The overarching goal of FAO’s SPAFAD-BARMM is to uplift the well-being of the Bangsamoro people by improving their food security and nutrition, and bring about rural progress in the Bangsamoro region through the development of resilient agriculture- and fisheries-based livelihoods and enterprises, institutionalization of risk-informed shock-responsive social protection, and equitable and sustainable use and management of natural resources.

Target areas include the provinces of Maguindanao, Lanao del Sur, Basilan, Sulu, Tawi-Tawi, and cities of Cotabato, Lamitan and Marawi.

The programme will run for 5 years (July 2020 to June 2025).

The total proposed budget for SPAFAD-BARMM is USD 28,230,614.

Partners in the programme include the Ministry of Agriculture, Fisheries, and Agrarian Reform (MAFAR), Ministry of Indigenous Peoples’ Affairs (MIPA), Ministry of Environment, Natural Resources and Energy (MENRE), Ministry of Interior and Local Government (MILG), Ministry of Social Services and Development (MSSD), Ministry of Trade, Industry and Tourism (MTIT), Ministry of Health (MOH), Ministry of Basic, Higher, and Technical Education (MBHTE), local government units (LGUs), academe, community-based organizations (CBOs), and non-government organizations (NGOs)
Introduction

The Strategic Programme for Agriculture, Fisheries and Agribusiness Development in the Bangsamoro Autonomous Region in Muslim Mindanao (SPAFAD-BARMM) lays out the priorities for technical cooperation between the Food and Agriculture Organization of the United Nations (FAO) and the BARMM regional government from 2020 to 2022. The BARMM, created through the enactment of the Bangsamoro Organic Law, or Republic Act No. 11054 in July 2018, replaced the Autonomous Region in Muslim Mindanao (ARMM). BARMM comprises the provinces of Basilan, Lanao del Sur, Maguindanao, Sulu and Tawi-Tawi; the cities of Marawi, Lamitan and Cotabato; and the 63 barangays of North Cotabato. BARMM’s estimated population currently stands at around 4.048 million.

The FAO SPAFAD is consistent with the vision of Bangsamoro Development Plan (BDP) of a united, enlightened, self-governing, peaceful, just, morally upright, and progressive region. It fully supports the BARMM mission of ensuring that the necessary conditions are in place for enduring peace and sustained socio-economic development suitable to the systems of life, needs and aspirations of its peoples by providing services to communities, ensuring multi-stakeholder participation, and facilitating appropriate partnerships. The FAO SPAFAD is also aligned with the development goals of the BDP 2020–2022, which are to:

1. establish the foundations for an inclusive transparent, accountable and efficient governance;
2. uphold peace, security, public order and safety, and respect for human rights;
3. create a favorable enabling environment for inclusive and sustainable economic development;
4. promote Bangsamoro identity, cultures and diversity;
5. ensure access to and delivery of quality services for human capital development;
6. harness technology and innovations to increase socio-economic opportunities and improve government services;
7. increase strategic and climate-resilient infrastructure to support sustainable socio-economic development in the Bangsamoro region; and
8. improve ecological integrity, and promote and enhance climate change adaptation, and disaster risk reduction to sustain resilience of communities.

Furthermore, this programme is framed to align with the 2030 Sustainable Development Goals and contributes to SDG 1 (Reduce Poverty), SDG 2 (Zero Hunger), SDG 8 (Decent Work and Economic Growth), SDG 12 (Reducing Inequalities), SDG 13 (Climate Change), SDG 14 (Life Underwater), SDG 15 (Life on Land), and SDG 16 (Peace Justice and Strong Institutions).

Likewise, it aligns with the vision of the Government of the Philippines’ Mindanao Strategic Development Framework 2010–2020 for a peaceful and socially inclusive Mindanao with a strong, sustainable, competitive, ICT-driven, agri-industrial, and resource-based economy that is responsive to local and global opportunities.
Moreover, the proposed programme aligns with the 12-point Priority Agenda of the BARMM regional government. The Agenda aims to set up and implement programmes and projects that will respond to the pressing social and economic challenges in the Bangsamoro such as poverty, education, health, access to clean water and electricity, job opportunity, agricultural productivity, and access to capital market. It will also pursue the assessment of the status of region’s forests, watersheds and other natural resources to ensure environmental protection, conservation and management. Closely monitor and regulate the operation of mining and other related industries to strictly comply with environmental laws and policies. Lastly, the Agenda will explore and harness economic potentials and comparative advantages to include Halal Industry, the Liguasan Marsh, watersheds, potential tourist destinations and other natural resources to boost economic development in the Bangsamoro.

