



Comprehensive Review of JICA's Assistance in Mindanao

February 2021



Japan International Cooperation Agency (JICA)
Oriental Consultants Global Co.,Ltd.
IC Net Limited



1R
JR
21-006

Contents

APPENDIXES	3
FIGURES & TABLES	4
MAP	6
ABBREVIATIONS	7
FOREWARD.....	8
CHAPTER 1. SURVEY OVERVIEW.....	10
1.1 Background and Purpose	10
1.2 Study Method.....	11
1.3 Limitation of the Study	17
CHAPTER 2. OVERVIEW OF THE MINDANAO PEACE PROCESS	18
2.1 Background to and factors behind the Mindanao conflict	18
2.2 Transition of the peace process (Marcos administration - Duterte administration).....	20
2.3 Legislative Process over a Bangsamoro Basic Law and its implication under the Duterte administration.....	40
CHAPTER 3. JAPAN’S MINDANAO ASSISTANCE POLICY.....	46
3.1 Country Assistance Program for the Philippines and Mindanao	46
3.2 Support for the Mindanao peace process	48
CHAPTER 4. JICA’S MINDANAO ASSISTANCE TO DATE	53
4.1 Overview of JICA’s Assistance for Mindanao	53
4.2 Developments in the Peace Process and Results of Assistance	56
4.3 JICA’s Assistance by Sector.....	62
4.4 JICA’s Assistance by Geographic Area.....	65
CHAPTER 5. REVIEW OF JICA’S ASSISTANCE TO MINDANAO.....	69

5.1	Outcome Analysis	69
5.1.1	Economic Development (Infrastructure Development)	69
5.1.2	Economic Development (Agricultural Development).....	76
5.1.3	Economic Development (Industrial Development).....	87
5.1.4	Enhancing Good Governance.....	93
5.1.5	Community Development	106
5.2	Other Assistance which Generated Synergy with JICA’s Assistance for Mindanao	122
5.2.1	Assistance of the Ministry of Foreign Affairs (MOFA) of Japan	122
5.2.2	Security Activities	125
5.2.3	Promotion for Dialogue in Mediating Peace (Consolidation for Peace)	127
5.2.4	Intensive Implementation of the “Grant Assistance for Grassroots Human Security”	130
5.2.5	Japanese Grant Aid for Human Resource Development Scholarships.....	132
5.2.6	Synergies between Other Assistance and JICA’s Assistance for Mindanao	133
5.3	Facilitating and Inhibiting Factors for Achieving the Outcomes	136
5.3.1	Facilitating Factors	136
5.3.2	Inhibiting Factors.....	139
CHAPTER 6. JICA’S CONTRIBUTION TO PEACE AND DEVELOPMENT IN MINDANAO		146
6.1	Economic Development	146
6.2	Enhancing Good Governance	148
6.3	Community Development	149
6.4	Synergies between JICA’s Assistance and Other Assistance	151
CHAPTER 7. CONCLUSION AND LESSONS LEARNED		153
7.1	Conclusion	153
7.2	Lessons Learned	156

Appendixes

Appendix 1: Mindanao assistance by other development partners

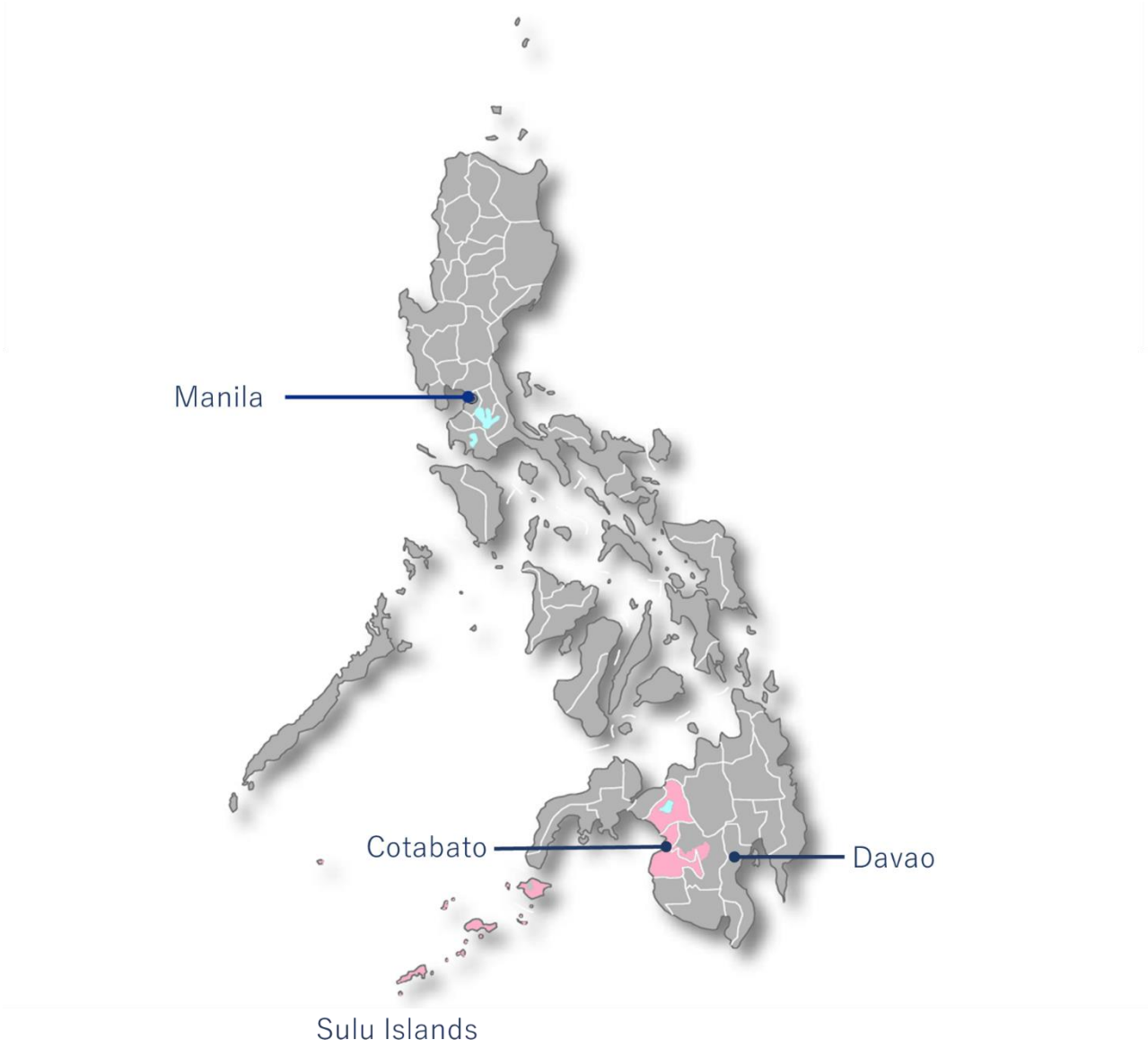
Appendix 2: Project narrative summaries

Figures & Tables

Figure 1-1	Overview of Mindanao Support.....	12
Figure 4-1	Number of Projects by Scheme and Implementing Agency (1990 - 2019).....	55
Figure 4-2	Number of Projects by Japanese Fiscal Year and Scheme (1990 - 2019).....	55
Figure 4-3	Number of Projects by Japanese Fiscal Year and Implementing Agency (1990 - 2019)	55
Figure 4-4	Number of Projects by Year and Sector (1990-2019)	65
Figure 4-5	Geographic Areas where JICA Operated the Projects (Except those for community development).....	67
Figure 4-6	Geographic Areas where JICA Operated the Projects for Community Development	68
Figure 6-1	JICA’s Contribution to Economic Development	147
Figure 6-2	JICA’s Contributions to Enhancing Good Governance	149
Figure 6-3	JICA’s Contributions to Community Development	150
Figure 6-4	Relationship between JICA’s Assistance and Other Assistance Leading to “Peace and Development in Mindanao”	152
Table 1-1	Analytical framework for each project	13
Table 1-2	Target projects.....	16
Table 2-1	Outline of the 1996 Final Peace Agreement (FPA).....	23
Table 2-2	Main contents of Bangsamoro Framework Agreement and Annexes (changes from Republic Act No. 9054).....	32
Table 2-3	Key differences in authority between the ARMM and the BARMM	43
Table 3-1	Japan’s ODA to the Philippines: Priority support areas	48
Table 3-2	Support for Mindanao through the J-BIRD initiative	50
Table 4-1	List of Projects in JICA’s Assistance for Mindanao.....	53
Table 4-2	Projects Launched between 1990 and 2002	56
Table 4-3	Projects Launched between 2002 and 2006	58
Table 4-4	Projects Launched between 2006 and 2011	59
Table 4-5	Projects Launched after 2011	61
Table 4-6	List of All of the Projects by Sector	63
Table 5-1	Planning and Approaches at Project Level in Economic Development (Infrastructure Development)	70
Table 5-2	Outcomes at Project Level in Economic Development (Infrastructure Development) (except the ongoing projects).....	73
Table 5-3	Planning and Approaches at Project Level in Economic Development (Agricultural Development)	77

Table 5-4	Outcomes at Project Level in Economic Development (Agricultural Development)	80
Table 5-5	Contributions to Peacebuilding at Project Level in Economic Development (Agricultural Development)	84
Table 5-6	Planning and Approaches at Project Level in Economic Development (Industrial Development)	87
Table 5-7	Outcomes at Project Level in Economic Development (Industrial Development).....	89
Table 5-8	Planning and Approaches at Project Level in Enhancing Good Governance	93
Table 5-9	Outcomes at the Project Level in Enhancing Good Governance	98
Table 5-10	Planning and Approaches at Project Level in Community Development	106
Table 5-11	Outcomes at Project Level in Community Development	110
Table 5-12	Contributions to Peacebuilding at Project Level in Community Development	119
Table 5-13	Contributions of the Japanese Embassy in the Philippines to “Peace-making”	123
Table 5-14	COPs and its Achievements	128
Table 5-15	Grassroots Projects in J-BIRD	130
Table 5-16	Number and Amount of Grant Assistance for Grassroots Projects	131
Table 5-17	JDS and its Achievements	132
Box 1	The “Moro” and their identity.....	20
Box 2	What is the “Memorandum of Agreement-Ancestral Domain (MOA-AD)”?.....	29
Box 3	What is the Mamasapano case?	34
Box 4	Bangsamoro Transition Authority.....	42

Map



■ : Bangsamoro Autonomous Region in Muslim Mindanao

Abbreviations

ADB	Asian Development Bank
ARMM	Autonomous Region in Muslim Mindanao
BARMM	Bangsamoro Autonomous Region in Muslim Mindanao
BBL	Bangsamoro Basic Law
BDA	Bangsamoro Development Agency
BDAF	Bangsamoro Development Assistance Fund
BIAF	Bangsamoro Islamic Armed Forces
BIFF	Bangsamoro Islamic Freedom Fighter
BOL	Bangsamoro Organic Law
BTA	Bangsamoro Transition Authority
BTC	Bangsamoro Transition Commission
CAB	Comprehensive Agreements of Bangsamoro
CIDA	Canadian International Development Agency
COP	Consolidation of Peace Seminar
DPWH	Department of Public Works and Highways
FAB	Framework Agreement on the Bangsamoro
FASTRAC	Facility for Advisory Support for Transition Capacities
GPH	Government of Philippines
ICG	International Contact Group
IDB	Independent Decommissioning Body
IMT	International Monitoring Team
J-BIRD	Japan-Bangsamoro Initiatives for Reconstruction and Development
JNC	Joint Normalization Committee
MILF	Moro Islamic Liberation Front
MinDA	Mindanao Development Authority
MNLF	Moro National Liberation Front
MoA-AD	Memorandum of Agreement – Ancestral Domain
NEDA	National Economic Development Authority
OIC	Organization of Islamic Cooperation
OPAPP	Office of the Presidential Adviser on the Peace Process
PhilRice	Philippines Rice Research Institute
QIP	Quick Impact Project
SZOPAD	Special Zone of Peace and Development
TJRC	Transitional Justice and Reconciliation Commission
UNDP	United Nations Development Programme

Foreword

In February 2019, the Bangsamoro Transition Authority (BTA) was established in the Bangsamoro Autonomous Region in Muslim Mindanao (BARMM). This historic moment was captured not only by the local media but by the Japanese media as well. However, I assumed that most of the Japanese people did not know about the conflict happening in this part of Mindanao. Despite the fact, the Japanese government (GOJ) and Japan International Cooperation Agency (JICA) had contributed significantly to the establishment of BTA.

JICA's assistance towards peace and development in Mindanao started from the construction of a fishing port in Zamboanga way back in 1978. Then, followed by the augmentation of equipment in the airport located in the Sulu islands, and development of water supply systems and construction of irrigation channels in Malitbog and Maridagao. In the 2000s, some of the projects were implemented with the explicit intention to contribute to promotion of peace and development of Mindanao.

In December 2002, then Prime Minister Junichiro Koizumi announced the "Support Package for Peace and Stability in Mindanao", soon after in 2003, a JICA expert specializing in regional development was dispatched to the Autonomous Region in Muslim Mindanao (ARMM) Regional Government. During that period, the peace process in Mindanao suffered a setback as the local security situation worsened. However, with the strong commitment of the late Madame Sadako Ogata, former president of JICA, JICA never ceased to provide assistance to Mindanao.

Prior to the inauguration of BTA, JICA implemented 28 projects composed of 18 technical cooperation, 6 ODA loans and 4 grant-aid. JICA, likewise dispatched its personnel to the International Monitoring Team, implemented grassroots technical cooperation projects and conducted feasibility studies. More than 100 staff, consultants and NGOs were involved in these operations. Without the continued support of the GOJ and JICA, I believe that the very first meeting between then President Benigno C. Aquino III and Moro Islamic Liberation Front Chair Ahod "Al Haj Murad" Ebrahim in Narita, Japan would have not been realized. As we may recall, the historic meeting in Narita, helped pave the way for the continued peace negotiations between the Aquino administration and the MILF.

The GOJ's and JICA's contribution to peace and development in Mindanao, had been acknowledged by the Philippine Government and its gratitude had been expressed by President Rodrigo Roa Duterte and his predecessors in several occasions. However, the contributions have never been comprehensively reviewed and summarized.

This ***comprehensive review of JICA's assistance in Mindanao*** examines the projects and programs that were implemented in BARMM/ARMM during the late 1990s and beginning of 2019 in a holistic approach. It analyzes the outcomes and extracts the lessons learned, aiming to further strengthen JICA's assistance to BARMM and other regions in the Philippines. The review collected data for the past twenty years, conducted outcome analysis, carried out interviews targeting 70 key informants from Philippine and Japanese side before reaching its conclusion.

The review concluded that the long-standing support of JICA to Mindanao had contributed to peace and development of Mindanao. It also provides practical approaches for peace building interventions as

lessons learned and recommendations. While there is no “one-size-fits-all” strategy in the implementation of various peace building projects, the approaches that effectively worked in BARMM/ARMM may provide useful insights for other projects. I sincerely hope this report will help the experts, practitioners and policy makers who are involved in the field of peace building.

Finally, this report was prepared with the cooperation of the following: Dr. Miyoko Taniguchi who provided insights on the study design and supervised the whole process of preparing the report. Dr. Taniguchi drafted Chapters 1 to 3 and the narrative summary of this report; Oriental Consultants GLOBAL Co.,Ltd. and IC Net Limited which helped in collecting and summarizing the enormous volume of data collected, and drafted Chapters 4 to 7 of the report; the resource persons who participated in the workshops and interviews provided us with many important suggestions and key information. Lastly, the Mindanao Team of Southeast Asia Division 5 composed of Director Sachiko Takeda, Deputy Director Takeshi Saheki, and Ms. Natsumi Taniyama who provided analytical and administrative work to finalize this comprehensive report. I would like to express my sincere thanks to everyone who contributed to writing of this report. I believe that with the GOP's continued commitment to and the GOJ's and JICA's relentless support, we can be assured of the success of the Bangsamoro peace process.

HATAEDA Mikio

Director General

JICA Southeast Asia and Pacific Department

Chapter 1. Survey Overview

1.1 Background and Purpose

The Muslim majority area of Mindanao in the Southern Philippines has been a hotbed of conflict for more than 40 years, between Islamic insurgents aiming for independence and self-government, and the state, resulting in high levels of poverty rate in the Philippines and a lack of basic social services and infrastructure.

Under these circumstances, intermittent peace negotiations held between the Philippine government and the Moro National Liberation Front (MNLF) have progressed since the 1970s, spawning the conclusion of a peace agreement in 1976, although this has yet to be fully implemented. In 1990, the Autonomous Region in Muslim Mindanao (ARMM) was launched without the MNLF's agreement, and in 1996, the Final Peace Agreement (FPA) was signed between the government and the MNLF, and Nur Misuari, Chairman of the MNLF, was elected as the Governor of the ARMM during the election of 1996. The following year, the Philippine government commenced peace talks with the Moro Islamic Liberation Front (MILF), a separatist group that was opposing the agreement between the MNLF and the Philippines government, and concluded a ceasefire agreement in 2001 (Tripoli Agreement). In 2012, the Framework Agreement on the Bangsamoro (FAB) was signed, and followed by the signing of Comprehensive Agreement on the Bangsamoro (CAB) in 2014.

Under the current Duterte administration, incumbent since June 2016, a new approach was taken to the Mindanao peace process which encompassed all relevant influences; this meant that in July 2018, Republic Act No. 9054 (more commonly referred to as the "Expanded ARMM Organization Act"), underpinning the ARMM government (at the time), was abolished and the Republic Act No. 11054 (commonly known as the Bangsamoro Organic Law (BOL)), was passed to form a new Bangsamoro Government. As the law was enacted and after approval was signaled from a plebiscite held in January and February 2019, at the same time as establishing the territory of the Bangsamoro Autonomous Region in Muslim Mindanao (BARMM), the Bangsamoro Transition Authority (BTA) was also established. The new Bangsamoro Government is scheduled to be established by the 2022 elections.

Since the late 1990s, JICA has provided its cooperation to multiple sectors and schemes, by not only adjusting to the new political situation and revised peace policy, but also by responding to the development needs in conflict-affected areas of Mindanao. It is necessary to share JICA's exact role and contribution in the peace and development of Mindanao to date among all those that participated in the process, however, it has not been realized due to the prolonged conflict which has resulted in a long-term cooperation throughout many projects and the involvement of many stakeholders. Going forward, as JICA strengthens and refines its existing assistance as part of efforts to establish a new autonomous government, it will be essential to comprehensively review past projects and round up the achievements and lessons learned.

This report aims to review the projects and initiatives implemented by JICA in the Bangsamoro region since the 1990s, grasp the process, results and issues in order of occurrence, and organize the whole in the form of records with the goal of identifying how JICA has contributed to peace and development in Mindanao.

It should be remarked that JICA was tasked with compiling Chapters 1 through 3 of this report (including the study design), while Chapter 4 onward were done under the supervision of Oriental Consultants Global Co., Ltd. and IC Net Limited.

1.2 Study Method

This study assumes that the projects implemented in the relevant region constituted “Cooperation Programs”¹, which is why the results are analyzed against a perspective of a “Contribution Concept”² – an approach involving the following study method:

(1) Study Design

The Mindanao Assistance program that got underway in the late 1990s was not designed as a strategical collaboration program from the outset. Accordingly, and while partially drawing on the program evaluation concept, the goals were analyzed using the so-called “Contribution Concept”. In more concrete terms, the targeted goals for “Peace and Development in Mindanao” as so-called cooperation outcomes (or in other words “cooperation goals”) were hypothetically set ex-post facto, taking into account the characteristics of the projects: 1) Economic development (infrastructure development, agricultural development, industrial promotion), 2) Community development and 3) Governance enhancement. Having reaffirmed the status of these achievements and the synergistic effect elicited by Japan’s assistance and contributions outside the scope of JICA’s development projects, it is safe to assume that all efforts had been made to achieve the target outcome.

Based on the considerations above, the working hypothesis of this study is the following: “JICA’s support for Mindanao makes full use of the network cultivated throughout the many years of continuously implementing development projects. By assisting with its economic development, governance enhancement, community development, building trust among the various stakeholders, and fostering local human resources, JICA contributed to the peace and development of Mindanao”³. This is graphically shown in Fig. 1.1.

¹ JICA defines the cooperation program as a “strategic framework to support the achievement of specific medium- to long-term development goals in developing countries (= cooperation goals and appropriate cooperation scenarios to achieve them).” For further details, refer to the JICA Project Evaluation Handbook (Ver. 1.1 P. 56).

² The “Contribution Concept” refers to the extent of progress made in resolving specific development issues in recipient countries, whereby after initially determining the results achieved by a particular organization through its own projects, the idea is to indirectly verify causal relation between “assistance to foster development issues” and “achievements made by a specific organization”.

³ A working hypothesis was set in order to avoid confusion during the discussions. While the working hypothesis can be modified, given the ex post facto nature of this study, it shall not be substantially altered after it has been agreed upon by the parties involved at

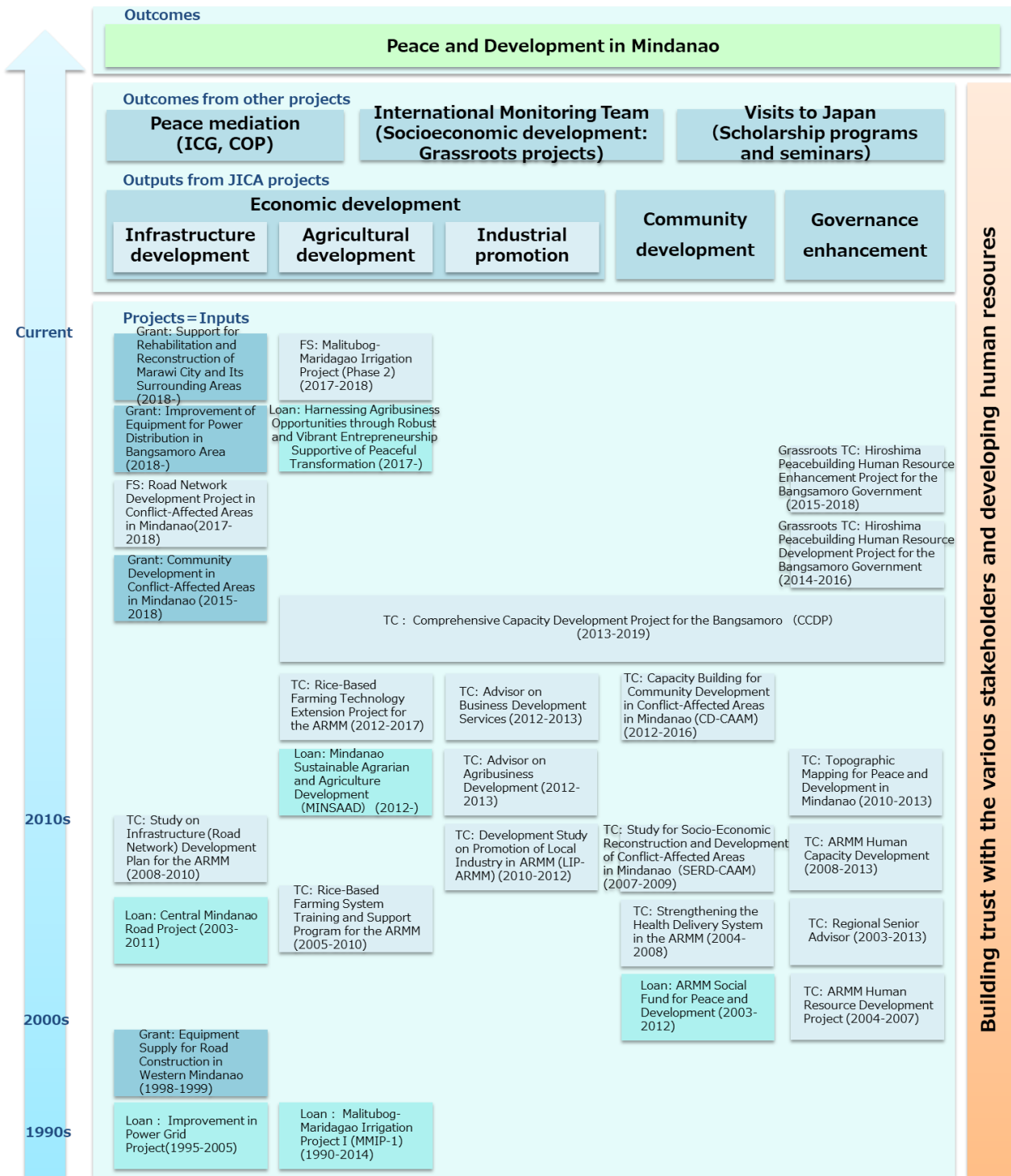


Figure 1-1 Overview of Mindanao Support

the start of the study.

The survey questions are set as follows:

1. By what process did JICA formulate each project (implementation timing, goals, components, inputs, implementation structure, etc.)⁴ in the conflict-affected area in Mindanao? What outputs and outcomes did the projects produce (including coordination with other donors and government agencies)? To what extent were the lessons learned from expanding and extending from the preceding projects to the successor projects? (at the project level)
2. What are the characteristics (sector, region, implementation system, areas and contents of support, timing and duration of intervention) of JICA's assistance for Mindanao? (at the project cluster levels of the cooperation programs)
3. What kind of synergies did Japan's other assistance generate with JICA's assistance in order to promote peace and development in Mindanao? (relationship between other assistance and the respective projects/project clusters in JICA's assistance)

The analytical framework for each project is set as shown in Table 1-1.

Table 1-1 Analytical framework for each project

Item	Survey items (Question items)	Question sub-item
Planning and approach (Relevance)	Consistency with comparative policies	Is it consistent with the Philippine government peace policy? (Overall peace policy, including insurgent groups).
		Is it consistent with the Philippine government development policies?
	Consistency with Japanese policies	Have there been significant political/policy initiatives consistent with Japan's peacebuilding support?
		What is the significance and what are the implications from a peacebuilding perspective? *
		Are there significant implications in relation to JICA's cooperation plan?
	Project implementation strategy	Is it fair to assume that establishing project operations could help mitigate instability?
	Suitability of needs	Did it reflect the needs of the eligible institutions/targets?
	Appropriateness of selection method	Was the region/beneficiary group selected in the belief that there would be no risk of exacerbating the instability factor as a result? If a risk exists, are countermeasures taken to mitigate it? If so, what kind of measures?
Appropriateness of the project-forming process	What type of decision-making process was crucial to establishing the deal? (including the implementing agency, the target area, target sector, implementation mode, details of the support, other projects, relations with the support status of other donors, etc.)	
Implementation system	Are there any political or social downsides to engaging with this organization as an implementation/cooperation organization? Was there any risk involved of exacerbating the instability factor? (if so, were any countermeasures taken?). If so, what kind of measures?	

⁴ Coordination with other donors and government agencies are studied as it affects the formulation of projects.

		Have any plans been taken by the whole project to minimize the impact of any conflict that appropriately reflect the risk/crisis management and safety management systems?
	Timing	Was the project implemented at a timing appropriate for the Philippine government?
		Was the project implemented at a timing appropriate for the ARMM government?
		Was the project implemented at a timing appropriate for the Japanese government?
		Was the timing appropriate in relation to other donors?
Outcomes (Effectiveness/ Impact/ Efficiency)	Achievement (professional assessment)	To what extent has the targeted project goal been achieved?
	Synergy with other projects	Does this initiative have relevance or synergistic effects with previous/subsequent projects, other projects or support provided from other donors?
	Factors boosting or hindering professional achievement (= stability factors/instability factors)	What response will ensue if the assumptions and external conditions no longer apply in terms of changes to peace processes and policies, security situations, restrictions on project implementation (security and sociocultural factors among others)? If this applied, how were countermeasures taken? Moreover, how were they actually applied?
		To what extent did the abovementioned hindrances impact on the achievement of outcomes and how did you deal with them?
		What factors aided achievement from a professional perspective?
		From a peacebuilding perspective, was there any other ripple benefit apart from enhanced professionalism (Viewpoint: Strengthening relationships and nurturing trust among stakeholders, degree to which target persons/region are included (consideration of balance), regional stability, leverage of immediate effectivity, relevance of contributions made by the Japanese government in areas of diplomacy and security and training local human resources).
	Cost-effectiveness	Have the cost and estimated time required changed since the planning stage? If so, for what reason (politics? security-related?). How were these changes dealt with?
		Was the timing appropriate, considering the impact on assistance of any political and security instability?
	Overall achievement of goals	To what extent were the overall goals achieved (if any).
	Synergy with other projects	Does this initiative have relevance or synergistic effects with previous/subsequent projects, other projects or support provided from other donors?
Factors boosting or hindering achievement of overall goals (= stability factors/instability factors)	What factors boost or hinder the ripple benefits?	
	Was the project affected by changes in the peace process/policy, security situation, or constraints on project implementation (security and sociocultural factors)? - if so, how were they addressed?	
	What factors contributed toward the achievement of the overall goal?	
	Was any ripple benefit achieved, excepting for the achievement of the project overall goal, from the peacebuilding perspective? (strengthening relations and nurturing trust among stakeholders, degree to which target persons/region are included (consideration of balance), regional stability, leverage of immediate effectiveness, the relevance of the Japanese government's contribution to diplomacy and security and the development of local human resources.)	
	Does the project have any positive impact on the factors behind conflict, whether directly or indirectly? If so, what kind of effects?	

		Did implementing the project exacerbated the risk of unintended downsides and instability factors? Was there any unintentional downside? If so, how was it addressed?
Persistence	Policy/institutional aspects	Are there any policies or measures employed to maintain results (for both sides of the Philippines and Japan)?
	Organizational finance	Is the implementing agency capable of maintaining the level of results? (if organizational restructuring takes place, how achievements are ranked in the new organization and whether or not an implementation system is in place).
	Technical aspects	How is technology used by the implementing agency and target persons? (if the organization has been restructured, how is it being used within the new organizational set-up or how is it expected to be used?).
	Other	Did deteriorating security (and possibly other effects) impact on sustained delivery of results? Were any measures taken to reduce the impact on the project?

*Items in bold are from the perspective of peacekeeping.

In addition, we will consider partial trial application of the Theory of Change (ToC), which has been actively introduced by aid agencies. In this study, with Mindanao's peace and development taken as goals, we hope to verify the hypothesis asserted above by drawing up the causal pathway that shows the logical relationship between the results and the time flow of each project (which are taken as premises for reaching the goals), based on subsequent interviews with the JICA staff involved. In this manner, we will clarify - albeit ex-post facto - the relationships between the implementation circumstances and the results of the Mindanao support projects, which have not been systematically organized thus far.

(2) Data collection method

We conducted a literature review based on the reports (preliminary evaluation, mid-term review, end-of-term evaluation, ex-post evaluation) for each project, as well as questionnaire surveys and interviews with the staff involved. The surveyed staff include, since the second half of the 1990s, 1) related staff from the JICA HQ (Regional Departments, Thematic Departments etc.); 2) JICA Philippines Office staff; 3) JICA experts/consultants; 4) staff from central and local governmental agencies of the Philippines (the Office of the Presidential Advisor on the Peace Process (OPAPP), Bangsamoro Transition Committee (BTC), Department of Public Works and Highways (DPWH), Philippine Rice Research Institute (PhilRice) etc.), ARMM Government officials, officials from the local governments, BTA etc.; 5) officials from the Department of Foreign Affairs; 6) MILF/MNLF officials (including the Bangsamoro Development Authority - BDA, the Institute of Bangsamoro Studies - IBS etc.); 7) researchers, experts, and Civil Society Organizations (CSO) staff with knowledge of the JICA support projects; 8) other donors.

(3) Target projects

The target projects are shown in Table 1-2. They include financial cooperation (grant, loan) and technical cooperation (including development study type, technical cooperation project, dispatch of experts,

grassroots technical cooperation, etc.) (JICA). Also, as a supplementary explanation to each project's output/outcomes, the scope also includes dispatches to the International Monitoring Team (IMT) (Development, Diplomacy, Security) (MOFA), International Contact Group (ICG) (observer participation in peace negotiations) (MOFA), Consolidation for Peace (COP) (JICA), Third Country Training (JICA), Grassroots Grant Aid (Japanese Embassy), Study Abroad Project (JICA) and the preparatory work for the transition from the ARMM to the BARMM (JICA) (partially).

Table 1-2 Target projects

Scheme	Project name	Implementation period
Loan	Improvement in Power Grid project	1995-2000
Grant	Western Mindanao District Road Construction Equipment Improvement Plan	1998-1999
Loan	Malitubog-Maridagao Irrigation Project	1990-2014
Loan	Central Region -Mindanao Road Improvement Project	2003-2011
Loan	Autonomous Region in Muslim Mindanao (the ARMM) Social Fund for Peace and Development	2003-2012
Individual experts	ARMM Regional Development Senior Advisor	2003-2013
Technical cooperation	ARMM Government Administrative Capacity Development Project	2003-2007
Technical cooperation	ARMM Community Health Service Improvement Project	2004-2008
Technical cooperation	ARMM Regional Rice Farming Technology Improvement Project	2005-2010
Development study	Study for Socioeconomic Reconstruction and Development of Conflict-Affected Areas in Mindanao (SERD-CAAM)	2007-2009
Technical cooperation	ARMM HR Development Project	2008-2013
Development study	ARMM Infrastructure (Road Network) Development Study	2008-2010
Development study	ARMM Local Industry Promotion Survey	2010-2012
Technical cooperation	Topographic Mapping Project For Peace and Development in Mindanao	2010-2013
Technical cooperation	Capacity-Building for Community Development in Conflict-Affected Areas in Mindanao (CD-CAAM)	2012-2016
Individual experts	ARMM Business Development Service Short-Term Advisor	2012-2013
Individual experts	ARMM Agribusiness Development Short-Term Advisor	2012-2013
Technical cooperation	Autonomous Region in Muslim Mindanao (the ARMM) Rice Farming Technology Promotion Project	2012-2017
Loan	Mindanao Sustainable Agrarian and Agricultural Development project (MINSAAD)	2012 - present (to be completed in 2020)
Technical cooperation	Bangsamoro Comprehensive Capacity Development Project (CCDP)	2013-2019

Grassroots technical cooperation	Bangsamoro Autonomous Government Human Resource Development Project	2014-2016
Grant	Community Development Plan (Roads) For Conflict-Affected Areas in Mindanao	2015-2018
Grassroots technical cooperation	Bangsamoro Autonomous Government Human Resource Development Project	2015-2018
Loan	Agribusiness Promotion, Peacebuilding, and Economic Growth Promotion Project (HARVEST)	2017 - present (to be completed in 2022)
Preparatory survey	Preparatory Survey For the Malitubog-Maridagao Irrigation Project	2017-2018
Grant	Bangsamoro Regional Electric Power Distribution Equipment Maintenance Plan	2018 - present (to be completed in 2020)
Preparatory survey	Preparatory Survey For Road Network Development in Conflict-Affected Areas in Mindanao	2017-2018
Grant	Recovery and Reconstruction Support Plan For Marawi City and Vicinity	2018 - present (to be completed in 2021)

1.3 Limitation of the Study

This study is a comprehensive review of JICA's support for Mindanao over the past 20 years. However, given that the retention period of official document by rules and regulation for the relevant materials had long ago elapsed, there were significant limitations on the documented facts. Therefore, an attempt was made to supplement by holding interviews with stakeholders. In addition, regarding fluid situations, a range of opinions and interpretations were confirmed reflecting the involvement and stance of the parties concerned at the time. Within the survey scope, what were seemingly contradictory views were positively interpreted in the most reasonable manner possible, given the overall context and converting the tacit knowledge of stakeholders into explicit knowledge helped systematize the conclusions as far as possible to derive conclusions pointers and build on them for future support.

Chapter 2. Overview of the Mindanao Peace Process⁵

2.1 Background to and factors behind the Mindanao conflict

The Mindanao conflict centers on the fact that the policy of resettling Christians, as initiated under the colonial government by the United States, saw land seized from the majority Muslim contingent and beginning with this political marginalization, a separation independence movement got underway in the late 1960s and could be summed up in a broader sense as part of the struggle for autonomy.

Mindanao, Sulu and Palawan (hereinafter collectively referred to as Mindanao), located in the Southern Philippines, have their common cultural roots in Southeast Asia and given that they avoided a full takeover by Spain until being annexed to the United States, the historical trajectory of this area differs from the rest of the Philippines. Muslim missionaries propagated Islam in this area via trade networks in the 13th and 14th centuries whereupon Islamization⁶ went from strength to strength as locals married into the religion and spawning two main Islamic kingdoms, the Sultanates of Maguindanao (1515) and Sulu (1450). A particularity of this process is that as they took Islam as a fundament for integration, it allowed them to resist the rule of Spain and gain a certain degree of autonomy from Western powers.

Against this historical backdrop, in the aftermath of the Spanish-American War, the United States annexed the whole of the Philippines, including this area, under the Paris Peace Treaty (1898). Since the two sultanates mentioned had approved Spanish sovereignty, they were deemed to be under the rule of the United States by international law⁷. Going forward, the U.S. Colonial Government restructured

⁵ This chapter is based on the work by Miyoko Taniguchi (2020) "Supporting Peacebuilding: Mindanao Conflict and Road to Peace", as published by Nagoya University Press. This chapter has been compiled in order to provide background information for examining JICA's contribution to Mindanao in terms of assistance for peace and development. For details regarding the circumstances and factors of the conflict and the peace process, refer to the original document.

⁶ Majul, C. A. 1976. "The Historical Background of the Muslims in the Philippines and the Present Mindanao Crisis," *Asian Studies*, Vol. 14, pp. 1-14.

⁷ Even after the US took control, the US Colonial government acknowledged Jamalul-Kiram II as the de facto ruler and religious leader of the Sultanate of Sulu. Although Governor Carpenter suspended the jurisdiction and tax collection authority of the Sultan, in return for the non-intervention of the Sultan and the traditional chief (Datu) in judicial matters, the Carpenter-Kiram agreement signed with the Sultan granted the Sultan and influential Datu annual allowances and rights to use some of the public land (as of 22 March, 1915).

the form of governance in the area, which was not under the full control of Spain⁸, whereupon the land was gradually settled and national integration promoted. Under the circumstances, the U.S. Colonial Government decided to heed the calls from Christian peasants for land and initiated a settlement policy on Mindanao Island, which was sparsely populated and undeveloped. This policy encompassed elements of food security and ethnic reconciliation as a basis for national integration and was even significant from an economic development perspective. However, the land registration system introduced at the time left affected Muslims, who did not feel the need for the same, feeling politically, economically and socially marginalized.

Following independence, the Philippine government pushed ahead with the settlement policy, which gradually ratcheted up tension between Muslims and Christians. Amid the growing Muslim dissatisfaction with the government, the new intelligentsia and traditional influential stakeholders (clans), who had made the most of opportunities to study overseas given by the Philippine government as part of the national integration policy, fostered their own sense of national identity under the Islamic concept of a central community called "*Umma*", and spearheaded the separatist movement by leveraging economic, military and diplomatic resources from Islamic countries, constituting a force opposing the state. Following a massacre of Muslim soldiers (known as the Jabidah massacre) by an officer of the armed Force of the Philippines in 1968, 1971 saw Nur Misuari, a university lecturer from Sulu, found the MNLF, heralding the start of an armed struggle for the independence of the "Bangsa Moro State". In 1984, the MILF was established, chaired by Hashim Salamat, after separating from the MNLF, whereupon the Philippine government decided to negotiate peace on a separate track (see the next section for details).

⁸The key forms of government and developmental processes were as follows: (1) Indirect governance through Sultan (1899-1903), (2) Direct control of Moro by military government (1903-1913), (3) Establishment of Sulu area of Mindanao by civil administration and period of governance (1914-1921), (4) Unification period under central government (1921-1935) and (5) Commonwealth period (1935-1942).

Box 1 The “Moro” and their identity

The word “Moro” comes from the name given by the Spanish to the Muslims established in the Iberian Peninsula back in the 7th century, who included Berbers (Moors) and Arabs. Afterwards, the Spanish used the word as a derogatory name (signifying “otherness”) for the Muslims who put up a resistance during the Spanish-Moro Conflict - the war to subjugate the Islamic Sultanates of the Philippine archipelago. However, by the end of the US rule, as the Philippines were seeking independence, influential Muslim people employed the word in a political way, calling themselves “Moro”, as they in turn sought to be independent from the rest of the Philippines and return under the rule of the US. After the Philippines achieved independence, “Moro” came to be used as the name of a new “people” that included various ethnic groups (language groups). This was established starting in the late 1960s by the MNLF, who had led an armed uprising for the partition of the country.

The Commission on National Integrity (CNI), established in 1957, concluded that in Mindanao there are 13 Islamized language groups called “Moro”: Badjao-Sama, Maguindanao, Kalibungan, Maranaw, Jama Mapun, Sama, Sangil, Tausūg, Yakan etc., and 18 Christian or animistic indigenous populations called “Lumad”: Tirlai, Ata, Bagobo, Mamanwa, Manguangan, Mandaya, Banwaon, Blaan, Bukidnon, Durangan, Manobo, Subanon etc. (Rodil, 1994:11). The classification of “Moro” and “Bangsamoro” is based on self-identification; as a result, most Moro are Muslim, but some Islamized indigenous people are also included. However, many non-Moro indigenous peoples (Lumad) do not call themselves “Moro”, nor do they have the “Bansamoro” identity.

This was a period in which the group of Islamic insurgents repeatedly splintered into factions and made a range of claims and demands that varied according to the changing domestic and overseas situations. On the other hand, since the 1960s, seven persons have occupied the top spot in government (Ferdinand Marcos, Corazon Aquino, Fidel Ramos, Joseph Estrada, Gloria Macapagal Arroyo, Benigno Aquino III – heretofore Aquino III – and Rodrigo Duterte). With the inauguration of the President, the policies and approaches taken to address the Moro problem and its insurgents underlined the uncertain policy direction taken in peace efforts, which ultimately hindered efforts to end the conflict.

2.2 Transition of the peace process (Marcos administration - Duterte administration)

(1) Marcos Administration-Aquino Administration

■ Marcos period (1965-1986)

In 1968, President Marcos initiated moves to take control of the MNLF. Later, in the mid-1970s, the civil war was quelled and the Philippine government was initially reluctant to negotiate with the MNLF. However, amid fears of a ban on oil imports from oil-producing Islamic countries, the Philippine government agreed to the truce and peace negotiations mediated by these countries. Conversely, the MNLF, which originally went for independence, but was financially reliant on Libya, which opposed the same, found itself forced to withdraw the separatist claim⁹ and find a new way forward to seek autonomy. This underlined how economic pressure from Islamic countries proved crucial for bringing parties in dispute and reluctant to engage in dialogue to the table. The ensuing negotiations eventually spawned what was known as the Tripoli Agreement signed between the Philippine government and the MNLF in 1976, with the intervention of the Organization of Islamic Conference (OIC)¹⁰.

The terms of the agreement were included: 1) According independence to 13 out of a total of 23 provinces in Mindanao, except in areas of diplomacy, national defense and underground resources, 2) Allowing each of the autonomous governments to establish its own judicial, legislative and administrative institutions, 3) Ensuring military independence from the Philippine Army. However, differences between both sides surfaced in the process of implementing these agreements, which saw the armed conflict flare up again shortly after the agreement was concluded. Without a referendum, the MNLF decided unilaterally to extend the autonomous government to 13 provinces, but the government insisted on a referendum.

In March 1977, President Marcos issued a Presidential Decree (No. 1628) to establish an autonomous region having failed to reach agreement with the MNLF and following the referendum result, in July 1979, an autonomous region comprising ten provinces and seven cities was established, with his own crony as governor and the local legislative council tasked with electing members, most of whom came from influential clans. Meanwhile, the Marcos administration provided the MNLF leadership with political and economic incentives, whereupon the struggle gradually subsided. Residents were less than happy with the administration of the autonomous government, but it remained in power until 1986 and the end of the dictatorship by President Marcos.

■ The President Aquino era (1986-1992)

In 1986, the People Power Revolution prompted the collapse of the Marcos regime and saw the Aquino Administration seize power. In 1987, a new constitution was enacted, which more or less constituted a return to the 35-year constitution before martial law by the Aquino Administration¹¹. The new constitution included provisions on Muslim autonomous government and indicated that the Tripoli Agreement would

⁹ Certain countries, such as Malaysia and Indonesia, which are also OIC members, have their own separatist movements. OIC has adopted a contrary stance on independence.

¹⁰ Currently the Organization of Islamic Cooperation.

¹¹ Igarashi Seiichi (2004) *Democratization and Civil Society in the Philippines: Political Dynamics of Transition, Establishment and Development*

be implemented within the framework of the new constitution (Article 10 “Autonomous Region” Section 15¹²). One year later, in 1989, the Basic Law on Autonomous Government (Republic Act No. 6734) was enacted and saw a legal basis for establishing an autonomous region in Muslim Mindanao established. However, the government went ahead with a referendum in nine cities throughout the 13 provinces of Mindanao that year, without agreement with the MNLF. Consequently, approval was limited to the four majority Muslim provinces (Lanao del Sur, Maguindanao, Sulu and Tawi-Tawi) and a year later, the four Muslim provinces and the ARMM were officially launched in 1990. The MNLF declared itself ready to respond to peace negotiations subject to conditions while continuing the battle, but the government refused, prompting a stalemate.

■ The President Ramos era (1992-1998)

Ramos, who had been appointed Chief of Staff of the Philippine army during the Aquino Administration, became President in the 1992 presidential election. President Ramos deemed the input of foreign capital crucial to bringing the Philippines forward, which, in turn, meant restoring security was a must. He saw the importance and urgency of the Muslim problem in Mindanao¹³. Shortly after coming to power, he established the National Unification Commission (NUC), engaged in public dialogue at provincial and regional levels and paved the way for a comprehensive peace process. This decision underpinned the basic outline of the “Six Paths to Peace”, targeting a peaceful solution through dialogue, which was institutionalized as Presidential Decree No. 125 in 1993. Peace talks resumed in earnest the same year in Jakarta and a provisional truce was signed with the MNLF.

The FPA, signed in 1996, fleshed out the following aspects of the Tripoli Agreement: 1) Formulating and implementing a plan for transferring MNLF soldiers to the Philippine army, 2) Holding a referendum for the autonomous districts, 3) Establishing the Southern Philippine Council for Peace and Development (SPCPD) and 4) Stipulating that 14 provinces, including Sarangani Province, should be designated as Special Zones of Peace and Development (SZOPAD). The agreement divided the implementation into two phases, established the SPCPD and the SZOPAD during the first three years of the phase and specified the implementation of a new ARMM Organization Law referendum in the second phase. Prior to the fourth round of peace talks, the government agreed with the MNLF to make Misuari the MNLF Chair candidate for the ruling party in the ARMM governor's election, whereupon Misuari's election was decided after the July election. He concurrently became Chair of the SPCPD, which saw the MNLF officially renounce its 30-year armed struggle and become formally incorporated into the Philippine state regime.

¹² An Act Providing for An Organic Act for the Autonomous Region in Muslim Mindanao

¹³ The Ramos administration promoted the four Ds: Devolution, Decentralization, Deregulation and Democracy and strove in particular to use decentralization as the impetus for consciously rebuilding the local economies of Cebu and Mindanao. These efforts centered not only on introducing foreign capital but also promoting economic democracy, with the aim of establishing a level competitive playing field for start-ups and foreign companies, promoting overall competition and enhancing international competitiveness.

■ The Arroyo era (2001-2010)

The peace process launched between the government and the MNLF under the Arroyo administration was sparked by differing perceptions of the FPA implementation status (Table 2-1). These differences arose because the Philippine government had implemented a new ARMM based on a 2001 referendum and the FPA was implemented in 1996, but the MNLF found implementing the second phase problematic. The referendum, which had originally been scheduled for October 1998, was twice postponed, reflecting the perception of both parties that the time was not right. The Arroyo administration subsequently proceeded with a referendum in August 2001, without the MNLF's consent, which resulted in the new provinces of Basilan (except Isabella) and Marawi city being added to the ARMM. The Philippine Congress consequently revised Republic Act No. 6734, without consulting the MNLF and enacted Republic Act No. 9054, an organizational law for the new ARMM.

Table 2-1 Outline of the 1996 Final Peace Agreement (FPA)

Phase	Main outline of agreement
Phase 1 (three years)	<p>Established the SPCPD and Consultative Assembly for nine cities in 13 provinces. Reconstruction and socioeconomic development projects launched in the SZOPAD. Integration with the MNLF's Philippine army, the National Police and the newly established Special Regional Security Force.</p> <p>The main functions and responsibilities with which the SPCPC is tasked include:</p> <ol style="list-style-type: none"> 1) To promote and coordinate peace and restore order, 2) To implement special projects promoting peace and development and 3) To provide support to local autonomous governments. <p>The Advisory Council includes the ARMM autonomous government, the municipal chief of the SZOPAD, the MNLF and a total of 81 people selected from NGOs and its remit includes advising the SPCPD and holding necessary public meetings and issuing recommendations to the President regarding policies and administrative organizations.</p>
2nd Phase	Two years later, a referendum was held in the area in 1998 and three years later, an election was held to establish a new autonomous government.

(Source) Prepared by the author based on the FPA, 1996

Unfortunately, after being appointed Governor, Misuari failed to elicit the initially hoped-for development benefits from large-scale public investment akin to the "Marshall Plan", for the following reasons. First of all, in the case of the SPCPD, 1) unclear relationship and role with existing administrative agencies¹⁴ and regional governments and a substantial lack of authority, 2) Lack of capability and scope for administrative management on the part of the MNLF, 3) Lack of a recovery plan and budget, 4) Struggle

¹⁴ Regional Development Committee, Regional Peace Order Committee, Central Government, etc.

for available resources among the MNLF factions and 5) Brevity of the transition period. Next, in the case of the Consultative Assembly, although Administrative Order No. 371 stipulated a provisional advisory body to the SPCPD, the MNLF assumed that the Assembly would be responsible for policymaking as a “congress”. However, it proved incapable of substantively performing its role as a “congress” (= legislative body), meaning most of the 400 or so resolutions passed by the Assembly were not approved by the Office of the President¹⁵. Namely, the intervention of the Executive Office of the President is what made it impossible for the congress to exercise its autonomy to legislate. In addition, the SPCPD and Consultative Assembly hired MNLF executives without any administrative experience and allocated most of their budget to salary and maintenance costs rather than project costs¹⁶.

Under Governor Misuari, as political corruption and bribery surfaced, residents became increasingly dissatisfied with the MNLF, which saw their support base fluctuate. These feelings led, in April 2001, to 15 members of the MNLF forming an “anti-Misuari faction” called the Executive Council of 15, MNLF-EC15. Vice-chairman Parouk Hussin, a MNLF Foreign Affairs Bureau member, openly criticized Governor Misuari for “having hindered the development of the ARMM due to nepotism, corruption and lack of leadership”¹⁷ and in August 2001, the Executive Committee of 15 dismissed Misuari from the MNLF chairmanship.

Subsequently, in the 2001 ARMM governor’s election, MNLF Vice-Chairman Hussin, the candidate governor of the ruling party, was elected and established as a pro-government figure. Consequently, Misuari lost the ARMM governorship. In response to the ruling party’s move, November the same year saw Misuari attack a military base of the Philippine army on Holo Island as part of an armed uprising, but this was suppressed by the Philippine army. He then fled to Sabah, Malaysia, but was arrested the following year by security authorities for rebellion and illegal entry and was detained in 2008 charged with insurgency¹⁸.

President Arroyo, who was reelected in 2004, nominated Zaldy Ampatuan, who was not a member of the MNLF but instead from a traditional clan of Maguindanao, for the ruling party in the 2005 ARMM governor’s election. Subsequently, both sides strengthened their cooperation over the elections, up to the point at which some of the Ampatuan clan, including the former Governor of the ARMM, were arrested for alleged involvement in the 2009 Maguindanao massacre¹⁹. The unfolding of these events saw the MNLF cease any involvement as an organization in the ARMM government administration.

¹⁵ IAG&KAS 2009. The 1996 FPA between the Government of the Republic of the Philippines and the Moro National Liberation Front: An In-depth Analysis. *Autonomy & Peace Review*, 5.

¹⁶ ABUBAKAR, C. A. 2000. SPCP and Economic Development in SZOPAD: High Expectations, Low Output. *Kasarinlan*, 15, pp. 125-164.

¹⁷ PAZZIBUGAN, D. 2001, May 10. MNLF: Misuari did nothing for 5 years. *Philippine Daily Inquirer*.

¹⁸ However, Misuari still retains strong supporters in the Sulu region known as “Misuari Loyalists”. In February 2005, they clashed with the national army, resulting in about 80,000 people being displaced.

¹⁹ The Maguindanao massacre was an incident in which a group of members involved in the 2011 ARMM governor’s race, Mangudadatu, were attacked by armed members of the Ampatuan clan and 58 people lost their lives, including journalists and their relatives. Relations between President Arroyo and the Ampatuan clan dated back to the early 2000s, when Andal Ampatuan, then-

Under these circumstances, the OIC has been implementing the Tripartite Review Process since 2007 to promote the peace process between the Philippine government and the MNLF peace process, specifically addressing the full implementation of the second FPA phase. The tripartite meeting between the Philippine government, the MNLF²⁰ and the OIC was held based on the results of a survey conducted by the OIC on the FPA implementation in 2006. Once the complete implementation in the first phase had been confirmed, hindrances to the same were identified in the second phase and recommendations made for implementation. The OIC's Peace Committee for the Southern Philippines (PCSP), chaired by Indonesia, also set up a working group in five areas²¹ to fully implement the FPA. In 2009, a legal panel comprising OPAPP and MNLF representatives (Misuari faction and Sema faction) was set up in OPAPP to amend Republic Act No. 9054 based on the proposal of the subcommittee. In 2010, meanwhile, the government and the MNLF agreed to establish the Bangsamoro Development Assistance Fund (BDAF) to encourage economic development.

■ Aquino III administration (2010-2016)

The peace process ensuing between the government and the MNLF under the Aquino III administration basically adopted the same policies as under the Arroyo administration. However, the acceleration of the peace process with the MILF and the occupation of the city of Zamboanga by Misuari in 2013²² gradually slowed it down.

Within a year of the Aquino Administration coming to power, a legal panel was tasked with amending Republic Act 9054, while the Tripartite Review held an interim senior meeting to discuss key issues with the Tripartite. In specific detail, 1) 42 points of agreement on amendments to Republic Act No. 9054, 2) Joint management between central government and the ARMM on the mining, development, utilization and processing of strategic mineral resources, 3) Establishing the BDAF and the Islamic Development Bank as entities, 4) Establishing a Committee to monitor the progress of the Tripartite Agreement. In

Governor of Maguindanao, won the 2001 and 2004 presidential elections and urged support and votes for President Arroyo across the ARMM region. Never more so than in the 2004 presidential election, where Fernando Po Jr. was the leading candidate against the Arroyo candidate, the ARMM regional voting results were key to the Arroyo candidate coming out on top, all of which meant that President Arroyo was politically indebted to the Ampatuan clan. This also explains why Zaldy Ampatuan, son of Andal Ampatuan, came out as victor in the 2005 ARMM Governor Election.

²⁰ For historical reasons, the OIC appointed Misuari as First Chair and Moro's legitimate representative as well as MNLF Chair. The MNLF has been an OIC observer since 1977 (a status not accorded to the MILF), applying the Jeddah system during OIC meetings, in which both Misuari and Sama now participate. Then, on June 26, 2014, to ensure the MNLF would implement the Tripoli Agreement as the final stage, with OIC mediating, the MNLF parties (MNLF Islamic Commission led by Habib Mujahab Hashim, MNLF-EC15 led by Muslimin Sema, Misuari faction) agreed that Misuari could be the contact person for future government negotiations.

²¹ Shariah Court, Joint Command of Special Area Security Forces and the ARMM, Natural resources and economic development, Political system and representativeness, education

²² As peace negotiations resumed between the government and the MILF under the Aquino administration, the dissatisfied and impatient Chair of the MNLF, Misuari, declared independence from the Philippines in September 2013 and occupied Zamboanga city center with about 200 citizens held hostage. Security forces then came and engaged in a gun battle followed by military air strikes and the conflict claimed more than 250 lives among the MILF, security authorities and hostages, while more than 120,000 persons were evacuated.

2012, the ARMM government passed Administrative Order No. 23, established a Joint Peace Development Monitoring Committee to effectively implement development projects for the MNLF community and signed a peace and development cooperation agreement with the MNLF. With this set-up in place, a total of five OIC-mediated tripartite meetings were held, eliciting substantive results, with the final such meeting in January 2016, whereupon the agreements made to date were officially concluded.

Moreover, the OIC also established a mechanism with which to unify the MNLF and the MILF. In 2010, the then Secretary-General of the OIC began negotiating with the MNLF and the MILF, whereupon the OIC reaffirmed that unification was imperative as a means of solving the Bangsamoro problem and set up the Bangsamoro Coordination Forum (BCF) as a forum for dialogue between the two parties. In November 2012, at the OIC Foreign Ministers' Meeting, officials once again agreed to use the forum (Philippine government, the MNLF, the MILF) to unify the 1976 Tripoli Agreement, the FPA and the FAB. The former OIC Secretary-General was keen to solve the Bangsamoro issue and promoted dialogue between the relevant parties, but no concrete result emerged regarding the unification of the MNLF-MILF under the Aquino Administration.

(2) Ramos Administration-Aquino III Administration

■ The Ramos administration

In 1996, although the government and the MNLF concluded a FPA, it failed to resolve the Mindanao conflict and while the government embarked on peace talks with the MNLF, other Muslim militant groups, the MILF and Abu Sayyaf recruited radical Muslim youths to their cause, disillusioned with the MNLF peace trajectory and consolidated their power²³, exploiting unhappiness among those who had failed to benefit from President Misuari's autonomy and backed by those who were set to gain from the continued armed struggle, continued armed unrest ensued. Rather than sharing power with central government, however, the MILF aimed to establish a Republic of Islam by achieving separation from the Philippine State. In other words, for the Philippine government, rather than solving the Mindanao issue, signing a FPA simply moved the focus of negotiations from the MNLF to the MILF.

Immediately after concluding the FPA with the MNLF, President Ramos embarked on peace negotiations with the MILF as part of the "Comprehensive Mindanao Peace Process". The MILF side welcomed the change of stance on the part of the Philippine government and OIC, which had previously acknowledged only the MNLF as the sole Muslim representative, paving the way for formal negotiations with the MILF. The focus of the MILF's negotiations was to "solve the Bangsamoro problem" and encompassed social, cultural, economic and political elements²⁴. In 1997, although ceasefire agreements were brokered in

²³ As of 1996, 12,000 troops had already been mustered and 13 military bases. (Source) USIP (2005) The Mindanao Peace Talks: Another Opportunity to Resolve the Moro Conflict in the Philippines

²⁴ In specific detail, inherited land, forced resettlement, land ownership, war damages, human rights abuses, social and cultural

provinces of Bukidnon, Maguindanao and Cagayan de Oro, signifying some progress toward peace, no substantive results were seen for the MILF.

■ The Estrada administration

In 1998, President Estrada, who enjoyed overwhelming support from the poor, pledged to achieve peace within six months of taking office. Peace negotiations got underway in January 2000 and in response to a set of nine agendas presented by the MILF²⁵, the decision was taken to establish a corresponding Committee, which reaffirmed the need to improve living conditions and impose proper governance in Moro and presented six cluster agendas for that purpose²⁶.

On the other hand, a situation emerged in 2000 which saw moves toward political settlement in the Southern Philippines conflict largely stall. While the Estrada administration continued the MILF peace talks initiated by the Ramos administration, March the same year saw the MILF occupy Kabunsuan Town Hall in Lanao del Norte, which triggered a military confrontation. The government, subsequently embarking on all-out war, went on to capture the MILF's largest military base, Camp Abubakar. Rebelling against such government action while peace talks were ongoing, the MILF withdrew from negotiations and began attacking government military facilities, sparking intense fighting between the government forces and the MILF pending the start of the Arroyo administration in January the following year in fighting which was said to be the most intense recorded since the Mindanao civil war during the Marcos administration of the 1970s.

Estrada's approval rating gained a sudden upsurge, due to the policy of all-out military confrontation with the MILF. However, although the MILF's main base fell in mid-July 2000, it continued the guerilla combat throughout Mindanao, even after announcing an indefinite extension to peace talks in August the same year. As the Southern Philippines issue looked seemingly stuck in the mire, Catholic churches, opposition politicians, leftists and civil society groups all began criticizing Estrada. Pressure to resign quickly built and ultimately, following the departure of the Philippine army and police leaders, he was forced to resign in 2001. Overall, the harm done to the peace process by the Estrada administration was considerable.

discrimination against Muslims, government corruption, economic inequality, poverty, destruction of natural resources, agricultural land reform, etc.

²⁵ There were ancestral land issues, those in Bangsamoro who had been deported and deprived of land, with property destroyed in war and other war victims, Human Rights, Social and cultural discrimination, the issue of moral depletion, economic inequality and the poverty gap, the exploitation of natural resources and the farmland reform issues.

²⁶ Acknowledging Bangsamoro on the level of its people as well as its area and cities, returning ancestral land taken to the people of Bangsamoro, compensation for constraints on lives, freedoms and property caused by the language issue, acknowledging the role of state governance and security and according exclusive control over and above natural resources alone to the Bangsamoro people, Establishing a presence at the War Crimes Commission and the International War Crimes Court to prosecute serious human rights offences against the Bangsamoro people and identify, investigate and file details of offenders and issuing a public apology for the crimes committed by the Philippine government against the people of Bangsamoro and any damages caused by conquest, oppression and exploitation.

■ The Arroyo administration

Arroyo's policy toward the MILF was inconsistent throughout and ultimately did not result in a FPA. In concrete terms, it shared commonalities with the previous administration in that the peace negotiations and the pattern of conflict > ceasefire > broken ceasefire paralleled each other, from the peace policy in the early days of the Arroyo administration (all-out peace) to a hardline military operation citing anti-terrorism needs in 2003, and from 2003 onwards efforts to promote peace through preliminary negotiations. However, both sides actively strove to get the international community involved in the peace process, establishing a ceasefire monitoring mechanism as part of infrastructure development for peacebuilding and implementing development projects, which reflected a new form of governance in Bangsamoro.

Shortly after taking office, President Arroyo resumed peace talks with the MILF in an effort to dispel the negative legacy of the previous administration. She attempted to shift toward a peace policy and as part of concerted efforts to help pave the way for peace negotiations, and announced the suspension of military operations by the Philippine army. Conversely, the MILF put forward three prerequisites for resuming peace negotiations: 1) Mediation by the OIC or an OIC member state; 2) Compliance with agreements previously concluded between the government and the MILF; and 3) Overseas negotiations. Accordingly, the Malaysian government played the role of peace intermediary during the preparatory meeting for peace negotiations.

In June 2001, a ceasefire agreement was reached once again in Tripoli, centering on these focal points: 1) Enforcing and consolidating the July 1997 ceasefire agreement, 2) Inviting OIC representatives to monitor the implementation of the agreement, including the ceasefire, 3) Providing financial and technical assistance to those internally displaced and 4) Making decisions on spearheading and managing the MILF reconstruction and development projects in areas of conflict. However, February 2003 saw armed forces engage in military operations at the MILF's new military base, whereupon military clashes between both parties intensified. Although preliminary negotiations took place in Malaysia, following frequent incidents of terrorist bombs and attacks on public facilities apparently caused by the MILF in Mindanao, President Arroyo announced in May that year that the negotiations would be postponed indefinitely.

In July 2003, the government relented on its hardline stance somewhat following the death of MILF Chair Salamat, with Vice-Chair Murad taking office as new Chair. The government withdrew warrants it had issued for a series of MILF terrorist acts and withdrew Philippine military forces from the MILF headquarters in Buliok. Both sides resumed negotiations by addressing the "key issue" of Bangsamoro at an official meeting. A ceasefire was established and peace negotiations proceeded under the mediation of Malaysia.

The Government (in the form of OPAPP) and the MILF engaged in 16 preliminary rounds of negotiation mediated by Malaysia since March 2003, before agreement was finally reached in July 2008. After successful mediation on the part of the Malaysian government, both parties finally signed a Memorandum of Agreement-Ancestral Domain (MOA-AD). The scope of the agreement included establishing the

Bangsamoro Juridical Entity (BJE) and decisions on how its territory should be determined²⁷. The BJE is affiliated with central government and imbued with wide-ranging authority to establish institutions such as government, elections, finance, education, legislation, the judiciary, economy, police and security units among others.

Box 2 What is the “Memorandum of Agreement-Ancestral Domain (MOA-AD)”?

In July 2008, under the Arroyo administration, the Philippine government and MILF signed a Memorandum of Agreement-Ancestral Domain (MOA-AD). The scope of the agreement included: (1) Establishing the Bangsamoro Juridical Entity (BJE) and setting out the scope of its governance; (2) The BJE's administration, election, finance, education, legislation, judiciary, economics, police, security, arrangements, including provisions for autonomy etc., (3) Resource allocation, etc. However, before the ceremony to sign the Memorandum of Understanding could be held on August 5 the same year, the court suspended the signing, since local leaders and some members of congress filed an unconstitutional lawsuit against the MOA-AD. An order was issued, later resulting in a constitutional judgment with a narrow margin of 7-8.

Unhappy with the temporary restraining imposed, three hardliner MILF regiment commanders (Kato, Bravo, and Pangalian) engaged in armed attacks on Philippine army garrisons in northern Cotabato etc. This sparked an armed conflict with the Philippine army, which then deployed operations to capture the three commanders. By October that year, there had been about 100 fatalities and 600,000 evacuated. Of the three regiment commanders concerned, Kato left MILF and founded BIFF in 2010, but while nurturing a more in-depth relationship with IS, Commander Bravo of the regiment in charge of Northern Lanao remains with MILF to this day (as of March 2020).

However, peace negotiations stalled as the Supreme Court issued a temporary restraining order halting the signing, shortly before the MOA-AD signing ceremony was due to take place on August 5, 2008. Local (Christian) government officials and some members of parliament included in the BJE had gone to the Supreme Court and filed a lawsuit against the State, citing the MOA-AD as unconstitutional. The Supreme Court then issued a temporary restraining order suspending the signing of the memorandum until the decision could be finalized and then, on October 14, ruled that it was unconstitutional by a margin of 8 to 7.

During this time, the MILF's three regiment commanders (Kato, Bravo, Pangalian) dissatisfied with the MOA-AD temporary restraining order, began an armed attack shortly after, the targets of which included civilians, in northern Cotabato and elsewhere, which soon spiraled into a military conflict. Previously, as

²⁷ Within one year of concluding the agreement, for 735 villages with Muslim majorities other than the ARMM and then, more than 25 years later, in 1459 villages with Christian majorities, arrangements were finalized based on a two-stage referendum.

discussions on the ancestral territory had ensued, the number of moderates had grown within the MILF and other hardliners have shifted from strategic decisions to support peace. However, court decision ruling that the judgment was unconstitutional turned things on their head and saw hardliners join in the attacks and by mid-October the same year, there had been 100 or so fatalities and more than 600,000 persons displaced. In response, the army deployed three MILF captive operations. A series of terrorist bomb attacks ensued, seemingly with the MILF's involvement and the Philippine army also launched attacks, but the combat situation intensified further due to the withdrawal of the International Monitoring Team (IMT) in November 2008²⁸. These incidents stirred people in conflict-affected areas to pin the blame on the MOA-AD and aim even more hatred toward the Philippine army conducting military operations.

What is noteworthy is that as well as Christians, influential Muslims (Moro) and indigenous people also showed themselves to be opposed to the MOA-AD. First of all, ARMM Governor Ampatuan at that time opined that the MILF peace negotiators should have consulted in advance with the heads and people of all ARMM municipalities and expressed opposition to establishing BJE. Next, the self-proclaimed Sultan of Sulu, Esmail Kiram, stated that including the Sulu Sultanate in the BJE constituted an "aggression" to the Sultanate. Specifically, the influential Muslims have maintained their position, power, and control by being included in the Philippine state, and thus they opposed any institutional restructuring led by the MILF that could threaten their status. To further complicate matters, many non-Islamic indigenous peoples allegedly included in Bangsamoro took a stand against the MOA-AD²⁹. This opposition was caused by the fact that, while many non-Moro indigenous people assert an independent identity and claim their rights to the ancestral lands, the MOA-AD included them as well in the Bangsamoro identity and, furthermore, it did not list their original ancestral lands (to be detailed later).

President Arroyo's response following the order by the Supreme Court to suspend the signing of the MOA-AD further reduced government credibility in the peace process. Given the sheer numbers who questioned the constitutionality of the MOA-AD within the administration and parliament, the President, concerned about the risk of triggering her own impeachment, clarified that the MOA-AD would not be signed, regardless of the Supreme Court ruling. The government disbanded peace negotiations in September 2008, reaffirmed an emphasis on constitutionality, set out a new paradigm for peace and following the ruling on the MOA-AD by the Supreme Court, stated that the focus would be on dialogue

28 The IMT agreed on the mandate for the MILF Peace Negotiations Panel with the Philippine government after establishing the entity in 2004 to monitor both ceasefires, with a mission scope encompassing elements of security, socio-economics, civil protection and human rights. It was set up not only to monitor and maintain the security behind the government-MILF ceasefire agreement, but also to uphold the "Humanitarian Assistance, Recovery and Development Guidelines" of the 2001 Tripoli Agreement. The Tripoli Agreement agreed between the Philippine government and the MILF in 2002 pursued the following goals: (1) Monitoring the implementation of a ceasefire agreement between the government and the MILF, (2) Security, Humanitarian Assistance, Restoration and Development Guidelines, (3) Respect for human rights, supervising and monitoring of international humanitarian law, (4) Implementing development projects working alongside the BDA, (5) Clarify development needs in conflict-affected areas, promote development programs to support peace processes and (6) Formulate and implement a comprehensive development plan for conflict-affected areas.

²⁹ During the period August 24-27, 2008, 200 indigenous leaders from Mindanao and Palawan gathered to adopt the Cagayan de Oro Declaration on MOA-AD.

with communities and stakeholders, rather than the MILF. The MILF concluded that negotiations with the government were over and showed itself reluctant to resume negotiations with the illegitimate Arroyo administration.

Under these circumstances, the Center for Humanitarian Dialogue (CHD), an international NGO, did all in its power to get peace talks restarted between the two parties. By request of the MILF, the Center sought to coordinate with the Philippine government, the MILF and the Malaysian government. These efforts bore fruit and, in July 2009, the President ordered the Philippine army to cease attacks, whereupon preliminary negotiations restarted a month later and peace negotiations resumed in December³⁰. In October 2010, the (International Contact Group, ICG) was established by the Philippine government and the MILF in order to promote international support for the peace process, build trust among parties and promote the implementation of agreements. However, with the government neglecting to clarify its political stance on the MOA-AD and no agenda for peace talks set by either side, no substantive progress in peace negotiations was achieved until the next administration.

■ Aquino III administration

President Aquino III argued against the corruption and injustice of the former administration of Arroyo and won and maintained high public support by undertaking and further promoting reforms based on its political capital, to boost governance, economic growth and peace.

Right from the start, President Aquino III showed himself willing to negotiate peace with the MILF from the beginning of the administration and in response, the MILF proposed a Comprehensive Peace Agreement in June 2011, but without any substantive consultation. The stalemate was lifted following top secret talks between President Aquino III and MILF Chairman Murad in Narita City, Chiba Prefecture (see below for details), marking the first time that the Philippine president had met directly with the Chairman of the MILF since negotiations began in 1997. The talks gained momentum and became more substantive following the intervention of the Malaysian government. On October 15, 2012, with Malaysia's Prime Minister Najib, Secretary-General of the OIC and ICG participants in attendance, the Philippine government and the MILF signed the FAB. After that, discussions turned to the attached document outlining the FAB, and, in March 27, 2014, a signing ceremony was held for the FAB and its annexes consolidated into CAB, which included 1) Procedure and means of transition, 2) Revenue generation and wealth distribution, 3) Power sharing, and 4) Normalization of MILF soldiers (including

³⁰ The following was agreed in the December 2009 peace talks: (1) Adding a ceasefire, humanitarian aid, reconstruction and development to civilian protection in IMT's mission, (2) The IMT were asked to re-request the presence of Malaysia, Brunei and Libya, which had been dispatched when the IMT withdrew in November 2008 as well as expanding the scope of the IMT members to include NGOs such as the International Committee of the Red Cross, the Mindanao People's Caucus and the Violence Peace Corps, (3) A request to reinstate the Ad Hoc Joint Action Group (AHJAG) to coordinate segregation of criminal offenses and other illicit members.

retirement, disarmament, socioeconomic development etc.). Accordingly, the 17-year peace talks between the Philippine government and the MILF were expected to end.

The FAB is a document drawn up by the government and the MILF to establish a government for Bangsamoro granting broader authority than the ARMM government was accorded by the end of the term of President Aquino III. The basic cornerstone underpinning Bangsamoro was the Bangsamoro Basic Law (BBL) comprising a political framework for nine items: authority, wealth distribution, territory, basic rights, transition and enforcement, normalization and miscellaneous rules. In concrete terms, the main differences from the ARMM were as follows: The adoption of a House of Representatives, the introduction of a comprehensive subsidy system from central government, conducting a referendum to determine areas, expanding the scope of Shariah courts, respect for indigenous peoples, establishing the Bangsamoro Transition Commission (BTC)³¹ and drafting the BBL bill, establishing the BTA while abolishing the ARMM, launching the Bangsamoro Government and gradually disarming the MILF during the transfer to Bangsamoro police (Table 2-2).

Table 2-2 Main contents of Bangsamoro Framework Agreement and Annexes (changes from Republic Act No. 9054)

Item	Main contents
Establishing of Bangsamoro	<ul style="list-style-type: none"> ■ A new regime to be set up to replace the ARMM. The chief minister to be elected from the Bangsamoro Parliament rather than directly elected and the Bangsamoro Government to adopt a Parliamentary system of government. ■ Bangsamoro established on the basis of provinces, cities, towns and villages. ■ Hierarchical and asymmetrical relationship between central and Bangsamoro Government.
Bangsamoro Basic law	<ul style="list-style-type: none"> ■ Bangsamoro is governed under Bangsamoro Basic Law, which represents its constitution. ■ The Bangsamoro Basic Law was approved by a referendum in the Bangsamoro area.
Authority	<ul style="list-style-type: none"> ■ While the Central government retains its traditional powers, the Bangsamoro Government is accorded its own authority in a shared arrangement. ■ Powers of the central government include areas such as national defense, security, diplomacy, mint, monetary policy and citizenship. ■ Authority for foreign trade, pursuant to Republic Act 9054, will be transferred to the Bangsamoro Government. ■ The Bangsamoro Basic Law expands the judicial scope of the Shariah court as a judicial body, while its judicial system will consider the customs and traditions of its indigenous peoples. ■ (Annexes) The Central Government is responsible for a further nine items as well as the above. Clarification of Bangsamoro as part of the Philippines. The Government and Bangsamoro sharing 14 rights, including social security and quarantine. Items which Bangsamoro alone is tasked with handling include some 59 areas such as defining territory, finance and financial banking system among others. Meanwhile, special authority is accorded to Bangsamoro for metal and energy resource development and utilization. ■ (Annexes) The Bangsamoro Parliament is established with a parliamentary cabinet system and a minimum of 50 members. The Cabinet is led by the chief minister, elected by the Bangsamoro Parliament in a majority vote and the minister appoints a deputy minister. Half of the remaining ministers are appointed from among parliamentary members.

³¹ It was formally established in December 2012 by Executive Order No. 120. The main authorities of BTC included: (1) Scope to draft the constitution, (2) Coordination of socioeconomic development, (3) Proposed amendment clauses to constitution, (4) Coordination and execution of dialogue between national organizations and various stakeholders and (5) Other duties, as may be instructed by the President.

Distribution of wealth	<ul style="list-style-type: none"> ■ Under the Bangsamoro Basic Law, the Bangsamoro Government is accorded authority to establish its own sources of revenue and collect taxes and fees to allow financial independence. ■ The Bangsamoro Government receives gifts and donations from home and abroad as well as comprehensive subsidies from the Central Government. ■ The Bangsamoro Government has a fair and equitable allocation of revenues generated by exploring, developing and making use of land and sea resources under its jurisdiction. ■ (Annexes) 100% of non-metallic resources to be used by Bangsamoro, 75% of metallic resources by Bangsamoro and 25% by the Central Government and a 50/50 split between the parties for fossil fuels, natural gas, coal and uranium. 75% of revenues accrued within the Bangsamoro area shall go to Bangsamoro. Comprehensive subsidies shall amount to 4% of the net revenue increase of the Internal Revenue Allotment (IRA). In addition, the special development fund will receive 7 billion pesos in the first year and 2 billion pesos over the next 5 years to fund reconstruction after conflict up to a total value of 10 billion pesos.
Region	<ul style="list-style-type: none"> ■ The core areas are (1) the ARMM, (2) All barangays (villages) having opted to transfer to the ARMM in the 2001 referendum held in six towns such as Baroy and Munay in Lano del Norte Province and six towns such as Kabacan and Carmen in North Cotabato Province, (3) Cotabato, Isabela, (4) The Bangsamoro Basic Law voting vote for all neighboring areas where the local government has decided to transfer at least two months before and where more than 10% of voters had requested a transfer. ■ Areas adjacent to but outside the core area, mostly Bangsamoro, may choose to join at any time, subject to a majority positive vote in a referendum with a petition including at least 10% of the population.
Basic rights	<ul style="list-style-type: none"> ■ Over and above the basic rights already accorded, all Bangsamoro residents are entitled to the right to life, freedom of religion, freedom of speech, political opinion, democracy through laws directly enforced by the legislature, executive branch and judiciary. A democratic government is guaranteed, and indigenous people's rights are respected.
Transition and implementation	<ul style="list-style-type: none"> ■ Establishment of BTA as a transitional government (with 15 members: 8 including the MILF chairperson, 7 from the Philippine government). ■ Its function is to draft the Bangsamoro Basic Law and propose constitutional amendments as required. ■ The draft Bangsamoro Basic Law is submitted to the President and designated as a priority bill. ■ The ARMM will be abolished after establishing and promulgating Bangsamoro Basic Law.
Normalization	<ul style="list-style-type: none"> ■ Normalization is intended to ensure "human security" in Bangsamoro and establish a society complete with basic human rights guaranteed and free of any threat of violence or crime. ■ Normalization comprises components: (1) security, (2) socioeconomic development and (3) transitional justice. ■ The MILF to disarm in a step-by-step process. ■ All police functions will be transferred from the Philippine National Police (PNP) to the Bangsamoro police squad in stages. ■ The Armistice Commission or IMT, comprising government and MILF representatives, to engage in ceasefire monitoring activities until all MILF units have been officially disbanded. ■ (Annexes) An Independent Decommission Board (IDB) has been establishing, comprising overseas and domestic experts and reporting on the status of MILF-BIAF soldiers, weapons and disarmament. ■ In terms of disarmament, 30% will be conducted after the Bangsamoro Basic Law is passed, 30% after the Bangsamoro Government is established and the process will be completed before the government and the MILF sign an "exit agreement" after confirming full implementation of the comprehensive agreement. ■ The government and the MILF will establish a Joint Normalization Committee (JNC) to transform six bases, including the MILF's Abubakar, into peaceful and productive living communities. ■ Social development projects will be implemented to reconstruct, restore and develop the Bangsamoro area, targeting BIAF members, the internally displaced and poorer communities in particular based on their needs. ■ A transitional justice mechanism is set up to address the legitimate dissatisfaction, historical injustice and human rights abuses of the Bangsamoro people and for reconciliation.

(Source) Created by author, based on Framework Agreement on the Bangsamoro (Signed October 15, 2012)
Comprehensive Agreements on Bangsamoro (Signed March 27, 2014)

In April 2014, the BTC submitted a draft BBL to President Aquino III, which was amended by the Presidential Legal Office, whereupon ultimately, the MILF compromised, and the President presented it to parliament as a priority bill in September the same year. However, right at that point, the Chair of the Committee overseeing deliberation of the matter pointed out the fact that the bill was unconstitutional.

Conversely, the case of Mamasapano on January 25, 2015 is what impacted most decisively on the enactment of the BBL proposal (see Box 2 for details). During this time, both the government and the MILF engaged in investigations to determine the truth, forcing deliberations on the bill to cease and suspending hearings. Although bill deliberations resumed in March 2015, members' distrust of the MILF, bolstered by public opinion, could not be overcome and subsequent bill deliberations were tough on the MILF. Then, in May the same year, the draft BBL was approved by the House Special Committee following significant revision. Within the Committee on Local Governance at the Senate, Chairman Fernando Marcos Jr., after dramatically revising the draft, submitted the "Basic Law on the Bangsamoro Autonomous Region (BLBAR)" with more limited powers than the ARMM³² to the plenary session in August the same year. However, the lack of a quorum present in terms of parliamentary members saw deliberation on bills - and hence the enactment of the plenary session - delayed.

Box 3 What is the Mamasapano case?

The Mamasapano case saw government forces (national police and special forces), in breach of the ceasefire agreement, invade MILF-controlled areas (Mamasapano Town) without prior notice, sparking a war with the MILF and resulting in 67 fatalities, including civilians. According to the National police, police special forces (392) breached the ceasefire agreement as they were conducting a search for two of the U.S. FBI's most wanted terrorists (from Jemaah Islamiyah), upon which they were attacked by an armed group believed to be BIFF (mentioned in Box 2 above). Both the government and the MILF set up an investigative committee to determine exactly what happened, during which time, consideration of the bill and public hearings had to be suspended. In certain quarters of the media, the incident was referred to as the MILF massacre, which only served to paint the MILF in an even worse light. Following investigations by the police and the MILF, as well as a third-party evaluation survey by the International Monitoring Team (IMT), the conclusion reached was that the case was down to a government breach of the ceasefire. Although deliberations at Congress resumed in March the same year, prevailing circumstances, reflected in the plummeting approval ratings for President Aquino III, meant lawmakers sensitive to public opinion finding it impossible to dismiss the MILF, who were particularly targeted in subsequent bill deliberations. Before this incident, although the deliberation had come to a standstill, this case eventually became a benchmark explaining the failure of the BBL under the Aquino III administration.

³² Foreign investment, budget, operation of public facilities, license for farmland and forest management, local administration, tax administration and finance, etc.

