

Country/entity	Philippines Mindanao
Region	Asia and Pacific
Agreement name	Terms of Reference for Sajahatra Bangsamoro
Date	11 Apr 2013
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	Government/territory
Peace process	Philippines - Mindanao process
Parties	Miriam Coronel-Ferrer, Panel Chair on behalf of the Government of the Philippines; Mohagher Iqbal, Panel Chair on behalf of the Moro Islamic Liberation Front
Third parties	Signed in the presence of: Tengku Dato' Ab Ghafar Tengku Mohamed, Malaysian Facilitator
Description	The Agreement provides Terms of References for the Sajahatra Bangsamoro development program, which details how the GPH and MILF Task Forces will coordinate to develop health, education, and livelihood in Bangsamoro, with the implementation of the Joint Coordination Committee to implement and supervise the Program.

Agreement document [PH_130411_TOR for Sajahatra Bangsamoro.pdf \(opens in new tab\)](#) | [Download PDF](#)

Groups

Children/youth No specific mention.

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 No specific mention.

Other groups No specific mention.

Refugees/displaced persons No specific mention.

Social class No specific mention.

Gender

Women, girls and gender Page 4, 5. Sajahatra Mode of Delivery
5.2. Implementation -- 5.2.3. Field Implementation – The MILF shall establish its PMT that will be responsible for the following: Field Implementation – The MILF shall establish its Project Management Team that will be responsible for the following: a) Identify all individual and community beneficiaries for the Program, always guided by the principles of inclusiveness and gender balance.

Men and boys No specific mention.

LGBTI No specific mention.

Family No specific mention.

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 No specific mention.

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 Rights related issues→Media and communication→Governance of media
Page 3, 5.2 Implementation
5.2.1. The Joint Coordination Committee Functions
e) Approves and implements communication plan for Sajahatra Bangsamoro;

Mobility/access No specific mention.

Protection measures Rights related issues→Protection measures→Other
Page 1, 3. Program Description of Sajahatra Bangsamoro -- The Sajahatra Bangsamoro Program shall deliver health, education, and livelihood services to priority MILF communities and targeted individual beneficiaries. This shall be focused on quick-gestation, high-impact, social protection type programs and will be implemented the duration of which shall be determined by both parties. Services to be delivered shall include:

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

Socio-economic reconstruction→Development or socio-economic reconstruction→Socio-economic development

Page 1, 2. Definition of Terms

2.1. MILF Task Force Sajahatra – the task force created by the MILF through a Resolution of the Central Committee (CC) of the Moro Islamic Liberation Front, dated 7 March 2013 at Camp Darapanan, tasked to deal closely with the GPH Task Force on Bangsamoro Development

2.2. GPH Task Force on Bangsamoro Development – the task force created by the Government of the Philippines through Administrative Order No. 37, series 2013.

2.3. Sajahatra Bangsamoro – a development program jointly implemented by the GPH and the MILF that aims to uplift and develop the health, education and livelihood conditions of Bangsamoro communities.

Page 1, 3. Program Description of Sajahatra Bangsamoro -- The Sajahatra Bangsamoro Program shall deliver health, education, and livelihood services to priority MILF communities and targeted individual beneficiaries. This shall be focused on quick-gestation, high-impact, social protection type programs and will be implemented the duration of which shall be determined by both parties. Services to be delivered shall include:

(i) health insurance through PhilHealth;

(ii) upgrading of community-based health services through the Department of Health (DOH);

(iii) provision of college scholarships through the Commission on Higher Education (CHED);

(iv) provision of community-based technical-vocational training through the Technical Education and Skills Development Authority (TESDA);

(v) educational assistance to madaris and private schools through the Department of Education (DepEd);

(vi) a supplemental feeding program and

(vii) support to daycare centers through the Department of Social Welfare and Development (DSWD);

(viii) in the initial three months after every provincial launch, livelihood assistance through the Cash for Work Program, also from the DSWD.

Page 1, 3. Program Description of Sajahatra Bangsamoro -- [...] Subsequent livelihood support through the Department of Agriculture (DA) will be identified through a community-based livelihood needs assessment for which support from the World Bank as the Secretariat of the Mindanao Trust is being requested. Subsequent livelihood support through the Department of Agriculture (DA) will be identified through a community-based livelihood needs assessment for which support from the World Bank as the Secretariat of the Mindanao Trust is being requested.

Page 2, 4. GPH's and MILF's Task Forces for the Sajahatra Bangsamoro

4.1. Both the GPH and MILF will have their respective Task Forces that will be the mechanism that each party will utilize in accomplishing their respective roles and mandates under Sajahatra Bangsamoro.

4.2. For the MILF, the MILF Task Force Sajahatra was created by the Central Committee under a resolution date 7 March 2013.

4.3. For the GPH, the GPH Task Force on Bangsamoro Development was created under Administrative Order 37 dated 13 February 2013.

5. Sajahatra Bangsamoro Mode of Delivery, 5.1. Coordination within MILF/GPH

5.1.1. All coordination from the MILF shall be down through

5.1.2. All coordination from the GPH Government Agencies shall be done through the GPH Task Force for Bangsamoro Development

National economic plan No specific mention.

Natural resources No specific mention.

International funds Page 1, 3. Program Description of Sajahatra Bangsamoro
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Subsequent livelihood support through the Department of Agriculture (DA) will be identified through a community-based livelihood needs assessment for which support from the World Bank as the Secretariat of the Mindanao Trust is being requested. [...]

Business No specific mention.

Taxation No specific mention.

Banks Socio-economic reconstruction→Banks→International finance
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Subsequent livelihood support through the Department of Agriculture (DA) will be identified through a community-based livelihood needs assessment for which support from the World Bank as the Secretariat of the Mindanao Trust is being requested. [...]

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	Page 2, 5. Sajahatra Mode of Delivery 5.2. Implementation -- [...] The JCC functions include: d) Established security protocols in coordination with the GPH-CCCH and the MILF Coordinating Committees on the Cessation of Hostilities (CCCH);
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	Signed in the presence of: Tengku Dato' Ab Ghafar Tengku Mohamed, Malaysian Facilitator
Referendum for agreement	No specific mention.
International mission/force/similar	No specific mention.
Enforcement mechanism	No specific mention.
Related cases	No specific mention.
Source	UN Peacemaker http://peacemaker.un.org/philippines-TOR-sajahatrabangsamoro2013
