Consolidate and sustain peace gains, increase resiliency and reduce sources of conflict and instability in the BARMM.**

The Specific Objectives (SO) of this action are to:

1. **Good Governance:** Consolidate peace gains by strengthening the capacity, accountability, and legitimacy of the first elected BG in public administration including PFM, gender-, environment- and climate-responsive planning and budgeting, gender- and conflict-sensitive local service delivery including administration of multi-faceted justice system;
2. **Normalisation/Implementation of Peace Agreement:** Consolidate peace gains by addressing gaps in the implementation of the Normalisation track of the peace process and complete commitments in the signed peace agreement.
3. **Human Security / HDP Nexus:** Foster an enabling environment for sustainable peace and development by reducing sources of conflict, instability and displacement and increasing the resiliency of vulnerable populations in Mindanao.

The Outputs to be delivered by this action contributing to the corresponding SO are:

##### 1.1 Good Governance

Output 1. Enhanced capacity, accountability and legitimacy of key BG ministries, commissions, and LGUs in public administration including PFM, gender-, environment- and climate-responsive planning and budgeting; and gender- and conflict-sensitive local service delivery and administration of multi-faceted justice system

##### 2.1 Normalization/Implementation of Peace Agreement

Output 1. Enhanced capacity of key stakeholders to gradually normalise previously conflict-affected areas and their transformation into peaceful and progressive communities that ensure the human rights of all community members without discrimination including women, youth, IPs, PWDs, IDPs, and other marginalised and vulnerable groups.

Output 2. Increased confidence in the benefits of peace among target population groups, especially women, youth, IPs, PWDs, IDPs and other marginalised and vulnerable groups.

### **3.1 Human Security / HDP Nexus**

Output 1. Reduced sources of conflict, instability and displacement among target population groups.

Output 2. Improved resilience among target population groups to prepare for, respond to, and reduce the risk of future shocks caused by climate change, and natural hazards disasters.

### **3.2 Indicative Activities**

**SO 1. Good Governance:** Consolidate peace gains by strengthening the capacity and legitimacy of the first elected BG in public administration including PFM, environment-, climate- and gender-responsive planning and budgeting, and gender- and conflict-sensitive local service delivery and administration of multi-faceted justice system

**Output 1:** Enhanced capacity and legitimacy of key BG ministries, commissions, and LGUs in public administration including PFM, environment-, climate- and gender-responsive planning and budgeting; and gender- and conflict-sensitive local service delivery and administration of multi-faceted justice system

**Indicative Activities include among others:**

- Targeted political economy analyses and conflict sensitivity risk and opportunity assessments aimed at unpacking interests and incentives driving key power brokers with influence over functioning of government and to encourage equal representation of women in leadership positions.
- Work with the relevant GPH and BG authorities as well as other partners to conduct public administration and PFM capacity assessments of key ministries, commissions, and LGUs. This may include areas such as environment-, climate- and gender-responsive planning and budgeting, disbursement of funds, reporting, accounting, internal controls, internal and external audits, gender- and conflict-sensitive local service delivery. This may include the preparation of environment and climate expenditure reviews, greening of PFM and budgeting processes.
- Build on the gains made by SUBATRA by providing Technical Assistance to the newly elected BG parliament to exercise its legislative, oversight and representation functions, including on the Gender and Development Budget; implementing the tri-justice system based on Bangsamoro's unique cultural and historical heritage under the regular (statutory) courts, Shari'ah courts, and tribal courts, including in formulating and implementing a strategy for increasing the proportion of women judges in these courts, ensuring that women, IPs and other marginalised groups have equal and full access and participation in the justice system.
- Provide TA to government bodies to support protection and promotion of rights of IPs, the integration of environment and climate change in the formulation of policies and plans (such as through the use of Strategic Environmental Assessment (SEA)).
- Strengthen the capacity of the Bangsamoro Women Commission (BWC) as the primary policy-recommending, -monitoring and -coordinating body for gender mainstreaming throughout the BG providing gender equality awareness for the decision-making level of BG parliament, ministries, commissions, and LGUs.
- Support key governmental and non-governmental stakeholders to increase awareness of moral governance and assist the relevant stakeholders to determine ways for it to be implemented and enforced, including through strong linkages with civil society and civil society empowerment.
- Provide TA to key ministries, commissions and boards including, for example, the Marawi Compensation Board, that are focused on protecting the rights of and empowering women and girls, youth, IPs, IDPs, PWDs, and other marginalised and vulnerable groups.
- Support selected LGUs in providing transparent provision of accessible- gender, IP-, and conflict-sensitive basic services.
- Support the BG and the LGUs to encourage civic education and equal participation in political processes. Improve citizen's knowledge and capacity to demand accountability via activities such as civic engagement in budgeting and expenditure processes.

**SO2. Normalisation/Implementation of Peace Agreement:** Consolidate peace gains by addressing gaps in the implementation of the Normalisation track of the peace process and complete commitments in the signed peace agreement.

**Output 1:** Enhanced capacity of key stakeholders to gradually normalise previously conflict-affected areas and their transformation into peaceful and progressive communities that ensure the human rights of all community members without discrimination including women, youth, IPs, PWDs, IDPs, and other marginalised and vulnerable groups.

**Indicative Activities include among others:**

- Provide support to the various government and non-governmental stakeholders responsible for implementing the normalization process including security, sustainable livelihoods, socio-economic development, MILF camp transformation, political participation, confidence building and transitional justice and reconciliation.
- Support governmental and non-governmental organisations responsible for and capable of ensuring that women and girls, IPs, PWDs, IDPs, and other vulnerable and conflict-affected communities receive benefits and support from normalization interventions that is equitable to the support provided directly to the MILF combatants and communities promoting their reintegration. Services provided in the normalisation process could encompass education and literacy, livelihood trainings, climate adaptation skills, access to (preferably clean) energy, access to sexual and reproductive services and information, as well on addressing gender-based violence.
- Ensure the application of the Guiding Principles on IDPs to all relevant normalization policies and interventions.
- Empower women and IPs as peace-builders and leaders in the normalisation process. Support provided to women and IPs will be done in a way that allows them to identify entry points and lead peace-building processes.