Similarly, FAO SPAFAD also aligns with the current direction of FAO as stated in the Country Programming Framework 2018–2024 that emphasizes: (a) improved nutrition for all; (b) expanded opportunities in agriculture, fisheries, and forestry (AFF) and ensured ecological integrity, clean and healthy environment; and (c) reduced vulnerabilities among individuals and families and just and lasting peace achieved.

FAO has been working together with the Government of the Philippines for more than four decades in the pursuit of the country’s development objectives by providing assistance in various sectors. In Mindanao, FAO had been pursuing development initiatives with the government, private sector, and non-profit organizations for the past 16 years. FAO will continue to build on the established partnerships and networks and will enhance the assistance provided to the BARMM government, LGUs, and their communities in attaining sustainable peace and development in the region through agriculture, fisheries, and natural resources management. Relatedly, the United Nations (UN) has an ongoing partnership with the Government of the Philippines through the Partnership Framework for Sustainable Development (PFSD) 2019–2023. This is the first Philippines-UN country plan that redefines the nature of UN System engagement in the country from “development assistance” to a strategic partnership.

**Context and challenges**

Considered abundant with natural resources, Bangsamoro and the whole of Mindanao had evaded for decades not only conquerors but also the clamor for real development addressing the needs and aspirations of its people. The BDP 2020–2022 developed after a thorough consultative process and approved by the BARMM Parliament on 3 July 2020 has defined the unique context and challenges of the BARMM. Moreover, the recent transition from the former Autonomous Region in Muslim Mindanao (ARRM) to the new BARMM has also brought not just opportunities but challenges as well.

The gaps and challenges presented here are in the broader development context of poverty, governance and participation, transitioning into new government, gender disparities, disasters and climate change, conflict, and COVID-19. In December 2019, FAO conducted the BARMM Context Analysis to inform strategic and policy engagement with the new authority as well as programmatic interventions within FAO’s area of
The FAO BARMM Context Analysis presents a comprehensive evaluation of the structural causes of conflict and the more visible drivers of conflict and peace in the region.

Prevalence of poverty in a volatile economy. Based on data from the Philippine Statistics Authority (PSA), the economy of BARMM grew by 7.2 percent in 2018—a bit slower compared to the recorded growth of 7.5 percent in 2017. Though BARMM represents around 3.5 percent of the country’s population and registering the highest average population growth rate in the country at 2.89 percent based on the 2015 census of population, it contributed only 0.6 percent to the national GDP in 2018. Recurring conflict and its effects on support infrastructures for agriculture and fisheries and the delivery of basic services including agricultural extension has taken its toll on the region’s economic development, and particularly the productivity of the agricultural sector.

Poverty incidence in the region is high at 63 percent as of the first semester of 2018. Historically, as a result of limited employment opportunities, low investment, and lagging growth, BARMM has the highest incidence of poverty in the Philippines at more than twice the national average from 2006 to 2012. Additionally, the proportion of food poor youth in BARMM increased by 5.1 percentage points between 2015 and 2018.

As an agricultural region, AFF continued to account the largest share in the region’s economy at 55.6 percent in 2018; followed by industry sector at 38.5 percent and services sector at 5.9 percent. AFF has registered though a highly uneven performance, and on average, a decline from 1996 to 2012. The low investment in agricultural sector had led farmers to concentrate on low-value crops such as cassava, corn, coconut, and palay.

Manufacturing, under the industry sector, accounts for a very small portion in the regional economy and is dominated by micro- and small-scale industries. Insecurity usually discourages entrepreneurs in the region and make them scale down their investments to levels that are small enough to easily pull out in emergency situations. Few investors who pursue large scale ventures rely heavily on the services of local security agencies to secure their goods, services, and staff.

