

Country/entity	Philippines Mindanao
Region	Asia and Pacific
Agreement name	Guidelines for the Operationalization of the Bangsamoro Normalization Trust Fund
Date	14 Dec 2017
Agreement status	Multiparty signed/agreed
Interim arrangement	Yes

Agreement/conflict level Intrastate/intrastate conflict

Philippine Insurgencies (1968 -)

The Maoist Insurgencies (1968 -)

Philippines-NDF

The Philippines have been defined by a series of center-periphery and often ideologically Maoist, separatist insurgencies. The Communist Party of the Philippines (CPP), began its war against the central Philippine government in 1968 through their armed wing – the New People’s Army (NPA). Further legitimacy was gained through the establishment of the National Democratic Front (NDF) in 1973. Grievances were predominantly opposed to the corruption and repression under the authoritarian Marcos regime.

Philippines-Cordillera

With the overthrow of Marcos’ regime in 1986, the CPP factionalized further to take on more localized characteristics. The Cordillera Peoples Liberation Army (CPLA) broke away from the NDF in 1986 to focus on the protection of the Cordilleran people and land in northern Luzon. Hostilities were formally ended in July 2011, with an agreement signed between the central government, the CPLA and the Cordillera Bodong Administration (CBA) that allowed for the absorption of CPLA fighters into the Philippine Army and the re-working of the CBA-CPLA into a socio-development organisation.

Philippines-RPM-P

Meanwhile, purge among the CPP in the early 1990s, encouraged the formation of a parallel party, the Revolutionary Workers Party (RPM-P). Their armed wing, the Alex Boncayao Brigade (ABB) which had carried out a number of assassinations during the 1980s at the bequest of the CPP, followed suit and allied themselves with the RPM-P in 1997 forming the (RPM-P-RPA-ABB). Severely weakened by the split with the CPP and with the arrest of several key figures, the RPM-P-RPA-ABB signed a peace agreement in December 2000, which encouraged the RPM-P’s branch in Mindanao to break away in 2001.

The CPP-NPA has only participated in intermittent talks with the government. Talks halted in 2004 when Gloria Macapagal-Arroyo’s administration sought closer ties with the U.S. in the war on terror and added the CPP-NPA to the list of terrorist organisations, renewing violence. Following the launch of a counter-insurgency by the Philippine government, negotiations have been further delayed due to suspected internal differences between the CPP ‘old guard’ and younger members.

The Moro Insurgency (1968 -)

Philippines-Mindanao

The Moro Insurgency began in 1968, in Mindanao and the Sulu archipelago after the killing of Moro Commandos, the so-called Jabidah Massacre, by the Philippine Army following a plot to invade Sabah province in Malaysia. The Moro National Liberation Front (MNLF) captured a swath of territory in the mid-1970s. In an attempt to stem the violence, the constitution was reformed and Autonomous Region in Muslim Mindanao (ARMM) was created 1990 granting a devolution of power to the provinces of Lanao del Sur, Maguindanao, Sulu and Tawi-Tawi. Following the establishment of the ARMM, the MNLF splintered into a range of smaller groups including Islamic factions such as the

Stage	Implementation/renegotiation
Conflict nature	Territory
Peace process	Philippines - Mindanao process
Parties	For the GPH: USEC. Nabila A. Tan, Chair, GPH Implementing Panel For the MILF: Mohagher Iqbal, Chair, MILF Implementing Panel
Third parties	Signed in the presence of: Dato' Kamarudin Bin Mustafa, Malaysian Facilitator and/or Special Adviser
Description	Agreement pertains to the operation of the Bangsamoro Trust Fund and expresses support for the Comprehensive Agreement on the Bangsamoro

Agreement document [PH_171214 Guidelines for the Operationalization BNTF.pdf \(opens in new tab\)](#) | [Download PDF](#)