**Output 2:** Increased confidence in the benefits of peace among target population groups.

**Indicative Activities include among others:**

- Support peace process mechanisms such as the Joint Normalisation Committee (JNC), Joint Peace and Security Committees (JPSC), Joint Task Force for Camps Transformation (JTFACT), Joint Task Force for Decommissioned Combatants and Communities (JTFDCC), etc., to enhance dialogue and cooperation between GPH and MILF.
- Support the phasing out of the Third Party Monitoring Team and other peace process and monitoring mechanisms through regular monitoring visits, support to the formulation of an exit strategy, and to the monitoring of the implementation of the exit strategy.
- Continue support for camp transformation but extend it to base commands outside of the formally nominated six camps and support dialogue and engagement in communities to foster peaceful camp transformation and integration into their respective LGUs, based on gender and conflict sensitivity assessments.
- Support the Ministry of Social Services and Development, Ministry of Basic, Higher, and Technical Education, and Ministry of Health in developing a package of livelihood, education (including sexuality education) and health (including sexual and reproductive health) services for ex-combatants and their communities.

**SO 3: HDP Nexus:** Foster an enabling environment for sustainable peace and development by reducing sources of conflict, instability and displacement and increasing the resiliency of vulnerable populations in Mindanao.

**Output 1:** Reduced sources of conflict, instability and displacement among target population groups.

**Indicative Activities include among others:**

- Conduct a range of assessments such as for example joint gender and conflict sensitivity, VE assessments; transnational and national crime assessments (TNCAB); climate and environmental risk assessments; and follow up on recommendations with national and regional counterparts, in coordination with development partners.
- Support transparent provision of accessible basic services to local communities and persons in vulnerable situations including education, health, including mental health and sexual and reproductive health, livelihoods, shelters, water and sanitation.
- Support inclusive shock-responsive social protection mechanisms with a focus on women and girls, youth, IPs, IDPs, PWDs, and other vulnerable populations and communities; complement existing protection monitoring mechanisms and local early warning and response systems, including protection from GBV relating to climate change, natural hazards and disasters.
- Support dialogue and other peacebuilding and conflict resolution mechanisms to address inter-communal, clan, and family conflicts.
- Support community-oriented policing and other security related interventions in target locations.

**Output 2:** Improved resilience among target population groups to prepare for, respond to, and reduce the risk of shocks caused by climate change, and natural hazards and disasters.

**Indicative Activities include among others:**

- Support socio-economic development and livelihood programmes including basic services related to food security, health, education and water, sanitation and hygiene, that empower youth, women and girls, and IPs and strengthen the resilience of persons living in vulnerable situations.
- Link BARMM's community socio-economic enterprises to the whole of Mindanao's domestic value chains.
- Ensure that aqua- and agriculture economic development programmes include ways to make farmers and fishermen and their communities more climate-resilient with an emphasis on marginalised persons and communities living in vulnerable situations.
- Strengthen existing community-based organisations and mechanisms focused on identifying risks, preventing, and responding to shocks caused by climate change natural hazards and disasters and link them to LGU risk reduction strategies.
- Partner with or support research including graduate students and professors at the local universities in BARMM and Mindanao on topics related to environmental protection, climate change adaptation, disaster risk reduction, and land and natural resource management including, for example, data collection and analysis of the gender-differentiated impacts of climate change and environmental degradation to inform gender-responsive policies and action in the region.
- Support political, economic and social rights of IP women in Mindanao Crosscuttingset up a Nexus Response Mechanism - Conflict Analysis and Research facility (NRM - CAR). This independent facility could be responsible for ensuring third-party monitoring and reporting from a gender- and conflict-sensitive, environmental protection and climate change impacts perspective. The facility would also be responsible for providing similar services in relation to the planning, implementation, monitoring, and evaluation of Outcomes 1 and 2. This mechanism will link to existing research institutes and think tanks to avoid overlap with existing work and to ensure complementarity.

### 3.3 Mainstreaming

This Action is based on a comprehensive multi-disciplinary analysis of the context, capacities, risks and vulnerabilities. For example, a conflict analysis was conducted in 2022 and a team consisting of justice, governance, private sector, gender and vulnerable groups, and post-conflict development experts conducted additional assessments in 2023 to ensure that the Action and its components integrate a resilience approach, are conflict-sensitive, take into account conflict prevention and peacebuilding, and are guided by the principles of “do no harm” and gender equality and women empowerment. Gender and conflict sensitivity will be mainstreamed throughout the implementation and evaluation process, using gender-disaggregated data and gender-sensitive indicators. The needs, rights and challenges faced by people living in vulnerable situations, including women, children and youth, IPs, PWDs, IDPs, people living in poverty, especially extremely poor and in long-term poverty, and persons living in natural hazard-prone and conflict-affected areas and areas exposed to climate change impacts will also be mainstreamed.

**Environmental Protection & Climate Change:** In line with the 2030 Agenda for Sustainable Development, the Paris Agreement on climate change, the 2007 Lisbon Treaty, and other EU policies, environmental protection and climate change will be mainstreamed throughout the programme cycle including the programming, identification and formulation, implementation, and evaluation phases. This Action is not likely to have adverse impacts on the environment, nor will it result in significant emission of greenhouse gases or the degradation of carbon sinks. The feasibility and effectiveness of the Action is not vulnerable to environmental degradation or climate variability and climate change. The Action will seize opportunities to maximise environmental benefits by enhancing ecosystems through nature-based solutions whenever possible. It will also seize opportunities to contribute to low-carbon development, build climate resilience and it will seek opportunities to contribute to disaster risk reduction including the Sendai Framework for Disaster Risk Reduction (2015-2030). The environmental and climate risk screening indicated that neither a SEA, an Environmental Impact Assessment nor a Climate Risk Assessment are required.

**Gender equality and empowerment of women and girls:** As per the OECD Gender DAC codes identified in section 1.1, this action is labelled as G1. This implies that gender equality and empowerment of women and girls is a significant crosscutting objective and will be applied throughout the programme cycle including the programming, identification and formulation, implementation, and evaluation phases. Recognizing the long-term benefits of

improving and strengthening the participation of women in decision-making structures and empowering women's groups, when possible and appropriate, the Action will support and strengthen existing organisations, commissions, and mechanisms aimed at gender equality and the empowerment of women and girls. Gender equality and empowerment of women and girls will be mainstreamed using a transformative and intersectional approach meaning that the Action and all of its components will attempt to promote diversity and tackle inequality with an understanding that gender intersects with other personal characteristics or identities resulting in unique individual and group experiences with discrimination and marginalization. Given the intersectionality of gender and the BARM's diversity and unique cultural and social norms, the Action will employ a gender- and conflict-sensitive and context-specific approach to avoid backlash and potentially increasing the vulnerability of women and girls. For instance, the Action may focus on addressing inequality and empowerment via interventions that result in tangible benefits for the whole community, including, for example, increased human security and access to justice, healthcare including sexual and reproductive health, education, including sexuality education, and livelihoods. LGBTIQ rights will also be mainstreamed in the action as much as possible.