The informal economy plays a major role in BARMM. It provides meager, but critical, livelihood and employment opportunities to marginalized and economically vulnerable communities operating in a disconnected market. About six of every ten workers in Mindanao is involved in the informal sector, with BARMM having one of the highest shares.
Table 1: First semester poverty incidence among population in BARMM, 2015 and 2018.

<table>
<thead>
<tr>
<th>AREA</th>
<th>Poverty incidence (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>2015</td>
</tr>
<tr>
<td>BARMM</td>
<td>61.6</td>
</tr>
<tr>
<td>Basilan</td>
<td>38.7</td>
</tr>
<tr>
<td>Lanao del Sur</td>
<td>77.2</td>
</tr>
<tr>
<td>Maguindanao</td>
<td>56.6</td>
</tr>
<tr>
<td>Sulu</td>
<td>74.8</td>
</tr>
<tr>
<td>Tawi-Tawi</td>
<td>13.9</td>
</tr>
</tbody>
</table>


The poverty incidence during the first half of 2018 is thrice the national average of 21 percent during the same period. Most provinces in BARMM also registered increasing poverty incidence from 2015 to 2018.

Nutrition situation in BARMM. Malnutrition remains a public health concern. Based on the 2015 National Nutrition Survey (NNS) of the Food and Nutrition Research Institute (FNRI), the ARMM had the highest stunting rate at 45.2 percent, which was higher than the national average of 33.4 percent. Among the provinces in ARMM, Lanao del Sur had the highest rate of stunting at 49 percent, while Sulu and Tawi-Tawi had the highest prevalence of wasting both at 14.2 percent. The provinces of Sulu and Tawi-Tawi are included in the 37 priority provinces identified under the Philippine Plan of Action for Nutrition (PPAN) 2017–2022. Likewise, the provinces of Lanao del Sur, Maguindanao, and Sulu are included under the second priority provinces of the Human Development and Poverty Reduction Cabinet Cluster (HDPRC), with focus on nutrition. This was based on the high prevalence of stunting and teenage pregnancy and high poverty magnitude and incidence.

Rich but fragile natural resources. The natural environment, with all its forms and spaces, is central to the economic and cultural identity of the Bangsamoro. Many of its peoples’ identity are deeply associated and named after their surrounding environment – like the Maranaos are the “people of the lake,” the Tausugs are the “people of the current,” the Yakans are the “people of the hill,” and Maguindanaoans are the “people of the flooded plain.”

The 4.2 million hectares land area of Bangsamoro is characterized by rich fisheries and agricultural resources present in its rivers, lakes, seas, forests, wetlands, and marshlands. Its 3 232 kilometers of coastline, including territorial municipal waters, is one of the richest fishing grounds in the country. The Bangsamoro territory is home to 10 of the 128 key biodiversity areas (KBAs) in the Philippines, including areas of global ecological significance.

About 665,000 hectares are legally classified as forestland and inalienable in Bangsamoro territory; and 35 percent of these is under the National Integrated Protection Area
System (NIPAS). Data from 2012 Philippine Forestry Statistics shows that the region has around 45 percent of forest cover. Bangsamoro has four key watersheds that supply essential water and other life-saving resources to its people: (i) Lake Lanao (180 460 ha) is a source of hydroelectric power and domestic water for Lanao del Sur and adjacent towns; (ii) Kabulnan (4 726 ha) provides irrigation and domestic water supply; (iii) South Upi (1 894 ha) provides domestic water supply; and (iv) Dimapatoy (3 765 ha) provides potable water for Cotabato City and adjacent municipalities.

Considered rich and thriving, the region’s forest and water resources are threatened by damage caused by armed conflict, settlement encroachment, illegal logging, land conversion, pollution from agriculture and industrial wastes, and weak enforcement of protection laws and policies.