The CAB implementation status for which no further legislation was required under the administration can be summarized as follows. First of all, security, socioeconomic development and a normalization process comprising elements of transitional justice, which is managed by the Joint Normalization Committee (JNC), established in October 2014. As part of security handling efforts, the Independent Decommission Board (IDB)³³, comprising foreign and domestic experts, was established for the purposes of verifying weapons and disarmament and June 2015 saw 75 (1% of the total) small arms handed over to the IDB. Plus, the Philippine army, the Philippine National Police (PNP), the MILF, collectively formed the Joint Peace and Security Team (JPST)³⁴ to keep the peace in the Bangsamoro region, but although training was conducted, organization and training were suspended since BBL deliberations hit the buffers. In socioeconomic development terms meanwhile, leveraging assistance from the World Bank and the UNDP's "Facility for Advisory Support for Transition Capacities (FASTRAC)", bolstered by technical cooperation from JICA, a project to improve livelihoods was implemented that involved converting the MILF military base into a community. The Transitional Justice and Reconciliation Commission (TJRC) also prepared a report on Transitional Justice.

The MILF also started the process of preparing to transition from a rebel to a government, with which it was assisted in 2014 from the Asian Foundation and the Konrad Adenauer Stiftung, etc. Once the Bangsamoro Government was established, it formed the United Bangsamoro Justice Party (UBJP), which was then officially registered as a political party with the Election Commission in May 2015. Al Haj Murad Ebrahim, and Naguib Sinarimbo were appointed party leader and Secretary-General, respectively.

Accordingly, since the BBL legislation was delayed under the Aquino Administration, the government and the MILF implemented a portion of the FAB and the CAB, subject to delays from the original plan and prepared to set up a new autonomous government.

(3) Duterte administration

■ Peace policy: the "Roadmap for Peace and Development"

The Duterte administration announced a "Roadmap for Peace and Development" on August 16, 2016, which involved moves to implement a peace agreement with all insurgents by amending the constitution and other laws. The scope of the roadmap went beyond the MILF alone to incorporate the rights of its parent body as well as indigenous peoples, fleshed out a policy to draft a more comprehensive peace bill and provided for wider-ranging reorganization of BTC council members. The specific roadmap agenda was as follows: 1) Continuing the Philippine government (GPH)-MILF peace process by implementing the CAB, 2) Ending the GPH-MNLF peace process, 3) Continuing a final push to conclude

³³ Comprising 3 foreign experts and 4 domestic experts.

³⁴ Specific details of the work are still being discussed by the implementation panel.

a peace agreement with Communist insurgents, 4) Terminating the peace agreement between the Cordillera People's Liberation Army (CPLA) and the Communist insurgents, 5) Redeveloping areas affected by conflict and 6) Throughout the peacebuilding and development process, promoting a conflict-conscious and peaceful culture. The stand-out feature of this initiative was an attempt to negotiate with all insurgents via the "inclusive approach" in what was ultimately a federal framework. In other words, the peace policy put forward by the Duterte administration centered on greater independence for the new Bangsamoro Government and keeping it inextricably linked with the transition to federalism.

■ Peace process framework

In the "Roadmap for Peace and Development", the Philippine government stated that both the FAB and the CAB would be implemented for the MILF and the FPA in 1996 would be implemented in full for the MNLF. As for the MILF, 1) Discussion of roadmap with stakeholders, 2) Review of the peace mechanism, 3) Formation of a new team for consultation with the MILF, 4) Submit legislation approved by the MILF, the MNLF, indigenous peoples, other stakeholders and the general public to parliament, 5) including bills and generally a format conducive to supporting the Bangsamoro peace process. Conversely, in an effort to address the MNLF and in line with the policy put forward by the previous administration, the OIC-GPH-MNLF Tripartite Review specified that the government would implement previously identified defaults in the FPA. These include 1) Establishment of the BDAF and 2) Establishment and operation of a third-party monitoring Committee.

For clarification, the various factions within the MNLF will be explained. The MNLF Central Committee expelled the Governor of the ARMM, Misuari at the time, for corruption and fraud in 2001. This also reflects the official opinion of the MNLF, namely that the "MNLF Misuari faction" does not exist. That said, OIC and its member states, who have supported the MNLF since its inception, still perceive Misuari as the legitimate Moro leader and grant the MNLF (Misuari) the status of an OIC observer. Misuari also continues to wield considerable influence, thanks to the base of supporters known as Misuari loyalists on the island he calls home. For these reasons, the above Tripartite Review includes the "Misuari faction" and in the current report, for convenience, reference is made to the "MNLF Jikiri (Sema until February 2017)", then the "MNLF Misuari faction".

■ Government-MILF peace implementation panel

Following the inauguration of the Duterte administration, the Philippine government and the MILF discussed in Kuala Lumpur on August 14, 2016, then issued a Joint Statement on how the peace process would unfold going forward, with details as follows: 1) More BTC Committee members drafting new BBLs (but unchanged for the MILF initiative, from 15 to 21), 2) Recommended administrative orders for BTC restructuring purposes, 3) Approving the Roadmap for Peace and Development under the new administration and 4) Ongoing consultations on the role of the implementation panel established on

behalf of the peace negotiations panel³⁵. The key task being to monitor the implementation of the CAB without a legal basis required. The scope also extends to the Bangsamoro Normalization Trust Fund (BNTF)³⁶ implementing development projects in conflict-affected areas and the implementation of recommendations by the Transitional Justice and Reconciliation Commission (TJRC). The panel was elected by the government and the MILF, each of which featured five elected members, chaired by Santiago, the OPAPP Peace Negotiations Leader (later Deputy Secretary Tan OPAPP) and the MILF Central Committee Member Iqbal.

In the same manner as the previous administration, the implementation panel appointed the Malaysian government as facilitator (mediator) and the ICG as the official observer. Meanwhile, the current administration is backing efforts to domesticize peace negotiations and implementation, in a tacit admission that the peace process has shifted from negotiation to implementation phase. It is also understood that most consultations will ensue in the Philippines, unless there are weighty considerations between the two parties for another venue. Accordingly, when the latter applies, any key considerations are implemented in Kuala Lumpur, with the ICG participating as an observer under the Malaysian facilitator. In this manner, as the peace process progresses, the role of foreign governments and institutions has changed from one of intermediary and mediation of peace negotiations to support for implementing peace agreements.

■ BBL draft following BTC reorganization

As of November 17, 2016, President Duterte undertook full-scale restructuring of the BTC in line with Administrative Order No. 8 by revising Administrative Order No. 120 in 2012 and Administrative Order No. 187 in 2015, following agreement reached between the government and the MILF Peace Implementation Panel. The specific features include: 1) Increasing the number of BTC Committee members from 15 to 21 to ensure more diverse representation for Bangsamoro, 2) Holding a rally to discuss the BBL drafted by the BTC in Bangsamoro society. Efforts of this kind were made under the Aquino III administration to ensure wider-ranging representation when drafting the bill and restructuring BTC to optimally exploit areas in which the legislative process had been improved, such as disclosure of bills and promotion of dialogue.

The Jikiri faction of the MNLF retain broad support bases in Maguindanao and Lanao and expressed support for establishing the BBL under the previous administration. Immediately after the new administration was inaugurated, however, in June 2016, the MILF signed an agreement to strengthen cooperative relations when the BBL bill was passed. Although three representatives from the party are officially participating in the BTC government quota for recommendations, the faction was ultimately

³⁵ To date, given that the dialogue between the government and the MILF had centered on peace talks, they were referred to as the "peace talks panel". However, the Duterte administration renamed the body "implementation panel" reflecting the fact that the peace talks had ended.

³⁶ Terms of Reference agreed between the Government and the MILF in May 2016.

geared toward the was the MILF side right from the start. As BBL and by participating in the BTC, attempts were made to unify the revised the “MNLF version of the new autonomous government law” (Republic Act No. 9054), which was finalized through the above Tripartite Review.

Also noteworthy is the fact that in Administrative Order No. 8 of 2016, the draft BBL drafted by the BTC, in addition to the draft FAB, CAB and BBL, also provides for the inclusion of the MNLF's 1996 FPA, Republic Act No. 9054 and for the inclusion of the Indigenous Peoples Rights Act (IPRA) of Republic Act No. 8734 for indigenous peoples. The MILF in particular, mindful of the need to prevent conflicts between non-Muslim indigenous peoples and Muslims over the legal basis of the land, has consistently opposed the inclusion of an IPRA in the peace agreement that would acknowledge unique rights of indigenous people (non-Muslims) in past peace talks. President Duterte urged the new BTC to remove “allegedly unconstitutional” clauses to ensure the approval at Philippine Congress. More specifically, what he was eluding to, was a provision concerning the establishment of a Bangsamoro police force, a board of auditors, an election board and a personnel bureau, etc. by the Bangsamoro Government, which was also regarded as an issue under the previous administration. In fact, the proposed BBL submitted by the new BTC excluded some of these provisions, which meant that the CAB agreement terms were not reflected in the proposed BBL.

■ Government-MNLF (Misuari faction) Legal panel

As set out in the new peace roadmap, Duterte's so-called “Inclusive Approach” involved appointing representatives of Misuari and Zikiri as BTC councilors, to which the MILF agreed, but in response, establishing the legal panel in a manner reflecting the intentions of Chair Misuari. In other words, the MNLF is divided into Zikiri and Misuari factions and based on an equivalent draft for BTC and the Legal Panel, the MILF and other stakeholders will be consulted by the government.

When the legal panel was first established, The Misuari faction, based on the draft “Expanded ARMM Organic Act” of the Republic Act No. 9054, discussed in the Government-MNLF-OIC Tripartite Review, A bill was submitted to Congress separately from the BTC and Congress was to integrate the two bills. However, July 2017, When the BTC filed a BBL bill with the President, the Misuari faction did not submit the bill, but pledged to include its content in the proposed constitutional amendment for its own transition to a federal state and the framework of the constitutional revision stated that the Tripoli Agreement of 1976 and the FPA of 1996 would be fully implemented. This set-up helped avoid the risk of a clash between the MILF/MNLF Zikiri faction and the MNLF Misuari faction within Bangsamoro.

To date, Chair Misuari strove to follow the Tripoli Agreement, which was signed in 1976, but consistently asserted the autonomy of the “Moro homeland”, comprising nine cities in 13 provinces and through federalism, Luzon, Visayas and Mindanao are trying to achieve that by establishing five federal governments³⁷. The governance approach he favored mirrored efforts made by Mindanao-elected

³⁷ Metropolitan Manila, Southern Luzon and Northern Luzon including Cordillera, Visayas, Mindanao.

legislators and local politicians, including Misuari and President Duterte, to promote the introduction of the “One People Mindanao” federal system and reflected how Misuari and President Duterte were more or less on the same page as regards Mindanao’s governing vision (see next section).

By appointing Attorney Randolph Parcacio, a representative of Chair Misuari, as a commissioner of the Consultative Committee (see below), it appears President Duterte wanted to stop Misuari from submitting a draft amendment to Republic Act No. 9054 to Congress. However, the Committee’s draft new constitution, submitted in July 2018, differed from the regional zoning envisioned by Misuari, which prompted Misuari Chair to express direct opposition to the bill to President Duterte. Conversely, however, Chair Misuari stated no comment in response to the BOL passed in 2018, which seemed to constitute de facto acceptance.

■ How the peace process unfolded under the Duterte administration

The characteristics of the peace process under the Duterte administration included 1) Promoting efforts of diverse stakeholders to build consensus, 2) Implementing peace and development concurrently and 3) Domesticizing the peace process (Philippines). Approaches 1) and 2) constituted political methods used by the current President during his time as Mayor of Davao City. During that time, the Mayor’s Council was established for reconciliation and to prevent conflict among the various ethnic and religious groups, promote consultations among diverse citizens through the Peace Table, formed by representatives of key groups and building on a track record of stable security, thanks to the development projects provided through each of these representatives³⁸.

This shift in the peace process policy made by the previous administration was reflected in the role of the OPAPP in developing Mindanao and its changes in the relationships with donors. To date, the co-chairs of the Mindanao Working Group of the Philippines Development Forum (detailed below) were the Mindanao Development Authority (MinDA) and the World Bank, but under the current administration OPAPP was co-chaired on behalf of the World Bank. The OPAPP will join forces with the MinDA to develop Mindanao across the board to avoid duplication of donor support, granting the OPAPP the function of implementing development projects and allocating budget, establishing a “donor coordination and partnership unit” for the OPAPP and restructuring the entire organization from the ground up.

³⁸ Interview with the OPAPP Director, who was familiar with the period that he was Mayor of Davao (November 25, 2016).

2.3 Legislative Process over a Bangsamoro Basic Law and its implication under the Duterte administration

(1) Overall concept of expanding autonomy to the region

President Duterte, in line with his election promise, stated that from the beginning of his administration, preparations were underway for a constitutional amendment whereby the Philippines' political system would shift from a single-state to a federal system to reduce regional disparities and revitalize the regions. The basic government policy (OPAPP) when the administration started was to enact the BBL prior to the constitutional amendment regarding transition to a federal system within 2017, then establish a BTA after a referendum. Concretely, the process was as follows:

In October 2016, the lower house approved the majority of the Constituent Assembly during a constitutional debate on the transition to a federal system³⁹. In December the same year, President Duterte issued Executive Order No. 10, providing for a "Consultative Committee to Review the 1987 constitution" (Con-Con) under the Presidential Office for a draft amendment to be considered by the Constitutional Assembly. The following year (2017), a Constitutional Assembly was set up in December, featuring 18 members and chaired by former Supreme Court Justice Puno. On July 9, 2018, the Commission submitted a draft revised constitution to President Duterte⁴⁰.

Even so, the legislators changed after the mid-term elections and given the considerable hurdle of the constitutional amendment, there was no guarantee that the removal of the "allegedly unconstitutional clause" from the BOL could be passed into law. In fact, the constitutional amendment also required a majority referendum vote, but the level of understanding and support among the public for such constitutional amendment remained low and realistically, this underlined the difficulty of obtaining a majority vote in favor of the transition to federalism under the current administration. In fact, prevailing opinion among media and experts cited the "constitutional revision as unrealistic". As regards the BBL,

³⁹ The method used for the constitutional convention involved legislators from the lower and upper houses engaging in a meeting to draft a constitutional amendment, the advantage being that budget and deliberation time can both be reduced. Under this system, any constitutional amendment can be approved subject to a three-quarters majority in the constitutional convention and a majority vote is also required in the referendum.

⁴⁰ First of all, the major change saw the Philippines become a federal state, with the current 17 regions, namely Metropolitan Manila, Central Luzon, West Visayas, Eastern Visayas rearranged into 18 federal units. And among the 18 regions concerned, those housing the ARMM at present would migrate to Bangsamoro, which has higher autonomy. The federal system would also accord more tax and budgeting rights than at present to regional governments. Authority is accorded to the regional government for collecting inheritance tax, gift tax, stamp tax, road use tax, etc., without double taxation. The federal government is still tasked with collecting major taxes such as income tax and corporate tax and 40 to 50 billion pesos will be allocated with local economic activities in mind.

enacting it was infeasible in timing and political terms following the constitutional amendment under the current administration and over and above (or more importantly than) the federal debate, the key thing is to ensure a “BBL where the MILF is acceptable”.

(2) Legislative Process of the BBL enactment

The process of the BBL enactment under the Duterte administration (enacted as BOL) was as follows: The BTC, which was reorganized under the current administration, modified the BBL drafted by the previous BTC under the Aquino III administration and in July 2017, submitted a new BBL bill to the Duterte administration. While the lower house submitted four bills from three committees⁴¹ and the upper house submitted two bills, the basis for the bills from both houses was the new BTC-BBL bill, which is why they were unified into House Bill 6475 (HB6475) and Senate Bill 1717 (SB1717). (21 votes in favor, 0 votes against).

Ahead of the May 2019 mid-term election, President Duterte enjoyed a high approval rating (roughly commensurate with his influence on Congress) which meant it was expedient to pass the BBL at that time. Even so, both the bills passed had to be modified due to “constitutionality”⁴², which included significantly reducing the authority granted to the new autonomous government. The lawmakers spearheading such amendments included: Muslim lawmakers keen to maintain their clan’s vested interests in their homeland as well as Christians and others wary that granting more autonomy will be one step further toward Bangsamoro declaring independence. Regardless, due to the significant gap between the bills passed in each house, the councils passed a unified bill.

Accordingly, on July 27, 2018, signed by President Duterte and the leaders of both houses, BOL was officially passed. The law, while not a “full revival of the new BTC-BBL bill”, did allow scope for the ARMM or higher authority, including financial and political autonomy and the fact that the MILF accepted a range of compromises overall (with understanding of its supporters) was also important key to reducing the security risks of further MILF factions splintering off and being radicalized and thus of ensuring the legitimacy of the Bangsamoro Government.

⁴¹ Muslim Affairs Committee, Peace, Reconciliation and Unity Committee, Local Government Committee)

⁴² Conversely, regarding the issue of "constitutionality", for both the Aquino III administration and Duterte administration alike, the legal team within the Office of the President confirms constitutionality. Former Senator Pimentel, drafting the Local Autonomy Act 1990 and other constitutional scholars also invited referees to discuss the bill under the Aquino III administration and asserted its constitutionality

Box 4 Bangsamoro Transition Authority

Transition period: The transition phase commences when approval of more than 50% is recorded in the BOL referendum

Members: 80 (including non-Molo communities, youth, women, migrants, traditional leaders and representatives from other sectors)

Authority: Legislative/administrative rights

Interim Chief Minister: Appointed by President

Priority functions:

Government Organization Act, revenue law, election law, local government law, education law, civil servant law, indigenous people law, etc.

Determining constituencies in the first parliamentary elections

Institutional design of the administrative organization of Bangsamoro Government

Government continuity: To avoid a political void, the target mission to be implemented by 25 members of the ARMM Regional Legislative Assembly pending the establishment of the BTA and the BTC as “administrator” of within the Bangsamoro autonomous region

Transition plan: Within the first 60 days of the transition, the BTA Interim Prime Minister to submit a transition plan (plus an organization and implementation schedule) to the BTA. BTA shall approve and start executing the transition plan within 10 days.

Cabinet formation: Two Deputy Prime Ministers (BTA members) plus PM to appoints minister (many of whom, BTA members)

Cabinet ministers: 15 Major ministries: ((1) Finance/budget management, (2) Social services, (3) Trade/investment/tourism, (4) Labor/employment, (5) Transport/communication, (6) Basic/higher/technical education, (7) Indigenous issues, (8) Health, (9) Public utilities, (10) Local autonomy, (11) Environment/natural resources/energy, (12) Housing and development, (13) Science and technology, (14) Agriculture/fisheries/farmland reform, (15) Public order/security). Others: Youth, Women, Immigration, Disaster Risk Management, Planning and Development

Transfer of authority:

Subject to approval in the BOL referendum, transfer of all ARMM government authority, functions, assets, capital, precious metals, equipment, facilities, etc. to the Bangsamoro Government (gradual withdrawal of the ARMM government)

An inter-ministerial committee, comprising the Ministry of Budget Management, the Board of Audit and the Human Resources Office, established under the President

ARMM government to prepare a summary report of its authority and asset inventory (including the status of transfer of authority, staff, assets, etc.)

ARMM Government Office to transfers all authority with the establishment of the BTA

Continuation of administrative services: For the benefit of the public and to ensure public services are provided, the ARMM staff will continue their duties throughout the transitional period. Health, education and social welfare personnel are absorbed or transferred to the Bangsamoro Government. The BTA conducts an HR audit and authority personnel meeting the eligibility requirements set forth in the rules of the National Personnel Authority or the Personnel Committee to be established by the BTA to be transferred or the provisions for new employment to be applied. With that in mind, the rules of the National Personnel Authority are enacted in the BTA.

Handling of affected staff: (1) Employees having worked for 1-5 years → 100% of the monthly base salary for each year of service, (2) Employees having worked for 5-10 years → 150% of the monthly base salary for each year of service, (3) Employees having worked for more than 10 years → Twice the monthly base salary for each year of service.

Re-employment regulations: Personnel who are retired/or having lost their job are banned from employment with the Bangsamoro Government, the Philippine government and government agencies for a minimum of five years.

Revision/abolition of the BTA: When the Prime Minister is elected by the Bangsamoro parliament. Within 60 days of inauguration within the first parliament, the BTA to submit a report on the government function and recommendations.

(Source) BOL, Article VII: Bangsamoro Government

The main authorities accorded pursuant to Republic Act No. 9054 (the ARMM Organization Act) are shown in Table 2-3. Noteworthy is the fact that members representing groups with diverse political positions and interests and the councilor, including the BTC Chair (on the MILF side), worked to unify the BOL while forming a consensus.

Table 2-3 Key differences in authority between the ARMM and the BARMM

	ARMM	BARMM
Peace process	Moro National Liberation Front (MNLF)	Moro Islamic Liberation Front (MILF)
Legal basis for establishment	Republic Act 9054	Republic Act 11054
Constitution	Single government system (Governor and Deputy Governor directly elected)	Parliamentary cabinet system (elected by the ruling party)
Parliament	ARMM Regional Assembly (24 members in total: 3 members each, elected from a total of eight districts) (Term: for 3 years and up to three consecutive terms)	Bangsamoro parliament: Authorized by the Prime Minister, Chair and Shariah High court judge to legislate (Total of 80 members: 50% party seats, 40% district representative seats, (special sector representative seats 10%)), Elected Wali as head of ceremony

Budget	The budget drafted by the ARMM government is approved by the Philippines parliament	Once approved by Bangsamoro Parliament, 4% of the 60% of national revenue allocated to central government. (40% goes to local governments)
Distribution of wealth	70% of the tax on mineral resources	75% of the tax on mineral resources (strategic or non-strategic)
Identity (Bangsamoro)	Bangsamoro - People who believe in Islam and maintain a sociopolitical and cultural political system	Self-defined (Bangsamoro) (regardless of religion) Native or spouse of Mindanao Island, Sulu Islands and Palawan Islands
Justice system	Shariah courts operating at each level (appeal, district, circuit), non-Moro indigenous tribal judicial system	Shariah high court also established (Shariah justice system itself is the Supreme Court)
Regional ocean	(Cities determined)	Regional ocean concept introduced (Bangsamoro (22.224 km, 12 miles from the waterline of the area) after a decade)
Indigenous rights	Republic Act No. 8371 (Indigenous Rights Act)	Provisions of the Indigenous Rights Act on the left approved (two special seats available in the Bangsamoro Parliament), approval of the tribal higher education system
Regional police	Central (Philippines National Police)	In addition to what was mentioned, establishment of the Regional Police Committee and election of the Regional Deputy Chief of Staff by the Prime Minister

(Source) Created by author

(3) Bangsamoro Organic Law (BOL) with approval and territorial determination by residents

On February 22, 2019, the Commission on Elections (COMELEC) officially declared that the BOL had been approved in a referendum⁴³. It followed that in addition to the ARMM (five provinces and two cities), a governing territory called the BARMM, comprising 63 villages in North Cotabato province and Cotabato city, was established, whereupon the ARMM was revised and abolished and the BARMM and the Bangsamoro Transitional Authority (BTA) were formally established. The BTA was divided into executive and legislative branches and the same day, on the oath-taking ceremony for BTA members at Malacañang Palace, the President appointed 76 new BTA members (41 from the MILF⁴⁴, 35 from the government), including Interim Chief Minister Ebrahim⁴⁵ (MILF Chairman). On February 26, a ceremony to mark the transfer of authority from the ARMM to the BARMM was held, followed by the opening ceremony of the BARMM on March 29, which featured President Duterte in attendance. With about three years until the Bangsamoro election in May 2022, BTA has the authority to govern the area and, after

⁴³ Approval by a referendum held by the Election Commission (COMELEC) was conducted twice in each region. The initial round of voting was held on January 25 for the ARMM and the Election Commission declared BOL approval with a majority vote. The second ballot was held on February 6 in Cotabato City, Lanao del Norte (6 towns) and South Cotabato Province except the ARMM. As a result of the poll, the transfer of Cotabato City and 63 Barangay in North Cotabato Province was voted for.

⁴⁴ On March 13, the first Vice Chair of the MILF, Ghazali Jaafar, who was nominated as the Cabinet Chair passed away.

⁴⁵ The official name is Ahu Hajj Murad Ebrahim. In this study, he will be referred to as "Murad".

concluding the “Exit agreement” whereby the Philippine government and the MILF shall agree to the completion of the CAB, a Bangsamoro government is due to be established.

Chapter 3. Japan's Mindanao Assistance Policy

3.1 Country Assistance Program for the Philippines and Mindanao ⁴⁶

Following a survey and research conducted on development status and issues in the Philippines, development plans as well as policy dialogue with the Philippines conducted by the Economic Cooperation Study Team dispatched in March 1999, Japan developed and published the first Philippine Country Assistance Program in August 2000. At the time, the economic crisis experienced by the Philippines in 1997 had relatively little impact on the national economy, due to stable politics and security under the Ramos administration and steady growth in foreign investment and exports. The Estrada administration (1999-2000), seeking initially to balance the budget, then switched to a more aggressive budget which relied on foreign financing and later, in 2001, the change of regime sparked a shift toward austerity.

Under these circumstances, the Philippines Country Assistance Plan for the year 2000 included: 1) ensuring sustainable growth, 2) reducing inequality (i.e. poverty and regional inequality), 3) environmental protection and disaster prevention, 4) human resource development and institution building as the priority areas. Assistance was provided effectively and efficiently in the form of yen loans, grant aid and technical cooperation.

Subsequently, it was decided that the country's aid plan would have to adapt to newly emerging circumstances, such as the changing economic situation in the Philippines and the announcement of the Medium-Term Philippine Development Plan (MTPDP) by the second Arroyo administration in 2004. In June 2008, the plan was revised to focus on sustainable economic growth and thus job creation, support more autonomy for poor people and improve their living environment and bring peace and stability to Mindanao.

In this plan, the importance of providing assistance to the Philippines is acknowledged with the following reasons in mind: 1) The Philippines is located in a strategic position from a maritime perspective and is important in terms of geopolitics and regional security, 2) The Philippines features shared values with Japan in many areas, including a liberal democracy, human rights, market economy, etc. and is a key

⁴⁶ Ministry of Foreign Affairs (2008) Country Assistance Program for the Philippines

partner when it comes to Southeast Asian diplomacy (2006: Normalizing of diplomatic relations between Japan and the 50 states of the Philippines), 3) Japan and the Philippines have maintained close economic relations for many years (September 2006: Signing of the Japan-Philippines Economic Partnership Agreement) and similar.

The priority areas in terms of assistance for Mindanao in the Philippine Country Assistance Program for 2008 were as follows, noting initially that Mindanao was the poorest area of the Philippines⁴⁷. With this in mind and taking into consideration overall funding support from Japan to the Philippines, support for Mindanao was particularly crucial when it came to helping the region break out of poverty. However, despite some progress within the Philippines at the time in peace talks with insurgents, sporadic terrorist bombings still blighted the country, underlining the need for redouble efforts for stable development and regional peace. Secondly, support for Mindanao was key to help pave the way for regional peace in and, in turn, underpin the stability and development of the entire Philippine nation. Building peace and stability in the Mindanao region also aided peace and stability in the wider Asia-Pacific area and was acknowledged as important for Japan.

The Philippines Country Development Cooperation Policy, revised in April 2018, aims to promote cooperation, reflecting the key maritime location of the Philippines and its geopolitical importance as a country. Japan also shares a number of basic values and strategic interests such as democracy, the rule of law and the free market economy. Japan maintains a very close relationship with the Philippines and the strategic partnership was further reinforced in 2017, when two summit meetings were held. Over and above these strategic partnerships, ensuring the stable development of the Philippines as a country with shared values is tied to stability and peace in the Indo-Pacific region and will be important in helping achieve a free and open Indo-Pacific (FOIP).

Basic Japan ODA policy (in terms of the bigger picture goal) involves implementing cooperation to achieve “inclusive growth, a resilient and reliable society and a competitive knowledge economy”. While maximizing its strengths, Japan targets a society with inclusive growth, abundant mutual trust and resilience, and a globally competitive knowledge economy as the cited goals of the “Philippines Development Plan 2017-2022”, while also putting into action an economic collaboration based on the steady implementation of the Japan-Philippines Joint Statement on Bilateral Cooperation over the next five years (October 2017).

The priority (medium-term) areas, reflecting these policies, are as follows: 1) Strengthening the base for sustainable economic growth, 2) Ensuring human security for inclusive growth, 3) Peace and development in Mindanao. Above all and with peace and stability in Mindanao in mind, we will redouble our efforts to promote J-BIRD (the Japan-Bangsamoro Initiative for Reconstruction and Development) (details to come) in conflict-affected areas, improve governance and public services and cooperate to boost the community and its economy.

⁴⁷ The national average poverty ratio was 30.0%, while that in the ARMM region was 52.5%.

Moreover, cooperative actions are being taken to help establish in Mindanao a society resilient against conflict, terrorism and violent extremism, having started in 2017 with the reconstruction and restoration by the Philippine army of Marawi City in Mindanao and its surroundings, which have been ravaged by the military operations and armed conflicts led by the Islamic extremist groups. Specific details are shown in the following Table 3-1.

Table 3-1 Japan's ODA to the Philippines: Priority support areas

Focus areas	Content
Strengthening the foundation to ensure sustainable economic growth	To underpin efforts required to achieve sustainable economic growth, cooperate to develop high-quality infrastructure, including a transportation network centered on the metropolitan capital and regional cities and reinforce scope for law enforcement by instigating security and terrorism countermeasures and boosting maritime safety, industrial promotion including creation of jobs and nurturing of human resources, improve the energy set-up, boost information and communication resources and improve the administrative capacity.
Ensuring human security for inclusive growth	Strive to overcome the issues that hit the poor the hardest, such as natural disasters, water supplies and sewage, environmental issues including waste disposal and infectious diseases and stabilize and strengthen the living base. As part of efforts to build an inclusive and resilient society, develop hardware and software to underpin social infrastructure and to respond to disasters and environmental issues. Roll out universal health coverage, including measures against infectious diseases, implement agricultural and rural development to boost value and help solve social issues such as taking countermeasures against illegal drugs.
Peace and development in Mindanao	To ensure peace and stability reign in Mindanao, strengthen J-BIRD's efforts in conflict-affected areas and encourage cooperation in areas of governance, improving public services and developing the community and economy. Additionally, restoring and rehabilitating Marawi City and the surrounding area of Mindanao Island, which was devastated in the area ravaged by armed conflict in 2017.

(Source) Ministry of Foreign Affairs

3.2 Support for the Mindanao peace process

Japan got the ball rolling with the “Support Package for Peace and Stability in Mindanao”, as announced by Prime Minister Koizumi during the visit to Japan by President Arroyo in December 2002 and before the peace agreement was concluded, groundbreaking steps were taken to implement the project, such as working within the area of Mindanao affected by conflict and developing peacebuilding support. The package was drawn up in the context of the “War on Terror” as triggered by the September 11 terrorist attacks on the United States, with protracted conflict having exacerbated the poverty issue, fueling terrorism and hindering economic development and acknowledges peace and stability as crucial to Asian regional stability and prosperity. Since the package was announced after the 2001 terrorist attacks on the USA, it was deemed to be part of counterterrorism measures at the time and commensurate with the “peace and development” policy spearheaded by the Arroyo administration in 2001. This approach reflects the way poverty reduction and consolidation of peace are closely interconnected and the fact

that poverty is one of the key triggers of conflict, which is why Japan's ODA Charter underlines the need to reduce poverty and hence eliminate instability factors such as terrorism.

Taking all the above into consideration, the package sets out: 1) Support for policy planning and implementation (for the ARMM autonomous government), 2) Improvement in basic living conditions and 3) Support in priority peacebuilding areas, to be achieved as follows. First of all, improving the administrative capacity of the ARMM government centers on ensuring that the ARMM is capable of drawing up plans that can capture the needs of the population, continue supporting HR development through the training to date and support efforts to reinforce and streamline how administrative organizations function. In addition, with basic living conditions in mind, support is also provided in particularly problematic areas such as healthcare, education and water supply, as well as agricultural and rural development and basic infrastructure development that can boost quality of life (QOL) for residents. Finally, with peacebuilding in particular in mind, as a means of fostering public awareness which is conducive to peacekeeping, cooperative efforts will continue to boost community development as well as improve security. It is made clear that, in light of the peace negotiations between the Philippine government and the MILF progressing, Japan is due to cooperate in reconstructing and developing former areas of the MILF conflict.

Subsequently, on July 23, 2006, Foreign Minister Taro Aso visited Manila on the "Japan-Philippine Friendship Day" commemorating the 50th anniversary of normalized diplomatic relations and met both President Arroyo and Foreign Secretary Romulo for talks. During these talks, Foreign Minister Aso presented a new policy for contributing to the Mindanao peace process, focused on dispatching Japanese development experts to the International Monitoring Team (IMT), which monitors the ceasefire between the Philippine army and the MILF in Mindanao. Conversely, in response, the Philippines side welcomed Japan taking a more active role in the Mindanao peace process. Specific details of the support included, as well as dispatching development experts to the IMT, launching the "Mindanao Task Force" and implementing "Grassroots Human Security Grant Aid" in Central Mindanao.

The development experts dispatched to the IMT's Socioeconomic Development Division are based in Cotabato, which houses the IMT headquarters. In addition to monitoring progress of reconstruction and economic development in the conflict-affected areas, they are tasked with developing and implementing a comprehensive economic development plan for the region.

The Japanese government launched the so-called Mindanao Task Force as a collective comprising the Embassy of Japan in Manila, JICA and JBIC to provide optimal assistance to the specialists dispatched to the IMT and help them perform their duties. The task force will work closely alongside OPAPP, BDA, etc. and, together with the personnel dispatched to the IMT, it will formulate a development plan for the former area of the MILF conflict. Its key task will involve coordinating Japan's aid projects⁴⁸ so that they can be implemented more effectively and in a manner that boosts peace building throughout Mindanao.

⁴⁸ Including projects for grassroots human security grant aid, general grant aid, technical cooperation projects and ODA loan work.

Finally, with the intensive implementation of Grant Assistance for Grassroots Human Security Projects in mind, the target then was to implement at least ten projects a year in former areas of the MILF conflict⁴⁹.

This series of support initiatives for Mindanao peace is collectively referred to as the Japan-Bangsamoro Initiatives for Reconstruction and Development (J-BIRD) and is an umbrella term for intensified peacebuilding support from Japan to help Mindanao escape poverty and establish peace. J-BIRD was conceived to “focus on development projects in areas of widespread poverty due to conflict so that the recipients of the project can realize a “peace dividend”⁵⁰. J-BIRD optimally exploits all applicable schemes like grant aid, loan assistance, technical cooperation and dispatch of personnel.

On June 2015, when President Aquino visited Japan, the establishment of economic autonomy in the Bangsamoro region and the expected new autonomous government were outlined and further focus on J-BIRD2 was confirmed. If support received to date is categorized by target area, implementing agency and content, it can be organized as follows: (Table 3-2).

Table 3-2 Support for Mindanao through the J-BIRD initiative

Target area	Implementing agency	Main details of support
ARMM	ARMM government	Boosting administrative capacity, encouraging livelihoods by developing small-scale infrastructure, community development, agricultural development, road improvement and economic development among others.
Note on “areas affected by conflict” as agreed between MILF and the Philippine government	Bangsamoro Development Agency (BDA)	Community development support, support to formulate development plan, etc.
	Bangsamoro Transition Committee (BTC)	Establishment of an institutional structure to set up autonomous self-governing entity, HR development, etc.
	International organizations and NGOs	Emergency humanitarian assistance, education, health, agriculture, etc.
	International Monitoring Teams (IMT)	Dispatching experts to the socioeconomic development sector from 2006 onwards.
	International Contact Group (ICG)	Advising parties engaged in peace negotiations (the Philippine government and the MILF) since 2009 and observers of peace negotiations.

Note: Conflict-affected areas are defined as “areas where armed conflicts have occurred between government forces and the MILF, or where they occurred previously, resulting in refugees and families having to be evacuated”, according to the 2001 Tripoli peace agreement. However, many of such areas overlap with the ARMM.

(Source) Embassy of Japan in the Philippines (As of March 2014) Created by author based on J-BIRD (business overview)

⁴⁹ To date, 367 cases of “Grassroots Human Security Grant Aid”, which first got underway in 1989, have been implemented in the Philippines overall, about 30%, or 110 of which, in Mindanao.

⁵⁰ The details of the support entailed: (1) Grant aid, (2) Non-project free collateral funds operation, (3) Technical cooperation projects, (4) Loan aid projects, (5) International Monitoring Teams (IMT) personnel dispatch project. (Source) Embassy of Japan in the Philippines (As of March 2014) J-BIRD (Business overview)

To sum up, from a people-centric security perspective, the aim is to engage in socioeconomic development targeting poverty reduction and regional progress while providing emergency humanitarian assistance to meet basic needs. Medium to long term, human resources will be nurtured for the existing government authority, the ARMM government (at the time) and the officials of the new autonomous government in future. To date, Japan has provided over ¥16 billion in total in community development by developing infrastructure such as roads, human resources as well as constructing and developing schools, hospitals, waterworks and vocational training facilities (as of 2016).

Following the inauguration of the Duterte administration, the leaders of Japan and the Philippines reaffirmed enhanced bilateral cooperation as they visited each other's countries⁵¹. Reflecting the key role of the Philippines in East Asian security, in January 2017 Prime Minister Abe announced that he would provide 1 trillion yen of assistance over the next five years, including ODA and private investment. Ongoing contribution to one of the three pillars of Japan's Philippines Country Cooperation Policy, for "Peace and Development in Mindanao", urban development and flood control in Davao City and for Bangsamoro, support for irrigation and road improvement work, improving the power distribution network and boosting sanitation and education will be provided⁵². Mindanao has signed a Japanese ODA loan agreement with the Land Bank of the Philippines for projects involving agribusiness promotion, peacebuilding and economic growth promotion worth up to 4,928 million yen⁵³.

In October 2017, the fourth Japan-Philippines summit meeting was held and a Japan-Philippines Joint Statement on Bilateral Cooperation for the next five years was issued. The Joint Statement emphasized that Japan's support for the peace and development of Mindanao in Japan should be renewed by President Duterte and supported the development of Mindanao in a wide range of fields under the J-BIRD. According to the declaration, Japan would intensify its support as the process of establishing a new autonomous government in Bangsamoro unfolded.

Ever since, high-level bilateral discussions on peace and development of Mindanao have been held at government level via the Joint Committee on Economic Cooperation and Infrastructure of the Philippines and Japan. February 2018 saw work to restore and reconstruct Marawi City, BOL slated for approval in June 2018, enhanced support for Mindanao with the enactment of Bangsamoro basic law in November 2018, February 2019 saw ratification of the BOLBOL by referendum, while BTA cabinet members participated in the 8th Infrastructure Joint Committee for the first time in June 2019. The agenda item of Mindanao peace remains the key focus of the Committee, with contracts being signed such as the dollar-

⁵¹ Ministry of Foreign Affairs website, "Japan-Philippines Summit Meeting" (January 12, 2017), http://www.mofa.go.jp/mofaj/s_sa/sea2/ph/page3_001951.html, January 2017 Accessed on March 21

⁵² With this in mind, the "Committee on Economic Cooperation Infrastructure" will be established to steadily implement private-sector cooperation in nation-building and dispatch experts to the National Economic Development Authority (NEDA).

⁵³ This project provides the required funds for capital investment and working capital to agricultural-related companies and agricultural cooperatives in the ARMM and its surrounding areas, mainly in western Mindanao, to improve financial access and economic activities. Activities that help create jobs and boost livelihoods by revitalizing the region will also help establish peace there. The loan for this project will be provided to agricultural companies and cooperatives through the Land Bank of the Philippines and its intermediary financial institutions.

based loan agreement for the “Road Network Development Project in Conflict-Affected Areas in Mindanao”, a premiere in the Philippines. In addition, in December 2019, BTA cabinet member visited Japan to join the Committee and exchange opinions on the situation following the establishment of the BTA.

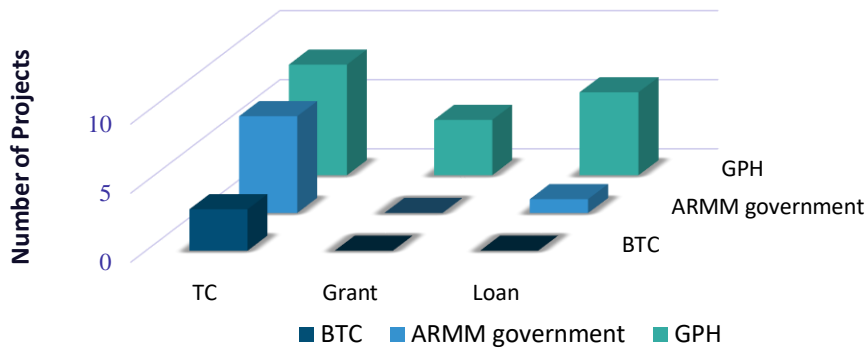


Figure 4-1 Number of Projects by Scheme and Implementing Agency (1990 - 2019)

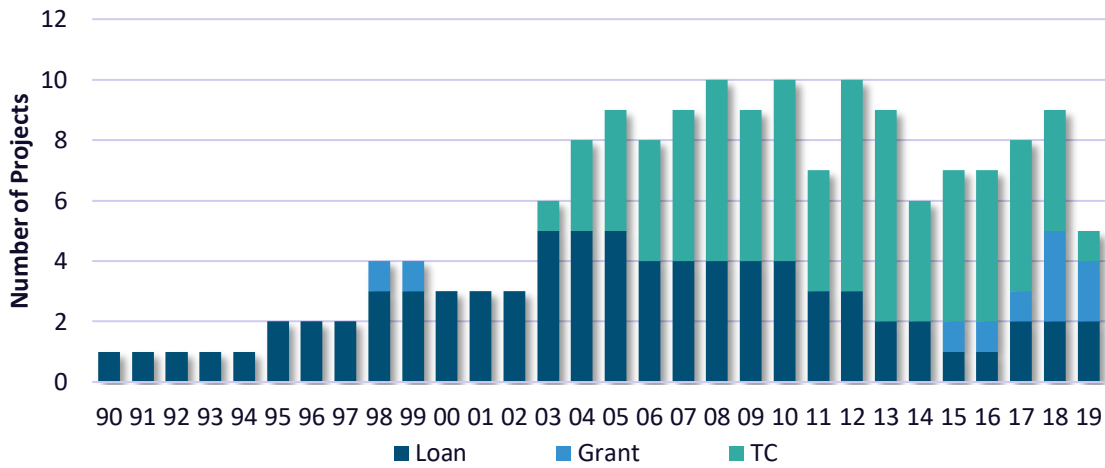


Figure 4-2 Number of Projects by Japanese Fiscal Year and Scheme (1990 - 2019)

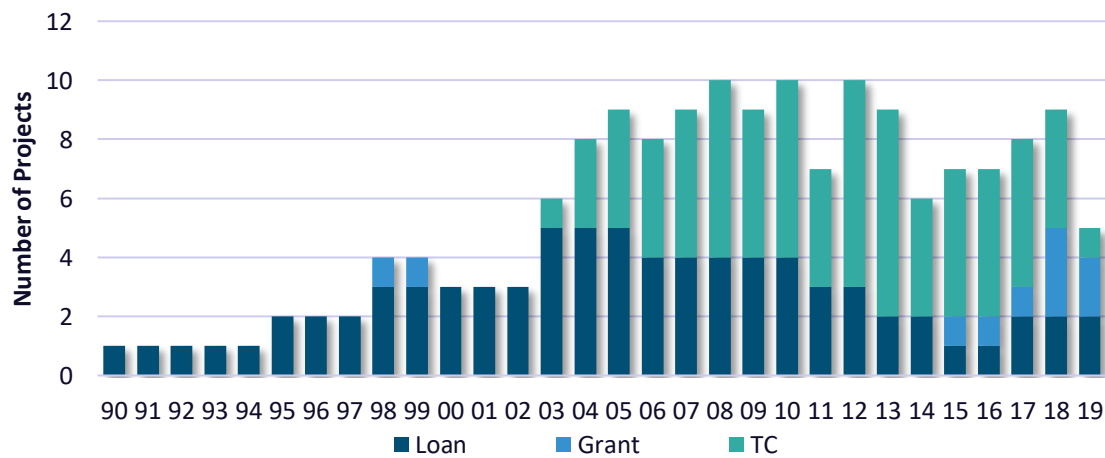


Figure 4-3 Number of Projects by Japanese Fiscal Year and Implementing Agency (1990 - 2019)

4.2 Developments in the Peace Process and Results of Assistance

This section reviews the JICA-supported projects, dividing them into four phases in view of the progress made in the peace process as follows.

- From 1990 to 2002 (in relation to the development policies of the Aquino and Ramos Administrations)
- From 2002 to 2006 (in relation to the “Support Package for Peace and Stability in Mindanao”)
- From 2006 to 2011 (in relation to the visit of then JICA President Ogata to the MILF’s Camp Darapanan)
- From 2011 onward (in relation to the progress made in the peace process following the Narita meeting).

The next section overviews the progress made in the peace process and the projects that were implemented in the above four phases. The brief descriptions and outcomes of the respective projects are summarized in the Annex.

■ From 1990 to 2002 (in relation to the development policies of the Aquino and Ramos Administrations)

JICA’s assistance to Mindanao in the 1990s was mainly directed toward supporting the development policies of the Philippine Government, which gave priority to agricultural infrastructure development during the administration of President Corazon Aquino (1987-1992) and to economic development and the reduction of inequality in Mindanao through regional economic cooperation and the Social Reform Agenda during the Ramos administration (1992-1998). In September 1996, the Ramos administration signed the Tripoli Peace Agreement with the MNLF and established the Southern Philippine Council for Peace and Development as well as the Special Zone of Peace and Development (SZOPAD), which mainly targeted the geographic area that the MNLF previously controlled. Table 4-1 lists the projects that were launched between 1990 and 2002.

Table 4-2 Projects Launched between 1990 and 2002

Period	Scheme	Project Name	Presidency	Implementing Agency
1990-2014	ODA Loan	Malitubog-Maridagao Irrigation Project	Aquino	NIA
1995-2005	ODA Loan	Improvement in Power Grid Project	Ramos	NPC
1998-1999	Grant Aid	Project for Equipment Supply for Road Construction in Western Mindanao	Ramos	DILG

Note. NIA= National Irrigation Administration; NPC= National Power Corporation; DILG= Department of Interior and Local Government

The “Malitubog-Maridagao Irrigation Project (1990-2014),” which was funded by OECF, aimed to raise the low irrigation rate in central Mindanao as one of the challenges being addressed by the Aquino administration. The “Improvement in Power Grid Project (1995-2005),” which was also financed by OECF, aimed to support economic development in Mindanao under the Ramos administration. The “Project for Equipment Supply for Road Construction in Western Mindanao,” which was formulated following the signing of the Tripoli Peace Agreement in 1996, aimed to support the Special Zone of Peace and Development, where the residents were especially severely affected by poor road conditions, in order to facilitate the peacebuilding process. While no other donor supported the local government in the conflict affected area, JICA staff visited the local government in the Special Zone, undertook the necessary surveys, and decided whether funds would be granted to procure equipment for road construction to the local government, based on the surveys.

In 2001, the Estrada administration declared “all-out war” against the MILF, This had a grave impact on the ongoing large-scale projects. The war temporarily put the “Malitubog-Maridagao Irrigation Project (1990-2014)” on hold.⁵⁶

■ From 2002 to 2006 (in relation to the “Support Package for Peace and Stability in Mindanao”)

The Arroyo administration, inaugurated in 2001, signed a ceasefire agreement with the MILF and began peace talks which were brokered by the Malaysian government. In 2004, the International Monitoring Team (IMT), which was comprised some of the Organization of Islamic Cooperation (OIC) member states, was established in 2004 with the aim of monitoring the ceasefire between the Philippine army and the MILF. In December 2002, when then President Arroyo visited Japan on a state visit, she and then Prime Minister Koizumi agreed on the “Support Package for Peace and Stability in Mindanao.” One of the objectives of this package was to enhance the administrative capacity of the ARMM government in support of policy formulation and implementation. In October 2003, JICA was transformed into an independent administrative entity, and it expressed its commitment to supporting peacebuilding in Mindanao under newly inaugurated President Ogata. In order to smoothly commence assistance for peacebuilding before the signing of peace agreement, unique in the Japanese perspective on assistance for peacebuilding, JICA established a field office in Davao in 2007 and undertook a “comprehensive basic study” of the ARMM in order to formulate new projects. Table 4-2 summarizes the projects that commenced between 2002 and 2005.

⁵⁶ The project was resumed in 2000 and completed in 2014 after 6 years behind the original schedule.

Table 4-3 Projects Launched between 2002 and 2006

Period	Scheme	Project Name	Presidency	Implementing Agency
2003-2012	ODA Loan	ARMM Social Fund	Arroyo	ARMM government
2003-2011	ODA Loan	Central Mindanao Road Project	Arroyo	DPWH
2003-2013	Technical Cooperation	Dispatch of the Regional Senior Advisor	Arroyo	ARMM government
2004-2007	Technical Cooperation	ARMM Human Resource Development Project	Arroyo	ARMM government
2004-2008	Technical Cooperation	Strengthening the Health Delivery System in the ARMM	Arroyo	ARMM government
2005-2010	Technical Cooperation	Rice-Based Farming System Training and Support Program for the ARMM	Arroyo	ARMM government

Note. DPWH= Department of Public Works and Highways

The ODA loan projects, “ARMM Social Fund (2003-2012)” and the “Central Mindanao Road Project (2003-2011),” and the technical cooperation project, “Dispatch of the Regional Senior Advisor (2003-2013),” were formulated under these circumstances. While security reasons limited the Japanese experts’ ability to enter Mindanao, the ODA loan project took advantage of the procurement system that allows non-Japanese, external, and local contractors to bid. The “ARMM Social Fund” primarily aimed at small scale infrastructure development, and took initiatives to select projects, implement them, and maintain facilities after completion in support and facilitation of local consultants. Given security situation, the “Central Mindanao Road Project” also increased the employment of local consultants in operation, instead of the Japanese, through the DPWH in the Philippine Government.

The technical cooperation project, “Senior Advisor for Regional Development of ARMM (2003-2013)” aimed to design civil service training programs for the ARMM officials, provide policy advice to the governor (mainly Governor Hussin) in the ARMM government, and formulate technical cooperation projects based on the aforementioned comprehensive basic study, while travelling back and forth between the Cotabato and Manila offices of the ARMM government for security reasons. This led to the formulation of the technical cooperation projects, “ARMM Human Resource Development Project (2004-2007)”, “Strengthening the Health Delivery System in the ARMM (2004-2008)”, and “Rice-Based Farming System Training and Support Program for the ARMM (2005-2010)”. These projects laid the foundation of JICA’s support projects in Mindanao.

■ From 2006 to 2011 (in relation to the visit of then JICA President Ogata to the MILF’s Camp Darapanan)

While the ceasefire between the Philippine army and the MILF remained intact, then Foreign Minister Aso announced a new support program for Mindanao in July 2006 as part of commemorating the 50th anniversary of the normalization of diplomatic relations between the Philippines and Japan. In September

2006, then JICA President Ogata visited Darapanan and had a meeting with then MILF Chairperson Murad to convey JICA's commitment to assisting the conflict-affected area from a humanitarian/security perspective, in order to facilitate the peace process between the Philippine government and the MILF. While this decision to support peacebuilding in the conflict-affected area before signing a peace agreement was an epoch-defining event,⁵⁷ it forced JICA to deal with various difficulties in formulating and implementing the projects, including the lack of information and security concerns. Table 4-3 lists the projects that were launched between 2006 and 2011.

Table 4-4 Projects Launched between 2006 and 2011

Period	Scheme	Project Name	Presidency	Implementing Agency
2007-2009	Development Study	Study for Socio-Economic Reconstruction and Development of Conflict-Affected Areas in Mindanao (SERD-CAAM)	Arroyo	OPAPP (BDA)
2008-2013	Technical Cooperation	Project on ARMM Human Capacity Development	Arroyo	ARMM government
2008-2010	Development Study	Study on Infrastructure (Road Network) Development Plan for ARMM	Arroyo	ARMM government
2010-2012	Development Study	Development Study on Promotion of Local Industry in ARMM (LIP-ARMM)	Arroyo	ARMM government
2010-2013	Technical Cooperation	Topographic Mapping for Peace and Development in Mindanao	Arroyo	NAMRIA

Note. OPAPP= Office of the Presidential Adviser on the Peace Process; BDA= Bangsamoro Development Agency

The “Study for Socio-Economic Reconstruction and Development of Conflict-Affected Areas in Mindanao (SERD-CAAM) (2007-2009)” received various types of support to formulate the projects, including the coordination of stakeholders and the provision of pertinent information, from a socioeconomic expert of the IMT (belonging to the Japanese Embassy in the Philippines and seconded by JICA) who had just started working in the conflict-affected area in October 2006.⁵⁸ Since the study area was partly controlled by the MILF, the study designated the OPAPP of the Philippine government as the implementing agency, vis-à-vis the BDA, the MILF's development wing, as the cooperation agency.⁵⁹ The rationale for engaging with the BDA from a mid- to long-term perspective was based on certain assumptions, given that the BDA was expected to continue serving as the development agency upon the formation of the

⁵⁷ Normally, JICA's assistance for peacebuilding would begin after the peace agreement was made among the parties in conflict. In this sense, JICA's assistance for Mindanao, which started before the peace agreement was signed, is considered to be unique and epoch-making.

⁵⁸ Nagaishi, M. (2014) Participation in IMT as the first Japanese expert, Newsletter of the Philippine Society of Japan, 260: 34-39

⁵⁹ BDA was created as a coordinating entity to manage and lead the relief, rehabilitation, and development programs and projects in the conflict affected area in accordance with the humanitarian/rehabilitation/development guidelines which were set out in the Tripoli Agreement on Peace of June 22, 2001. However, since the BDA was a de-facto development wing in the MILF without a legal status, JICA worked with the BDA through the OPAPP as an entry point to undertake assistance in the conflict-affected area. Ochiai, N. (2019) Peace and Development in Mindanao, the Philippines, Tokyo: Saiki Printing Co. Based on the official request from the OPAPP, JICA made a Record of Discussion with the OPAPP to support the BDA.

Bangsamoro autonomous government⁶⁰. It also aimed to outline the JICA's support projects with the BDA after the completion of the study.

In parallel, assistance for the ARMM government also continued. The “Project on ARMM Human Capacity Development (2008-2013)”, the “Study on Infrastructure (Road Network) Development Plan for ARMM (2008-2010)”, and the “Development Study on Promotion of Local Industry in ARMM (LIP-ARMM) (2010-2012)” were operated with the Cabinet Secretariat, the Department of Public Works and Highways, and Department of Trade and Industry in the ARMM government as the respective implementing agencies. Moreover, the “Topographic Mapping for Peace and Development in Mindanao (2010-2013)” was conducted with the aim of updating the outmoded maps of the entirety of Mindanao.

However, in August 2008, the ruling of the Philippine Supreme Court on unconstitutionality against the Memorandum of Agreement – Ancestral Domain (MOA-AD) refueled violent conflict between the Philippine army and the MILF. Because of this, JICA's assistance to Mindanao was temporarily suspended after the completion of the “Study for Socio-Economic Reconstruction and Development of Conflict-Affected Areas in Mindanao (SERD-CAAM) (2007-2009).” Yet, while all other donors withdrew from operations in Mindanao, the continuous dispatch of Japanese experts to the IMT consolidated the trust of the Philippine government and the MILF in JICA.

■ From 2011 Onward (in relation to the progress made in the peace process after the Narita meeting)

After the inauguration of the Aquino III administration in July 2010, the stagnant peace process had a breakthrough as a result of a meeting between then President Aquino III and MILF Chairperson Murad in Narita, Japan, in August 2011. It had been the first summit meeting since the peace negotiation between the Philippine government and the MILF began in 1997, and secretly arranged by Japan, the country trusted by both parties. Thereafter, as the peace process made progress, JICA gradually expanded its assistance, based on the years of effort to build a trusting relationship with the Philippine government and the MILF, as well as the result of the development studies. Table 4-4 summarizes the projects that commenced after 2011.

⁶⁰ The rationale for engaging with the BDA was that the BDA was expected to continue serving as the development agency upon the formation of the Bangsamoro autonomous government. The BDA was established based on the “Agreement on Peace between the Government of the Republic of the Philippines and the Moro Islamic Liberation Front” (Tripoli Peace Agreement) in 2001, which agreed on the MILF to decide reconstruction and development projects in the conflict affected area, and the “Guideline on Humanitarian, Reconstruction and Development”, which defined the role of the MILF in selecting agencies to implement these activities.

Table 4-5 Projects Launched after 2011

Period	Scheme	Project Name	Presidency	Implementing Agency
2012-2016	Technical Cooperation	Project for Capacity Building for Community Development in Conflict-Affected Areas in Mindanao (CD-CAAM)	Aquino III	OPAPP (BDA)
2012-2013	Technical Cooperation	Short-term Advisor for Business Development Services in ARMM	Aquino III	ARMM government
2012-2013	Technical Cooperation	Short-term Advisor for Agribusiness Development in ARMM	Aquino III	ARMM government
2012-2017	Technical Cooperation	Rice-Based Farming Technology Extension Project for ARMM	Aquino III	ARMM government
2012-ongoing (to be completed in 2020)	ODA Loan	Mindanao Sustainable Agrarian and Agricultural Development Project (MINSAAD)	Aquino III	Department of Agrarian Reform
2013-2019	Technical Cooperation	Comprehensive Capacity Development Project for the Bangsamoro (CCDP)	Aquino III	BTC
2014-2016	Technical Cooperation	Hiroshima Peacebuilding Human Resource Development Project for the Bangsamoro Government in Mindanao	Aquino III	BTC
2015-2018	Technical Cooperation	Hiroshima Peacebuilding Human Resource Enhancement Project for the Bangsamoro Government in Mindanao	Aquino III	BTC
2015-2017	Grant Aid	Project for Capacity Building for Community Development in CAAM (Road)	Aquino III	Department of Agriculture
2017-2018	Technical Cooperation	Preparatory Survey on the Malitubog-Maridagao Irrigation Project	Duterte	NIA
2017-2018	Technical Cooperation	Preparatory Survey on the Road Network Development in CAAM	Duterte	DPWH
2018- ongoing (to be completed in 2020)	Grant Aid	Project for Improvement of Equipment for Power Distribution in Bangsamoro Area	Duterte	Department of Energy
2018- ongoing (to be completed in 2022)	ODA Loan	Harnessing Agribusiness Opportunities through Robust and Vibrant Entrepreneurship Supportive of Peaceful Transformation (HARVEST)	Duterte	Land Bank of the Philippines
2018- ongoing (to be completed in 2021)	Grant Aid	Program for the Support for Rehabilitation and Reconstruction of Marawi City and its Surrounding Areas	Duterte	DOF

JICA utilized the fruit of the “Study for Socio-Economic Reconstruction and Development of Conflict-Affected Areas in Mindanao (SERD-CAAM) (2007-2009)” to formulate and implement technical cooperation and grant aid projects thereafter. For example, the technical cooperation project, “Project for Capacity Building for Community Development in Conflict-Affected Areas in Mindanao (CD-CAAM) (2012-2016)” aimed to spill out from the effects of assistance to create a model for improving livelihoods in the conflict-affected area while the grant aid project, “Project for Capacity Building for Community Development in CAAM (Road) (2015-2018)” assisted the construction of roads with reference to the high level of need which the above mentioned “SERD-CAAM” identified.

During the 2010s, JICA continued with assistance, dispatching the two short-term experts to the ARMM in response to the findings of the local industry development study (i.e. the “Short-term Advisor for

Business Development Services in ARMM (2012-2013)", and the "Short-term Advisor for Agribusiness Development in ARMM (2012-2013)", and extending farming technology support to a different area (i.e. the "Rice-Based Farming Technology Extension Project for ARMM (2012-2017)").

Furthermore, following the signing of the Framework Agreement in 2012, assistance also began to establish the Bangsamoro autonomous government. For example, the "Comprehensive Capacity Development Project for the Bangsamoro (CCDP) (2013-2019)" integrated the small-scale projects assisting the ARMM government, and extended, among other things, support to draft the Bangsamoro Basic Law, set out the Bangsamoro Development Plan, and so on. As part of the effort to achieve the goals set in the Bangsamoro Development Plan, JICA conducted the "Project for Improvement of Equipment for Power Distribution in Bangsamoro Area (2018-ongoing to be completed in 2020)" and the "Preparatory Survey on the Road Network Development in CAAM (2017-2018)". Moreover, JICA implemented two grassroots technical cooperation projects, "Hiroshima Peacebuilding Human Resource Development Project for the Bangsamoro Government in Mindanao (2014-2016)" and "Hiroshima Peacebuilding Human Resource Enhancement Project for the Bangsamoro Government in Mindanao (2015-2018)", to train competent youths who will serve the new autonomous government in the future.

In addition to the above, JICA implemented the "Mindanao Sustainable Agrarian and Agricultural Development Project (MINSAAD) (2012-ongoing to be completed in 2020)" to assist small holders living in the area adjacent to the ARMM in improving their livelihood, and the "Preparatory Study on the Malitubog-Maridagao Irrigation Project (Phase II) (2017-2018)" due to the completion of the "Malitubog-Maridagao Irrigation Project (1990-2014)". JICA also implemented the budget-support grant aid project, "Program for the Support for Rehabilitation and Reconstruction of Marawi City and its Surrounding Areas (2018-ongoing to be completed in 2022)" to support the rehabilitation and reconstruction plan, which the Philippine government set out in response to the Marawi crisis.

4.3 JICA's Assistance by Sector

As mentioned in Chapter 1, this review analyzes the outputs of the projects in three sectors of economic development, the enhancing of good governance, and community development when it comes to "peace and development in Mindanao" as the outcome. Accordingly, the study reviews JICA's assistance in these three sectors. Table 4-5 lists all of the JICA's support projects, sorting them by sector.⁶¹

⁶¹ The next chapter, "Outcome Analysis", reviews the outcomes in each sector. This "Outcome Analysis" basically highlights the projects in each sector which are listed in Table 5-5. Yet, some of them are linked with those which were classified in other sectors. Accordingly, the next chapter also reviews the outcomes from these supplementary projects in each sector.

Table 4-6 List of All of the Projects by Sector

Sector	Sub-sector	Scheme	Project Name	Period
Economic Development	Infra-structure development	ODA Loan	Improvement in Power Grid Project	1995-2005
			Central Mindanao Road Project	2003-2011
		Grant Aid	Project for Equipment Supply for Road Construction in Western Mindanao	1998-1999
			Project for Improvement of Equipment for Power Distribution in Bangsamoro Area	2018-ongoing (to be completed in 2020)
			Program for the Support for Rehabilitation and Reconstruction of Marawi City and its Surrounding Areas	2018-ongoing (to be completed in 2021)
		TC	Study on Infrastructure (Road Network) Development Plan for ARMM	2008-2010
			Topographic Mapping for Peace and Development in Mindanao	2010-2013
			Project for capacity building for community development in CAAM (Road)	2015-2018
	Preparatory Survey on the Road Network Development in CAAM		2017-2018	
	Agricultural development	ODA Loan	Malitubog - Maridagao Irrigation Project	1990-2014
			Mindanao Sustainable Agrarian and Agricultural Development Project (MINSAAD)	2012-ongoing (to be completed in 2020)
			Harnessing Agribusiness Opportunities through Robust and Vibrant Entrepreneurship Supportive of Peaceful Transformation (HARVEST)	2017-ongoing (to be completed in 2022)
		TC	Rice-Based Farming System Training and Support Program for the ARMM	2005-2010
			Rice-Based Farming Technology Extension Project for ARMM	2012-2017
			Comprehensive Capacity Development Project for the Bangsamoro (CCDP)	2013-2019
			Preparatory Survey for Malitubog - Maridagao Irrigation Project	2017-2018
	Industrial Development	TC	Development Study on Promotion of Local Industry in ARMM	2010-2012
			Short-term Advisor for Business Development Services in ARMM	2012-2013
			Short-term Advisor for Agribusiness Development in ARMM	2012-2013
			Comprehensive Capacity Development Project for the Bangsamoro (CCDP)	2013-2019
Enhancing good governance	TC	Dispatch of the Regional Senior Advisor for the ARMM	2003-2012	
		ARMM Human Resource Development Project	2003-2007	
		Strengthening the Health Delivery System in the ARMM	2004-2008	
		Project on ARMM Human Capacity Development	2008-2013	
		Comprehensive Capacity Development Project for the Bangsamoro (CCDP)	2013-2019	
		Hiroshima Peacebuilding Human Resource Development Project for the Bangsamoro Government in Mindanao	2014-2016	
		Hiroshima Peacebuilding Human Resource Enhancement Project for the Bangsamoro Government in Mindanao	2015-2018	
Community development	ODA Loan	ARMM Social Fund for Peace and Development Project	2003-2012	
	TC	Study for Socio-Economic Reconstruction and Development of Conflict-Affected Areas in Mindanao (SERD-CAAM)	2007-2009	

	Project for Capacity Building for Community Development in Conflict-Affected Areas in Mindanao (CD-CAAM)	2012-2016
	Comprehensive Capacity Development Project for the Bangsamoro (CCDP)	2013-2019

Support in the sector of economic development is divided into the three sub-sectors of infrastructure development, agricultural development and industrial development. Among others, the infrastructure development projects were central to the large-scale ones that mainly aimed to construct power/road/irrigation systems and strengthen the economic structure and foundations. In turn, the small-scale, community-level infrastructure projects are included in the sub-sector of community development to be described later. The agricultural development projects mainly aimed to improve productivity in agriculture, constructing irrigation systems and disseminating farming technologies. The industrial development projects aimed primarily to develop the value chains for high-quality agricultural products. Please note that the “Comprehensive Capacity Development Project for the Bangsamoro (CCDP) (2013-2019)” encompassed multiple sub-projects to support both agricultural development and industrial development. There were 21 projects in total in the sector of economic development, consisting of 10 infrastructure development projects, 7 agricultural development projects, and 4 industrial development projects, or, by scheme, 6 ODA loan projects, 3 grant aid projects, and 12 technical cooperation projects.

The projects to enhance good governance focused mainly on strengthening the governance of the ARMM government and building the institutional foundation⁶² and human resource capacity for the Bangsamoro autonomous government. The “Comprehensive Capacity Development Project for the Bangsamoro (CCDP) (2013-2019)” also promoted good governance. In this sector, a total of 7 projects were implemented, all of which employed the scheme of technical cooperation (2 of which were the grassroots technical cooperation projects⁶³).

The community development projects mainly aimed to construct small-scale infrastructure facilities and implement pilot projects. The “Comprehensive Capacity Development Project for the Bangsamoro (CCDP) (2013-2019)” also supported community development. There were 4 projects in this sector, consisting of 1 ODA loan and 3 technical cooperation projects.

Regarding the number of projects by sector, the projects were begun in both sectors of governance and community development in 2003, and have increased in number since then. Figure 4-5 shows a trend in the number of projects which were implemented between 1990 and 2019 by sector. Please note that the “Comprehensive Capacity Development Project for the Bangsamoro (CCDP) (2013-2019)” is considered to encompass all the sectors except for infrastructure development. In the sector of economic development, the agricultural development projects have been implemented since the 1990s. Within the infrastructure development projects, many of the ODA-loan projects began in the 1990s and ended in

⁶² This indicates the “structure” of governance, including the systems and institutions.

⁶³ The “Hiroshima Peacebuilding Human Resource Development Project for the Bangsamoro Government in Mindanao” and the “Hiroshima Peacebuilding Human Resource Enhancement Project for the Bangsamoro Government in Mindanao.”

2010. In turn, the grant aid projects expanded at a steady pace as the security situation became stable following the peace agreement. The industrial development projects began in 2010. In the sector of governance, the support projects began in 2003 and continued thereafter, declining in number between 2008 and 2012 when the peace process stagnated, but recovering as assistance with the transition increased after the Framework Agreement was signed in 2012. Although the number seems to have leveled off after 2014, the “Comprehensive Capacity Development Project for the Bangsamoro (CCDP) (2013-2019)” increased the deployment of Japanese experts as the security situation improved after the Framework Agreement in 2012⁶⁴. The community development projects began in 2003 and have continued since then.

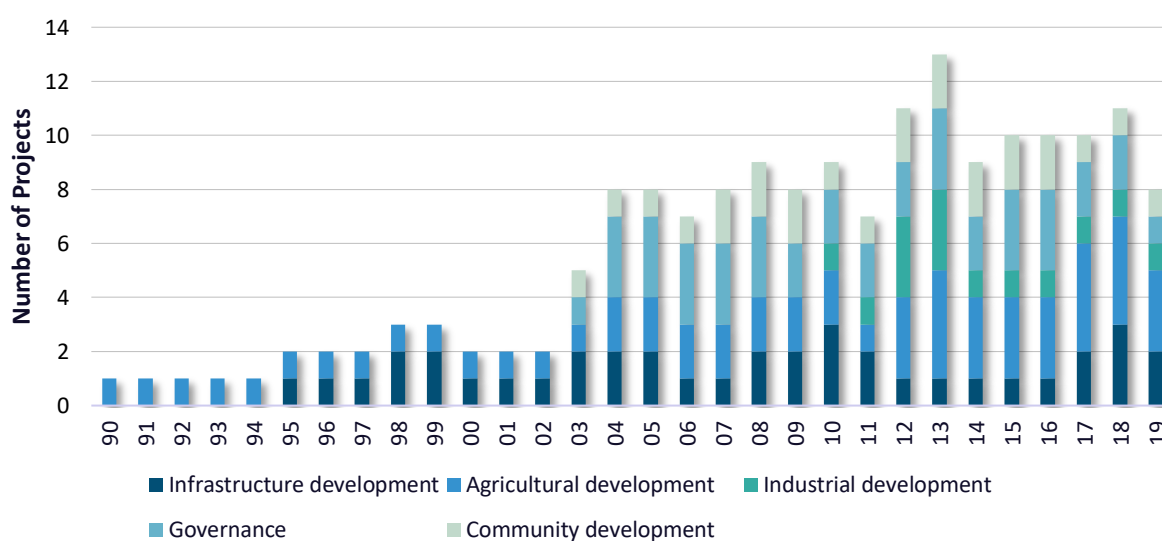


Figure 4-4 Number of Projects by Year and Sector (1990-2019)

4.4 JICA's Assistance by Geographic Area

While Figure 4-6 shows the geographic areas where JICA operated the projects (except those for community development), Figure 4-7 displays that for community development. The geographic areas where JICA operated the projects for community development are shown separately since the projects are more numerous and dispersed than other sector projects. These maps indicate that the geographic area where each project was undertaken was diverse and was spread across Mindanao, not only in the ARMM, but also in the surrounding area. They also suggest that JICA has taken into account a

⁶⁴ The CCDP assembled multiple projects as an inter-sectoral project with the aim to dispatch experts more quickly than an individual project does.

geographic balance in operation given that JICA implemented the projects even in the three island provinces of the ARMM (See Chapter 7 “Effective Approaches”, Fair and Equal Manner in Managing Projects).

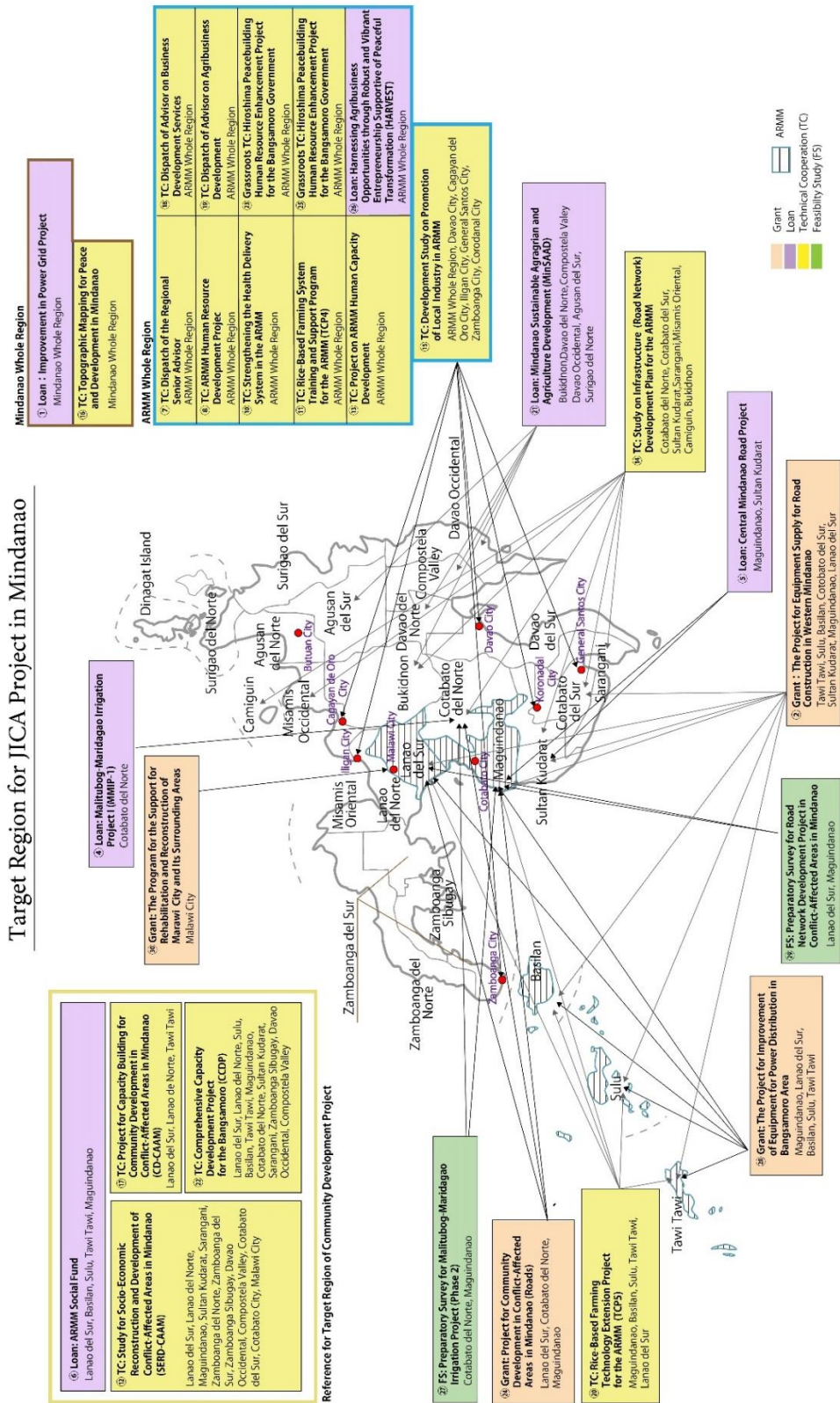


Figure 4-5 Geographic Areas where JICA Operated the Projects (Except those for community development)

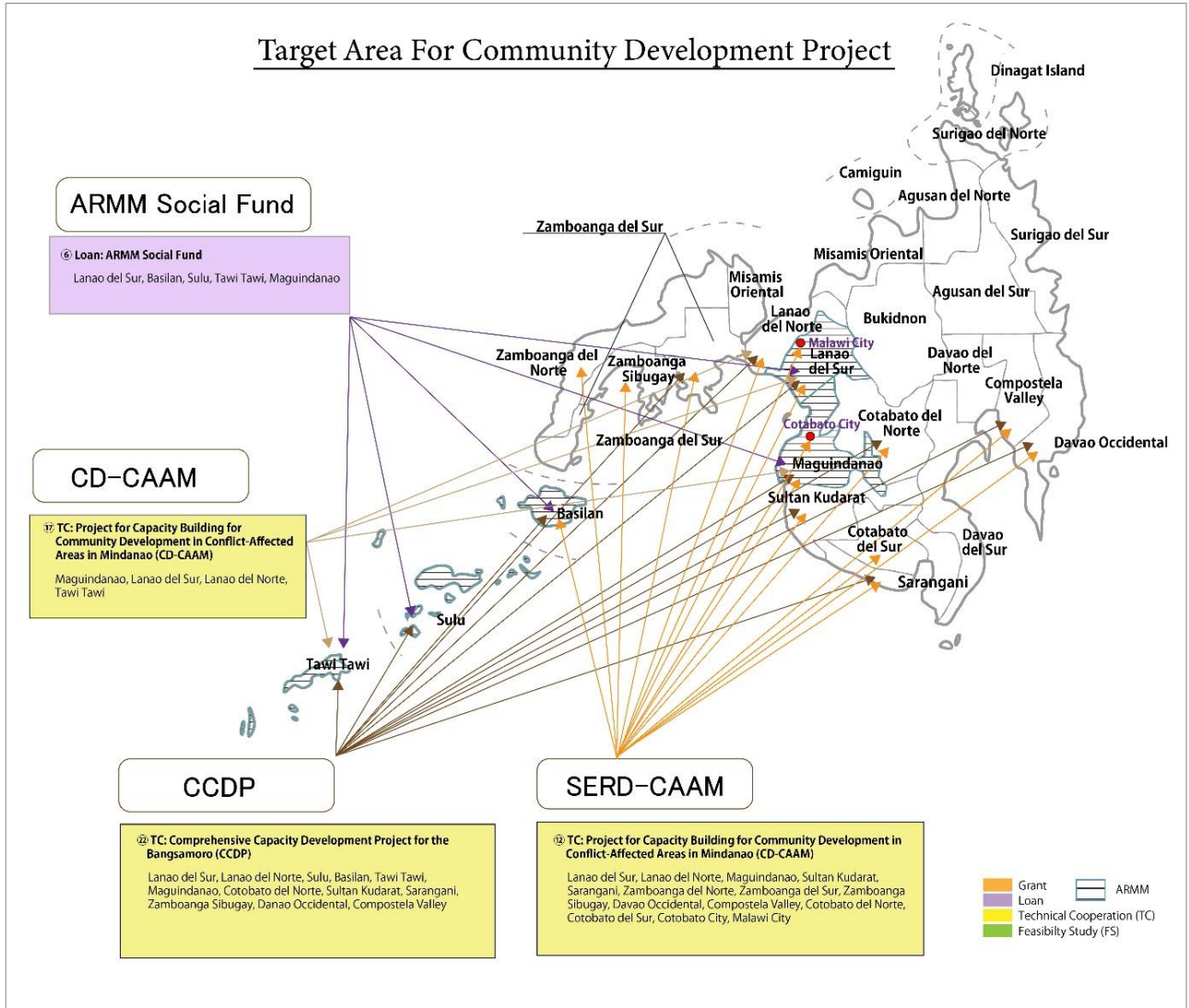


Figure 4-6 Geographic Areas where JICA Operated the Projects for Community Development

Chapter 5. Review of JICA's Assistance to Mindanao

This chapter reviews the outcomes of JICA's assistance in Mindanao, the other assistance which generated synergies with JICA's assistance, the facilitating/inhibiting factors to either generate or prevent the expected outcomes, and JICA's contribution to "peace and development in Mindanao," making use of the aforementioned analytical framework. In reviewing JICA's assistance for Mindanao, it employs the "analysis framework" to collect necessary data and information from the project reports and other relevant documents in the past, as well as from personal interview with a diverse range of stakeholders in and outside JICA, and analyze the outputs of the respective projects (see Chapter 1 "Study Methodology" and "Working Assumptions (draft)"). Subsequently, this chapter assembles the collected data and information at the project level, groups them by sector, analyses their outcomes, supplementary components, and facilitating/inhibiting factors at the sector level, and then examines the logical relevance of the working assumption and the chronological flow.

5.1 Outcome Analysis

This section analyzes JICA's assistance in Mindanao in each sector of "economic development" including infrastructure development, agricultural development, and industrial development, "enhancing good governance," and "community development" in terms of "planning and approaches," "outcomes," "sustainability," and "contributions to peacebuilding." Using the above-mentioned "analysis framework," this section summarizes data and information on the projects at the sector level, and analyses the outcomes on a sector-by-sector basis in terms of "appropriateness (planning and approaches)," "effectiveness/impact (outcomes)," and "sustainability." The "contributions to peacebuilding" are discussed separately from the "effectiveness/impact (outcomes)." While the peace process greatly affected JICA's assistance for Mindanao, it is confirmed that JICA made a positive contribution to addressing development challenges in Mindanao. The brief descriptions and outputs of the respective projects are attached to the Annex.

5.1.1 Economic Development (Infrastructure Development)

(1) Planning and Approaches

JICA's infrastructure development projects in Mindanao can be divided into two groups: the large-scale projects to support the economic policies of the Philippine government which began in the 1990s, and the projects to support the ARMM government which began in 2003 and continued thereafter, including the development study with the aim of setting out the Road Network Development Plan of the ARMM. Table 5-1 shows the planning and approaches of the main projects for infrastructure development.