**Human Rights:** A “no one is left behind”-approach will be adopted in the definition of instruments for the beneficiary communities. The Action will also apply at all stages a human rights-based approach and its five working principles: applying all human rights for all, meaningful and inclusive participation, non-discrimination, accountability and transparency. The governance component of the Action will help to strengthen the Bangsamoro Human Rights Commission and it will help to ensure that the BG's policies and the application of its laws comply with international human rights standards. Furthermore, by supporting the Normalisation Track, the Action will help to ensure that the human rights of male and female ex-combatants and the conflict-affected communities including IDPs are protected. The application of the HDP nexus approach to address horizontal conflicts and sources of instability will also help to ensure and protect the human rights of people living in vulnerable situations (i.e. marginalised communities, minorities, IPs, PWDs, and people living in severe poverty, vulnerable women, children and youth, and peoples affected by climate change and natural disasters).

**Disability:** As per OECD Disability DAC codes identified in section 1.1, this action is labelled as D1. This implies that working with and for people with disability will be mainstreamed and prioritised especially in activities with the NGOs, CSOs, and government institutions at all levels.

**Reduction of inequalities:** Marginalisation and relative deprivation including widespread socio-economic disparities fuelled by four decades of violent conflict in Mindanao further exacerbated pre-existing inequalities resulting in comparatively higher poverty levels and less access to social services including quality education and health facilities. The conflict also inhibited socio-economic opportunities and private sector investment. Women and girls, youth, IPs, IDPs, minorities and others living in vulnerable situations face even higher levels of inequality. This Action aims to reduce inequality through inclusive democratic governance initiatives including support for PFM and transparency at the regional government and LGU levels which will assist the newly formed BG to provide social services equally to all citizens. It will also help to create an enabling environment for private sector investment which will assist in bringing in revenue for the BG and creating new businesses and jobs. By supporting normalization, this Action will assist with providing socio-economic opportunities for male and female ex-combatants and their families and communities inside and outside of the designated MILF camps. Furthermore, the HDP nexus approach will be applied in locations affected by inter-communal conflict and other sources of instability including climate change, natural disasters, violent extremism, and other and illicit activities. All EU implementing partners will apply the four mainstreaming principles for addressing inequality throughout the programme cycle including: (1) adopt a beneficiary approach: involvement and social dialogue; (2) accountability and transparency; (3) (re)distribution - targeting the bottom 40%; and (4) geographical targeting to address spatial inequality.

**Democracy:** Promotion of democratic principles and efficient, transparent and accountable public administration will be important elements of this Action. For example, the inclusive democratic governance component will support the regional government and the LGUs in PFM as well as enhancing the enabling environment for the promotion of Public Private Partnerships and civil society empowerment. It will also support the BG and the LGUs to encourage civic education and equal participation in political processes. This may include political party development such as training members on democratic principles and the equal inclusion of women, youth, IPs and other marginalised and vulnerable groups in political processes. The normalization component/implementation of the peace agreement will also promote democracy by continuing to ensure that all of the male and female ex-combatants and their families and communities have the necessary legal documents, which are often prerequisites for civic engagement, including voting and running for office. Furthermore, by addressing issues related to human security by applying the HDP

nexus approach, individuals and communities will feel more secure, which is often a prerequisite for participating in democratic activities without fear of censoring and retribution.

**Conflict sensitivity, peace and resilience:** This Action is designed to promote peace and resilience by supporting the implementation of the peace process (political/governance and normalization tracks) and consolidating the peace gains even after the formal peace process is complete. The Action will also address inter-communal “horizontal” conflicts and other sources of instability by applying the HDP nexus approach to increase the resilience of communities living in often neglected and vulnerable locations. The HDP nexus component will also include ongoing monitoring of the context via rapid conflict analyses and conflict sensitivity (“do no harm”) assessments to ensure that EU interventions maximize the potential positive impact and avoid any unintentional negative consequences. Communities will be encouraged to involve women as mediators in conflict transformation mechanisms including tribal justice systems. In addition, all implementing partners will have capacities and an approach to adopting a conflict-sensitive approach. Additional capacity development in conflict sensitivity will be provided to any implementing partners that do not have existing capacities.

**Disaster Risk Reduction:** Disaster risk reduction and management is necessary as many communities in Mindanao and parts of the BARMM, including the islands, have been negatively affected by both man-made and natural calamities. Typhoons, droughts, floods, and other natural disasters have increased over the past years. The HDP nexus approach will directly support disaster risk reduction and management by reducing the vulnerability and increasing the resiliency of communities affected by man-made and natural disasters, particularly in the island communities.

### 3.4 Risks and Lessons Learnt

Category	Risks	Likelihood (H/M/L)	Impact (H/M/L)	Mitigating measures
1	Risk 1: Political impasses that derail the peace process and/or the deterioration of the security situation leading to a flare up of the main conflict potentially resulting in martial law in the BARMM.	M	H	This Action is designed to limit such risks. However, if the level of insecurity rises to a level where interventions cannot be implemented safely and the peace process is threatened, then the EU and other bilateral and multilateral stakeholders may convene the appropriate parties to the conflict to encourage them to refrain from returning to war and to allow humanitarian, development, and peacebuilding programmes to continue. If necessary, programming could be relocated to Davao, with part time missions to the BARMM.
1	Risk 2: Elections are not held as planned or the results of the elections are contested.	M	H	Elements of the Action have the flexibility to adapt to help address this risk if appropriate and as needed. Furthermore, many of the indicative activities particularly under SO 2 and 3 could still be implemented without too much disturbance.
1	Risk 3: Lawless elements, criminal and other disgruntled groups disrupt activities in the region.	M	M	Legitimate security actors can control these activities and ensure peace and order.
1	Risk 4: Conflicts related to land tenure issues may flare up, particularly in relation to camp transformation; and climate-related disasters could potentially lead to further unrest and competition over land and natural resources.	M	M	This Action is designed to help to prevent and mitigate this risk.