Groups

Children/youth	<p>Groups→Children/youth→Substantive Page 2, III Scope and Coverage,</p> <p>c. Project Types</p> <p>Economic facilitation for return to normal life affecting combatant and non-combatant elements of the MILF, indigenous peoples, women, children, and internally displaced persons</p> <p>Page 4, VIII. Sustainability Strategies and Mechanisms</p> <p>a. Genuine participation of beneficiaries - women, men, youth, and children - in all aspects of project implementation. People with special needs such as widows, orphans, amnesty grantees, released political prisoners and detainees, IPs, PWDs, IDPs, elderly, shall be given appropriate support;</p>
Disabled persons	No specific mention.
Elderly/age	No specific mention.
Migrant workers	No specific mention.
Racial/ethnic/national group	No specific mention.

Religious groups No specific mention.

Indigenous people Groups→Indigenous people→Substantive
Page 2, III Scope and Coverage,

c. Project Types

Economic facilitation for return to normal life affecting combatant and non-combatant elements of the MILF, indigenous peoples, women, children, and internally displaced persons

Other groups No specific mention.

Refugees/displaced persons Groups→Refugees/displaced persons→Substantive
Page 2, III Scope and Coverage,

c. Project Types

Economic facilitation for return to normal life affecting combatant and non-combatant elements of the MILF, indigenous peoples, women, children, and internally displaced persons

Social class No specific mention.

Gender

Women, girls and gender

Page 2, III Scope and Coverage,

c. Project Types

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Page 4, VIII. Sustainability Strategies and Mechanisms

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Men and boys

Gender→Men and boys→Gender neutral wording

Page 4, VIII. Sustainability Strategies and Mechanisms

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LGBTI

No specific mention.

Family

Page 1, III Scope and Coverage,

b. Sectoral

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Families of the DCs

State definition

Nature of state (general)

No specific mention.

State configuration

No specific mention.

Self determination

No specific mention.

Referendum

No specific mention.

State symbols No specific mention.

**Independence/
secession** No specific mention.

**Accession/
unification** No specific mention.

Border delimitation No specific mention.

**Cross-border
provision** No specific mention.

Governance

**Political
institutions (new or
reformed)** No specific mention.

Elections No specific mention.

**Electoral
commission** No specific mention.

**Political parties
reform** No specific mention.

Civil society No specific mention.

**Traditional/
religious leaders** No specific mention.

**Public
administration** No specific mention.

Constitution No specific mention.

Power sharing

**Political power
sharing** No specific mention.

**Territorial power
sharing** No specific mention.

Economic power sharing Power sharing→Economic power sharing→Other
Page 2, V. BNTF Fund Management Structure

Oversight Body

The GPH and MILF Peace Panels shall constitute and serve as the Oversight Body for the BNTF. It shall be responsible for the strategic policy directions and guidance for the BNTF, specifically its objectives, purpose, scope, coverage, and allocation of funds.

Either Party may exercise veto power on decisions made by the Steering Committee.

Page 3, Composition of the Steering Committee

The Steering Committee shall be composed of.

- a. Two (2) representatives each from the GPH and MILF. Any panel member may sit as one of the two representatives each from the GPH and MILF to the Steering Committee.
- b. Two (2) representatives from the contributors to the Fund to be identified among themselves
- c. Representative from the Fund Manager as ex-officio and non-voting member

Military power sharing No specific mention.

Human rights and equality

Human rights/RoL general No specific mention.

Bill of rights/similar No specific mention.

Treaty incorporation No specific mention.

Civil and political rights No specific mention.

Socio-economic rights No specific mention.

Rights related issues

Citizenship No specific mention.

Democracy No specific mention.

Detention procedures No specific mention.

Media and communication No specific mention.

Mobility/access No specific mention.

Protection measures No specific mention.

Other No specific mention.

Rights institutions

NHRI No specific mention.

Regional or international human rights institutions No specific mention.

Justice sector reform

Criminal justice and emergency law No specific mention.

State of emergency provisions No specific mention.