Table 5-1 Planning and Approaches at Project Level in Economic Development (Infrastructure Development)

Project name	Planning and approaches (focusing on the background and the main related policies)	Period
Improvement in Power Grid Project	<ul style="list-style-type: none"> It was necessary to construct the substations and improve the power stations and transmission facilities to meet the increasing demand for power in the Philippines. This project is based on the Power Development Plan which was approved in 1995. 	1995-2005
The Project for Equipment Supply for Road Construction in Western Mindanao	<ul style="list-style-type: none"> The road network in the Special Zone of Peace and Development was underdeveloped as compared to the national average. This has constrained social and economic development. The "Medium-Term Plan of the Philippine government (1993-1998)" aimed to strengthen the transportation capabilities, and develop the road networks linking the urban and rural areas with markets. 	1998-1999
Central Mindanao Road Project	<ul style="list-style-type: none"> The target area was the conflict-affected area where some damaged roads prevented traffic. This project was the first external assistance which directly supported the local government in the ARMM, based on the "support package for peace and stability in Mindanao" of the Japanese government. 	2003-2011
The Study on Infrastructure (Road Network) Development Plan for the ARMM	<ul style="list-style-type: none"> The Philippine government transferred authority over national road development, maintenance, and management to the ARMM government. However, the ARMM government had a low level of capacity for planning, project management, and maintenance. It is expected that a master plan for road-network development in the ARMM be prepared in this project. 	2008-2010
Topographic Mapping for Peace and Development in Mindanao	<ul style="list-style-type: none"> Prior to the project, the topographic maps of Mindanao were only the printed ones at a scale of 1:50000 made 60 years ago. The "Philippine Development Plan of the Philippine government (2004-2010)" aimed to formulate a development plan for the Mindanao region and effectively implement development projects via the use of the updated and digitized topographic maps of the region. 	2010-2013
Project for Capacity Building for Community Development in CAAM	<ul style="list-style-type: none"> The SERD-CAAM study conducted by JICA confirmed that road development was one of the most important needs of the residents, and the access to markets from rural areas was a challenge. The "Mindanao Regional Development Plan" identified the development of roads to markets as an effective measure to improve the productivity of farmers. The Japanese government considered peace and development in Mindanao to be a policy priority in its assistance for the Philippines. 	2015-2018
Preparatory Survey for Road	<ul style="list-style-type: none"> The "Bangsamoro Development Plan" which was set out in support of JICA in 2016 identified development challenges, including a lack of roads that prevents 	2017-2018

Network Development Project in CAMM	transportation and distribution in the Bangsamoro, and the urgent need to strengthen policy coordination inside and outside the Bangsamoro. <ul style="list-style-type: none"> • The JICA's country analysis paper identified the need to develop an assistance framework to eliminate poverty, improve livelihoods, and develop infrastructure in the Bangsamoro region. 	
The Project for the Improvement of Equipment for Power Distribution in the Bangsamoro Area	<ul style="list-style-type: none"> • The “Bangsamoro Development Plan” which was set out in support of JICA in 2016 identified the appropriate maintenance and updating of power distribution facilities as one of the policy priorities. • The Japanese government identified “inclusive growth” as the key objective in economic cooperation. This project aims to improve the quality of the power supply. 	2018-ongoing (to be completed in 2020)
The Program for Support for Rehabilitation and Reconstruction of Marawi City and Its Surrounding Areas	<ul style="list-style-type: none"> • The Philippine government established an inter-departmental task force and set out a comprehensive rehabilitation and reconstruction plan to support the rehabilitation and reconstruction of Marawi City and its surrounding areas. • The Japanese government decided to provide emergency grant aid for Marawi City and its surrounding areas in July 2017. 	2018-ongoing (to be completed in 2021)

■ Assistance for Infrastructure Development in line with the Development Policies of the Philippine Government

JICA's infrastructure development projects in Mindanao in the 1990s mostly aimed to support the economic policies of the Philippine government. The Japanese government identified the development of infrastructure and the alleviation of poverty as the key areas of support in the Country Assistance Policy for the Philippines in 1991. While the Corazon Aquino administration (1987-1992) underlined the development of agricultural infrastructure, the subsequent Ramos administration (1992-1998) set out the regional economy initiative and the Social Reform Agenda to highlight economic development and address economic disparities in Mindanao.

The Corazon Aquino administration, which identified the low rate of irrigation as one of the causes of low productivity in agriculture in central Mindanao, implemented the “Malitubog-Maridagao Irrigation Project (1990-2014)”, which was financed by OECF. The construction of irrigation facilities in this project aimed to improve agricultural productivity in central Mindanao, where the irrigation rate was much lower than the national average,⁶⁵ and to revive the poverty-stricken rural communities to contribute to peace in Mindanao. The subsequent Ramos administration implemented the “Improvement in Power Grid Project (1995-2005)”, which was also financed by OECF loan. It aimed to construct power substations in Mindanao where power demand was about to surpass supply capacities.

Under these circumstances, in view of the Final Peace Agreement in 1996 and the “Support Package for Peace and Stability in Mindanao” in 2002, JICA gradually linked its assistance to the peace process. Following the Final Peace Agreement in 1996, the Ramos administration established the Southern Philippine Council for Peace and Development and the Special Zone of Peace and Development

⁶⁵ The irrigation rate in Mindanao was 31.6% vis-à-vis 46.5% on the national average.

(SZOPAD) largely in the area that the MNLF controlled. The grant aid project, “Project for Equipment Supply for Road Construction in Western Mindanao (1998-1999),” aimed to grant funds which allowed the municipalities in the Special Zone, where the residents had suffered from the poor condition of roads, to procure the equipment to construct roads, in order to support the peace agreement. In 2002, following the “Support Package for Peace and Stability in Mindanao,” JICA implemented the ODA loan project, “Central Mindanao Road Project (2003-2011).” This project widened or paved the existing roads and build temporary bridges to connect Cotabato city and Kalamansig village in Sultan Kudarat province. However, the intensified conflict in connection with the declaration of the Estrada administration of “all-out war” against the MILF in 2001 led many of the JICA's large-scale infrastructure projects to being suspended or significantly delayed. After the completion of the “Central Mindanao Road Project,” therefore, JICA carefully assessed planning and implementation of the ODA loan projects for large-scale infrastructure development.

■ Assistance for Infrastructure Development to Advance Peace and Development in Mindanao

Following the “Support Package for Peace and Stability in Mindanao” in 2002, JICA began assistance for the ARMM government. JICA trained the officials of the Department of Public Works and Highways in the ARMM government to support its priority policy on infrastructure development, and established the Technical Working Group, inviting those who completed civil service training, to improve their capacity to prepare and implement the development plans for infrastructure development. These efforts led JICA to implement the “Development Study on Infrastructure (Road Network) Development Plan for the ARMM (2008-2010).” As the resumption of conflict in 2008 made it difficult to formulate and implement the large-scale infrastructure projects, JICA decided to conduct a development study to outline a blueprint for assistance in the future. One of the objectives of this study was thus to prepare a master plan for the development of the road network in the ARMM and demonstrate a technical rationale to the Philippine government that allowed the ARMM government to secure the budget from the Philippine government to implement the development projects.

Another technical cooperation project during this period was the “Topographic Mapping for Peace and Development in Mindanao (2010-2012).” This aimed to create digital maps of Mindanao at a 1:5000 scale since the printed version were outdated, dating from the 1950s. The ARMM government expected the digital maps to be used in formulating the development projects and thus generate synergies with them.

Subsequently, as progress was made in the peace process between the Philippine government and the MILF to establish the new autonomous government, JICA began supporting the formulation of development plans for the new autonomous government in the “Comprehensive Capacity Development Project for the Bangsamoro (CCDP) (2013-2019).” With a view that the peace process was stagnating due to a slow pace in deliberation on the Bangsamoro Basic Law in the Philippine congress, JICA chose to conduct the preparatory studies on the road and power grid projects to maintain the momentum towards peace. These studies were the “Preparatory Survey for Road Network Development Project in CAAM (2017-2018)” and the grant aid project, “Project for Improvement of Equipment for Power

Distribution in Bangsamoro Area (2018-ongoing to be completed in 2020),” among the 27 priority projects which the Bangsamoro Development Plan had identified. The former “Preparatory Survey for Road Network Development Project in CAAM (2017-2018)”⁶⁶ aimed to look into some of the roads which the “Development Study on Infrastructure (Road Network) Development Plan for the ARMM (2008-2010)” had investigated.

Moreover, JICA supported the rehabilitation and reconstruction of Marawi City, which had suffered from devastating damage due to the Marawi crisis that broke out in 2017. The grant aid project, “Program for Support for Rehabilitation and Reconstruction of Marawi City and its Surrounding Areas (2018-ongoing to be completed in 2021)” aimed to financially support the “Comprehensive Rehabilitation and Recovery Plan” which the Philippine government had set out.

(2) Outcomes

The outcomes of infrastructure development are classified into those in support of the Philippine and ARMM governments respectively. Table 5-2 shows the main outcomes of the infrastructure development projects.

Table 5-2 Outcomes at Project Level in Economic Development (Infrastructure Development) (except the ongoing projects)

Project name	Main outcomes	Period
Improvement in Power Grid Project	<ul style="list-style-type: none"> • The constructed power substations started supplying power. • The rolling blackouts and unexpected blackouts were reduced. This allowed factories to decrease errors and malfunctions in their plant lines. 	1995-2005
The Project for Equipment Supply for Road Construction in Western Mindanao	<ul style="list-style-type: none"> • The selected eight municipalities in the Special Zone of Peace and Development, which the Ramos administration set, were able to procure the equipment and materials which were required for road construction, maintenance, and management. . • These municipalities were able to improve the regional roads by 50 km on average every year. 	1998-1999
Central Mindanao Road Project	<ul style="list-style-type: none"> • Traffic access was improved in the surrounding area. The improved efficiency in the movement of people and goods grew and revitalized the regional economy. • It promoted the construction industry and local employment, improved the standard of living of the residents, and enhanced the capacity of the counterparts in maintaining and managing roads. 	2003-2011
The Study on Infrastructure (Road Network) Development Plan for the ARMM	<ul style="list-style-type: none"> • This led to setting out a master plan for road-network development in the ARMM. • The Departments of Public Works and Highways in both the Philippine government and the ARMM government strengthened their working relationships. 	2008-2010

⁶⁶ The Philippine and Japanese governments signed the E/N on ODA loan in February 2019 and the L/A in June 2019.

Topographic Mapping for Peace and Development in Mindanao	<ul style="list-style-type: none"> The National Mapping and Resource Information Authority printed out all the data for the printed maps, and distributed and sold these at all the map-sales offices under the National Mapping and Information Resources Authority in all regions. 	2010-2013
Project for Capacity Building for Community Development in CAAM	<ul style="list-style-type: none"> The “roads to markets” were completed (4.7 km in Bumbaran, 8.6 km in Alamada, 8.7 km in Datu Paglas). 	2015-2018

■ Economic Foundation Highlighting Road Development

The large-scale infrastructure development projects under loan assistance likely contributed to the promotion of economic development in Mindanao by contributing to the establishment of its economic foundation. The “Improvement in Power Grid Project (1995-2005)” enabled the consistent supply of electric power in Mindanao by expanding its power supply. Furthermore, the “Program for Support for Rehabilitation and Reconstruction of Marawi City and Its Surrounding Areas (2018-ongoing to be completed in 2021)” contributed to the recovery of market access in the city through support for economic infrastructure development provided mainly to rehabilitate arterial roads in the city that suffered devastating damage because of the Marawi crisis.

However, as the “Improvement in Power Grid Project (1995-2005)”, and the “Central Mindanao Road Project (2003-2011)” were of a large scale in scope and geographic coverage, they had a heavy impact from the intensified conflict between the Philippine government and the MILF after the projects were launched. Both projects substantially overran their scheduled implementation periods due to the “all-out war” in 2001 and other conflict that destructed some facilities that the projects had supported, and the transformation of the implementation area into a war zone. For example, the “Improvement in Power Grid Project (1995-2005)” took seven years longer than planned (Planned: 1995-1998, Actual: 1995-2005), and the “Central Mindanao Road Project (2003-2011)” took one year longer than planned (Plan: 2003-2010, Actual: 2003-2011). These delays forced both projects to substantially change their entire implementation plans.

In turn, the grant aid projects were implemented when security situations turned relatively stable. The “Project for Equipment Supply for Road Construction in Western Mindanao (1998-1999)”, which was implemented in light of the Final Peace Agreement in 1996, granted funds to eight municipalities and allowed them to procure road equipment and machinery, making it the first example of direct support of a bilateral donor to the local government in the ARMM where the MNLF still possessed a strong stake.⁶⁷ The project approved the funds to procure equipment and facilities after JICA officials directly visited each of the municipalities and confirmed whether they, as the implementing agencies, had sufficient capacity to deliver the funds. As a result, the municipalities were able to repair approximately 50 km of the local roads on average per year.

⁶⁷ Other donors provided support for Mindanao mainly through the NEDA, but JICA provided support directly to the local government in the ARMM. The support provided to impoverished local government increased the trust and confidence of the local government in Japan.

■ Effective Use of Master Plan and Capacity Development in the Process of Formulating the Plan

JICA effectively used the results of development studies on infrastructure development to outline the technical assistance thereafter. The “Study on Infrastructure (Road Network) Development Plan for the ARMM (2008-2010)” led the ARMM government to set out a master plan for the development of a road network of the ARMM, and address the suggestions for improvement in the proposed projects and organizational structure in the medium-term regional development plan of the ARMM. Furthermore, the study also facilitated the Department of Public Works and Highways in the ARMM government to strengthen and establish institutional capacity and networks between the Departments of Public Works and Highways in the Philippine and the ARMM governments, which had hardly existed. Later, in 2012, Undersecretary Sadain of the Department of Public Works and Highways in the Philippine government was appointed the Secretary of the Department of Public Works and Highways in the ARMM government (2012-2016), and effectively used the master plan to formulate the road development projects in the ARMM. The ARMM government implemented the road development projects after acquiring the budget from the Philippine government, and created a road database and a geographic information database in support of JICA. Furthermore, while efforts were made to establish the Bangsamoro autonomous government after the Comprehensive Agreement in 2014, the master plan was used to outline the Bangsamoro Development Plan, the development plan for the new autonomous government. When deliberation on the Bangsamoro Basic Law was suspended in the Philippine Congress, JICA implemented part of the Bangsamoro Development Plan and undertook the development studies - “Preparatory Survey for Road Network Development Project in CAMM (2017-2018),” for project formulation and “Project for Improvement of Equipment for Power Distribution in Bangsamoro (2018-ongoing to be completed in 2020)” as a grant aid project. JICA demonstrated the consistent approach to supporting the peace process.

(3) Sustainability

The consistency and sustainability (cohesion between the projects) of project formation in support of JICA is confirmed in the sector of economic development.⁶⁸ The consistent support is considered to contribute to the realization of economic potentials in Mindanao. However, the sustainability is not evaluated in the grant aid projects which did not execute post-project evaluation, and the ongoing projects to conduct post-project evaluation after completion.

⁶⁸ However, sustainability remains unclear to some degree since the ex-post evaluations have not been conducted in some projects, including the grant aid projects. Some are ongoing and scheduled to be evaluated in the near future.

The Philippine government and its affiliated departments and agencies, as the implementing agencies, have taken over most of the large-scale facilities which were developed with JICA's assistance for infrastructure development, and secured the necessary budget for maintenance. For example, while the "Improvement in Power Grid Project (1995-2005)" handed over the facilities to the public electric corporation, the "Central Mindanao Road Project (2003-2011)" transferred the roads to the Department of Public Works and Highways of the Philippine government. A high level of sustainability is also confirmed in the development studies, given that these studies often led the ARMM government to implement them thereafter.

(4) Contributions to Peacebuilding

Economic development in support of JICA has improved the economic foundation of Mindanao and the livelihoods of farmers and producers, leading to direct and indirect spillover effects on peacebuilding. Evidence includes that, for instance, in the "Central Mindanao Road Project", 1) community residents in the project area saw security improved, and 2) they increased trust in the Philippine government and the ARMM government.⁶⁹

5.1.2 Economic Development (Agricultural Development)

(1) Planning and Approaches

JICA's assistance for agricultural development can be divided into two parts: that to support farming and take follow-up measures through PhilRice, and the other to establish basic structures for farming, including agricultural infrastructure and financial access. Table 5-3 displays the planning and approaches of the main projects in the sector of agricultural development.

⁶⁹ JICA (2011b) Central Mindanao Road Project Ex-Post Evaluation Internal Documents, Tokyo: JICA

Table 5-3 Planning and Approaches at Project Level in Economic Development (Agricultural Development)

Project name	Planning and approaches (focusing on the background and the main related policies)	Period
Malitubog-Maridagao Irrigation Project I	<ul style="list-style-type: none"> The irrigation rate of the planned implementation area fell significantly below the national average. This low irrigation rate was a cause of the declined crop quality and productivity in the area. The “Medium-Term Plan” of the Philippine government (1987-1992) identified the development of agricultural infrastructure in the areas where poverty was persisting as the key to reviving the rural area, increasing employment, and improving the standards of living. 	1990-2014
Rice-Based Farming System Training and Support Program for the ARMM	<ul style="list-style-type: none"> Although the ARMM had fertile land, the average rice yield was low compared to the national average. JICA had been providing technical cooperation to PhilRice since 1992, and this project can be viewed as the full deployment of technical cooperation in Mindanao. The “Medium-Term Plan” of the Philippine government (2001-2004) identified improving agricultural productivity and alleviating poverty as the key to modernizing agriculture. The project contributed to the “support package for peace and stability in Mindanao” of the Japanese government. Moreover, it was expected to benefit from the technical cooperation extended to PhilRice over the last 10 years. 	2005-2010
Rice-Based Farming Technology Extension Project for ARMM	<ul style="list-style-type: none"> The aim was to extend the achievements made in the predecessor “Rice-Based Farming System Training and Support Program for the ARMM,” and improve the agricultural technologies among the farmers. The “Medium-Term Plan” of the Philippine government (2011-2016) attempted to improve the productivity of rice, sugar, vegetable, and livestock production, which were the main sources of national income, and achieve a cost level which is internationally competitive. 	2012-2017
Mindanao Sustainable Agrarian and Agricultural Development Project (MINSAAD)	<ul style="list-style-type: none"> The Mindanao region, where approximately 40% of the agricultural reform area nationwide is concentrated, had heavily underinvested in agricultural infrastructure. The “Medium-Term Plan of the Philippine government” (2011-2016) aimed to support entrepreneurship among the beneficiaries of the agricultural reform and improve their profitability. The JICA’s policy on country assistance identified the “financial independence of the poor and the improvement of their living conditions” as a policy priority. The project was implemented to comply with this. 	2012-ongoing (to be completed in 2020)
Comprehensive Capacity Development Project for the Bangsamoro (CCDP)	<ul style="list-style-type: none"> In light of the results of agricultural projects, assistance for highland rice crop farming was planned in the surrounding area of Camp Abubakar, an MILF camp. One of the medium-term targets of the Japanese government’s assistance strategy for the Philippines was to provide continuous assistance for the stability and development of the region with the aim of establishing the new autonomous government after the peace agreement was signed. 	2013-2019
Harnessing Agribusiness Opportunities through Robust and Vibrant Entrepreneurship Supportive of Peaceful Transformation (HARVEST)	<ul style="list-style-type: none"> Effort was made to strengthen the capacities of entrepreneurs and companies, promote private sector investment, and expand the production of value-added agricultural products with the aim of improving agricultural productivity and generating jobs in the ARMM. The “Medium-Term Plan of the Philippine government” (2011-2016) identified promoting agribusiness and increasing the export of value-added agricultural products. The Bangsamoro Development Plan also identified the development of agriculture and fishery as one of the policy priorities. 	2017-ongoing (to be completed in 2022)
Preparatory Survey for Malitubog-	<ul style="list-style-type: none"> In light of the achievements made in the “Malitubog-Maridagao Irrigation Project I” as the predecessor, the National Irrigation Authority identified the ARMM including 	2017-2018

Maridagao Irrigation Project (Phase2)	Maguindanao province, and the Region XII including Cotabato province as the highest priority area for irrigation expansion.	
---------------------------------------	---	--

■ Farming Support

In preparation for commencing assistance to the ARMM based on the “Support Package for Peace and Stability in Mindanao of 2002”, JICA conducted a “comprehensive basic study” of the ARMM in five sectors,⁷⁰ including agriculture, in 2003. The study identified various confounding factors that inhibit agricultural development, such as the security issues in the ARMM, the lack of human and financial resources for the Department of Agriculture and Fishery in the ARMM government, a shortages of agricultural extension workers belonging to the Department and their inadequate capacity, and the lack of opportunity for farmers to acquire the updated agricultural technology and knowledge.

To address these challenges, the first “Senior Advisor on the ARMM Region”, who was dispatched to the ARMM in 2003, proposed the “Upland Rice-Based Farming Technology Transfer Program for Bangsamoro (URTP-B) (2005-2010),” a technical cooperation project aiming to improve farming techniques, based on the experience of JICA in assisting PhilRice in the three phases of technical cooperation since 1992.⁷¹ While the dispatching of Japanese experts to Mindanao was restricted due to the deteriorated security, an objective of the proposed project was to entrust the staff of the PhilRice Midsayap Office in Cotabato to train the extension workers of the Department of Agriculture and Fishery in the ARMM government, anticipating that they would transfer the farming techniques which they learned to the beneficiary farmers. Since this was the first technical cooperation project which was operated remotely in the ARMM, it also aimed to accumulate know-how and examine the effectiveness of training packages, structure, etc., to disseminate the outcomes of the project on a trial basis. Later on, the “Rice-Based Farming Technology Extension Project for ARMM (2012 – 2017)” was formulated based on the evidence of the project which lasted 5 years.

When it comes to the selection of target areas, the preceding project took into account security and accessibility since the peace process had stagnated. The subsequent project aimed to cover the poorer communities with limited access since the peace process had made progress.

Collaboration work between the various stakeholders in continuous support of farming technology extension led to building a working relationship between JICA, PhilRice and the Department of Agriculture and Fishery in the ARMM government, and accumulated the know-how and experience. These benefits were later utilized in the “Comprehensive Capacity Development Project for the Bangsamoro (CCDP) (2013-2019).” The “Upland Rice-Based Farming Technology Transfer Program for Bangsamoro (URTP-B),” a sub-project of the CCDP launched in 2017, was designed to “keep hope for peace alive” among

⁷⁰ The 5 sectors were agriculture, governance, public health, education, and water supply.

⁷¹ The projects were formulated in the 3 sectors of agriculture, governance, and public health, except the 2 sectors of education and water supply. It is because Australia had already launched the projects for education, and the ARMM government had had a limited authority over water supply.

those in the conflict-affected area when deliberation on the Bangsamoro Basic Law was stalled, and to extend farming support to the farmers in and around the MILF's Camp Abubakar. However, the "Comprehensive Capacity Development Project for the Bangsamoro (CCDP) (2013-2019)" also faced the need to balance between the BTC headed by the MILF leadership as the implementing agency of the project, and the ARMM government as the cooperation agency thereof. In light of this, JICA decided to assist community-based agricultural development, one of the reform agendas set out by then ARMM Governor Hataman. Thus, the "Livelihood Improvement for the Transformation of the Underserved Areas (LIFT-UP)" was launched in 2017 to support the capacity development of the personnel in the Department of Agriculture and Fishery in the ARMM government and the enhancement of livelihoods of the impoverished farmers by means of farming technology extension.

■ Assistance to Form the Agricultural Foundations to Promote Farming

In addition to assisting farming technology extension, JICA implemented projects to create the agricultural foundations to promote farming. In the aforementioned "Malitubog-Maridagao Irrigation, Phase I (1990-2014)" and the "Preparatory Study on the Malitubog-Maridagao Irrigation Project, Phase II (2017-2018)", JICA aided the stable supply of irrigation water, and subsequently implemented agricultural development projects to create a model of rural road development, agricultural finance, and so on as the security situation gradually improved after the Comprehensive Agreement was signed in 2014. The grant aid project, "Project for Capacity Building for Community Development in CAAM (Road) (2015-2017)," aimed to reconstruct the rural roads and improve access from the farm to the market. This was among the priority needs which were identified by the "Study for Socio-Economic Reconstruction and Development of Conflict-Affected Areas in Mindanao (SERD-CAAM) (2007-2009)," to be reviewed in detail in a later section. After the completion of the SERD-CAAM, other grant aid projects with the aim of reconstructing the rural roads were postponed due to the rapid deterioration of the security situation following armed conflict between the Philippine army and the MILF in connection with the Philippine Supreme Court's ruling on the unconstitutionality of MOA-AD.⁷² Yet, as the security situation recovered after the signing of the Comprehensive Agreement in 2014, the grand aid projects were formulated to reconstruct the rural roads and improve the access from the farm to the market.

The ODA loan project, "Project for Mindanao Sustainable Agrarian and Agricultural Development (MINSAAD) (2012-ongoing to be completed in 2020)," aimed to create a showcase model of agricultural development in Mindanao. It also aimed to partly extend the participatory approach adopted in the ODA loan project "ARMM Social Fund for Peace and Development Project (2003-2012)" to the settlements adjacent to the ARMM. In doing so, JICA worked together with the Department of Agrarian Reform in the Philippine government as the implementing agency, given that it had established branch offices at the

⁷² Another reason was to avoid competition with the World Bank, which had launched the grant aid, Mindanao Trust Fund.

municipal level and possessed a high level of executing capability to create a model of rural development projects to manage the rural roads and small-scale irrigation facilities in the poverty-stricken settlements and support the farm operations to improve the livelihoods of small holders. It also aimed to facilitate the incoming Bangsamoro autonomous government to “learn from peers” about rural development after peace was achieved in Mindanao. Furthermore, the ODA loan project, “Harnessing Agribusiness Opportunities through Robust and Vibrant Entrepreneurship Supportive of Peaceful Transformation (HARVEST) (2017-ongoing to be completed in 2022),” aimed to provide the necessary funds to SMEs and agricultural cooperatives for investing in agricultural production, equipment, and farm operation, improve financial access in the agricultural industry, and expand farming. This project was formulated based on the World Bank’s approach to JICA to collaborate given the successful implementation of the “ARMM Social Fund (2003-2012).” However, the World Bank withdrew from the project following the request of the Philippine government to half the amount of the loan due to the large risk in investing in Mindanao. This led JICA to be the sole financier of the HARVEST.

(2) Outcomes

The outcomes of JICA assistance for agricultural development are classified into the improvement of human and material forms of capital and financial access in the agricultural industry. Table 5-4 shows the main outcomes at the project level in the sector.

Table 5-4 Outcomes at Project Level in Economic Development (Agricultural Development)

Project name	Main outcomes	Period
Malitubog-Maridagao Irrigation Project I	<ul style="list-style-type: none"> It was confirmed that the project improved agricultural water supply in volume and stability, improved and increased traffic due to the construction of rural roads, and generated job opportunities. 	1990-2014
Rice-Based Farming System Training and Support Program for the ARMM	<ul style="list-style-type: none"> It was confirmed that, out of the 31 farming techniques taught to farmers in the rice-based farming training course, 95% or more of the farmers on average have adopted at least 3 rice-cultivation techniques or 1 or more vegetable-cultivation techniques. It was confirmed that the income of the farmers increased by 96% in rice and by 103% in vegetables. 	2005-2010
Mindanao Sustainable Agrarian and Agricultural Development Project (MINSAAD)	<ul style="list-style-type: none"> As of the end of May 2019, 265 subprojects were approved, of which 35 were completed, including the rubber processing plant in Banisilan, North Cotabato. Agricultural infrastructure (roads to markets, bridges, and irrigation facilities) and post-harvest processing facilities were constructed. 	2012-ongoing (to be completed in 2020)
Comprehensive Capacity Development Project for the Bangsamoro (CCDP)	<ul style="list-style-type: none"> The project improved the livelihood of the residents in remote communities who suffered from poor access to public services, given capacity building in the Department of Agriculture and Fishery of the ARMM government. The project conducted farming technology training in the Field Farmers Schools. The project conducted a social study in 6 towns comprising the MILF’s Camp Abubakar, prior to the launch of assistance for upland rice farming. 	2013-2019
Harnessing Agribusiness Opportunities	<ul style="list-style-type: none"> The project supported the large agribusiness enterprises, agriculture-related SMEs, agricultural cooperatives, etc. in providing a 2-step loan executed by the Land Bank of the Philippines. 	2017-ongoing (to be)

through Robust and Vibrant Entrepreneurship Supportive of Peaceful Transformation (HARVEST)	<ul style="list-style-type: none"> • The “Project for Promoting Agribusiness and Improving Access to Finance” was implemented to complement the HARVEST. It aimed to conduct training and monitoring to properly manage the land disputes, establish a consensus-building process, and improve evaluation capacity for land expropriation. • The project set out the financing guidelines, and conducted training for the Land Bank of the Philippines. 	completed in 2022)
---	---	--------------------

■ Expanding the Human Capital of Farmers and Rural Villages

The outcomes in support of agricultural development include the expansion of a human and material forms of capital of the farmers and rural villages, and the improvement of the agricultural industry in terms of their financial access. To expand human capital, support was provided to the “Rice-Based Farming System Training and Support Program for the ARMM (TCP4) (2005-2010)” and its successor project, “Rice-Based Farming Technology Extension Project for the ARMM (2012-2017).” This support aimed to improve the capacities and livelihoods of the beneficiary farmers through the diffusion of technology for planting and cultivating rice and vegetables which are suited to the soil and environment in Mindanao. The assistance of JICA in project planning and implementation and farming system training over the last ten years enabled PhilRice to indirectly transfer Japanese expertise to the farmers in Mindanao, and strengthen PhilRice in human resource and organizational capacity as spillover effects. While PhilRice experts trained the beneficiary farmers and agricultural extension workers who belonged to the Department of Agriculture and Fisheries in the ARMM government and the provincial government, they also assisted the agricultural extension workers in extending farming technology between the farmers, examining empirical results, demonstrating these at the rice farms, which were called Field Farmer’s Schools (a total of 171⁷³), and displaying the cultivation of vegetables and livestock at the general farm exhibition centers (a total of 49⁷⁴). To date, 596 agricultural extension workers⁷⁵ (a total of 934) and 7,958 farmers⁷⁶ have received training in this assistance for agricultural technology extension. As a result, the average agricultural production of each beneficiary household increased by approximately 20% to 30%, and average gross earnings from farming increased by 50% to 100%. In response, the beneficiary farmers have expressed great satisfaction with the project.⁷⁷

⁷³ 71 locations in the Rice-Based Farming System Training and Support Program, and 100 locations in the Rice-Based Farming Technology Extension Project

⁷⁴ 24 locations in the Rice-Based Farming System Training and Support Program, and 25 locations in the Rice-Based Farming Technology Extension Project

⁷⁵ 394 in the Rice-Based Farming System Training and Support Program, and 296 in the Rice-Based Farming Technology Extension Project

⁷⁶ 4,714 in the Rice-Based Farming System Training and Support Program, and 3,244 in the Rice-Based Farming Technology Extension Project

⁷⁷ JICA (2009b) Rice-Based Farming System Training and Support Program for the ARMM Terminal Report, Tokyo: JICA, JICA (2017b) Technical Cooperation Project 5 Terminal Report, Tokyo: JICA

Farming technology extension was incorporated into the “Comprehensive Capacity Development Project for the Bangsamoro (CCDP) (2013-2019).” It was extended to the “Upland Rice-Based Farming Technology Transfer Program for the Bangsamoro (URTP-B)” in Camp Abubakar, one of the main camps of the MILF, and its adjacent area, and the “Livelihood Improvement for the Transformation of Underserved Populations (LIFT-UP)” in the remote areas where the ARMM government had not delivered sufficient services. The “Upland Rice-Based Farming Technology Transfer Program for the Bangsamoro (URTP-B)” was the first technical cooperation project implemented in a former camp which the MILF maintains stronghold. Therefore, socioeconomic studies were conducted in the camps to prevent conflict prior to the project alongside the formulation of the Bangsamoro Development Plan. The project trained approximately 480 villagers at the Field Farmers Schools or general farm exhibition centers.⁷⁸ In turn, the “Livelihood Improvement for the Transformation of Underserved Populations (LIFT-UP)” trained approximately 930 officials and extension workers of the Department of Agriculture and Fisheries in the ARMM government in addition to the villagers. Lessons learned from training in the two projects contributed to increasing the annual yield of the beneficiary households by 50% on average. Many stakeholders cooperated with each other in implementing the projects, building a trusting relationship, expanding a network between the stakeholders and relevant organizations, and making a positive impact on peacebuilding⁷⁹ (See the section below on “Contributions to Peacebuilding”).

■ Expanding Material Capital

The JICA support also promoted the development of irrigation facilities, farm roads, and other rural infrastructure and investment in agriculture by the agricultural cooperatives. These efforts improved agricultural productivity. While agricultural productivity in the riverside area of Malitubog-Maridagao was inhibited by the lack of irrigation, the “Malitubog-Maridagao Irrigation Project I (1990-2014)” improved the irrigation rate from 31.6% to 41.7% in the target area (vis-à-vis 46.5% as the national average), enabling the consistent supply of agricultural water and expanding the crop acreage in the area. As a result of the project, rice production in the target area more than doubled, and the average gross earnings from farming per beneficiary farmer household were increased by approximately 80%.⁸⁰ As these major contributions to the improvement of agricultural productivity led to the second phase of the project, JICA conducted the “Preparatory Study for Malitubog-Maridagao Irrigation Project II (2017-2018).” At present, the Philippine government has undertaken the second phase of the project based on the preparatory study within its own budget due to the lower cost than the Japanese loan. As for support for these irrigation projects, it should be noted that the negative effects of the conflict, such as the “all-out war”

⁷⁸ In addition to training of farming, the Bangsamoro Islamic Armed Forces received lectures on the values of Islam from the BDA, and training of leadership and management from the Bangsamoro Leadership Management Institute. Therefore, JICA offered to the MILF soldiers comprehensive training to improve livelihoods and understand social values. Ochiai, N. (2019) *Peace and Development in Mindanao, Philippines*, Tokyo: Saiki Printing

⁷⁹ JICA (2019f) *CCDP Completion Report Internal Documents*, Manila: JICA

⁸⁰ JICA (2014c) *External Evaluation of Malitubog-Maridagao Irrigation Project I*, Tokyo: JICA

between the Philippine army and the MILF, and the difficulty of expropriation of land to construct irrigation facilities, which resulted in substantially increasing the budget, and extending the project compared to the initial plan. This undermined the efficiency of the project.⁸¹

The roughly 20 km of farm roads repaired under the “Project for Community Development in Conflict-Affected Areas in Mindanao (Roads) (2015-2018)” served as the “farm-to-market roads” and contributed to the regional economy and job creation that improved the incomes of local residents. Moreover, as this project was implemented in the conflict-affected areas, the BDA took the lead in coordinating local governments and residents, holding public hearings during the preparatory study to understand the target community. These efforts promoted cooperation between the local government and the residents in project implementation, and satisfied the residents with the project. Moreover, the ongoing “Mindanao Sustainable Agrarian and Agricultural Development Project (MINSAAD) (2012-ongoing to be completed in 2020)” has undertaken activities, among others, 1) procure machinery and equipment, and improve the institutional capacities of more than 250 civil society organizations, women’s groups, cooperatives, irrigation associations, and others in the areas adjacent to the ARMM, 2) promote agribusiness and supported infrastructure development, including the construction of rural roads and bridges, irrigation facilities, and post-harvest facilities, 3) support to execute 35 projects which were chosen from among the plans submitted by civic organizations to construct roads, bridges, and water supply facilities. This is envisioned to establish a model of rural development for the BTA in the future.

■ Improving Financial Access

Outcomes are also observed in improving financial access for the rural villages. The ongoing project, “Harnessing Agribusiness Opportunities through Robust and Vibrant Entrepreneurship Supportive of Peaceful Transformation (HARVEST) (2017-ongoing to be completed in 2022),” has implemented a two-step loan from the Land Bank of the Philippines to the agricultural industry (e.g. farmers, agricultural cooperatives, agribusinesses, etc.) and facilitated the latter to increase capital investment, secure the budget to run operations, acquire land and real estate, and so on. As the interest rate in the Philippines had been on the rise since the project commenced, the lending rate of 5.6% set by the HARVEST remained lower than the interest rate of 8% to 10% in the market. This made it possible for the project to start in a timely fashion and mostly benefit the recipients. Moreover, the “Agribusiness Promotion and Improvement of Access to Financing Project” has trained the personnel of the Land Bank of the Philippines to improve their lending capacities. As a result, the agricultural SMEs and cooperatives increased investment, drawing a model for rural development to improve the financial access in consideration of the complex land issues.

⁸¹ The planned project budget was 6.489 billion JPY (out of which 4.867 billion JPY was ODA loan). The executed project budget was 7.984 billion JPY (out of which 4.561 billion JPY was ODA loan). The scheduled implementation period was between 1990 and 1996. The actual implementation period was between 1990 and 2014. The project was suspended between 1993 and 1999.

(3) Sustainability

Sustainability was confirmed in support of JICA assistance for farming expansion. The “Rice-Based Farming System Training and Support Program for the ARMM (TCP4) (2005-2010)” and the “Rice-Based Farming Technology Extension Project for the ARMM (2012-2017)” expanded the project area as the fourth and fifth phases following the completion of the three phases of the technical cooperation projects in PhilRice supported by JICA from 1992. Also, the “Upland Rice-Based Farming Technology Transfer Program for the Bangsamoro (URTP-B)” as part of the “Comprehensive Capacity Development Project for the Bangsamoro (CCDP) (2013-2019)” and the “Livelihood Improvement for the Transformation of Underserved Populations (LIFT-UP)” led by the Department of Agriculture and Fisheries in the ARMM government were considered to be successors of the aforementioned “Rice-Based Farming Technology Extension Project for the ARMM (2012-2017)”, due to the application of the two projects in terms of implementation systems, timing, and technologies. Furthermore, the knowledge and lessons learned from the assistance for farming are also envisioned in the “Capacity Development Project for the Bangsamoro (CDPB),” the successor project, facilitating the BTA in formulating agricultural policies and improving livelihoods of farmers.

The sustainability of farming technology extension was also confirmed. The selection of appropriate technologies improved agricultural productivity, enabling the extension workers to disseminate them to and among the farmers. This has also promoted the localization of the transferred farming technologies, and enabled the extension workers and farmers to proactively extend the use of technologies after the completion of the project. Furthermore, the selection of highly versatile and easily transferable techniques also facilitated technological extension among the farmers. This improved the sustainability of farming technological extension, and the effectiveness of rectifying imbalance in the coverage of assistance within the project area. This improves the sustainability of transferring agriculture technique, as well as inequality between the regions.

(4) Contributions to Peacebuilding

Table 5-5 shows contributions to peacebuilding in the sector of agricultural development.

Table 5-5 Contributions to Peacebuilding at Project Level in Economic Development (Agricultural Development)

Project name	Main points related to contributions to peacebuilding	Period
Malitubog-Maridagao Irrigation Project I	<ul style="list-style-type: none"> It was confirmed that residents had a high level of satisfaction with the project and many former fighters recognized economic prospects in farming and returned to it. Former President Arroyo highly praised the project as a “showcase of peace and development in central Mindanao”. 	1990-2014
Rice-Based Farming System Training and Support Program for the ARMM	<ul style="list-style-type: none"> It was confirmed that the residents increased information exchange on farming technologies and production and improved their sense of unity and solidarity. Many cases were reported where the project assisted former soldiers in securing a means of living and returning to farming. 	2005-2010

Rice-Based Farming Technology Extension Project for ARMM	<ul style="list-style-type: none"> It was confirmed that the project increased the confidence and trust of the residents in the project area in the ARMM government. Moreover, the improved communication and cooperation among the farmers in solving communal problems contributed to social cohesion in the community. 	2012-2017
Mindanao Sustainable Agrarian and Agricultural Development Project (MINSAAD)	<ul style="list-style-type: none"> The project facilitated interaction among the armed groups, who could not receive government support, or refused to do so due to the lack of trust, and the government, which could not easily access the conflict-affected area due to security concerns, and contributed to peacebuilding in the region. 	2012-ongoing
Comprehensive Capacity Development Project for the Bangsamoro (CCDP)	<ul style="list-style-type: none"> The assistance for highland rice crop enabled the MILF members, who lost the opportunity to learn knowledge and skills as a result of conflict, to improve their livelihoods and well-being, and contributed to normalization. 	2013-2019

■ Spillover Effects on the Contributions to Peacebuilding in Working Together between the Stakeholders and Implementing Agencies

The JICA's assistance enhanced the momentum for peace in building a trusting relationship and personal networks as the projects urged the stakeholders and implementing agencies to work together. For example, the collaborative work required to extend agricultural technology encouraged the farmers to mutually understand, and contributed to social cohesion. The training and group work on farming technology, and the collective operation and management of seeds and seedlings in the "Rice-Based Farming System Training and Support Program for the ARMM (TCP4) (2005-2010)," promoted mutual understanding among the villagers and transcended ethnic and religious divisions between them. This enabled the trainees to take the lead in organizing themselves. After the completion of the program, the villagers in Buntong in Lanao del Sur, for example, engaged in collective shipping of organic agricultural products, and the villagers in Bongao in Tawi-Tawi promoted the formation of cooperatives and led the Department of Agriculture in the Philippine government to officially register the cooperatives.⁸²

Cooperation between the farmers and the implementing agencies in the projects deepened mutual understanding between the farmers and the government, and improved farmers' trust in the government. For example, the activities of agricultural extension workers in the "Rice-Based Farming Technology Extension Project for the ARMM (2012-2017)" improved farmers' confidence and trust in the ARMM government. Previously, in many cases, a farmers' relationship was central to local ties and blood relatives; however, they were gradually extended after they worked with PhilRice, the Department of Agriculture and Fisheries in the ARMM government, and the provincial government, and consulted farming technology with agricultural extension workers and government officials. Moreover, the supplementary measures of the Philippine government for technical assistance and budget support for JICA's projects have also improved farmers' trust in the government. In the "Malitubog-Maridagao Irrigation Project I (1990-2014)," the Philippine National Irrigation Agency, as the implementing agency,

⁸² JICA (2009b) Rice-Based Farming System Training and Support Program for the ARMM Terminal Report, Tokyo: JICA

provided the beneficiary farmers with the facilities to improve livelihoods, including irrigation pumps and water buffalo, and the Office of the President provided the irrigation associations with equipment and machinery, including tractors, tillers, spreaders, and so on. These supplementary measures enhanced farmers' appreciation of the Philippine government as they acknowledge support from the government.⁸³

Also, the cooperation of various agencies in project implementation contributed to the improvement of relations among agencies with different interests. For example, as the "Upland Rice-Based Farming Technology Transfer Program for the Bangsamoro (URTP-B)" was implemented in an MILF camp and its surrounding area, collaboration was required among the experts and extension workers who belonged to PhilRice and the Department of Agriculture and Fisheries in the ARMM government as the implementing agencies on the one side, and the MILF commander who controlled the Camp Abubakar and the BDA which mobilized soldiers and villagers in the surrounding area on the other. Although the agencies in the government and the MILF were reluctant to collaborate in the beginning, JICA acted as an intermediary between the two parties based on the trusting relationship that JICA had cultivated in assistance for Mindanao, including the conflict-affected area, for years, and enabled this. As a result, the implementation of the project established networks among the relevant agencies, improved their relationships, and enhanced the trust of the MILF soldiers in the Philippine government.⁸⁴

It is worth noting that a socioeconomic survey was conducted in implementing the project in the MILF camp and its surrounding area. However, the MILF initially declined to allow external surveyors to undertake the survey. In response to this, JICA selected approximately 30 surveyors recommended by the MILF, asked the Japanese experts to train them on the survey methods, and undertook the survey in a politically and militarily sensitive situation. As these surveyors were mostly associated with the Bangsamoro Islamic Armed Forces, the military wing of the MILF, they were selected through a screening process based on certain criteria in an accountable and transparent manner. This measure ensured the safety and security of relevant stakeholders. Furthermore, in place of the Japanese experts, the local staff members, who were familiar with the local circumstances, were often dispatched to the conflict-affected area in order to regularly monitor the projects after their safety was ensured. The continuous engagement of these local staff members in the projects strengthened their implementation capacity and local networks, making it possible for JICA to operate the projects remotely, and thus contributing to peacebuilding.

⁸³ JICA (2014c) External Evaluation of Malitubog-Maridagao Irrigation Project I, Tokyo: JICA, JICA (2017b) Technical Cooperation Project 5 Terminal Report, Tokyo: JICA

⁸⁴ JICA (2019f) CCDP Completion Report Internal Documents, Manila: JICA, Ochiai, N. (2019) Peace and Development in Mindanao, Philippines, Tokyo: Saiki Printing

5.1.3 Economic Development (Industrial Development)

(1) Planning and Approaches

Assistance for industrial development consists of the projects to identify the outstanding products that will contribute to the local economy and industry in the ARMM, and those to introduce and establish a cluster approach⁸⁵ to the respective value chains of the identified products. Table 5-6 summarizes the planning and approaches of the main projects in this sector.

Table 5-6 Planning and Approaches at Project Level in Economic Development (Industrial Development)

Project name	Planning and approaches (focusing on the background and the main related policies)	Period
Development Study on Promotion of Local Industry in ARMM	<ul style="list-style-type: none"> • In ARMM, although 51% of the gross products in the region depended on the primary industry, most of the population comprised small-scale farmers. • The economic development strategy of the “Medium-Term Plan” of the ARMM government (2011-2016) set targets including improving the capacities of SMEs and cooperatives and developing the Halal industry. 	2010-2012
Dispatch of Advisor on Business Development Services	<ul style="list-style-type: none"> • The “Development Study on Promotion of Local Industry in ARMM” implemented by JICA identified the low business development capacities in agribusiness in the ARMM as the key challenge. • The “Medium-Term Plan” of the ARMM government (2011-2016) promoted strengthening the capacities of agribusiness, SMEs, and cooperatives. 	2012-2013
Dispatch of Advisor on Agribusiness Development	<ul style="list-style-type: none"> • The “Development Study on Promotion of Local Industry in ARMM” implemented by JICA identified the outstanding products in the region and set out an action plan to promote them. • The “Medium-Term Plan” of the ARMM government (2011-2016) identified the development of agriculture and fishery resources as a policy priority. 	2012-2013
Comprehensive Capacity Development Project for the Bangsamoro (CCDP)	<ul style="list-style-type: none"> • The project planned to introduce a cluster approach to promoting the outstanding products identified in the “Development Study on Promotion of Local Industry in ARMM,” with reference to the same approach adopted in Davao. • One of the medium-term targets in the Japanese government’s assistance strategy for the Philippines was to provide continuous assistance aimed at the establishment of the new autonomous government after the peace agreement. 	2013-2019

⁸⁵ The cluster approach indicates that a group (cluster) of individuals and/or agencies, rather than a single individual and/or agency, engage in the activities to enhance the effects based on mutual partnership. In Mindanao, a cluster was formed in each value chain of prioritized products to assemble the relevant stakeholders (e.g. producers and brokers) and their supporting agencies (e.g. governmental and research institutions).

■ Assistance for Selecting Outstanding Products

To promote industrial development, JICA launched technical cooperation projects following the Development Study. As was the case with the aforementioned assistance for infrastructure development, JICA's assistance to the ARMM government began in 2003, training the officers of the Department of Trade and Industry in the ARMM government on industrial promotion, which was part of the priority agenda of the ARMM government. It then organized a Technical Working Group (TWG hereinafter) which consisted mostly of those who completed training in the Philippines, some of whom were even invited to attend training in Japan to learn how to formulate policies for industrial promotion. The "Development Study on Promotion of Local Industry in ARMM (2010-2012)" was formulated during the course of these activities because, as was the case with the infrastructure development projects, the resumption of conflict made it necessary to conduct a development study first to draw a blueprint for future assistance. It was the first large-scale development study to be conducted in the ARMM for industrial promotion, and included an objective to assess the actual state of the industry. Based on the results of the study, JICA decided to formulate action plans for industrial promotion, dispatching to the Department of Trade and Industry in the ARMM government the two Japanese experts, the "Short-term Advisor for Agribusiness Development in ARMM (2012-2013)" and the "Short-term Advisor for Business Development Services in ARMM (2012-2013)." The former aimed mainly to improve the cultivation, processing, and distribution of the agricultural products identified by the local industry study while the latter aimed primarily to develop promising farm products at the municipal level with reference to the so-called "one village one product" strategy. Both experts conducted training for the ARMM government officials and subsequently facilitated the formulation of action plans.

■ Assistance for Cluster Approach

Following the "Study on Promotion of Local Industry," the "Industry Cluster Capacity Enhancement Project (AICCEP)" was implemented as a sub-project of the "Comprehensive Capacity Development Project for the Bangsamoro (CCDP) (2013-2019)." The AICCEP aimed to apply the cluster approach, which was an outcome of the "Davao Industry Cluster Capacity Enhancement Project (DICCEP) (2007-2010)," to the promotion of 6 outstanding products⁸⁶ in the ARMM. The cluster approach of the DICCEP was disseminated nationwide in the successor "National Industry Cluster Capacity Enhancement Project (NICCEP) (2012-2015)" by the Department of Trade and Industry of the Philippine government as the implementing agency. In this regard, the AICCEP can be considered part of the NICCEP. In the AICCEP, a cluster was formed for each product, and an action plan was prepared in workshops and training and carried out for each cluster. When the AICCEP came to a close in 2017, JICA invited a total of 17 trainees, who represented the 6 clusters, the ARMM government, the Chamber of Commerce and Industry, universities, NGOs, the MILF, the BDA, and so on, to Japan to learn how the industry, government, and

⁸⁶ Seaweed from Tawi-Tawi, rubber from Basilan, coffee from Sulu, coconuts and palm oil from Maguindanao, and hemp from Lanao.

academia collaborate, how they can revitalize the industries of agriculture, fisheries, and livestock, and how they can establish a comprehensive process from production and processing to logistics and sales. The trainees then drafted a 5-year action plan for each cluster. Subsequently, the “ARMM Market-driven Local Industry Promotion (MD-LIP) ,” the subsequent project of the AICCEP, aimed to carry out these action plans and interlink the respective clusters with the market.

(2) Outcomes

The outcomes of assistance for industrial development are classified into the identification of outstanding products and the establishment of cluster approach. Table 5-7 shows the main outcomes of assistance for industrial development.

Table 5-7 Outcomes at Project Level in Economic Development (Industrial Development)

Project name	Main outcomes	Period
Development Study on Promotion of Local Industry in ARMM	<ul style="list-style-type: none"> Action plans were provided for the related ministries of the ARMM government including the Department of Trade and Industry and the Ministry of Agriculture and Fisheries. 	2010-2012
Dispatch of Advisor on Business Development Services	<ul style="list-style-type: none"> Training on business development support, etc. was conducted for related organizations of the ARMM government including the Department of Trade. In addition, target goods and regions for the promotion of local industry were identified. 	2012-2013
Dispatch of Advisor on Agribusiness Development	<ul style="list-style-type: none"> Training on agribusiness promotion was provided to agribusiness-related organizations such as the Ministry of Agriculture and Fisheries of the ARMM government. In addition, target goods and regions for technical cooperation projects to revitalize industry clusters were identified, and a strategy was formulated for promotion of the target goods. 	2012-2013
Comprehensive Capacity Development Project for the Bangsamoro (CCDP)	<ul style="list-style-type: none"> A cluster approach was introduced in Davao for the outstanding products identified in the local industry survey, and a regional industry cluster capacity enhancement project was implemented. As a result, the planned activities were conducted through workshops for six clusters. From 2017, the Market Driven Local Industry Promotion project was implemented to link the clusters to the market. 	2013-2019

■ Identifying Outstanding Products

Support for industrial development led to the identification of the outstanding products in the surveys of agricultural products, and the establishment of the value chains for the identified products. First, the “Development Study on Promotion of Local Industry in ARMM (2010-2012)” analyzed the present state of agriculture (e.g. hemp, cacao, cassava, coconuts, coffee, and mangosteen), fisheries (e.g. seaweed, abalone, grouper, mud crab, tilapia, and milkfish), and animal production (e.g. beef, goat meat, and chicken) in the ARMM. This analysis enabled JICA to present action plans to promote the local industry and reinvigorate the regional economy to the relevant government agencies of the ARMM, including the

Department of Trade and Industry, that of Agriculture and Fisheries, and that of Regional Investment. The execution of the action plans aimed to promote the outstanding products identified in the study. Furthermore, the Halal certification system, which the ARMM government highly regarded, was also introduced on a trial basis. Subsequently, the short-term experts, who were dispatched from Japan (the “Advisor on Agribusiness Development to the ARMM (2012-2013),” and the “Advisor on Business Development Services to the ARMM (2012-2013)”), trained the producers’ associations and the key officials of the ARMM to promote the identified products. After the trainees set out the activity plans, the local consultants facilitated their implementation.

■ Establishing the Value Chains in the Cluster Approach

The “ARMM Industry Cluster Capacity Enhancement Project (AICCEP)” and “ARMM Market-Driven Local Industry Promotion (MD-LIP)” were implemented as two of the sub-projects of the technical cooperation project, “Comprehensive Capacity Development Project for the Bangsamoro (CCDP) (2013-2019),” in response to the results of the local industry surveys. While the AICCEP formed clusters for the identified six outstanding products,⁸⁷ the MD-LIP promoted the establishment of value chains to connect the clusters to the market. The continuous support in these two sub-projects led to a series of workshops and training in the six clusters, and interlinked the producers, brokers, private companies, industrial associations, government agencies, universities, research institutes, and others, who acted separately in the past, to work together and thus enabled them to engage in discussion about a wide range of issues including the production, processing, and marketing of agricultural products. These efforts led to the following outcomes for the producers and relevant organizations.

The outcomes for the producers included the formation of cooperatives which enabled the producers in each cluster to launch on social media, including SNS, and exchange idea and opinions to overcome a broad range of challenges from production to processing and marketing faced by the respective clusters. For example, although the producers had acted individually or in small groups in the past, they were assembled under the cluster to organize large groups of producers (9,000 producers in the six clusters in total). This enabled the producers to directly negotiate with the buyers in the market without the intermediary brokers. As a result, in the seaweed cluster, for example, the wholesale price of seaweed products was increased substantially from 16-18 pesos per kilogram to 60-70 pesos per kilogram. Also, in the coffee cluster, the producers were able to directly negotiate with the major distributors.

The outcomes for the relevant organizations included the improvement of inter-governmental collaboration among the relevant agencies that separately engaged in industrial development activities in the past. For example, for coffee development, there was no intergovernmental collaboration among the relevant organizations. The Department of Trade Industry of the ARMM government was in charge of local industry development, the Department of Farming and Fisheries of the ARMM government was

⁸⁷ Seaweed from Tawi-Tawi, rubber from Basilan, coffee from Sulu, coconuts and palm oil from Maguindanao, and hemp from Lanao.

responsible for the extension of seed and cultivation technology, and the Philippine Coffee Board, a central government agency, was in charge of coffee development. The cluster assembled all these organizations, in addition to the research institutes and stakeholders from the market in some cases, to the workshops and requested that they share their knowledge and experiences. For coconut development, when the cluster called on the governmental agencies for advice, the Philippine Coconut Authority, a central government agency, offered seeds, and the Department of Agriculture in the Philippine government granted machinery, creating synergy to support the producers. In light of this, the cluster approach was largely effective in establishing the value chains.

(3) Sustainability

Sustainability was confirmed in the sector of industrial development. After the “Development Study on Promotion of Local Industry in ARMM (2010-2012)” identified the outstanding products in the ARMM, the short-term experts were dispatched to provide assistance in establishing the value chains for each product in the sub-projects of the CCDP (2013-2019). The clusters were formed for each product, and then market strategies were executed for each cluster. In the meantime, as deliberation on the Bangsamoro Basic Law was stalled, the transition to the Bangsamoro government became unclear. Yet, JICA expanded the scope of support from the ARMM government to the Philippine government, private organizations, research institutions, and other organizations and groups, which would largely remain intact. This measure enabled JICA to continue to support the establishment of institutional foundations for industrial development and its sustainability while the future of the ARMM government became increasingly unclear. Moreover, this policy led JICA to strengthen collaboration between the government agencies and the private organizations for industrial promotion, and promote the cluster approach to producing the outcomes. Furthermore, the “National Industry Cluster Capacity Enhancement Project (2012-2015),” which had been implemented concurrently, added synergy to the cluster approach which had been expanded nationwide, facilitating both inter-governmental collaboration (between the Departments of Trade and Industry in the Philippine and the ARMM governments) and intra-governmental collaboration (between the Department of Trade and Industry and of Agriculture and Fisheries and that of others in the ARMM government) to broadly apply the cluster approach. These efforts contributed to expanding institutional networks and strengthening the institutional capacities of the Department of Trade and Industry in the ARMM government.

In turn, although the ARMM government limited the budget for the “ARMM Market-Driven Local Industry Promotion (MD-LIP),” the BTA approved the budget for the cluster approach. This enabled JICA to consider continuous assistance as part of the “Capacity Development Project for the Bangsamoro (CDPB)” on the request of the BTA.

However, challenges remain in extending farming technology and supporting industrial development in the “Capacity Development Project for the Bangsamoro (CDPB).” The sustainability of the project likely depends on factors such as the availability of human resources, budget, and policies of the BTA, the relationships between the BTA and the central and local governments, the progress of transition from the ARMM government to the BTA, and the political and economic circumstances. Also, the sustainability

would depend on not only the willingness of farmers, producers, and other stakeholders, but also the investment environment.

(4) Contributions to Peacebuilding

Moreover, agricultural development has encouraged the former MILF and MNLF soldiers to turn to farming or improve their livelihoods from farming, because they either directly benefited from the projects or observed the improvement of farmers' livelihoods as a result of the projects. For example, many of the discharged MNLF soldiers reportedly returned to farming in the SZOPAD and elsewhere as a result of the "Rice-Based Farming System Training and Support Program for the ARMM (TCP4) (2005-2010)." Similarly, many of the discharged MILF soldiers did so mainly in the Camp Abubakar and its surrounding area due to the "Comprehensive Capacity Development Project for the Bangsamoro (CCDP) (2013-2019)."⁸⁸ Effort is made to model this for the expansion of support to other MILF camps in the "Capacity Development Project for the Bangsamoro (CDPB)," the successor of the CCDP. Furthermore, with a view that the expansion of irrigated areas in the "Malitubog-Maridagao Irrigation Project I (1990-2014)" encouraged as many as 200 soldiers to take up farming, then President Arroyo praised the project as "a showcase of peace and development in central Mindanao."⁸⁹

The improvement of livelihoods resulting from local industrial development has also demonstrated potential effectiveness in support of normalization. Commander Bravo, a member of the BTA assembly, who is known as a hardliner of the MILF attempted to learn from the know-how of establishing the value chains for agricultural products and improving livelihoods in the cluster approach on a trial basis at the camp in Lanao del Norte which he controlled, with an eye on the outcomes that he observed in the "ARMM Market-Driven Local Industry Promotion (MD-LIP)" as part of the "Comprehensive Capacity Development Project for the Bangsamoro (CCDP) (2013-2019)." This indicates likelihood of extending the cluster approach to other areas, and applying this to normalization and improvement of livelihoods in connection with industrial development.

⁸⁸ JICA (2019f) CCDP Completion Report Internal Documents, Manila: JICA

⁸⁹ JICA (2014c) External Evaluation of Malitubog-Maridagao Irrigation Project I, Tokyo: JICA

5.1.4 Enhancing Good Governance

(1) Planning and Approaches

The consistent continuity and relevance of planning and approaches in the area of governance were confirmed through support for the governance of the ARMM government and the BDA and support for the transition to the Bangsamoro government. Table 5-8 shows the planning and approaches of the main projects in terms of assistance for enhancing good governance.

Table 5-8 Planning and Approaches at Project Level in Enhancing Good Governance

Project name	Planning and approaches (focusing on the background and the main related policies)	Period
Dispatch of Regional Senior Advisor	<ul style="list-style-type: none"> The ARMM government, which had not received other assistance and cooperation, faced the challenge of weak administrative capacity. The “support package for peace and stability in Mindanao” of the Japanese government identified “assistance for policy formulation and implementation” as the key focus area. 	2003-2013
ARMM Human Resource Development Project	<ul style="list-style-type: none"> The ARMM government needed to improve the administrative capacities of government officials and develop the systems and institutions related to fiscal policy and human resource management in a comprehensive and prompt manner. 	2004-2007
Strengthening the Health Delivery System in the ARMM	<ul style="list-style-type: none"> JICA has cooperated with the Japanese NGOs to strengthen the capacities of public health and medical service officials in the Philippines, offering training in Japan, including “promotion for participatory comprehensive health administration,” and in-country training in the Philippines, including “promotion for comprehensive participatory health administration and activities.” The project is in line with the “support package for peace and stability in Mindanao” based on the achievements of the training. 	2004-2008
Project on ARMM Human Capacity Development	<ul style="list-style-type: none"> After the completion of the “ARMM Human Resource Development Project,” the ARMM government faced the challenge of improving the capacities of mid-level staff and the practical and technical skills in the specific areas. 	2008-2013
Comprehensive Capacity Development Project for the Bangsamoro (CCDP)	<ul style="list-style-type: none"> There was a need for human resource development, the strengthening of capacity for service delivery, the establishment of institutional and organizational structures, and the formulation of development plans, in order to achieve the transition to the new autonomous government based on the Bangsamoro Framework Agreement. While the ARMM government promoted public administration reform, it was assumed that the ARMM government would be an important source of human resources for the new autonomous government. According to JICA's country analysis paper, one of the medium-term targets was to provide continuous assistance for stability and development in the region with the aim of establishing the new autonomous government. 	2013-2019
Hiroshima Peacebuilding Human Resource Development Project for the	<ul style="list-style-type: none"> The project aimed to improve the capacities of competent youths to be potential employees in the new Bangsamoro autonomous government. The project complied with the policy of the Philippine government to support the process of transition to the new autonomous government. 	2014-2016

Bangsamoro Government in Mindanao		
Hiroshima Peacebuilding Human Resource Enhancement Project for the Bangsamoro Government	<ul style="list-style-type: none"> The project aimed to enhance the capacities of competent youths to be potential employees in the new Bangsamoro autonomous government in view of the output of the predecessor project, "Hiroshima Peacebuilding Human Resource Development Project for the Bangsamoro Government in Mindanao." 	2015-2018

■ Cohesive Assistance for Governance in the ARMM Government

JICA's assistance for governance commenced following the decision made at a meeting between then President Arroyo and Prime Minister Koizumi in 2002 to dispatch the Japanese experts to the ARMM government. In light of the decision, the following year, JICA conducted a "comprehensive basic study" of the ARMM in the areas of governance, agriculture, public health, education, and water. Although JICA did not have clear policies toward the ARMM government at the time, the purposes of the "Dispatch of Regional Senior Advisors to the ARMM (2003-2013)" included building and enhancing Japan's relationships with the ARMM government, discovering and forming development projects, and seeking collaboration with other projects being implemented outside Mindanao. The "Senior Advisors" used the comprehensive study to make proposals about the formulation of technical cooperation projects in the areas of governance, agriculture, and public health, but excepting those of education, where Australia had already provided support, as well as water, where decentralization to the local government and irrigation associations was underway.

In the meantime, the "ARMM Human Resource Development Project (2004-2007)" was launched in the area of governance. As other donors had directly provided services to the public through NGOs and the like, JICA recognized the need for comprehensive human capacity development of the ARMM government in the medium and long term to address the lack of administrative capacity which had inhibited reconstruction and development. Thus, the project contracted the Asian Institute of Management to train the officials from the middle to the senior levels in the ARMM government. The project became the first attempt to offer large-scale, long-term assistance for human resource development to the ARMM government employees. JICA viewed the project as comprehensively building the capacity of officials in the ARMM government, mobilizing them to other respective projects for community development, and aligning the relevant departments in a single framework. Moreover, while the Japanese experts were prohibited from entering these areas due to the security concerns, JICA effectively combined the issue-based and country-specific technical training in Japan with the in-country training in the Philippines in order to enhance the executive capacity of the ARMM government. The ARMM government expressed a high degree of satisfaction with the training of government officials in the project, and its desire to continue.

The successor project, "ARMM Human Capacity Development (2008-2013)," thus aimed to build the capacity of the mid-level officials in three areas as follows; 1) administrative control (e.g. formulating the ARMM organic law and implementation rules and regulations, and developing a human resource

information system), 2) infrastructure development, and 3) economic development. These 3 areas were selected from the 5 policy priorities set out by the ARMM government (i.e. economic development, infrastructure development, administrative control, peace and order, and social development), given the JICA's rolling plan for the projects vis-à-vis other donors to avoid duplication of external assistance, and the assessment of the training offered in the final year of the "ARMM Human Resource Development Project." Also, this successor project aimed to build capacity of the mid-level officials as counterparts in the two upcoming studies for development planning, - "Infrastructure Development Plan for the ARMM" and "Development Study on Promotion of Local Industry in ARMM."

The project for "Strengthening the Health Delivery System in the ARMM (2004-2008)," which aimed to strengthen governance in the area of public health based on the aforementioned comprehensive basic study, was launched relatively soon after JICA commenced assistance for enhancing good governance. JICA had implemented the "Participatory Comprehensive Health Administration Promotion Training" and the "Local Domestic Training" with the aim of building capacities of regional health administrators and addressing how to effectively use planning methods to promote public participation, in cooperation with the Japanese NGOs since 1998. Yet, due to the lack of experience in support of the public health administration in Mindanao, JICA approached the Asia Health Institute (AHI), a Japanese NGO, to implement the project. AHI had supported health care at the community level in Mindanao and established a network with the Davao Medical School Foundation Institute of Primary Health Care. Thus, JICA attempted to effectively use the knowledge, experience, and network possessed by AHI, in order to support improving the capacities of health-care workers and health administrators, who belonged to the local and provincial governments in Mindanao, and to promote a participatory approach to comprehensive health administration.

■ Support for Governance in the BDA to Envision the Peace Agreement

With a view to an upcoming peace agreement between the Philippine government and the MILF, JICA implemented the "Study for Socio-Economic Reconstruction and Development of Conflict-Affected Areas in Mindanao (SERD-CAAM) (2007-2009)" in the conflict-affected areas, including the areas under MILF control, from 2007 onwards. The study aimed to formulate a socioeconomic development plan for reconstruction and development, and implement the pilot projects for reconstruction in response to the urgent needs faced by the residents. Subsequently, in light of the evidence and lessons learned from the study, the technical cooperation project, "Project for Capacity Building for Community Development in Conflict-Affected Areas in Mindanao (CD-CAAM) (2012-2016)" commenced (see the next section, "Community Development" in detail). The project aimed to enhance the capacities of the BDA given a consensus between the MILF and the Philippine government. It is because the BDA would be transformed into the development agency of the newly established autonomous government after the peace agreement was signed. Thus, focus was given to enhancing the comprehensive capacities of the BDA, not only to implement and operate the community development projects through the pilot projects, but also to create mechanisms in an efficient and effective approach to community development. After

the project was launched, in view of the progress made in the Framework Agreement in October 2012 and the Comprehensive Agreement in March 2014, focus was shifted to support governance in the BDA toward the establishment of the new Bangsamoro autonomous government (planned in 2016 at the time).

■ Support for the Transition to Envision the Bangsamoro Autonomous Government

In October 2012, the Framework Agreement was signed, and the BTC was established with an aim of formulating the draft Bangsamoro Basic Law. It was assumed that, after this basic law was approved, the ARMM government would be dissolved and replaced with the new Bangsamoro autonomous government in 2016. In light of this, in July 2013, JICA launched the “Comprehensive Capacity Development Project for the Bangsamoro (CCDP) (2013-2019)” to comprehensively support the transition process towards the Bangsamoro autonomous government.

The CCDP was composed of two components: CCDP-B with the BTC as the implementing agency, and CCDP-A with the ARMM government as the implementing agency. It is because the BTA was responsible for coordination for socioeconomic development, regarding the implementing agency on the Philippine side, the initial proposal was made to allow the Philippine government (OPAPP) and the BTC to co-chair the joint coordinating committee, and the BTC and the ARMM government to establish the coordinating committees and lead their sub-projects, respectively. Yet, since this proposal was rejected by the both parties, the approach was taken, based on the agreement with the Philippine government, to implement the project in two completely separate components before the establishment of the Bangsamoro autonomous government (including the BTA): the CCDP-B with the BTC, and the CCDP-A with the ARMM government. Regarding the formulation of the Bangsamoro Development Plan, the BDA became the implementing agency. This indicates that, echoing the peace process, JICA's cohesive support for governance and capacity development in the ARMM government and BDA led to the formulation and implementation of the CCDP.

In the CCDP-B sub-project for enhancing good governance, support was provided for establishing a database for human resource mapping⁹⁰ and for drafting the Bangsamoro Basic Law and consulting on this with the public with the aim of preparing governance in the transition to the Bangsamoro autonomous government. In turn, in the CCDP-A sub-project, support was provided for 5S (sort, set in order, shine, standardize, and sustain)⁹¹ and other management training for the senior officials in the ARMM government and for establishing a human resource information system⁹² to strengthen human resources

⁹⁰ The human resource mapping is a database of human resources with the aim to facilitate the new Bangsamoro autonomous government to employ the new personnel.

⁹¹ 5S is an abbreviation of “sort, set in order, shine, standardize, and sustain,” a five-point methodology to improve the work environments, and a symbol of the movement to continuously improve the quality of work.

⁹² A personnel database system for ARMM government employees.

and institutions in the ARMM and local governments. During the second half of the project, the delay of approval for the BBL impelled JICA to revise the project components and coordinate with the stakeholders in order to implement the “Local Government Budget Capacity Improvement Support (REAL)” with the aim to support the local government which would be free from the impact of whether the new autonomous government was established.

The rationale for continuous support to the ARMM government was as follows. Firstly, as the ARMM government was the legal entity until the new autonomous government was established, it was required to effectively deliver public goods and service. Secondly, when the new autonomous government was established, it was anticipated that the new government would succeed the organizational structure, system, and employees of the ARMM government to some degree. Therefore, the new autonomous government would require the organizational foundation before it was established.⁹³ Indeed, as the ARMM government was dissolved and replaced with the BTA which was newly established after the public approval for the BOL in the referendum in 2019, the BTA became the implementing agency of both the CCDP-B and CCDP-A.

After the peace agreement, support was extended to exploring and training competent youths in the ARMM to be possible candidates for employment in the new Bangsamoro autonomous government. This support was provided in the “Hiroshima Peacebuilding Human Resource Development Project for the Bangsamoro Government in Mindanao (2014-2016),” and its successor project, “Hiroshima Peacebuilding Human Resource Enhancement Project for the Bangsamoro Government (2015-2018).” Both projects came to fruition upon the participation of Hiroshima Prefecture and Hiroshima University, which had set up local offices in the Philippines and established human networks. Since these projects encouraged youths in their 20s with a certain level of education to apply for, and engage with, the new autonomous government, they seemed to be supplementary to other JICA projects to support building the capacity of the civil service at the management level. Special attention was then paid to the fair and transparent selection of the trainees on the basis of merit, as well as careful consideration of ethnic, religious, and regional diversity among not only the applicants but also the members of the selection committee.

(2) Outcomes

Continuous support for the ARMM government in governance and for the BDA in service delivery for community development have each generated a number of outputs, contributing to the transition to the

⁹³ They include support for the promotion of 5S and the human resource information system in the Cabinet Secretariat in the ARMM government, support for the local government, support for the road database (DRIMS) of the Department of Public Works and Highways, support for private organizations in the cluster approach of the Department of Trade and Industry, and other support under the CCDP-A sub-projects. All of these supports for the systems and procedures were aimed to improve the institutional base of the new Bangsamoro autonomous government.

Bangsamoro autonomous government and the establishment of the BTA. Table 5-9 shows outcomes of the main projects in enhancing good governance.

Table 5-9 Outcomes at the Project Level in Enhancing Good Governance

Project name	Main outcomes	Period
Dispatch of Regional Senior Advisor	<ul style="list-style-type: none"> • The Senior Advisor made effort to formulate the projects based on the “comprehensive basic study” of the ARMM, which was implemented under the supervision of JICA’s Philippine office in 2002. • The Senior Advisor took the lead in planning and implementing civil service training and improving service delivery in the ARMM government. • Furthermore, the Senior Advisor also supported the formulation of the “Medium-Term Development Plan” (2011-2016), the “Public Works Investment Plan” (2011-2016), and the “Administrative Code” (2011) in the ARMM government. 	2003-2012
ARMM Human Resource Development Project	<ul style="list-style-type: none"> • The project achieved the key purpose of training the executives and administrators on the basic theory of public administration. • The participants in the training course were highly satisfied with the training courses, familiarizing themselves with the basic theory of public administration, and improving their awareness as civil servants. 	2004-2007
Strengthening the Health Delivery System in the ARMM	<ul style="list-style-type: none"> • The project trained the health administrators and granted appropriate medical care equipment to the health facilities. This resulted in the creation of regional health activity plans. 	2004-2008
Project on ARMM Human Capacity Development	<ul style="list-style-type: none"> • The project supported the drafting of the ARMM administrative code, and introducing a human resource information system in the area of administrative control. • The project improved the technical capacity of officials in the Department of Public Works and Highways of the ARMM government in managing infrastructure projects in the area of infrastructure development. • The project selected goat production as key to promoting the Halal industry, and provided business and technical support to farmers in the area of economic development. 	2008-2013
Comprehensive Capacity Development Project for the Bangsamoro (CCDP)	<ul style="list-style-type: none"> • The project assisted the drafting of the Bangsamoro Basic Law and socializing the draft. • The project also assisted creating a human resource database (human resource mapping) to serve the Bangsamoro autonomous government in employing the personnel. • The project undertook a follow-up measure for the human resource information system created in the above precedent project and promoted 5S across the ARMM government. • The project supported capacity development in 5 municipalities. As a result, 3 municipalities were acclaimed as outstanding municipalities by the Philippine government (the Department of the Interior and Local Government). • The project established a road database and trained personnel in the Department of Public Works and Highways of the ARMM government. • The project also supported the creation of the Bangsamoro Development Plan. Focus was given to formulating the plans in 5 sectors (i.e. shipping and transportation infrastructure, agribusiness, agriculture and fisheries, energy, and disaster risk reduction). 	2013-2019
Hiroshima Peacebuilding Human Resource Development	<ul style="list-style-type: none"> • The exam results in the training indicate that the trainees learned knowledge and specialized skills required for the public administration. 	2014-2016

Project for the Bangsamoro Government in Mindanao	<ul style="list-style-type: none"> • Moreover, some of the trainees, who belonged to the ARMM Police and the immigration section in the Department of Justice of the ARMM government, were promoted after the training. 	
Hiroshima Peacebuilding Human Resource Enhancement Project for the Bangsamoro Government	<ul style="list-style-type: none"> • The total number of trainees, including those in the predecessor project, reached 66, contributing to establishing a network of those supporting the new autonomous government. • The trainees have proactively established alumni networks and undertaken workshops from time to time. 	2015-2018

■ Continuous Support for Good Governance in the ARMM Government and Visible Results of the Outcomes

One of the outcomes of JICA's assistance for enhancing good governance was the proactive provision of opportunities to the ARMM government to undertake administrative reform via its own effort during the projects. From a relatively early stage in the history of support for Mindanao, JICA looked beyond immediate needs, recognizing the need for good governance in the ARMM government, and strengthened a relationship with the ARMM government for continuous support for good governance. This is indicated by JICA's effort to develop human resources for the ARMM government, beginning with the "Dispatch of Regional Senior Advisors to the ARMM (2003-2013)." When the first senior advisor was dispatched, JICA was the only donor that directly supported the ARMM government. Initially, the senior advisors travelled between the ARMM Manila and Cotabato offices, contributing to formulating the projects for the ARMM government in the areas of governance, agriculture, roads, and industrial development, based on the "comprehensive basic study" of the ARMM conducted in 2003. A total of 4 senior advisors were dispatched over 10 years. They were instrumental to setting the course for JICA's assistance for Mindanao and expanding it thereafter, and played a key role in enhancing good governance in the ARMM government.

Specific outcomes of enhancing good governance in the ARMM government were as follows. Prior to launching support for the ARMM government in 2002, JICA invited 18 executive officers in the ARMM government to Japan and showed them the state and situations of local governance in Japan in attempt to build a good relationship with the ARMM government and explore the competent personnel. Thereafter, many of those who had participated in a series of technical training course in Japan occupied the key positions in the ARMM government and took the lead in JICA-supported projects. Thus far, more than 100 middle and senior officials in the ARMM government participated in technical training in Japan.

Next, JICA contracted the Asian Institute of Management (AIM) and the Development Academy of the Philippines in Manila to train the middle and senior officials in the ARMM government in the "ARMM Human Resource Development Project (2004-2007)" and the "Project on ARMM Human Capacity Development (2008-2013)." In the "ARMM Human Resource Development Project," the Japanese experts, whom JICA contracted, trained more than 300 officials in the two-week training courses, which were conducted three times per year for the participants from the different levels and capacities, including secretaries, undersecretaries, and other officials. The executive training for the secretaries and

undersecretaries was completed in the first and second years of the project. In the third and subsequent years, focus was given to the training of the mid-level personnel. The topics of the training were in line with the policy priorities set by the ARMM government. During the training, the trainees were asked to analyze the policy issues. After the training, they were asked to participate in the TWGs which were arranged by policy priority, leading this follow-up measure to formulate the new projects, as well as contributing to establishing personal networks in the Cabinet Secretariat, the Department of Public Works and Highways (DPWH), and that of Trade and Industry in the ARMM government.

The outcomes were observed in the respective departments of the ARMM government. In the Cabinet Secretariat, for example, the TWG proposed to draft the administrative code and introduce a human resource information system, and JICA supported to make these proposals a reality. The technical training in Japan was also linked with these efforts made by the TWGs.⁹⁴ Although then Governor Ampatuan (2005-2009) intervened to temporarily suspend these initiatives for administrative reform (see Challenges in the ARMM government in the later section, “Inhibiting Factors”), his successor, then Governor Adiong (2009-2010) introduced a human resource information system and approved the ARMM administrative code in 2010 after more than 10 years pending following the Final Peace Agreement in 1996.⁹⁵ Accordingly, these measures were instrumental to limiting political intervention in public administration and establishing human resource management.⁹⁶ Furthermore, they led to clarifying the scope of work of each department, facilitating the “Development Study on Promotion of Local Industry in ARMM” and the “Study on Infrastructure (Road Network) Development Plan for the ARMM,” which contributed to setting out a master plan for roads in the ARMM (see the previous section, “Economic Development”). The technical training was also conducted in Japan prior to the “Road Network Development Study” and the “Development Study on Promotion of Local Industry in ARMM” in an effort to enhance the capacities of participants and generate synergy between training in Japan and the Philippines. These reform initiatives led to the administrative and procurement system reforms under then Governor Hataman (2010-2019), the successor of Governor Adiong. The high ranking officials, whom these governors appointed, generated the outcomes of these reforms.⁹⁷

As follow-up measures for the administrative reform, the Development Academy of the Philippines conducted training on public procurement, personnel evaluation, 5S, document control, and so on for

⁹⁴ Technical Training in Japan was conducted in the ARMM Human Resource Development Project in response to the needs of the ARMM government, focusing specifically on the administrative laws in response to requests of the Cabinet Secretariat, and infrastructure development and industrial development in response to the requests of the Department of Public Works and Highways and the Department of Trade and Industry.

⁹⁵ The activities of the TWG in the Cabinet Secretariat were suspended in two years due to the intervention of then Governor Ampatuan, who had learned the details of the administrative reforms. The ARMM administrative code was finally approved by the ARMM Regional Legislative Council in support of then Chief Secretary Shinarinbo, who was appointed by then Governor Adiong, the successor of Governor Ampatuan.

⁹⁶ The system revealed the “padding” officials (listing far more officials in the payroll system than the actual numbers)

⁹⁷ They include Chief Secretary Shinarinbo under the Adiong administration, and Chief Secretary Aramia, Secretary Sadain in the Department of Public Works and Highways, Undersecretary Mastura in the Department of Trade and Industry under the Hataman administration.

518 managerial officials in the ARMM government in the “Comprehensive Capacity Development Project for the Bangsamoro (CCDP).” The promotion of 5S across the ARMM government under then Governor Hataman resulted in the payment of special bonuses to the employees of the ARMM government according to the regulation of the Philippine government (the Civil Service Commission) in 2015.⁹⁸ Furthermore, the ARMM government earned ISO 90001 certification from 2016 to 2018, and was awarded as having good practice by the Philippine National Quality Assurance Commission in 2018. These outcomes enabled the ARMM government to hand over the revised human resource information system to the new BTA, and contributed to understanding the progress of personnel employment in transition to the BTA.⁹⁹

In the “Comprehensive Capacity Development Project for the Bangsamoro (CCDP) (2013-2019),” support was provided to 5 municipalities to improve their tax collection capacity. The Department of Finance of the Philippine government and the Development Academy of the Philippines trained the mayors, council members, and administrators of the target municipalities (e.g. on revenue law, and revenue improvement planning), and supported the municipalities to create a revenue map (a list of revenue items), streamlining the redundant process and procedure in business registration following the training. These initiatives led to improving service delivery in the target municipalities, and substantially increasing their revenues. As a result, in 2018, 3 of the target municipalities were acknowledged by the Philippine government as outstanding local government.¹⁰⁰ The JICA's continuous support for good governance became the foundation that enabled JICA to generate the outcomes in assistance for Mindanao.

■ Improving the BDA's Capacity for Service Delivery

Following the announcement of the “Japan-Bangsamoro Initiatives for Reconstruction and Development (J-BIRD)” in 2006, JICA has supported reconstruction and development in the conflict-affected area with the BDA for more than 10 years. Upon the launch of support in the conflict-affected area in 2006, JICA invited approximately 30 stakeholders in the BDA to Japan for training on community development and peacebuilding to build a good relationship and explore competent personnel in the BDA, as JICA similarly did to the ARMM government. So far, more than 60 stakeholders in the BDA have participated in technical training in Japan, and many of them played leading roles in the JICA projects in the conflict-affected area. Subsequently, JICA implemented the “Study for Socio-Economic Reconstruction and Development of Conflict-Affected Areas in Mindanao (SERD-CAAM) (2007-2009)” with the aim of formulating a reconstruction and development plan for the conflict-affected area, producing barangay profiles, and implementing the pilot projects for emergency reconstruction. In light of the outcomes of the study, in the

⁹⁸ This was commendation under the Philippine government management system. <http://www.csc.gov.ph/2014-02-21-08-16-56/2014-02-21-08-17-24/2014-02-28-06-36-47.html>

⁹⁹ JICA (2019f) CCDP Completion Report Internal Documents, Manila: JICA

¹⁰⁰ JICA (2019f) CCDP Completion Report Internal Documents, Manila: JICA

“Project for Capacity Building for Community Development in Conflict-Affected Areas in Mindanao (CD-CAAM) (2012-2016),” support was provided to the BDA to enhance its capacity for the planning and implementation of community development projects. The CD-CAAM undertook the pilot projects in 3 municipalities in the provinces of Maguindanao, Lanao del Norte, and Tawi-Tawi, in cooperation between its central office in Cotabato and its regional offices. While the BDA's central office had authority to establish regional offices, employ personnel, supervise operations, and coordinate with other donors stationed in Cotabato, the regional offices worked with the local government and civil society organizations, playing the leading role in project operation and coordination with the stakeholders. The baseline and endline surveys of the CD-CAAM confirmed that the BDA improved its capacity to comprehensively manage the projects and boosted confidence in cooperation between the central and regional offices.¹⁰¹

The “Strengthening the Health Delivery System in the ARMM (2004-2008)” granted medical equipment to 16 municipalities, as well as training the health administrators and medical personnel in the provincial government and municipalities, and supported the formulation of action plans for community health care, effectively using the network established by the Asian Health Institute, a Japanese NGO. While 14 health administrators in the provincial government participated in technical training in Japan, 157 medical personnel in the municipalities participated in the training in the Philippines conducted by the Davao Medical School Foundation Institute of Primary Health Care in collaboration with the Asian Health Institute. Accordingly, service delivery in the health sector was reportedly improved given that action plans were formulated in 13 barangays, the community health facilities were certified, the regional health councils undertook monthly meetings, the provincial government started paying subsidies to the health workers at the barangay level, and so on.¹⁰²

Under the “Comprehensive Capacity Development Project for the Bangsamoro (CCDP) (2013-2019),” the BDA played a central role in formulating the Bangsamoro Development Plan (i.e. BDP1: the Transition Phase Development Plan (2015-2016) and BDP2: the Medium-Term and Long-Term Plan (2016-2022 and beyond)). During the second half of the project, as part of the effort to promote the implementation of the Bangsamoro Development Plan, training was undertaken to enhance the capacities of the BDA for project formulation and implementation in order to strengthen a relationship between the BDA and MinDA, NEDA, universities, and other entities engaging in the development of Mindanao. This led to the formulation of a grant aid project and a preparatory survey. Among the 24 priority areas identified in the Bangsamoro Development Plan, the grant aid projects, “Project for Improvement of Equipment for Power Distribution in Bangsamoro Area” and “Preparatory Survey for Road Network Development Project in CAMM,” were implemented to improve the power grid and the road network respectively.