1	Risk 5: Elite capture, corruption, and conflicting interests of political and economic actors including linkages with illicit activities. There are many unofficial power players involved and the official key stakeholders may not be overly interested in the consequences of inclusive democratic governance, transparency and improved PFM.	M	M	This Action puts emphasis on participatory and transparent planning and budgeting, audit, strong internal control mechanisms to mitigate this risk. It will strengthen areas which are prone to corruption and mismanagement of public funds such as procurement.
2, 3, 5	Risk 6: Difficult to access marginalised, vulnerable, and at-risk groups including women and girls, youth, IPs, and IDPs and potential backlash related to perceived disregard or threats to gender and socio-cultural norms and socio-economic and political hierarchies.	M	M	Choose implementing partners with high levels of local knowledge, experience, and access to targeted locations and communities; and ensure that gender- and conflict-sensitive approaches are employed throughout the programme cycle. Engage community, tribal, and religious leaders as advocates for the transformation of gender norms.
3	Risk 7: Changes in government stakeholders, limited absorption capacity of newly elected officials, and CSOs with limited capacity results in constraints and delays during implementation.	M	M	Apply a participatory, flexible, adaptive, and experiential approach to all capacity building activities and ensure national, regional, and local ownership of the process and responsibility for the results.

#### **Lessons Learnt:**

**L1** Breaking cycles of violence requires legitimate institutions that can deliver citizen security, justice and jobs. Achieving this will take a massive investment over an extended period to help conflict-affected and underdeveloped areas bridge the development gap and catch up with the rest of the country. Furthermore, peace processes are inherently uncertain resulting in unpredictable timeframes, setbacks, and opportunities. Expectations must be managed, support has to be flexible, and donors and implementer must ensure that programmes and activities can be easily adapted to changing circumstances. They must be able to respond quickly at key political moments to fill gaps while other policies, processes, and structures are negotiated, and to revise objectives, methodologies, and interventions as the peace process evolves.

**L2** Communication and Coordination within and between donors; across sectors; and between national, regional, sub-regional, and LGUs increases efficiency, effectiveness, impact, and sustainability. Lack of communication and coordination has, at times, led to duplication of efforts and inefficient use of human and financial resources. This Action will improve communication and coordination by employing the triple HDP nexus approach. It will also assist the government at various levels by continuing to work with and strengthen the BPDA including its communication and coordination with the MinDA and the National Economic and Development Authority (NEDA). Furthermore, it will facilitate improved communication and dialogue with civil society, as well as between agencies working across the HDP silos.

**L3** Lack of experienced personnel in the BTA, limited absorption capacity, delays in planning and implementation, and poor budget utilization. A major challenge for the BTA and the LGUs has not been a lack of financial resources. Most of the Ministries and LGUs have adequate funds. Rather, the challenge has been hiring and training staff and efficient and effective PFM systems. The governance component of this Action is designed to strengthen the government's capacity in PFM, especially at the local government level.

**L4** Limited peace dividends resulting in perceptions and rumours of mismanagement of public funds. The lack of strategic communications and access to accurate and regular public information also contributes to misinformation and disinformation. The normalization and HDP nexus components of this Action are designed to yield tangible results (peace dividends) that have a positive impact on people's daily lives. Also, the governance component will focus on building institutional capacity at the regional and local level in strategic communications and public information, -including the transparent use of public funds and other aspects of PFM.

**L5** The most vulnerable, marginalised, and at-risk populations are challenging to reach. Previous and ongoing socio-economic development programmes including agricultural value chain initiatives attempted to reach these populations, but the requirements and application processes were often too stringent. The normalization and HDP nexus components of this Action are designed to reach these populations. For example, when and where appropriate, the EU's implementing partners will work with local NGOs and CSOs who have existing knowledge of the context, access to and relationships with these populations. Furthermore, gender

and conflict-sensitive (“do no harm”) approaches will be employed to ensure that interventions do not place any of these populations at greater risk.

**L6** The BARMM is an autonomous region but issues related to governance and socio-economic development including the normalization process often entail working across borders in other parts of Mindanao and the Philippines. Based on lessons learnt, interventions should not be limited to a geographic location. For example, programmes and interventions related to normalization may need to extend beyond the boundaries of the recognised camps.

**L7** Lack of empirical data makes it difficult to make informed decisions and contributes to misinformation and disinformation. To ensure that decisions are made based on empirical data the EU’s implementing partners for this Action will monitor the context regularly which will also assist in ensuring gender and conflict sensitivity.

### 3.5 The Intervention Logic

The underlying intervention logic for this action is to **consolidate and sustain peace gains, increase resiliency and reduce sources of conflict and instability in Mindanao**. This Action includes three interconnected and multi-sector priority areas for intervention including ongoing support to the peace process with a focus on supporting the political (inclusive democratic governance) and the normalization (socio-economic) tracks, and the application of the HDP nexus approach to increase resiliency and address horizontal conflict drivers and other sources of instability. The intervention logic for this Action is as follows.

**SO1 – Good Governance:** ***IF*** the capacity, accountability and legitimacy of key BG ministries, commissions, and LGUs is strengthened in the areas of public administration including PFM, environment-, climate- and gender-responsive planning and budgeting, gender- and conflict-sensitive local service delivery, including administration of a multi-faceted justice system, via the **indicative activities** provided in section 3.2, and linkages are made with programmes focused on civil society engagement and capacity building, and the assumptions hold true, ***THEN*** peace gains made under the political track will be consolidated and sustained. **Assumptions underpinning the change process for SO1 include** that the peace process remains intact and the GPH and the MILF maintain their commitments; the elections are held in 2025 and they are not contested; the security situation remains stable after the elections; and official and unofficial power players and other potential spoilers do not disrupt the newly elected government’s operations and challenge its legitimacy.

**Mainstreaming:** A fundamental purpose of SO1 is to promote democratic principles and efficient, transparent and accountable public administration including PFM and justice system. It is also paramount for reducing inequalities and safeguarding the equal human rights of all citizens living in the BARMM including women, youth, IPs, IDPs, PWDs, and other marginalised groups and people living in vulnerable situations. Gender and conflict sensitivity will be applied in all interventions and the relevant implementing partner staff and government officials involved in the program will receive training on how to apply gender and conflict sensitivity in their work. Furthermore, the empowerment of women and girls, environmental protection, climate change, and disaster risk reduction will be cross-cutting themes that are embedded in all capacity-building activities.