The large marine ecosystem of Bangsamoro comprising 3 232 km of coastline and 18 426 613 hectares of territorial ocean waters, is one of the most diverse and productive in the world, recognized for the variety of habitats it supports, and having the second highest seagrass diversity in the world. Fishing and seaweed production, as the major livelihoods in Sulu, Basilan, and Tawi-Tawi, constitutes 18 percent of the national fisheries and 72 percent of the national seaweed production. These rich marine resources, though, are threatened by inappropriate fishing and overfishing, illegal trade of endangered species, and weak implementation of fisheries laws and policies.

**Recurrent conflicts.** The Jabidah Massacre in 1968 triggered the establishment of the Moro separatist groups such as the Moro Independence Movement, which eventually became the Moro National Liberation Front (MNLF), and the Moro Islamic Liberation Front (MILF). Further government efforts to thwart the separatist movements, including declaration of war with them, had killed and displaced hundreds of thousands of people in Bangsamoro and surrounding regions.

The 2005 Joint Needs Assessment (JNA) for Reconstruction and Development of Conflict-Affected Areas in Mindanao illustrates how injustice in all its forms and manifestations underpins the historical conflict in Bangsamoro. These injustices escalate into structural violence and armed confrontations triggered by various factors that include, but not limited to, competition for scarce natural and mineral resources, crime (e.g., cattle rustling, kidnapping), local election disputes, and government policies that are indifferent to the needs of the Moros.

Other drivers of conflict in the Bangsamoro area take the form of inter-communal (between political and ethnolinguistic groups) and inter-elite violence (‘rido’ or local clan feuds, such as over political posts and control over resources). Another driver of conflict is the prevalence of the shadow economy, or “non-conformist” economic activities, such as the trade in illicit weapons and illegal drugs, kidnap-for-ransom, informal credit and land markets, and cross-border trade that intersect with the prevalence of warlords and clan-based violence.
The most recent Marawi armed conflict between government forces and ISIS-inspired militant groups had displaced an estimated 98 percent of the total population of Marawi City according to a 2018 UNHCR profiling study. If the population of Marawi City based on 2015 National Census is at 201 785, those displaced then is around 197 750 people. The estimated total number of internally displaced households in this conflict alone has reached 77 170.

The protracted nature of conflicts in Bangsamoro region, combined with years of limited investment and geographical remoteness, has resulted in a vicious cycle of injustice, conflict and insecurity, poverty, militarization, marginalization and deprivation, and underdevelopment.

**Figure 1:** The vicious cycle of injustice, insecurity and underdevelopment (BDP, 2015)

Recurring disasters. The Bangsamoro is also affected by various natural hazards that cause damage to communities and their livelihoods. Every year, the region experiences flooding around the Mindanao River Basin, including the rivers of Rio Grande de Mindanao, Ambal-Simuay River, Kabulnan River, and Libungan-Alamada River; and wetlands of Ligawasan Marsh, Ebpanan Marsh and Libungan Marsh. These floods cause considerable damage to crops and livestock and widespread displacements in Cotabato City and several municipalities in Lanao del Sur and Maguindanao. The provinces of Lanao del Sur, and Maguindanao are at-risk to earthquakes. Vulnerable to storm surges and tsunami are the coastal areas of Basilan, Sulu, Tawi-Tawi, Maguindanao, and Cotabato City. Frequency of typhoons increases significantly, from only four typhoons that hit the region in the last 55 years (1955–2010) to the same number just between 2011–2014. The region is also threatened and hit by dry spells and droughts, with the most recent in 2015–2016 that seriously damaged crops and resulted in shortage of rice supply in various parts of the region.
Vulnerability to climate change. The Philippine Atmospheric, Geophysical, and Astronomical Services Authority (PAGASA) projected that the Bangsamoro region will experience an increase in temperature of 1.0°–1.2°C in the short term (2020) and 2.0°–2.4°C in the medium term (2050). Rainfall in the short term is projected to increase by as much as 7.2 percent from December to February and decrease by as much as 7.4 percent from June to August. The number of dry days is projected to increase by more than 150 percent, and days with extreme rainfall by at least 250 percent. Changes in temperatures and rainfall patterns will wreak havoc to the people, particularly on the agriculture- and fisheries-based livelihoods.