¹⁰¹ JICA (2016a) Project for Capacity Building for Community Development in Conflict-Affected Areas in Mindanao Final Report, Tokyo: JICA

¹⁰² JICA (2007b) Strengthening the Health Delivery System in the ARMM, Final Report, Tokyo: JICA

■ Preparation to Establish the New Bangsamoro Autonomous Government

In light of the Framework Agreement of 2012, JICA supported preparing the establishment of the new Bangsamoro autonomous government. In the “Comprehensive Capacity Development Project for the Bangsamoro (CCDP) (2013-2019),” JICA held various seminars and workshops for the members of the BTC, which was tasked to draft the Bangsamoro Basic Law, in order to support it in drafting the Bangsamoro Basic Law, and also undertook technical training in Japan in the three areas of regional administration, election law, and human capacity development, in order to support improving the drafting capacity of the BTC. Moreover, the project coordinated with the Facility for Advisory Support for Transition Capacities (FASTRAC), a joint program of the World Bank and the UNDP, to hold public hearings about the Bangsamoro Basic Law across the communities in the ARMM, summarize the opinions of nearly 3,000 participants, and submit the synthesized report to the BTC. As a result, the BTC was able to submit the draft Bangsamoro Basic Law to the Philippine Congress.¹⁰³

JICA also supported the establishment of a human resource database (i.e. maps of human resources) which aimed to enable the Bangsamoro autonomous government to explore and employ new staff members. JICA formulated a database plan and used it to contract with the local NGOs to hold public hearings on human resource management in the new autonomous government in the conflict-affected area under the MILF's control, and register applicants in the system. As a result, JICA handed over a database containing the data of more than 5,000 skilled people to the BTC.¹⁰⁴ Furthermore, JICA offered technical cooperation to design the institutions and organizational structures of the Bangsamoro autonomous government (the BTA until 2022) based on the request from the Transition Coordination Committee which was established between the OPAPP and the MILF. As the ARMM government needed more than 10 years to establish the administrative code after its inception, it failed to legally set out an organizational framework during that time. This constrained the ARMM government from clearly stipulating the scope of work of each department, and holding the delivery of public goods and services accountable as it had envisioned. Reflecting on this, JICA supported designing the organizational and institutional structures of each department and office in the new government in view of the authorities to be delegated to the Bangsamoro autonomous government. The organizational system in view of the transferred authorities will facilitate the Bangsamoro autonomous government to stipulate its organic laws in a timely manner, and will likely contribute to establishing efficient and effective governance in the new autonomous government.¹⁰⁵

¹⁰³ JICA (2016a) Project for Capacity Building for Community Development in Conflict-Affected Areas in Mindanao Final Report, Tokyo: JICA. Note that donor support was mainly provided for the first draft. The first draft was not approved because the peace process had stalled due to the impact of Mamapasano Incident in 2015 and the like. Thus, the second draft was submitted to the Duterte administration, and was approved as the Bangsamoro Organic Law in July 2018. The second draft was revised based on the first draft.

¹⁰⁴ JICA (2016a) Project for Capacity Building for Community Development in Conflict-Affected Areas in Mindanao Final Report, Tokyo: JICA

¹⁰⁵ Preparations underway for transition from ARMM to BARMM, <https://peace.gov.ph/2018/11/preparations-underway-for->

In the “Hiroshima Peacebuilding Human Resource Development Project for the Bangsamoro Government (2014-2016),” and its successor project, “Hiroshima Peacebuilding Human Resource Enhancement Project for the Bangsamoro Government (2015-2018),” JICA contracted Hiroshima University to conduct six training sessions on regional administration during four weeks in Hiroshima with support from the Hiroshima prefectural government, and trained a total of 66 youths. Hiroshima University and the Hiroshima prefectural government used their own local networks and collaborated with the BTC to select the participants across Mindanao in a fair and equitable manner following an open call for applications. The participants who belong to various ethnic groups in Mindanao used the resources and knowledge possessed by Hiroshima University and the Hiroshima prefectural government, and learned the theory and practice of peacebuilding and local governance. It was confirmed that the trainees created a sense of unity and solidarity that transcended differences in place of birth and ethnic group during training in Japan. Those who completed training established their personal networks, proactively holding alumni meetings and undertaking workshops. The BTC and BDA noted these effects of training, and planned to employ the alumni for the Bangsamoro autonomous government.¹⁰⁶

(3) Sustainability

The sustainability of assistance for enhancing good governance was confirmed given that the relevant projects have been continuously implemented in the ARMM government since 2003. The main reasons are as follows. Continuous support for the ARMM government led to the seamless implementation of training for government employees through the governance projects from the “ARMM Human Resource Development Project (2004-2007)” to the “Project on ARMM Human Capacity Development (2008-2013),” as well as the development studies which were commenced in light of the positive effects of the governance projects including the “Study on Infrastructure (Road Network) Development Plan for the ARMM (2008-2009)” and the “Development Study on Promotion of Local Industry in ARMM (2010-2012).” During that time, JICA became the only donor which continued providing support for human capacity development to the ARMM government, even under the then authoritarian Ampatuan administration (2005-2009), which led other donors to withdraw support from the ARMM government. JICA’s continuous support enabled administrative reform in the ARMM government under then Governor Adiong (2009-2010) and Governor Hataman (2010-2019), likely contributing to the improvement of various administrative services.

Since the Framework Agreement of 2012, JICA has supported the establishment and strengthening of the institutional foundations for the upcoming Bangsamoro autonomous government given the dissolution and replacement of the ARMM government in the future. The Bangsamoro autonomous government was expected to employ the skilled people in the ARMM government and utilize the systems and know-how which had been established to date as the foundation of the new government. Indeed, the BTA has attempted to utilize the human resource mapping, the human resource information system, the

transition-from-armm-to-barmm/ (December 12, 2019)

¹⁰⁶ JICA (2018b) Hiroshima Peacebuilding Human Resource Development Project for the Bangsamoro Government Evaluation Report Internal Documents, Tokyo: JICA

institutional design proposed for the Bangsamoro autonomous government, which were supported in the “Comprehensive Capacity Development Project for the Bangsamoro (CCDP) (2013-2019).” At present, under the “Capacity Development Project for the Bangsamoro (CDPB),” the successor project to the CCDP, efforts have been made to ensure the sustainability of JICA’s assistance for enhancing good governance in Mindanao over the past 15 years and more, setting out a goal of the project to enhance the administrative and managerial capacity of the BTA.

Regarding the sustainability of capacity development of the BDA, many former counterparts have been active as cabinet members and executives in the BTA. This indicates that the BTA duly took over the skilled personnel and their networks which the JICA projects had supported. Also, the BDA has supported many competent people in the past development projects, and greatly contributed to economic development and capacity improvement in Bangsamoro society overall. Support for the drafting of the Bangsamoro Development Plan following the Framework Agreement led to the “Preparatory Survey for Road Network Development Project in CAMM (2017-2018)” and the “Project for Improvement of Equipment for Power Distribution in Bangsamoro (2018-ongoing).” This chain of support likely played a role in supporting the peace process through development despite the stagnated deliberation on the Bangsamoro Basic Law in the Philippine Congress.

However, a successor project has not been formulated to the “Strengthening the Health Delivery System in the ARMM (2004-2008).” A reason for this was the advanced decentralization in the health sector in the Philippines, which has transferred much of the administrative authority to the provincial and local governments, and limited the administrative scope of work of the Department of Health in the ARMM government in this regard.

At the community level, support has been provided for human capacity development and organizational strengthening of the local government and BDA in the following projects, the “ARMM Social Fund (2003-2012),” the “Study for Socio-Economic Reconstruction and Development of Conflict-Affected Areas in Mindanao (SERD-CAAM) (2008-2009),” and the “Project for Capacity Building for Community Development in Conflict-Affected Areas in Mindanao (CD-CAAM) (2012-2016)” (see the “Community Development” section below for detail). The continuous support for governance at the government and community levels in Mindanao has enabled the ARMM government, local government, and BDA to improve their capacity for service delivery, likely contributing to the restoration of public trust in the government and its systems.

(4) Contributions to Peacebuilding

While the Japanese government was the first donor to directly engage with the ARMM government, which had suffered from insufficient support from the international community, JICA continued support to uphold good governance, highlighting human resource development, institutional development, and capacity building for service delivery. These efforts were instrumental in building peace in Mindanao. In particular, support to the BDA and the BTC, which had a deep relationship with the MILF, played a role in maintaining and increasing the momentum towards peace despite a slow pace of peace process. For instance, support for the drafting of the BBL promoted to establish the law, as well as enabled the BTC,

as the drafting agency, and the public to interact and engage with each other during public hearings, and to increase the momentum towards peace at the community level. Although the “Comprehensive Capacity Development Project for the Bangsamoro (CCDP) (2013-2019)” implemented two separate components under the ARMM government and the BTC before the establishment of the new autonomous government, these components were ultimately integrated under the BTA. Furthermore, the process of formulating the Bangsamoro Development Plan in which the BDA expanded networks between the relevant stakeholders.

In the meantime, the stalled deliberation on the Bangsamoro Basic Law in the Philippines Congress made the transition to the Bangsamoro autonomous government increasingly unclear. However, JICA revised the project implementation plan of the CCDP to accommodate the circumstances, limiting the political impact and supporting the local government and private agencies, which would remain after the Bangsamoro autonomous government was set up, and implemented the “Local Government Budget Capacity Improvement Support (REAL)” and the “ARMM Market-Driven Local Industry Promotion (MD-LIP).” The JICA’s flexible response to the complex peace process became the foundation of peacebuilding given its contribution to regional stability.

5.1.5 Community Development

(1) Planning and Approaches

Support for community development was extended from the area governed by the ARMM government to the other conflict-affected areas in response to the “Support Package for Peace and Stability in Mindanao” in 2002, the “Japan-Bangsamoro Initiatives for Reconstruction and Development (J-BIRD)” in 2006, the Comprehensive Agreement in 2014, and other elements in relation to the peace process. It played a key role in supporting the transition to the Bangsamoro autonomous government. Given that support for community development accommodated the stalled peace process during that time, relevance in planning and approaches was confirmed. Table 5-10 shows planning and approaches in assistance for community development.

Table 5-10 Planning and Approaches at Project Level in Community Development

Project name	Planning and approaches (focusing on the background and the main related policies)	Period
ARMM Social Fund	<ul style="list-style-type: none"> • In order to promote economic development and improve the standard of living of the residents on Mindanao island, particularly in the southwest region, it was necessary to break a vicious circle from deterioration in security and stagnation in the economic activities to decreases in income, persistent poverty, and further deterioration in security. • The Medium-Term Plan of the Arroyo administration (2001-2004) identified the rule of law and development in Mindanao as a key challenge. 	2003-2012

Study for Socio-Economic Reconstruction and Development of Conflict-Affected Areas in Mindanao (SERD-CAAM)	<ul style="list-style-type: none"> • The long-term armed conflict led to a serious shortage of basic social services in the conflict-affected area. • The BDA was established as the organization responsible for reconstruction, development, and humanitarian activities in the conflict-affected area. It became increasingly necessary to strengthen the capacities of the BDA. • The Japanese government commenced support for reconstruction and development in accordance with the “Japan-Bangsamoro Initiatives for Reconstruction and Development (J-BIRD)” in 2006. 	2007-2009
Project for Capacity Building for Community Development in Conflict-Affected Areas in Mindanao (CD-CAAM)	<ul style="list-style-type: none"> • In the SERD-CAAM, it became clear that the BDA lacked the capacity for community development. Moreover, it was necessary to create a framework for inclusive community development in cooperation between the BDA and municipalities, and the participation of the residents in promoting sustainable community development. • The OPAPP set out a reconstruction and development framework for the conflict-affected area with the aim of reducing poverty in the region. • The Japanese government pursued peacebuilding and development in the conflict-affected area of Mindanao according to the J-BIRD. 	2012-2016
Comprehensive Capacity Development Project for the Bangsamoro (CCDP)	<ul style="list-style-type: none"> • A need was recognized to increase the momentum for peace in the community development projects in light of the signing of the Comprehensive Agreement. 	2013-2019

■ Approaches highlighting the Communities

The need for community-level development in Mindanao was recognized due to the prevailing dissatisfaction of the public with being left behind in development even after the final peace agreement between the Philippine government and the MNLF in 1996. In light of the “Support Package for Peace and Stability in Mindanao” in 2002, JBIC (now JICA) implemented the ODA loan project, “ARMM Social Fund (2003-2012),”¹⁰⁷ co-financed with the World Bank and CIDA, mainly targeting the communities in the area governed by the ARMM government.¹⁰⁸ The project aimed to contribute to poverty reduction and peacebuilding by providing basic social services and promoting the regional economy. The adopted approach was the community-driven development (CDD) method by which the residents take the lead in selecting small-scale infrastructure development projects for education, medical care facilities, waterworks, roads, and other areas, and engage in tasks from project planning to implementation and maintenance.

After the completion of the project, the “Mindanao Sustainable Agrarian and Agricultural Development Project (MINSAAD) (2012-ongoing to be completed in 2020)” was implemented, applying some elements of the CDD approach to the settlements adjacent to the ARMM where poverty was rampant. The project strove to develop small-scale infrastructure and mobilize residents in a participatory approach in partnership with the Department of Agrarian Reform of the Philippine government as the implementing

¹⁰⁷ The project referred to the Karahi Project (2003-2010), which the World Bank concurrently implemented in other areas (see the attached “Other Donors” the World Bank).

¹⁰⁸ Areas in the ARMM other than the conflict-affected area

agency. It aimed to create sample cases where poor communities engage in agrarian reform in the adjacent areas to the ARMM in similar geographical conditions, and to enable the upcoming Bangsamoro autonomous government to learn from these cases of reform when peace is achieved and the new autonomous government is ready to fully deploy the projects for agricultural development.

■ Delivery of the “Peace Dividend” that Generates Immediate Effect in the Conflict-Affected Area

Support for community development was initially provided in the area governed by the ARMM government, yet subsequently extended to the conflict-affected area that the MILF controlled in light of the “Japan-Bangsamoro Initiatives for Reconstruction and Development (J-BIRD)” in 2006. This measure balanced the beneficiaries in terms of geographic areas and persons, and enabled JICA to begin with support to reduce poverty and address inequality across the communities in the conflict-affected area where development was largely lagging behind. However, during the course of the project, the Japanese experts were mostly prohibited from entering the conflict-affected area due to security reasons. In view of this, in July 2006, JICA invited approximately 30 stakeholders from the BDA as the cooperation agency for community development and peacebuilding to Japan for training (see the previous section, “Enhancing Good Governance”). Subsequently, JICA commenced the urgent development study in 2007, in collaboration with the socio-economic development expert who had been dispatched to the IMT in December 2006.

The urgent development “Study for Socio-Economic Reconstruction and Development of Conflict-Affected Areas in Mindanao (SERD-CAAM) (2007-2009)” aimed to analyze the sociopolitical situations (i.e. creating barangay profiles in all barangays and conducting the detailed needs surveys in the selected barangays in the conflict-affected area) and creating a development plan for socioeconomic reconstruction based on the analysis. It intended to collect information additional to the joint needs assessment conducted by the World Bank and other donors in 2005, and set out a development plan. It also intended undertake the Quick Impact Projects (QIP hereinafter) based on the detailed needs surveys to deliver peace dividends that would be immediately effective. Thus, the study enabled JICA to envision and specify how to implement support in the conflict-affected area thereafter.

In light of the outcomes and lessons from the urgent development study, JICA conducted the “Project for Capacity Building for Community Development in Conflict-Affected Areas in Mindanao (CD-CAAM) (2012-2016).” In addition to supporting small-scale infrastructure development as the past projects did (e.g. SERD-CAAM, the ARMM Social Fund, the World Bank Mindanao Trust Fund), the project aimed to, among other things, 1) improve livelihoods (in agriculture, fisheries, animal production), 2) enhance collaboration and build trust between the BDA and the local government in the community development projects, 3) consolidate the comprehensive capacity of the BDA in managing and operating projects for community development given that the BDA would be transformed into the development agency of the Bangsamoro autonomous government in the future, and 4) create a mechanism for planning and implementing community development.

The CD-CAAM adopted the method of employing the pilot projects to empirically examine effectiveness in the mechanism of community development and expand them based on the result thereafter. During the planning stage of the project, an attempt was made to formulate the successor projects to explore

both technical cooperation and grant aid in order to respond to the detailed needs identified in the urgent development study.¹⁰⁹ However, no grant aid project was elaborated upon in this regard. This is because the peace process stagnated after the completion of the urgent development study, the grant aid scheme required the Japanese experts to lead the project while the travel restrictions were imposed for security reasons, and other donors had undertaken the similar projects. Indeed, in 2009, after the completion of the urgent development study, the access of the Japanese consultants to the conflict-affected area was curtailed due to the deteriorated security situation on the ground. Moreover, the World Bank commenced a grant aid project with the BDA under the Mindanao Trust Fund. Eventually, as conflict gradually came to an end following the Comprehensive Peace Agreement in 2014, the decision was made to implement the grant aid project, “Project for Community Development in Conflict-Affected Areas in Mindanao (Roads) (2015-2017)” to support community development.

■ Community Development in Assistance for the Transition to the Bangsamoro Autonomous Government

After the Framework Agreement in October 2012, JICA launched the “Comprehensive Capacity Development Project for the Bangsamoro (CCDP) (2013-2019)” to comprehensively support the process of transition to the Bangsamoro autonomous government. Immediately after the Comprehensive Agreement was signed in March 2014, then MILF Chairperson Murad requested JICA to implement the QIPs to generate immediate effect with the aim of showing a visible impact of “peace dividends” on the community residents. Thanks to the commitment of then JICA President Tanaka, the QIPs were launched for small-scale infrastructure development in April 2014.¹¹⁰ This decision is considered to be timely given that many conflict-affected communities raised their expectations for peace and its tangible result in the future.

However, as the peace process stalled again from 2015 onwards, JICA added two sub-projects to the CCDP in order to maintain the “expectations for the future” in the community. One was the “Upland Rice-Based Farming Technology Transfer Program for the Bangsamoro (URTP-B)” in Camp Abubakar and its surrounding communities.¹¹¹ The camp and its surrounding communities were had suffered from the lack of development due to many years of conflict. Thus, the provision of services to the area was expected to contribute to reducing poverty, addressing inequality in the most impoverished area of Mindanao, and even normalizing the former MILF camps. The project became the first attempt for the

¹⁰⁹ JICA (2009d) Preparatory Survey Report on the Project for Community Development in Conflict-Affected Areas of Mindanao, Tokyo: JICA

¹¹⁰ Since the QIPs had not been budgeted for implementation, they explored the so-called “discretionary expenses” of the JICA president. This indicates the deep involvement and leadership of then President Tanaka in support for Mindanao.

¹¹¹ One of the six MILF camps mentioned in the peace agreement. The “surrounding communities” included two barangays from each of six towns: Matanog, Buldon, and Barira in Maguindanao, and Kapatagan, Marogong, and Balabagan in Lanao del Sur. As 40 households were selected from each barangay, a total of 480 households were supported.

donors to implement community development in a former MILF camp. Therefore, prior to the project, the CCDP undertook a socio-economic survey in the camp and its surrounding communities alongside an economic survey for the Bangsamoro Development Plan.¹¹² The survey required careful coordination with the BTC and Bangsamoro Islamic Armed Forces (BIAF), the armed wing of the MILF, in collecting information in the former military camp, which was an extremely sensitive matter, while support for normalization became increasingly important. In turn, the other was the “Livelihood Improvement for the Transformation of Underserved Populations (LIFT-UP).” Community-based agricultural development was one of the five reform agenda set by then ARMM Governor Hataman, and was expected to reduce poverty and address inequality in the area where public goods and services had hardly reached while the peace process repeatedly stagnated in the uncertain political environment.

(2) Outcomes

Well-balanced initiatives for community development, implementing the projects in areas governed by the ARMM government and those affected by conflict, enabled the “peace dividends” to be broadly sown out to the communities. The process which highlighted inclusion and involvement of local residents led to the creation of a societal sense of unity and solidarity at the community level, and enhancement of the capacities of implementing agencies, including the local government, the ARMM government, and the BDA. It is confirmed that the balance between the readily applicable “peace dividends” and capacity-building initiatives contributed to increasing a momentum towards peace at the community level and nurtured social cohesion. Table 5-11 shows main outcomes in the sector.

Table 5-11 Outcomes at Project Level in Community Development

Project name	Main outcomes	Period
ARMM Social Fund	<ul style="list-style-type: none"> The analysis of household surveys reveals improvements in many areas, including the state of incomes, expenditures, and roads; access to markets and educational and health facilities (reducing travelling time); and the greater usage of wells, water supply systems, and toilets. 	2003-2012
Study for Socio-Economic Reconstruction and Development of Conflict-Affected Areas in Mindanao (SERD-CAAM)	<ul style="list-style-type: none"> JICA established relationships with the MILF, BDA, and local residents in conducting surveys in all of the approximately 3,500 barangays in the conflict-affected area. The QIPs led to the construction of 11 facilities including expanded classrooms, health centers and solar dryer facilities. The OSAs led to the undertaking of a total of 23 projects, including providing power generators, constructing public toilets, improving day-care centers, and providing rice-polishing machines. 	2007-2009

¹¹² This measure was taken alongside when the Bangsamoro Development Plan was set out in 2015. This was based on the socio-economic surveys in the main MILF camps. It was aimed to improve the well-being of the soldiers and encourage them to reintegrate into the community in order to transform the camps into the “peaceful and productive communities.”

Project for Capacity Building for Community Development in Conflict-Affected Areas in Mindanao (CD-CAAM)	<ul style="list-style-type: none"> • To a certain extent, the BDA enhanced individual and institutional capacities to implement and manage the community development projects in collaboration with the Japanese experts in the pilot projects. • Lesson learned from the processes, important points, and other aspects of each of the activities in the project were incorporated into the “Community Development Guidelines” as the “CD-CAAM model.” 	2012-2016
Comprehensive Capacity Development Project for the Bangsamoro (CCDP)	<ul style="list-style-type: none"> • The QIPs were implemented in 20 locations immediately after the Comprehensive Agreement in 2014. 	2013-2019

■ Small-Scale Infrastructure Development in the Areas Governed by the ARMM Government and Affected by Conflict

Small-scale infrastructure was expanded in many communities in the area governed by the ARMM government to meet the shortage. For example, the “ARMM Social Fund (2003-2012)” executed 707 sub-projects in 358 barangays, limiting the budget to no more than 3 million Japanese yen per project, as part of the community development component. These sub-projects included the construction and restoration of roads, waterways, educational and medical care facilities, and post-harvest facilities. Moreover, the fund implemented 31 sub-projects with a limited budget of up to 10 million Japanese yen per project, as part of the support for strategic regional infrastructure development, including road repair and the construction of regional centers and vocational training centers at the provincial and municipal levels.

Small-scale infrastructure expansion contributed to improving living conditions in the target communities. For example, the multipurpose centers were used for madrasa education as well as for meetings, social celebrations, medical care facilities, receiving visitors, and evacuation centers. The post-harvest drying facilities enabled the farmers to store crops in storehouses rather than drying them along the roads or selling them to the brokers at the low price as they had done previously. This increased sales volumes and empowered farmers in negotiations with the brokers. Furthermore, the restoration and additional construction of classrooms contributed to reducing the time and expenses borne by school children when they commute to school, and the water supply facilities reduced the time and labor required to pump water.¹¹³

Geographically, small-scale infrastructure development was extended from the government-controlled area to the conflict-affected area. It then adopted the QIP as the implementation method to complete a project from design to implementation in approximately one year. It is because the projects not only emphasized immediate effect, but also required reduction in time for implementation and minimizing the security risk in view of the unstable security situations in the area.¹¹⁴ In turn, although the QIP required

¹¹³ JICA (2009d) Preparatory Survey Report on the Project for Community Development in Conflict-Affected Areas in Mindanao, Tokyo: JICA

¹¹⁴ An effective way to achieve this is to standardize the design and the bidding documents as much as possible in view of the planned projects. For example, when it comes to design the basic infrastructure facilities, the project can prepare a standard form of design and

local residents to actively participate in the maintenance of constructed facilities, it also faced the complexity of social structures which weaken social cohesion. In view of this, social preparation¹¹⁵ was implemented to generate a social sense of unity and solidarity and make it possible for the local residents to maintain the constructed facilities after the completion of the projects.

The “Study for Socio-Economic Reconstruction and Development of Conflict-Affected Areas in Mindanao (SERD-CAAM) (2007-2009)” created barangay profiles in all 3,874 barangays in the conflict-affected area, and undertook detailed needs surveys in 140 barangays. Subsequently, the local residents took the lead in implementing the QIPs for the construction of small-scale infrastructure in 11 barangays and On-Spot Assistance (OSA) for the restoration of existing facilities in 23 barangays. Accordingly, the QIPs resulted in the construction of multipurpose centers (3), the extension of classrooms at schools (3), and the construction of post-harvest drying facilities (2), water supply systems (2), and health center (1) with an average expenditure from 2 to 3 million Philippine pesos (a range equivalent to approximately 4.5 to 6.5 million Japanese yen) per project. Moreover, given the chronic lack of the necessary budget and skills in the BDA and local government, the road repairs projects adopted the soil bag (“donou”) method as part of the labor-based technology (LBT) to mobilize the labor in the community and thus reduce the cost of construction, and undertook training on project planning, procurement, implementation, and management. This support enabled each community to repair and improve community roads approximately 2 km long on average, and create a total of roughly 500 jobs for the local residents.

The QIPs were also implemented in the “Comprehensive Capacity Development Project for the Bangsamoro (CCDP) (2013-2019).” In response to the request of then MILF Chairperson Murad to JICA to construct small-scale infrastructure to improve the livelihoods of local residents with immediate effect following the Comprehensive Peace Agreement in 2014, the CCDP constructed multipurpose centers (17), the extension of classrooms at schools (2), and post-harvest drying facility (1) in 20 barangays with an average expenditure of approximately 2 million Philippine pesos (equivalent to approximately 4.5 million Japanese yen) per project. These small-scale infrastructure development projects contributed to improving living conditions of local residents in the target communities, as the “ARMM Social Fund (2003-2012)” similarly did.

■ Improving the Living Conditions in the Conflict-Affected Area

drawing on multipurpose facility, water supply facility, school, crop drying facility, health center, and so on, in advance, and subsequently customize it on a case-by-case basis in response to the individual needs and differences. JICA (2009d) Preparatory Survey Report on the Project for Community Development in Conflict-Affected Areas in Mindanao, Tokyo: JICA: 18-19

¹¹⁵ The purposes of social preparation include 1) requesting the residents to participate in all the processes in the project, and enhance the ownership of the project, 2) encouraging the residents to organize themselves and officially register the residents’ organizations in order to increase likelihood to have similar projects in the future, and 3) training the residents on the skills necessary for project planning, management and operation. JICA (2009d) Preparatory Survey Report on the Project for Community Development in Conflict-Affected Areas in Mindanao, Tokyo: JICA

However, the improvement of the living environments delivered by small-scale infrastructure development did not necessarily improve the quality of life or well-being of local residents in non-material respects. The beneficiary residents of the “Study for Socio-Economic Reconstruction and Development of Conflict-Affected Areas in Mindanao (SERD-CAAM) (2007-2009)” praised small-scale infrastructure for improving economic opportunities and making their everyday life convenient, but did not recognize it for improving their well-being.¹¹⁶ Similarly, leveraging small-scale infrastructure for poverty reduction required soft components and other additional inputs to contribute to improving productivity and the expansion of value chains.

In view of this, the “Project for Capacity Building for Community Development in Conflict-Affected Areas in Mindanao (CD-CAAM) (2012-2016)” attempted to make models for community development including soft components. Initially, support was provided for agriculture (e.g. vegetable cultivation and sales), fisheries (e.g. tilapia farming, processing, and sales), and road repair and improvement in two pilot communities. Later, given the developments in the peace process, as one island community was added, the project started to focus on the extension of the transferred technology among farmers in order to expand and spread the impact of the project. The transferred technology in the areas of agriculture, fisheries, and animal production, and training on marketing helped the groups of beneficiaries to increase their production of vegetables, tilapia, and goats, and to explore new markets to sell their products. This led to improved productivity and increased household income.

The extension of agricultural technology among farmers was facilitated by a purposeful selection of highly versatile technologies easily replicated. Meanwhile, activities to extend technology among farmers underlined the training led by the farmers who were the first beneficiaries of the project, promoting technology transfer from them to other groups of farmers. This farmer-to-farmer dissemination enabled the transferred technologies to be localized in the communities and the beneficiaries to improve and deepen their understanding.¹¹⁷ After the conclusion of the project, the BDA used its own funds and volunteers to extend tilapia farming technologies to the communities in the areas controlled by the MILF. The selected technologies aimed to minimize the gap between the beneficiary communities and the non-beneficiary communities given the prediction that the communities which were not chosen for the pilot projects might claim unfairness or dissatisfaction. As lessons learned from the pilot projects, including the methodologies, were all written in the manuals, this enables the successor projects to use these for geographic expansion in the future.

Furthermore, community roads were improved in the cities of Cotabato and Iligan in the grant aid project, “Project for Community Development in Conflict-Affected Areas in Mindanao (Roads),” as being complementary to technical cooperation. A total of approximately 20 km of the repaved farm roads was regarded as the “farm-to-market roads” that improved access to the market and increased traffic capacity

¹¹⁶ JICA (2009d) Preparatory Survey Report on the Project for Community Development in Conflict-Affected Areas in Mindanao, Tokyo: JICA: 45

¹¹⁷ JICA (2016a) Project for Capacity Building for Community Development in Conflict-Affected Areas in Mindanao Final Report, Tokyo: JICA

in the three target communities. This is also considered to have contributed to improving the livelihoods and well-being of local residents.

■ Working Together to Build a Trusting Relationship among Stakeholders at the Community Level

The JICA-supported projects urged the local government to take the lead in organizing the local residents as part of the provision of public services in many communities in the area governed by the ARMM government, although the local government had been hardly functional before the project. Moreover, they encouraged the different groups of residents, who had no previous experience of group work due to their differences in ethnicity and clan, to enhance mutual understanding through the social preparation activities. Also, participation in the projects and training on offer enabled the local government and residents to improve their capacity to plan and manage the projects. As a result, these efforts contributed to enhancing the capacity of the local government and improving a relationship between the local government and residents as well as among the residents.

The “ARMM Social Fund (2003-2012),” for example, urged the local governments to mobilize the residents for residents’ meetings, forming residents’ organizations which consisted of between 30 and 50 residents. During social preparation, these residents’ organizations identified development needs, prioritized them to formulate the development projects, elaborated community investment plans, and classified the projects for small-scale infrastructure and non-infrastructure support (e.g. training, campaigns, etc.). After the completion of the official registration of the residents’ organizations, the local governments and residents’ organizations worked together to implement and monitor the projects using the funds which were transmitted from the World Bank to the bank accounts of the residents’ organizations. The clear framework for the process and procedure in operations reduced arbitrary intervention and decision-making in the selection and implementation of infrastructure development projects, and greatly satisfied the beneficiary residents in view of the fair and equitable implementation of the projects.

The improvement of the relationships among a diverse range of stakeholders was also confirmed in the conflict-affected area. Similarly, the local governments in the conflict-affected area was unable to sufficiently deliver public goods and services to its residents since it often lacked opportunities to understand the present situations and needs faced by the communities, and lead the development projects at all stages from planning to implementation and monitoring. To address this lack of opportunity, the BDA coordinated with the local governments in the JICA projects, taking the lead in mobilizing the residents, undertaking social preparation, increasing mutual understanding among the residents, and enhancing a social sense of unity and solidarity in the communities. Proactive participation in the decision-making process of selecting and implementing the projects allowed the residents to improve their awareness of the importance of governance and critically view the challenges faced by the local governments. These effects led to improvements in the capacities of the BDA and local governments, as well as in the relationships between the local governments and residents and among the residents.

In the process of the detailed needs surveys, the “Study for Socio-Economic Reconstruction and Development of Conflict-Affected Areas in Mindanao (SERD-CAAM) (2007-2009)” organized various meetings from the kick-off meetings with the heads and leaders of the local governments to the residents’ meetings where the participants proactively engaged in the workshops, and the focus group discussions among the participants who belonged to different social segments.¹¹⁸ A series of these meetings enabled the participants to set out overall development needs at the barangay level. Moreover, the QIPs were implemented in the selected barangays in consideration of the lack of socio-economic infrastructure and the willingness of communities. The residents participated in social preparation activities, and gained practical experience of project management in planning and implementing the QIPs. In the meantime, the BDA took the lead in various activities, explaining the projects to the residents prior to their start, mobilizing the residents and encouraging them to actively participate in the projects and register their residents’ organizations with the government, conducting technical training, and setting out the manuals for project management. Given the fact that a series of these activities in social preparation required two to three months on average, concern was raised about the duration of this preparatory work which could last a long time and undermine the efficiency of the project. Nonetheless, the local residents and the BDA highly praised social preparation and its effect on improving social inclusion and governance at the community level. However, it should also be noted that the relationship between the BDA and local governments largely depended on the peace process (see the Challenge of the BDA in the next section, “Inhibiting Factors”).

These activities, however, disclosed an adversarial relationship between the BDA on the one side and the ARMM government and local governments on the other, as well as difficulty in coordinating among them in project implementation. In light of this challenge, the “Project for Capacity Building for Community Development in Conflict-Affected Areas in Mindanao (CD-CAAM) (2012-2015)” was implemented after the Framework Agreement with the aim of improving trust and cooperation between the BDA and the government. The JICA’s approach to balancing geographic areas and beneficiaries in project selection enabled the CD-CAAM to establish a trusting relationship and human networks between the ARMM government on the one side and the BDA and MILF on the other, and bridge them to work together. This largely turned their relationship from adversarial to cooperative. The ex-post evaluation confirmed that the continuously improving relationships facilitated the expansion of their networks as the peace process made progress.¹¹⁹

Moreover, the “Comprehensive Capacity Development Project for the Bangsamoro (CCDP)” focused on selecting communities for project implementation in view of religious and ethnic diversity, and planning and implementing sub-projects to facilitate the local residents belonging to different social groups in religion, ethnicity, and political position to participate in the project activities together with the aim of making a model to improve their livelihoods and implement the QIPs. It was confirmed that this effort

¹¹⁸ A social group often includes community leaders, women, youths, etc.

¹¹⁹ JICA (2016a) Project for Capacity Building for Community Development in Conflict-Affected Areas in Mindanao Final Report, Tokyo: JICA

promoted cooperation between the BDA, the ARMM government, and local governments, and improved the BDA's attitude toward political and social diversity.¹²⁰

■ Formulation and Implementation of Projects in Consideration of the Causes of Conflict

The survey undertaken in all communities across the conflict-affected area enabled JICA to understand the current socio-political situations in the conflict-affected area and formulate projects taking into account the causes of conflict. JICA undertook the “Study for Socio-economic Reconstruction and Development of Conflict-Affected Areas in Mindanao (SERD-CAAM) (2007-2009)” given a shortage of knowledge and understanding of the situations on the ground and the capacities of the implementing agencies and partners, prior to the first project being implemented in the conflict-affected area. This survey revealed the demographic distribution and complex relationships among different ethnic groups in the region,¹²¹ as well as the need for small-scale infrastructure facilities in each barangay, and the capacities and actual conditions of the BDA as the implementing agency, local governments, local consultants, and contractors. The survey also aimed to create a socio-economic reconstruction plan. However, the plan was not completed due to restrictions caused by the resumed armed clashes between the Philippine government and the MILF in 2008. Therefore, the survey was largely limited to an analysis of the situation at the time.¹²²

The empirical evidence acquired in the survey likely contributed to formulating the successor projects to take into account the causes of conflict among ethnic groups at the community level. The successor projects include the “Project for Capacity Building for Community Development in Conflict-Affected Areas in Mindanao (CD-CCAM) (2012-2016),” the “Comprehensive Capacity Development Project for the Bangsamoro (CCDP) (2013-2019),” and the “Project for Community Development in Conflict-Affected Areas in Mindanao (Roads) (2015-2018).” In selecting the areas to implement these small-scale infrastructure projects, JICA considered regional balance to address the causes of conflict among clans and ethnic groups, and their relationship. Furthermore, when it came to the selection of the areas for project implementation, JICA set the selection criteria to curtail inequality among the beneficiaries in terms of need, access, and regional balance, as well as the past assistance of other donors, in order to minimize the inequality of benefit. JICA also applied this view to setting the selection criteria of target communities for community development. Also, as mentioned previously, a socio-economic survey was implemented for the MILF camp in the “Comprehensive Capacity Development Project for the

¹²⁰ JICA (2016a) Project for Capacity Building for Community Development in Conflict-Affected Areas in Mindanao Final Report, Tokyo: JICA, JICA (2019f) CCDP Completion Report Internal Documents, Manila: JICA

¹²¹ For example, the Tausug people in the island region, the Maguindanao people in Maguindanao region, and the Maranao people in Lanao region.

¹²² JICA (2009d) Preparatory Survey on the Project for Community Development in Conflict-Affected Areas in Mindanao, Republic of the Philippines: Tokyo, JICA

Bangsamoro (CCDP) (2013-2019).” JICA shared the evidence from these studies with the socio-economic development division of the IMT, where they served for the intensive implementation of grant assistance for grassroots projects.

(3) Sustainability

Consistency and sustainability from the outcomes in JICA's assistance for community development were confirmed although they were also subject to a significant impact of the peace process.

In formulating the projects, JICA took into account a regional balance between the communities controlled by the ARMM government and those in the conflict-affected area (e.g. those controlled by the MILF) in order to broadly achieve the “peace dividend” across communities. In particular, the sustainability of these outcomes is considered when it comes to providing support in the conflict-affected area. For example, the technical cooperation project, “Project for Capacity Building for Community Development in Conflict-Affected Areas in Mindanao (CD-CAAM) (2012-2016),” was formulated based on the detailed needs survey and lessons learned from the QIPs in the emergency development “Study for Socio-economic Reconstruction and Development of Conflict-Affected Areas in Mindanao (SERD-CAAM) (2007-2009)” where an attempt was made to create a model of support to improve livelihoods. As a result, various implementation manuals have been created to ensure the expansion of the projects into other communities.

Moreover, similar to the aforementioned dissemination of farming technology, simple methods were selected in creating a model to disseminate technology among the beneficiaries and improve sustainability in community development in a proactive manner. In the “Project for Capacity Building for Community Development in Conflict-Affected Areas in Mindanao (CD-CCAM) (2012-2016),” three communities were chosen as the pilot project sites, but those which were not selected expressed their concerns about unfairness. Therefore, the project adopted the technologies (e.g. tilapia cultivation) and methods (e.g. labor-based technology and soil bag usage) on purpose with a view that they can be easily disseminated among farmers and reduce financial burdens to new entry as the project selected the methods of farming and road repair to support the improvement of livelihoods.¹²³ This form of promoting dissemination among the beneficiaries was also supplementary for the local governments, which should have been responsible for doing so, but often faced a lack of resources in reality (in terms of people, money, and technology).

Furthermore, in response to the advancement of the peace process, the “Project for Community Development in Conflict-Affected Areas in Mindanao (Roads)” was implemented in line with the detailed needs survey conducted in the emergency development study (SERD-CAAM). The “Comprehensive Capacity Development Project for the Bangsamoro (CCDP) (2013-2019),” with the aim of promoting the

¹²³ JICA (2016a) Final Report for the Project for Capacity Building for Community Development in Conflict-Affected Areas in Mindanao, Tokyo JICA.

transitional support, undertook the QIPs in view of past experience and extended support for livelihood improvement to the communities within and around the MILF's Camp Abubakar. The "Upland Rice-based Farming Technology Transfer Program (URTP-B)," as part of the "Comprehensive Capacity Development Project for the Bangsamoro (CCDP) (2013-2019)," increased the agricultural yields of the beneficiaries by 50%, encouraging the discharged MILF soldiers to return to farming. It was reported that agricultural training provided opportunities for these former soldiers to learn how to participate in social activities and make ends meet in everyday life.¹²⁴ Even after the inauguration of the BTA, the supported communities continued to use the small-scale infrastructure facilities, which had been built in the CCDP, and contributed to improving livelihoods in the communities within and around the camp.

Also, cooperation and partnerships with the local research institutions were actively utilized to improve sustainability. In the "Comprehensive Capacity Development Project for the Bangsamoro (CCDP) (2013-2019)" and the "Project for Capacity Building for Community Development in Conflict-Affected Areas in Mindanao (CD-CCAM) (2012-2016)," partnerships were explored with the local research institutions including the University of Mindanao, the University of Southern Mindanao, and Upi Agricultural School. The collaboration with these local research institutions made it possible to localize the transferred technology, improve sustainability, and facilitate the projects to undertake the activities in the areas where the Japanese experts were not able to visit.

Attempts were also made to improve the sustainability of residents' organizations. For example, in the "Project for Capacity Building for Community Development in Conflict-Affected Areas in Mindanao (CD-CCAM) (2012-2016)," a residents' organization, a by-product of a vegetable pilot project, turned into a cooperative after the official registration, and continued to be active in practice after the completion of the project. A reason for this continuation is reported as being that the residents appreciated benefits from organizing themselves and working with others to ship agriproducts and jointly hold farmer's markets. This finding indicates that assistance in community development highlights capacity building of the implementing agencies as well as the residents' organizations and allows the latter to be fully aware of the benefits and advantages of organizing themselves. This will contribute to improving the sustainability of residents' organizations at the community level.

(4) Contributions to Peacebuilding

It is considered that the causes of conflict at the community level in Mindanao range from political adversaries (e.g. the Philippine government vs. the MILF) to social dissent (e.g. differences in religion, ethnicity, clans, etc.). Therefore, social capital in many communities remains was limited. Moreover, many conflict-affected areas have experienced an influx of internally displaced persons and outflow of residents, which made social cohesion low. Under such circumstances, there had been almost no

¹²⁴ JICA (2016a) Final Report for the Project for Capacity Building for Community Development in Conflict-Affected Areas in Mindanao, Tokyo JICA. JICA (2019f) CCDP Final Report internal documents, Manila JICA. Ochiai, N. (2019) Peace and Development in Mindanao, the Philippines, Tokyo: Saiki Printing Co.

opportunities for the residents to be brought together with the public institutions, including the local governments and the BDA, to discuss the socio-economic needs and challenges for development in the communities, nor were there opportunities for the public institutions and residents to jointly select and implement development projects. JICA's community support increased social capital through community participation, developing small-scale infrastructure to improve livelihoods, and fostering trust and cooperation among the public institutions. As a result, the momentum for peace among the communities was increased, greatly contributing to the advancement of the peace process in a bottom-up manner. Table 5-12 shows contributions to peacebuilding of assistance for community development.

Table 5-12 Contributions to Peacebuilding at Project Level in Community Development

Project name	Main points related to contributions to peacebuilding	Period
ARMM Social Fund	<ul style="list-style-type: none"> Part of the project region is inhabited by socially vulnerable groups and indigenous people, and it was confirmed that their participation in the planning and implementation of small-scale infrastructure projects has contributed to the promotion of inclusion in the region. Moreover, the residents improved their trust in other residents from different ethnic and religious groups and officials of the Philippine government. 	2003-2012
Study for Socio-Economic Reconstruction and Development of Conflict-Affected Areas in Mindanao (SERD-CAAM)	<ul style="list-style-type: none"> It was pointed out that the active participation of residents from the region in the "reconstruction assistance needs study" encouraged the residents to engage in dialogue and foster peace. Moreover, the QIPs urged the municipalities and residents to participate in social preparation activities and promote development together. This likely contributed to a bottom-up form of peacebuilding. 	2007-2009
Project for Capacity Building for Community Development in Conflict-Affected Areas in Mindanao (CD-CAAM)	<ul style="list-style-type: none"> Cooperation between the BDA and municipalities in the target region was strengthened in the pilot projects. Contribution was made to building trust among the stakeholders. Moreover, the project encouraged many of the beneficiaries to conduct activities in groups transcending differences in religions, ethnicity, or political positions, and disseminate the technologies and methods for well-being to other residents in adjacent areas. Although the scale was small, the project likely contributed to improving social cohesion. 	2012-2016
Comprehensive Capacity Development Project for the Bangsamoro (CCDP)	<ul style="list-style-type: none"> The QIPs and livelihood improvement projects promoted the building of trusting relationships among a wide variety of stakeholders, including the ARMM government, the BDA affiliating to the MILF, PhilRice as a service provider, and municipalities. 	2013-2019

■ Generation of Trust among Residents and from Residents to Public Administration due to Resident Participation

When it comes to implementing the projects, JICA informed the stakeholders of the implementation process and procedure in advance in an attempt to minimize political intervention. Measures to make the implementation process clear and transparent held the implementing agencies, including the ARMM government and the BDA, accountable for the projects to the residents. Moreover, the clarified

procurement process improved transparency in the selection of consultants and contractors in the bidding process. As a result, JICA was able to improve fairness and equality not only in implementing these supporting projects, but also as an official agency.

However, in the conflict-affected area, the power structure within and outside the community is often complicated, and the issue of “who participates” is often contested when social preparation is implemented. Therefore, in the community development projects supported by JICA, social surveys and community profiling were conducted in advance, allowing the projects to understand the resident groups within the community. This preparatory work enabled those who possessed a high level of inclusivity and representativeness to be selected to participate in social preparation activities.¹²⁵

The implementation process enabled the residents who belonged to different ethnic groups and rarely interacted each other to mutually understand and work together. For instance, QIPs were planned to allow as many residents as possible with different religious, ethnic, and political backgrounds to participate in the activities. Many of these residents highly regarded this participatory approach to smoothly operating the projects and generating a trusting relationship among them due to successful experience. The accumulation of social capital among the residents stood out in the regions which faced social problems including inter-ethnic conflict (Rido).

■ **Maintaining and Increasing the Momentum towards Peace in the Provision of Peace Dividend**

The transfer and dissemination of agricultural technology in the small-scale infrastructure development and pilot projects improved the livelihoods of the residents, created social hope for peace in the provision of the “peace dividend”. In particular, between 2006 and 2008, when JICA started its assistance in the conflict-affected area, peace negotiations between the Philippine government and the MILF progressed under the monitoring of the ceasefire by the IMT. Under these circumstances, the respective projects were implemented at the community level, bringing the “peace dividends” to many of the communities which had suffered from violent conflict, and maintaining and growing the momentum for peace at the grassroots level.

■ **Spillover Effects from Improved Relationships among the Public Institutions**

¹²⁵ JICA (2009c) Final Report for the Study for Socio-economic Reconstruction and Development of Conflict-Affected Areas in Mindanao, Tokyo JICA. JICA (2016a) Final Report for the Project for Capacity Building for Community Development in Conflict-Affected Areas in Mindanao, Tokyo JICA.

The geographical expansion of the “peace dividend” has also diversified parties, contributing to building a trusting relationship and personal and institutional networks among the public institutions. However, the “Study for Socio-economic Reconstruction and Development in Conflict-Affected Areas in Mindanao (SERD-CAAM) (2007-2009),” which was first implemented in the MILF-controlled area, faced conflicts of interest between the BDA many of the local governments (see Challenges in the BDA in the later section, “Inhibiting Factors”). When this study was conducted, conflict between the Philippine government and the MIIIF had intensified due to the breakup of the MOA-AD, which made it difficult for the BDA to coordinate project implementation. Yet, the JICA project allowed the members of the Joint Coordinating Committee, including the OPAPP, the ARMM government, the BDA, and the Joint Coordinating Committee on Cessation of Hostilities, to regularly meet and discuss the progress of the project. This is considered to have contributed to ameliorating tensions among these stakeholders.¹²⁶

In light of this experience, JICA set out an aim to strengthen the BDA's capacity and improve the relationship between the BDA and the local governments in the successor project (CD-CAAM).¹²⁷ In doing this, opportunities were deliberately created to enhance collaborative work and interactions between the two parties, deepening mutual trust and building personal networks. During the process of creating the community development models, JICA was able to encourage the BDA to work together with the ARMM and local governments, improving the relationship among the parties in conflict. Furthermore, since the MILF was not internally monolithic,¹²⁸ JICA carefully took into account the internal dynamics within the MILF and BDA when it supported the BDA. Also, in the successor project, JICA, which had fostered relationships with the stakeholders, acted as the catalyst, enabling the relevant agencies from the implementing agencies with different political positions, including the BDA, the ARMM government, the local governments, PhilRice, and BIAF, to work together, strengthening mutual trust and personal and institutional networks.¹²⁹ This improvement of relationship between the Philippine government and the MILF at the community level likely contributed to promoting peace from below.

■ Implementation of Periodic, Project-Level Peacebuilding Assessments

In view of an unstable security situation, which constrained the Japanese experts from travelling in the conflict-affected area, JICA conducted peacebuilding needs and impact assessments every three months

¹²⁶ JICA (2009c) Final Report for the Study for Socio-economic Reconstruction and Development of Conflict-Affected Areas in Mindanao, Tokyo: JICA.

¹²⁷ JICA (2016a) Final Report for the Project for Capacity Building for Community Development in Conflict-Affected Areas in Mindanao, Tokyo: JICA.

¹²⁸ For example, ethnic groups at the top level of the MILF include the mainstream Maguindanao group, the non-mainstream Maranao group, and other groups.

¹²⁹ JICA (2019f) CCDP Final Report internal documents, Manila JICA. Ochiai, N. (2019) Peace and Development in Mindanao, the Philippines, Tokyo: Saiki Printing Co.

in the “Study for Socio-economic Reconstruction and Development of Conflict-Affected Areas in Mindanao (SERD-CAAM) (2007-2009)” and the “Project for Capacity Building for Community Development in Conflict-Affected Areas in Mindanao (CD-CCAM) (2012-2015).” Although socio-political and security situations limited JICA’s access, JICA analyzed information brought from the regular assessments and made it possible to properly respond to the fluid sociopolitical conditions in the conflict-affected area. Furthermore, JICA was able to flexibly respond to the assessments, revising the project implementation plans as necessary. This enabled JICA to thoroughly take conflict prevention measures to support the projects for community development in the conflict-affected area (see Appropriate Responses to Information Asymmetry and Thorough Consideration of Conflict Prevention in the next chapter, “Effective Approaches”).

5.2 Other Assistance which Generated Synergy with JICA’s Assistance for Mindanao

The other assistance which generated synergy with JICA’s assistance for Mindanao includes the assistance of the Ministry of Foreign Affairs of Japan, security activities, promotion for dialogue to mediate peace, intensive implementation of Grant Assistance for Grassroots Human Security Projects, and the Project for Human Resource Development Scholarship (offering opportunities to study in Japan). After reviewing these activities, this section analyzes synergies between these activities and JICA’s assistance for Mindanao.

5.2.1 Assistance of the Ministry of Foreign Affairs (MOFA) of Japan

MOFA and the Japanese Embassy in the Philippines have explored diplomacy to advance the peace process between the Philippine government and the MILF and contributed to “peace-making”¹³⁰. Table 5-13 summarizes, in chronological order, the main policy measures in support of Mindanao and their related activities implemented by the Japanese Embassy in the Philippines.

¹³⁰ Referring to diplomacy for peace-making, see “Building an All-Japan Support System for Mindanao” in the later section on “Facilitating Factors”.

Table 5-13 Contributions of the Japanese Embassy in the Philippines to “Peace-making”

Major policy measures to support Mindanao	Activities
Based on the “Support Package for Peace and Stability in Mindanao (2002),” policy measures for the ARMM government were proposed and undertaken.	Support the ARMM government (2003-) Approach the MILF to build a relationship (2004-2005)
Based on the “Japan-Bangsamoro Initiatives for Reconstruction and Development (J-BIRD) (2006),” support for the peace process between the Philippine government and MILF was begun.	Establish the Mindanao Task Force (since 2006) Participate in the IMT (since 2006) Undertake the intensive implementation of “Grant Assistance for Grassroots Human Security Projects” (since 2006) Undertake “back-channel diplomacy” (2008-2009) Participate in the ICG (since 2009) Host the Narita meeting (2011)
Support for the establishment of the BTA and normalization ¹³¹ began after the Framework Agreement (2012), the Comprehensive Agreement (2014), and the enactment of the Bangsamoro Organic Law (2018)	Support implementation of the peace agreement (since 2012) Dispatch monitoring team to the public referendum relating to the Bangsamoro Organic Law (2019)

Source: the Study Team

■ Moving Towards the “Support Package for Peace and Stability in Mindanao”

In the 1990s, the Japanese Embassy in the Philippines spearheaded the selection of economic development projects through grant aid and ODA loan schemes to support the government policies of the Aquino and Ramos administrations for economic growth and reducing inequality.¹³²

In December 2002, JICA began technical cooperation with the ARMM government in response to the “Support Package for Peace and Stability in Mindanao,” announced by then Prime Minister Koizumi and President Arroyo. Subsequently, the Japanese Embassy in the Philippines was asked by the Philippine government to participate in the IMT, which had been set up in October 2004. Led by then Minister Takahashi, Minister of the Embassy, the Embassy began approaching the MILF to explore whether Japan could join the IMT (see the next section, “Security Activities”).¹³³

¹³¹ The term of “normalization” is often used in place of “disarmament, demobilization and reintegration” (DDR)” in the case of Mindanao.

¹³² In particular, the support of the Ramos administration (1992-1998) included the “Improvement in Power Grid Project (1995-2005),” and the “Project for Supply of Road Construction Equipment in Western Mindanao (1998-1999).”

¹³³ Thereafter, the Japanese Embassy in the Philippines persuaded the MOFA and the JICA headquarters to extend the Japanese assistance to promote the peace process between the Philippine government and MILF and pave a way to begin with various measures in the conflict-affected area, including participation in the IMT. Ishikawa, Y. (2014b) The Mindanao Peace Process and Japan’s Involvement, The Philippine Society of Japan Bulletin 260: 40-46.

■ Support in Relation to the “Japan-Bangsamoro Initiatives for Reconstruction and Development”

In July 2006, new measures in support of Mindanao were announced on an official visit of then Foreign Minister Aso to the Philippines. They included the dispatch of socio-economic development experts to the IMT and the implementation of Japan's own initiative for economic development, the “Japan-Bangsamoro Initiatives for Reconstruction and Development (J-BIRD).” They also included to establish the Mindanao Task Force, consisting of the Japanese Embassy in the Philippines, JICA, and then JBIC, as the monthly meeting mechanism to coordinate development assistance and policy. The Mindanao Task Force led by the Embassy aimed to ensure cohesive policies in mobilizing the assistance schemes, including grant aid (from the Embassy and some from JICA), ODA loan (from the then JBIC), and technical cooperation (from JICA), to address development challenges in Mindanao.

The trusting relationship acquired from both the Philippine government and the MILF based on the past assistance enabled the Japanese Embassy in the Philippines to bridge between the two groups. In 2008, when the Malaysia's withdrawal from the IMT suspended its facilitation of negotiations between the Philippine government and the MILF, it was the Japanese Embassy in the Philippines that undertook the so-called “back-channel diplomacy” to bring them together in an informal manner.¹³⁴ The personnel of the Embassy frequently traveled between Manila and Cotabato, mediating between Hermogenes Esperon, the then presidential advisor, and Murad Ebrahim, the then MILF Chairperson, and urging them to resume peace talks. As a result, when the ICG was established in December 2009 for restarting peace negotiations, the Japanese Embassy in the Philippines started participating in the negotiations as an observer of the group. This diplomatic effort resulted in the first summit meeting between then President Aquino and MILF Chairperson Murad in Narita, Japan, in August 2011.¹³⁵ This meeting was secretly coordinated by the Japanese Embassy in the Philippines and MOFA upon the request of the Philippine government.¹³⁶ The fact that this high-level meeting was held in Japan instead of Malaysia, where peace talks had been conducted, indicates the exceptional trust of the Philippine government and the MILF in Japan.

After the Narita meeting, the Japanese Embassy in the Philippines commenced support for the implementation and normalization of the peace agreement as the peace process made progress. In light of the statement on “strengthened support for the Mindanao peace process” made by then Prime Minister Abe during his visit to the Philippines,¹³⁷ the Japanese Embassy in the Philippines began support for

¹³⁴ Ishikawa, Y. (2014b) The Mindanao peace process and Japan's involvement, *The Philippine Society of Japan Bulletin* 260: 40-46.

¹³⁵ The backchannel diplomacy was undertaken not only by the Japanese Embassy, but also other diplomatic corps and international organizations, international and national NGOs.

¹³⁶ Takewaka, K. (2013) Japan's contributions to peace in Mindanao, *Gaiko*, 18 (Mar. 2013):81-86, Ishikawa, Y. (2014b) The Mindanao peace process and Japan's involvement, *The Philippine Society of Japan Bulletin* 260: 40-46.

¹³⁷ MOFA (2013) Japan-Philippines Summit Meeting (Summary), https://www.mofa.go.jp/mofaj/kaidan/page3_000326.html (August 8, 2019)

normalization in August 2013, based on the Framework Agreement in 2012 and the Comprehensive Agreement in 2014 (see the below section, “Security Activities”).¹³⁸ More recently, the Japanese Embassy in the Philippines dispatched the largest monitoring team among the diplomatic corps in the Philippines to the public referendum on the Bangsamoro Basic Law in January 2019. In this regard, the Japanese Embassy in the Philippines has consistently contributed to “peace-making” in Mindanao.

5.2.2 Security Activities

■ Dispatching of Human Resources to the IMT

The involvement of Japan in security activities mainly consisted of the dispatching of the Japanese experts to the IMT and support for normalization. The Japanese Embassy in the Philippines also played a role in supporting “peace-keeping” in Mindanao, dispatching socio-economic development experts (loaned by JICA) to the IMT from October 2006 onwards and supporting the normalization process from 2012 onwards. The IMT was established in October 2004 as a third-party organization to monitor the ceasefire agreement between the Philippine government and the MILF. It consisted of four main components, as follows: ceasefire monitoring,¹³⁹ in which Malaysia, Brunei, Libya, Norway, and Indonesia engaged; humanitarian assistance, which the EU was responsible for; socio-economic development, in which Japan took the lead; and humanitarian assistance, in which Malaysia, Indonesia, civil society organizations, and other bodies engaged (see the previous chapter, “Assistance of Other Donors to Mindanao”, Civil Society Organizations). The IMT established five military posts across Mindanao,¹⁴⁰ where no more than 60 police and army officers monitored the ceasefire.

In October 2006, the Japanese Embassy in the Philippines decided to participate in the IMT as part of the support for Mindanao. JICA staff members were seconded to the Japanese Embassy in the Philippines and dispatched to the IMT as socio-economic development experts¹⁴¹ to work on the

¹³⁸ Takewaka, K. (2013) Japan’s contributions to peace in Mindanao, *Gaiko*, 18 (Mar. 2013):81-86

¹³⁹ The mechanism for monitoring ceasefire between the Philippine army and MILF is as follows. Based on a ceasefire agreement between the Philippine government and MILF in 1996, the Philippine government and MILF respectively established the ceasefire monitoring coordination committees and jointly monitored ceasefire. When ceasefire was violated, the monitoring committees was supposed to meet, and establish a joint ceasefire monitoring committee. However, since there were limits in monitoring ceasefire by the two parties, in view of the outbreak of the “all-out war,” the IMT, as a third-party mechanism of monitoring ceasefire, was established under mediation by the OIC in October 2002, inviting Malaysia, Brunei, and Libya as the founding members. The IMT intervenes in the cases of ceasefire violation to be discussed by the JCCCH, and coordinate and mediate the two parties. Ceasefire violations have significantly decreased as a result. Ochiai, N. (2019), *Peace and Development in Mindanao, Philippines*, Tokyo: Saeki Printing

¹⁴⁰ Site 1 is placed in Cotabato City (administered by Brunei), site 2 is in Iligan (administered by Libya), site 3 is in Zamboanga City (administered by Malaysia), site 4 is in General Santos (administered by Malaysia), and site 5 is in Davao City (administered by Indonesia). Approximately 5 to 10 personnel are stationed at each site. Ochiai, N. (2019), *Peace and Development in Mindanao, Philippines*, Tokyo: Saeki Printing

¹⁴¹ It was established in consideration of the security risk. Although JICA initially dispatched 1 personnel, it added another member

intensive implementation of Grant Assistance for Grassroots Human Security Projects (see the following section for the intensive implementation of Grant Assistance for Grassroots Human Security Projects in detail).¹⁴² Thanks to these socioeconomic experts who were stationed in Cotabato, the Japanese Embassy in the Philippines and JICA were able to acquire information in the conflict-affected area, establish relationships with the local stakeholders, and achieve the “peace dividend” in the Grant Assistance for Grassroots Human Security.

Although the continuous ceasefire between the Philippine army and the MILF under the monitoring of the IMT raised expectations of progress in the peace process, the armed clashes between the two parties resumed after the Supreme Court of the Philippines declared the unconstitutionality of the MOA-AD. While Malaysia and Brunei temporarily withdrew from the IMT in response to this, then JICA President Ogata decided to continue to dispatch the JICA personnel to the IMT, and even increase the number of the dispatched staff from 1 to 2. This decision not only demonstrated the strong commitment of JICA in support of Mindanao, but also improved JICA's local presence and deepened the trust of the Philippine government and MILF in JICA.¹⁴³ This ultimately culminated in the success of “back-channel diplomacy” by the Japanese Embassy in the Philippines and the Narita meeting (see the previous section, “Assistance of the Ministry of Foreign Affairs of Japan”). However, while the armed clashes declined as the peace process made progress, the IMT has recently reduced the role it plays in monitoring the ceasefire.

■ Support for Normalization

One of the challenges in the support for normalization was to establish systems and institutional structures for maintaining security in Mindanao after the establishment of the BTA. In light of the Framework Agreement in 2012, the Japanese Embassy in the Philippines dispatched a Japanese expert to the Independent Commission on Policing, which was established in 2013 to make recommendations on the Bangsamoro police in the future.¹⁴⁴ Moreover, in response to the Comprehensive Agreement in 2014, the Japanese Embassy in the Philippines participated in a task force¹⁴⁵ which was established to

from 2009 onwards in light of the recurrent conflict between the Philippine army and MILF in 2008. 10 staff members have been dispatched up until now: Mr. Masafumi Nagaishi, Mr. Tomonori Kikuchi, Mr. Yusuke Mori, Mr. Naoyuki Ochiai, Mr. Takashi Fukunaga, Mr. Takayuki Nakagawa, Mr. Tomoyuki Tada, Mr. Hiroyuki Kawamoto, Mr. Yosuke Tamabayashi, and Mr. Ryosuke Ikeda.

¹⁴² Ishikawa, Y. (2014b) Involvement of Japan in the Mindanao Peace Process, *The Philippine Society of Japan Bulletin* 260: 40-46, Nagaishi, M. (2014) Participating Among the First Japanese Experts in the International Monitoring Team, *The Philippine Society of Japan Bulletin*, 260: 34-39

¹⁴³ Ishikawa, Y. (2014b) Involvement of Japan in the Mindanao Peace Process, *The Philippine Society of Japan Bulletin*, 260: 40-46;45, Iqbal, M. (2018) *Negotiating Peace*, Cotabato: The Centre for Peace and Conflict Studies (CPCS)

¹⁴⁴ Yuji Uesugi (2014) Independent Commission on Policing Recommendation Formation Process and Peacebuilding Issues, [www.http://peacebuilding.asia/Independent Commission on Policing Recommendation Formation Process and Peacebuilding Issues/](http://peacebuilding.asia/Independent Commission on Policing Recommendation Formation Process and Peacebuilding Issues/) (August 9, 2019)

¹⁴⁵ JICA (2018) GPH-MILF Peace Process Infrastructure (as of August 2018) Internal Document, Manila: JICA

discuss the rehabilitation of former MILF soldiers.¹⁴⁶ Subsequently, as the Bangsamoro Organic Law withdrew from the establishment of the Bangsamoro police in such a manner that the Philippine government relegated policing authority to the Bangsamoro autonomous government, the Philippine government and the MILF agreed to make the “Joint Peace and Security Team (JPST)” functional according to the Comprehensive Peace Agreement.¹⁴⁷ As a result, while it is proposed that approximately 3,000 MILF soldiers join the “Joint Peace and Security Team,” the rest of the entire 40,000 soldiers are supposed to decommission themselves and return to social life. In relation to this, the Japanese Embassy in the Philippines has supported the establishment of the “Joint Peace and Security Team” and the “Independent Decommissioning Body (IDB) through the Joint Normalization Committee,” and has provided them with 330 million Japanese yen so far. Furthermore, the Japanese Embassy in the Philippines has also considered dispatching personnel to the “Independent Decommissioning and Disarmament Body” and has made a financial contribution to the Bangsamoro Normalization Fund.

5.2.3 Promotion for Dialogue in Mediating Peace (Consolidation for Peace)

Contention is made that support from a wide variety of people and organizations for formal peace negotiations between the Philippine government and the MILF would be effective in the advancement of the peace process. John P. Lederach (1997),¹⁴⁸ a prominent scholar of peace, argued that the channels of peace negotiations should not be limited at the state, or highest level (i.e. track 1), but extended to the civil society, or middle level (i.e. track 2) and the individual, or grassroots level (i.e. track 3) in order to enable a broad range of citizens in the society to increase their interest in, and awareness of peace, and this would lead to the advancement of peace negotiations.

¹⁴⁶ The normalization process will be completed under the Comprehensive Agreement when, among the approximately 40,000 Bangsamoro Islamic Armed Forces (BIAF) soldiers, one-third are discharged as of the enactment of the Bangsamoro Organic Law, another one-third are discharged as of the inauguration of the Bangsamoro autonomous government, and the remaining soldiers are discharged at the final stage when all of the matters in the Comprehensive Agreement are achieved. Moreover, at the 31 camps throughout Mindanao that the MILF has, community development will be pursued at the camps and their surrounding areas in an effort toward the demobilization of BIAF soldiers and improvements in the livelihood of their families. Among the 31 camps, six are designated as the priority ones: Abubakar, Omar, Rajamuda, and Badre in Maguindanao Province, and Busrah and Bilal in Province of Lanao del Sur. In order to support normalization, JICA offered farm management technology training and encouraged those who are half-soldiers and half-farmers to leave the army in Camp Abubakar and its surrounding areas in the “Upland Rice-Based Farming Technology Transfer Program for Bangsamoro (URTP-B)” of the “Comprehensive Capacity Development Project for Bangsamoro (CCDP).” Ochiai, N. (2019), *Peace and Development in Mindanao, Philippines*, Tokyo: Saeki Printing

¹⁴⁷ The aim of these efforts was to transfer approximately 3,000 out of approximately 40,000 MILF soldiers to the security team, and encourage the rest to rehabilitate and convert themselves to be civilians.

¹⁴⁸ Lederach, J.P. (1997) *Building Peace: Sustainable Reconciliation in Divided Societies*, Washington D.C.: U.S. Institute of Peace

Bearing in mind the contribution of tracks 2 and 3 in peace-building, JICA, as part of the Japan-Malaysia partnership,¹⁴⁹ invited a wide variety of grassroots level stakeholders (including the ARMM government, the local governments, religious organizations, universities, civic groups, and NGOs) who have an impact on the peace process, in addition to those from the Philippine government and the MILF who have directly engaged in the peace negotiations, and organized the Consolidation for Peace Seminar (COP hereinafter) as the “space” that allows them to discuss a broad range of issues including the challenges in, and response to, peace in Mindanao.¹⁵⁰ On each occasion, more than 50 participants held discussions taking various perspectives on conflict and challenges in Southeast Asia, including peace and security, governance, justice, development, and so on, in a one-week seminar.¹⁵¹ Table 5-14 below shows the time, location, participants, themes, and achievements made in the 6 seminars held from 2006 to 2014.

Table 5-14 COPs and its Achievements

	Time	Location	Participants and themes	Achievements
COP 1	January 2006	University of Science-Malaysia	Mindanao, Aceh, Southern Thailand	Promote mutual learning and set out an action plan
COP 2	September 2007	Penang Island, Malaysia	Mindanao, Aceh, Southern Thailand	Promote mutual learning and set out an action plan
COP 3	January 2009	Penang Island, Malaysia	Limited to Mindanao	Adopt the Declaration of Continuity for Peace Negotiations in light of the resumed violence
COP 4	February 2011	Penang Island, Malaysia	Mindanao, Aceh, Southern Thailand	Establish a favorable environment for the peace process by the Aquino administration
COP 5	January 2012	Penang Island, Malaysia	Limited to Mindanao	Grow momentum for peace after the Narita meeting
COP 6	June 2014	Hiroshima	Limited to Mindanao	Accelerate the peace process with the aim of enacting the Bangsamoro Basic Law

COPs 1 and 2 were held with the aim of enhancing mutual learning and creating an action plan to enable the stakeholders from Mindanao and Southern Thailand to learn from the case of Aceh in order to promote regional peace-building, reconstruction, and development.

COP 3 was held when the armed clashes resumed between the Philippine government and the MILF in 2008, inviting only those from Mindanao, including the heads and members of each of the peace negotiation teams of the Philippine government and the MILF. While peace negotiations were suspended

¹⁴⁹ Also see Chapter 4 “Major Donors,” Malaysia

¹⁵⁰ Ishikawa, S. (2014a) The Role of a Development Agency in Peacebuilding: Track One-and-Half Mediation in Mindanao, *Asian Journal of Peacebuilding*, 2 (1):79-95

¹⁵¹ Ochiai, N. (2019), Peace and Development in Mindanao, Philippines, Tokyo: Saeki Printing

as Malaysia withdrew from mediating peace, the seminar offered “space” to the parties in conflict to “talk” in an informal manner.

COP 4 invited those from three regions in conflict again. Given that it took place immediately after the inauguration of the Aquino administration, a contribution was made to building the political environment for the peace process. The seminar also allowed then Chairperson Iqbal of the MILF Peace Implementing Panel, to speak to then Prime Minister Mahmud of the Ache Free Movement, and to gain advice from him on peace in Mindanao.

COP 5 was held following the Narita meeting in 2011 with focus on Mindanao again. As a forum, it enabled the participants to discuss specific points of peace negotiations, inviting a wide range of stakeholders, including politicians who had not been invited to the COP until that time, such as the Congress members who represented Mindanao, the Interior Secretary of the Philippine government, the ARMM government, the governors of all the provinces in the ARMM, the members of the IMT, ICG, MNLF, and civil society organizations, and so on. The inclusion of such a wide variety of participants contributed to growing momentum for peace in Mindanao.¹⁵²

COP 6 was held to discuss the Bangsamoro Basic Law in light of the Comprehensive Agreement in 2014. The three-day seminar that took place in Hiroshima, Japan, had a total of more than 200 participants, including then President Aquino III and MILF Chairperson Murad, approximately 20 personnel from the Philippine government, and 40 from the Bangsamoro side. At COP 6, focus was also given to the socio-economic development of Bangsamoro, the establishment of the Bangsamoro autonomous government, and normalization. As a result, the “Hiroshima Declaration on Realization of the Bangsamoro” (Hiroshima Declaration) was adopted. It was hoped that this would accelerate the peace process to establish the Bangsamoro Basic Law and the BTA.¹⁵³

Among 6 COPs in total, 3 COPs, which specifically highlighted Mindanao, took place when the peace process was stagnated or about to move forward, with the aim of promoting mutual understanding among the peace negotiators and growing the momentum for peace negotiations. It is considered that an indirect contribution was made to supporting the peace process, including the resumption of peace negotiations, the signing of peace agreements, and the establishment of the Bangsamoro Organic Law, and so on.

¹⁵² Ishikawa, S. (2014a) The Role of a Development Agency in Peacebuilding: Track One-and-Half Mediation in Mindanao, *Asian Journal of Peacebuilding*, 2 (1):79-95:88, Ochiai, N. (2019) *Peace and Development in Mindanao, Philippines*, Tokyo: Saeki Printing, Ishikawa, Y. (2014b) Involvement of Japan in the Mindanao Peace Process, *The Philippine Society of Japan Bulletin*, 260:40-46:89

¹⁵³ Deles, T. Q. (2014) Keynote Address to COP6 Hiroshima, Japan, 23-25 June 2014, in the GPH Panel Secretariat (ed.) (2016) *JUNCTUIRES: Selected Speeches and Statements*, Manila: OPAPP, 60-67, JICA (2014b) *Mindanao Peacebuilding Seminar Press Release*, Tokyo: JICA

5.2.4 Intensive Implementation of the “Grant Assistance for Grassroots Human Security”

Grassroots assistance was intensively provided in the conflict-affected area as part of the “Japan-Bangsamoro Initiatives for Reconstruction and Development (J-BIRD)” from 2006 onwards. The relevant schemes of grassroots projects include the “Grant Assistance for Grassroots Human Security”, the “Grant Assistance for Japanese NGO Projects”, the “Grants in Association with an International Organization” and the “Counterpart Funds of Non-Project Grant Aid” as follows.

Table 5-15 Grassroots Projects in J-BIRD

Scheme	Outline
The “Grant Assistance for Grassroots Human Security”	This executed a total of 92 projects from 2006 to 2016 (approximately 800 million Japanese yen). These projects constructed and repaired small facilities, primary and secondary school buildings, vocational training centers, water supply facilities and health service facilities at the barangay level.
The “Grant Assistance for Japanese NGO”	This implemented a total of 12 projects from 2009 to 2016 (approximately 470 million Japanese yen). ¹⁵⁴ These projects included school construction, peace education for children, and local development projects for the children of indigenous people.
The “Grants in Association with an International Organization”	This granted to the Project for Peacebuilding and Education Support for Children in the Conflict-affected Mindanao of the UNICEF in 2016 (approximately 725 million Japanese yen), the Rebuilding Marawi Shelter and Livelihood Project of the UN-HABITAT in response to Marawi crisis in 2017 (approximately 1.1 billion Japanese yen), and a grassroots security project of the UNDP ¹⁵⁵ in 2017 (approximately 330 million Japanese yen).
The “Counterpart Funds of Non-Project Grant Aid”	This constructed the Japan-ARMM Friendship Hall and Training Center, and granted the equipment and facilities to improve road networks in the ARMM, and PCs to public schools in 2010 (approximately 680 million Japanese yen).

Table 5-16 shows the number and amount of the projects in relation to grassroots grant assistance based on the signed E/N between 2006 and 2017. The amount of the projects, which were implemented during this period, reached approximately 4.7 billion Japanese yen, supporting various areas from small-scale infrastructure development, which was the central focus of the assistance, to community development, livelihood improvement, institutional development, and human resource development, across the conflict-affected area. This grant assistance for grassroots projects was considered the “peace dividend”, enhancing the momentum for economic development and peace at the community level. This led to a

¹⁵⁴ Data were available up to 2016.

¹⁵⁵ It is called “Strengthening National and Local Resilience to Risks of Violent Extremism in the Philippines.”

high level of presence and recognition of Japanese cooperation in the central region of Mindanao, and the nurturing of public trust in Japanese cooperation across the beneficiary communities.¹⁵⁶

Table 5-16 Number and Amount of Grant Assistance for Grassroots Projects

Fiscal year	No. of projects	E/N amount (USD)	E/N amount (million JPY)
2006	12 grassroots grant assistance projects	0.69	76.06
2007	11 grassroots grant assistance projects	5.92	686.26
2008	11 grassroots grant assistance projects	0.83	93.26
2009	8 grassroots grant assistance projects	0.73	75.44
	1 grant assistance for Japanese NGO project	0.12	12.85
2010	11 grassroots grant assistance projects	1.02	96.12
	3 projects using counterpart funds of non- project grant aid	7.23	680.00
2011	8 grassroots grant assistance projects	0.82	73.39
	3 grant assistance for Japanese NGO projects	1.17	104.18
2012	8 grassroots grant assistance projects	0.89	71.70
	2 grant assistance for Japanese NGO projects	0.90	72.50
2013	9 grassroots grant aid projects	0.98	79.97
	2 grant assistance for Japanese NGO projects	0.77	62.76
2014	7 grassroots grant aid projects	0.65	62.65
	1 grant assistance for Japanese NGO project	0.58	55.84
2015	5 grassroots grant aid projects	0.48	52.87
	2 grant assistance for Japanese NGO projects	0.83	91.66
2016	1 project for grants in association with an international organization	6.04	725.00
	5 grassroots grant aid projects	0.61	72.68
	1 grant assistance for Japanese NGO project	0.58	69.16
2017	2 projects for grants in association with an international organization	13.00	1,430.00

¹⁵⁶ Rikiishi, T. (2014) Japanese Assistance for Development in relation to Peace in Mindanao, *The Philippine Society of Japan Bulletin*, 260:47-49

5.2.5 Japanese Grant Aid for Human Resource Development Scholarships

The Japanese Grant Aid for Human Resource Development Scholarships (JDS hereinafter)¹⁵⁷ was launched in 2002 with the aim of training human resources, including young and competent officials, practitioners, and researchers, who have engaged in socioeconomic development planning and implementation and have been expected to lead developing countries in the 21st century. Focus is given to facilitating the development of the legal framework to transform the recipient state into a market economy, and respond to a high volume of demand for human resource development in such an area of economic development in the developing countries. Also, it envisions that students and graduates, as good friends of Japan, will contribute to the expansion and strengthening of mutual friendship and cooperation in the future.¹⁵⁸

The reception of students from the Philippines started in 2003. Focus was given mainly to training the government officials, contributing to consolidating the institutional capacity of the government, and resolving the development challenges, given that the governmental institutions has faced a shortage of personal, organizational, institutional, and financial capacities and systems to manage the development challenges in the Philippines. No more than 20 students, who are mostly young administrators in the Philippine government, came to Japan every year to study the development policy priorities of the Philippines in graduate schools in Japan. Below is the overview of the project from 2003 to 2016.

Table 5-17 JDS and its Achievements

Scheme	Outline
The number of students	299 in total, and the period of study: 2 years
The fields of study	Public administration, economy, finance, rural development, regional development administration in Mindanao, infrastructure development, etc.
The organizations to which the students belonged	NEDA, DPWH, the Department of Foreign Affairs (DFA), the Department of Agriculture (DOA), the Department of Finance (DOF), the Central Bank of the Philippines, etc.
The schools which hosted the students	Graduate Schools of the International University of Japan, Kobe University, Nagoya University, Hiroshima University, National Graduate Institute for policy Studies, etc.

Also, some programs on offer highlighted support to Mindanao, including the “Regional Development Administration in Mindanao” between 2011 and 2014, and “Regional Development in Mindanao/ Support to Establish the Bangsamoro Autonomous Government between 2015 and 2018, and accepted 34

¹⁵⁷ Although JDS is a kind of grant aid, this review separately categorizes this as part of the other assistance.

¹⁵⁸ JICA (2015e) Japanese Grant Aid for Human Resource Development Scholarships Preparatory Survey Report, Tokyo: JICA.

students respectively. Moreover, a “Bangsamoro quota” was set to accept 9 students in the three years of 2015 to 2017 with the aim of supporting human resource development in view of the upcoming Bangsamoro autonomous government.

5.2.6 Synergies between Other Assistance and JICA's Assistance for Mindanao

■ Facilitating JICA to Formulate and Implement Support Projects Before the Peace Agreement was Signed

In June 2006, then JICA President Ogata proposed to expand assistance for human security in the conflict-affected area in light of the trusting relationship that had been fostered through diplomacy up until that time. However, because this was assistance before a peace agreement and there were limits to access by JICA staff to the conflict-affected area due to security reasons, remote project formation and implementation was the only option. Under these circumstances, supplementary activities such as the IMT and the COPs made significant contributions to the formulation and implementation of the JICA-supported projects.

With the IMT, a staff member, who was seconded to the Japanese Embassy in the Philippines from JICA, started support activities for socio-economic development as a Japanese expert from October 2006. This expert was the only Japanese expert stationed in the region until a project office was set up in Cotabato for the start of the “Comprehensive Capacity Development Project for Bangsamoro (CCDP)” by JICA in 2013, and through the IMT, it was possible to get deep access to parts of the conflict-affected area that could not normally be accessed even by members of the Philippine army or police without the approval of the MILF. As a result, JICA was able to gain a deep understanding of the situation for communities in the conflict-affected area through that expert, and to undertake effective measures for project formation and implementation while taking into consideration conflict prevention in the complicated social conditions. For example, in the formation and implementation of the “Study for Socio-Economic Reconstruction and Development of Conflict-Affected Areas in Mindanao (SERD-CAAM) (2007-2009),” which was the first community development project in the conflict area, contributions were made through proposals and support by the first Japanese experts who participated in the IMT. Thanks to support by this expert, JICA was able to start a survey in a period of only about three months after a project was requested by the Philippine government.¹⁵⁹

¹⁵⁹ Nagaishi, M. (2014) Participating Among the First Japanese Experts in the International Monitoring Team, The Philippine Society of Japan Bulletin, 260: 34-39

Development support was discussed at every COP. Through exchange of opinions with seminar participants, JICA was able to gain an understanding of local needs and obtain valuable feedback from the participants on project formulation, implementation, and monitoring. In particular, the first seminar was an opportunity for JICA to interact with the stakeholders and groups involved in the peace process for the first time. JICA staff who established relationships with the participants quickly flew to Cotabato after the seminar was over, and explored the possibility of cooperation with the BDA which was capable of achieving the “peace dividend” in the conflict-affected area through the OPAPP at the time. As a result, JICA was able to conduct capacity-building training for the BDA through the OPAPP and create the foundations for subsequent cooperation with the BDA within six months of the completion of the seminar.¹⁶⁰

■ Facilitating JICA to Work Together with Various Stakeholders in the Conflict-Affected Area

In relation to the above, the IMT established its image as a neutral supporter of peace among the residents in the conflict-affected area, and the participation of JICA staff in the IMT enabled JICA to establish the same image as the IMT among the residents in the conflict-affected area.¹⁶¹ Furthermore, by participating in the IMT as civilians rather than as military officers, the Japanese experts stationed in Cotabato had many opportunities to come into direct contact with the beneficiary residents, the local governments and civil society organizations that were the implementing agencies in the project formulation and implementation process for the “Grant Assistance for Grassroots Human Security Projects.” For this reason, JICA was able to solidify its image as a supporter of peace at the grassroots level. Thanks to the fostering of a trusting relationship and personal networks with the stakeholders during the projects in this manner, the Japanese experts were able to establish friendly relations with both parties.