Judiciary and courts No specific mention.

Prisons and detention No specific mention.

Traditional Laws No specific mention.

Socio-economic reconstruction

Development or socio-economic reconstruction No specific mention.

National economic plan No specific mention.

Natural resources No specific mention.

Background and Rationale

The Bangsamoro Normalization Trust Fund (BNTF) is the multi-donor trust fund envisioned by the parties in the Framework Agreement on the Bangsamoro (FAS) and its Annex on Normalization through which urgent support, recurrent and investment budget cost will be released with efficiency, transparency and accountability in support of the process of normalization, whereby former combatants, their communities, and other vulnerable sectors can achieve their desired quality of life, including the pursuit of sustainable livelihood and political participation within a peaceful deliberative society. It expresses the commitment of the Government of the Philippines (GPH) and the Moro Islamic Liberation Front (MILF) and the international community to the full implementation of the Comprehensive Agreement on the Bangsamoro (CAB).

Objective and Purpose

The purpose of the BNTF is to finance, coordinate and oversee delivery of assistance from international partners and other donors in the implementation of the normalization process, particularly for rehabilitation, reconstruction and development of Bangsamoro communities with special regard to decommissioned MILF combatants and vulnerable sectors.

The BNTF is to assist MILF combatants and their communities achieve their desired quality of life in a peaceful and inclusive manner.

The BNTF will also assist in the development of six (6) previously acknowledged MILF Camps with the end in view of transforming these areas into peaceful and productive communities.

III. Scope and Coverage a. Geographic Coverage

Bangsamoro communities

Other areas where decommissioned combatants (DCs) are located

Six previously acknowledged MILF camps

Sectoral

Decommissioned Combatants

Families of the DCs

Non-combatant MILF elements

Vulnerable individuals and sectors in the Bangsamoro

1 See Annex on Normalization, Part G, item 5, and GPH-MILF Joint Statement on 11 February 2016 in Kuala Lumpur, Malaysia.

Page 2...

Project Types

Economic facilitation for return to normal life affecting combatant and non-combatant elements of the MILF, indigenous peoples, women, children, and internally displaced persons

Impact programs to address imbalances in development and infrastructures

Capacity building, institutional strengthening and operational requirements of normalization and transitional mechanisms

Psycho-social healing and reconciliation

Transitional justice and reconciliation initiatives

Other project types as may be agreed by Parties

Funding Sources

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GPH 2

International donor agencies

Business	No specific mention.
Taxation	No specific mention.
Banks	No specific mention.

Land, property and environment

Land reform/rights	No specific mention.
Pastoralist/ nomadism rights	No specific mention.
Cultural heritage	No specific mention.
Environment	No specific mention.
Water or riparian rights or access	No specific mention.

Security sector

Security Guarantees	No specific mention.
Ceasefire	No specific mention.
Police	No specific mention.
Armed forces	No specific mention.
DDR	No specific mention.
Intelligence services	No specific mention.
Parastatal/rebel and opposition group forces	No specific mention.
Withdrawal of foreign forces	No specific mention.

Corruption	No specific mention.
Crime/organised crime	No specific mention.
Drugs	No specific mention.
Terrorism	No specific mention.

Transitional justice

Transitional justice general	No specific mention.
Amnesty/pardon	No specific mention.
Courts	No specific mention.
Mechanism	No specific mention.
Prisoner release	No specific mention.
Vetting	No specific mention.
Victims	No specific mention.
Missing persons	No specific mention.
Reparations	No specific mention.
Reconciliation	No specific mention.

Implementation

UN signatory	No specific mention.
Other international signatory	No specific mention.
Referendum for agreement	No specific mention.

International mission/force/similar

No specific mention.

Enforcement mechanism

No specific mention.

Related cases

No specific mention.

Source

<https://peace.gov.ph/wp-content/uploads/2017/12/2017-12-14-Guidelines-for-the-Operationalization-BNTF.pdf>