**SO2 – Normalisation/Implementation of Peace Agreement:** ***IF*** the capacity of key stakeholders to gradually normalise conflict-affected areas and their transformation into peaceful and progressive communities is enhanced via the indicative activities provided in section 3.2 and ***IF*** the confidence in the benefits of peace is increased among target populations especially women, youth, IPs, PWDs, IDPs and other marginalised and vulnerable groups via indicative activities provided in section 3.2 and the assumptions hold true, ***THEN*** peace gains made under the Normalisation Track will be consolidated. **Assumptions underpinning the change process for SO2 include:** Similar to SO1, primary assumptions underpinning SO1 is that the peace process remains intact and the GPH and the MILF maintain their commitments, including adequate human and financial resources; the 2025 elections are held and not contested; the security situation remains stable after the elections; and official and unofficial power players and other potential spoilers do not disrupt the normalization process. Additional assumptions include that national, regional, and BG officials remain committed to the full completion of normalization; conflicts over land and natural resources are resolved or can be managed enough to allow normalization activities to proceed with limited disruptions; marginalised groups and people living in vulnerable situations can be accessed and supported including widows, IDPs, IPs, ex-combatants living outside of the official MILF camps including outside of the BARMM, and members of the BIWAB.

**Mainstreaming:** To avoid unintentional negative outcomes and to maximise positive impacts interventions supported by this Action will be implemented with a gender- and conflict-sensitive lens. Support to normalization initiatives will



also encourage nature-based solutions and disaster risk reduction. Gender equality and empowerment of women and girls will also be mainstreamed throughout the program cycle for normalization initiatives.

**SO3 - Human Security (HDP Nexus):** ***IF*** sources of conflict and instability among target populations are reduced by applying an HDP nexus approach via indicative activities provided in section 3.2 and ***IF*** the resilience of target populations to prepare for, respond to, and reduce the risk of future shocks caused by climate change, and natural hazards and disasters is improved by applying an HDP nexus approach via indicative activities provided in section 3.2, ***THEN*** an enabling environment for sustainable peace and development will be fostered. **Assumptions underpinning the change process for SO3 include that** a basic level of security is needed to operate. Therefore, the primary assumptions underpinning SO1 and SO2 are also relevant to SO3. Additional assumptions include the availability and interest of NGOs, CSOs, and representatives of civil society with sufficient capacity and access to at-risk communities and groups including women and girls, youth, IPs, IDPs, and other marginalised populations living in vulnerable situations. The application of an HDP nexus approach also assumes that the relevant stakeholders are interested in high levels of engagement, communication and coordination within and between donors; across sectors; between national, regional, sub-regional and LGUs; and with the communities where the HDP nexus approach is being applied.

**Mainstreaming:** Applying an HDP nexus approach to address sources of conflict and instability implies working in the most vulnerable locations with the poorest and most marginalised communities. As a result, gender and conflict sensitivity will be mainstreamed throughout the entire program cycle to ensure no unintended negative outcomes. Furthermore, SO3 was designed to help address issues related to environmental protection and climate change, gender equality and empowerment of women and girls, human rights including for PWDs, reduction of inequalities, and disaster risk reduction.

***IF*** progress is made in all three of these SOs, ***and*** the assumptions hold true, ***Then*** peace gains will be consolidated and sustained, resilience will be increased, and sources of conflict and instability will be reduced amongst targeted populations and locations in Mindanao.

### 3.6 Logical Framework Matrix (indicative)

PROJECT MODALITY (3 levels of results / indicators / Source of Data / Assumptions - no activities)

Results	Results chain (@): Main expected results (maximum 10)	Indicators (@): (at least one indicator per expected result)	Baselines (values and years)	Targets (values and years)	Sources of data	Assumptions
Impact	To consolidate and sustain peace gains, increase resiliency and reduce sources of conflict and instability in Mindanao.	<p>GERF 1.23 Proportion of population below the international poverty line. (SDG1 End poverty in all its forms everywhere)</p> <p>GERF 1.21 World Bank Worldwide Governance Indicators (WGI) Voice and Accountability Score. (SDG16 Peace, Justice and strong Institutions)</p> <p>BARMM institutions govern effectively. (From ER4.2 in MIP 2021-2027)</p>	Baseline and endline surveys to be conducted by the Action	Poverty incidence reduced in Mindanao after 5 years	<ul style="list-style-type: none"> <li>Reports by Philippine Statistics Authority</li> <li>Global Peace Index</li> <li>EU intervention monitoring and reporting systems: annual and final reports from implementing organisations (e.g. governments, international organisations, non-state actors), Results Oriented Monitoring reviews, quantitative and qualitative surveys, and evaluations. Survey(s) to be implemented by the Action at the beginning and end of implementation.</li> </ul>	<i>Not applicable</i>
Outcome 1	Good Governance: Consolidate peace gains by strengthening the capacity, accountability,	1. Percentage of BARMM regional government and LGUs staffed (disaggregated by sex and age) and institutional	SUBATRA Report	At least 80% of the regional and LGUs are fully staffed with capacity	<ul style="list-style-type: none"> <li>Same as above</li> </ul>	<ul style="list-style-type: none"> <li>GPH and BG remain committed to the implementation of the Comprehensive</li> </ul>