Despite all these significant risks, the Bangsamoro has yet to develop comprehensive risk and vulnerability assessments tailored to the region, particularly for its agriculture, fishery, and forestry sectors. Likewise, there is also a need to enhance the knowledge and capacities of people and communities to prepare for and mitigate the negative impacts of hazards and adapt to the changing climate.

Challenges of the transition government. Given the opportunity provided to the region by newfound power and financial resources, BARMM has increased its degree of autonomy that will enable Bangsamoro to represent and defend their interests, acting on their own authority, in a responsible and self-determined way. However, its capacity to exercise power is hinged on its competence to employ the necessary skills, knowledge, resources, and technology to address the multidimensional development issues of the Bangsamoro region and its people. In achieving its vision and goals, the new BARMM government will need to meet the following challenges:

- **Resolving Bangsamoro unity amidst diversity.** The Bangsamoro society consists of 13 Muslim ethnolinguistic groups, about 20 non-Islamized indigenous peoples (IP) groups, and a significant Christian population. On the other hand, it is significant to consider that the notion of Bangsamoro is quite new—a little over 50 years old—which emerged only in 1968 in the wake of the Jabidah massacre. Bangsamoro as an identity and a homeland is a new political construct shaped by the historical struggle not only of the MNLF and MILF but also of the entire Moro people. However, there may still be pockets in the region that may not appreciate and fully support the creation of the BARMM. Thus, a major challenge for the BARMM and the Bangsamoro peoples as well is to strengthen their sense of oneness and belongingness, for them to transcend their ethnic affinities and cultural differences as well as ideologies to effectively move forward in their road to self-determination and development.

- **Maximizing the use of new powers and governance roles.** The Bangsamoro Organic Law (BOL) devolved 55 powers to the BARMM, ranging from agricultural development to banking and finance, and from local government development to urban reform. Apparently, this requires not only the creation of new governmental institutions and instrumentalities (departments, agencies, and committees) to undertake new tasks and powers which the former ARMM has not been provided and carried out before but also entails coordination, cooperation, and complementation of governmental functions among institutions at the regional
level on the one hand and between the regional and national level on the other hand.

An example that further justifies the need for enhanced inclusivity is the Convergence on Livelihood Assistance for Agrarian Reform Beneficiaries Project (CLAAP), which was initiated between the Department of Agrarian Reform (DAR) and the Department of Social Welfare and Development (DSWD) under its Sustainable Livelihood Programme (SLP). This project expands DSWD-SLP’s scope to include poor agrarian reform beneficiaries (ARBs) or smallholder farmers who are currently receiving minimal livelihood intervention in the agrarian reform communities/agrarian reform areas (ARCs/ARAs). Under the agreement, the DSWD allocated and transferred to DAR a total of PhP 1 billion from its SLP fund in accordance with agency-to-agency fund transfer protocols. This fund shall be used by DAR to conduct and provide social preparation, technical capacity building, and capital assistance for livelihood and microenterprise projects to its target beneficiaries.

Moreover, addressing issues of poverty, inequalities and injustices, sociocultural conflicts, and a whole range of development concerns in the region requires broad and systematic functioning of governmental and civil society institutions. Relations and interactions between lateral (regional) and vertical (central-regional-local) governments have to be directed by and aligned with the set forth goals and objectives of Bangsamoro leaders. BARMM has to also redefine its relationships with LGUs (provinces, municipalities, and barangays) in terms of their roles in basic services delivery and in promoting greater transparency and accountability and promoting civil society and citizens’ participation in local governance processes. This can be a tough challenge considering that some LGUs in the region have, in the past, thrived in a culture of political patronage and lack of transparency and accountability.

- **Capacity limitations of a government in transition.** The current transitioning government is still facing the huge challenge of providing a governance system that truly delivers its tasks and functions according to the needs and aspirations of diverse Bangsamoro. The regional and local governments have a limited pool of technocrats and there is a strong need to enhance technical capacity in key governance skills such as development planning, procurement administration, budgeting, and accounting. This is compounded by weak public accountability system, minimal or absence of community engagement and participation in local development bodies, and weak government oversight on public service delivery.