■ JICA's Continuous Support to Mindanao

The policy of continuous assistance for Mindanao as part of Japanese diplomacy provided backing support for the dispatch of the JICA staff to the IMT, and facilitated JICA to continue the support projects in the conflict-affected area. For example, when other donors withdrew assistance from Mindanao following the resumed armed clashes in 2008, the decision was made by then JICA President Ogata, who was deeply engaged in assistance for Mindanao, to continue dispatching the JICA staff to the IMT and conducting the support projects. As the Ministry of Foreign Affairs of Japan was also concerned

¹⁶⁰ Ishikawa, S. (2014a) The Role of a Development Agency in Peacebuilding: Track One-and-Half Mediation in Mindanao, *Asian Journal of Peacebuilding*, 2 (1):79-95

¹⁶¹ JICA (2015f) Survey Form on Role of IMT in Japanese Support for Mindanao, Internal Document, Tokyo: JICA

about the impact of JICA's withdrawal from assistance in Mindanao, the Japanese Embassy in the Philippines facilitated JICA to dispatch its staff to the conflict-affected area, offering security assurance, and thus allowing JICA to continue the support projects in the conflict-affected area as long as possible. As a result, several BTA officials expressed their gratitude for JICA's continuous presence in Mindanao which raised hope for peace among the residents and civic groups in the conflict-affected area, and increased the momentum for peace.

■ Synergies among Different Schemes

While JICA's assistance for Mindanao requires a request by the government of the host nation as a general rule and a relatively long time for project formulation since the scale of assistance is relatively large,¹⁶² the small-scale Grant Assistance for Grassroots Human Security Projects are able to quickly and attentively address various development needs and challenges at the community level and achieve the “peace dividend”. As a result, the residents in the conflict-affected area have rapidly recognized the “Japan-Bangsamoro Initiatives for Reconstruction and Development (J-BIRD)” across communities, in particular those in Central Mindanao, in a relatively short period of time as more than 10 Grant Assistance for Grassroots Human Security Projects were implemented every year by the Japanese experts belonging to the IMT. Synergies among each scheme were observed given that JICA's other community development projects effectively used the infrastructure that the above projects offered for the detailed needs survey and social preparation in the QIPs.

■ Improving the Understanding of the Philippine Government and Implementing Agencies toward JICA's Assistance for Mindanao

Based on the contracts between the students and the organizations to which they belong, a total of approximately 300 Filipino students, who studied in Japan through the JDS, have mostly returned to the organizations where they used to work, and applied the knowledge and skills acquired in Japan to their daily work.¹⁶³ In view of the future of Mindanao, nearly 40 students participated in the program specializing in Mindanao thus far, while the program of “Mindanao Regional Development Government,” which commenced in 2011, was transformed into the program of “Mindanao Regional Development/Support to Establish the Bangsamoro Autonomous Government,” in view of the upcoming

¹⁶² There are exceptions, including the fast track system. The “Study for Socio-Economic Reconstruction and Development of Conflict-Affected Areas in Mindanao (SERD-CAAM)” was the first community development project that adopted this system in the conflict-affected areas.

¹⁶³ JICA (2015e) Preparatory Survey Report on the Project for Human Resource Development Scholarship in the Philippines, JICA: Tokyo, 28

Bangsamoro autonomous government after the Comprehensive Agreement in 2014. These returnees continue to cooperate with JICA in JICA's assistance for Mindanao.

For example, a returnee became a counterpart in the BDA to run the training centers constructed during the "Capacity Building for Community Development in Conflict-Affected Areas in Mindanao (CD-CAAM) (2012-2016)" and the "Grant Assistance for Grass-Roots Human Security Project." Subsequently, she cooperated with the "Market Driven Local Industry Promotion (MP-LIP)" as part of the "Comprehensive Capacity Development Project for Bangsamoro (CCDP) (2013-2019)" to promote industrial development in three island provinces of the ARMM. Furthermore, she has been a valuable source of information in JICA's assistance for Mindanao in the island area. This case indicates that a JDS graduate has generated synergy with JICA in cooperating to implement the JICA projects for community development as a counterpart in the BDA, and has facilitated the BDA as an implementing agency to deepen its understanding of JICA's assistance for Mindanao.

5.3 Facilitating and Inhibiting Factors for Achieving the Outcomes

5.3.1 Facilitating Factors

The facilitating factors to achieve the outcomes include 1) establishment of the all-Japan support system for Mindanao, 2) policy of the former JICA presidents to support Mindanao, and 3) participation of the beneficiaries in JICA's assistance for Mindanao.

(1) Establish an All-Japan Support System for Mindanao

■ The Mindanao Task Force

Another facilitating factor is the all-Japan support system for Mindanao which was established in conjunction with the Mindanao Task Force in October 2006. The Mindanao Task Force, which met on a monthly basis, made it possible for the representatives from the Japanese Embassy in the Philippines and JICA (including the then JBIC at the time), and the socio-economic experts to the IMT to efficiently and effectively coordinate policies and activities in diplomacy, development, and security and stability. As a result, the participants were able to efficiently and effectively understand the progress made in the peace negotiations, peace process, and security situations in the conflict-affected area, formulate and implement development plans and projects, and carry out grassroots grant assistance. Synergetic effects were then generated between the other assistance, mentioned in the previous section, and JICA's assistance for Mindanao.

■ Synergies in the 3D approach (Development, Diplomacy, and Defense)

Moreover, the secondment of the JICA staff to the Japanese Embassy in the Philippines in order to dispatch them to the IMT made it possible to gain sensitive information on the situation in Mindanao acquired from the Philippine government by the Japanese Embassy in the Philippines, which had not been conveyed to JICA, in addition to information on the progress made in the peace negotiations on Mindanao. This helped JICA understand and analyze the security situation on the ground. As a result, JICA was able to plan and implement the “assistance in a forward-looking perspective”, based on a comprehensive understanding of the peace and security situation, even when the peace process was stagnated and the local security situation was fluid.¹⁶⁴ From this perspective, JICA's assistance for Mindanao effectively applied the 3D (development, diplomacy, and defense) approach to coordinating and associating with the efforts made by the Japanese Embassy in the Philippines in the peace process, and the socio-economic assistance and measures taken by the IMT for security and stability in Mindanao.¹⁶⁵

(2) Initiatives of the Former and Current JICA Presidents in Assistance for Mindanao

Despite the fluid peace process, the assertive and cohesive commitment of the JICA presidents to assistance for Mindanao allowed JICA to acquire trust from both the Philippine government and the MILF and contributed to smooth operation and execution of the projects. Then JICA President Ogata (2003-2012) proposed assistance for human security in the conflict-affected area. Since then, the former president took the initiative with JICA's assistance for Mindanao and led the ongoing support as it was mentioned above. The continuous presence of JICA staff in Cotabato empowered the moderate factions in the MILF and consolidated trust of the Philippine government and the MILF in JICA. This measure further led to the “back-channel diplomacy” by the Japanese Embassy in the Philippines, the ceasefire agreement, and the Narita meeting, and made a great contribution to JICA's assistance for Mindanao.

Former President Tanaka, the successor to former President Ogata, also demonstrated his strong commitment to the assistance, selecting Mindanao for his first and last foreign visit. In March 2014, then President Tanaka met with MILF Chairperson Murad at Camp Darapanan immediately after the

¹⁶⁴ An example is observed in the flexible response to the changes of implementation plan in the “Comprehensive Capacity Development Project for Bangsamoro (CCDP) (2013-2019).” The project was able to properly respond to the stagnated peace process in view of the various information obtained from the Mindanao Task Force as deliberation on the Bangsamoro Basic Law remained unclear.

¹⁶⁵ The approach indicates the effectiveness of comprehensive policy support in coordination with development for peace-building, diplomacy for peace-making, and defense for peace-keeping for statebuilding in the conflict-affected countries. OECD (2005) *Principles for Good International Engagement in Fragile States & Situations*, Paris: OECD

Comprehensive Agreement, and decided to implement the QIPs to achieve the “peace dividend” among the residents in the conflict-affected area. In April 2014, the QIPs commenced with immediate effect, boosting the momentum for peace at the community level. Furthermore, current President Kitaoka also selected Mindanao for his first foreign visit, demonstrating his leadership in continuous assistance for Mindanao. The active engagement of the former JICA presidents is considered to have led to the continuation of JICA's assistance for Mindanao, fostering the trust of both the Philippine government and MILF in JICA and Japan.¹⁶⁶

(3) Commitment of Implementing Agencies and Beneficiaries to JICA's Assistance for Mindanao

■ Commitment of Implementing Agencies to JICA's Assistance for Mindanao

The complementary measures of implementing agencies for the JICA projects improved the effectiveness and sustainability of the projects. For example, in the “Malitubog-Maridagao Irrigation Project I (1990-2014)” the NIA (National Irrigation Administration), the implementing agency, granted irrigation pumps and water buffalo to the beneficiary farmers, and the Office of the President similarly provided agricultural equipment, including tractors, cultivators, and spreaders to the irrigation associations. These supplementary measures taken by the Philippine government became known to the beneficiary farmers, increasing their trust in the government, and improving their understanding of, and satisfaction with, the project.

■ Commitment of Beneficiaries to JICA's Assistance for Mindanao

Furthermore, the motivation and zest of the beneficiaries also improved the effectiveness and sustainability of the projects. For example, the QIPs, which were implemented in the community development projects in the “Study for Socio-Economic Reconstruction and Development of Conflict-Affected Areas in Mindanao (SERD-CAAM) (2007-2009)” and the “Comprehensive Capacity Development Project for Bangsamoro (CCDP) (2013-2019),” required the BDA, as the cooperation agency, and a broad range of residents in the community to lead and participate in social preparation in

¹⁶⁶ Regarding this, Mr. Mohagher Iqbal, the Minister of Education, the BTA stated that, “JICA was everywhere”, and Professor Abhoud Syed Lingga, Institute of Bangsamoro Studies commented that, “JICA's strong presence fostered a sense of confidence and reassurance among the residents toward peace and created the momentum for peace”. JICA (2019e) *History of the Japan International Cooperation Agency 1999-2018*, Tokyo: JICA:132,

the implementation process, formulating community development plans, prioritizing sub-projects, monitoring project implementation, and mobilizing other residents. Accordingly, the willingness of BDA staff and residents to participate in JICA's assistance and the leadership of resident representatives were key to enabling the residents in the community to understand the purposes and objectives of the support projects. Moreover, the tangible benefits which the residents felt (not only socioeconomic benefits but also social trust and security) encouraged the residents to keep the residents' organizations active and maintain the infrastructure facilities after the completion of the projects. This promotes the overall sustainability of the projects.

Moreover, the enthusiasm of the model farmers and their understanding of the adopted technologies increased the spillover effects and sustainability of the projects, which aimed to promote agricultural technologies among the beneficiaries, including the "Capacity Building for Community Development in Conflict-Affected Areas in Mindanao Project (CD-CAAM) (2012-2016)", the "Rice-Based Farming System Training and Support Program for the ARMM," and the "Rice-Based Farming Technology Extension Project for the ARMM (2012-2017)". Another example includes the promotion of organic farming and joint shipments by farmers in the village of Buntong in Lanao del Sur, and the official registration of farmers' cooperatives in the village of Bongao in Tawi-Tawi due to the proactive efforts made by the beneficiaries after the completion of the "Capacity Building for Community Development in Conflict-Affected Areas in Mindanao Project (CD-CAAM) (2012-2016)."

5.3.2 Inhibiting Factors

Inhibiting factors include the stagnated peace process and persistent insecurity, as well as a shortage of competent human resources and institutional challenges in the implementing agencies.

(1) Stagnated Peace Process and Persistent Insecurity

The stagnated peace process and persistent insecurity were the most significant inhibiting factors in JICA's assistance for Mindanao. Among others, travel restrictions on the Japanese experts due to the deterioration of security on the ground significantly undermined efficiency of project formulation and implementation in JICA's assistance for Mindanao.

■ Impact of Deteriorated Security on Infrastructure Projects

The deteriorated security situation in connection with the outbreak of the "all-out war" in 2001 prevented the large-scale infrastructure development projects, which were implemented from the late 1990s, from making a steady progress. Following the Tripoli Final Peace Agreement in 1996, JICA supported the large-scale infrastructure development projects which employed ODA loans, in order to support the development policies set out by the then Ramos administration. However, the armed clashes in the "all-

out war” turned part of the area where the large-scale infrastructure projects were implemented into a war zone. This delayed the construction of infrastructure, significantly undermining the efficiency of the projects. For example, the “Malitubog-Maridagao Irrigation Project I (1990-2014),” and the “Improvement in Power Grid Project (1995-2005)” delayed their completion by 18 years and 7 years respectively. This also caused repeated changes in the project implementation plans. It constrained the formulation of the new large-scale infrastructure development project after 2001.¹⁶⁷

Moreover, the armed clashes led to the destruction of infrastructure facilities developed by JICA and the dispersion of the beneficiaries. The resumption of armed clashes from 2008 to 2009, in connection with the official declaration of unconstitutionality against the MOA-AD, for example, harmed the “Rice-Based Farming System Training and Support Program for the ARMM (2005 to 2010),” partially destroying the general farm exhibition halls, forcing some of the beneficiary farmers to evacuate to other parts of the Philippines, and limiting the agricultural extension workers from entering the conflict-affected area for project implementation. Furthermore, the unexploded ordnance and ammunition that remained in the conflict-affected area after many years of conflict jeopardized the progress to be made by the projects, even after the peace agreements between the Philippine government and the MILF were signed. The landmines and unexploded ordnance, which remained alongside the rural roads in the project area in the conflict-affected area, undermined the smooth implementation of the grant aid project, “Project for Capacity Building for Community Development in CAAM (2015-2017).”

■ Impact of Deteriorated Security on Non-Infrastructure Projects

The deteriorated security situation also interfered with the implementation of community development projects. During the “ARMM Social Fund Project (2003-2012),” there were sporadic armed incidents and terrorist attacks from the inception of the project.¹⁶⁸ This downgraded the policy priority of the ARMM for the then Arroyo administration, leading the Philippine government to postpone budgetary measures to pay salaries to government counterparts and establish an implementation structure within the project. As a result, the project commenced more than three years later than planned. Furthermore, the deteriorated security prevented the local consultants and contractors from entering the project implementation area, raised the procurement costs including insurance premiums, and made it difficult to utilize local resources.

A similar problem was also seen in the subsequent “Study for Socio-Economic Reconstruction and Development of Conflict-Affected Areas in Mindanao (SERD-CAAM) (2007-2009).” The study undertook barangay profiling in all barangays across the conflict-affected area, and conducted detailed needs surveys in the selected ones. However, the resumed armed conflict after the breakdown of the MOA-AD

¹⁶⁷ No new ODA projects were formulated in the 2000s.

¹⁶⁸ Examples include the invasion of the Philippine army to the MILF's Buliok Complex in 2003, and the terrorist attacks in the cities of Manila, Davao, and General Santos in 2005.

changed the implementation conditions in many barangays, and stagnated the peace process thereafter. This undermined the expansion and implementation of project after the completion of the study (for example, the formulation of grant aid project). Also, a reason that the study implemented the QIPs in 11 barangays and the On-Spot Assistance (OSA) in 23 barangays in support of small-scale infrastructure was to respond not only to the urgent need for support with immediate effect, but also to the operational need to complete project implementation from planning to construction in a short period due to the fluid security situation.¹⁶⁹

Furthermore, due to the insecurity which limited surveyors from entering the conflict-affected area, it was difficult to collect quantitative data within the governance projects, including the “Study on Infrastructure (Road Network) Development Plan for the ARMM (2008-2010)” and the “Development Study on Promotion of Local Industry in ARMM (2010-2012),” which aimed to assist the Department of Public Works and Highways, and the Department of Trade and Industry in the ARMM government in improving their development planning capacity. Similarly, this situation impelled the “Topographic Mapping for Peace and Development in Mindanao” to rely on secondary data from the local governments since the surveyors failed to obtain official approval for the ground survey in part of the conflict-affected area. Moreover, the stagnated peace process and delay in deliberation on the Bangsamoro Basic Law forced the “Comprehensive Capacity Development Project for Bangsamoro (CCDP) (2013-2019),” whose aim was to establish the institutional foundation for the Bangsamoro autonomous government, to repeatedly change the project implementation plan and delay the completion of the project by three years.

(2) Shortage of Competent Human Resources and Institutional Challenges in the Implementing Agencies

Other inhibiting factors include a shortage of competent human resources and institutional challenges in the implementing agencies in the JICA-supported projects. These problems stand out, in particular, at the grassroots level, curtailing project operations, effectiveness, and sustainability.

■ Challenges in the ARMM Government

A shortage of competent human resources at the ARMM government and its fragile institutions seem to have interfered with the implementation of JICA-supported projects. While JICA has supported enhancing good governance in the ARMM government, it has been increasingly clear that service delivery has suffered from a shortage of human resources (e.g. capacity, headcount, etc.) in the ARMM government and its institutional fragility (e.g. the lack of an administrative code and a human resource

¹⁶⁹ JICA (2009d) Preparatory Survey Report on the Project for Community Development in Conflict-Affected Areas in Mindanao, Tokyo: JICA

information system). In addition to the shortage of human resources, other factors preventing the provision of public services included insufficient networking with the central government. This led the ARMM government to fail to secure the relevant budget from the Philippine government.

This state of affairs had a negative impact on the implementation of community and agricultural development projects. For instance, the “ARMM Social Fund Project (2003-2012)” required close coordination between the ARMM government, which was in charge of the implementation of small-scale infrastructure projects, and the local governments, which was often responsible for the maintenance of infrastructure after the completion of the projects. However, the ARMM government faced a lack of capacity among the administrators, and often failed to coordinate with the local governments in the implementation of the project, and secure the necessary budget to employ the project staff and execute the expenses of the project. For example, the “Rice-Based Farming System Training and Support Program for the ARMM” and the “Rice-Based Farming Technology Extension Project for the ARMM” mobilized more than 900 agricultural extension workers belonging to the Ministry of Agriculture, Forestry and Fisheries of the ARMM government to liaise with PhilRice as the implementing agency and farmers as the beneficiary. Yet, most of the agricultural extension workers faced insufficient capacity and experience in managing farming technologies, and the Department of Agriculture, Forestry and Fisheries in the ARMM government failed to secure sufficient budget to meet the needs of staffing and means of transport for the agricultural extension workers.¹⁷⁰

Moreover, the fragile institutions enabled some politicians to politicize the public administration and make arbitrary decisions.¹⁷¹ Then Governor Ampatuan, for instance, temporarily suspended efforts made by JICA to build the capacities of competent reform-minded administrators and enhance good governance, including assistance in setting out the ARMM administrative code, in the “Project on ARMM Human Capacity Development.” Some other politicians mobilized the civil service for their electoral campaigns and took the lead in the frequent relocation of administrators in the ARMM government. This had a negative impact on many JICA counterparts and interfered with the progress to enhance good governance in the JICA-supported projects.

■ Challenges in the BDA

The shortage of competent human resources and institutional challenges at the BDA also had a negative impact on the implementation of the JICA projects. The BDA aimed to promote development in the conflict-affected area due to the agreement in the peace negotiations between the Philippine government and the MILF. It was, however, a de-facto MILF-affiliated agency, lacking legal basis. It also did not have its own budget, relying on part of the project budget commissioned by the World Bank and the EU to

¹⁷⁰ The number of agricultural extension workers in the ARMM (a worker per local government) was extremely low compared to other regions. JICA (2019f) CCDP Completion Report, Internal Document, Manila: JICA,56

¹⁷¹ Numata, M. (2008) Expert Work Completion Report, Tokyo: JICA

meet the necessary expenses, including vehicle maintenance.¹⁷² Its staff members were mostly volunteer doctors or teachers. For that reason, it was difficult for the BDA to retain staff in the organization. It also faced a lack of skilled staff as the qualifications of staff members often did not match their duties. As a result, the BDA failed not only to deliver quality service to the residents, but also develop institutional capability. Moreover, its affiliation to the MILF made it difficult for the BDA to coordinate with the Philippine and ARMM governments, as well as the local governments which were not subject to the MILF.

The emergency development “Study for Socio-Economic Reconstruction and Development of Conflict-Affected Areas in Mindanao (SERD-CAAM) (2007-2009)”, where JICA worked with the BDA as the de-facto implementing agency for the first time,¹⁷³ disclosed these challenges faced by the BDA as the project made progress. The tension between the BDA and the governmental institutions made it difficult to coordinate the project activities with the ARMM and local governments. These challenges led to confusion when JICA handed over the infrastructure facilities and research databases at the completion of the QIPs and surveys. In the project plan, JICA was supposed to hand over these to the residents’ organizations. Yet, if the residents’ organizations were not officially registered or recognized, JICA was obliged to hand over them to the ARMM or local governments. However, the lack of a trusting relationship between the BDA and the ARMM and local governments often made coordination between these parties difficult. Also, a similar case was observed when JICA handed over the research databases. Both the BDA and the OPAPP claimed the right to take over the research database given that the new Bangsamoro Juridical Entity, to which JICA planned to hand them over, was not established due to the recurrence of conflict in 2008.¹⁷⁴

■ Challenges in the Community

Challenges in the community¹⁷⁵ include weak social capital. Many communities in Mindanao faced political conflict (e.g. conflict between the Philippine government and the MILF) and social conflict (e.g. conflict between different religious, ethnic, and clan groups), as well as the inflow of internally displaced persons and Christian settlers. In general, these communities often limit social capital at the familial and clan levels, failing to establish social cohesion beyond that. Moreover, many municipalities failed to sufficiently provide public goods and services to the residents, and lacked the practical experience to lead the participatory community development projects where the residents are responsible for project activities from planning and implementation to monitoring and evaluation.

¹⁷² However, limitations in the activities have been reported, including the lack of fuel for vehicles.

¹⁷³ In the R/D, the OPAPP is the implementing agency and the BDA is the cooperation agency.

¹⁷⁴ In light of this lesson, the “Capacity Building for Community Development in Conflict-Affected Areas in Mindanao Project (CD-CAAM),” the successor of the SERD-CAAM, identified the “building of capacities of the BDA” as a goal of the project, and the “establishing of strong partnership” as a pillar of the project.

¹⁷⁵ This refers to the barangay level.

However, JICA's assistance for community development required the residents in these communities to hold the residents' meetings, discuss their socio-economic needs in social preparation, and jointly select, manage, and execute the projects. However, the communities, where social capital was weak, faced difficulty in not only encouraging the residents to build a trusting relationship and network with each other, but also mobilizing the residents to organize themselves. For this reason, JICA was required to spend a lot of time and effort in engaging in the community activities and building a sense of social cohesion in the community.¹⁷⁶ Moreover, these communities often faced complex land-related problems which prevent the smooth implementation of the infrastructure development projects and thus discourage external support.

■ Challenges in the Local Resources (Contractors)

The lack of capability of local consultants and contractors in the ARMM was also prominent. In particular, the consultants outside of the ARMM, no matter where they come from, were often reluctant to work in the ARMM for the security reason, and this pushed JICA to rely on the locally available resources. Yet, the local contractors in the ARMM often failed to meet the minimum requirements set by JICA in terms of designing, drawing and drafting bidding documents, caused trouble in the procurement process due to complex conflicts of interest, and led to delay in the procurement of the QIPs and the completion of the project as seen in the "Study for Socio-Economic Reconstruction and Development of Conflict-Affected Areas (SERD-CAAM) (2007-2009)". Accordingly, the lessons learned from this experience include the standardization of designing and bidding documents, the advance registration of contractors, and sufficient coordination with the BDA.¹⁷⁷ In turn, local NGOs often demonstrated strong abilities to make the barangay profiles and execute social preparation. Yet, when their staff members were of a different kin or clan origin, the residents in the community, if social capital was weak, were often reluctant to cooperate with them in social preparation¹⁷⁸

■ Challenges in the Philippine Government

Challenges in the Philippine government include budgetary problems. In the "ARMM Social Fund Project (2003-2012)," the financial crisis in 2003 made it difficult for the Philippine government to allocate sufficient budget to the project at the outset, and caused a delay in the initiation of the project of 3 years. Furthermore, in the "Project for Improvement of Equipment for Power Distribution in Bangsamoro Area (2018-ongoing to be completed in 2020)," although the Japanese fund procured the necessary materials, including equipment for work at height and utility poles, the National Electrification Administration, the

¹⁷⁶ These cases were especially observed in the socially-divided communities where diverse kin and clan groups compete.

¹⁷⁷ JICA (2009c) Study for Socio-Economic Reconstruction and Development of Conflict-Affected Areas in Mindanao in the Republic of the Philippines: Final Report, Tokyo: JICA

¹⁷⁸ JICA (2009c) Study for Socio-Economic Reconstruction and Development of Conflict-Affected Areas in Mindanao in the Republic of the Philippines: Final Report, Tokyo: JICA

implementing agency, failed to secure the counterpart funds (due to the flaws in paper work in the first year, and the disapproval of the government as part of fiscal austerity measures in the second year). As a result, the project was temporarily suspended, facing challenges in securing the budget to manage and maintain the procured materials.

Chapter 6. JICA's Contribution to Peace and Development in Mindanao

This chapter infers how JICA's assistance for Mindanao has contributed to addressing the development challenges and achieving the long-term goals in Mindanao by partially using the method of the “theory of change.” However, please note that from its inception, JICA's assistance for Mindanao did not identify the development challenges and long-term goals as the program. Therefore, this chapter attempts to tentatively set the development challenges and long-term goals based on the analysis of outcome made so far and analyze JICA's contribution to these in an ex-post manner. In doing this, the present chapter comprehensively reviews the outcome analysis in each sector and examine how JICA's assistance made a contribution to achieving the “development challenges” and “long-term goals” (or making it possible to do so). Also, it presents how the synergies between other assistance and JICA's assistance made a contribution to achieving the “long-term goals” and eventually peace and development in Mindanao (or making it possible to do so). This enables the chapter to offer a ‘theory of change’ when JICA implements a similar program in the future.

6.1 Economic Development

The area of economic development in Mindanao tentatively sets ‘achieving economic growth and peace in Mindanao’ as the long-term goal, given the challenge that the economic potential of its fertile land and resources were not well capitalized in Mindanao. Mindanao has been affected by protracted conflict and also faced a number of other problems that include the lack of access to markets; the lack of value chains from production to marketing and sales; the lack of production technology and capacity of farmers; and the lack of economic infrastructure and financial access for farmers. Therefore, it is considered that the economic potential, including that of the agriculture, forestry and fisheries industry, which has been the largest industry sector in Mindanao, has been underutilized, and this made the economy of Mindanao sluggish and hampered economic growth and peace in Mindanao.

In view of these economic development challenges, JICA's agricultural development projects have supported the expansion of capital for farmers and rural communities. Farming support through PhilRice, the irrigation projects via loan assistance, and the loans to farmers through the Land Bank of the Philippines have all helped to build up human capital (“people”), material capital (“goods”) and financial access (“money”). These initiatives have succeeded in increasing capital for farmers and rural communities (see Figure 6-1: Projects 1). Outside the rural areas, investment in equipment and facilities, including power facilities and roads through ODA loan and grant aid has provided a stable power supply, restored and expanded highways and agricultural roads, and improved rural areas’ access to the markets (see Figure 6-1: Projects 2). Moreover, the value chain of agricultural products has also been expanded by identifying the outstanding products, helping to organize farmers in the cluster approach, and

establishing distribution and sales channels for agricultural products. These initiatives have improved the market competitiveness of the farmers (see Figure 6-1: Projects 3). As a result of supporting infrastructure development, agricultural development, and industrial development, the region's security has been improved, discharged soldiers have returned to farming, and the promotion of local industry has improved the livelihoods of producers. JICA's assistance enabled the stakeholders with no prior experience to work together cooperatively to foster trust among the stakeholders as well as between the stakeholders and JICA.

It is considered that these outcomes contribute to economic growth and peace in Mindanao in the long term. Figure 6-1 shows JICA's contributions to economic development. In response to the underutilization of Mindanao's economic potential, JICA implemented the support projects in the areas of infrastructure development, agricultural development, and industrial development, and developed capitals in the rural communities, improved access to markets, and developed value chains in industry. These initiatives have improved the livelihoods and household incomes of the farmers and succeeded in consolidating the economic structure in Mindanao. Meanwhile, socio-economic investment and collaboration among the stakeholders has also fostered inter-personal trust and networks among the stakeholders and led to the formation of human networks. In view of this, these achievements have likely contributed to the long-term goal, in economic development of, achieving economic growth and peace in Mindanao.

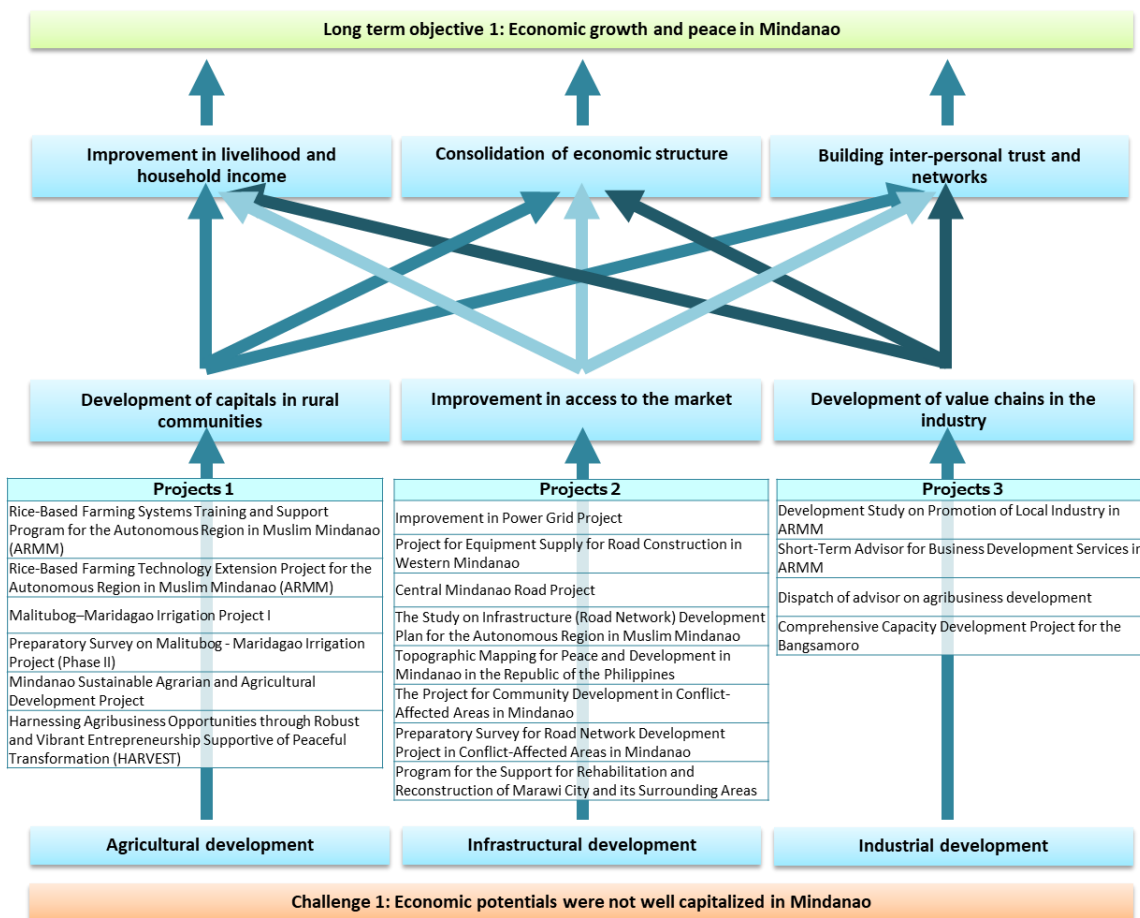


Figure 6-1 JICA's Contribution to Economic Development

6.2 Enhancing Good Governance

The area of governance tentatively sets 'consolidate governance in the BTA and peace' as the long-term goal, given the challenge of fragile governance in the ARMM and local governments. The ARMM government was unable to carry out sufficient administrative services due to the weak personal and institutional capacities and systems of civil servants and public agencies. The lack of young competent human resources, who are expected to assume civil service roles, and human networks in the conflict-affected area has made it difficult to provide capable human resources to the Bangsamoro autonomous government to be established soon.

In view of these challenges in governance, JICA has undertaken civil service training in the ARMM government. This investment in human capital (humans) has led to the setting up of the TWGs in the Cabinet Secretariat, the Department of Public Works and Highways, and the Department of Trade and Industry in the ARMM government, and the establishment of human networks in the ARMM government (see Figure 762: Projects 1). The Cabinet Secretariat took initiatives for public administration reform, including setting out the ARMM administrative code, introducing the human resource information system, and promoting 5S (see Figure 6-2: Projects 2). The Department of Public Works and Highways and the Department of Trade and Industry undertook the development studies, setting out the road network master plan and road database, identifying the outstanding products, and promoting the industry in the cluster approach (see Figure 6-2: Projects 3). JICA's support to consolidate governance in the ARMM government has improved service delivery and minimized political intervention in the public administration, contributing to improving the public administration. .

In the conflict-affected area where the MILF controlled, JICA had supported human resource development and capacity building for the BDA in the community development projects (see Figure 6-2: Projects 4). In particular, after the comprehensive peace agreement in 2014, in order to prepare for establishment of the new Bangsamoro autonomous government, JICA supported the drafting of the Bangsamoro Basic Law, and the development of capable human resources and networks able to serve the public administration in Mindanao's society, including the conflict-affected area (see Figure 6-2: Projects 5). JICA's support for the BDA and BTC has also contributed to a smooth transition to the BTA.

These outcomes are considered to have contributed to the long-term goal of building an institutional foundation for the new Bangsamoro autonomous government and peace. Figure 6-2 shows JICA's contributions to enhancing good governance. In order to address the challenge of fragile governance in Mindanao, JICA, through the governance projects, has supported public administration reform and institutionalization as well as planning and execution in the respective departments. Moreover, JICA has also supported the development of networks among human resources across the conflict-affected communities. These efforts have resulted in improved service delivery on the part of the ARMM government and trust of the residents towards the government, and preparation to establish the BTA. In view of this, JICA's assistance for governance has likely contributed to consolidating governance in the BTA and peace.

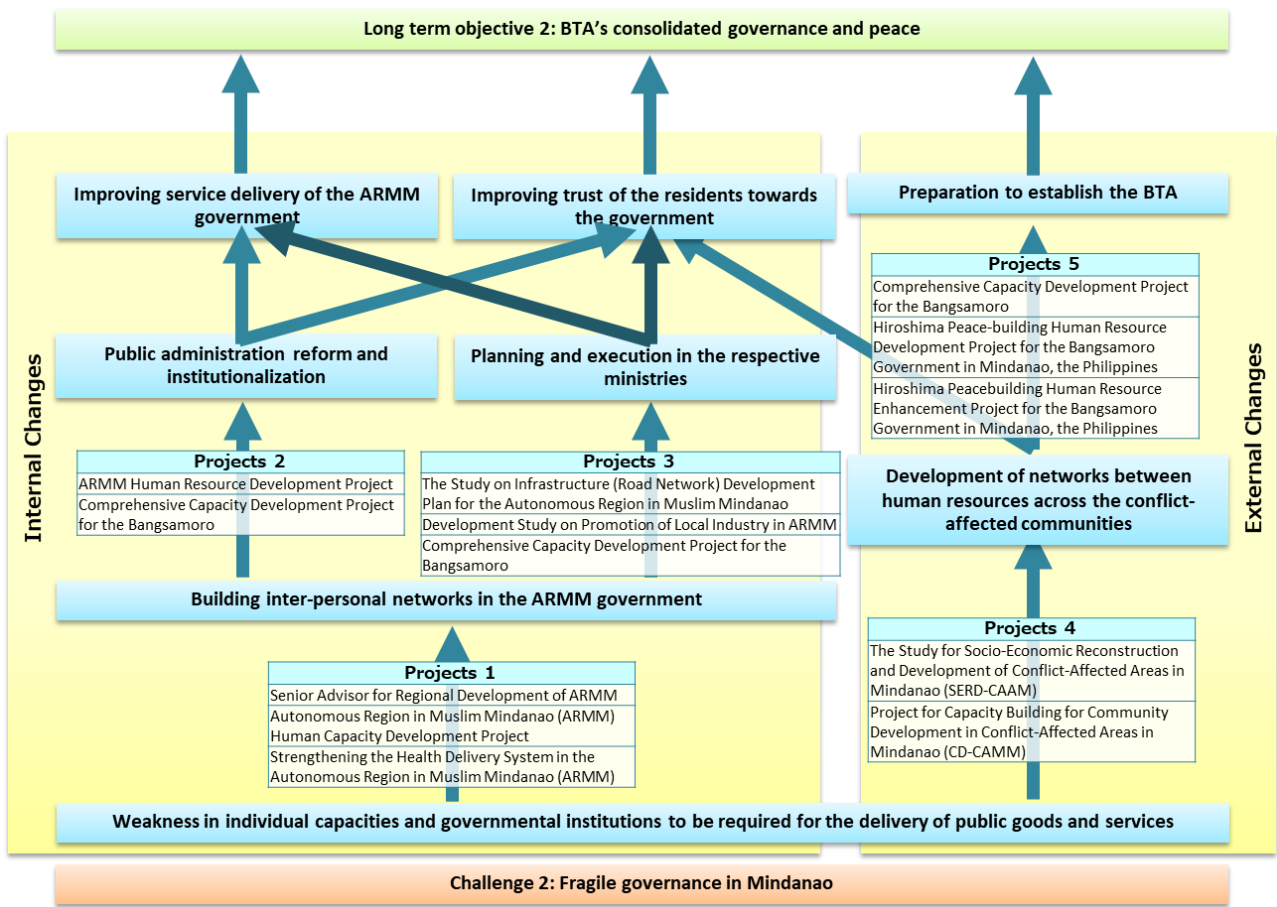


Figure 6-2 JICA's Contributions to Enhancing Good Governance

6.3 Community Development

The area of community development tentatively sets social cohesion and peace in Mindanao as the long-term goal, given the challenge of incohesive society across the communities in Mindanao.. Many impoverished communities in Mindanao, in particular where the MILF controlled, faced inadequate small-scale infrastructure as well as mutual distrust among the residents. The residents seemed to be highly dissatisfied with being left out of development, and felt a low level of social cohesion and a weak sense of unity and solidarity in the community.

In view of these challenges in the community, JICA has supported small-scale infrastructure development through co-financing with the World Bank and CIDA in the ARMM since 2003, and in the conflict-affected area since 2006. These activities have been proclaimed as the so-called "peace dividend." Since 2012, JICA has also supported improving the livelihoods of residents in addition to developing small-scale infrastructure. Guidelines and manuals were prepared for agriculture (e.g. vegetable growing and sales), fishing (e.g. tilapia aquaculture, processing and sales), road restoration and repair, etc., in a pilot project (see Figure 6-3: Projects 1). In implementing these projects, JICA has not only encouraged broader

community participation and improved residents' project receptivity during social preparation, but also promoted cooperation between the ARMM government, local governments, and BDA and pursued better relationships among the residents, between the residents and implementing agencies, and among the implementing agencies (see Figure 6-3: Projects 2).

These outcomes are considered to have contributed to the long-term goal of social cohesion and peace in Mindanao. In order to address the challenge of incohesive society across the communities in Mindanao, JICA pursued improvement in small-scale infrastructure and livelihoods in the community support projects. This resulted in effectively distributing the "peace dividend" and modelling community development, as well as improving inter-personal relationships among the stakeholders and social cohesion across the communities. In view of this, JICA assistance has likely contributed to the long-term goal of improving social cohesion and peace in Mindanao.

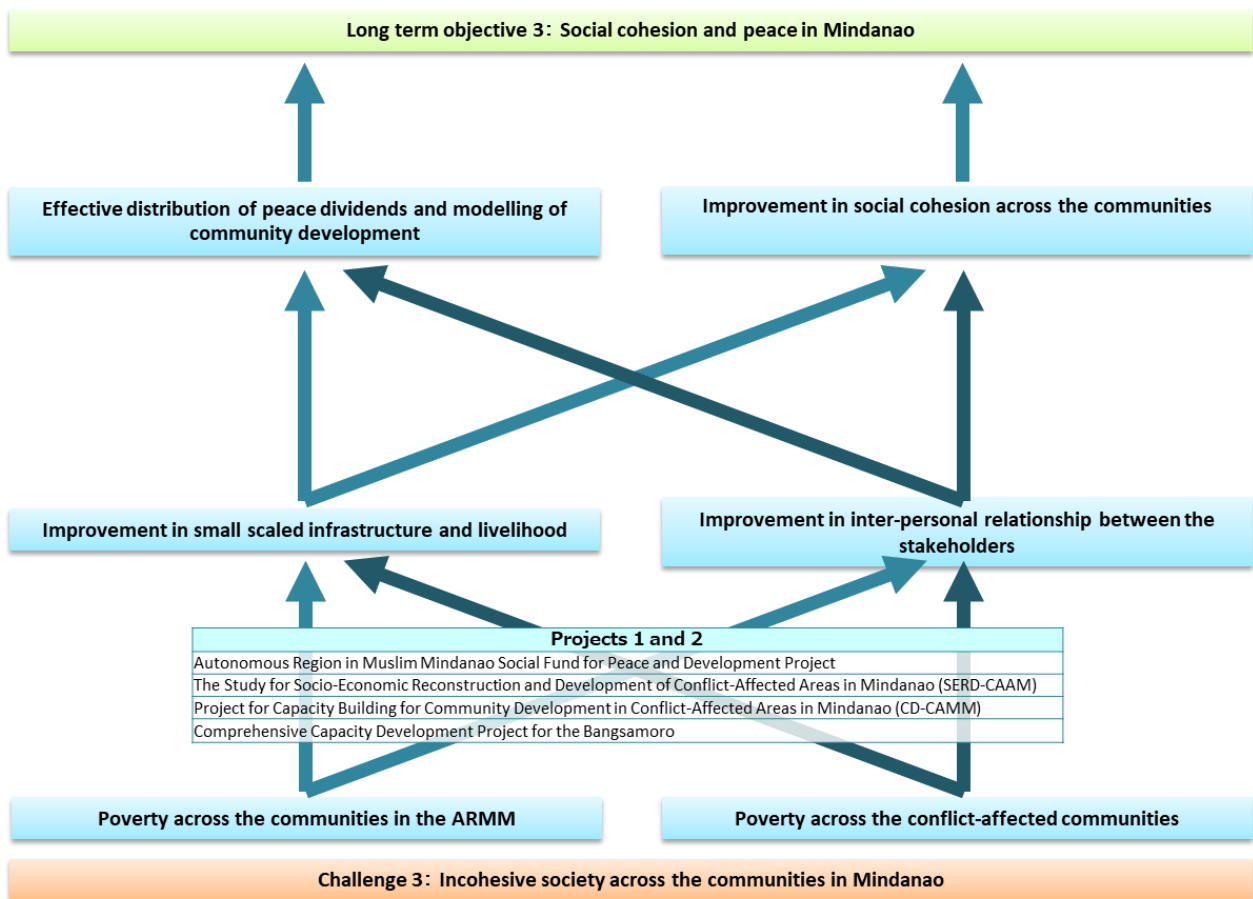


Figure 6-3 JICA's Contributions to Community Development

6.4 Synergies between JICA's Assistance and Other Assistance

Other assistance including diplomacy and security activities have further generated synergies with JICA's assistance for Mindanao as follows. Firstly, due to the cohesive policy of the Japanese government on support to Mindanao, JICA was able to obtain sensitive security information from the Mindanao Task Force led by the Embassy. Secondly, the dispatch of the JICA staff to the IMT also enabled JICA to build trust and personal networks with the residents and the stakeholders in relation to the MILF in the conflict-affected area and effectively formulate and implement the projects. The intensive implementation of grant assistance for grassroots human security projects through the Embassy has generated synergies with JICA's community support projects. Thirdly, the COPs also served as a space for JICA to exchange opinions with the participants in the seminars, understand the development needs in Mindanao, and gather feedback on the support projects. Fourthly, the JDS has made it possible for JICA to liaise with the Filipino alumni to deepen the understanding of the Philippine government regarding the support projects. These synergies with other assistance have promoted the outcomes of JICA's assistance for Mindanao. In light of this, JICA's assistance for Mindanao seems to have contributed to meeting the gap between the three development challenges and the long-term goals in each sector, and to achieving the eventual outcome of "peace and development in Mindanao" (Figure 6-4).

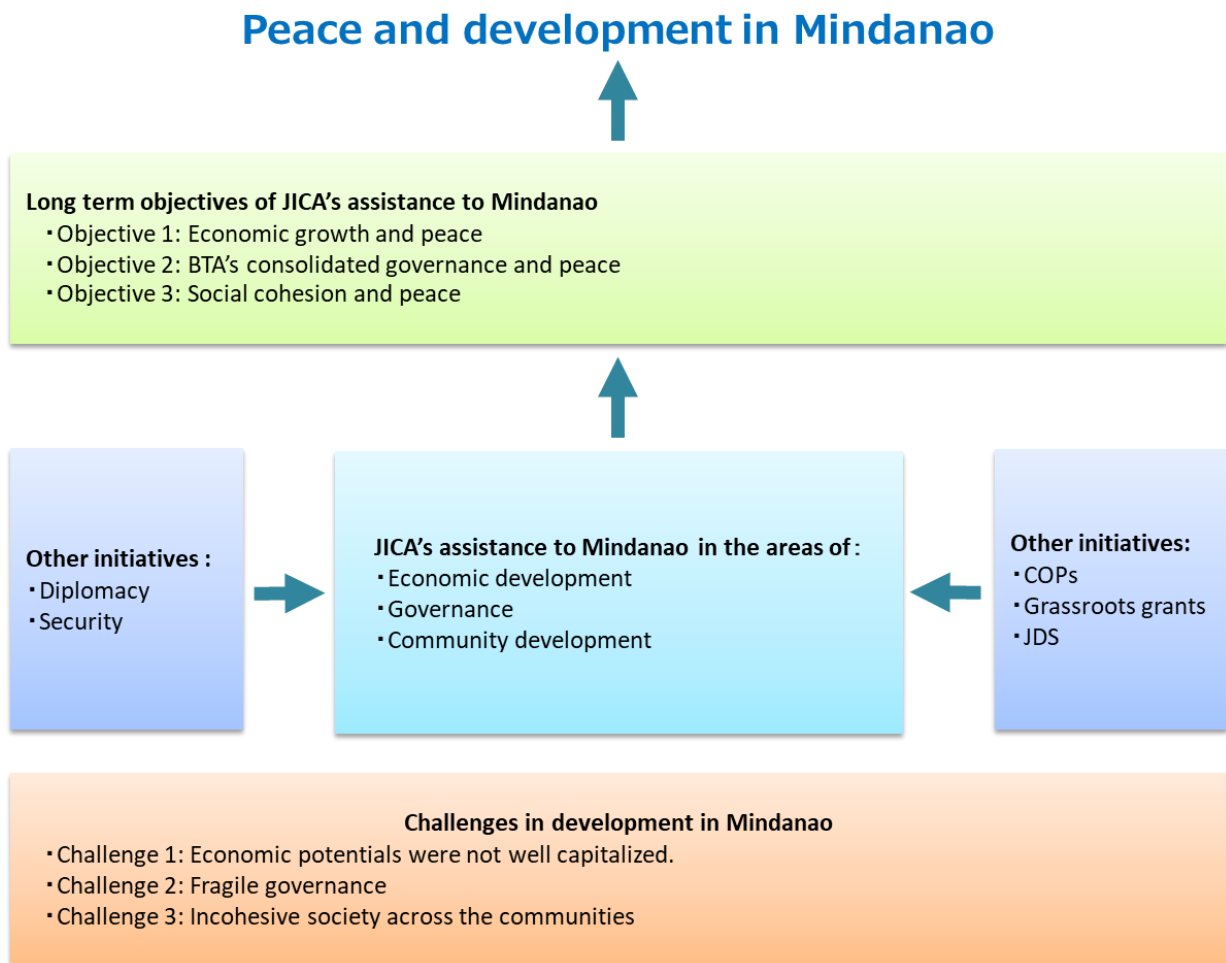


Figure 6-4 Relationship between JICA's Assistance and Other Assistance Leading to "Peace and Development in Mindanao"

Chapter 7. Conclusion and Lessons Learned

7.1 Conclusion

JICA's assistance for Mindanao was not designed as a strategic program when it commenced in the late 1990s. Nonetheless, this review set the sectors of "economic development," "community development," and "enhancing good governance," as they had been, and analyzed the outputs and outcomes in the respective sectors. It indicates that JICA's assistance for Mindanao seemed to have responded to the development challenges in Mindanao, and contributed to the long-term goal of "peace and development in Mindanao."

To conclude, the questions to that this review sets are examined.

1. By what process did JICA formulate each project in the conflict-affected area in Mindanao? What outputs and outcomes did the projects produce? To what extent were the lessons learned from expanding and extending from the preceding projects to the successor projects? (at the project level)
2. What are the characteristics of JICA's assistance for Mindanao? (at the project cluster level)
3. What kind of synergies did Japan's other assistance generate with JICA's assistance in order to promote peace and development in Mindanao? (relationship between other assistance and the respective projects/project clusters in JICA's assistance)

(1) Review at Project Level

The review at the project level indicates the overall achievement of each project in complying with the policies of the Philippine and Japanese governments on development (relevance), largely generating outcomes responding to the development challenges and the spillover effects on peacebuilding (effectiveness), and securing sustainability (sustainability). The process of formulating many of the JICA projects has been closely linked to the peace process and development (support) policy of both the Philippine and Japanese governments. JICA's assistance for Mindanao in the 1990s mainly comprised the ODA loan projects to support the development policy of the Philippine government. In the 2000s, in order to support peace in Mindanao, the JICA projects mainly focused on technical cooperation for the ARMM government in line with the "Support Package for Peace and Stability in Mindanao" in 2002, followed by community support in the conflict-affected area with the BDA as the cooperation agency in line with the "Japan-Bangsamoro Initiatives for Reconstruction and Development (J-BIRD)" in 2006. After

the Framework Agreement in 2012, JICA resumed the grant aid and ODA loan projects and continued technical cooperation to support the establishment of the Bangsamoro autonomous government.¹⁷⁹

JICA's balanced approach to the ARMM government and the BDA through the Philippine government was effective in responding to the development challenges in Mindanao, including the lack of capitalization on economic potential, fragile governance, and social incohesion, and in mitigating socio-political conflict in the region as a spillover effect. In many support projects, JICA served as the intermediary, stimulating cooperation among a broad range of relevant stakeholders, including the Philippine government, the ARMM government, the BDA, and the MILF. As a result, an adversarial relationship among these stakeholders was transformed into a trusting one, establishing personal networks.

Moreover, in the process of expanding a sequence of projects, JICA made proactive use of civil service training and development studies as the outcomes of continued support for good governance, as well as local and Japanese resources to remotely formulate and implement the projects while the Japanese experts were restricted from traveling to the target area. JICA used the human networks established in the projects and responded to the security risk and stagnated peace process in a flexible manner. This contributed to continuing the existing projects, and expanding them into the successor projects.

(2) Review at Project Cluster Level

JICA's assistance to Mindanao stood out that it extended support to, among other things, development challenges in the areas of "economic development," "enhancing good governance," and "community development", and contributed to peace and development in Mindanao in a mix of not only development, but also diplomacy and security from the 1990s to the present. While the next section shows a relationship between development, diplomacy, and security, this section indicates the characteristics of the respective areas as follows.

Support to economic development assisted developing the capacities of farmers and agricultural infrastructure, and disseminating agricultural technologies, and contributed to enhancing productivity in agriculture. Also, JICA supported developing the basic infrastructure, including roads and power stations, and contributed to improving the access of farmers and producers to the marketplaces. Moreover, JICA assisted in identifying outstanding products and adopting the cluster approach to establishing the value chains of agro-products, and contributed to the competitiveness of producers in the market. These measures for assistance in three sectors led to improved security situations on the ground, facilitating discharged soldiers to return to farming, and contributing to economic development and peace in the long term.

¹⁷⁹ see "Annex," Review of the Respective Projects, Chapter 5 "Developments in the Peace Process and Results of the Assistance", and Chapter 6 "Outcome Analysis," Planning and Approaches in the respective sectors.

Also, support to governance assisted the ARMM government in offering civil service training to enhance good governance, encouraging those who completed civil service training to participate in the TWGs, and establish personal networks among them. JICA then extended support to cover the public administration reform and development studies which led to setting out the road master plan and introducing the cluster approach respectively. In the conflict-affected area, JICA supported the BDA in human resources and institutional development in the community development projects. After the peace agreements, JICA assisted the BTC in drafting the Bangsamoro Basic Law, training competent youths, and establishing personal networks among them with a view to the upcoming launch of the Bangsamoro autonomous government. These measures for continuous assistance in governance contributed to restoring and nurturing the trust of residents in the government, making a smooth transition to the new BTA, and consolidating governance in the BTA and peace.

The challenges in community development include mutual distrust among the residents based on ethnic and clan difference and social incohesion. In light of this, JICA supported small-scale infrastructure development and the livelihoods of residents in the communities. While supporting small-scale infrastructure development, JICA encouraged a broad range of stakeholders to participate in the social preparation activities and improve relationships among the residents, between the residents and implementing agencies, and among the implementing agencies. In the pilot projects, JICA assisted the BDA in drafting guidelines and manuals on agriculture, fisheries, road repair and renovation and applying these to other communities. These measures for community development contributed to improving livelihoods and relationship among the residents, leading to social cohesion and peace in the long term.

(3) Review of Relationship between Other Assistance and JICA's Projects/Project Clusters

Other assistance out of development, including “diplomacy,” “security activities,” “promotion for dialogue in mediating peace,” “intensive implementation of the Grant Assistance for Grassroots Human Security Projects,” and the “Japanese grant aid for Human Resources Development Scholarship,” created synergies with JICA's assistance. Participation in the Mindanao Task Force headed by the Japanese Embassy in the Philippines and in the IMT by JICA employees enabled JICA to be part of the all-Japan Mindanao support system in the 3D approach to interlinking diplomacy, defense and development, and to promote its assistance for Mindanao. This also enabled JICA to understand the progress made in the peace negotiations, and formulate and implement the support projects prior to the peace agreement. Moreover, the socio-economic experts dispatched to the IMT facilitated JICA to establish networks with a diverse range of stakeholders, including the MILF, which was required for JICA to formulate and implement the support projects in the conflict-affected area.

Also, “promotion for dialogue in mediating peace” offered a space that allowed the relevant stakeholders to negotiate in the stagnated peace process in the late 2000s, and JICA to exchange opinions with the participants in the peacebuilding seminars, including the local NGOs. Furthermore, the “Grant Assistance for Grassroots Human Security Projects” and the “Project for Human Resources Development

Scholarship” contributed to making synergies with the community development support projects and increased the understanding of the Philippine government and implementing agencies regarding JICA's assistance for Mindanao. These synergies likely contributed to effectively and efficiently generating the outcomes of JICA's assistance.

The evidence described above suggests that the outcomes and spillover effects on peacebuilding, and the synergies with other support in JICA's assistance for Mindanao support the working hypothesis of this review: “JICA's assistance for Mindanao has contributed to peace and development in Mindanao through economic development, enhancing good governance, and community development as well as by building trust among a diverse range of stakeholders and developing local human resources, based on the networking built on the continuous implementation of development projects over many years”.

7.2 Lessons Learned

The lessons learned from the above analysis of facilitating and inhibiting factors, and effective approaches can be classified into those concerning project formulation, implementation, and evaluation.

(1) Lessons Learned from Formulating Projects

■ Dealing with Uncertainty and Risks

In general, when formulating and carrying out a project in a conflict-affected country or region, two characteristics should be considered: the project itself and the socio-politico-economic context. Firstly, consideration should be given to operational uncertainty. Planning in a context where operational uncertainty stands out requires to, among other things, 1) agree with the stakeholders, including the implementing and cooperation agencies, that the drafted project plan is provisional and subject to change, 2) recognize a high level of likelihood that quantitative or existing data may not be available at the implementing and cooperating agencies, and 3) when setting out the project and overall goals in a project plan, expect to conduct a preliminary survey (baseline survey) and a post-project survey (endline survey) and design the project with consideration to conducting these surveys in the project.¹⁸⁰

Another characteristics can be "weak governance." Many of these countries face challenges in governance and social problems, including dysfunctional government, weak rule of law, volatile political and security conditions, and tension and conflict among resident groups. If the project is implemented without taking these challenges into account, the risk will increase that external assistance could cause

¹⁸⁰ Taniguchi, M. (2018) Lessons Learned for Project Management in Conflict-affected Countries and Areas, in JICA (2018c) *JICA Annual Evaluation Report 2018*, Tokyo: JICA, 42-44

tension and conflict between the powerholders and the residents, or worsen their relationships. In this regard, peacebuilding needs and impact assessments are effective for avoiding external assistance causing adverse political and economic effects (“Do No Harm”).¹⁸¹

Given this, in formulating a project to be context-specific in conflict-affected countries, JICA should take note, among other things, 1) regularly conduct peacebuilding needs and impact assessments at both regional and project levels, and use the analysis of facilitating and inhibiting factors in formulating and revising a project plan, 2) analyze the sociopolitical trends as necessary, and use the results in formulating and revising the project strategy, 3) in order to gather information, work closely with the Japanese Embassy, set up a panel of experts, share information with the Japanese experts, and manage information with consideration to data sensitivity.

■ Response to Remote Operations

In conflict-affected countries, donors may face travel restrictions or evacuation of technical experts due to uncertainty, instability and risks in security or political conditions. This will increase the likelihood of relying on remote operations in formulating and executing the project. Especially when implementing a large-scale project in a stretched timeframe, volatile external factors alter the implementation conditions of the project, thereby increasing the likelihood of being forced to operate remotely. Therefore, in planning a project, it is important to consider to, among other things, 1) make effective use of training in Japan as well as third countries, or of training in the safe areas in the Philippines (if possible, in the training institutions which the government officially recognizes) and prepare for remote operation to carry out technical transfer and training, and build human networks, 2) effectively use local resources, including local universities and research institutions, and 3) diversify risk in dividing a project into multiple phases and implementing it in small-scale operation.

■ Continuous Efforts to Expand Projects

The increasing uncertainties, risks and needs for remote operation in conflict-affected countries or contexts hinder the smooth implementation and expansion of project. A However, although a project plan is changed, an appropriate scenario and strategy will make it possible to foster effectiveness in project expansion after the completion of project. In doing so, consideration should be given to, among other things, 1) make effective use of development studies (for project formulation), 2) build a trusting relationship with implementing institutions and human network based on continuous and comprehensive support to governance, 3) take follow-up measures to maintain the effects of training, and 4) make proactive use of the knowledge gained from implementing projects in other regions.

¹⁸¹ Taniguchi, M. (2018) Lessons Learned for Project Management in Conflict-affected Countries and Areas, in JICA (2018c) *JICA Annual Evaluation Report 2018*, Tokyo: JICA, 42-44

(2) Lessons Learned from Implementing Projects

■ Dealing with Uncertainty and Risks

Risks and uncertainties in conflict-affected countries have a significant impact not only on the formulation of a project but also on its implementation. A project plan crafted on uncertain information will increase the likelihood of deviations between the assumed and actual conditions in implementing the project. Even if a project plan matches the assumed and actual conditions at the beginning of project, if the conditions change during implementation, it will make it increasingly difficult to smoothly implement the project and achieve its goals and outputs. In such cases, an attempt to carry out the project as planned will hinder the relevance, effectiveness and sustainability of the project. In this regard, it is important to constantly monitor the gap between the assumed and actual conditions of project, and if a gap emerges, analyze the causes and effects, and take remedial measures when necessary, including changing the project plan. JICA should take note of the following points when implementing a support project to take into account the risks and uncertainties in conflict-affected countries, among other things, 1) regularly monitor the gap between the assumptions and the actual conditions in the project. If a gap emerges, examine the causes and take remedial measures, including changing the project plan if necessary, 2) examine the achievement of the actual outputs based on the project plan. If there is a deviation, identify the factors inhibiting the intended outputs. Also, re-examine the relationship among activities, outputs, project goals, and overall goal as well as the relevance of indicators, and revise the project plan as necessary, 3) regularly conduct peacebuilding needs and impact assessments and use them to monitor the gap between the assumptions and the implementation conditions, manage the risks, and identify the factors that may facilitate or inhibit the intended outputs, and 4) when changing the project plan, record the reasons and processes, and inform the relevant stakeholders of these.

■ Improving Inclusiveness, Fairness, and Equality in the Project

Collaboration and cooperation with a diverse range of stakeholders will facilitate donors to foster a trusting relationship with beneficiaries and stakeholders, and to establish human networks. Yet, collaboration often requires donors to avoid creating disparity in the coverage of assistance, excluding minorities from assistance, and causing tension and conflict due to competition over assistance among the beneficiaries, as well as to be inclusive of socially vulnerable groups.

JICA's assistance for Mindanao undertook a stakeholder analysis at various levels in the peacebuilding needs and impact assessments, the barangay profiles, the socio-economic surveys, and so on, in order to understand the relationships between political and social groups. Moreover, the implementation process was clarified and communicated to the stakeholders in order to improve the accountability and transparency of assistance. These efforts are considered to have contributed to improving inclusiveness, fairness, and equality in the projects. In view of this, JICA should consider the following points in making

a project inclusive, fair, and equitable in conflict-affected countries, among other things, 1) consider the relationship among the stakeholders, 2) consider the inter-regional balance and clarify the criteria and process for selecting the project area, and 3) clarify the implementation process and communicate it to the stakeholders.

(3) Lessons Learned from Evaluating Projects

■ Evaluation of Relevance

According to the "Guide for Evaluating Projects in Conflict-Affected Countries and Regions,"¹⁸² JICA states that projects in conflict-affected countries and regions are to be evaluated not only as those in the development context in terms of the five evaluation items set by DAC, but also based on the specific context of the conflict-affected countries and regions. Initiation at the right time and compliance with the political and diplomatic directives of the partner country and Japan will improve the relevance of any given project. Also, if the project promotes stability and lowers instability, this will contribute to preventing conflict and peacebuilding, and further improve the relevance of project. Similarly, an inclusive, fair and equal manner in selecting implementation areas, beneficiary groups, and cooperation agencies will also raise the relevance of the project so long as stability is reinforced and instability is reduced.

JICA's assistance in Mindanao often commenced the projects when progress was made in the peace process, including the peace agreements, as far as possible. The support projects were also designed and implemented to be inclusive and underline conflict prevention and the equitable coverage of aid. In light of this, JICA should evaluate the relevance of projects in conflict-affected countries via the following viewpoints, among other things, 1) assess appropriateness of the timing of commencement of the project, 2) evaluate whether the project manifests synergy with diplomacy in line with diplomatic policies, and 3) evaluate whether the project upholds conflict prevention in implementing activities, selecting the beneficiary areas and groups, and setting up the implementation system

■ Evaluation of Effectiveness and Efficiency

Challenges in formulating and implementing projects in conflict-affected countries include information asymmetry as well as volatility and uncertainty in external conditions. As described above, if the conditions change, the project needs to flexibly review the indicators and goals laid out in the project plan. When changing the plan, it is important to evaluate whether the change is likely to have a positive effect on the achievement of goals and outputs, and also properly evaluate the relevance and

¹⁸² JICA (2012b) Guide to Project Evaluation of Conflict-Affected Countries and Regions; Internal Document, Tokyo: JICA

effectiveness of the plan change itself. It is also important to evaluate the efficiency of and reasons for changes when changing the implementation period, budget, and outputs.

JICA's assistance for Mindanao has revised the project plans of several projects in response to the changing peace process. Yet, the change of plan generally causes a negative effect on its effectiveness and efficiency in an ordinary case. However, assessment in conflict-affected countries should take into account whether the project properly responded to the changing external conditions, whether risk was properly managed, and whether the changes in the plans were accountable. In view of this, JICA should take note of the following points when evaluating the effectiveness and efficiency of project in conflict-affected countries, among other things, 1) verify the relevance, effectiveness, and efficiency of any change in project plan, including the reason for change and the change process, and 2) form consensus on the plan changes with the stakeholders. Also, record the reasons and process as best as is possible. This record can be used not only for the ex-post evaluation, but also in identifying effective approaches for future support.¹⁸³

■ Evaluation of Impact and Sustainability

Even if a project in a conflict-affected country does not explicitly state "conflict prevention" or "peacebuilding," it often creates, or aims to have the spillover effect of, "conflict prevention" and "peacebuilding." In this regard, it is important to assess the spillover effect on conflict prevention and peacebuilding to determine whether project has directly or indirectly affected or can affect stability or instability in project implementation. As for sustainability, changes in external conditions may affect the sustainability of a project. Therefore, it is highly important to analyze what impact the changes have caused, and whether measures to reduce a negative impact were considered, and to record and use them in ex-post evaluation and as lessons learned for similar projects.

¹⁸³ Taniguchi, M. (2018) Lessons Learned for Project Management in Conflict-affected Countries and Areas, in JICA (2018c) JICA Annual Evaluation Report 2018, Tokyo: JICA, 42-44

Annex 1

Assistance of Other Donors to Mindanao

Assistance of Other Donors to Mindanao

1. Assistance of Other donors to Mindanao and Its Trend (until the establishment of the Bangsamoro Transitional Authority)

This chapter analyzes and describes the assistance to Mindanao which was run by other donors and its trend from the 1990s to February 2019 when the Bangsamoro Transitional Authority was established. The review highlights, among others, a period when Japan started and expanded support to ‘peace and development in Mindanao’ in and after the 2000s.

1.1 The Current Framework of Assistance

The current framework that donors have employed for the assistance to the Philippines is based on a plan that the US government proposed in the Toronto Summit that took place in June 1988. The plan was aimed at achieving sustainable growth in the Philippines and accelerating reforms of the systems and structures to increase capacities to implement and absorb the donor-funded projects. Following this plan, the Consultative Group Meeting took place in Tokyo in 1989 in order to facilitate a policy dialogue between the GPH and donors. The meeting, which was co-chaired by the Government of the Philippines (hereinafter GPH), decided that the representatives of GPH and donors would meet every 18 month. In 2004, the GPH and the World Bank proposed to invite a broader range of stakeholders, including those from civil society, and hold the meetings every 12 month. This proposal was approved and led to the formation of Philippines Development Forum (hereinafter PDF).

With respect to the assistance to Mindanao, the Mindanao Working Group (hereinafter MWG)¹ was established under the PDF in 2003 to promote peace and development in Mindanao. Upon the request of the then President Arroyo, the MWG was aimed at facilitating a policy dialogue between the relevant stakeholders on peace and development in Mindanao, which was a priority for national development.² Under this Working Group, the Embassy of Japan and the United Nations Development Programme (hereinafter UNDP) organized the Mindanao Donor’s Group as an informal platform to invite the donors and coordinate their activities at a detailed level which the MWG cannot address.³ Donor coordination, however, was frequently suspended due to the

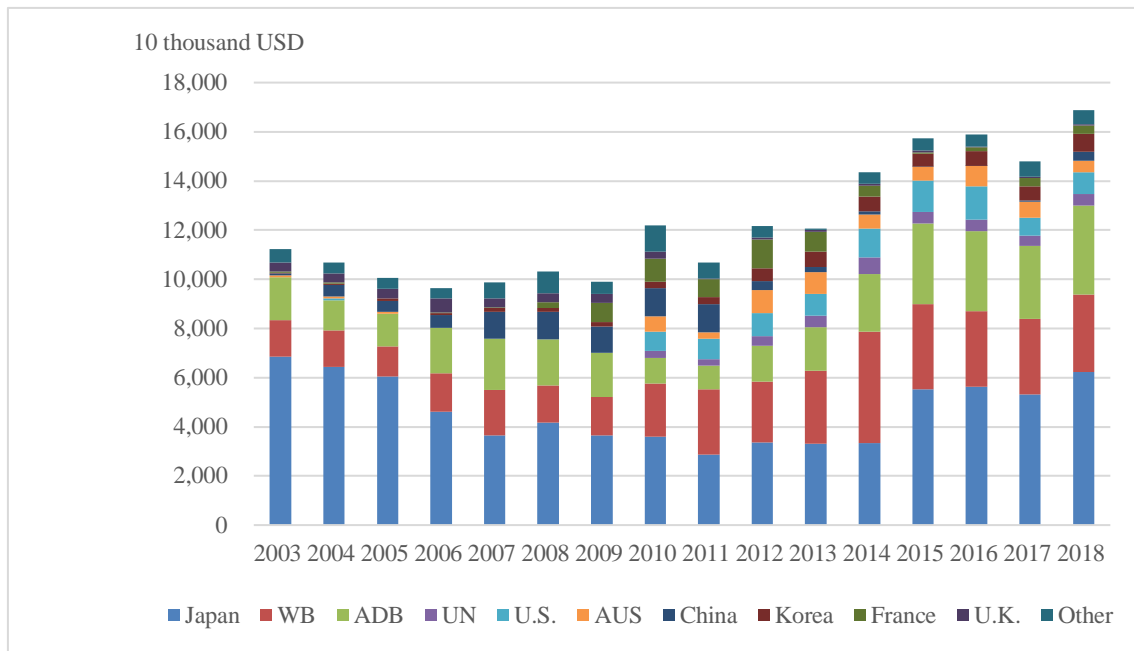
¹ Literature review and personal interview were undertaken to collect data and information. However, the following reasons limited in doing so, including the frequent changes of personnel, the limited period to preserve documents in the respective agencies, no measures taken to evaluate and review in a long-term perspective, and so on.

² Co, E., Fernan, R.L., Diola, M.F.L., Rasul, A., Latiph, A.A., Guiam, R.C., Bacani, B.R., Montes, R.N. (2013) State of Local Democracy in the Autonomous Region in Muslim Mindanao (SoLD ARMM), www.idea.int/sites/default/files/publications/state-of-local-democracy-autonomous-region-muslim-mindanao.pdf (accessed on 15 June, 2019)

³ JICA (2008) *Local-level Peacebuilding Needs and Impact Assessment (PNA) Mindanao*, Tokyo: JICA

stagnated peace negotiations and the recurred conflict.

Japan has been the top donor to the Philippines for many years. Figure 1 shows the ODA contributions (2003-2018) which were actually executed by the major donors.⁴ Japan reduced its support from 2006 to 2014 (annually approximately 40 million dollars on average), yet increased it gradually after 2015 (annually approximately 60 million dollars on average).



Source: National Economic and Development Authority (hereinafter NEDA)

Figure 1: ODA Funding for the Philippines (2003-2018)

1.2 Major Donors

(1) International Organizations

1) The World Bank

The World Bank has provided assistance to Mindanao with the aim of reconstruction and development since the 1996 Final Peace Agreement.⁵ The main projects in conjunction with the Japanese assistance were, among others, the ARMM Social Fund for Peace and Development (hereinafter ‘ARMM Social Fund’), the Mindanao Trust Fund and Reconstruction Program

⁴ Note that the data provided by the NEDA are not on a commitment basis of the donors, but on an actual execution basis. They lack the data of the UN, the U.S., and Australia from 2003 to 2009.

⁵ Personal interview with Mr. Marcelo Jorge Fabre, Senior Specialist at the World Bank on 28 August 2019

(hereinafter ‘Mindanao Trust Fund’), and a joint program with UNDP known as the Facility for Advisory Support for Transition Capacities (hereinafter ‘FASTRAC’).

The ‘ARMM Social Fund’ was composed of the following four components: 1) assistance for community development, 2) assistance for the regional government to develop infrastructure, 3) assistance for strengthening institutional capacities and governance at the local government, and 4) contribution to peacebuilding, with the aim at assisting reconstruction in the ARMM area after 2003. The fund received 63 million dollars in total, being co-funded by JICA and CIDA. The World Bank implemented small scaled projects in more than 300 barangays⁶ from 2003 to 2014, mobilizing the self-financed fund⁷ (see Chapter 6 on the JICA’s contribution in the fund). The project adopted the CDD method⁸ which had been adopted in the ‘KALAHI-CIDSS project (2003-2010)’ which aimed to reduce poverty and improve livelihood in rural agrarian and fishery communities.

Following the ‘Joint Needs Assessment’⁹ which the World Bank led other donors to conducting in 2005, the World Bank established the ‘Mindanao Trust Fund’ in 2006 for peacebuilding and socioeconomic restoration in the MILF controlled area in cooperation with the Bangsamoro Development Agency (hereinafter BDA), a development entity of the MILF. The fund amounted to 50 million dollars, being co-funded by Canada, the EU, Sweden, Australia, New Zealand, and USAID. The fund is aimed at 1) community development by the CDD method, 2) capacity development of BDA, and 3) project management to collaborate with NGOs. As the donors were often reluctant to directly support the BDA, the fund liaised BDA and the donors effectively as a platform of coordinating donors which were operated in the conflict-affected area. It granted the JICA an observer status in the internal coordination meetings despite the JICA’s lack of financial contribution.¹⁰ The fund remains operated thus far and will be integrated into the ‘Bangsamoro Normalization Fund’¹¹ to be established soon with the aim to disarm the MILF camps and rehabilitate the MILF soldiers.¹²

The ‘FASTRAC’ was aimed at inclusive peace and development in the Bangsamoro area,

⁶ Barangay is the lowest layer in the local administration system in the Philippines and considered as village in Japan.

⁷ World Bank (2015) Implementation Completion and Results Report for the Autonomous Region in Muslim Mindanao (ARMM) Social Fund Project, <http://documents.worldbank.org/curated/en/463571468295845023/pdf/ICR10650P073480IC0disclosed02030150.pdf> (accessed on June 10, 2019)

⁸ CDD stands for Community Driven Development. The CDD method was applied from the Kalahi Project (2003-2010) which had been implemented in another area of the Philippines. Kalahi stands for Kapit-Bisig Laban sa Kahirapan-Comprehensive in Tagalog, which can be translated into holistic poverty reduction in English. The Government of the Republic of the Philippines (2019a) Kalahi-CIDSS History, www.ncddp.dswd.gov.ph/site/page/1/2 (accessed on 11 June, 2019)

⁹ The assessment was funded by Australia, Canada, New Zealand, Spain, and Singapore, while EU delegated personnel (World Bank 2005: vii). All these agencies were involved in a large-scale assessment for peace promotion.

¹⁰ Personal interview with Mr. Naoyuki Ochiai at JICA on 31 May 2019

¹¹ For details, see Security Activities in ‘Complementary Elements to JICA’s Assistance to Mindanao’ in Chapter 6.

¹² Personal interview with Mr. Marcelo Jorge Fabre, Senior Specialist at the World Bank on 28 August 2019

having been in operation since 2013. It amounted to 7 million dollars in total, being co-funded by Australia, New Zealand, and the U.K.¹³ It provided the Bangsamoro Transitional Committee (hereinafter BTC) with experts, training, policy recommendations and research, and international exchange programs on a demand basis and contributed to capacity building of stakeholders in the areas of governance, justice, and economic development. The 'FASTRAC' then cooperated with JICA's 'Comprehensive Capacity Development Project for Bangsamoro' (hereinafter 'CCDP') to help formulating the Bangsamoro Development Plan together with the World Bank which highlighted planning in the area of public finance management, while the 'CCDP' contributed in the areas of agriculture, fishery and agribusiness, transport and infrastructure, electricity, water and natural resources management, and disaster management (see Governance Strengthening in Chapter 6 Outcome Analysis).¹⁴ Moreover, the World Bank implemented the 'Mindanao Rural Development Project Phase I (1999-2004)' and 'Phase II (2009-2014)' with the aim at reducing poverty and enhancing livelihood in rural and fishery communities.¹⁵ More recently, given the growth-oriented policy under the Duterte administration, the World Bank has shifted its aid approach from community-driven development for poverty reduction to employment promotion for economic growth (see the World Bank in Other Donors' Assistance after the Establishment of BTA in the following section).¹⁶

2) United Nations Development Programme

The UNDP has assisted Mindanao since the Final Peace Agreement in 1996. The main projects include the 'Multi-Donor Program' (hereinafter 'MDP'), the 'Action for Conflict Transformation for Peace Program' (hereinafter 'ACT for Peace'), and the 'FASTRAC' co-financed by the World Bank.

The 'MDP' was co-funded with other UN agencies¹⁷ in 1997, targeting the development of the Special Zone of Peace and Development which was designated by the Ramos administration, with the aim of reintegrating 70,000 former MNLF soldiers into civic life. The program mainly supported former MNLF soldiers in the communities where the MNLF formerly controlled in order to meet their needs for subsistence, start businesses, and facilitate their participation in vocational training from 1997 and 2000. It broadened the scope of assistance with additional funding from Australia, New Zealand, and Spain, providing peace advocacy, education, and

¹³ UNDP (2018) Promoting Peaceful and Inclusive Societies: Conflict Prevention and Peacebuilding Work in Asia-Pacific, www.reliefweb.int/sites/reliefweb.int/files/resources/RBAP-DG-2018-Conflict-Prevention-n-Peacebuilding-Work-Asia-Pacific-II.pdf (accessed on 20 June 2019)

¹⁴ JICA (2014a) *Trends of JICA's Assistance to Mindanao, Internal document*, Tokyo: JICA, Personal interview with Mr. Shinichi Masuda, Counselor at Financial Cooperation Implementation Department, JICA on 4 June 2019

¹⁵ World Bank (2019b) Mindanao Rural Development Program (MRDP) Phase II – Natural Resource Management Component, Available at www.projects.worldbank.org/P096836/mindanao-rural-development-program-mrdp-phase-ii-natural-resource-management-component?lang=en (accessed on 10 June 2019)

¹⁶ Personal interview with Mr. Marcelo Jorge Fabre, Senior Specialist at the World Bank on 28 August 2019

¹⁷ UNICEF, UNFPA, FAO, and ILO

training at the community level from 2000 to 2004.¹⁸

The ‘Act for Peace’ was launched in 2005 to assist the areas which were affected by the MNLF and MILF given intensified conflict between the GPH and the MILF. The program continued until 2011, with funding from Australia, New Zealand, and Spain, implementing small scaled projects to meet basic social needs, including public health and water, and promote institutional development in the local administration, and peace education and advocacy, in approximately two hundred barangays. Furthermore, in response to the urgent need of humanitarian assistance for the internally displaced persons following intensified conflict in 2008, the project launched a sub-project which was called ‘Strengthening Response to Internal Displacement in Mindanao’ (hereinafter ‘StRIDE-Mindanao’), and funded by the EU, providing humanitarian assistance to the refugees through the LGUs and local NGOs between 2008 and 2010.¹⁹

Under the ‘FASTRAC’, the UNDP supported the BTC in drafting the Bangsamoro Basic Law (BBL) and public consultation on this to civil society organizations.²⁰ On the latter, the ‘FASTRAC’ collaborated with JICA’s ongoing ‘CCDP’ in conducting public consultation, requesting the local NGOs under the contract of the ‘FASTRAC’ and ‘CCDP’ to work together and take advantage of their different expertise on local knowledge and experiences.²¹ Also, as part of the assistance to the transition, the UNDP has offered technical assistance to a variety of the joint committees, including the Joint Normalization Committee, the Transitional Justice and Reconciliation Commission, and the Independent Commission on Policing.²²

In response to the Duterte administration which promoted to make the peace process inclusive of not only the MILF but also the MNLF, the Christians and indigenous communities, the UNDP has promoted to improve relationship and mutual understanding between a broad range of stakeholders. For example, receiving 3.5 million Australian dollars from Australia, the UNDP has implemented the ‘Peace and Reconciliation Initiatives for Empowerment in the Bangsamoro’ (‘PRIME Bansamoro’), supporting reconciliation between the MILF and the MNLF.²³ The UNDP also supported a school of advisors of the Congress, the MILF, and the MNLF who had

¹⁸ UNDP (2012) Act for Peace Programme Terminal Report: 2005-2011, www.info.undp.org/docs/pdc.Documents/PHL/Act%20for%20Peace%20Final%20Report.pdf (accessed on 12 June 2019)

¹⁹ UNDP (2012) Act for Peace Programme Terminal Report: 2005-2011, www.info.undp.org/docs/pdc.Documents/PHL/Act%20for%20Peace%20Final%20Report.pdf (accessed on 12 June, 2019).