	and legitimacy of the first elected BG in public administration including PFM, environment-, climate- and gender-responsive planning and budgeting, and gender- and conflict-sensitive local service delivery including administration of justice.	capacity building plan in place. (From ER4.2 from MIP 2021-2027)		building plan in place.		Peace Agreement and its annexes. <ul style="list-style-type: none"> <li>Political environment and security situation remain conducive for effective implementation and there is adequate space for implementing partners to work without endangering their lives or the lives of others involved.</li> </ul>
<b>Outcome 2</b>	Normalization: Consolidate peace gains by addressing gaps in the implementation of the Normalisation Track of the peace process and complete commitments in the signed peace agreement.	2.1 Commitments under the signed peace agreement (GPH / MNLF – Peace Agreements) are delivered and completed. (From ER4.1 in MIP 2021-2027)  2.2 Level of coverage of socio-economic package for ex-combatants and their communities (disaggregated by sex and age) delivered.	Baseline and endline surveys to be conducted by the Action	Exit Agreement between GPH and MILF signed	Third Party Monitoring Team (TPMT) Reports	<ul style="list-style-type: none"> <li>The newly elected regional BG and the LGUs prioritise inclusive democratic governance including PFM and gender- and conflict-sensitive planning and development.</li> <li>The GPH, the regional BG, and the LGUs continue to cooperate constructively with international development partners and national, regional and local entities including communities inside and out of the designated MILF camps remain open</li> </ul>
<b>Outcome 3</b>	Human Security / HDP Nexus: Foster an enabling environment for sustainable peace and development by reducing sources of conflict and instability and increasing the resiliency of vulnerable populations in Mindanao.	Peace and self-sustaining economic dividends are delivered and social cohesion strengthened for groups living in marginalized and vulnerable situations. (From ER 4.3 in MIP 2021-2027)	Baseline and endline surveys to be conducted by the Action	Poverty incidence reduced in Mindanao after 5 years	Reports by Philippine Statistics Authority  Reports by Mindanao Development Authority  Reports by Nexus Response Mechanism Conflict Analysis and Research facility (NRM CAR)	

						to external intervention.
<b>Output 1 relating to Outcome 1</b>	1.1 Enhanced capacity, accountability and legitimacy of key BG ministries, commissions, and LGUs in public administration including PFM, environment-, climate- and gender-responsive planning and budgeting; gender- and conflict-sensitive local service delivery including administration of justice.	<p>1.1.1 Number of women and IPs in leadership positions in the BG at the regional and LGU levels.</p> <p>1.1.3 Numer of ministries, commissions, and LGUs with increased capacity in public administration including PFM environment-, climate- and gender-responsive planning and budgeting.</p> <p>1.1.2 Proportion of individuals / households expressing satisfaction with the tri-justice system (Shari'ah, traditional and central courts).</p> <p>1.1.3 Proportion of individuals/households expressing satisfaction with government programs and services (by age, gender, ethnicity and other identify groups).</p>	Baseline and endline surveys to be conducted by the Action	At least 80% of the regional and LGUs are fully staffed with capacity building plan in place.	BTA Parliament Report	<ul style="list-style-type: none"> <li>▪ The stakeholders involved including the EU and its implementing partners have sufficient capacity, flexibility, and access to adapt to emerging needs and to mitigate emerging risks.</li> <li>▪ The authorities support and civil society actors have access to resources to continue the services and support.</li> </ul>
<b>Output 1 relating to Outcome 2</b>	2.1 Enhanced capacity of key stakeholders to gradually normalise previously conflict-affected areas and their transformation into peaceful and progressive communities that ensure the human rights of all community members without discrimination including women, youth, IPs, PWDs, IDPs, and other	2.1.1 Commitments under the signed peace agreement (GPH / MNLF – Peace Agreements) are delivered and completed with a focus on vulnerable communities. (From ER4.1 in MIP 2021-2027)	Baseline and endline surveys to be conducted by the Action	Exit Agreement between GPH and MILF signed  70% of major camps transformed into zones of peace and productivity	TPMT Report  OPAPRU	

	marginalised and vulnerable groups.					
<b>Output 2 relating to Outcome 2</b>	2.2 Increased confidence in the benefits of peace among target population groups, especially women, youth, IPs, PWDs, IDPs and other marginalised and vulnerable groups.	2.2.1 Level of coverage of socio-economic package for ex-combatants and their communities (disaggregated by sex and age) delivered. (From ER4.1 from MIP 2021-2027)  2.2.2 Level or incidence of conflict reduced	Baseline and endline surveys to be conducted by the Action	To be defined at contracting stage.	OPAPRU Reports AFP and PNP Reports	
<b>Output 1 relating to Outcome 3</b>	3.1 Reduced sources of conflict and instability among target population groups.	3.1.2 Number of migrants, forcibly displaced people or individuals from host communities protected or assisted with EU support. (SDG10 – Reduced Inequalities)  3.1.1 Number of individuals in target locations that report increased ability to withstand, adapt and quickly recover from shocks and pressure in a manner that reduces vulnerabilities and risk disaggregated by sex, age group, and affiliation (IDP, IP, ex-combatant, religion, ethnicity, political affiliation, and other relevant markers of potential marginalisation and vulnerability)  3.1.2 Level or incidence of conflict reduced  3.1.3 Number of migration management or forced displacement strategies or policies a) developed/revised, or b) under	Baseline and endline surveys to be conducted by the Action	To be defined at contracting stage.	AFP and PNP Reports	

		implementation with EU support. (SDG10 - Reduced Inequalities)				
<b>Output 2 relating to Outcome 3</b>	3.2 Improved resilience among target population groups to prepare for, respond to, and reduce the risk of future shocks caused by climate change, natural hazard and disasters.	<p>3.2.1 Number of LGUs, cities, and/or communities with climate change and/or disaster risk reduction strategies: a) developed, b) under implementation with EU support. (SDG11 – Sustainable Cities and Communities)</p> <p>3.2.2 Number of food-insecure people receiving EU assistance. (SDG2 Zero Hunger)</p> <p>3.2.3 Number of individuals with access to improved drinking water source and/or sanitation facility with EU support. (SDG6 – Clean Water and Sanitation)</p> <p>3.2.4 Number of persons benefitting from improved basic services and human/technical/financial resources provided with support from the action (disaggregated by gender sex, disability and displacement status and ethnicity, and location)</p>	Baseline and endline surveys to be conducted by the Action	To be defined at contracting stage.	<p>Mindanao Development Authority Reports</p> <p>National Disaster Risk Reduction and Management Council</p>	

## 4 Implementation Arrangements

### 4.1 Financing Agreement

In order to implement this action, it is envisaged to conclude a financing agreement with the Republic of the Philippines.

### 4.2 Indicative Implementation Period

The indicative operational implementation period of this action, during which the activities described in section 3 will be carried out and the corresponding contracts and agreements implemented, is 48 months from the date of entry into force of the financing agreement.

Extensions of the implementation period may be agreed by the Commission's responsible authorising officer by amending this Financing Decision and the relevant contracts and agreements.

### 4.3 Implementation Modalities

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures<sup>5</sup>.