There is also the herculean challenge of dealing with an adequate supply of qualified human resource and personnel to manage and administer various government institutions, departments, and agencies. The demand to fill in the posts in the public, finance and banking, health, education, social welfare, agriculture, industrial, and energy sectors, to mention a few, would be staggering. Moreover, there is also the big challenge of developing the capacities of a number
of military commanders in the MILF who now occupy legislative and executive posts in the BARMM government, as experience and skills gained in waging armed warfare may not necessarily fit the needs of their new roles.

• **Weak participation of indigenous peoples in governance.** Participation is one of the basic principles of good governance and is a vital tool in promoting unity and harmony in the region. BARMM faces a great challenge in drawing in and promoting the participation of the wide and diverse range of ethnic entities, indigenous civil society organizations, business sector, and the academe which, at this stage of the government transition process, may have diverging and opposing views on how BARMM moves forward.

Participation of IPs in BARMM governance is well-entrenched in Article IV, Section 9 of the BOL, which states that the Bangsamoro Government shall recognize and promote the rights of non-Moro IPs within the framework of the Constitution and national laws. Likewise, Article IV – Section 10 states that IPs shall have the freedom to retain their distinct indigenous and ethnic identity in addition to their Bangsamoro political identity. Moreover, the BOL ensures political participation of IPs in the Bangsamoro Parliament. Ten percent (10 percent) of the Parliament seats are allocated and reserved for sectoral representatives, with two seats allocated and reserved for non-Moro IPs and settler communities.

With these broad policies, there is a corresponding need to widen democratic space at the subnational level by opening up IPs participation in local governance processes including local development planning and budgeting, planning and monitoring of basic services delivery, and the formulation, planning and implementation of social protection policies and mechanisms. While these are mandated by national government legislations, experiences in some parts of Mindanao indicate challenges in implementing some of the provisions, particularly those relating to free, prior, and informed consent of IPs on development of large-scale commercial industries.

Given the wide diversity of peoples and cultures in the region, BARMM needs to define and institutionalize participation mechanisms to ensure that the multi-faceted problems, issues and needs of Muslim, non-Muslim and IPs in the region are being addressed at the subnational levels in the new government system. BARMM, through the MIPA, has to ensure the recognition, protection and promotion of the rights of indigenous cultural communities and IPs as mandated by Indigenous Peoples Rights Act of the Philippines (Republic Act 8371). It can also legislate a more relevant and context specific version of the legislation to ensure recognition, protection and promotion of indigenous communities and IPs in the region.

Moreover, the participation of civil society organizations, including indigenous people’s associations, academe, and the private sector, needs to be maximized
as transforming a poverty-stricken and conflict-ridden region requires collective actions from a broader stakeholder community.

- **Slow pace of decommissioning, demobilization and reintegration (DDR) of ex-combatants.** While building capacity for long-term peace, security, and structural development, DDR prepares the groundwork for safeguarding and sustaining the communities to which these former secessionists and insurgents return to a non-combatant life and as responsible citizens of the Republic. In line with the Normalization Annex of Comprehensive Agreement on the Bangsamoro, the decommissioning of MILF armed forces had been executory following the signing of an executive order by President Rodrigo Duterte on 4 March 2019. DDR of ex-combatants have four major components: security, a socio-economic development programme, confidence-building measures, and transitional justice and reconciliation. These components have to be delivered fully and fast-tracked. Any delay in its implementation may lead to frustration among ex-combatants and may rekindle similar ill-feelings which initially drove them to armed struggle and join MILF in its early beginnings.

One of the key features envisioned in the DDR programme is the transformation of MILF camps into productive agri-aqua-based production communities. This transformation process demands heavy technical assistance support from national and international development organization such as FAO in mapping and designing robust and growth-oriented approaches to mainstream proposed programmes and project into viable value chains, and in ensuring that the needs of smallholder farmers/ex-combatants shall also be addressed in transforming former MILF camps into productive communities. More importantly, environmental issues relating to biodiversity and sustainable management of water and resources should also be considered in the programme design process.