²⁰ UNDP (2018) Promoting Peaceful and Inclusive Societies: Conflict Prevention and Peacebuilding Work in Asia-Pacific, www.reliefweb.int/sites/reliefweb.int/files/resources/RBAP-DG-2018-Conflict-Prevention-n-Peacebuilding-Work-Asia-Pacific-II.pdf (accessed on 20 June, 2019)

²¹ CCDP provided support in islands and minority people, whereas FASTRAC engaged in Lanao. JICA (2014a) *Trends of JICA’s Assistance to Mindanao, Internal document*, Tokyo: JICA, Personal interview with Mr. Shinichi Masuda, Counselor at Financial Cooperation Implementation Department, JICA on 4 June 2019

²² JICA (2014a) *Trends of JICA’s Assistance to Mindanao, Internal document*, Tokyo: JICA, Personal interview with Mr. Shinichi Masuda, Counselor at Financial Cooperation Implementation Department, JICA on 4 June 2019

²³ UNDP (2018) Promoting Peaceful and Inclusive Societies: Conflict Prevention and Peacebuilding Work in Asia-Pacific, www.reliefweb.int/sites/reliefweb.int/files/resources/RBAP-DG-2018-Conflict-Prevention-n-Peacebuilding-Work-Asia-Pacific-II.pdf (accessed on 20 June 2019)

promoted political reconciliation.²⁴

3) European Union

The European Union (hereinafter EU) has assisted Mindanao through financial contribution to international organizations and NGOs.²⁵ This is primarily because; 1) political sensitivity in engaging in the Mindanao affairs, 2) unstable local security situations on the ground, 3) unfamiliarity with the local context, 4) concerns about potential bribery and corruption in the ARMM government.²⁶ The EU has expanded assistance since it began with financial contribution to the ‘Mindanao Trust Fund’ which was run by the World Bank.²⁷

The EU’s main projects include, among others, humanitarian assistance to the internally displaced persons after the latter half of the 2000s. The EU supported the domestic refugees in Mindanao in the ‘StRIDE-Mindanao’ as a component of UNDP’s ‘Act for Peace’ from 2008 to 2010, and worked as a member of the International Monitoring Team (hereinafter IMT), leading the component of humanitarian assistance after 2011 onwards. Moreover, the EU has financially supported Nonviolence Peaceforce, a Belgium-based international NGO, and its three local NGO partners in order to establish an early warning system in the civil protection component of the IMT and monitor the compliance of the GPH armed forces and the MILF on human rights.²⁸

The EU has expanded assistance to the peace process since 2010. At the launch of the International Contact Group (hereinafter ICG²⁹) in 2009, the EU financed the Centre of Humanitarian Dialogue (hereinafter CHD), a Swiss-based NGO, one of the four founding members on the side of international NGOs in the ICG, and supported it to organize informal peace talks between the GPH and the MILF. Between 2016 and 2017, the EU financially supported the Third-Party Monitoring Team as part of UNDP’s ‘Support PEACE’ Project.³⁰

²⁴ Personal interview with UNDP Senior Advisor, Mr. Chetan Kumar and Program Officer Dr. Yumiko Kaneko on 15 July 2019

²⁵ JICA (2017) *Local-level Peacebuilding Needs and Impact Assessment (PNA) Mindanao: Summary of Comprehensive Review for Mindanao*, Tokyo: JICA:63, Personal interview with Ms. Emily M. Mercado, Program Officer at EU on 22 July 2019

²⁶ Personal interview with Mr. Emily M. Mercado, Program Officer at EU on 22 July 2019

²⁷ Houvenaeghel, J. (2015) *The European Contribution to the Mindanao Peace Process*, EIAS Briefing Paper 2015/01, http://www.eias.org/wp-content/uploads/2016/02/EIAS_Briefing_Paper_2015-1_Houvenaeghel_Mindanao.pdf (accessed on 12 June, 2019) :11, JICA (2017) *Local-level Peacebuilding Needs and Impact Assessment (PNA) Mindanao: Summary of Comprehensive Review for Mindanao*, Tokyo: JICA:64

²⁸ Hopmann, P.T. and Lustenberger, P. (2011) *Conflict Management in Mindanao*, Paper presented at the International Association for Conflict Management Conference, Istanbul, Turkey, July 2011:31, Houvenaeghel, J. (2015) *The European Contribution to the Mindanao Peace Process*, EIAS Briefing Paper 2015/01, http://www.eias.org/wp-content/uploads/2016/02/EIAS_Briefing_Paper_2015-1_Houvenaeghel_Mindanao.pdf (accessed on 12 June 2019)

²⁹ It was established based on the ceasefire agreement in July 2009 to allow the four states, including Japan, the U.K., Turkey, and Saudi Arabia, and four international NGOs, including the Centre for Humanitarian Dialogue based in Switzerland, the Conciliation Resources based in the U.K., the Asia Foundation based in the U.S.A., and the Muhammadiyah based in Indonesia as the observers to the peace negotiation, in addition to Malaysia as the mediator (Consociation Resources 2012).

³⁰ See “Civil Society Organizations” in this chapter for the Third-Party Monitoring Team. Houvenaeghel, J. (2015) *The European Contribution to the Mindanao Peace Process*, EIAS Briefing Paper 2015/01, <http://www.eias.org/wp->

Moreover, the EU supported the Konrad Foundation and the Swiss Foundation for the maintenance of security, peace negotiations, policy advice, and demining.³¹

More recently, the EU has explored a more direct approach to increasing its local presence.³² However, diplomatic tension with the Duterte administration over human rights affairs delayed the EU in signing agreement on cooperation with the GPH and formulating a new project. .

4) Asian Development Bank

The Asian Development Bank (hereinafter ADB) has mainly worked with the GPH for the implementation of the projects for economic development, in a particular focus on infrastructure development such as rural road construction and power sector development, financial market reforms, and start-up business support. The ADB has refrained from assisting the peace process, as opposed to its active contribution to economic cooperation. It is largely due to the likelihood that the assistance to the peace process may violate the ADB's organizational regulation that bans the entity from engaging in political affairs.³³

Under these circumstances, the ADB delivered the 'Basic Education Project (2001-2007)' financed by the JBIC and the 'Basic Urban Public Service Sector Assistance (2001-2008)' in the area of education, and assistance to forest resources management at the community level in the area of agriculture in the first half of 2000s.³⁴ The recurrence of armed conflict and the deadlock of peace negotiations in 2008, however, urged the ADB, which had focused on the large scaled projects, to scale down its activities in the ARMM area³⁵

After the Framework Agreement signed in 2012, the improved security situations allowed the ADB to expand its assistance to infrastructure development in the road and power sectors in the ARMM. The ADB launched on a national road improvement project for inclusive growth in 2013, and the 'Development Program in the Power Sector' in 2015.³⁶ Since the inauguration of the Duterte administration which prioritized infrastructure development, the ADB, in association with the MinDA, has rolled out its assistance to infrastructural, economic and industrial development in the areas of road and transport to link between the conflict-affected areas and the main cities in

[content/uploads/2016/02/EIAS_Briefing_Paper_2015-1_Houvenaeghel_Mindanao.pdf](#) (accessed on 12 June 2019), UNDP (2018) Promoting Peaceful and Inclusive Societies: Conflict Prevention and Peacebuilding Work in Asia-Pacific, www.reliefweb.int/sites/reliefweb.int/files/resources/RBAP-DG-2018-Conflict-Prevention-n-Peacebuilding-Work-Asia-Pacific-II.pdf (accessed on 20 June 2019)

³¹ JICA (2017) *Local-level Peacebuilding Needs and Impact Assessment (PNA) Mindanao: Summary of Comprehensive Review for Mindanao*, Tokyo: JICA:63-64

³² Personal interview with Ms. Emily M. Mercado, EU program officer on 22 July 2019.

³³ Personal interview with Mr. Joven Z. Balbosa, ADB Advisor, and Mr. Oscar Amiel A. Badiola, ADB Program Officer on 16 July 2019

³⁴ ADB (2000) Country Assistance Plan (2001-2003) Philippines, www.adb.org/sites/default/files/institutional-document/32363/files/cspu-phi-2002.pdf (accessed on 11 June 2019)

³⁵ ADB (2000) Country Assistance Plan (2001-2003) Philippines, www.adb.org/sites/default/files/institutional-document/32363/files/cspu-phi-2002.pdf (accessed on 11 June 2019)

³⁶ ADB (2014) Country Operations Business Plan Philippines 2015-2017, www.adb.org/sites/default/files/institutional-document/152517/cobp-phi-2015-2017.pdf (accessed on 11 June 2019)

Mindanao.³⁷ The assistance includes, among others, the ‘Southern Mindanao Development Corridors (Cotabato-General Santos-Davao)’ interlinking several cities in Mindanao including the Bangsamoro area, the ‘Development Loans for Road Construction in Zamboanga Peninsula’, and the ‘Emergency Package for the Reconstruction of Marawi City’.

(2) Major Bilateral Donors

1) United States Agency for International Development

The U.S. has extended a lengthy assistance to Mindanao, including the dispatch of the Special Operations Forces, which were composed of between 500 and 600 troops as a part of the ‘War on Terror’ campaign since 2002.³⁸ As its part, the United States Agency for International Development (hereinafter USAID) has operated projects in Mindanao, including the ‘Growth with Equity in Mindanao’ (hereinafter ‘GEM’) and the ‘Enhancing Governance, Accountability, Engagement Project’ (hereinafter ‘ENGAGE’).

The ‘GEM’ was aimed at urgently assisting the livelihood of former MNLF soldiers upon the Final Peace Agreement in 1996. It was composed of three phases during the implementation period between 1996 and 2013, including the first phase (1996-2001), the second phase (2002-2007), and the third phase (2008-2013), and amounted to 500 million dollars in total (30 million dollars on average annually). While the first phase (1996-2001) focused on emergency assistance, the second phase (2002-2007) expanded its scale, reaching out more than 800 barangays for the implementation of small scaled projects for community development. The program supported former MNLF soldiers to resume agrarian life and the community residents to start businesses and have vocational training, and the local government to have training and necessary equipment.³⁹ Furthermore, the ‘GEM’ implemented projects for community development through BDA in 2005,⁴⁰ leading to collaboration between the ‘GEM’ which highlighted assistance for economic infrastructure and the Japan-Bangsamoro Initiative for Reconstruction and Development (hereinafter J-BIRD) which underlined assistance for social infrastructure (i.e. given the implementation of the projects which the ‘GEM’ recommended).⁴¹ The third phase

³⁷ JICA (2017) *Local-level Peacebuilding Needs and Impact Assessment (PNA) Mindanao: Summary of Comprehensive Review for Mindanao*, Tokyo: JICA

Personal interview with Mr. Joven Z. Balbosa, ADB Advisor, and Mr. Oscar Amiel A. Badiola, ADB Program Officer on 16 July 2019

³⁸ Robinson, L., Johnston, P., and Gillian, O. (2016) U.S. Special Operations Forces in the Philippines, 2001-2014, Rand Cooperation, www.rand.org/content/dam/rand/pubs/research_reports/RR1236/RAND_RR1236.pdf (accessed on 13 June 2019): xv

³⁹ Williams, M.S. (2011) *Business and Peace: The Case of La Futura Plantation in Datu Paglas, Maguindanao, Philippines*, Boca Raton, Florida: Dissertation.com.

⁴⁰ BDA (2019a) What We Do, www.bangsamorodevelopment.org/index.php/what-we-do (accessed on 13 June 2019)

⁴¹ JICA (2009a) Report on the 30th Mindanao Task Force Meeting (Appendix 6), Internal document, Tokyo: JICA:5, Personal interview with Ms. Maria Teresa Sanchez Robielos, Development Assistance Specialist at USAID on 19 July 2019

(2008-2013) supported the construction of commercial centers, the provision of vocational training, and the improvement of agricultural technique with the aim to promote local businesses.⁴²

Besides the ‘GEM’, the USAID funded the ‘Mindanao Trust Fund’ of the World Bank, leading the USAID’s assistance to Mindanao to occupying 60% of the total ODA which the U.S. disbursed to the Philippines.⁴³ The Pivot to Asia Policy of the Obama administration in 2012, however, shifted the focus of USAID’s assistance from Mindanao to the GPH. The concentration of the USAID’s aid on the GPH reduced the its assistance to Mindanao to as low as 10% of the total ODA of the U.S. to the Philippines.⁴⁴

Upon the termination of the ‘GEM’, the ‘ENGAGE’ was implemented in five years from 2013 to 2019, with a total funding amount of 7 million dollars. Unlike the ‘GEM’ which highlighted economic development, the ‘ENGAGE’ was aimed at stabilizing the society through building capacities of the local government units (LGUs) and CSOs. Its components included tax revenue reform at the LGUs, budget planning, public consultation management, and enhanced collaboration between LGUS and CSOs.⁴⁵

The current USAID projects in Mindanao are only composed of the ‘Marawi Rehabilitation Project’ from 2018 to 2020, totaling 27 million dollars, and the ‘Peace CONNECT Project’ in the mid-West Mindanao from 2017 to 2020 that facilitates social integration through dialogues between people with different religious faith. These projects are run by American NGOs.⁴⁶ The USAID has no plan to contribute to multilateral funds run by the multilateral donors including the UN agencies and the World Bank at present.⁴⁷

2) Department of Foreign Affairs and Trade of Australia (Formerly AusAID)

The Department of Foreign Affairs and Trade of Australia (hereinafter Australia) has been active in assisting Mindanao from a perspective of regional security in South East Asia and mobilizing more than half of the total ODA of Australia to the assistance to Mindanao.⁴⁸ The main projects

⁴² USAID (2013) USAID’s Growth with Equity in Mindanao Program: GEM Completion Report, www.louisberger.com/sites/default/files/GEM3_CompletionReportMagazine_Web-fnl.pdf (accessed on 13 June 2019)

⁴³ USAID (2019a) Country Development Cooperation Strategy, www.usaid.gov/sites/default/files/documents/1861/CDCS_Philippines_Public_VERsion_2013-2018_as_of_June_2017.pdf (accessed on 13 June 2019)

⁴⁴ Lahoy, R. (2017) USAID in Mindanao, realityofaid.org/wp-content/uploads/2017/06/RealityCheck_2017_final_ebook.pdf (accessed on 13 June 2019), USAID (2019a) Country Development Cooperation Strategy, www.usaid.gov/sites/default/files/documents/1861/CDCS_Philippines_Public_VERsion_2013-2018_as_of_June_2017.pdf (accessed on 13 June 2019)

⁴⁵ USAID (2019b) Enhancing Governance, Accountability and Engagement (ENGAGE) Project, www.usaid.gov/philippines/democracy-human-rights-and-governance/engage (accessed on 13 June 2019)

⁴⁶ Plan International and the Asia Foundation are respectively implementing a reconstruction program in Marawi and a Peace CONNECT Project.

⁴⁷ From interview with USAID Development Support Specialist Maria Teresa Sanchez Robielos on 19 July 2019

⁴⁸ AusAID (2012) Australian aid to the Philippines, www.oecd.org/countries/philippines/50024746/pdf (accessed on

were the ‘Basic Education Assistance for Muslim Mindanao’ (hereinafter ‘BEAM’) and the Education Pathways to Peace in Mindanao’ (hereinafter ‘PATHWAY’).

The ‘BEAM’ was the successor of the ‘Operationalizing the Philippines-Australia Project on Basic Education (1996-2001)’ that was rolled out across the country, and it highlighted assistance to basic education in Mindanao with the total amount of approximately 70 million Australian dollars for nine years from 2002 to 2011.⁴⁹ The key components include the training of teachers, the development of educational materials, and the education of the Muslim and indigenous people.

The ‘Basic Education Assistance for Muslim Mindanao-ARMM’ (hereinafter ‘BEAM-ARMM’) was the successor of the ‘BEAM’. The target area was ARMM, where approximately 90 million Australian dollars were disbursed to implement the project from 2012 to 2017.⁵⁰ The key components include: 1) basic education for low-grade students, 2) education on WASH (Water, Sanitation and Hygiene), 3) vocational training, and 4) alternative academic opportunity other than public education, such as Madrasa education (Islamic school).

The ongoing PATHWAY is the successor of BEAM-ARMM on basic education to extend over nine years from 2017 to 2026, totaling approximately 90 million Australian dollars. In addition to conventional assistance to basic education, the PATHWAY is aimed to redress disparities prevailing in the community through the provision of access to education and to prevent violent incidents linking to inter-clan conflict, Rido.⁵¹

During this period, Australia had contributed to the multi-donor trust funds of the international organizations, which aimed at peacebuilding and reconstruction, although the financial amount was limited. It funded the ‘MDP’ and ‘Act for Peace’ of the UNDP, the ‘Mindanao Trust Fund’ and ‘Assistance to the Reconstruction of Marawi’ of the World Bank, and the ‘FASTRAC’ run by the UNDP and the World Bank. Australia also expanded assistance for the peace process after the Comprehensive Agreement in 2014, integrating the said projects under the program called ‘Peacebuilding in the Conflict-Affected Area in Mindanao’. The program is implemented between 2014 and 2022, projecting 80 million Australian dollars to be disbursed. As a result, the total ratio of Australia’s ODA to the assistance to Mindanao will increase from 60% at present to nearly 80% accordingly.⁵²

14 June, 2019): xiii, Personal interview with Ms. Jennifer Bennet, Second Secretary for Political and Public Affairs to the Australian Embassy in the Philippines, Mr. Emmanuel Joseph B. Solis ‘EJ,’ Senior Program Officer, and Shannen Enriquez, Program Officer on 18 July, 2019

⁴⁹ AusAID (2008) AusAID290808-Basic Education, www.philippines.embassy.gov.au/mnla/AusAIDRD.html (accessed on 14 June 2019)

Jacinto, A. (2010) Australia likely to extend aid for ARMM education project, www.gmanetwork.com/news/new/regions/183020/australia-likely-to-extend-aid-for-armm-education-project/story/ (accessed on 14 June 2019)

⁵⁰ AusAID (2017) End of Program Review - Final, www.dfat.gov.au/about-us/publications/Documents/philippines-beam-armm-end-program-review.pdf (accessed on 14 June 2019)

⁵¹ DFAT (2019a) Education Pathways for Peace in Mindanao (PATHWAYS), www.dfat.gov.au/about-us/business-opportunities/Pages/peace-through-education-in-muslim-mindanao.aspx (accessed on 14 June 2019)

⁵² Personal interview with Ms. Jennifer Bennet, Second Secretary for Political and Public Affairs to the Australian

The same program includes the ‘Project for Building Autonomous and Stable Institutions and Communities in the Bangsamoro’ (hereinafter ‘BASIC-BANGSAMORO’), which was implemented from 2014 to 2017 and disbursed 9 million Australian dollars. This aimed to provide support to international and local NGOs working in the Bangsamoro area and their activities for inclusive peacebuilding, in particular, the prevention of violent extremism, after the Comprehensive Agreement on the Bangsamoro in 2014.⁵³

After the inauguration of the Duterte administration, the ‘BASIC-BANGSAMORO’ was consolidated into the ‘Australian Partnerships for Peace’ Program. The program is executed from 2017 to 2020, with a total amount of 1.4 million Australian dollars, and implemented by five international NGOs⁵⁴, promoting reconciliation between the MILF and MNLF and social cohesion through the participation of women, youth, and religious leaders.⁵⁵

3) German Corporation for International Development

The German Corporation for International Development (hereinafter GIZ)’s assistance to Mindanao has supported decentralization and peace process since the latter half of the 2000s. The ‘Decentralization Program’ was implemented from 2005 to 2012, with the aim to streamlining and harmonizing the inter- and intra-governmental operations in the LGUs in Mindanao. This assistance in the pilot LGUs highlighted three key objectives: 1) political decentralization (citizen participation in the local government), 2) fiscal decentralization (tax reform in the local government), and 3) capacity development of the local government (networking of training in the local government).⁵⁶

The ‘Civil Peace Service’ has supported traditional leaders in indigenous communities to resolve community-level conflicts since 2008. Beyond the administrative boundaries of regional and local governments, the program helps the indigenous people to create community organizations, and traditional leaders to resolve inter- and intra-community conflicts. Furthermore, in the 2010s when the peace negotiations were advanced between the GPH and MILF, the GIZ extended its support for peacebuilding in Caraga region, northeastern Mindanao where conflict

Embassy in the Philippines, Mr. Emmanuel Joseph B. Solis ‘EJ,’ Senior Program Officer, and Ms. Shannen Enriquez, Program Officer on 18 July 2019, Personal interview with Ms. Jennifer Bennet, Second Secretary for Political and Public Affairs to the Australian Embassy in the Philippines, Mr. Emmanuel Joseph B. Solis ‘EJ,’ Senior Program Officer, and Ms. Shannen Enriquez, Program Officer on 18 July 2019

⁵³ Personal interview with Ms. Jennifer Bennet, Second Secretary for Political and Public Affairs to the Australian Embassy in the Philippines, Mr. Emmanuel Joseph B. Solis ‘EJ,’ Senior Program Officer, and Ms. Shannen Enriquez, Program Officer on 18 July 2019, Personal interview with Ms. Jennifer Bennet, Second Secretary for Political and Public Affairs to the Australian Embassy in the Philippines, Mr. Emmanuel Joseph B. Solis ‘EJ,’ Senior Program Officer, and Ms. Shannen Enriquez, Program Officer on 18 July 2019

⁵⁴ They are International Alert, the Asia Foundation, the Institute for Autonomy and Governance, the Centre for Humanitarian Dialogue, and Oxfam.

⁵⁵ DFAT (2019b) Improving conditions for peace and stability in the Philippines, www.dfat.gov.au/geo/philippines/development-assistance/Pages/improving-conditions-for-peace-and-stability-philippines.aspx (accessed on 14 June, 2019)

⁵⁶ GIZ (2019a) Decentralisation programme, www.giz.de/en/worldwide/18202.html (accessed on 15 June 2019)

between the GPH and the communist movement remains unresolved. The GIZ has offered solutions to the land-related conflict on a basis of the customary law and traditional approach in Caraga region since 2011. It has also helped the internally displaced persons to improve their livelihood and return to home.⁵⁷

4) Canadian International Development Agency

The Canadian International Development Agency (hereinafter CIDA) has actively supported ARMM since the 1996 Final Peace Agreement.⁵⁸ The main initiative was local governance support in the 2000s. The CIDA implemented the ‘Local Government Support Program for ARMM’ (hereinafter ‘LGSPA’) with the aim to support the LGUs in the ARMM area from 2005 to 2010 with total funding of nearly 16 million dollars.⁵⁹ The CIDA utilized the knowledge obtained in the ‘Local Governance Support Program (1991-2006)’ (‘LGSP’), providing training to LGUs, helping them to increase tax revenues, and promoting participatory governance. The program also conducted executive training for the mayors and other civil training, supported participatory planning and coordination of development planning and industrial promotion, including the creation of the Muslim Mindanao Halal Certification Board⁶⁰ in more than 100 LGUs in ARMM. Although the CIDA reportedly allocated approximately 60% of its ODA to the Philippine to the support of Mindanao,⁶¹ it scaled down its support after the program was closed in 2010.

As for support to the peace process, the CIDA has financially contributed to the ‘ARMM Social Fund’ (2003-2014) and ‘Mindanao Trust Fund’ (2006-) of the World Bank and promoted peace education in local communities. Moreover, it established the ‘Peace Fund’ from 2007 to 2012, financing the international NGOs which participated in the ICG, and the local NGOs which had delivered community-based peace education. Since the Framework Agreement in 2012, the CIDA has facilitated dialogue between MNLF groups through small projects, and supported mental health care of children in the MILF-controlling areas and their abandonment of extremism.⁶²

⁵⁷ GIZ (2019d) Strengthening capacities on conflict induced forced displacement in Mindanao, www.giz.de/en/worldwide/63221.html (accessed on 15 June 2019)

⁵⁸ Bracegirdle, P. (2004) CIDA Philippines Program Country Program, www.appian.ca/Appian%20Library/Philippines%20CPE%20Synthesis%20Report%20FINAL%20Mar%20202004.pdf (accessed on 15 June 2019)

⁵⁹ Government of Canada (2019a) Project profile – Local Governance Support Program in Muslim Mindanao, <http://w05.international.gc.ca/projectbrowser-banqueprojets/project-projet/details/a031927001?Lang=eng> (accessed on 15 June 2019)

⁶⁰ Government of Canada (2019a) Project profile – Local Governance Support Program in Muslim Mindanao, <http://w05.international.gc.ca/projectbrowser-banqueprojets/project-projet/details/a031927001?Lang=eng> (accessed on 15 June 2019)

⁶¹ JICA (2003) *Internal document on the Reconstruction Support for the Mindanao in the Republic of the Philippines*, Tokyo: JICA

⁶² Government of Canada (2019d) Project profile – Prevention of Association (re-association) of Children with Armed Groups and Radical Elements, <https://w05.international.gc.ca/projectbrowser-banqueprojets/project-projet/details/D004599001> (accessed on 15 June 2019)

5) Turkish Cooperation and Coordination Agency

The Turkish Cooperation and Coordination Agency (hereinafter TIKA) has mainly provided humanitarian assistance in cooperation with BDA as implementation agency since the Framework Agreement in 2012. The main projects include the ‘Mobile Clinic’. The clinic started its operation in 2018, dispatching a group of doctors to rural communities to provide poor people with a variety of medical care, including surgical treatment.⁶³ The clinic also toured refugee camps to deliver medical care, when people were internally displaced in such incidents as the Battle of Marawi and natural disasters. In this connection, the TIKA has expanded its assistance since 2017, including the provision of relief supplies and training for the Bangsamoro Rescue Team, BARET.⁶⁴ The TIKA also delivered joint training on disaster management with the JICA which has also committed to disaster prevention, based on an MOU between the two entities.⁶⁵

On the other hand, the TIKA has started development projects mostly on a small scale. Since 2016, it has worked for the improvement of livelihood in rural communities, assisting agricultural production, farm fishing, and the provision of livestock such as goats and chickens. The TIKA has also expanded infrastructure development as part of the educational assistance such as the construction of primary and secondary schools.⁶⁷ However, its approach has been limited mainly to the provision of equipment and supplies that can be completed in a short term and with a limited scope, due to the constraint of mobilizing Turkish experts.⁶⁸ Furthermore, the Turkish Embassy in the Philippines has supported the peace process. It has participated in the ICG since 2009, and the Independent Decommissioning Body since 2019.⁶⁹

6) China

The China’s cooperation has been central to loans. Although China substantially reduced loans to the Philippines due to a diplomatic tension with the Philippines attributed to the territorial dispute in the South China Sea under the Aquino administration, it has gradually increased support due to the improving relation under the Duterte administration.⁷⁰ The projects relating to

⁶³ TIKA Philippines (2019) TIKA Manila, www.twitter.com/tikaphilippines (accessed on 20 June, 2019)

⁶⁴ Bangsamoro Rescue Team (BARET) is a volunteering organization created in 2013 to respond to natural disasters that frequently occur in the Bangsamoro.

⁶⁵ TIKA (2019) Equipment Support to Bangsamoro Rescue Team by TIKA, www.tika.gov.tr/en/news/equipment-support-to-bangsamoro-rescue-team-by-tika-42430 (accessed on 20 June 2019)

⁶⁶ TIKA (2019) Equipment Support to Bangsamoro Rescue Team by TIKA, www.tika.gov.tr/en/news/equipment-support-to-bangsamoro-rescue-team-by-tika-42430 (accessed on 20 June 2019)

⁶⁷ Ibid.

⁶⁸ Personal interview with Mr. Enes Hancioglu, Deputy Director of TIKA on 16 July 2019

⁶⁹ See Chapter 5. The mission of the Body is surveillance of discharging MILF soldiers and collecting weapons, which consists of two representatives from GPH and MILF, and a delegate respectively from Turkey, Norway, and Brunei.

⁷⁰ Chinese ODA from 2010 to 2018 had changed as follows: 1,142 million dollars in 2010, 1,140 million dollars in 2011, 386 million dollars in 2012, 207 million dollars in 2013, 121 million in 2014, 63 million dollars in 2015, and 364 million dollars in 2016 (NEDA 2019). Personal interview with Ms. Charity Ramos-Galacgae, Assistant Director

Mindanao include the ‘Railway Construction Project in Mindanao’ with a ring road connecting the major cities in Mindanao, including Iligan and Cotabato cities. Although the project remains under preparation, it is scheduled to start soon as the key investment of the Duterte administration whose term will end in 2020. China has also provided support to reconstruct Marawi city.⁷¹

(3) Other Donors

1) The Organisation of Islamic Cooperation

The Organisation of Islamic Cooperation (hereinafter OIC) was established in 1969 as an entity which is composed of 57 member states in which Muslims are the majority. The headquarters are located in Jeddah in Saudi Arabia. Calling for Islamic solidarity, it aims at promoting political, economic, social and cultural partnerships of member states. One of the missions is conflict mediation. OIC has therefore intervened in Mindanao conflicts, as it is concerned with potential persecution of the Muslims in the Philippines. Among other member countries, Libya (the 1970s and 1980s), Indonesia (the 1990s), and Malaysia (since the 2000s) have played pivotal roles.

In the 1970s, Libya funded MNLF, and took the lead in an oil embargo of the OIC countries against the Philippines. It acted as an intermediary between the GPH and MNLF on the Tripoli Agreement in 1976, and took the lead to invite the MNLF as an observer of the OIC in 1977. Meanwhile, MNLF’s internal dispute resulted in separating the MILF from the MNLF. The OIC then declared that MNLF was the ‘legitimate’ representative of the Bangsamoro.⁷² This led Libya and other Middle East countries to committing to the MNLF, in particular the Misuari faction, being alienated from the MILF after the 1980s.⁷³

On the other hand, Indonesia, as the regional powerhouse in the 1990s, committed to the 1996 Final Peace Agreement which was signed between the GPH and MNLF. Indonesia is, however, a member of ASEAN that opts not to intervene in internal affairs of other member states, and has withdrawn its intervention in the Mindanao affairs as the internal issues of the Philippines after the Peace Agreement.⁷⁴ As conflict had been intensified between the GPH and MILF, Indonesia experienced the Asian economic crisis in 1997, followed by a political turmoil from the independence of East Timor in 1999. Given these circumstances, Malaysia came to mediate the Mindanao issues in lieu of Indonesia in and after the 2000s, as requested by the GPH and MILF. Malaysia’s efforts will be described in the later section.

of National Economic Development Authority (NEDA), Mr. Joseph Capistrano, Ms. Chalene Aguilos, Mr. Lemuel Dimagiba, and Ms. Mildred de Los Reyes, NEDA staff members on 22 July 2019

⁷¹ Reed J. and Ramos, G. (2018) Philippines revamp of battle-scarred Marawi turns to China, Available at www.ft.com/content/24b37146-c2eb-11e8-95b1-d36dfe1b89a (accessed on 20 June 2019)

⁷² Hernandez, A. (2014) *Nation-building and Identity Conflicts*, e-book: Springer VS:170

⁷³ JICA (2017) *Local-level Peacebuilding Needs and Impact Assessment (PNA) Mindanao: Summary of Comprehensive Review for Mindanao*, Tokyo: JICA

⁷⁴ Hernandez, A. (2014) *Nation-building and Identity Conflicts*, e-book: Springer VS

The OIC's recent involvement in the Mindanao issues includes cooperation with the MNLF and action taken on the MILF. As for the former, the OIC promoted compliance with the 1996 Final Peace Agreement. During the first 10 years from the agreement, which was considered as the first phase of the compliance effort, the OIC helped to create the Southern Philippine Council for Peace and Development to monitor, facilitate, and coordinate development in the ARMM.⁷⁵ In the second phase over the next 10 years, the OIC supported the Tripartite Review Process among the GPH, MNLF and OIC. The Tripartite Review was to allow the GPH, MNLF and OIC to analyze the progress made on the agreement and its constraints, and propose actions and measures to take for the compliance with the agreement. The Review was ended in 2016, leading the GPH and MNLF to set up the Bangsamoro Development Assistance Fund (BDAF) for economic development, jointly manage strategic resources, and ensure participation of the MNLF in the BTC.⁷⁶ Accordingly, the MNLF representatives started participating in the BTC after 2016.

As for measures taken on the MILF, the OIC called on the MNLF and MILF to have a unity talk in the negotiation process on the Memorandum of Agreement - Ancestral Domain (hereinafter, 'MOA-AD') between the GPH and MILF.⁷⁷ Furthermore, in 2010, the OIC decided to establish the Bangsamoro Coordination Forum (BCF) as a discussion platform for the MNLF and MILF to interact and negotiate. The OIC's foreign ministers' meeting in 2012 encouraged both parties to make use of this platform to integrate the 1976 Tripoli Agreement, the 1996 Final Peace Agreement, and the 2012 Framework Agreement.⁷⁸ In 2017, moreover, the OIC held a meeting between the MILF and the MNLF's Sema faction, urging them to integrate the respective drafts of the BBL.⁷⁹

2) Malaysia

In attempt to settle the 'All-out War' of the Estrada administration against the MILF, the then President Arroyo, who took office in 2001, requested Malaysia to mediate ceasefire upon request from the MILF. Malaysia had not been, however, neutral to the Mindanao issues. Malaysia had a diplomatic tension with the Philippines over the territorial dispute of the Sabah state, accepting the refugees from Mindanao after the 1970s, training the MNLF guerrilla forces, and providing them with arms and weapons. Yet, in the late 1990s, Malaysia improved relationship with the Philippines under the Mahathir administrations.⁸⁰

⁷⁵ Hernandez, A. (2014) *Nation-building and Identity Conflicts*, e-book: Springer VS:204

⁷⁶ Reliefweb (2016) GPH-MNLF peace process review ends, moves to implementation of peace mechanisms, <http://reliefweb.int/report/philippines/gph-mnlf-peace-process-ends-moves-implementation-peace-mechanisms> (accessed on 18 September 2019)

⁷⁷ JICA (2008) *Local-level Peacebuilding Needs and Impact Assessment (PNA) Mindanao*: Tokyo: JICA:59

⁷⁸ JICA (2017) *Local-level Peacebuilding Needs and Impact Assessment (PNA) Mindanao: Summary of Comprehensive Review for Mindanao*, Tokyo: JICA:24-25

⁷⁹ JICA (2017) *Local-level Peacebuilding Needs and Impact Assessment (PNA) Mindanao: Summary of Comprehensive Review for Mindanao*, Tokyo: JICA:47

⁸⁰ Hernandez, A. (2014) *Nation-building and Identity Conflicts*, e-book: Springer VS:163

Given this, Malaysia acted as the mediator between the GPH and MILF, taking the lead in their signing of a ceasefire agreement in 2001. In 2003, furthermore, followed by the battle extended from the Battle of the Buliok Complex by the GPH forces, Malaysia mediated them in Kuala Lumpur for a joint statement on the ceasefire. For the sake of peacekeeping to monitor the ceasefire, it was agreed to establish the International Monitoring Team (IMT). In the following 2004, Malaysia deployed a mission of approximately 80 armed and police officers to Mindanao, playing a pivotal role in the IMT. The IMT was joined by the security forces of Libya and Brunei as part of the OIC states as well as Japan to lead the socioeconomic component since 2006. Meanwhile, Malaysia continued to mediate the GPH and MILF in drafting the MOA-AD.⁸¹

The soon-to-be-agreed MOA-AD was, however, ruled unconstitutional by the Philippine Supreme Court in 2008, and this thereafter led to the resumption of armed conflict between the GPH and MILF, the withdrawal of Malaysia from the IMT, and the suspension of mediation in the peace process in December 2008.⁸² Nevertheless, at the inauguration of the Aquino administration in 2010, Malaysia rejoined the IMT, and resumed mediation in the peace process, which successfully acted for the 2012 Framework Agreement and the 2014 Comprehensive Agreement on the Bangsamoro. After the enactment of the Bangsamoro Organic Law (hereinafter BOL) in 2018 onwards, Malaysia continues to coordinate and discuss the implementation of peace agreements. More recently, the Malaysian role has significantly changed as Malaysia expanded its role in monitoring the implementation of the agreements in the peace process, and intervening in inter-clan disputes (Rido).⁸³

Meanwhile, as part of the Japan-Malaysia partnership, a dialogue for peace mediation (Consolidation of Peace Seminar) was facilitated (see the section of the Consolidation of Peace Seminar in the Complementary Elements to JICA's Assistance to Mindanao in Chapter 6). Although the financial aid which is affordable to Malaysia's development is limited, the country has worked through IMT and its partnership with Japan and JICA to take part in and collaborate for the peace process.

3) Civil Society Organizations

CSOs also played significant roles in the peace process. In particular, international NGOs have largely increased intervention in the peace process, as the peace negotiations progress. Their main activities include their contributions to the ICG, IMT, and the Third Party Monitoring Team.

⁸¹ Personal interview with Mr. Mohd Nor Azrin Md Zain, Minister Counsellor at the Embassy of Malaysia, and Mr. Mohd Ridzwan Shahabudin, the First Secretary on 17 July, 2019

⁸² In the absence of Malaysia, the Japanese diplomatic mission acted as a 'back channel' and contributed to the creation of International Contact Group (ICG) in 2009, and the first chief talk between GPH and MILF at Narita in Japan in 2011. See Chapter 4 ('Diplomacy' and 'Security') for details.

⁸³ Personal interview with Mr. Mohd Nor Azrin Md Zain, Minister Counsellor at the Embassy of Malaysia, and Mr. Mohd Ridzwan Shahabudin, the First Secretary on 17 July 2019

The ICG was established upon the GPH-MILF agreement in 2009, inviting four states (Japan, the U.K., Turkey and Saudi Arabia), and international NGOs (Swiss-based Centre for Humanitarian Dialogue (CHD), the UK-based Conciliation Resources, the US-based Asia Foundation, and Indonesia-based Muhammadiyah). The ICG provided practical guidance from time to time, contributing to the progress of peace process.⁸⁴

The IMT created a civil protection component in 2010. This was aimed at monitoring and inspecting grassroots-level compliance with human rights by the GPH forces and MILF. A joint team of The Belgium-based Nonviolence Peaceforce and three local partner NGOs undertook the activities.⁸⁵

The Third Party Monitoring Team was created to monitor the progress and compliance of the 2012 Framework Agreement. It continues to operate thus far, consisting of two international NGOs (the Asia Foundation of the U.S. and the Foundation for Human Rights and Freedoms and Humanitarian Relief of Turkey) and two local NGOs.⁸⁶

On the other hand, although local NGOs have been involved in the peace process on a smaller scale than the international NGOs, they are continuously engaged in the peace process on a long-term basis. The main activities of local NGOs include efforts expanding the ‘peace zones’ and collaborating with the above mentioned international NGOs in the IMT and the Third Party Monitoring Team.

The ‘peace zones’ was referred to ‘the areas that achieved peace given that former combatants, their supporters and families have been reintegrated into the society.’⁸⁷ Many local NGOs funded by the government and international agencies supported the ‘peace zones’ after the 1996 Final Peace Agreement. Although escalating conflict between the GPH and MILF destroyed the ‘peace zones’ extensively, local NGOs exerted their efforts to restore the ‘peace zones’ through supporting the livelihood of internally displaced persons and their return to home.⁸⁸

Moreover, CSOs’ participation in the peace process made the peace process between the GPH and MILF inclusive and legitimate in process. As for IMT, local NGOs created the Local Monitoring Team under the Joint Coordinating Committee on Cessation of Hostilities. This was a joint work among the regional government, the MILF representatives, and two local NGOs to monitor ceasefire at the grassroots level across the ARMM. When the civil protection component was added to IMT in 2010, it was joined by three local NGOs, the ‘Mindanao Human Rights

⁸⁴ Keizo Takewaka (2013) Japan’s Contribution to Peace in Mindanao, *Gaiko*, 18 (Mar. 2013): 81-86

Personal interview with Mr. Sam Chittick, Director of the Asia Foundation on 28 August, 2019

⁸⁵ Hopmann, P.T. and Lustenberger, P. (2011) *Conflict Management in Mindanao*, Paper presented at the International Association for Conflict Management Conference, Istanbul, Turkey, July 2011.:31

⁸⁶ Third Party Monitoring Team (2019) TPMT TERMS OF REFERENCE, <http://tpmt.ph/tpmt-terms-reference> (accessed on 23 June 2019)

⁸⁷ Rood, S. (2005) *Forging Sustainable Peace in Mindanao: The Role of Civil Society*, Washington D.C.: East-West Center.

⁸⁸ Rood, S. (2005) *Forging Sustainable Peace in Mindanao: The Role of Civil Society*, Washington D.C.: East-West Center.

Action Center (MinHRAC)', the 'Mindanao People's Caucus (MPC)', and the 'Muslim Organization of Government Officials and Professionals (MOGOP)', in addition to the Nonviolence Peaceforce, an international NGO.⁸⁹ In turn, the Third Party Monitoring Team was joined by two local NGOs, the 'Mindanao Human Rights Action Center (MinHRAC)' and the 'United Youth for Peace and Development (UNYPAD)', as the founding members.⁹⁰

1.3 Trend in Donor Assistance

This section briefly analyzes a trend in donor assistance. The above-mentioned main projects implemented by other donors were classified into three areas of assistance, which the JICA highlighted in its assistance to Mindanao, which are governance strengthening, community development, and economic development, and added them to humanitarian assistance. Moreover, the area of economic development was further divided into infrastructural development, agricultural development, and others including industrial development. Figure 2 positions the projects of the major donors in an area and chronological manner. The Figure classified the projects which overlap several areas of assistance into the most appropriate area.

(1) Close link with the peace process

The assistance of main donors are closely linked to the peace process. In response to the 1996 Final Peace Agreement, the donors started to provide support to Mindanao mainly in the areas of community development and economic development. These leading donors, however, were dedicated to their ongoing projects, and reluctant to roll out new aid initiatives, partly due to the 'All-out War' against MILF under the Estrada administration.

Since 2004, as the security situation had been stabilized, owing to the IMT which stationed in Mindanao, a new trend that development agencies launched on peacebuilding efforts urged the donors to expand their assistance to Mindanao. While donors started governance assistance to the LGUs in the ARMM, they also started the successor projects in community development and continued support to economic development.

However, the Supreme Court's ruling over the unconstitutionality of MOA-AD in 2008 led to the resumption of armed conflict between the GPH and MILF, and donors began with humanitarian assistance. As the peace process made progress afterwards, donors have been more active in supporting stakeholders in the peace process, monitoring compliance with the agreements, and drafting BBL, and fostering good governance in the preparation of BTA.

⁸⁹ Hopmann, P.T. and Lustenberger, P. (2011) *Conflict Management in Mindanao*, Paper presented at the International Association for Conflict Management Conference, Istanbul, Turkey, July 2011.:31

⁹⁰ Third Party Monitoring Team (2019) TPMT TERMS OF REFERENCE, <http://tpmt.ph/tpmt-terms-reference> (accessed on 23 June 2019)

(2) Key characteristics in the area

In the area of governance, in a relative term, many donors have provided assistance. GIZ and CIDA had pioneered assistance since 2005, followed by the World Bank, UNDP, and USAID since 2013. As the peace process made progress, Australia and EU started to support stakeholders who worked for the peace negotiations and monitoring of the ceasefire. However, the evidence suggests that the start of assistance was relatively slower than that in other areas. One of the reasons is the worsening security situation as well as an inadequate capacity of the ARMM government and LGUs to receive the aid of donors.⁹¹

In the area of community development, the World Bank and UNDP had continued to provide assistance. UNDP and Canada started assistance in the 1990s. In the 2000s, the World Bank and UNDP had implemented their projects, including MILF-affected areas. Assistance provided by donors to this area started relatively early. One of the reasons is that there were the needs in communities to integrate former combatants into the society and eradicate poverty. Also, it was relatively easier for the small-scale projects to take countermeasures against the worsening security situation.⁹²

In the area of economic development, ADB has been active in providing assistance to infrastructural development. Yet, the majority of its projects started in the 2010s. One of the reasons is that although large-scale infrastructure projects require a stable security situation, it was deemed unfeasible in the 2000s when a series of conflicts erupted.⁹³ In the area of agricultural development, the World Bank has continued to provide assistance. Throughout the 2000s, small-scale agricultural projects have been implemented by the World Bank and USAID. In the area of industrial development, Australia has been cooperated in the education sector since the first half of the 2000s in which no large-scale investment was required in physical installations. ADB also had been active in the 2000s. In the area of humanitarian assistance, on the other hand, the EU has provided aid. In the latter half of the 2000s, UNDP started to provide the support which was funded by the EU to respond to the growing number of internally displaced persons in connection with the armed conflicts which were followed by the court's ruling on the unconstitutionality of MOA-AD. The EU also started support to IMT's humanitarian assistance division at the same time. In the latter half of the 2010s, Turkey began the provision of humanitarian assistance.

⁹¹ Personal interview with Ms. Maria Teresa Sanchez Robielos, USAID Development Specialist on 19 July 2019

⁹² Personal interview with Mr. Chetan Kumar, UNDP Senior Advisor, and Dr. Yumiko Kaneko, UNDP Program Officer on 15 July 2019

⁹³ Personal interview with Mr. Joven Z. Balbosa, ADB Adviser, and Mr. Oscar Amiel A. Badiola, ADB Program Officer on 16 July 2019

2. Assistance of Other Donors and Its Direction after the Establishment of the Bangsamoro Transitional Authority

This section describes plans of other donors for assistance in the Bangsamoro after the BTA was established in February 2019. This analysis covers the following donors, the World Bank, ADB, UNDP, EU, USAID, DFAT, TIKA, and Malaysia, which have been active in the Bangsamoro assistance. In doing so, the analysis team undertook interview with donors in Manila in July 2019. It is however likely to make this report subject to change as many of donors have not finalized the plans of assistance and the local situation has been subject to change as of the date when this report was drafted.

(1) International Organizations

1) World Bank

The World Bank will continue to assist normalization and provide assistance to the BTA. At the heart of its normalization assistance, the World Bank will collaborate with GPH to establish the Bangsamoro Normalization Trust Fund, which will assist in the disarmament of the MILF camps and in socializing former MILF soldiers. It plans to establish the fund in 2021 and integrate this with the Mindanao Trust Fund.⁹⁴

Meanwhile, the World Bank plans to assist the BTA in formulating and implementing policy in the basic service sectors. For example, it will help the Ministry of Finance introduce and enhance an Islamic financial system in cooperation with the Malaysian government, and plan to dispatch project formulation missions to the Ministries of Education, Agriculture, Health, and others.⁹⁵

Also, the World Bank will focus on the following three pillars to assist the Mindanao economy to grow and expand employment: 1) Improving productivity and market access for the Mindanao agricultural and fisheries, 2) developing human resources and social protections for the poor, and 3) strengthening systems in conflict-stricken areas and resolving the causes of conflict. To these ends, the World Bank has explored cooperation between the government, the private industry, and civil society organizations (CSOs).⁹⁶

However, the World Bank does express two issues in assisting the BTA. First, any loans to the BTA should be guaranteed by GPH. In this regard, the World Bank is currently in discussions with GPH. If this cannot be resolved, the World Bank's assistance for BTA will be integrated with country-level programs. However, given the vast socioeconomic disparity between Bangsamoro and other regions, the World Bank is concerned about the country-level project objectives and targets to be far removed from the circumstances in Bangsamoro, making any initiatives in Bangsamoro difficult to achieve and evaluate. The second issue raised is GPH's interference in the World Bank over which donors fund the World Bank' projects. GPH has faced a diplomatic tension with some of the Western countries over

⁹⁴ From interview with World Bank Senior Specialist Marcelo Jorge Fabre on 28 August 2019

⁹⁵ From interview with World Bank Senior Specialist Marcelo Jorge Fabre on 28 August 2019

⁹⁶ World Bank (2019) Mindanao Today, Mindanao Tomorrow: Enabling Business for Job Creation, <https://www.worldbank.org/en/news/speech/2018/08/06/mindanao-today-mindanao-tomorrow-enabling-business-for-job-creation> (accessed on 20 September 2019)

human rights issues, and thus may reject support from them. This will pose problems to the World Bank in project formulation.⁹⁷

2) Asian Development Bank (ADB)

The ADB looks to provide assistance for economic development. In doing so, ADB has worked with the central government which acts as the executing agency. ADB states that the recent progress in the peace process will not impact its approach to project formulation. Thus, ADB looks to continue and expand support in the ongoing projects, particularly in infrastructure development (roads and power) and reconstruction efforts in Marawi. In formulating new projects, ADB emphasizes that it will not consult with the BTA, but rather will coordinate and consult with the central government and Mindanao Development Authority. At present, the central government has not requested ADB for any assistance to the BTA.⁹⁸

3) United Nations Development Programme (UNDP)

UNDP plans to provide assistance in stabilizing the BTA and the socialization of former combatants. In March 2019, UNDP signed an MOU with Interim Chief Minister Murad, announcing the urgent assistance for the BTA in seven components as follows: 1) establishing schools for peace and democratization, 2) establishing a reform control committee, 3) organizational development and capacity building for the BTA, 4) a 180-day PR plan/program, 5) early warning and response, 6) preparing investment plans for short-term normalization of the MILF camps, and 7) support in drafting a Local Government Code. These components were incorporated into the Stabilization, Recovery and Transformation for Peace program ('START PEACE'). The 'START PEACE' is scheduled to be implemented in the next three years, with contributions of 3.5 million Australian dollars from Australia and 3.0 million Euros from the EU. An overview of the 'START PEACE' is shown in Table 1.

⁹⁷ World Bank (2019) Mindanao Today, Mindanao Tomorrow: Enabling Business for Job Creation, <https://www.worldbank.org/en/news/speech/2018/08/06/mindanao-today-mindanao-tomorrow-enabling-business-for-job-creation> (accessed on 20 September 2019)

⁹⁸ From interview with ADB Advisor Joven Z. Balbosa and Program Officer Oscar Amiel A. Badiola on 16 July 2019

Table 1: Overview of ‘START PEACE’⁹⁹

Components	Description of Assistance
1. Establishing schools for peace and democratization	<ul style="list-style-type: none"> • Referring to the transition assistance model for Aceh in Indonesia, encourage former MILF soldiers to be involved in the democratic process • Teach former soldiers how to live as political and social activists and offer them vocational training opportunities for wellbeing
2. Establishing a reform control committee	<ul style="list-style-type: none"> • Offer strategic advice for transitioning to the parliamentary cabinet system • Establish a platform for monitoring the investment progress • In this, enable assessment of the requisite finances and administrative capacities for effective project implementation
3. BTA’s organizational development and capacity building	<ul style="list-style-type: none"> • Give advice on the 100-day plans set out by various BTA ministries and evaluate capacity of the ministries in priority • Assist the Ministry of Local Government, the Ministry of Social Services, and the Ministry of Finance in formulating strategic plans
4. 180-day PR plan/program	<ul style="list-style-type: none"> • Using multimedia, provide technical support for drafting and sharing messages for the Interim Chief Minister
5. Early warning and response	<ul style="list-style-type: none"> • Assist in establishing regional platforms for early response to intensifying town-level conflicts • Assist in formulating the BTA’s regional action plans led by the Ministry of Local Government in 8 municipalities in the province of Lanao del Sur
6. Preparing investment plans for short-term normalization of the MILF camps	<ul style="list-style-type: none"> • Support planning for camp transformation in use of regional development approaches (e.g. supporting community capacity, improving access to ongoing financial services and markets, and private-public partnerships for improving sustainable livelihoods)
7. Drafting support for the Local Government Code	<ul style="list-style-type: none"> • Provide technical support for the Ministry of Local Government in drafting a Local Government Code

UNDP has also planned and implemented training for the BTA cabinet ministers and officials. UNDP has contracted the Asian Institute of Management (hereinafter AIM) to train the cabinet ministers. It has also trained officials in BTA to strengthen the internal systems, specifically internal control and procurement procedures. Also, in light of the looming transition to the parliamentary cabinet system, UNDP plans to train the Chief Minister’s Office and major ministries to strengthen organizational capacity.¹⁰⁰

4) European Union

The EU looks to support governance, particularly improving the BTA’s capacity to provide public services. The EU plans two programs, the ‘Support to Bangsamoro Transition’ (hereinafter

⁹⁹ JICA (2019a) *Assistance of other donors*, Tokyo: JICA, UNDP Senior Advisor Chetan Kumar and Program Officer Yumiko Kaneko on 15 July 2019

¹⁰⁰ From interview with ADB Advisor Joven Z. Balbosa and Program Officer Oscar Amiel A. Badiola. on 16 July 2019

‘SUBATRA’) and the ‘Mindanao Peace and Development’ (hereinafter ‘MINPAD’).

The ‘SUBATRA’ will provide comprehensive technical support for the administrative and legislative bodies of the BTA. The EU plans to contribute 25 million Euros to the ‘SUBATRA’ from 2020 to 2024. The ‘SUBATRA’ is planned to include both hard and soft components. Hard components will include building facilities, including those for Parliament, civil service training, and Sharia courts; providing equipment to the major ministries; and developing the IT systems. Meanwhile, soft components will include the training of both senior and junior officials, and the provision of technical support for administrative operations and procedures. The overview of the ‘SUBATRA’ is shown in Table 2.

Table 2: Overview of ‘SUBATRA’,¹⁰¹

Component	Description of Assistance
1. Forming transition policies for the BTA administration, and strengthening executive capacity	<ul style="list-style-type: none"> • Objectives to build planning and monitoring capacities for the BTA in transition and improve administrative capacities to provide public services and improve governance • Build capacity of the Interim Chief Minister, the Interim Deputy Chief Ministers, and the Interim Chief Minister’s Office; improve the government’s IT infrastructures and data gathering capacity; provide equipment to the main ministries; and train government officials • Train administrative officers at the Chief Minister's Office, the Ministry of Finance, the Ministry of Local Government, and the Ministry of Trade, Investment and Tourism
2. Building the Parliament’s capacity	<ul style="list-style-type: none"> • Objectives to help build the legislative capacity and improve information dissemination capacity of the BTA’s Parliament • Provide buildings and equipment to the Parliament, develop IT infrastructure, provide technical support for legislation, and assist in public relations
3. Strengthening the judicial system	<ul style="list-style-type: none"> • Objectives to assist in establishing the Sharia Law system, improve the traditional judicial system, and improve access to the Judiciary during the transition period • Provide technical support and train practitioners of Sharia Law to draft the Sharia Law, raise awareness of the traditional law, build capacity at the Ministry of Indigenous Peoples’ Affairs, construct traditional schools, and improve access to Sharia and traditional justice
4. Building CSO capacity	<ul style="list-style-type: none"> • Objectives to build capacity and empower the civil society during the transition period • Establish a CSO forum and formulate its strategies, organize and train its members, and provide technical/financial support to the CSOs which have engaged in transitional support

The ‘MINPAD’ will amount to 20 million Euros from 2020 to 2024 or 2025. It will be a comprehensive program, including job creation, small-scale infrastructure development (e.g. roads, and agricultural facilities), support for cooperative associations, contributions to the Bangsamoro Normalization Trust Fund, support for transitional justice, and assistance for Marawi. The executing

¹⁰¹ JICA (2019a) *Assistance of other donors*, Tokyo: JICA, From interview with EU Program Officer Emily M. Mercado on 22 July 2019

agencies will be OPAPP and MinDA of GPH, targeting the entire Mindanao region. However, the diplomatic tension between the EU and GPH over human rights issues have delayed the signing of a cooperation agreement. Given this, the EU expects these two programs to start no earlier than February 2020, with project operations to start in earnest no earlier than summer 2020 due to the outsourced procurement.¹⁰²

(2) Bilateral Donors

1) United States Agency for International Development (USAID)

The USAID plans to assist in building the governance system of the BTA although it will not coordinate project planning and implementation directly with the BTA. The USAID is currently planning to implement a US\$2 million program through the transition period from 2019 to 2022 which is consisted of two components: 1) building the Chief Minister Office's capacity to establish a parliamentary system, and 2) strengthening CSOs and encouraging them to be active in the BTA. The USAID intends to complete preparation and name the project by August 2019. In the meantime, it does not plan to fund the projects run by any international organizations.¹⁰³

2) The Department of Foreign Affairs and Trade of Australia

Australia looks to help to establish institutionalization and frameworks for the parliamentary cabinet system, also support normalization and the provision of grassroots-level assistance. In terms of strengthening governance, the country plans to contribute to 3.5 million Australian dollars to the UNDP's 'START-PEACE' Program which started in March 2019. In the support of normalization, Australia plans to contribute to 10 to 12 million Australian dollars to the World Bank's 'Bangsamoro Normalization Trust Fund'. In addition, Australia is funding the Independent Decommissioning Body as part of the assistance to normalization.

At the grassroots level, Australia has pledged 2 million Australian dollars for one year from 2019 and established a fund to help to stop violent extremism in Asia. With the Department of the Interior and Local Government of the Philippines as the executing agency, this fund will be used to assist in social integration at the local level and help grassroots agencies which have actively worked to stop violent extremism. With such multilateral assistance, Australia will play an expansive role in assistance in Mindanao and scale up the level of allocation of the Australia's ODA to Mindanao from 60% to approximately 80% in the near future.¹⁰⁴

3) Turkey Cooperation and Coordination Agency (TIKA)

TIKA plans to provide assistance in civil service training at the BTA and the socialization of former MILF soldiers. In the recently conducted development needs assessment in June 2019, Turkish experts

¹⁰² JICA (2019a) *Assistance of other donors*, Tokyo: JICA, From interview with EU Program Officer Emily M. Mercado on 22 July 2019.

¹⁰³ From interview with USAID Development Support Specialist Maria Teresa Sanchez Robielos on 19 July 2019

¹⁰⁴ From interviews with Australian Embassy Second Secretary (Political Affairs) Jennifer Bennet, Senior Program Officer Emmanuel Joseph 'EJ' B. Solis, and Program Officer Shannen Enriquez on 18 July 2019

raised concerns about the insufficient capacity of civil servants and endemic poverty among former combatants. In response to this assessment, TIKA prepares projects to train civil servants and help to improve the livelihood of former combatants. Focusing on the civil service training, given the limited modalities of the Turkish experts, TIKA plans to use the existing civil servant training and resources in Turkey, rather than develop any kind of customized training.¹⁰⁵

4) Malaysia

As long as GPH request Malaysia to mediate peace talks between GPH and MILF and monitoring the ceasefire with the IMT, Malaysia refers that it will accept it accordingly. In terms of socioeconomic assistance, Malaysia plans to explore their knowledge and expertise in the following two sectors: 1) establishing and developing an Islamic financial framework and 2) establishing and promoting a Halal industry. For the former, the country plans to establish Islamic financing and assist the Islamic Amana Bank, which is the only Islamic bank in the Philippines. For the latter, Malaysia looks to assist in expanding production of Halal products, marketing, and establishing a Halal ecosystem.¹⁰⁶

¹⁰⁵ From interviews with TIKA Deputy Country Representative Enes Hancioglu on 16 July 2019

¹⁰⁶ From interviews with TIKA Deputy Country Representative Enes Hancioglu on 16 July 2019

Annex 2

Summaries of Project Outline

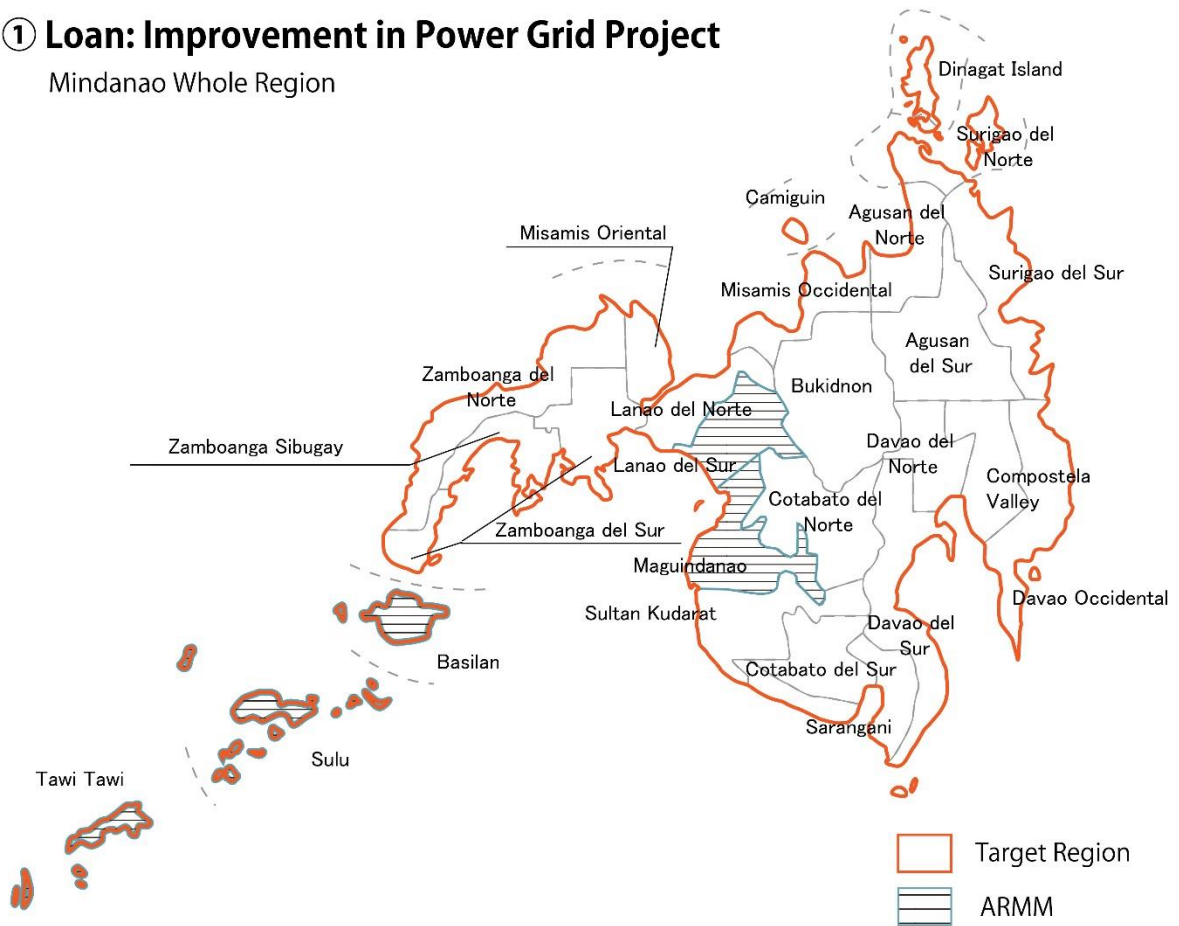
1: Improvement in Power Grid Project

Project Name	(ODA Loan) Improvement in Power Grid Project		
Project Outline	To install additional transformers and the attachments at substations in the Luzon grid and the Mindanao grid operated by the National Power Corporation (NPC) of the Philippines, where the load on the transformer was predicted to exceed its capacity by 1998 in order to cope with the increase in power demand.		
Implementation Period	August 1995 – January 2005 (scheduled to start operating)		
Executing Agency	National Power Corporation (NPC)	Target Area	Eight substations in the Luzon grid and the Mindanao grid
Project Cost	1,476 million yen (of which the ODA loan portion was 1,366 million yen)		
Remarks	Blasting, etc. of transmission lines by anti-government groups often causes a power failure across the entire grid. ¹		
Overall Goal	No Overall Goal is stated explicitly. From the Ex-Post Evaluation Report, it is presumed that the situation of the power supply was expected to be improved.		
Project Purpose	To install additional transformers and the attachments at substations in the Luzon grid and the Mindanao grid operated by NPC.		
Project Background and the Project's Consistency with the Policies of Japan and the Recipient Country	<p>1. At that time, NPC had a problem of unstable power supply, including frequent power failures, caused by a fundamental shortage of related facilities responding to growing power demand and blasting of transmission lines by anti-government groups, in addition to NPC's operational problems. To cope with growing power demand in the Philippines, it was necessary to install substations additionally and improve power plants and transmission lines. NPC placed particular importance on the Luzon grid and the Mindanao grid with regard to responding to power demand. This is a project based on the Power Development Plan established in 1995.</p> <p>2. Consistency with the Policies of Japan and the Philippines With respect to the policies of Japan, there are no reference materials that stated the positioning of Japan in this project against the assistance plan for the Philippines. At that time, there was no packaging of support for Mindanao. Although Japan followed up on the progress status of the Tripoli Agreement of 1996 and had contact with MNLF (Moro National Liberation Front), Japan was not involved in the negotiations. Concerning the policies of Philippines, the Ramos administration also considered rectification of domestic disparities an issue, thereby improvements in the economic situation in poor areas were promoted based on the Social Reform Agenda (SRA) as a priority policy. Twenty provinces were designated as priority target areas of SRA from among about 70 provinces, in which Mindanao Province was included. In addition, peace in Mindanao was important in the Ramos administration's Brunei Darussalam-Indonesia-Malaysia-Philippines East ASEAN Growth Area (BIMP-EAGA) initiative.</p>		
Main Inputs and Achievements	Additional installation of transformers, circuit breakers and other associated equipment at five substations within the Luzon grid and three substations within the Mindanao grid. In Mindanao, additional installation was implemented at Maria Cristina Substation, Klinan Substation, and Lugait Substation.		
Outputs (The passages in bold letters indicate the outputs pertaining to peacebuilding)	<p>At the substations where installation was completed, stable power supply became possible. According to interviews with beneficiary companies, some companies responded that stabilized power supply helped achieve smoother operation of factories.</p> <p>Contribution to peacebuilding This is a project aimed at contributing to realize the development plan and needs in the electric power field. This project is not formed for the contribution to the Tripoli Agreement of 1996. Support to Mindanao was not packaged yet either.</p>		
Related Projects			

¹ Source: Ex-Post Evaluation Report

① Loan: Improvement in Power Grid Project

Mindanao Whole Region



2: Project for Equipment Supply for Road Construction in Western Mindanao

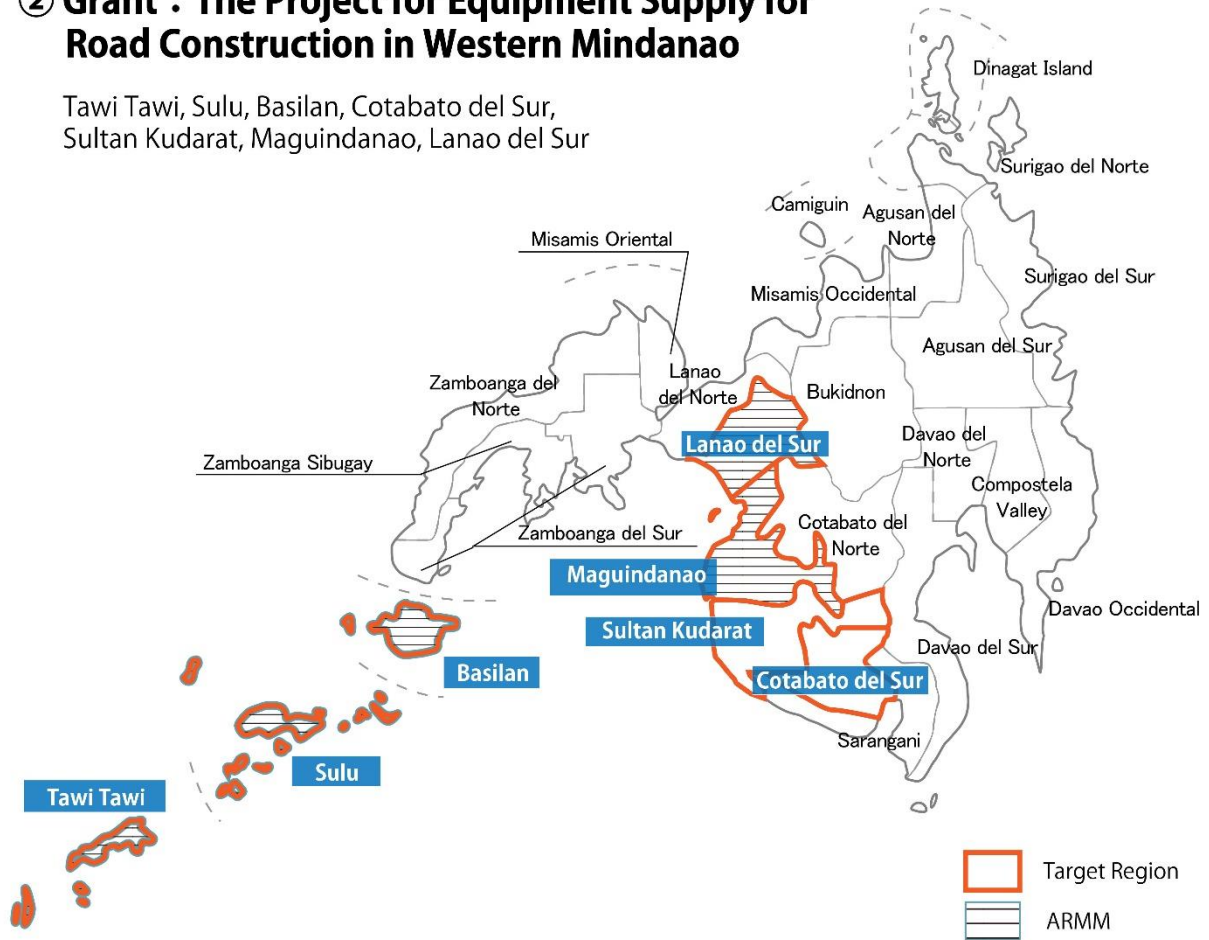
Project Name	(Grant Aid) Project for Equipment Supply for Road Construction in Western Mindanao		
Project Outline	To procure equipment necessary for road construction and maintenance in accordance with the plans formulated by the Department of Interior and Local Government (DILG), the Southern Philippine Council for Peace and Development (SPCPD), and target municipalities, thereby to improve local roads in each municipality by an average of 50 km per year.		
Implementation Period	11 months (plan); There is no information on actual implementation period.		
Executing Agency	Counterpart agency: Department of Interior and Local Government(DILG) Coordinating agency: Southern Philippine Council for Peace and Development(SPCPD) Implementing: Target municipal governments	Target Area	Eight municipalities in Western Mindanao (Tboli, Upi, Maimbung, Kalamansig, Wao, Lamitan, Languyan, Taytay)
Project Cost	1,084 million yen (plan); There is no information on actual costs.		
Remarks			
Overall Goal	To increase the income of farmers in the target areas, thereby to raise the standard of living for local residents.		
Project Purpose	To facilitate the mobility of residents within the region and their access to major cities, enabling them to easily transport produce to market.		
Project Background and the Project's Consistency with the Policies of Japan and the Recipient Country	<p>1. At the time, the road network in the Special Zone of Peace and Development (SZOPAD) was less developed than the national average (SZOPAD road density of 0.47 km/km² versus a national average of 0.54 km/km²), and was a limiting factor for social and economic development. In SZOPAD, road conditions in the eight municipalities targeted in this project were particularly poor, and were an impediment to the normal movement of residents, such as commuting to school or work, and to the transfer of patients requiring urgent treatment. In addition, with the poor distribution of agricultural produce hindering economic development, and with most residents belonging to impoverished households, the improvement of roads required immediate attention.</p> <p>2. Consistency with the Policies of Japan and the Philippines Under the Medium-Term Philippine Development Plan (1993–1998), which was formulated at the same time as the Ramos administration came to power, 31.4% of funds in the budget for basic and fundamental development was committed to transport development to strengthen transportation capabilities. The road development plan was a top-priority measure, and was regarded as the foundation for economic development and for improving the lives of the people. Particularly in Mindanao, developing the road network connecting rural areas with cities and markets was a key issue. Following the 1996 Peace Agreement, again development of SZOPAD was one of the key pillars for the stability and development of Mindanao.</p>		
Main Inputs and Achievements	Procurement of construction equipment (a bulldozer, wheel loader, motor grader, vibratory roller, excavator, trailer truck, surveying equipment, plus 3 dump trucks) was procured for the target municipalities.		
Outputs (The passages in bold letters indicate the outputs pertaining to peacebuilding)	<p>There are no reference/information on the outputs of the project. However, there was feedback that the equipment procured using Grant Aid by the Japanese government was extremely useful not just for construction and maintenance, but also for transporting emergency relief supplies following the siege in Marawi.²</p> <p>Contribution to peacebuilding Following the Peace Agreement, the Philippine government and the Moro National Liberation Front (MNLF) were both in agreement to proceed with development centered on SZOPAD. In SZOPAD, this project supported municipalities with particularly poor road conditions. At the time, JICA was the only donor to provide support to the municipalities, and it has been pointed out that providing equipment directly to highly impoverished municipalities because of the effects of conflict was of great significance.³</p>		
Related Projects			

² Eng. Danilo Ong, Chief of Planning and Maintenance, DPWH/ARMM (October 26, 2018)

³ Mr. Ray Gerona, an in-house consultant at the JICA Philippines Office (July 19, 2019)

② Grant : The Project for Equipment Supply for Road Construction in Western Mindanao

Tawi Tawi, Sulu, Basilan, Cotabato del Sur, Sultan Kudarat, Maguindanao, Lanao del Sur

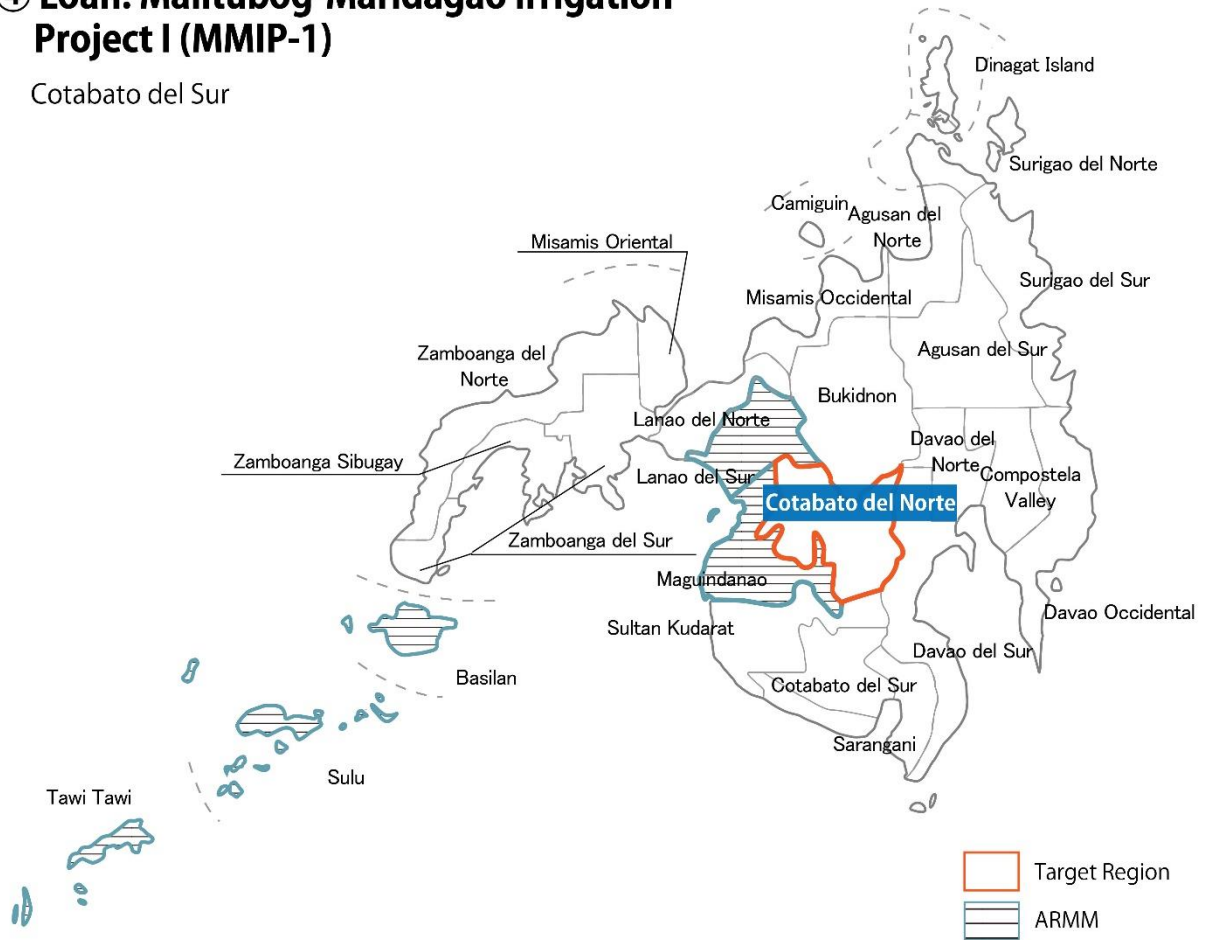


4: Malitubog–Maridagao Irrigation Project I

Project Name	(ODA Loan) Malitubog–Maridagao Irrigation Project I		
Project Outline	To construct irrigation facilities in the Malitubog–Maridagao area of the Pulangi River Basin, which extends from the Central Mindanao Region into part of the Autonomous Region in Muslim Mindanao (ARMM) on Mindanao Island.		
Implementation Period	February 1990 – December 2014 (299 months, yen-loan components completed in 2003)		
Executing Agency	National Irrigation Administration (NIA)	Target Area	Malitubog and Maridagao areas, Mindanao
Project Cost	7,984 million yen (including a Japanese ODA loan of 4,561 million yen)		
Remarks	The project was suspended in 1993 for six years because of deterioration of the security situation, but was resumed in 2000 after taking measures to address the situation.		
Overall Goal	To contribute to poverty reduction in the areas through improving the incomes of local farmers.		
Project Purpose	To increase and stabilize agricultural production by the construction of irrigation facilities.		
Project Background and the Project's Consistency with the Policies of Japan and the Recipient Country	<p>1. Irrigation in the target area had been underdeveloped because of an unstable security situation and other factors. The irrigation rate here was much lower than the national average. Inadequate irrigation facilities were a major factor in the low quality and productivity of local agricultural product. Therefore, the need for improved irrigation was high in order to reduce poverty in the region.</p> <p>2. Consistency with the Policies of Japan and the Philippines In the Medium-Term Philippine Development Plan (1987–1992), the Philippine government recognized the development of agricultural infrastructure in rural areas with high poverty levels as a key issue for revitalizing rural areas, expanding employment and raising the standard of living. The goal of this project had been to contribute to poverty reduction, but the Philippine government ended up positioning it as a symbolic project for bringing the benefits of development to the poor and for promoting peace in the conflict areas of Mindanao. Along with contributing to reduced poverty in the areas Japan also was to develop expectation that the project would also contribute to peacebuilding.</p>		
Main Inputs and Achievements	The areas serviced by constructed irrigation facilities were 5,562 ha in Maridagao and 1,611 ha in Malitubog. The construction included one diversion dam, eight gated spillways, two sluiceways, three intake gates, a reservoir (1,460 km ²), a bridge/flume structure (length: 100 m, width: 6 m), irrigation canals (total length: 169.6 km), drainage canals (total length: 9.6 km), and a pilot farm).		
Outputs (The passages in bold letters indicate the outputs pertaining to peacebuilding)	<p>The beneficiary survey conducted during the ex-post evaluation confirmed a number of benefits, including that the volume and stability of irrigation water supply had improved, traffic situation had been improved, and the volume of traffic had increased due to the construction of access roads. The survey also confirmed that employment opportunities were increased. On the other hand, whereas the government had projected a collection rate for irrigation service fees of 70%, this was found to be just 42% in the wet season and 30% in the dry season.</p> <p>Contribution to peacebuilding It was confirmed that residents had a high degree of satisfaction for the project, which many combatants had realized the potential for agriculture to improve their livelihoods, and that 195 combatants had returned to farming as of 2003. While greatly praising the project, then President Arroyo called it a “showcase for peace and development in Central Mindanao,” stating that it had also contributed to improving regional security.</p>		
Related Projects	Agricultural Extension Support in Malitubog-Maridagao Irrigation Project I (MMIP-I) (Technical Cooperation Project for ODA Loan)		

④ Loan: Malitubog-Maridagao Irrigation Project I (MMIP-1)

Cotabato del Sur

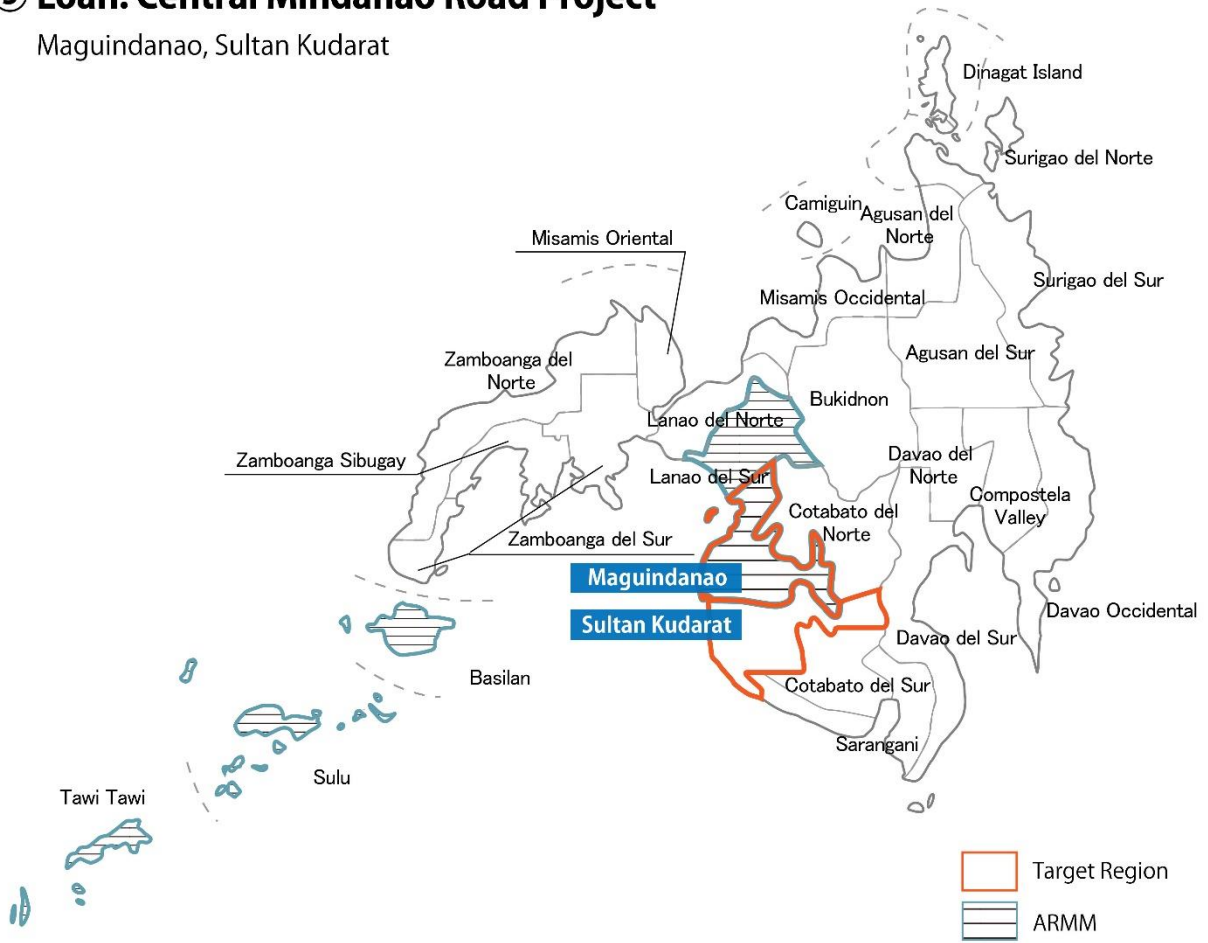


5: Central Mindanao Road Project

Project Name	(ODA loan) Central Mindanao Road Project		
Project Outline	To widen and pave existing roads between Cotabato City (the central city in the southwestern part of Mindanao island) and Kalamansig (a municipality in the province of Sultan Kudarat), and rebuild temporary bridges.		
Implementation Period	December 2003 – December 2011 (97 months)		
Executing Agency	Department of Public Works and Highways (DPWH)	Target Area	Province of Maguindanao (Cotabato, Upi), Province of Sultan Kudarat (Lebak, Kalamansig)
Project Cost	4,996 million yen (including a Japanese ODA loan of 3,166 million yen)		
Remarks			
Overall Goal	To contribute to the promotion and revitalization of local economies.		
Project Purpose	To improve distribution efficiency in the area around Cotabato City and in southwestern Mindanao, and facilitate the movement of people and goods by reducing costs.		
Project Background and the Project's Consistency with the Policies of Japan and the Recipient Country	<p>1. Given that the target areas had previously been the site of heavy fighting between the Armed Forces of the Philippines and anti-government groups, traffic was being impeded, including certain sections of roads that were impassible and had been closed. In addition, local residents along the target roads were mostly engaged in farming, and the poor road conditions meant they had limited access to market, which affected their farming income. Furthermore, there was also a strong need for roads to be improved from safety and security viewpoints. For instance, poor road surface conditions meant that many trucks on the road were overloaded in order to reduce the number of runs they had to make, and low standards of public safety meant that traveling at night was difficult.</p> <p>2. Consistency with the Policies of Japan and the Philippines According to the Medium-Term Philippine Development Plan (2001–2004), which had been formulated under the Arroyo administration, one of the development goals for the transport sector was to “support social and economic development in the Philippines through the provision of safe and reliable transportation services.” Specific targets were set under the plan to be achieved through appropriate road development and maintenance, namely for 90% of all national arterial roads and 65% of national secondary roads to be paved by 2004. The plan also recognized underdeveloped areas, including Mindanao, as priority target areas. The Mindanao 2000 Development Plan (1996–2000) also prioritized the pavement of roads and development of a road network, pointing to poor road conditions having led to increased transportation costs and reduced competitiveness for farmers.</p> <p>In 2002, the Japanese government announced the Support Package for Peace and Stability in Mindanao. It set out a policy of focusing on development in the Autonomous Region in Muslim Mindanao (ARMM), a particular region that had been left behind in development after being seriously affected by conflict. The Central Mindanao Road Project was formed as a means of supporting the regional development in ARMM described in the Support Package, and was the first substantial support by donors for ARMM.</p>		
Main Inputs and Achievements	Engineering works comprised the following: (1) Junction Awang (Cotabato City) to North Upi (Maguindanao) (widening and paving on 30.13 km of road); (2) North Upi (Maguindanao) to the provincial border between Maguindanao and Sultan Kudarat (widening and paving on 31.79 km of road); and (3) Provincial border between Maguindanao and Sultan Kudarat to Kalamansig (Sultan Kudarat) (widening and paving on 42.47 km of road, and replacement of three bridges measuring 42.96 m in total).		
Outputs (The passages in bold letters indicate the outputs pertaining to peacebuilding)	<p>During the ex-post evaluation, project outputs were confirmed, namely that local residents experienced better access to markets and hospitals, reduced transportation costs, and improved safety and security. It was also confirmed that the project had contributed to improving the standard of living for residents, for instance, advances in agriculture through improved distribution efficiency.</p> <p>Contribution to peacebuilding The ex-post evaluation confirmed project outcomes, namely that residents in the target area got a real sense of safety, and that among residents who had felt left out of development, there was a feeling that the project had contributed to improved trust in the Philippine government and increased confidence between the ARMM government and the Philippine government. It has also been confirmed that people in the community felt safe, the project contributed to realizing peace dividends, and some residents even called the target roads the “Road of Peace.”</p>		
Related Projects	Philippine-Japan Friendship Highway (Mindanao Section) Rehabilitation Project, The Study on Infrastructure (Road Network) Development Plan for the Autonomous Region in Muslim Mindanao (ARMM)		