#### 4.3.1 Grants: (direct management)

**a) Purpose of the grants – The grants will contribute to Outcome 2:** *Consolidate peace gains by addressing gaps in the implementation of the Normalization Track of the peace process and complete commitments in the signed peace agreement.*

**b) Type of applicants targeted:** Potential applicants are specific types of legal entities such as international organisations, local or international non-governmental organisations, international (inter-governmental) organisations, public sector operators or local authorities.

#### **c) Justification of a direct grant**

Under the responsibility of the Commission's authorising officer responsible, the grant may be awarded without a call for proposals to international organisations, local or international non-governmental organisations, public sector operators selected using the following criteria:

- Proven experience to support the implementation of the Normalization Track of the peace process in Mindanao;
- Capacity to consolidate peace gains by addressing gaps in the implementation of the peace agreement.

Under the responsibility of the Commission's authorising officer responsible, the recourse to an award of a grant without a call for proposals is justified in line with with Article 195(a) of the EU Financial Regulation 2018/1046 of the European Parliament and of the Council of 18 July 2018 (Exceptions to calls for proposals). The location of the Action, the Bangsamoro Autonomous Region in Muslim Mindanao (BARMM), Philippines is declared to be in a crisis situation. The use of direct award procedure in crisis situations may be allowed in the period(s) it covers.

<sup>5</sup> [www.sanctionsmap.eu](http://www.sanctionsmap.eu). Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.

#### 4.3.2 Indirect Management with an ‘entrusted entity’

A part of this Action may be implemented in indirect management with entrusted entities, which will be selected by the Commission’s services using the following criteria:

Applicable to SO1:

- Demonstrated experience working in the Philippines including Mindanao and the BARMM;
- Positive relations with the various state and non-state actors involved in the implementation of the peace process including activities related to the political track;
- Demonstrated experience supporting complex political transitions including the implementation of peace processes and decentralisation processes with a focus on inclusive democratic governance, PFM, gender-responsive planning and budgeting;
- Demonstrated experience in implementing gender- and conflict-sensitive and human rights-based development programmes including local service delivery and in due diligence compliance;
- Demonstrated experience in capacity building for regional and local government entities, CSOs and CBOs;
- Established operational capacity in Mindanao including the BARMM and experience in the management of funds;
- Demonstrated ability to continue, build on, and adapt existing EU-supported governance programmes in the BARMM.

The implementation by this entity entails the activities related to Outcomes and expected Outputs as outlined in section 3.1 and 3.2 for SO1.

Applicable to SO3:

- Demonstrated experience in managing programmes in the area of the HDP nexus;
- Demonstrated experience: a) in providing support to IPs and IDPs, b) in peace-making in conflict-affected populations and c) in collaborating with CSOs in conflict-affected locations involved in providing access to basic services (health, education, livelihoods);
- Demonstrated experience in implementing gender- and conflict-sensitive and human rights-based development programmes and in due diligence compliance;
- Demonstrated experience in capacity building for LGUs, CSOs and CBOs;
- Established operational capacity in Mindanao including the BARMM and experience in the management of funds;
- Demonstrated experience working on human-made and natural disaster risk reduction and climate change adaptation.
- Ability to operate in Mindanao including in difficultly accessible areas in the BARMM.

The implementation by this entity entails the activities related to Outcomes and expected Outputs as outlined in section 3.1 and 3.2 for SO3.

#### 4.3.3 Changes from indirect to direct management mode (and vice versa) due to exceptional circumstances (one alternative second option)

If, due to circumstances outside of the Commission’s control, it is not possible to implement the part of this action in indirect management specified in section 4.3.2 with one or more entrusted entities, the alternative implementation modality will be direct management:

##### Direct Management (Procurement)

Procurement will contribute to SO1 as specified in Section 3.

##### Direct Management (Grants)

**(a) Purpose of the grant(s):** The grants will contribute to SO3 as specified in Section 3.



**(b) Type of applicants targeted:** Potential applicants are specific types of legal entities such as international organisations, local or international non-governmental organisations, international (inter-governmental) organisations, public sector operators or local authorities.

Indirect Management with an ‘entrusted entity’

Likewise, should direct management modality of relevant parts of SO2 specified in 4.4.1 not be implemented due to circumstances outside of the Commission’s control, the alternative implementation modality will be indirect management with entrusted entities, which will be selected by the Commission’s services using the following criteria:

- Demonstrated experience in managing programmes in the area of the HDP nexus;
- Demonstrated experience: a) in providing support to IPs and IDPs, b) in peace-making in conflict-affected populations and c) in collaborating with CSOs in conflict-affected locations involved in providing access to basic services (health, education, livelihoods);
- Demonstrated experience in implementing gender- and conflict-sensitive and human rights-based development programmes and in due diligence compliance;
- Demonstrated experience in capacity building for LGUs, CSOs and CBOs;
- Established operational capacity in Mindanao including the BARMM and experience in the management of funds;
- Demonstrated experience working on human-made and natural disaster risk reduction and climate change adaptation;.
- Ability to operate in Mindanao including in difficult to access areas in the BARMM.

The implementation by this entity entails focus on SO2 as identified in Section 3.

#### 4.4 Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply.

The Commission’s authorising officer responsible may extend the geographical eligibility on the basis of urgency or of unavailability of services in the markets of the countries or territories concerned, or in other duly substantiated cases where application of the eligibility rules would make the realisation of this action impossible or exceedingly difficult (Article 28(10) NDICI-Global Europe Regulation).

#### 4.5 Indicative Budget

<b>Indicative Budget components</b>	<b>EU contribution (amount in EUR)</b>
<b>Implementation modalities</b> – cf. section .4.4	
<b>SO1 Good Governance</b> composed of	
Indirect management with an entrusted entity - cf. section 4.4.2.	6 000 000
<b>SO2 Normalization</b> composed of	
Grants (direct management) – cf. section 4.4.1	7 500 000
<b>SO3 Human Security / HDP Nexus</b> composed of	
Indirect management with an entrusted entity - cf. section 4.4.2	11 500 000
<b>Evaluation</b> – cf. section 5.2	500 000
<b>Audit</b> – cf. section 5.3	

<b>Contingencies</b>	1 500 000
<b>Totals</b>	27 000 000

#### 4.6 Organisational Set-up and Responsibilities

The Mindanao Development Agency is envisaged as the overall government counterpart, in close coordination with the Bangsamoro Transitional Authority (after elections in 2025 the Bangsamoro Government), responsible for the overall implementation of the Action subject to government approval.