**Gender disparity in value chains.** According to the FAO Regional Gender Strategy for Asia and the Pacific 2017–2019, women comprise between 40 and 50 percent of the agricultural labour force in East and Southeast Asia. However, the same report pointed out that agriculture is underperforming in many developing countries for a number of reasons. Among these is the fact that women lack the resources and opportunities they need to make the most productive use of their time. Women are farmers, workers and entrepreneurs, but almost everywhere they face more severe constraints than men in accessing productive resources, markets and services. This “gender gap” hinders their productivity and reduces their contributions to the agriculture sector and to the achievement of broader economic and social development goals. Closing the gender gap in agriculture would produce significant gains for society by increasing agricultural productivity, reducing poverty and hunger and promoting economic growth.

Another key challenge for the new Bangsamoro government is enhancing women’s participation in leadership, peacebuilding and economic recovery efforts in the region. With traditional clans dominating politics in some parts in the region, mostly women from elite families and clans lead participation in peacebuilding and recovery processes,
leaving behind marginalized poor rural women including those from indigenous groups. At most, participation of poor rural women in recovery efforts is very passive either as targets of information and awareness raising activities or recipients of blueprinted, dole-out oriented livelihood programmes of the government.

BARMM needs to promote programmes to develop gender-sensitive value chains for inclusive economic growth and sustainable livelihoods. These programmes need to be anchored on thorough analysis identifying barriers to women participation in the various phases of the value chains. Creating gender sensitive value chain support services, enhancing women’s access to capital, strengthening women-owned enterprises, and building women’s organizational and strategic skills should be key components of the programme. Improvements in policy implementation such as improving the design and implementation of programmes funded under the gender and development (GAD) budgets of LGUs and national government agencies need to be set in place. The National Action Plan for Women, Peace and Security 2017–2022, the broader national framework for addressing the situation of women in conflict communities can provide guidance to BARMM in policy formulation, design and implementation of programmes to address the needs of women in the region.

**Addressing the impacts of COVID-19.** The COVID-19 pandemic presents many challenges for the agriculture sector in BARMM especially that it is happening while MAFAR is still in a transition mode and in the process of developing internal systems and procedures to perform their new mandates.

Results of a rapid assessment conducted jointly by the FAO and the International Fund for Agricultural Development (IFAD) indicate that the COVID-19 pandemic and related restriction measures have contributed to aggravating existing challenges in the Philippines’ agri-food system – both short-term stresses and long term issues. The latter includes the weak growth and low income of producers, farm labour shortages, lack of producers’ access to inputs and financing, high costs of logistics and storage, a disconnected value chain, high cost of nutritious food, vulnerability of the agriculture sector to environmental hazards, and reliance of the existing food system on concentrated distribution points such as urban centres.

The COVID-19 containment measures also contributed to reduced productivity and disruptions in the supply chain of essential items, particularly for small and medium agribusinesses in the food-manufacturing sector. These impacts are more severe in the fragile context of BARMM.

BARMM needs to strengthen social protection and safety nets to ensure food security for the poor and vulnerable sectors, and to cushion the impacts of income reductions and loss of employment. Cash transfers, direct food assistance, and agricultural input assistance for smallholder farmers including high-quality seeds and fertilizers are necessary to sustain production and ultimately ensure food security in the region. Ongoing immediate food security interventions such as backyard food production campaigns and projects should also be scaled up and strengthened.
**Strategic results**

The strategic goal of this FAO SPAFAD is to uplift the well-being of Bangsamoro in improving food security and nutrition, and rural development through resilient agri-based livelihoods, enterprise development, social protection and equitable and sustainable management of natural resources. This will be achieved by pursuing the following strategic outcomes:

- enabling environment in place for informed policy making and inclusive programming;
- strengthened institutional capacities of relevant BARMM ministries; and
- reduced vulnerabilities and enhanced resilience of agriculture and fisheries-based livelihoods/enterprises and communities to multiple risks and contribute to durable peace and sustainable development.