⑤ Loan: Central Mindanao Road Project

Maguindanao, Sultan Kudarat

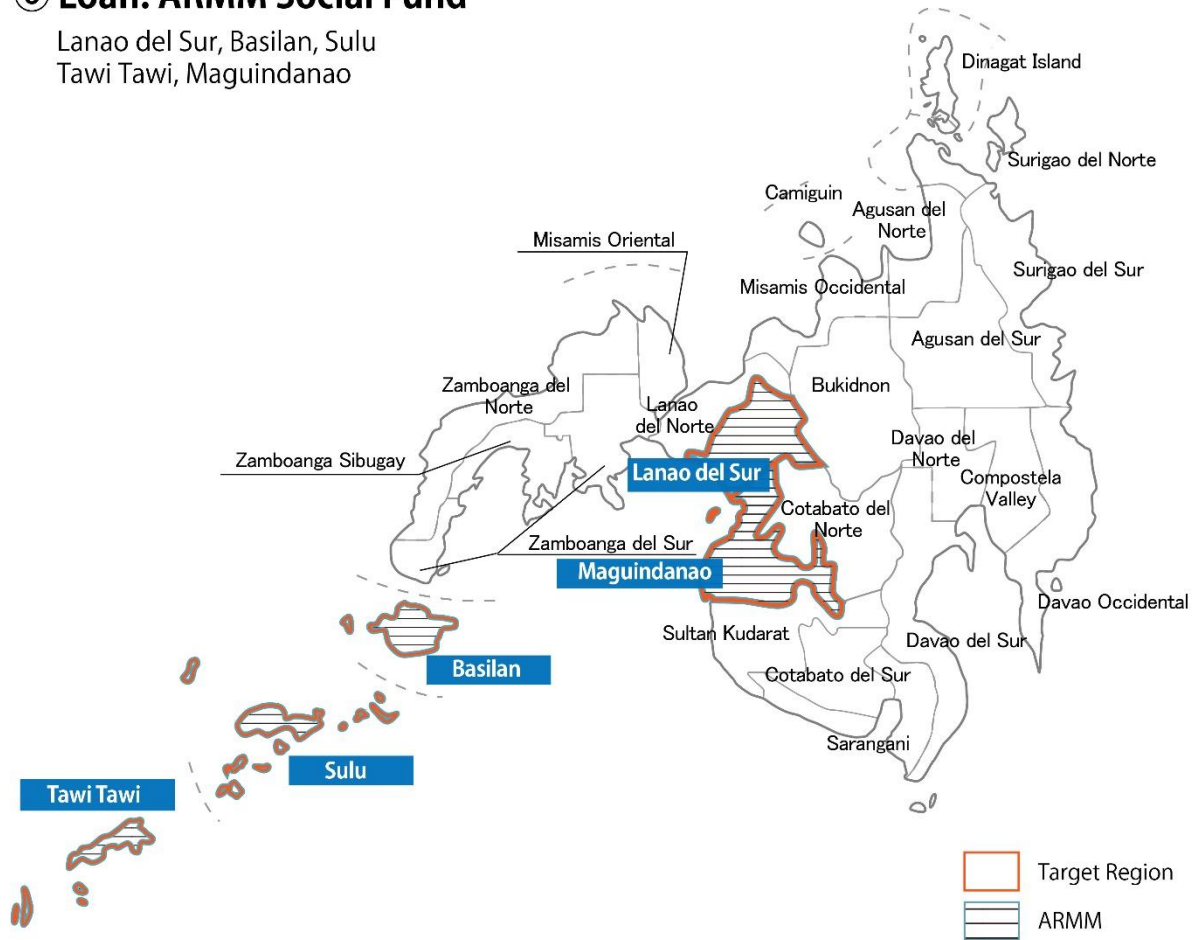


6: Autonomous Region in Muslim Mindanao Social Fund for Peace and Development Project

Project Name	(ODA Loan) Autonomous Region in Muslim Mindanao Social Fund for Peace and Development Project		
Project Outline	To carry out cross-regional infrastructure development which spans multiple barangays and local governments in ARMM (Strategic Regional Infrastructure: SRI), as well as community-driven projects for the development of small-scale infrastructure (Community Development Assistance: CDA).		
Implementation Period	December 2003 – December 2012 (108 months)		
Executing Agency	Government of the Republic of the Philippines / ARMM Social Fund Project Management Office / ARMM government	Target Area	ARMM
Project Cost	2,836 million yen (including a Japanese ODA loan of 2,365 million yen)		
特記事項 Remarks	Twice, which were between August 2008 and July 2009 and between November 2009 and February 2010, ARMM government officials, consultants and contractors were restricted from accessing the sites because of deteriorating security and the proclamation of martial law. This caused a total delay of 15 months to the design of the SRI program and to the progress of the construction.		
Overall Goal	To contribute to the reduction of poverty in the Autonomous Region in Muslim Mindanao (ARMM).		
Project Purpose	To provide basic social services, increase job opportunities especially in the agriculture, forestry and fishery industries, and promote sustainable development through the promotion of employment.		
Project Background and the Project's Consistency with the Policies of Japan and the Recipient Country	<p>1. To promote economic development on Mindanao Island, and especially in the southwestern part of the island, and to raise the standard of living for local residents, the vicious cycle of [decline in public security → stagnation of economic activity → decrease in income opportunities → poverty → decline in public security] needs to be cut off. Particularly essential aspect was the swift repatriation of internally displaced people, the provision of basic social services to the poor and in particular to Muslim residents including former combatants, and the increase of income opportunities with a focus on the agriculture, forestry and fishery industries.</p> <p>2. Consistency with the Policies of Japan and the Philippines Under the Medium-Term Philippine Development Plan (2001–2004) of the Arroyo administration, maintaining public order and development of Mindanao were regarded as key issues. This project covered the priority areas described in the Japanese government's Support Package for Peace and Stability in Mindanao.</p>		
Main Inputs and Achievements	In the CDA component, implementation of a total of 7,007 subprojects for 358 barangays. With regard to sectors covered by the subprojects, the education sector was the most represented with 274 subprojects for repairs to school buildings and others, followed by the transport sector (139 subprojects for road repairs, etc.) and the agriculture sector (134 subprojects). In the SRI component, a total of 31 subprojects were implemented, including hospital renovations, road repairs, port improvements, and renovation of the ARMM Department of Science and Technology (DOST) Integrated Regional Standards and Testing Laboratory.		
Outputs (The passages in bold letters indicate the outputs pertaining to peacebuilding)	<p>The evaluation of impact revealed a number of positive impacts from the project, including increased access to education and higher usage rates of toilets. Analysis of the household survey confirmed that improvements across a wide range of aspects, such as income and expenditure, road conditions, access to educational and health facilities (travel time), wells and water supply systems, and usage rates of toilets. As for poverty reduction throughout the ARMM, however, because alleviation and improvement of poverty have not been verified quantitatively, it has been suggested that the contribution of the project was limited.</p> <p>Contribution to peacebuilding During the ex-post evaluation, it was confirmed that, in certain target areas of the project, because socially vulnerable people and indigenous people who reside here participated in the CDA planning and implementation, the project contributed to the promotion of inclusiveness in the region. In addition, confirmed outcomes from the impact evaluation included an increase in trust toward other clans and religious groups as well as toward administrative officials from the central government.</p>		
Related Projects	Autonomous Region in Muslim Mindanao (ARMM) Human Capacity Development Project		

⑥ Loan: ARMM Social Fund

Lanao del Sur, Basilan, Sulu
Tawi Tawi, Maguindanao



7: Senior Advisor for Regional Development of ARMM

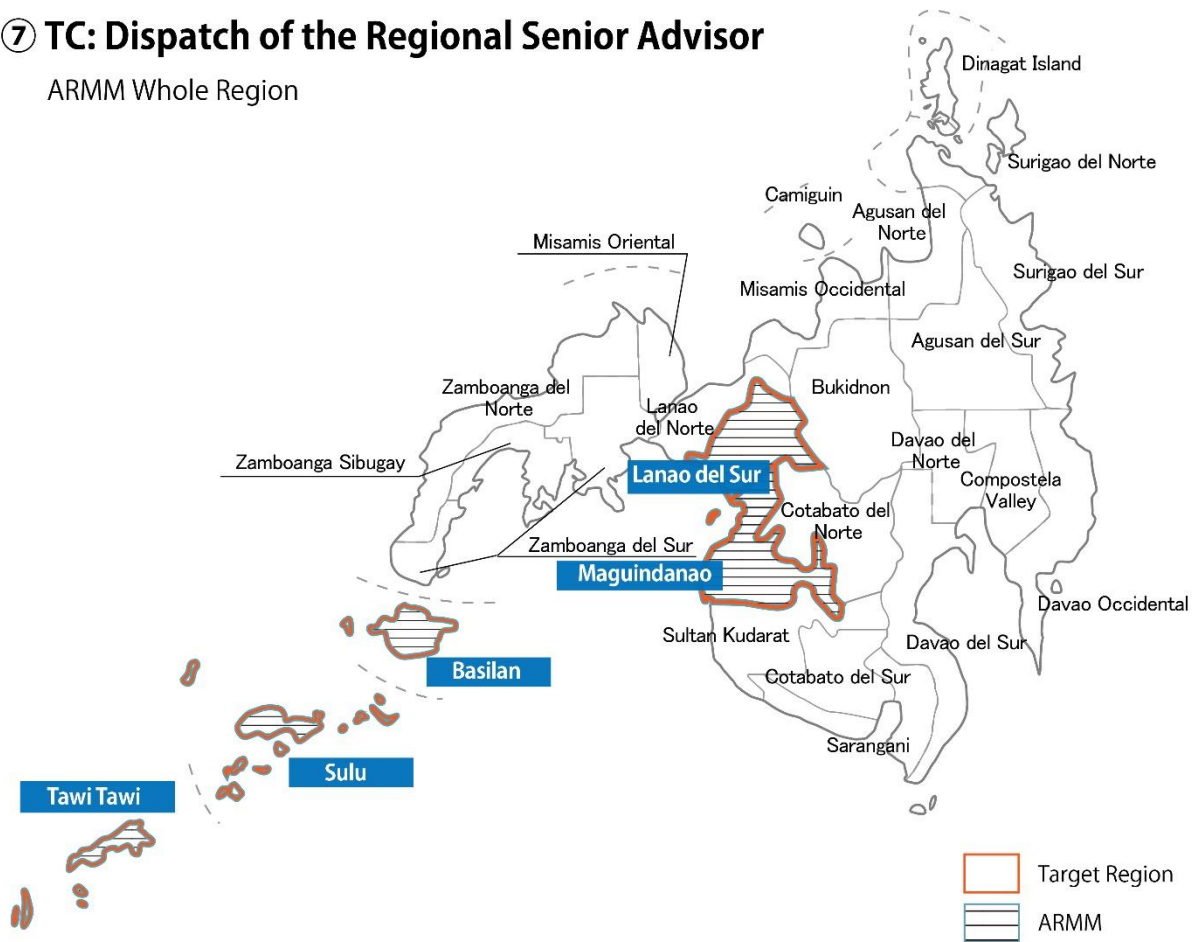
Project Name	(Technical Cooperation: Dispatch of experts) Senior Advisor for Regional Development of ARMM		
Project Outline	To provide advice on formulating policies and strategies for development and administrative capacity building in the ARMM, support the formulation of new projects and manage current projects.		
Implementation Period	JICA experts: 1. Hideki Abe (2003–2006), 2. Michimasa Numata (March 2006 – March 2008), 3. Shin-ichi Kimura (August 2008 – August 2010), 4. Kazuo Sudo (July 2010 – July 2013)		
Executing Agency	ARMM government	Target Area	ARMM
Project Cost			
Remarks			
Overall Goal	To promote poverty reduction and peacebuilding in the Mindanao region, with a focus on the ARMM.		
Project Purpose	To formulate policies and strategies for future regional development and administrative capacity building, with a focus on the ARMM government, while taking into account the implementation of various schemes including yen-loan projects. In addition, based on these policies and strategies to support the formulation and management of specific projects, develop the necessary implementation systems, and improve coordination with donors.		
Project Background and the Project's Consistency with the Policies of Japan and the Recipient Country	<p>1. Autonomy had been transferred to the ARMM government in accordance with the 1996 peace agreement between the Philippine government and the MNLF, but its fragile administrative capacity had become a major issue mainly because of a lack of personnel with administrative experience, a poorly defined scope of administrative authority, and undeveloped systems.</p> <p>2. Consistency with the Policies of Japan and the Philippines One of the priority areas in the Japanese government's Support Package for Peace and Stability in Mindanao was "support for policy formulation and implementation." The aim of this project was to provide governance support focused on the ARMM autonomous government, an aspect that had not previously been targeted by others for assistance and cooperation. The project also aimed to bring a real feeling of peace by meeting the basic needs of local residents while using local resources.⁴</p>		
Main Inputs and Achievements	Dispatch of long-term experts (regional development) were from Japan. The recipient country assigned counterparts (ARMM government, etc.) and provided office space.		
Outputs (The passages in bold letters indicate the outputs pertaining to peacebuilding)	<p>In addition to providing support for formulation of the ARMM government's Medium-Term Development Plan (2011–2016) and Public Investment Program (2011–2016), the project provided support for the formulation of new projects, and contributed to formulation of the ARMM Human Capacity Development Project and the Development Study on Local Industry Promotion in the ARMM. The project also developed human resources, including establishing a special course at the Asian Institute of Management (AIM).</p> <p>Contribution to peacebuilding With other donors providing limited support for strengthening governance of the ARMM government, the fact that, in this project, Japanese experts built direct relationships with ARMM administrative officials over a long period of time helped strengthen confidence in support provided by the Japanese government. In addition, providing capacity building and activity opportunities to middle levels of management in the ARMM government with an awareness for reform, also contributed to the independent administrative reform and improvement of the ARMM government, and appears to have contributed to peacebuilding through the strengthening of governance.⁵</p>		
Related Projects	ARMM Human Resource Development Project, Strengthening the Health Delivery System in the Autonomous Region in Muslim Mindanao (ARMM), Rice-Based Systems Training and Support Program for the Autonomous Region in Muslim Mindanao (ARMM)		

⁴Source: materials from a JICA board meeting dated September 19, 2003

⁵An interview with Mr. Michimasa Numata on July 11, 2019.

⑦ TC: Dispatch of the Regional Senior Advisor

ARMM Whole Region



8: ARMM Human Resource Development Project

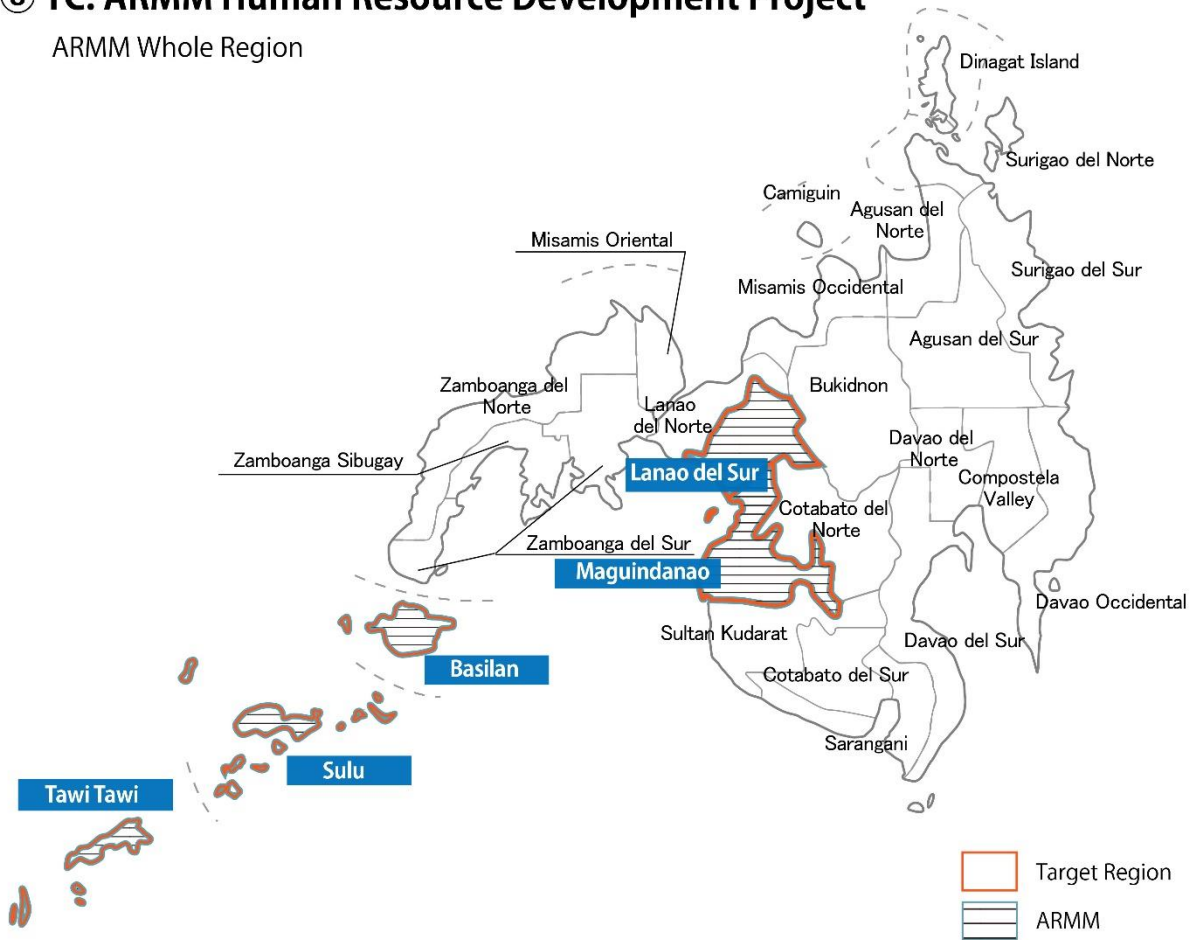
Project Name	(Technical Cooperation) ARMM Human Resource Development Project		
Project Outline	To increase the administrative efficiency and effectiveness of the ARMM, to promote community participation and to increase transparency, and to contribute to sustainable increases in public welfare and political stability in the region, identify administrative issues through the implementation of trial projects, and plan countermeasures against the issues.		
Implementation Period	December 2004 – March 2007		
Executing Agency	ARMM government	Target Area	ARMM
Project Cost	95 million yen (as at terminal evaluation)		
Remarks			
Overall Goal	To carry out of efficient administrative management in the ARMM government.		
Project Purpose	To reach to agreement on the basic plan for improving governance in the ARMM and on bilateral cooperation for giving shape to the basic plan.		
Project Background and the Project's Consistency with the Policies of Japan and the Recipient Country	<p>1. For the ARMM government to properly execute the transferred administrative authority, it was necessary to proceed improving organizational capacity, and developing finance and personnel systems with improving the administrative skills of the administrative officials comprehensively and promptly, In particular, there were still many ambiguities regarding the organization prescribing the relationship with the central government and local governments, and there were needs to be improved on urgently.</p> <p>2. Consistency with the Policies of Japan and the Philippines In the Medium-Term Philippine Development Plan (1999–2004), improving administrative efficiency and accountability had been listed as an objective for governance. In its Support Package for Peace and Stability in Mindanao, the Japanese government had positioned improving the administrative capacity of the ARMM government in formulating and implementing policy as one of the priority areas. The aim of this project was to increase the confidence of residents in the autonomous government by contributing to poverty reduction through improvements in regional governance. In particular, strengthening the administrative capacity of the autonomous government as part of the post-conflict peacebuilding process was deemed a key point in the transition from emergency assistance to usual development, and could serve as a model case for Japan's peacebuilding assistance.⁶</p>		
Main Inputs and Achievements	Disppatch of short-term and long-term experts from Japan, conduction of, and training participants were accepted		
Outputs (The passages in bold letters indicate the outputs pertaining to peacebuilding)	<p>According to the terminal evaluation, the primary purpose was achieved, that is, to familiarize ARMM government senior executives and personnel, from different organizations (former MNLF, traditional Muslim ruling class, career administrators) and with different academic backgrounds and administrative experience, with the basic theory of administrative management. The training program was evaluated highly by participants. In addition to learning the basics of administrative management theory, it was confirmed that government personnel had greater awareness. It has also been suggested that, for the purpose of working on forming administrative systems and organizations adapted to self-government, providing support for compiling the Administrative Code was one of the activities that was highly effective.</p> <p>Contribution to peacebuilding One of the key success factors for JICA's peacebuilding assistance was that the personnel developed through this project and other relevant initiatives were continuously involved in administration and development in the ARMM region.⁷ In particular, this includes key personnel who have been involved in the region's peace process to the present day. Thus, the project's contribution to peacebuilding is considered to be high.</p>		
Related Projects	ARMM Human Capacity Development Project		

⁶Source: Ex-ante evaluation table of the project

⁷An interview with Ms. Tomoko Shimada of JICA on July 31, 2019.

⑧ TC: ARMM Human Resource Development Project

ARMM Whole Region



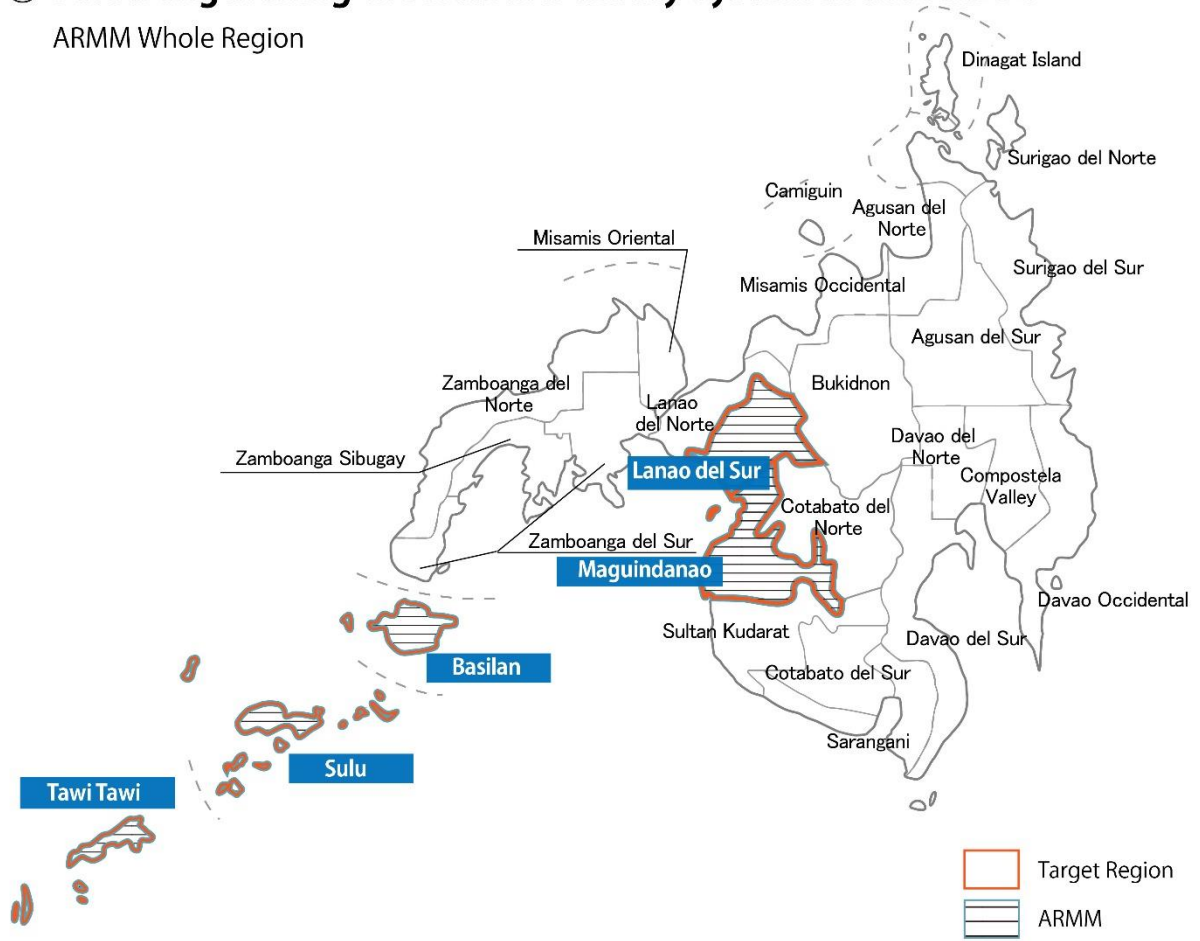
10: Strengthening the Health Delivery System in the Autonomous Region in Muslim Mindanao (ARMM)

Project Name	(Technical Cooperation) Strengthening the Health Delivery System in the Autonomous Region in Muslim Mindanao (ARMM)		
Project Outline	To provide training for health administrators (doctors), midwives, health workers, and health volunteers who are engaged in healthcare activities in the ARMM, and, to make use of what they have learned from the training, conduct healthcare activities in the selected Barangays together with the local residents. In addition, supply of equipment and materials to the Rural Health Units (RHU) and Barangay Health Stations (BHS).		
Implementation Period	December 28, 2004 to March 31, 2008		
Executing Agency	Mindanao Health Development Office, Department of Health (MHDO-DOH), Davao Medical School Foundation, Institute of Primary Health Care (IPHC), Japanese implementing agency: Asian Health Institute (AHI)	Target Area	ARMM
Project Cost	187 million yen		
Remarks			
Overall Goal	To improve access to healthcare services in the ARMM.		
Project Purpose	To develop the healthcare service model in the ARMM. (A mechanism in which government-led and resident-led healthcare activities work in coordination with each other will be created, and preparation will be made for medical institutions with limited resources to disseminate disease prevention methods and provide therapeutic interventions, etc. in a mutually complementary manner.)		
Project Background and the Project's Consistency with the Policies of Japan and the Recipient Country	<p>1. The health indicators of the ARMM were much worse than the national average, and infectious diseases such as tuberculosis, malaria, soil-transmitted parasitic worms, and diarrhea and undernourishment are conspicuous. In addition, the region had many problems such as lack of healthcare and medical facilities, non-deployment and skill shortage of health professionals, lack of abilities of health and medical administrators, shortage of drugs, and lack of knowledge of preventive care in local communities. The provision of healthcare services is one of the most urgent requirements.</p> <p>2. Consistency with the Policies of Japan and the Philippines To respond to the lack of abilities of health and medical administrators in the ARMM, the Japanese government worked with Japanese NGOs to strengthen their abilities, focusing on the application of participatory planning methods to local health activities, through the country-specific special Training for Promoting Participatory, Comprehensive Health Administration and the on-site domestic Training for Promoting Comprehensive, Participatory Health Administration Activities. On the basis of the achievements of these training programs, this project was implemented to support the health administration in the ARMM as part of the "Support Package for Peace and Stability in Mindanao."</p>		
Main Inputs and Achievements	Dispatch of experts (participatory development, preventive care educational campaigns, etc.), acceptance of training participants (training for promoting participatory comprehensive health administration), conducting of on-site training in Japan (training for promoting comprehensive, participatory health administration activities), etc., and supply of basic medical equipment and materials (32 locations in BHS; 16 locations in RHU).		
Outputs (The passages in bold letters indicate the outputs pertaining to peacebuilding)	<p>According to the monitoring report, improvement of abilities of health administrators through training, appropriate supply of medical equipment and materials to health facilities, and planning and implementation of local health activities were confirmed as concrete achievements. There were also cases where Barangay health workers were subsidized by the Barangays and towns' local governments and where an allowance for Barangay health workers was provided by the local governments.</p> <p>Contribution to peacebuilding In the situation where the governance in the ARMM did not work properly, this project strengthened the participatory governance in cooperation with the local government, Barangay assembly, resident organization representatives, etc. without being limited to complicated interests,⁸ and thus can be considered to have contributed to peacebuilding in a bottom-up fashion from communities.</p>		
Related Projects	ARMM Human Resource Development Project		

⁸Source: Report by Takahiro Nakajima, Short-Term Expert, dated April 17, 2007
Annex 2-15

⑩ TC: Strengthening the Health Delivery System in the ARMM

ARMM Whole Region

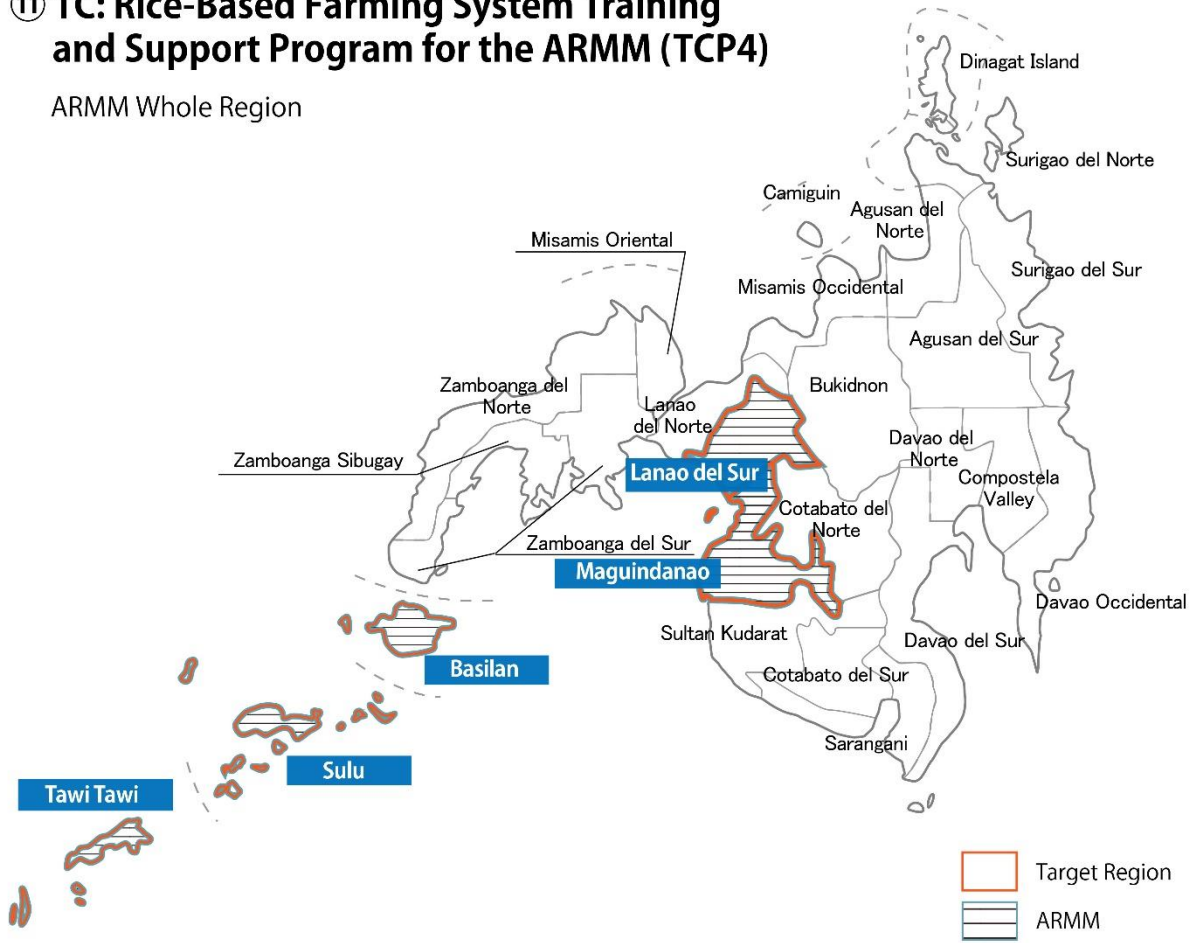


11: Rice-Based Farming Systems Training and Support Program for the Autonomous Region in Muslim Mindanao (ARMM)

Project Name	(Technical Cooperation) Rice-Based Farming Systems Training and Support Program for the Autonomous Region in Muslim Mindanao (ARMM)		
Project Outline	To improve the farming methods of farmers and improve their livelihood by: 1) Improvement of skills and knowledge of agricultural extension workers in charge of providing guidance on farming improvement to farmers; 2) Basic technical support (variety selection, cultivation methods, pest control, water management, etc.) to rice farmers through agricultural extension workers; 3) Guidance on alternative crop farming methods in the dry season; and 4) Guidance on small-scale vegetable cultivation in a kitchen garden.		
Implementation Period	February 2005 to February 2010 (five years)		
Executing Agency	Philippine Rice Research Institute (PhilRice)	Target Area	All five provinces and one city in the ARMM
Project Cost	6,544,302 pesos (Approx. 13 million yen as of September 26, 2009)		
Remarks	PhilRice transferred technology to farmers as the executing agency because of the low administrative ability of the ARMM, which was usually the counterpart in usual technical cooperation.		
Overall Goal	To improve the living standards of farmers in the target area.		
Project Purpose	To improve the farming technics of relevant farmers.		
Project Background and the Project's Consistency with the Policies of Japan and the Recipient Country	<p>1. Although the ARMM has fertile land, the average yield of rice crop at that time was 2.3 tons per hectare, which was lower than the national average of 3.2 tons. The reasons for this besides the influence of conflict were as follows: 1) Rain-fed rice farming was mainly practiced; 2) Farmers relied on traditional farming methods, having few opportunities to acquire agricultural technics and knowledge; 3) The product loss was high owing to lack of provision of harvesting facilities; and 4) It was difficult to obtain high-quality seeds and seedlings. To improve the standard of livelihood, it was necessary to produce cash crops other than rice and secure a supply of food for self-consumption through a kitchen garden. The agricultural extension workers, who take responsibility for technical guidance for farmers, were unable to conduct activities that met the needs of farmers because their activities were limited by unstable public safety and an insufficient activity budget, and the extension workers themselves lacked the skills and knowledge for farming improvements.</p> <p>2. Consistency with the Policies of Japan and the Philippines At the time of project planning, the important issues stipulated by the Philippine government in the Mid-Term Philippine Development Plan (2001–2004) were the improvement of the agricultural productivity and the mitigation of poverty through agricultural modernization. Economic growth and job creation, which was one of the pillars of the Mid-Term Regional Development Plan (2004–2010) by the ARMM government, emphasized the necessity of improving agricultural productivity and increasing yields of rice, corn, and other commercial crops in order to create economic growth. This project was meant to contribute to the peace and stability of Mindanao, support for the poor to be self-reliant, and the improvement of living environments, under the Support Package for Peace and Stability in Mindanao by the Japanese government. It was also expected to make use of the results of the Grant Aid to PhilRice and the technical cooperation over ten years.</p>		
Main Inputs and Achievements	The cost of site preparation for the comprehensive agricultural training institute (Farmers' Field School: FFS), which is a demonstration farm, and a complete set of equipment and materials, etc. required for the development and management of rice fields were provided.		
Outputs (The passages in bold letters indicate the outputs pertaining to peacebuilding)	<p>The terminal evaluation of the project confirmed that, of the farming techniques (31 techniques) transferred to farmers in the rice training course, on average, at least three kinds of rice-growing techniques or at least one kind of vegetable-growing technique was adopted by more than 95% of the participating farmers. It was also confirmed that the agricultural income of the farmers increased, with a 96% increase in the gross income for rice and a 103% increase for vegetables.</p> <p>Contribution to peacebuilding The target areas had diverse tribes and religious groups, but the opportunities for different groups to work together were limited. It was confirmed that The project had increased the opportunities for the residents to exchange information such as farming techniques and production situations and have brought about a sense of unity among the communities. In addition, there were many reported cases in which this project provided a means of earning a living for ex-combatants, who then took this opportunity to return to farming.</p>		
Related Projects			

⑪ TC: Rice-Based Farming System Training and Support Program for the ARMM (TCP4)

ARMM Whole Region



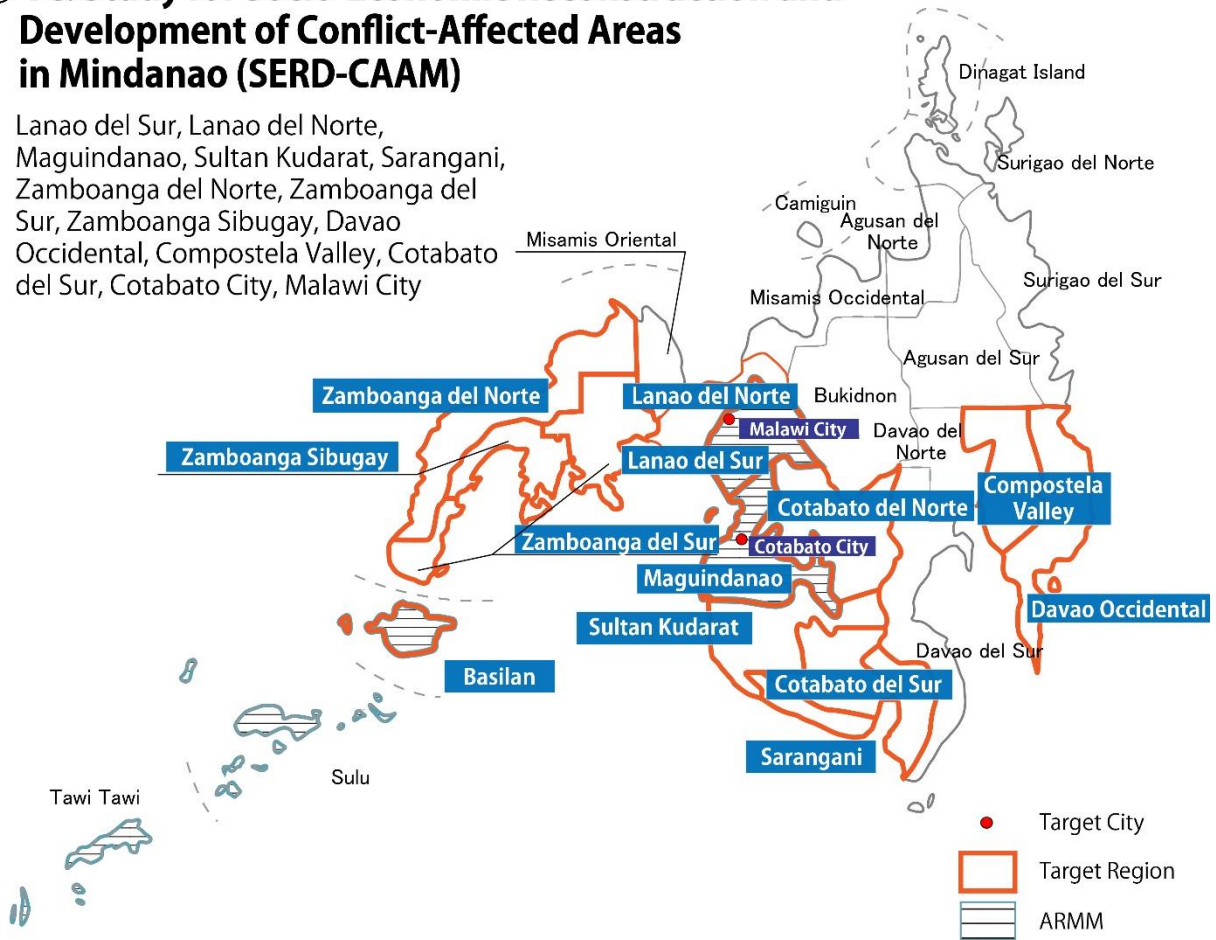
12: The Study for Socio-Economic Reconstruction and Development of Conflict-Affected Areas in Mindanao (SERD-CAAM)

Project Name	(Development Study) The Study for Socio-Economic Reconstruction and Development of Conflict-Affected Areas in Mindanao (SERD-CAAM)		
Project Outline	In conflict-affected areas, to conduct a social survey (Barangay profiling), a pilot project for small-scale infrastructure development, the development of GIS, survey for socio-economic reconstruction and development planning, etc.		
Implementation Period	February 2007 to Nov. 2009 (32 months)		
Executing Agency	Office of the Presidential Adviser on the Peace Process (OPAPP); Bangsamoro Development Agency (BDA)	Target Area	Conflict-affected areas in Mindanao
Project Cost	683.5 million yen		
Remarks			
Overall Goal	To promote the reconstruction and development of conflict-affected areas in Mindanao and help reduce poverty, thereby contributing to the promotion and establishment of peace.		
Project Purpose	To formulate the reconstruction and development plan for conflict-affected areas in Mindanao.		
Project Background and the Project's Consistency with the Policies of Japan and the Recipient Country	<p>1. As a result of prolonged armed conflict, the affected areas suffered from a severe shortage of basic social services, and especially the deterioration of infrastructure that serves as the basis of the services was a problem. On the basis of the agreement of the Philippine government's panel on peace talks with MILF, the Bangsamoro Development Agency (BDA) was established as an organization that takes responsibility for reconstruction, development, and humanitarian aid activities in conflict-affected areas, but there was also a high need to strengthen the capacity of the BDA.</p> <p>2. Consistency with the Policies of Japan and the Philippines The Japanese government was involved in the Mindanao peace talks and worked to contribute to the reconstruction and development in line with the Japan-Bangsamoro Initiatives for Reconstruction and Development (J-BIRD) launched in 2006. As part of J-BIRD, this project was meant to formulate the reconstruction and development plan in conflict-affected areas in Mindanao.</p>		
Main Inputs and Achievements	Construction of small-scale infrastructure such as a solar-powered dryer (as Quick Impact Project: QIP) and small-scale quick-response support such as the provision of a generator (as On-the-Spot Assistance: OSA).		
Outputs (The passages in bold letters indicate the outputs pertaining to peacebuilding)	<p>QIP provided 11 facilities, including additional school classrooms, a health center, and a solar-powered dryer, while OSA provided a total of 23 support actions, including provision of a generator, construction of a public toilet, improvement of a day-care center, and provision of a rice-polishing machine. It was, however, pointed out⁹ that the Socio-Economic Development Plan in Conflict-Affected Areas in Mindanao (SEDP), which was prepared on the basis of the survey results, did not contain a master plan and did not go beyond the recognition of the current situation of the affected areas.</p> <p>Contribution to peacebuilding The final report pointed out that active participation of the residents in the survey on the needs of community reconstruction support (In-depth Barangay Needs Analysis: IBNA), promoted communication among the residents, resulting in contributions to peacebuilding. Conducted as part of QIP, social preparation included training for residents that was required for the operation and maintenance of facilities and is considered to have contributed to bottom-up peacebuilding because this activity promoted development based on the participation of the local government and residents.</p>		
Related Projects	ARMM social fund		

⁹Source: Minutes of a meeting in the case studies on the projects in 2010 (February 16, 2010)

12 TC: Study for Socio-Economic Reconstruction and Development of Conflict-Affected Areas in Mindanao (SERD-CAAM)

Lanao del Sur, Lanao del Norte, Maguindanao, Sultan Kudarat, Sarangani, Zamboanga del Norte, Zamboanga del Sur, Zamboanga Sibugay, Davao Occidental, Compostela Valley, Cotabato del Sur, Cotabato City, Malawi City



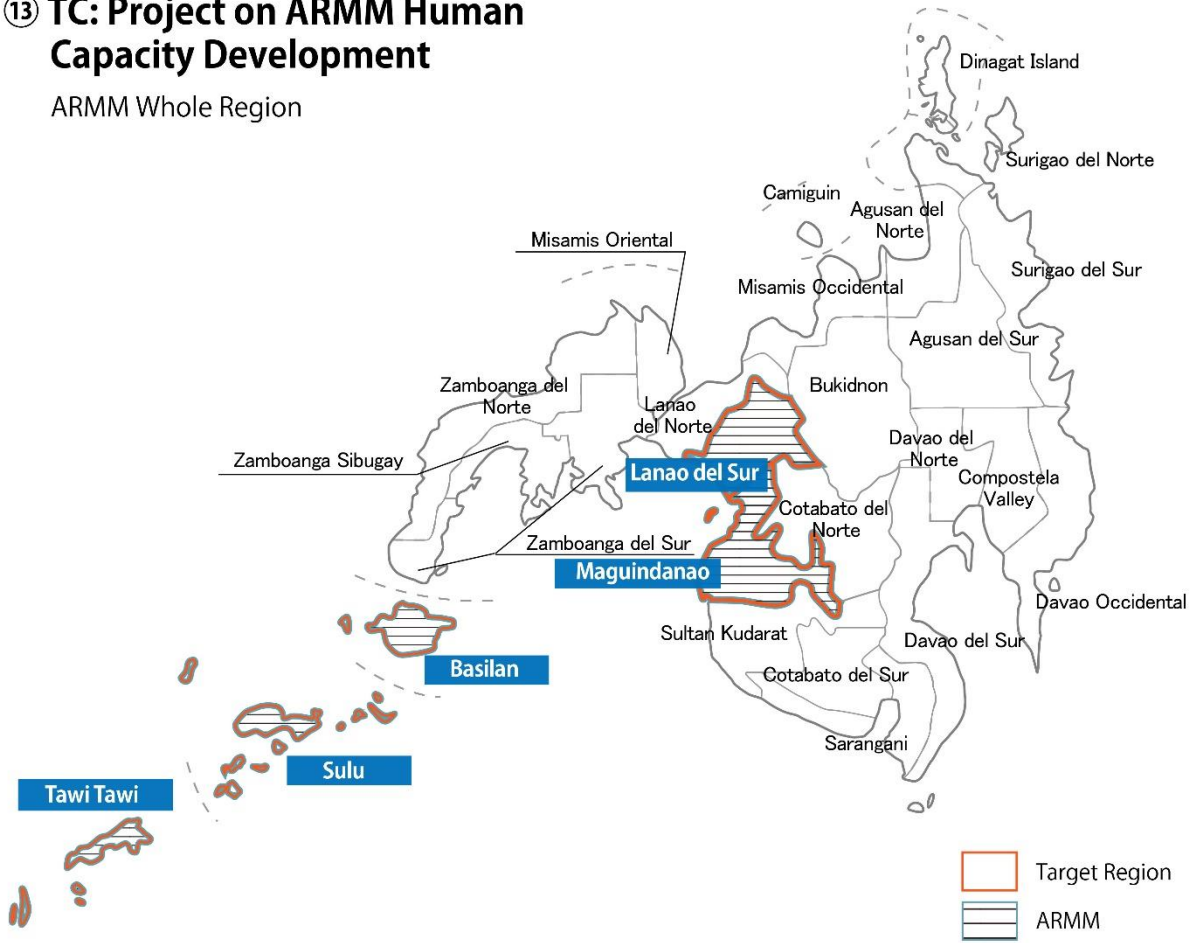
13: Autonomous Region in Muslim Mindanao (ARMM) Human Capacity Development Project

Project Name	(Technical Cooperation) Autonomous Region in Muslim Mindanao (ARMM) Human Capacity Development Project		
Project Outline	To develop the ability of mid-career officials in the fields of administrative management, economic development, and infrastructure development by the ARMM government, conduct the preparation of drafts of administrative codes and implementing rules and regulations (IRR), the development of the Human Resource Information System (HRIS), technical training on infrastructure management, technical assistance regarding production of halal products, etc.		
Implementation Period	May 2008 to March 2013 (Extended Period: April 2011 to March 2013)		
Executing Agency	ARMM autonomous government	Target Area	ARMM, Cotabato City, Davao
Project Cost	606 million yen		
Remarks			
Overall Goal	To improve the administrative capacity of the ARMM autonomous government and promote the economic development of the ARMM.		
Project Purpose	To strengthen the capacity of mid-career officials in the fields of administrative management, infrastructure development, and economic development in the ARMM autonomous government.		
Project Background and the Project's Consistency with the Policies of Japan and the Recipient Country	<p>1. As a consequence of prolonged conflict, the ARMM government officials had had no opportunity to obtain enough education, training, and practical experience as administrative officials; the lack of capacity was noticeable in the ARMM government as a whole. Managerial-level officials are highly likely to change position in a short period of time because they are political appointees, whereas mid-career officials work full-time on a permanent basis and are the key people to improve the administrative capacity of the ARMM. Thus, it was highly necessary to develop mid-career officials' capacity.</p> <p>2. Consistency with the Policies of Japan and the Philippines Peace and development in Mindanao was positioned as one of the priority issues in the mid-term development plan, etc. of the Philippine government. JICA conducted the ARMM Human Resource Development Project to improve the basic administrative management skills of top officials and staff of the ARMM government. However, the administrative capacity of the ARMM government was not sufficient from various perspectives, and improving the practical and technical skills in specific fields, especially improving the capacity of mid-career officials, became a challenge.</p>		
Main Inputs and Achievements	Training in Japan along with the dispatch of experts to the Philippines and the provision of equipment and materials.		
Outputs (The passages in bold letters indicate the outputs pertaining to peacebuilding)	<p>In the field of administrative management, drafts of the ARMM administrative regulations and IRR were prepared, and all the participating departments started updating the HRIS. In addition, a sustainable mechanism to continuously revise and update the administrative law, IRR, and HRIS was proposed. In the field of infrastructure development, leadership training was conducted for staff of the Department of Public Works and Highways (DPWH-ARMM) in order to enhance their technical ability regarding infrastructure project management. Project proposals were prepared for three fields; road repairs, hospital renovation, and rural water supply. In the field of economic development, goat production was selected as a sector for halal industry development, and business and technical support required for goat production was provided to farmers.</p> <p>Contribution to peacebuilding It was pointed out¹⁰ that this project contributed to local peacebuilding because the formulation of administrative codes, etc. and the development of the HRIS contributed to the building of the foundation for the ARMM government to provide appropriate administrative services.</p>		
Related Projects	ARMM Human Resource Development Project		

¹⁰An interview with Mr. Michimasa Numata of IC Net Limited dated July 11, 2019

13 TC: Project on ARMM Human Capacity Development

ARMM Whole Region



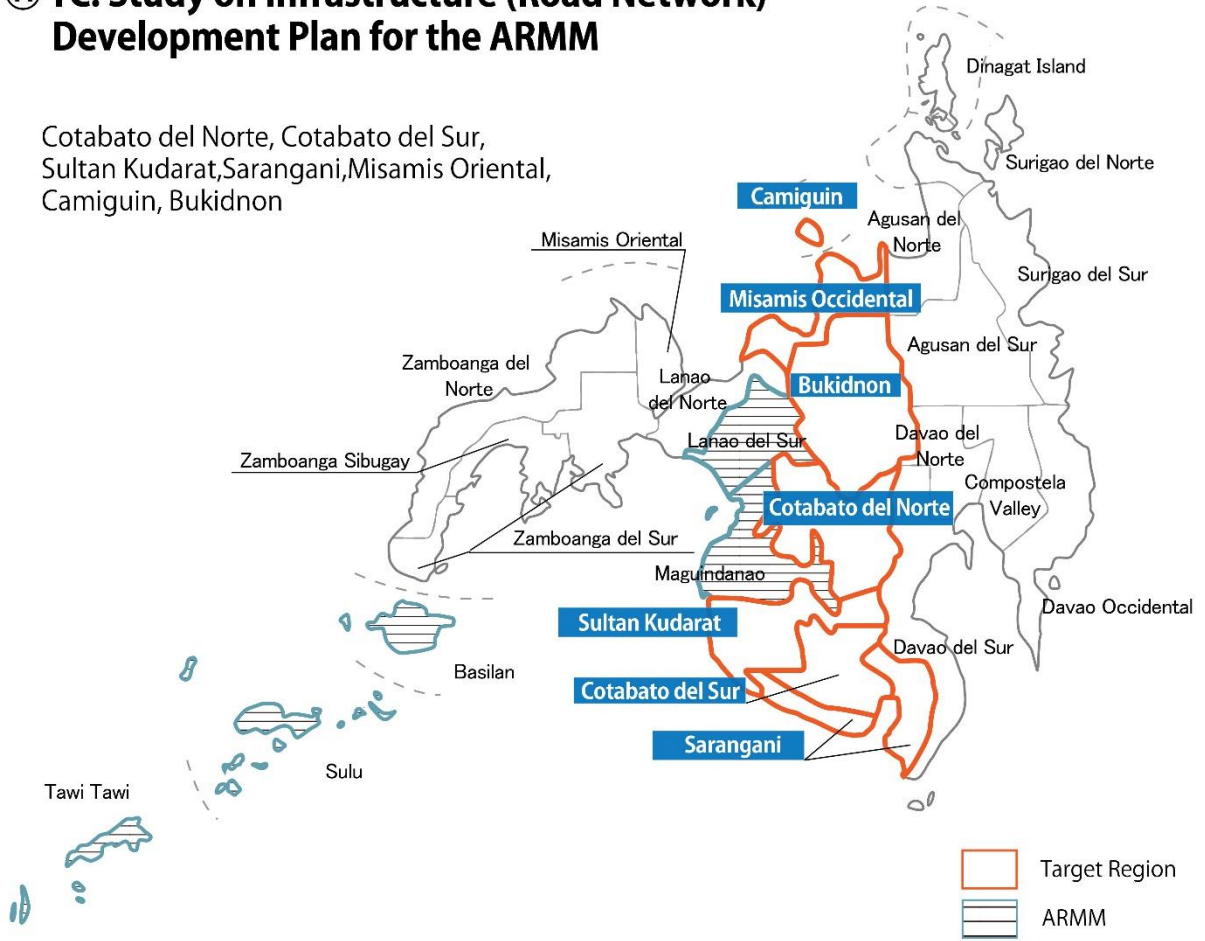
14: The Study on Infrastructure (Road Network) Development Plan for the Autonomous Region in Muslim Mindanao (ARMM)

Project Name	(Development Study) The Study on Infrastructure (Road Network) Development Plan for the Autonomous Region in Muslim Mindanao (ARMM)		
Project Outline	On the basis of problems identified from the road network in the ARMM and forecasts for future demand, to draw up the road network development master plan, the organizational and institutional reform plan, and the road maintenance improvement plan, and then to conduct a preliminary feasibility study (F/S) on roads with high priority.		
Implementation Period	September 4, 2008 to February 10, 2010		
Executing Agency	ARMM government	Target Area	Region 12 and Region 10 in the ARMM (excluding the Province of Misamis Occidental)
Project Cost	Plan / Actual: No information available		
Remarks			
Overall Goal	To improve basic social services, promote economic recovery and poverty reduction by restoring the infrastructure of the ARMM.		
Project Purpose	Short term: To confirm the urgency and disparity of reconstruction in infrastructure development in the ARMM and formulate an infrastructure development plan that is more quickly responsive. Medium and long term: To lay out the framework of a plan of comprehensive and sustainable infrastructure development that contributes to the regional development of the ARMM.		
Project Background and the Project's Consistency with the Policies of Japan and the Recipient Country	<p>1. The ARMM has rich natural and economic resources, in addition, the potential for development is predicted to be high. However, undeveloped infrastructure was a major obstacle to making effective use of these resources for economic reconstruction. To improve access to basic social services, which was an urgent problem in the region, infrastructure improvement was also essential.</p> <p>2. Consistency with the Policies of Japan and the Philippines The Philippine government transferred the authority for improvement, operation, maintenance, etc. of national roads to the ARMM government. However, the ARMM government had a low capacity to carry out planning, implementing the project including construction, maintenance, etc. for infrastructure development, Accordingly Philippine government requested the Japanese government to conduct this study. The Japanese government conducted this study as an activity for implementing the Japan-Bangsamoro Initiatives for Reconstruction and Development (J-BIRD). This study created the road network development master plan for the ARMM. It was expected that proposed projects, measures for institutional and organizational strengthening, measures for road maintenance improvement, and other measures proposed to realize the master plan would be incorporated into the mid-term regional development plan for the ARMM.</p>		
Main Inputs and Achievements	Dispatch of experts (regional development and economy, infrastructure development, transportation planning, logistics, organizational and financial matters, etc.)		
Outputs (The passages in bold letters indicate the outputs pertaining to peacebuilding)	<p>There is no document that clearly shows concrete /physical outputs because this was a study. However, some of the roads specified in this study were supported by the road network development project for conflict-affected areas in Mindanao, which was implemented later.</p> <p>Contribution to peacebuilding This project aimed to carry out road construction that would proceed local development in a universal manner and thereby help eliminate the hostility between residents.¹¹</p>		
Related Projects	The Study for Socio-Economic Reconstruction and Development of Conflict Affected Areas in Mindanao, ARMM social fund		

¹¹Source: Summary of the final report on the development study (March 2010)

14 TC: Study on Infrastructure (Road Network) Development Plan for the ARMM

Cotabato del Norte, Cotabato del Sur,
Sultan Kudarat, Sarangani, Misamis Oriental,
Camiguin, Bukidnon



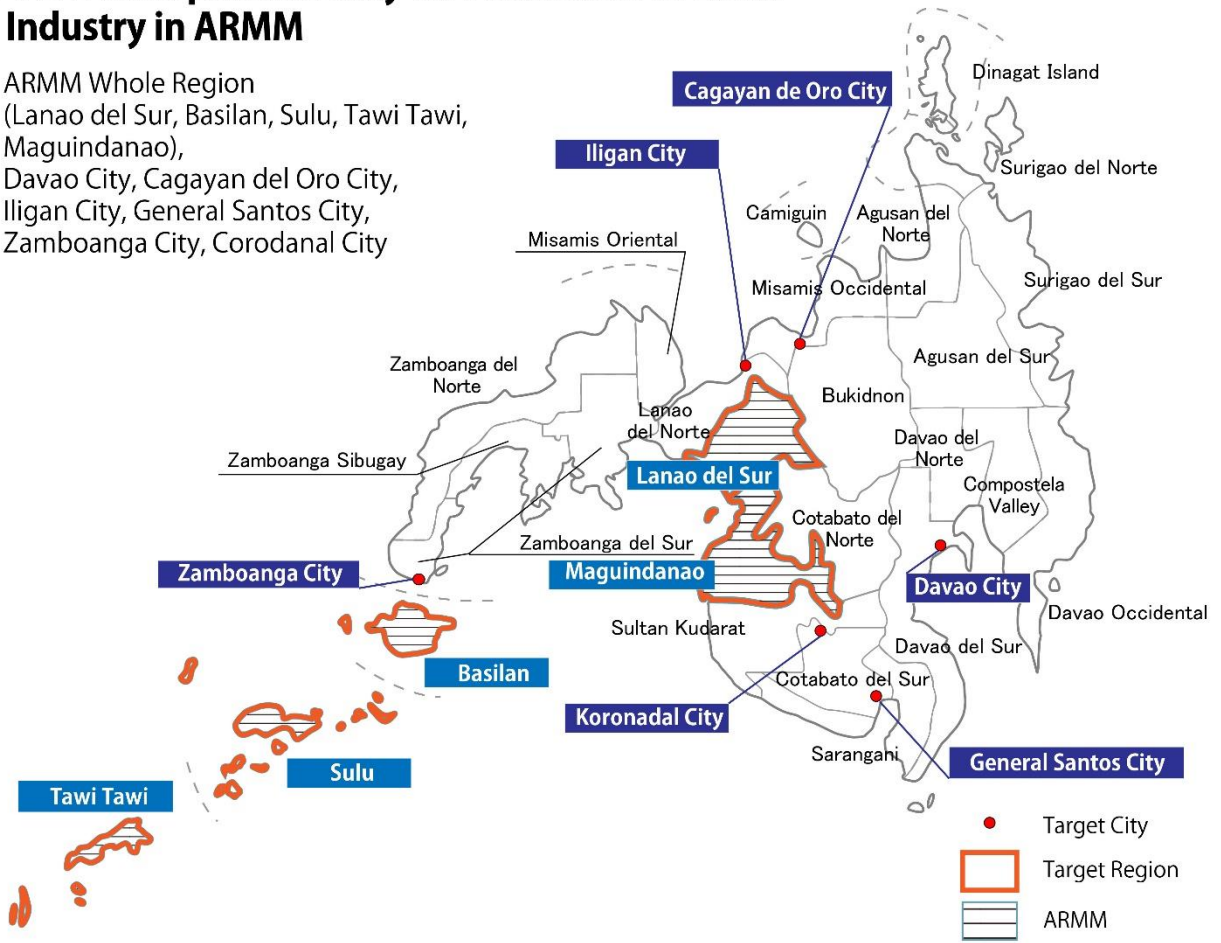
15: Development Study on Promotion of Local Industry in ARMM

Project Name	(Development Study) Development Study on Promotion of Local Industry in ARMM		
Project Outline	For local industries in the ARMM, to analyze their potential as well as limitations and lay out the strategy for industrial development and economic revitalization focusing on the sectors of agricultural and marine products.		
Implementation Period	March 15, 2010 to October 25, 2012		
Executing Agency	ARMM Department of Agriculture and Fisheries	Target Area	ARMM as a whole; Davao; Cagayan de Oro; Iligan; General Santos; Zamboanga; Koronadal
Project Cost	220 million yen		
Remarks			
Overall Goal	To promote the local economy in the areas around the ARMM.		
Project Purpose	To analyze the potential as well as limitations of local industries in ARMM and then lay out a strategy for invigorating the local economy through the development of local industries.		
Project Background and the Project's Consistency with the Policies of Japan and the Recipient Country	<p>1. The ARMM depends on the primary industries, which account for 51% of the total output of the region, and many of the residents are small-scale farmers. The corporate activities were not mature, and the local economy continued to stagnate. In addition, the level of administrative services was low for such reasons as the lack of ability and experience of the ARMM government, a weak financial base, and insufficient administrative codes. Not only the development of basic economic infrastructure but also the efforts for local economic revitalization were insufficient.</p> <p>2. Consistency with the Policies of Japan and the Philippines The economic development-related strategy in the Mindanao 2020 Peace and Development Framework Plan identified priority issues, including the development of a comprehensive value chain, the development of medium- and small-sized companies, and the comprehensive promotion of agribusiness. The economic development strategy in the ARMM Development Plan (2011–2016) set goals of improving the ability of medium/ small-sized companies and cooperative societies and strengthening the support to the halal industry.</p>		
Main Inputs and Achievements	Dispatch of experts in agricultural, fishery, livestock industries, economic/financial analysis, microfinance, and others.		
Outputs (The passages in bold letters indicate the outputs pertaining to peacebuilding)	<p>As the outputs of the development survey, promising products in three fields (agriculture, fisheries, and livestock) were selected, and the action plans of the Department of Trade and Industry, the Department of Agriculture, and other concerned authorities of the ARMM government were presented. The action plans were used in the Comprehensive Capacity Development Project (CCDP) for the Bangsamoro, and the survey results were used in the Project for Capacity Building for Community Development in Conflict-Affected Areas in Mindanao.</p> <p>Contribution to peacebuilding This survey was the first large-scale survey in the ARMM for the purpose of industrial development, and the expectations within the ARMM government were high. As the survey was conducted by collaboration with relevant authorities of the ARMM government, the efforts for socio-economic development and peacebuilding through industrial development were shared among various interested parties; for this reason, some pointed out¹² that the project was valuable in terms of peacebuilding.</p>		
Related Projects	Project on Autonomous Region in Muslim Mindanao (ARMM) Human Capacity Development		

¹²An interview with Mr. Michimasa Numata of IC Net Limited dated July 11, 2019

15 TC: Development Study on Promotion of Local Industry in ARMM

ARMM Whole Region
 (Lanao del Sur, Basilan, Sulu, Tawi Tawi, Maguindanao),
 Davao City, Cagayan del Oro City, Iligan City, General Santos City, Zamboanga City, Corodanal City



16: Topographic Mapping for Peace and Development in Mindanao in the Republic of the Philippines

Project Name	(Technical Cooperation) Topographic Mapping for Peace and Development in Mindanao in the Republic of the Philippines		
Project Outline	To update the Mindanao region topographic map at a scale of 1:50,000, which had not been updated since the printed map was created in the 1950s, then with new satellite images and information collected from an on-site land survey, etc., to		
Implementation Period	March 2010 to March 2013 (37 months)		
Executing Agency	National Mapping and Resource Information Authority (NAMRIA)	Target Area	ARMM
Project Cost	1,143 million yen		
Remarks			
Overall Goal	Digital topographic maps will be used in development planning for the Mindanao region, and after that, development projects for the Mindanao region will be implemented based on the plan		
Project Purpose	To update digital topographic maps at a scale of 1:50,000 which can be used for province- and region-level development plans for the Mindanao region, and to make the concerned people who use the maps understand how to use topographic maps.		
Project Background and the Project's Consistency with the Policies of Japan and the Recipient Country	<p>1. At that time, the Mindanao region topographic map at a scale of 1:50,000 was available only as a printed map from 60 years ago. The changes in geospatial information due to natural disasters, etc. were significant, and land-use planning for this region and the creation of hazard maps were urgently required.</p> <p>2. Consistency with the Policies of Japan and the Philippines In the Mid-Term Philippine Development Plan (2004–2010), the Philippine government aimed for smooth development planning for the Mindanao region and effective implementation and promotion of development projects by updating and digitizing the topographic map of the region. The Mindanao 2020 Peace and Development Framework Plan set a goal of strengthening the capacity of local governments and government-related organizations to make use of GIS and mapping, as a strategy to make it easy for stakeholders for regional development plans to be more active. The Japanese government positioned this project as one that aimed at peace and stability in Mindanao in accordance with the Support Package for Peace and Stability in Mindanao.</p>		
Main Inputs and Achievements	Dispatch of experts (field survey and field completion; promotion of utilization of maps; pass point measurement and pricking; etc.); purchase of professional-use equipment for creating topographic maps in Japan; and others.		
Outputs (The passages in bold letters indicate the outputs pertaining to peacebuilding)	<p>The NAMRIA printed all maps by March 2016 and distributed and sold maps at the NAMRIA map shop in the Department of Environment and Natural Resources (DENR) in all regions. The topographic maps can be distributed, upon application to the NAMRIA, to governmental organizations for free, whereas they are offered at cost to private corporations and organizations, etc. According to the evaluation survey, the NAMRIA judged that some topographic maps did not reach the level required as a finished product, and it was revealed that the use of topographic maps was limited and they proceeded with modifications independently.¹³</p> <p>Contribution to peacebuilding There was an opinion¹⁴ that this project was positioned as map creation aiming at promoting peacebuilding, and it was important to promote the use in conflict-affected areas. In contrast, it was pointed out¹⁵ that map users, mainly local governments, obtained the information on how to use digital topographic maps, but their knowledge and techniques for use were limited; the promotion of use of maps is a challenge.</p>		
Related Projects	Comprehensive Capacity Development Project for the Bangsamoro		

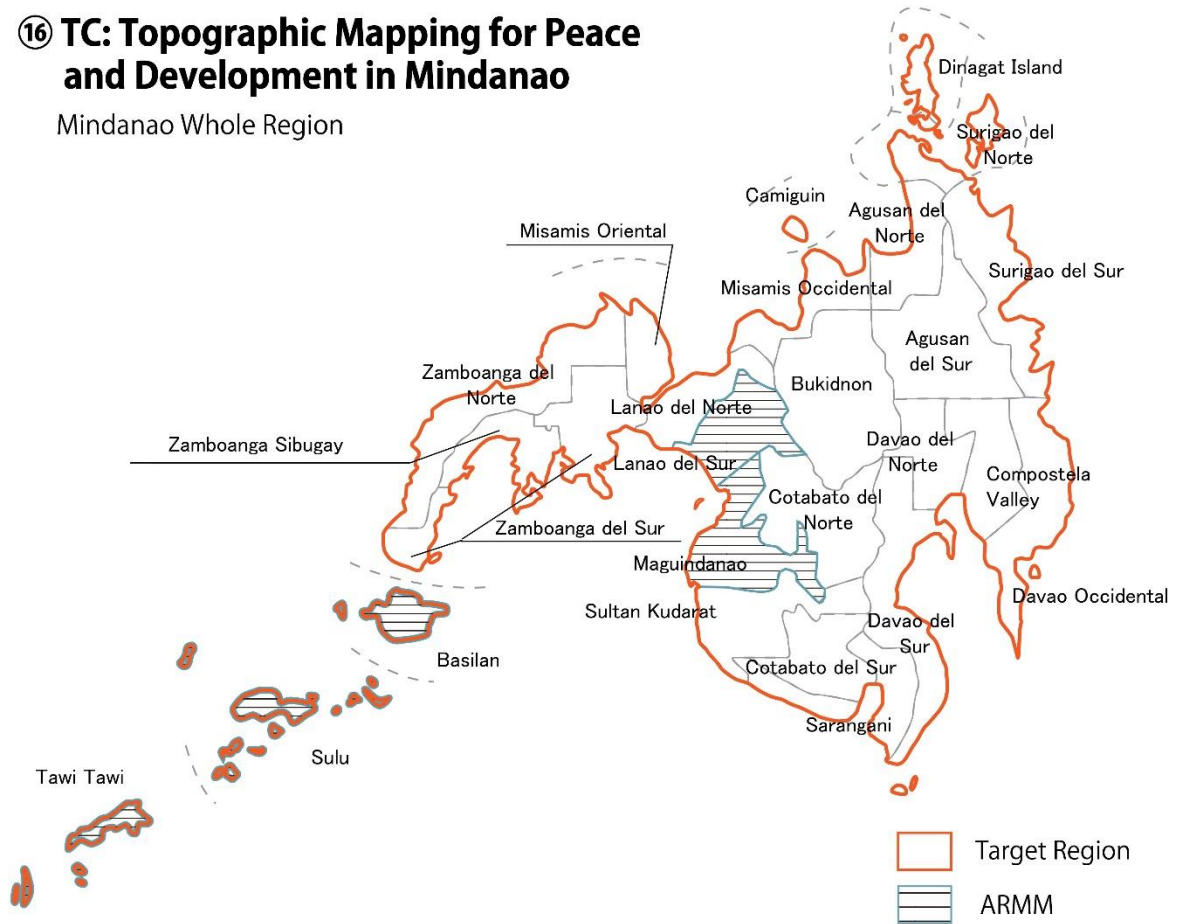
¹³Source: Annual Evaluation Report for 2017

¹⁴Source: Summary of the Final Report

¹⁵Source: Annual Evaluation Report for 2017

16 TC: Topographic Mapping for Peace and Development in Mindanao

Mindanao Whole Region



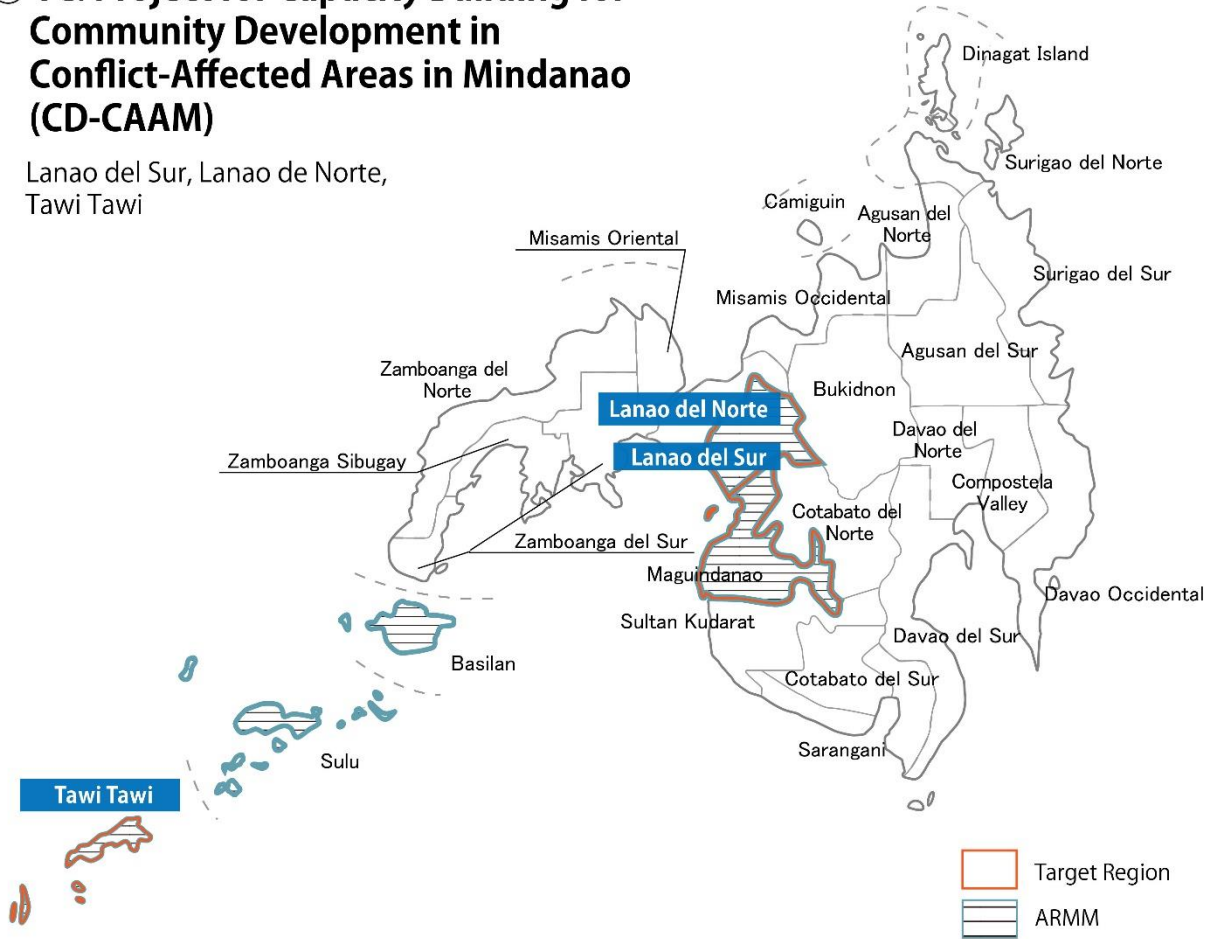
17: Project for Capacity Building for Community Development in Conflict-Affected Areas in Mindanao

Project Name	(Development-study-type technical cooperation) Project for Capacity Building for Community Development in Conflict-Affected Areas in Mindanao (CD-CAMM)		
Project Outline	Through the implementation of pilot subprojects for agriculture, fisheries, livestock and small-scale road improvement/repair, capacity building of the Bangsamoro Development Agency (BDA) for planning, implementation and monitoring evaluation related to community development.,to organize the results and lessons of pilot projects, and create community development guidelines.		
Implementation Period	February 2012 to July 2016		
Executing Agency	Executing Agency: Office of the Presidential Adviser on the Peace Process (OPAPP), Cooperative Agency: BDA	Target Area	Conflict-affected areas in Mindanao
Project Cost	400 million yen		
Remarks	No PDM was formulated because the project was a development-survey-type technical cooperation one.		
Overall Goal			
Project Purpose	To establish a system related to effective and efficient community development in conflict-affected areas in Mindanao and try to strengthen the capacity of the Bangsamoro Development Agency (BDA) as well.		
Project Background and the Project's Consistency with the Policies of Japan and the Recipient Country	<p>1. The BDA, which was newly formed through the peace process between the Philippine government and MILF, was expected to be an organization to carry out reconstruction, development and humanitarian activities in the new autonomous government that was supposed to be established in the future. However, the BDA's personal and organized experience and capacity related to the planning and implementation of the development project was limited, and it was essential to strengthen the capacity to implement effective community development in conflict-affected areas. To promote the community development contributing to sustainable peacebuilding, system establishment for inclusive community development by cooperation and participation of the BDA and local governments was required.</p> <p>2. Consistency with the Policies of Japan and the Philippines The Philippine government laid out an initiative in the Medium-Term Philippine Development Plan (2011 to 2016) to address the cause of the conflict to advance the peace process smoothly. OPAPP aimed at relieving poverty in the conflict-affected areas and arousing a feeling of trust in the administration by formulating PAYapa at MASaganang PamayaNAn (PAMANA), which was a framework of reconstruction and development in the conflict-affected areas, and improving the basic administrative services to the local residents. The Japanese government laid out "peace and stability in Mindanao" as one of the priority areas of the Country Assistance Plan for the Philippines and progressed the peacebuilding and development in the conflict-affected areas in Mindanao under J-BIRD.</p>		
Main Inputs and Achievements	Dispatch of experts (agriculture, fisheries, stockbreeding, roads, etc.) and small-scale pilot subprojects for verification (vegetable cultivation, tilapia aquaculture, seaweed aquaculture, goat farming, and road improvement/repair.		
Outputs (The passages in bold letters indicate the outputs pertaining to peacebuilding)	<p>Through the cooperative work with Japanese experts in various activities, including the pilot subprojects, the strengthening of each staff member and organizational capacity related to the BDA's operation of the community development projects showed certain results. The activity process implemented in this project and impotent points of each activity were summarized in the Community Development Guidelines as the CD-CAAM model. Technical skills and methods concerning vegetable cultivation, tilapia aquaculture and road improvement/repair that were transferred in each pilot project were summarized as a basic manual, and it was used for the spread of the CD-CAAM model. It was confirmed that the BDA was spreading a tilapia aquaculture technique independently even after the project finished.</p> <p>Contribution to Peacebuilding The pilot subprojects strengthened cooperation between the BDA and local governments of the target areas and contributed to generating a feeling of trust. Many beneficiaries participating in the pilot subprojects cooperated in the community development by operating as a group,</p>		

	improving their own living and spreading technology to the neighborhood irrespective of religion, ethnic group and political conviction, which is assumed to contribute to the strengthening of the community even though it was a small scale.
Related Projects	Study for Socio-Economic Reconstruction and Development of the Conflict-Affected Areas in Mindanao (SERD-CAAM), Mindanao Trust Fund (World Bank)

17 TC: Project for Capacity Building for Community Development in Conflict-Affected Areas in Mindanao (CD-CAAM)

Lanao del Sur, Lanao de Norte, Tawi Tawi



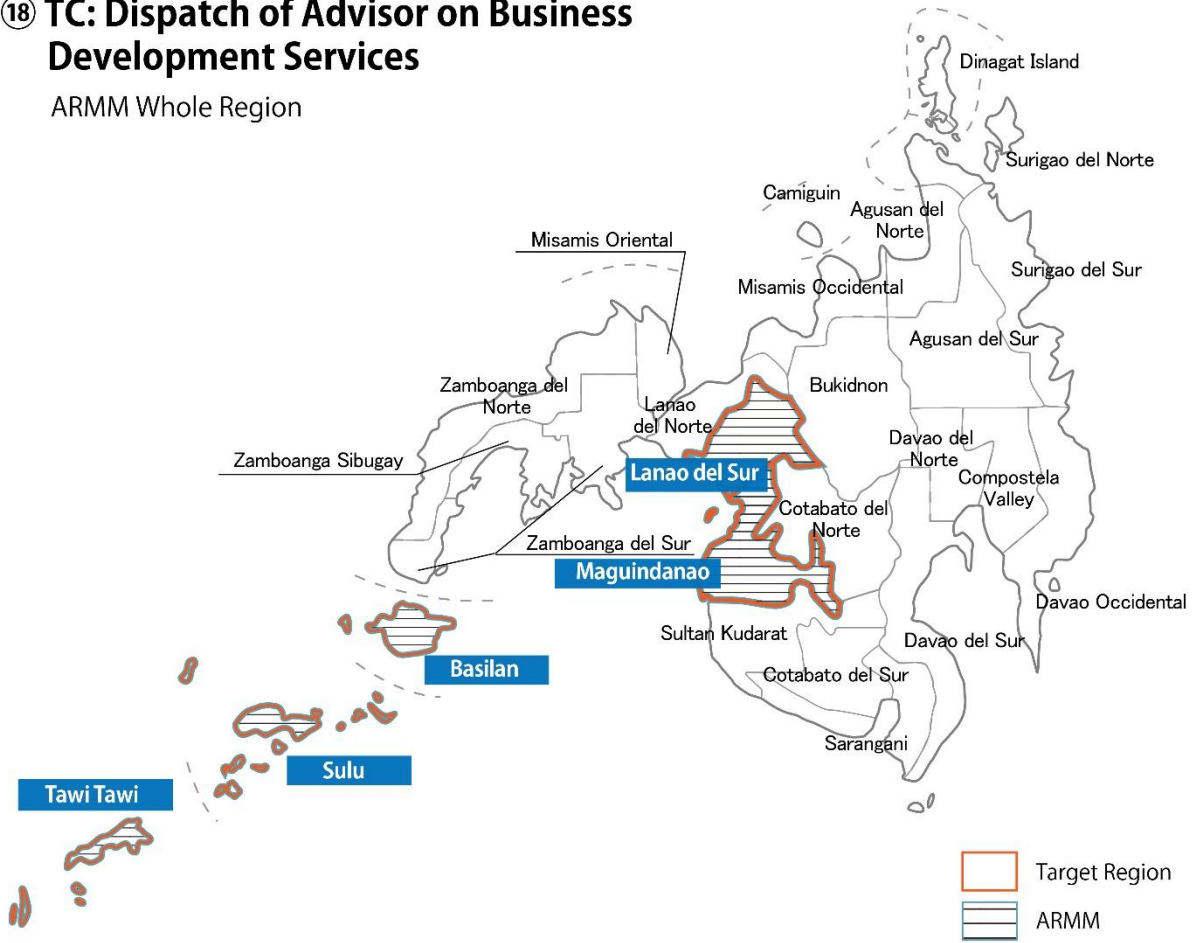
18: Short-Term Adviser for Business Development Service in ARMM