**Action Steering Committee:** The main tasks of the Steering Committee are to act as strategic oversight committee of progress, provide strategic input into the development of the intervention, provide a dialogue platform which allows the alignment and coordination as well as evaluation strategy. The committee ensures that all decisions are in accordance with the Philippines' law and requirements, as well as the Action and representatives of ongoing foreign-funded projects, representatives of government agencies, civil society and private sector. The EU Delegation will co-chair the Steering Committee. The Steering Committee shall be set up to oversee and validate the direction and policy of the project. The Steering Committee shall meet at least twice a year.

**Technical Team (Working Group): Composition:** For efficient implementation and coordination among a wide range of stakeholders, technical teams shall be established following the three priority areas, namely Governance, Normalisation/Implementation of Peace Agreement and HDP Nexus and include representatives from the individual Contribution Agreements and Grants, and whenever appropriate organisations, such as CSOs and from the private sector. The main tasks of the Working Group include implementation advice and ensuring regular (monthly) coordination, synergizing and complementing and avoiding redundancy.

As part of its prerogative of budget implementation and to safeguard the financial interests of the Union, the Commission may participate in the above governance structures set up for governing the implementation of the action and may sign or enter into joint declarations or statements, for the purpose of enhancing the visibility of the EU and its contribution to this action and ensuring effective coordination.

## 5 PERFORMANCE MEASUREMENT

### 5.1 Monitoring and Reporting

**Roles and responsibilities for data collection, analysis and monitoring:** The day-to-day technical and financial monitoring of the implementation of this Action will be a continuous process, and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the Action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (Outputs and direct Outcomes) as measured by corresponding indicators, using as reference the logframe matrix (for project modality) and the partner's strategy, policy or reform action plan list (for budget support).

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

In some instances, data collection and reporting may include gender and conflict sensitive (mixed method) qualitative and quantitative surveys to measure changes in perceptions in relation to the EU's support. In other cases, surveys conducted by other entities may also be used to monitor both positive and potential unintended negative outcomes.

When possible and appropriate all data will be disaggregated based on a variety of potential variables including age, gender, location, religion, tribe, ethnicity, status of disability and displacement, political and other potential affiliations.

In addition to the above, this Action will include ongoing gender and conflict sensitivity analyses as well as climate and environmental risk assessments. It is envisaged that these will be conducted by a third party in close collaboration

with the EU and its implementing partners. It is also anticipated that this third party will provide regular verbal and written briefings to the EU and its partners.

To empower women, youth, IPs and other vulnerable and marginalised populations representatives of CSOs will be consulted in the design, application, and use of monitoring activities and reports including approaches to data collection, dissemination of findings, and adaptation based on findings. When and where appropriate government officials at the regional and LGU level may also be involved in such participatory and inclusive monitoring, learning, adaptation, and reporting processes.

If and when appropriate the EU may partner with and/or support international, national, regional, and local universities, think tanks, and/or independent experts to conduct more in-depth research into specific topics related to the Action and its specific objectives. This may include longitudinal study to monitor change over time.

Roles and responsibilities for data collection, analysis and monitoring:

- Baselines and targets will be provided at contracting level. Information will be collected by Implementing Partners, which will foresee adequate human resources and arrangement to allow for this process.
- Data collection and reporting: Surveys will be carried out by dedicated staff of Implementing Partners, who will foresee adequate human resources and arrangements for this purpose.
- M&E Capacities: This action foresees to provide support to and strengthen the M&E capacities of local actors/CSOs to monitor progress. All implementing partners will put adequate resources in place to ensure appropriate monitoring and evaluation.
- For the sake of accountability vis-à-vis stakeholders, their participation will be ensured by a constant consultation which will accompany all interventions.
- Gender equality and inclusion results will be monitored in line with each of the actions provisions.
- The application of a HRBA will be monitored, in line with the working principles (human rights for all, non-discrimination and equality, participation, transparency and access to information and accountability).

## 5.2 Evaluation

Having regard to the nature of the action, mid-term and final evaluations will be carried out for this Action or its components via independent consultants contracted by the Commission. A mid-term evaluation will be carried out for problem solving and learning purposes, in particular with respect to adapting existing interventions and potentially launching an additional phase of the programme.

A final or ex-post evaluation will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the fact that the action is responding to a comprehensive framework for supporting the implementation and consolidation of the peace process in Mindanao. More specifically, the EU has been one of the leading donors involved in supporting peace and development in the BARMM. Lessons from this experience can potentially be applied to other comparative situations globally.

A component of the foreseen evaluation will assess the impact of relevant interventions on the bottom (poorest) 40% or socio-economically disadvantaged individuals, households, or groups.

This may be done by adapting the Distributional Impact Assessment (DIA) tool to the context of the Action and/or individual interventions.

The Commission shall inform the implementing partner at least two months in advance of the dates foreseen for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports may be shared with the partners and other key stakeholders following the best practice of evaluation dissemination. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, apply the necessary adjustments.

Evaluation services may be contracted under a framework contract.

### 5.3 Audit and Verifications

Without prejudice to the obligations applicable to contracts concluded for the implementation of this Action, the Commission may, on the basis of a risk assessment, contract independent audit or verification assignments for one or several contracts or agreements. It is foreseen that audit services may be contracted under a framework contract.

## 6 STRATEGIC COMMUNICATION AND PUBLIC DIPLOMACY

The 2021-2027 programming cycle will adopt a new approach to pooling, programming and deploying strategic communication and public diplomacy resources.

In line with the 2022 “[Communicating and Raising EU Visibility: Guidance for External Actions](#)”, it will remain a contractual obligation for all entities implementing EU-funded external actions to inform the relevant audiences of the Union’s support for their work by displaying the EU emblem and a short funding statement as appropriate on all communication materials related to the actions concerned. This obligation will continue to apply equally, regardless of whether the actions concerned are implemented by the Commission, partner countries, service providers, grant beneficiaries or entrusted or delegated entities such as UN agencies, international financial institutions and agencies of EU member states.

However, action documents for specific sector programmes are in principle no longer required to include a provision for communication and visibility actions promoting the programmes concerned. These resources will instead be consolidated in Cooperation Facilities established by support measure action documents, allowing Delegations to plan and execute multiannual strategic communication and public diplomacy actions with sufficient critical mass to be effective on a national scale.