Project Name	(Technical cooperation) Short-Term Advisor for Business Development Services in ARMM		
Project Outline	To strengthen and develop the organization of small and medium-sized companies, including people's organizations and cooperative societies, the project will plan and implement instruction courses related to business planning and give necessary advice to the ARMM Department of Trade and Industry.		
Implementation Period	July 15, 2012 to March 31, 2013		
Executing Agency	ARMM Department of Trade and Industry (DTI)	Target Area	ARMM
Project Cost	Plan: 17 million yen; There is no information on actual costs.		
Remarks			
Overall Goal	Through business development support, to promote the growth of small and medium-sized companies in the ARMM		
Project Purpose	To strengthen the capacity of business planning and implementing development activities in the ARMM Department of Trade and Industry, business development service providers, small- and medium-sized companies and cooperative societies, and identify target products of new technical cooperation projects, target areas and local resources.		
Project Background and the Project's Consistency with the Policies of Japan and the Recipient Country	<p>1. According to an ARMM local-industry promotion survey implemented by JICA, it was confirmed that the low business development capacity and financial management capacity of small- and medium-sized companies and agribusiness in the ARMM were major problems for economic promotion in the region. The ARMM Department of Trade and the Industry (DTI) and Cooperative Development Authority (CDA) provide business development services to producer groups but could not provide sufficient services because of a budgetary deficit and shortage of human resources.</p> <p>2. Consistency with the Policies of Japan and the Philippines Capacity strengthening of agribusiness, small and medium-sized companies and cooperative society was a task set out in the ARMM Medium-Term Development Plan (2011–2016). JICA was planning technical cooperation projects related to the revitalization of the industrial cluster as a measure of local-industry promotion on the basis of the results of the ARMM local-industry promotion survey.</p>		
Main Inputs and Achievements	Dispatch of experts on a short-term basis and hold seminars and workshops.		
Outputs (The passages in bold letters indicate the outputs pertaining to peacebuilding)	<p>Training courses related to business development support were provided to the organizations concerned, including the DTI and Microfinance Institution (MFI). Target products and target area concerning local-industry promotion were identified.¹⁶</p> <p>Contribution to peacebuilding There are no reference/information that specifically refer to contribution to peacebuilding. However, it is assumed that improving the service delivery capacity of the ARMM government, such as business development support, contributed to generating a feeling of trust in government agencies as one of the measures for consistent governance strengthening by JICA principally involving the ARMM human resource development project.</p>		
Related Projects	Development Study on Promotion of Local Industry in ARMM, ARMM Human Capacity Development		

¹⁶Source: Project Outline Table as of December 15, 2017

18 TC: Dispatch of Advisor on Business Development Services

ARMM Whole Region



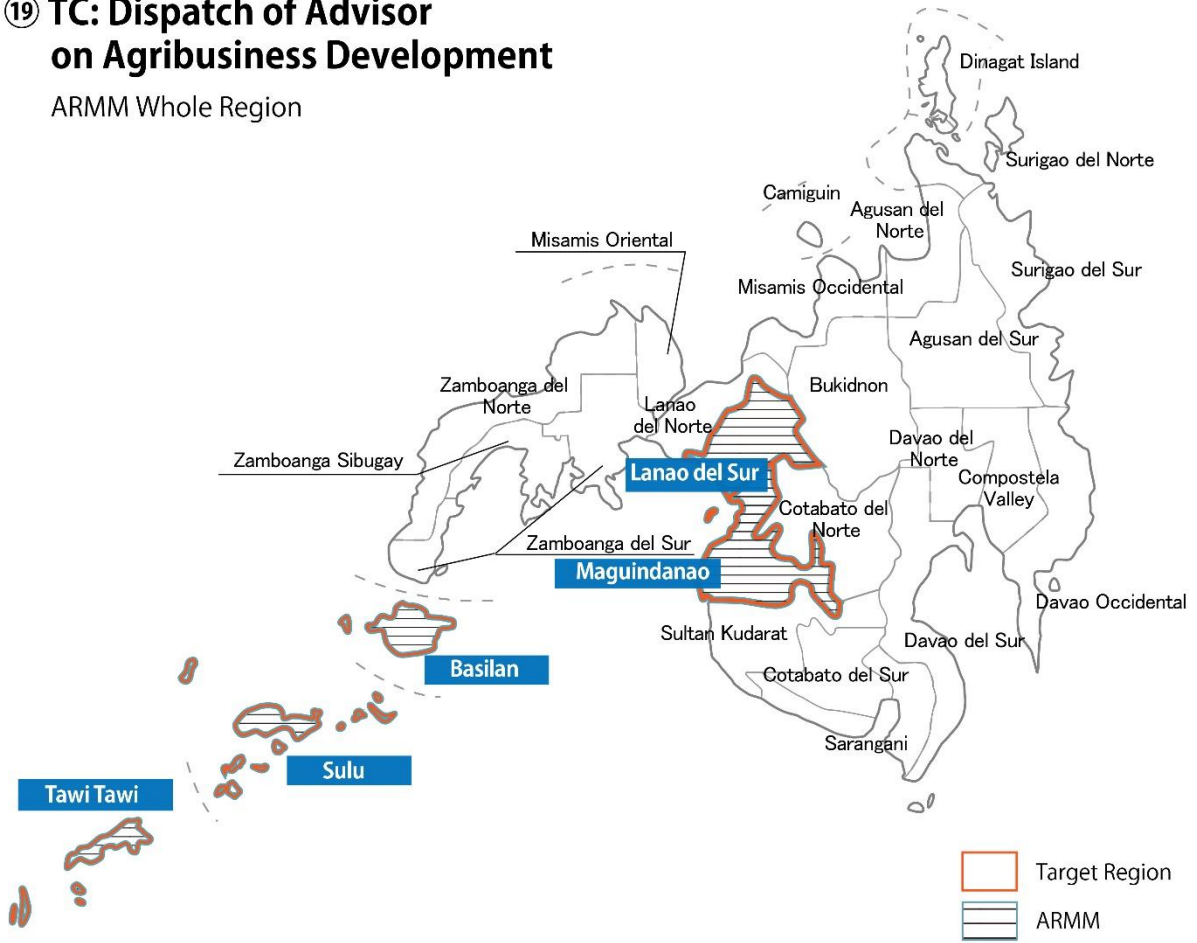
19: Dispatch of Advisor on Agribusiness Development

Project Name	(Technical cooperation) Dispatch of advisor on agribusiness development		
Project Outline	To promote agribusiness in the ARMM, strengthen the capacity of organizations concerned such as the ARMM Department of Agriculture (DAF), and decide on an action plan and strategy for agribusiness promotion.		
Implementation Period	July 15, 2012 to March 31, 2013		
Executing Agency	ARMM government	Target Area	ARMM
Project Cost	Plan/Actual: No information available		
Remarks			
Overall Goal	Through the support of production, processing and marketing, to promote business related to agriculture and fisheries in the ARMM.		
Project Purpose	To identify agricultural products, target areas and local resources to be addressed by the new technical cooperation project. Regarding the promotion of the plan and implementation of agribusiness, to strengthen the capacity of the ARMM Department of Agriculture (DAF), local businesses, cooperation society and farmers' organization.		
Project Background and the Project's Consistency with the Policies of Japan and the Recipient Country	<p>1. The economy of the ARMM relies on the primary industry, and most of the farmers are small-scale ones. Thus, to use the resources in the region effectively and contribute to the development of the regional economy, agribusiness promotion was considered important. However, as the capacity of agribusiness promotion by the ARMM government, including DAF, was limited, the necessity of capacity development was high.</p> <p>2. Consistency with the Policies of Japan and the Philippines The Mid-Term Philippine Development Plan (2011–2016) showed that the key for economic development was to strengthen the competitiveness and sustainability of the agriculture and fishery sector. The ARMM Medium-Term Development Plan (2011–2016) also showed that the development of agriculture and fishery resources were the priority issues. The ARMM local-industry promotion survey implemented by JICA identified high-quality products in the region, and an action plan for promoting them was determined. This project was implemented based on the results of the survey, while the technical cooperation project for industry cluster promotion was formed.</p>		
Main Inputs and Achievements	Dispatch of the experts on a short-term basis and held instruction courses and seminars.		
Outputs (The passages in bold letters indicate the outputs pertaining to peacebuilding)	<p>Training courses related to agribusiness promotion were provided to the agencies related to agribusiness, including DAF. Target products and the area of technical cooperation projects were identified for industry cluster revitalization, and the strategy for the promotion of target products was determined.¹⁷</p> <p>Contribution to peacebuilding There are no reference/materials that specifically refer to contribution to peacebuilding. However, it is assumed that improving the capacity related to agribusiness promotion of the ARMM government contributed to generating a feeling of trust in government agencies as one of the strengthening measures of the consistent governance service-providing capacity by JICA principally involving the ARMM human resource development project.</p>		
Related Projects	Development Study on Promotion of Local Industry in ARMM, Rice-Based Farming Technology Extension Project for the ARMM, ARMM Human Capacity Development		

¹⁷Source: Project Outline Table as of December 15, 2017

19 TC: Dispatch of Advisor on Agribusiness Development

ARMM Whole Region



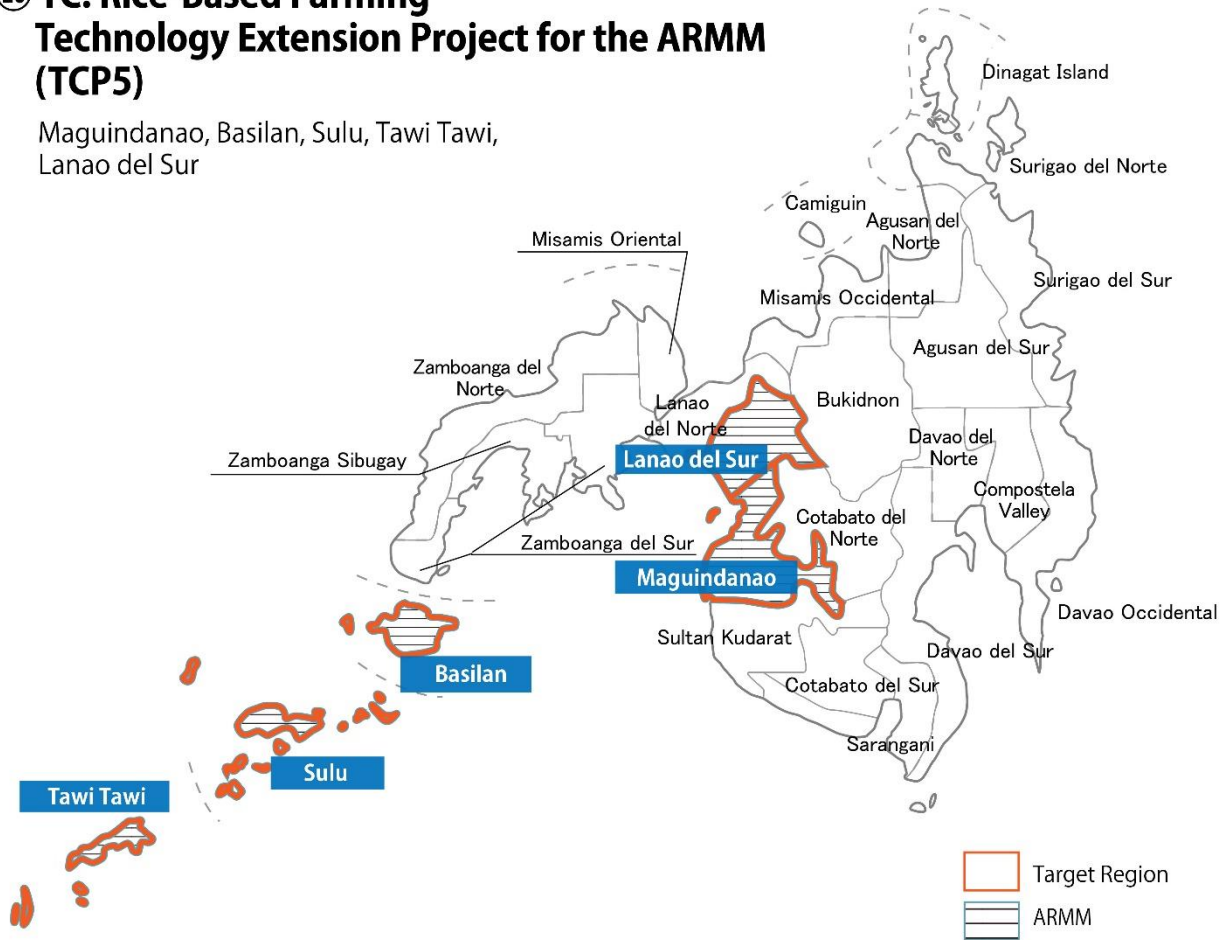
20: Rice-Based Farming Technology Extension Project for the Autonomous Region in Muslim Mindanao (ARMM)

Project Name	(Technical cooperation) Rice-Based Farming Technology Extension Project for the Autonomous Region in Muslim Mindanao (ARMM)		
Project Outline	Through the Rice-based Farming Technology Extension Project for the Autonomous Region in Muslim Mindanao to extend rice-based farming technology by using know-how (instruction course package, strengthening of technology and teaching capacity of agricultural extension workers, understanding of area characteristics of ARMM, etc.) that the Philippine Rice Research Institute (PhilRice) accumulated.		
Implementation Period	April 2012 to 2017 (End month is unclear. The additional follow-up training course in Marawi crisis-affected areas ended in March 2019.)		
Executing Agency	Department of Agriculture, Philippine Rice Research Institute (PhilRice)	Target Area	All five provinces in ARMM
Project Cost	179 million yen		
Remarks			
Overall Goal	To improve living standard of farmers in target area of the project.		
Project Purpose	To improve farming technology of farmers in target area.		
Project Background and the Project's Consistency with the Policies of Japan and the Recipient Country	<p>1. Though the ARMM has fertile land, the average yield of rice was at a lower level than the national average. One of the causes for this was the lack of farming technology and knowledge related to farming along with long drawn-out conflicts, but owing to the lack of farming improvement technology and knowledge of agricultural extension workers who played the role of technical advisors to farmers, the support for farmers' needs could not be provided.</p> <p>2. Consistency with the Policies of Japan and the Philippines In the national medium-term development plan, the Philippine government decided on an agriculture development plan called the Agribusiness Approach owing to the concerns for the increase in dependence on imported food, and set a goal to aim at a globally competitive cost standard by increasing the productivity of rice, sugar, vegetables and livestock products, which are the main source of income. In the ARMM Medium-term Regional Development Plan (2004–2010), the resolution of low productivity of agriculture sector and the increase of the production volume of rice, corn and commercial crops were given importance as a main strategic approach leading to economic growth. JICA had worked with PhilRice and implemented the ARMM rice-based farming improvement project for five years from 2005. To extend the achievement to the whole area, this project aimed at the further improvement of rice-based farming technology through the strengthening of direct technical support to farmers.</p>		
Main Inputs and Achievements	Expenses for the establishment of a comprehensive agriculture training institute and technology demonstration field, training for agricultural extension workers, educational activities, research instruments, etc. were provided.		
Outputs (The passages in bold letters indicate the outputs pertaining to peacebuilding)	<p>There are no reference/materials related to concrete/reliable results, but in the prior project, the increase of the agricultural gross income was confirmed in the terminal evaluation. Therefore, in this project, agricultural productivity will increase owing to the improvement of the production technology, and as a result, a positive impact concerning agricultural gross income is expected.¹⁸</p> <p>Contribution to peacebuilding It is considered that enjoying the services through this project had an effect on enhancing the confidence of the residents in the target area of the project by the ARMM government. Inclusive support was implemented, and many women participated in the production and processing activities. In addition, it is considered that agricultural extension workers, who received training in third countries, supported the organization of farmers, which strengthened communication among farmers in the target area and made them address problems, resulting in contributing to the social cohesion of the community.</p>		
Related Projects	Rice-Based Farming Systems Training and Support Program for the ARMM, Comprehensive Capacity Development Project for the Bangsamoro		

¹⁸Source: Summary of Evaluation Results

**20 TC: Rice-Based Farming
Technology Extension Project for the ARMM
(TCP5)**

Maguindanao, Basilan, Sulu, Tawi Tawi,
Lanao del Sur



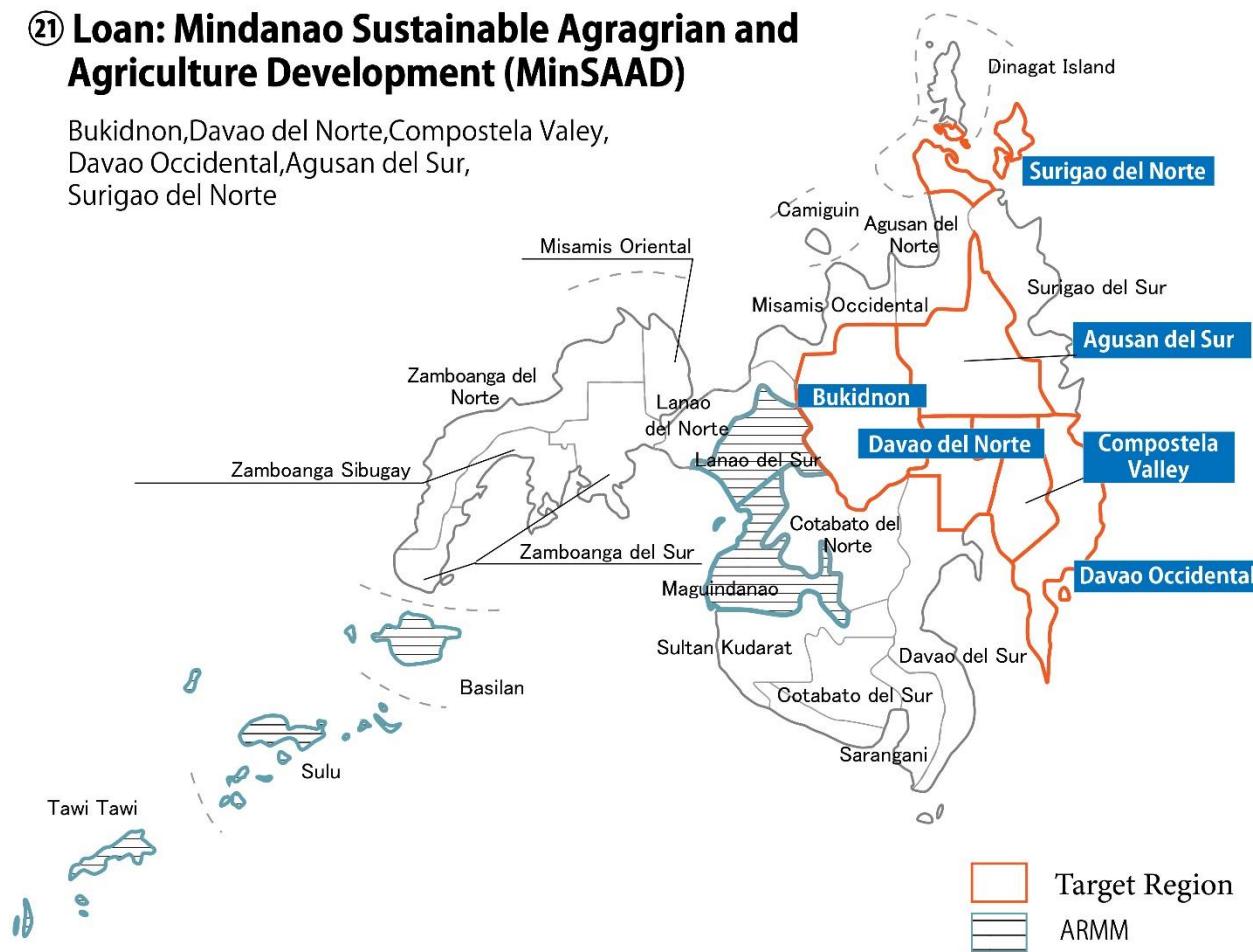
21: Mindanao Sustainable Agrarian and Agricultural Development Project (MinSAAD)

Project Name	(ODA loan) Mindanao Sustainable Agrarian and Agricultural Development Project		
Project Outline	Infrastructure (market access roads and small-scale irrigation facilities), and farming support to be implemented in the Mindanao area.		
Implementation Period	Plan: March 2012 to December 2016 (58 months) / Actual: it was extended to 2020.		
Executing Agency	Department of Agrarian Reform	Target Area	Region 10, 11, 12 in Mindanao
Project Cost	8,190 million yen (including the amount of 6,063 million yen targeted as a yen loan) / Actual: No information available		
Remarks			
Overall Goal	To contribute to agricultural production expansion and the improvement of farmers' income in the target areas.		
Project Purpose	To improve agricultural productivity of small-scale farmers.		
Project Background and the Project's Consistency with the Policies of Japan and the Recipient Country	<p>1. The Mindanao area, where about 40% of all allocated areas are concentrated in the Agrarian Reform Community, has comparatively less impact from typhoons and is rich in fertile land, where coconuts, bananas and pineapples are mainly produced. However, investment in agricultural infrastructure was not sufficient, and the agricultural potential was not used efficiently. In particular, it was necessary to conduct agricultural infrastructure improvement, farming support and organization strengthening to improve the productivity of small-scale farmers, and to create a system to improve agricultural productivity and profitability while maintaining farmlands.</p> <p>2. Consistency with the Policies of Japan and the Philippines To realize the priority subject of food security and farmers' income improvement outlined in the Medium-term Philippine Development Plan (2011–2016), the Philippine government aimed at starting businesses of agrarian reform beneficiaries and profitability improvement through agribusiness promotion. JICA made support for the poor to be self-reliant and improve the living environment one of the priority areas in the Country Assistance Policy (July 2009), and this project was implemented as part of it.</p>		
Main Inputs and Achievements	Agricultural infrastructure improvement (market access roads/bridges, irrigation facilities, post harvest facilities, farming support and provision of organization strengthening, maintenance of village water facilities and consulting services.		
Outputs (The passages in bold letters indicate the outputs pertaining to peacebuilding)	<p>Examination of 265 sub-projects finished by the end of May 2019, and 35 sub-projects, including rubber production, processing and marketing facilities in the Municipality of Banisilan, North Cotabato Province have been completed.</p> <p>Contribution to peacebuilding It was a project aiming at supporting the poor to be self-reliant and improve their living conditions, but not a project aiming at peacebuilding directly. However, armed groups, which could not get the government's support or refused it owing to distrust, and the government's support, which could not enter the region owing to a low standard of public safety, were connected through JICA projects,¹⁹ which contributed to peacebuilding in the region.</p>		
Related Projects			

¹⁹Source: An interview with Ms. Yuko Tanaka of JICA

21) Loan: Mindanao Sustainable Agrarian and Agriculture Development (MinSAAD)

Bukidnon, Davao del Norte, Compostela Valley, Davao Occidental, Agusan del Sur, Surigao del Norte



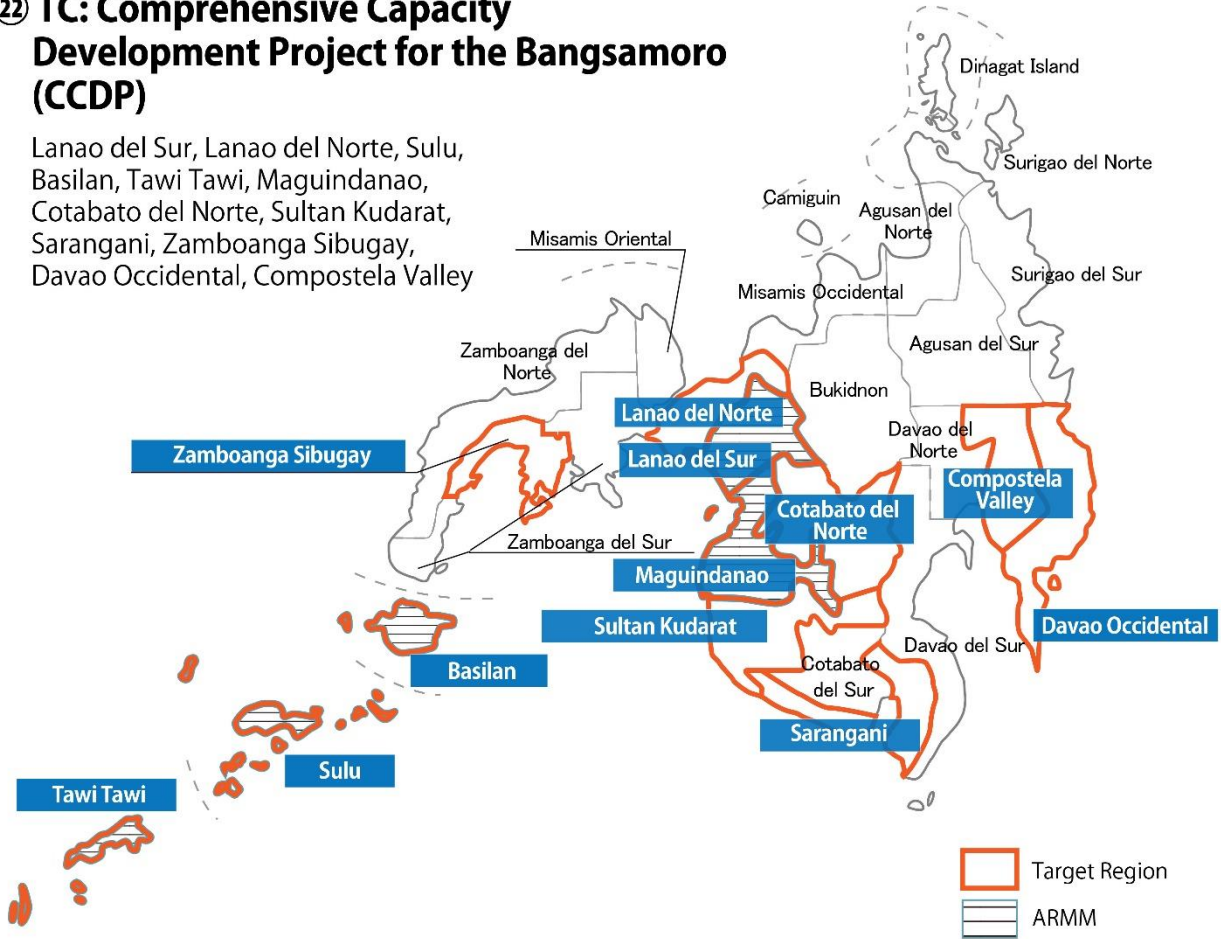
22: Comprehensive Capacity Development Project for the Bangsamoro (CCDP)

Project Name	(Technical cooperation) Comprehensive Capacity Development Project for the Bangsamoro		
Project Outline	To establish the new autonomous government in Bangsamoro, formulate the structure/institution-building and regional development plan, train administrative officers, improve the provision capacity of administrative services, and implement community development activities.		
Implementation Period	July 2013 to July 2019 (72 months)		
Executing Agency	Bangsamoro Transition Committee (BTC), ARMM government	Target Area	Bangsamoro area
Project Cost	Plan: 780 million yen / Actual: No information available		
Remarks	CCDP-A for ARMM government and CCDP-B for BTC were implemented.		
Overall Goal	To build the foundation of the Bangsamoro autonomous government.		
Project Purpose	CCDP-A: To promote the organization reform process of the ARMM government. CCDP-B: To promote transition process to the Bangsamoro autonomous government.		
Project Background and the Project's Consistency with the Policies of Japan and the Recipient Country	<p>1. In October 2012, the Framework Agreement on Bangsamoro (FAB) was signed. Based on this agreement, the Bangsamoro Transition Committee (BTC) was formed, and after the formulation of the basic law for establishing the new autonomous government (Bangsamoro Basic Law: BBL) and the establishment of a provisional self-government (Bangsamoro Transition Authority: BTA), the new autonomous government was planned to be established. Based on this background, human resources development, the strengthening of the capacity of government services delivery, institutional development, and the formulation of a development plan were required to promote the transition to the new autonomous government. The ARMM government announced that it would fully cooperate for the smooth transition to the new autonomous government and was progressing the ARMM organization reform. It was assumed that ARMM personnel would be very important human resources for the new autonomous government, accordingly the strengthening of the ARMM personnel's capacity was required.</p> <p>2. Consistency with the Policies of Japan and the Philippines In the Medium-Term Philippine Development Plan (2011–2016), as tasks, the Philippine government cited the political agreement through peace negotiations and the work to address the situation causing the conflict. This project was to support the transition process based on the framework agreement and matched the Philippine government's policies. The Japanese government set out peace and development for Mindanao as one of the priority areas in the Country Assistance Policy for the Philippines (April, 2012). In the JICA country analysis paper, it was made a medium-term goal to give continuous support for the stability and development of the area to establish the new autonomous government after the peace agreement.</p>		
Main Inputs and Achievements	Dispatch of Japanese experts, and implementation of local training (administrative human resource development, etc.), training in third countries (Aceh in Indonesia, etc.), training in Japan (training necessary for basic law formulation, etc.), and implementation of community development subprojects.		
Outputs (The passages in bold letters indicate the outputs pertaining to peacebuilding)	<p>In CCDP-B, it was confirmed that besides the formulation support of a Bangsamoro Development Plan and results of human resource development, rice farming technology support (Upland Rice-Based Farming Technology Transfer Program for Bangsamoro, URTPB) implemented in the military camp of MILF and the surrounding communities contributed to the increase in the yield of rice and income of target farmers and that the technology spread among the surrounding farmers. In CCDP-A, it was confirmed that the introduction of the 5S and <i>kaizen</i> (continuous improvement), and the support for a personnel information system, electronic procurement system, and personnel system based on performance evaluation pushed forward ARMM reform. It was also confirmed that the revenue capacity improvement support for the autonomous government (Revenue Enhancement Assistance for ARMM LGUs: REAL) contributed to the improvement of public service capacity of the target autonomous government and the livelihood improvement project (Livelihood Improvement for the Transformation of Underserved Population: LIFT UP) contributed to the improvement of the livelihoods of the target residents.</p> <p>Contribution to peacebuilding It was confirmed that the development plan formulation and the implementation of the livelihood improvement project promoted relationship-building among the ARMM government agencies, agencies of MILF, including the BDA, service agencies including PhiRice, and local</p>		

	communities. In particular, supporting livelihood improvement through URTPB of MILF members who lost the opportunity of acquiring knowledge and technology owing to the conflicts was a significant output with regard to the contribution to normalization.
Related Projects	Project for Capacity Building for Community Development in Conflict-Affected Areas in Mindanao (CD-CAAM)

22 TC: Comprehensive Capacity Development Project for the Bangsamoro (CCDP)

Lanao del Sur, Lanao del Norte, Sulu, Basilan, Tawi Tawi, Maguindanao, Cotabato del Norte, Sultan Kudarat, Sarangani, Zamboanga Sibugay, Davao Occidental, Compostela Valley



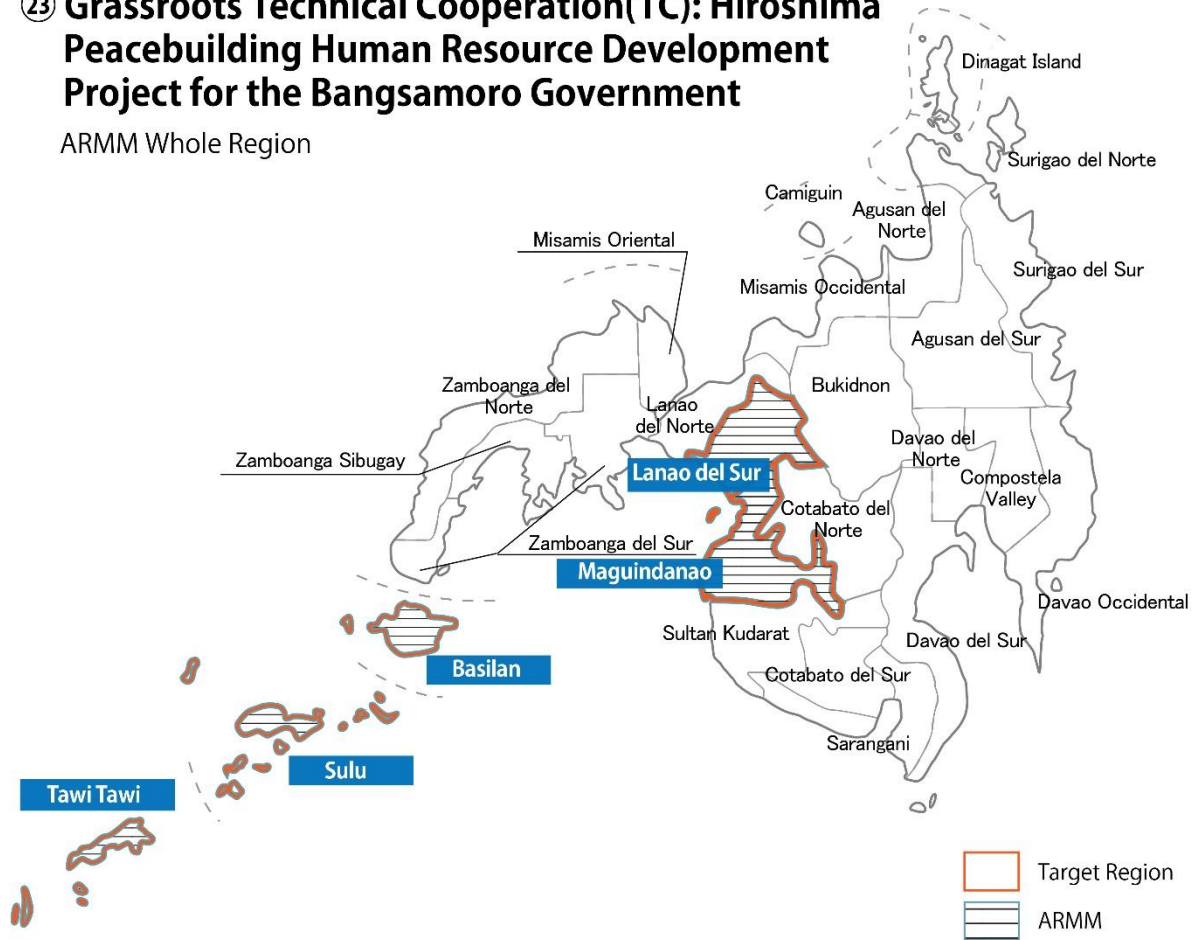
23: Hiroshima Peace-building Human Resource Development Project for the Bangsamoro Government in Mindanao, the Philippines

Project Name	(JICA Partnership Program) Hiroshima Peace-building Human Resource Development Project for the Bangsamoro Government in Mindanao, the Philippines		
Project Outline	Under the Hiroshima for Global Peace Plan (Hiroshima prefecture) , based on the experience of the participation in the Mindanao peace process by Hiroshima University, to develop human resources who can operate efficient government practically and enable residents in Bangsamoro to realize the meaning of peace.		
Implementation Period	April 4, 2014 to March 31, 2016		
Executing Agency	Bangsamoro Transition Authority (BTA) / Hiroshima, Hiroshima University	Target Area	Bangsamoro area
Project Cost	30 million yen		
Remarks			
Overall Goal			
Project Purpose	Young human resources in Bangsamoro society who are recruited/screened in this project and trained in Hiroshima will acquire administrative knowledge and specialist skills necessary to be new personnel who will be in charge of the regional administration of the new autonomous government.		
Project Background and the Project's Consistency with the Policies of Japan and the Recipient Country	<p>1. Human resource development support was required to start the smooth operation of the new autonomous government toward establishing the Bangsamoro new autonomous government. JICA has developed human resources in the area for a long time through the capacity strengthening project for the ARMM government personnel and the Comprehensive Capacity Development Project (CCDP) for Bangsamoro. When looking at the entire human resource development support to Mindanao, much of it was the capacity strengthening support for mid-level and managing personnel, and there was relatively little support for young people to play an active part in the new autonomous government.</p> <p>2. Consistency with the Policies of Japan and the Philippines This project was designed to support the transition process based on the framework agreement and corresponded to the Philippine government's policies. The Japanese government set out peace and development for Mindanao as one of the priority areas in the Country Assistance Policy for the Philippines (April 2012), and in the JICA Country Analysis Paper, it was made a medium-term goal to give continuous support for the stability and development of the area to establish the new autonomous government after the peace agreement. This project improved the capacity of the young personnel and candidates for personnel and complemented the capacity strengthening project for managing personnel based on an assumed lively activity in the new autonomous government.</p>		
Main Inputs and Achievements	Implementation of training in Hiroshima (three times, total 31 people) and organizing an alumni association for those who completed		
Outputs (The passages in bold letters indicate the outputs pertaining to peacebuilding)	<p>Assignment of this training participants in the new autonomous government has not been confirmed yet, but it was confirmed that the test results in this project showed participants of the training acquired necessary administrative knowledge and specialist skills. It was also confirmed that trainees belonging to the ARMM police and trainees involved in immigration control in the Department of Justice were promoted after the training.</p> <p>Contribution to peacebuilding It was confirmed that trainees consisting of various ethnic groups in the Bangsamoro area experienced making factual products in close cooperation through the training, which built solidarity beyond areas and ethnic groups.²⁰</p>		
Related Projects	Comprehensive Capacity Development Project for the Bangsamoro, BLMI training facility construction (Ministry of Foreign Affairs of Japan)		

²⁰Source: Project Completion Report

23 Grassroots Technical Cooperation(TC): Hiroshima Peacebuilding Human Resource Development Project for the Bangsamoro Government

ARMM Whole Region



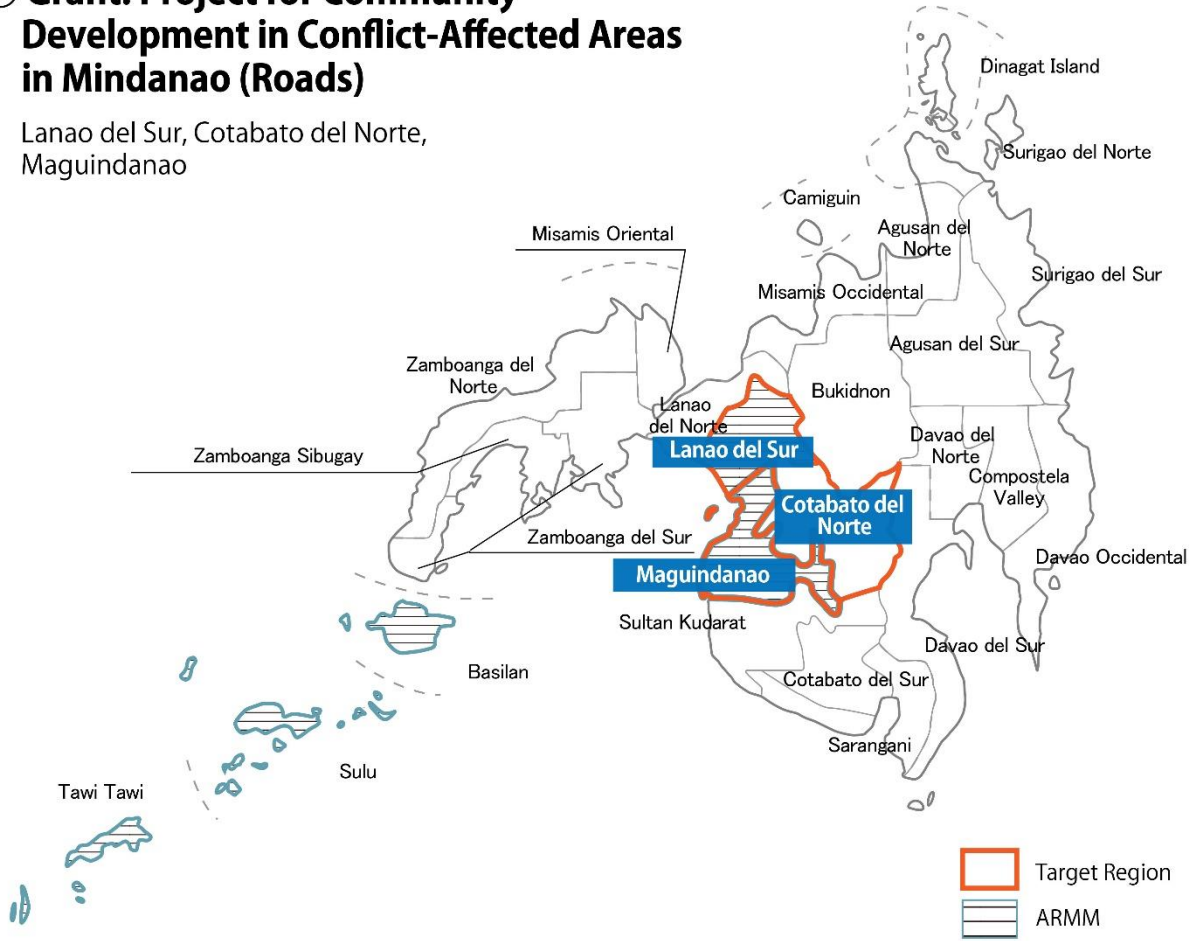
24: The Project for Community Development in Conflict-Affected Areas in Mindanao

Project Name	(Grant) The Project for Community Development in Conflict-Affected Areas in Mindanao		
Project Outline	Improvement/construction of access roads and bridges from rural villages to markets and the like in conflict-affected areas in Mindanao.		
Implementation Period	Planned: May 2015–June 2017 (26 months)/Actual: No information		
Executing Agency	Department of Agriculture of the Philippines	Target Area	Bunbalan, Lanao del Sur; Alamada, Cotabato; and Datu Paglas, Maguindanao
Project Cost	Planned: 1,224 million yen (Japan side: 1,117 million yen, Philippines side: 107 million yen)/Actual: No information		
Remarks			
Overall Goal	To contribute to the reduction of poverty and the establishment of peace in the target areas.		
Project Purpose	To improve the lifestyles and livelihoods of residents by promoting the development of agriculture.		
Project Background and the Project's Consistency with the Policies of Japan and the Recipient Country	<p>1. Because of conflict, the southwestern areas of Mindanao face many problems, including a lack of basic social services and infrastructure. SERD-CAAM, a study conducted by JICA, confirmed that one of the most pressing needs of residents of the areas was the improvement/construction of roads, particularly Farm to Market Roads (FMR) to provide the agricultural industry—the primary industry in the areas—access from rural villages to markets.</p> <p>2. Consistency with the Policies of Japan and the Philippines In the Mid-Term Philippine Development Plan (2011–2016), the Philippine government set out efforts to reduce poverty, one of the causes of conflict. The government's Mindanao Rural Development Plan (MRDP) set out effective measures for improving productivity and market access for farmers by improving/constructing Farm to Market Roads (FMR) and developing other infrastructure in rural areas. "Peace and Development in Mindanao" is a focus area of the Japanese government's Country Assistance Policy for the Philippines, and this project aimed to create jobs and improve incomes of local residents and contribute to the establishment of peace by promoting the development of agriculture, specifically by improving/constructing FMR.</p>		
Main Inputs and Achievements	Improvement/construction of Rural roads and bridges in Bunbalan (4.7 km), Alamada (8.6 km), and Datu Paglas (8.7 km).		
Outputs (The passages in bold letters indicate the outputs pertaining to peacebuilding)	<p>The project was expected to halve the average time for transporting agricultural products to markets, improve the livelihoods of local residents, and improve local residents' lifestyles by improving access to schools and hospitals. However, there exists no specific information about the outputs.</p> <p>Contribution to peacebuilding The project was expected to deliver tangible "peace dividends" to the residents of the target areas, thereby contributing to the establishment of an environment that prevents conflict from recurring in the conflict-affected areas. Selection criteria such as regional balance, extent of poverty, and economic effects were established to avoid creating a sense of unfairness in the selection of target areas. It was pointed out that the improvement/construction of FMR contributed to peacebuilding by developing to the regional economy and increasing exchange among barangays in the areas.²¹</p>		
Related Projects	Mindanao Trust Fund (World Bank)		

²¹ Source: Interview with Mr. Michimasa Numata dated July 11, 2019

24 Grant: Project for Community Development in Conflict-Affected Areas in Mindanao (Roads)

Lanao del Sur, Cotabato del Norte, Maguindanao



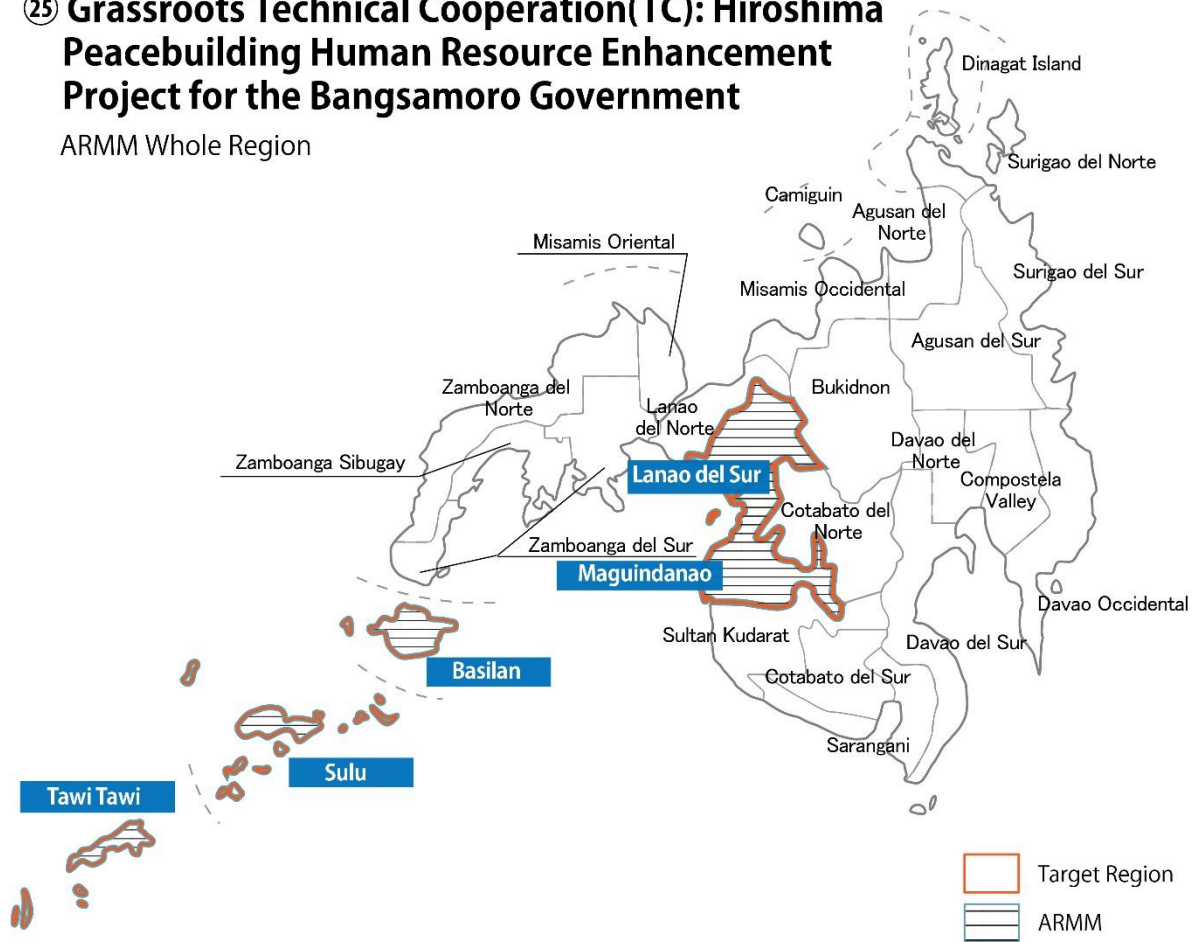
25: Hiroshima Peacebuilding Human Resource Enhancement Project for the Bangsamoro Government in Mindanao, the Philippines

Project Name	(JICA Partnership Program)Hiroshima Peacebuilding Human Resource Enhancement Project for the Bangsamoro Government in Mindanao, the Philippines				
Project Outline	Training for young people likely to work in the new autonomous government in order to enhance their practical skills for government administration and leadership capacity to develop successors, designed based on the outputs of the preceding project entitled Hiroshima Peace-building Human Resource Development Project for the Bangsamoro Government in Mindanao, the Philippines (2014–2016).				
Implementation Period	December 2015–November 2018				
Executing Agency	Bangsamoro Development Agency (BDA)/Hiroshima University	Prefecture, Hiroshima	Target Area	Bangsamoro Autonomous Region in the southern Philippines	
Project Cost	59.95 million yen				
Remarks					
Overall Goal					
Project Purpose	To develop a cohort of young human resources with administrative skills from basic knowledge to leadership capacity, thereby forming the foundation of a human network to support the autonomous government of Bangsamoro.				
Project Background and the Project's Consistency with the Policies of Japan and the Recipient Country	<p>1. Under the preceding project entitled Hiroshima Peace-building Human Resource Development Project for the Bangsamoro Government in Mindanao, the Philippines, young people with a certain level of education were trained to enhance their abilities to execute rural autonomous government administration fairly, efficiently, and with a spirit of prioritizing service to residents. In light of the outputs of the preceding project, it was recognized that understanding the realities of Bangsamoro society, and developing the skills to apply practical knowledge and the capacity to develop successors was necessary for sustainable peace.</p> <p>2. Consistency with the Policies of Japan and the Philippines Like the preceding project, this project supported the process of transitioning to a new autonomous government based on an agreed framework, and was consistent with the policies of the Philippine government. “Peace and Development in Mindanao” is a focus area of the Japanese government’s Country Assistance Policy for the Philippines (April 2012). JICA Country Analysis Paper for the Philippines sets out the medium-term goal of seamlessly providing support for stabilization and development in the region toward the establishment of a new autonomous government after the conclusion of a peacekeeping agreement. The project aimed to further improve the capacities of young government officials and young people with the potential to become government officials to help the new autonomous government succeed.</p>				
Main Inputs and Achievements	Implementation of Mindanao-Hiroshima skill improvement training in Hiroshima and expansion of training program alumni associations				
Outputs (The passages in bold letters indicate the outputs pertaining to peacebuilding)	<p>No information on whether trainees are employed in the new autonomous government has not been reported, but the total of 66 trainees since the preceding project contributed to the establishment of a human network to support the new autonomous government. The trainees have taken the initiative to run alumni associations, and hold local workshops to transfer the skills they have learned to new groups of trainees.</p> <p>Contribution to peacebuilding Under the project, trainees were determined in a strict selection process after a public call for applications; as a result, more than half of the trainees were government officials (including some from the ARMM). Additionally, after the conclusion of the training, trainees visited the areas in which their fellow trainees lived to speak to young people in those areas about their experiences in the training.²² It can be said that these efforts helped strengthen social cohesion in the Bangsamoro, a region with highly diverse ethnic groups and communities.</p>				
Related Projects	Hiroshima Peace-building Human Resource Development Project for the Bangsamoro Government in Mindanao, the Philippines				

²² Source: Report on the Project’s Achievement

25 Grassroots Technical Cooperation(TC): Hiroshima Peacebuilding Human Resource Enhancement Project for the Bangsamoro Government

ARMM Whole Region

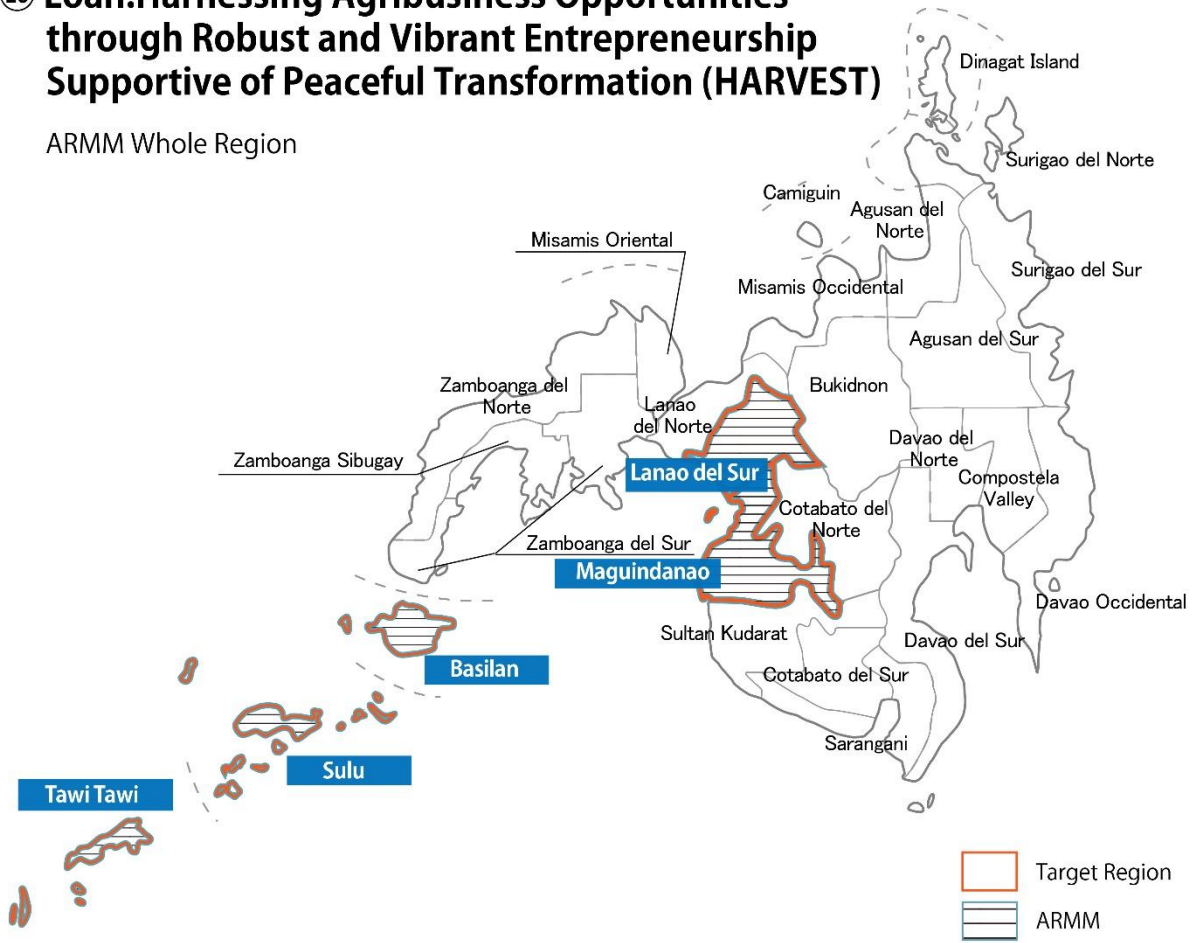


26: Harnessing Agribusiness Opportunities through Robust and Vibrant Entrepreneurship Supportive of Peaceful Transformation

Project Name	(ODA Loan)Harnessing Agribusiness Opportunities through Robust and Vibrant Entrepreneurship Supportive of Peaceful Transformation (HARVEST)		
Project Outline	To provide funds required for agriculture-related investments by private enterprises, and production funding, capital investment, operational budgets for agricultural cooperatives in the ARMM and the surrounding areas.		
Implementation Period	Planned: January 2017–January 2022 (60 months)		
Executing Agency	Land Bank of the Philippines (LBP)	Target Area	ARMM and the surrounding areas
Project Cost	Planned: 6,170 million yen (of which 4,928 million yen is ODA loans from Japan)/Ongoing		
Remarks			
Overall Goal	To contribute to the establishment of peace in the ARMM.		
Project Purpose	To reinvigorate economic activity in the ARMM by improving access to financing in the region, thereby promoting activities that contribute to job creation and improvement of livelihoods.		
Project Background and the Project's Consistency with the Policies of Japan and the Recipient Country	<p>1. With characteristics such as fertile land that is well-suited to growing rice, vegetables, fruits, and other agricultural products, the ARMM has high development potential. However, the region has not fully taken advantage of this potential to develop because of the negative impact of many years of conflict. To improve agricultural productivity and job creation in the region, it is vital to strive to encourage private investment and expand the production of high-value-added products while developing human resources and expanding the capacity of companies and investors, including local residents. To improve access to financing, it is vital to improve the quality and quantity of the services of financial institutions and microfinance institutions.</p> <p>2. Consistency with the Policies of Japan and the Philippines The Mid-Term Philippine Development Plan (2011–2016) identified the issue of harnessing agribusiness opportunities to promote the export of high value-added agricultural products. It is particularly important to harness agribusiness opportunities in the ARMM because the region produces a large portion of the nation's cassava, corn, coffee, and the like. Additionally, the Bangsamoro Development Plan identified the development of the agricultural and fishing industries as a priority issue for guaranteeing food security and promoting job creation. The JICA Country Analysis Paper for the Philippines highlighted the importance of expanding promotion and investment into agro-industry on the strength of agricultural and fishery products—areas of strength for Mindanao—with regard to improving livelihoods in Mindanao and promoting the entire Philippine export industry.</p>		
Main Inputs and Achievements	Two-step loans were provided through LBP.		
Outputs (The passages in bold letters indicate the outputs pertaining to peacebuilding)	<p>The project is expected to improve access to financing for major agribusiness companies, small and medium enterprises and micro enterprises involved in agriculture, and cooperatives and farmers' organizations. However, because it is ongoing, no information on the outputs exists.</p> <p>Contribution to peacebuilding The project is expected to create jobs and contribute to economic development and the establishment of peace in the target areas by improving access to finances for private companies, strengthening cooperatives and farmers' organizations, and more.</p>		
Related Projects			

26 **Loan: Harnessing Agribusiness Opportunities through Robust and Vibrant Entrepreneurship Supportive of Peaceful Transformation (HARVEST)**

ARMM Whole Region



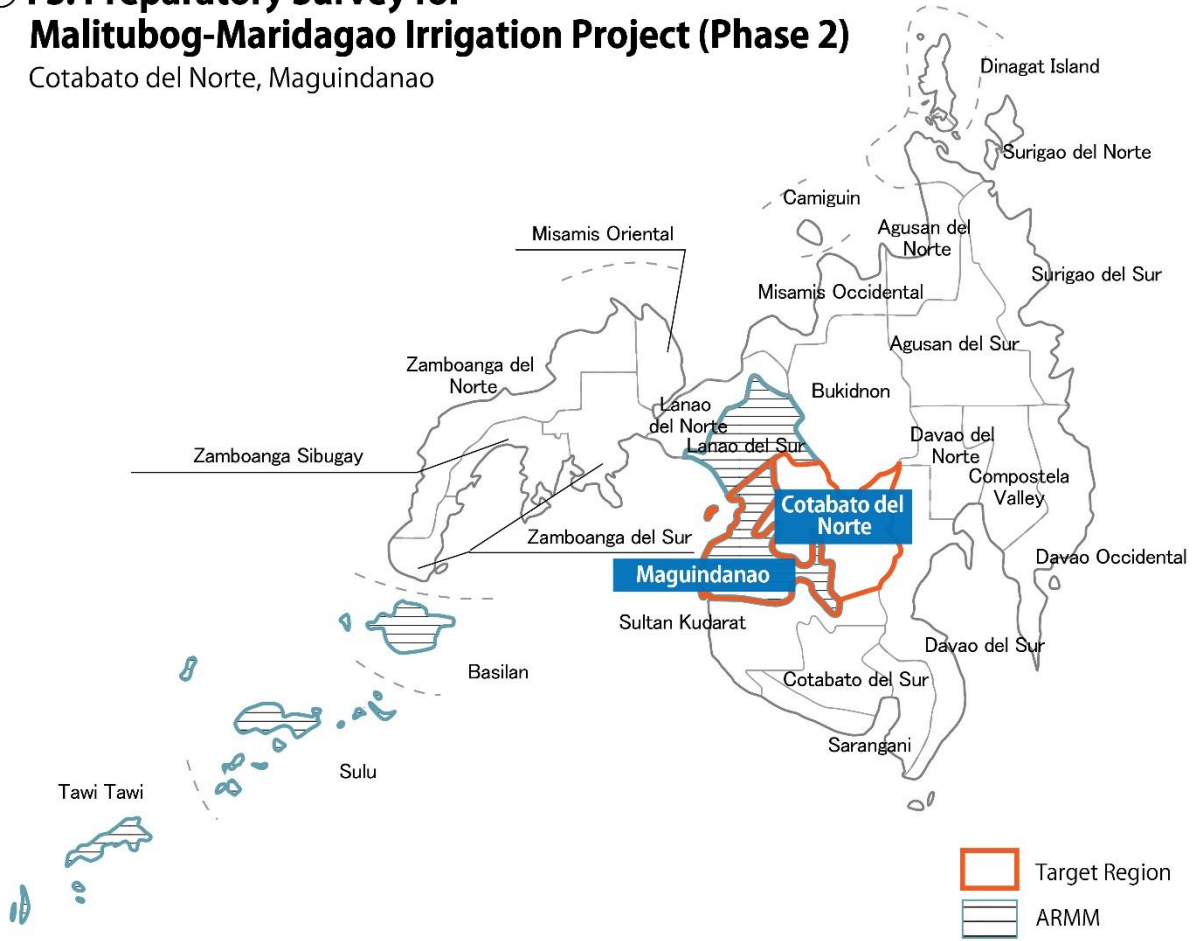
27: Preparatory Study on the Malitubog-Maridagao Irrigation Project

Project Name	(Technical Cooperation, Study)Preparatory Survey on Malitubog - Maridagao Irrigation Project (Phase II)		
Project Outline	To establish irrigation facilities and improve farmers' incomes and living environments in conflict-affected areas in Mindanao.		
Implementation Period	May 2017–September 2018 (17 months)		
Executing Agency	Philippine National Irrigation Agency (NIA)	Target Area	Maguindanao, Cotabato
Project Cost	Plan/Actual: No information		
Remarks			
Overall Goal			
Project Purpose	To establish irrigation facilities and improve farmers' incomes and living environments in the provinces of Maguindanao and Cotabato, thereby contributing to peace and development in those areas.		
Project Background and the Project's Consistency with the Policies of Japan and the Recipient Country	<p>1. With characteristics such as fertile land that is well suited to agricultural production, the target area has high development potential, but this potential has not been realized because of many years of conflict that has prevented sufficient infrastructure investment. Particularly problematic aspects are delays in developing irrigation facilities, farmers' lack of awareness about maintenance, and damage and deterioration to the facilities due to insufficient maintenance caused partly by NIA budget shortfalls.</p> <p>2. Consistency with the Policies of Japan and the Philippines The NIA aims to improve agricultural productivity, and its NIA Corporate Plan (2010–2020) identifies Maguindanao and the rest of the ARMM, and Cotabato and the rest of Region 12 as priority areas for the development of irrigation facilities, as they are the furthest behind. “Peace and Development in Mindanao” was a focus area of the Japanese government’s Country Assistance Policy for the Philippines (2012), and the Japanese government has decided to provide support for infrastructure development and to help people escape from poverty and ensure and establish peace by promoting peaceful processes through development. The JICA Country Analysis Paper for the Philippines (2014) explained the importance of promoting the agricultural sector—an area of strength for Mindanao.</p>		
Main Inputs and Achievements	Formulating plans for improvement/construction of Irrigation and drainage facilities in the western side of the area upstream of Malitubog (roughly 3,000 ha), downstream of Malitubog (roughly 6,600 ha), and in the Pagalungan Expansion Area (roughly 1,000 ha). Additionally, presenting support plan for farmers		
Outputs (The passages in bold letters indicate the outputs pertaining to peacebuilding)	<p>After the feasibility study, it was decided that the irrigation phase II project will be implemented within the budget of the Philippine government.²³</p> <p>Contribution to peacebuilding The project was expected to develop and improve irrigation facilities and farming support services in the target area, thereby reducing poverty and contributing to peacebuilding there, and contributing to socioeconomic development and improving the standard of living of residents in conflict-affected areas.</p>		
Related Projects	Malitubog–Maridagao Irrigation Project I		

²³ Source: Interview with Ms. Sherilyn Aoyama dated July 18, 2019

27 FS: Preparatory Survey for
Malitubog-Maridagao Irrigation Project (Phase 2)

Cotabato del Norte, Maguindanao



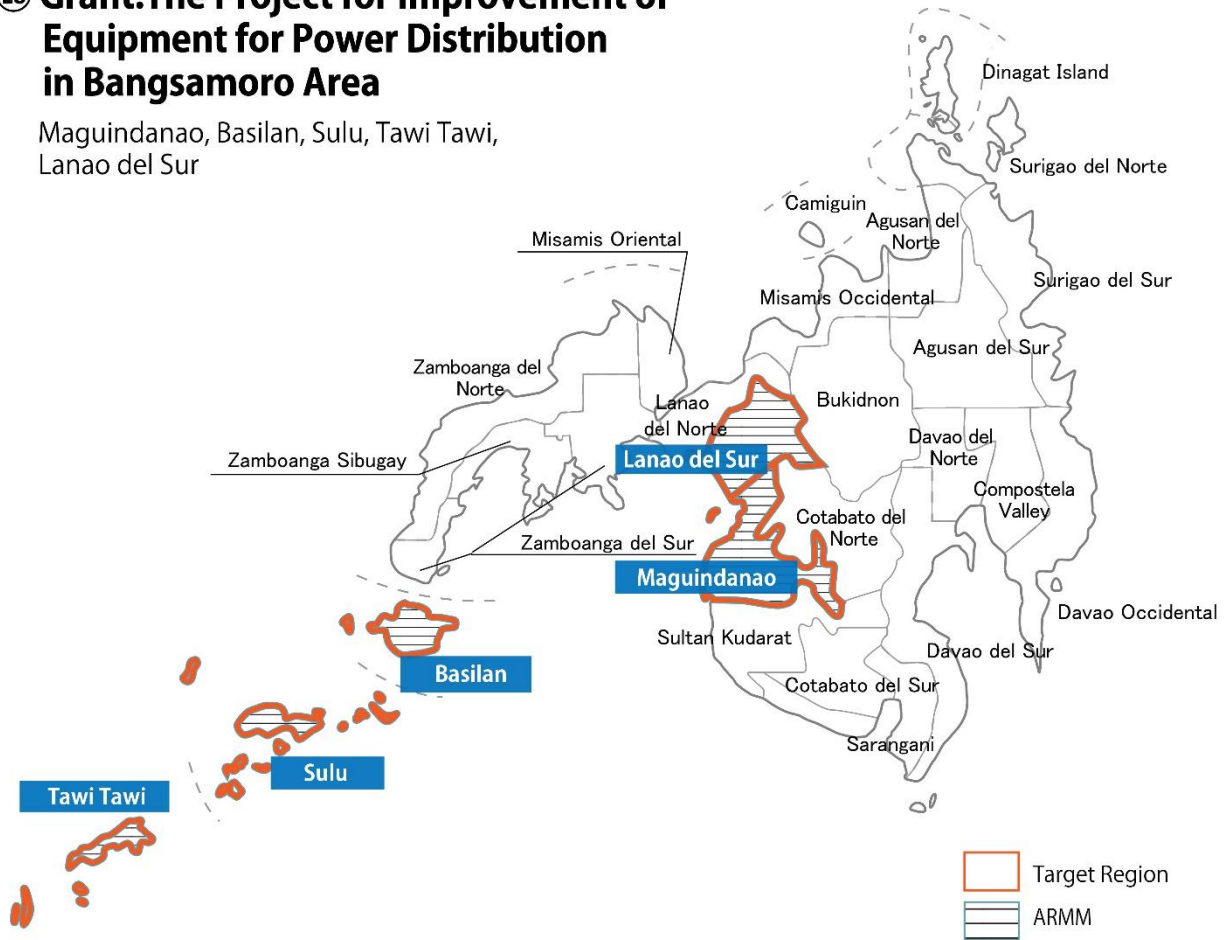
28: Project for Improvement of Equipment for Power Distribution in Bangsamoro

Project Name	(Grant Aid)The Project for Improvement of Equipment for Power Distribution in Bangsamoro		
Project Outline	Procurement of equipment for establishing power grids in the Bangsamoro Autonomous Region, thereby supporting the improvement of power grids and the development of the capacity of electric cooperatives (EC) to establish power grids.		
Implementation Period	Plan: April 2017–March 2019 (40 months)/Actual: Ongoing		
Executing Agency	Counterpart agency: Philippine Department of Energy Supervising agency: Philippine National Electrification Administration (NEA)	Target Area	Bangsamoro Autonomous Region
Project Cost	Plan: 1,252 million yen (Japan side: 771 million yen, Philippines side: 481 million yen)/Actual: No information.		
Remarks	The project is suspended as of July 2019.		
Overall Goal	To contribute to peace and development in Mindanao.		
Project Purpose	To procure equipment for establishing power grids in the Bangsamoro Autonomous Region, thereby supporting the improvement of power grids and the development of the capacity of electric cooperatives (EC) to establish power grids in an effort to stabilize and strengthen the foundation of the electric power supply in the areas.		
Project Background and the Project's Consistency with the Policies of Japan and the Recipient Country	<p>1. At 35%, the household electrification rate of the Bangsamoro Autonomous Region is so much lower than the national average of 87% that it constrained the economic development of the areas. Power distribution projects outside urban areas in the Philippines are managed by EC in each area under the NEA, and seven EC were managing the power grids under their jurisdiction in the Bangsamoro Autonomous Region. However, the deterioration of the grids has increased distribution losses and heightened the risk of blackouts due to defects in distribution facilities.</p> <p>2. Consistency with the Policies of Japan and the Philippines The Bangsamoro Development Plan (2016–2022)—a plan that supports policy formulation through the Comprehensive Capacity Development Project for Bangsamoro—explains the importance of inclusively and fairly developing the transportation and electric power infrastructure needed to invigorate economic activity, and thus ranks the proper establishment and upgrading of power distribution facilities as a priority project. Additionally, the NEA has set out a vision to achieve a household electrification rate of 100% in all areas of the Philippines under EC jurisdiction by 2020. The Japanese government strived to improve the quality of electric power supply in the target areas on the basis of its fundamental policy to support the implementation of economic cooperation toward the realization of inclusive growth.</p>		
Main Inputs and Achievements	Procurement of eight vehicles with elevating work platforms, eight digger derricks, and power distribution equipment including electricity poles and wires, and pole-mounted transformers		
Outputs (The passages in bold letters indicate the outputs pertaining to peacebuilding)	<p>As of July 2019, the electricity poles and vehicles with elevating work platforms had been procured and sent from Japan. Additionally, the Philippine side's counterpart fund budget (including money for taxes (namely VAT)) had not been secured. Normally, these projects include the installation work to establish the power grids, but Japanese engineers cannot access the sites because of safety concerns; thus, the scope of the project was limited to provision of equipment.²⁴</p> <p>Contribution to peacebuilding The project was expected to contribute to peacebuilding in the Bangsamoro Autonomous Region by delivering noticeable “peace dividends” to the residents of the region through the stabilization and strengthening of the foundation of the electric power supply, which would improve social services and promote industrial development in the region.</p>		
Related Projects	Comprehensive Capacity Development Project for Bangsamoro		

²⁴ Source: Interview with Ms. Yoshiko Sano of the JICA Philippines Office dated July 22, 2019

28 **Grant: The Project for Improvement of Equipment for Power Distribution in Bangsamoro Area**

Maguindanao, Basilan, Sulu, Tawi Tawi, Lanao del Sur



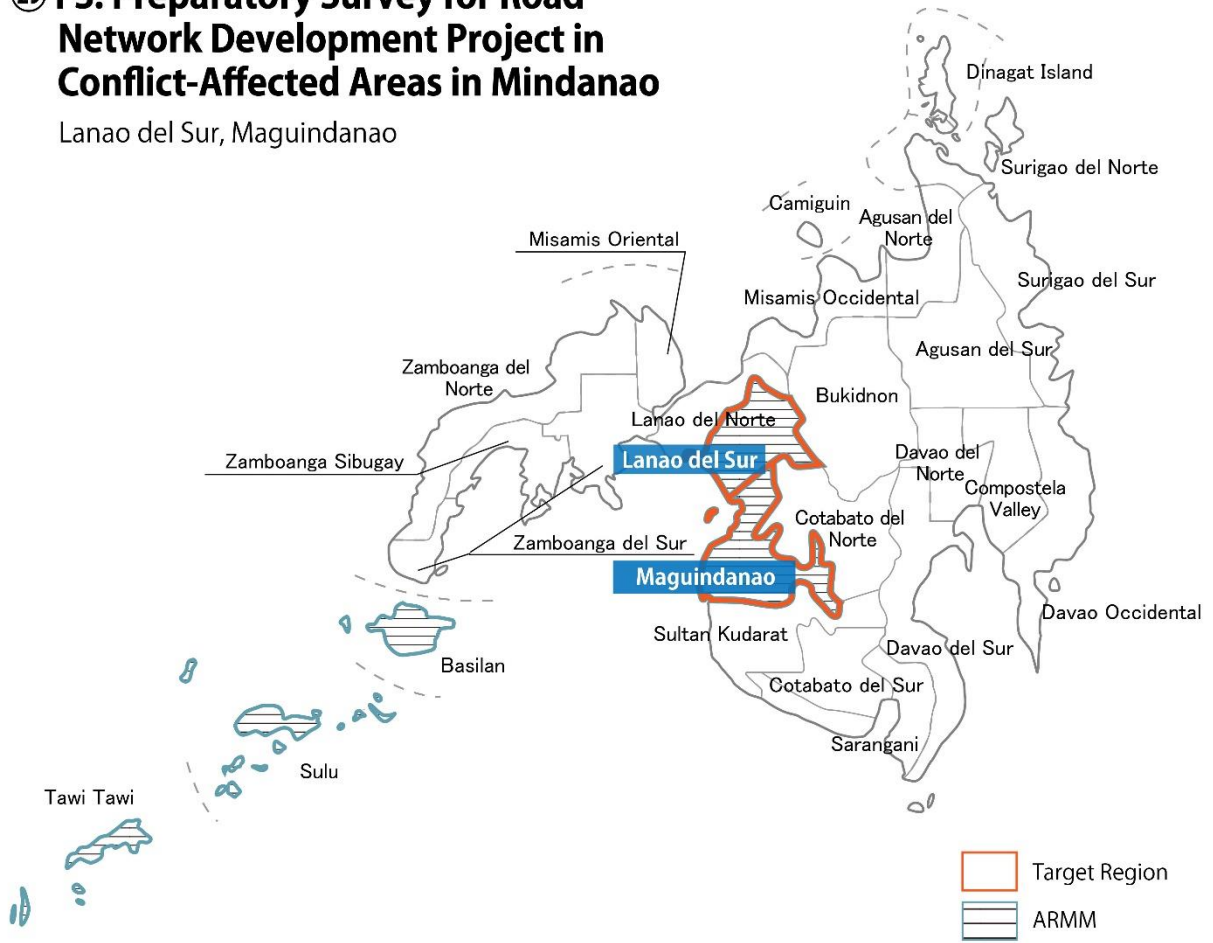
29: Preparatory Survey for Road Network Development Project in Conflict-Affected Areas in Mindanao

Project Name	(Study)Preparatory Survey for Road Network Development Project in Conflict-Affected Areas in Mindanao		
Project Outline	To improving/constructing roads that connect to arterial highways between cities in conflict-affected areas in Mindanao.		
Implementation Period	August 2017–June 2018		
Executing Agency	Philippine Department of Public Works and Highways	Target Area	Lanao del Sur, Maguindanao
Project Cost	Plan: USD 270.44 million (of which USD 202.04 million is ODA loans)		
Remarks			
Overall Goal	To invigorate the economy, reduce poverty, and contribute to the establishment of peace in the Bangsamoro Autonomous Region.		
Project Purpose	To facilitate the movement of traffic and goods and improve interregional and intraregional connectivity by improving/constructing roads that connect to arterial highways between cities.		
Project Background and the Project's Consistency with the Policies of Japan and the Recipient Country	<p>1. Development of the road network in the Bangsamoro Autonomous Region is delayed. In fact, the Bangsamoro Development Plan II—the formulated by JICA supported in 2016—explained that the regional road density is less than half the national average, and thus identified the issue of improving/constructing roads to facilitate the movement of traffic and goods and improve interregional and intraregional connectivity.</p> <p>2. Consistency with the Policies of Japan and the Philippines</p> <p>AmBisyon Natin 2040, the Philippine government's long-term vision, aims to accelerate infrastructure development to stimulate socioeconomic growth. Additionally, the government's master plan for the road network of the ARMM calls for raising the density and proportion of paved roads in the region's network to the national averages, and sets out road network development scenarios that virtually eliminate missing links. The project was selected as one of the 27 priority projects under the Bangsamoro Development Plan. Furthermore, the Mindanao Development Authority (MinDA) unveiled a vision for a Mindanao Development Corridor, and identified infrastructure development as a critical strategic approach. The target roads under the Project are those that will supplement the development of the Corridor.</p> <p>"Peace and Development in Mindanao" was a focus area of the Japanese government's assistance policy for the Philippines (April 2018), and the JICA Country Analysis Paper for the Philippines (November 2014) explained the need to form frameworks for providing support that contributes to poverty reduction, livelihood improvement, and regional infrastructure development.</p>		
Main Inputs and Achievements	Improvement/construction of roads that connect to arterial highways between cities (roughly 72.9 km) and improvement of (roughly 6.0 km), pavement of roads in the city of Marawi and improvement (roughly 23 km), and consulting services.		
Outputs (The passages in bold letters indicate the outputs pertaining to peacebuilding)	<p>Under the project, surveys were conducted to prepare for the Road Network Development Project in Conflict-Affected Areas in Mindanao, which determined the purpose, outline, and cost of the project, the implementation schedule and methods (procurement/construction), systems for implementation and operation and maintenance, social and environmental considerations; and more.</p> <p>Contribution to peacebuilding</p> <p>The implementation of road improvement/construction projects based on the results of the surveys were expected to contribute to peacebuilding through (1) the creation of jobs by employing former soldiers and others as laborers for road improvement/construction and maintenance, and (2) the expansion and diversification of economic activity and spheres of living of conflict-affected people by providing social services to communities that previously did not have access roads.²⁵</p>		
Related Projects	Infrastructure (Road Network) Development Survey in the Autonomous Region in Muslim Mindanao, Comprehensive Capacity Development Project for Bangsamoro		

²⁵ Source: A summary of the Final Report on the Preparatory Survey

29 FS: Preparatory Survey for Road Network Development Project in Conflict-Affected Areas in Mindanao

Lanao del Sur, Maguindanao



30: Program for the Support for Rehabilitation and Reconstruction of Marawi City and its Surrounding Areas

Project Name	(Grant Aid)Program for the Support for Rehabilitation and Reconstruction of Marawi City and its Surrounding Areas		
Project Outline	Providing budget support to the Philippine Department of Finance to build and repair schools, hospitals, improve/construct roads and bridges in line with the Philippine government's Comprehensive Rehabilitation and Recovery Plan (CRRP).		
Implementation Period	Plan: May 2018–April 2020		
Executing Agency	Philippine Department of Finance	Target Area	Marawi City and its surrounding areas in the province of Lanao del Sur
Project Cost	Plan: Envisioned scale of total funding for all programs targeted for support: 46.6 billion PHP (equivalent to 104.8 billion yen), Japan side Project assistance: 2 billion yen (equivalent to 17.7 million USD) (2 years)		
Remarks			
Overall Goal	To contribute to stabilization of Marawi and its surrounding areas, and the reconstruction of the lifestyles of affected people in the target area.		
Project Purpose	To help the implementing agencies of the Philippine government, support for the rehabilitation and recovery of the city of Marawi by providing budget support on the assumption of maximum utilization of the country's systems and frameworks based on the Philippine government's CRRP for Marawi.		
Project Background and the Project's Consistency with the Policies of Japan and the Recipient Country	<p>1. The target areas are located in one of the poorest regions in the Philippines, and armed conflict between the Philippine armed force and Islamic extremist groups was causing devastating damage and displacing many people. Although the Philippine government had organized rehabilitation and recovery projects, they required budget support from the global community because of budget shortfalls.</p> <p>2. Consistency with the Policies of Japan and the Philippines Support for the rehabilitation and recovery of the city of Marawi and its surrounding areas was the responsibility of the Task Force Bangon Marawi (TFBM), an inter-government task force established by government ordinance. TFBM formulated the Comprehensive Rehabilitation and Recovery Plan (CRRP). In July 2017, the Japanese government decided to contribute USD 2 million (roughly 220 million yen) through the World Food Program (WFP) and the United Nations Children's Fund (UNICEF) as emergency grant aid to provide support to the city of Marawi and its surrounding areas for food, water, and sanitation for internally displaced people. Additionally, at a Japan-Philippines Summit, Japan pledged to provide the maximum level of support for the rehabilitation and recovery of the city of Marawi and its surrounding areas.</p>		
Main Inputs and Achievements	Provision of budget support based on the CRRP.		
Outputs (The passages in bold letters indicate the outputs pertaining to peacebuilding)	<p>No information is reported on the outputs of the Project because of on-going project. Ex-post evaluations should confirm information such as the number of people who receive benefits through the selected subprojects.</p> <p>Contribution to peacebuilding The stabilization of the city of Marawi and its surrounding areas is a critical element for the stability of Mindanao, and the rapid rehabilitation and recovery of the region by the Philippine government was expected to contribute to building confidence in the Philippine government.</p>		
Related Projects	Emergency Grant Aid through WFP and UNICEF, Preparatory Survey for Road Network Development Project in Conflict-Affected Areas in Mindanao		

30 Grant: The Program for the Support for Rehabilitation and Reconstruction of Marawi City and Its Surrounding Areas

Malawi City