**Figure 2**: The FAO SPAFAD Results Framework
Key outcome interventions

The goal of uplifting the well-being of Bangsamoro by improving food security and nutrition, and rural development through resilient agri-based livelihoods, enterprise development, social protection, and equitable and sustainable management of natural resources management will be attained through the following key interventions:

Outcome 1: Enabling environment for informed policy making and inclusive programming

- Support to MAFAR and other partner Ministries in the finalization and implementation of the BARMM Food Security and Nutrition Roadmap. Technical assistance will be provided in cascading strategies, programmes and activities at the provincial and municipal levels. Capacity building on design and implementation nutrition sensitive agricultural programmes will also be provided.
- Support to MIPA in the formulation of their strategic development plan and IP Code for recognizing, protecting and promoting the rights of indigenous peoples, and identifying programmes and projects with corresponding budgetary allocations.
- Support to MENRE in the formulation of its Ecotourism Strategic Plan, and Capacity Building for Ministry staff and communities
- Pilot the FAO Legislative Advisory Group in the Philippines (FLAG-PH) in BARMM to ensure that food security and nutrition situation are not compromised. The initiative was created to provide a platform for Parliamentarians where dialogues on laws and bills related to food security and nutrition are prioritized. The piloting of the FLAG-PH through the newly created BTA is a good opportunity to support BARMM in terms of understanding the needed laws and bills that would help in improving the food security and nutrition in the region. It is envisaged that through this proposed project, it will create a venue for the parliamentarians in BARMM to prioritize bills that are most needed in addressing poverty and malnutrition.

Outcome 2: Institutional support and capacity building of relevant BARMM ministries enhanced

- Strengthening the working relationship between relevant BARMM ministries and communities in addressing issues on sustainable livelihoods. The abundant but fragile and degrading natural resources in the region, particularly those related to agriculture- and fisheries-based livelihoods, necessitates efforts for proper protection and management. Government stakeholders, duty-bearers and the coastal communities will be capacitated on coastal resource management that will include development of plans and programmes intended to properly manage coastal and fishery resources in the region. This will also involve scoping and enhancing the knowledge and skills of MAFAR, MENRE, MSSD and other relevant ministries in supporting agriculture and fisheries extension workers and cooperatives in managing organizations, enterprises, and businesses with support on market linkages and value chain enhancement.
• Support to Halal food production, processing, and promotion. The growing demand for quality Halal foods compliments the direction of BARMM to be a Halal food haven in the country. Necessary technical support to Halal production and promotion will include the development of Halal food experts in Bangsamoro by capacitating them on Halal standards such as on Halal agriculture and fishery products, Halal slaughtering practice for ruminants, Halal slaughtering practice for poultry, Halal feeds, and Halal goat production. Demonstration farms as well as training and meat processing centers will be strategically established to support Halal production in the region. As a support to livelihoods, contract-out-farmers will be engaged and capacitated in raising and supplying Halal ruminants and poultry.

• Building the capacity of MAFAR and MENRE in database management and precision agriculture including ICT-based technology (drone-assisted and GIS application) in agriculture/agrarian reform and fisheries. Support will include provision of technical theoretical inputs and hands-on training, and advisory services to MAFAR and MENRE staff on digital agriculture and forest land delineation.

• Support to MAFAR and the National Nutrition Council-BARMM to strengthen subnational capacity for nutrition-sensitive food system programming and provide support in assessing/analyzing good practices and lessons learned from selected food security and agriculture interventions implemented at community level. This effort further envisions to contribute to building the evidence base for nutrition-sensitive programmes so that these can support better decision making and promote harmonization at the national and local level. This proposed project also aims to build capacities of Municipal Nutrition Committees (MNCs) that will be able to plan, implement and monitor nutrition-sensitive interventions and contribute greatly to the success of PPAN 2017–2022.

• Promotion of a whole-of-government approach to AFF development by promoting development models that strongly emphasize horizontal and vertical linkages within and between levels of government such as the multi-agency Provincial Technical Working Groups adopted by the FAO projects funded by the Korean International Cooperation Agency (KOICA) and the Government of New Zealand in Maguindanao and Cotabato provinces.

Outcome 3: Reduced vulnerabilities of agriculture- and fisheries-based livelihoods/enterprises and communities to multiple hazards

• Support the conduct of risk assessment study on agriculture and fisheries ecosystems. Scientific and participatory studies regarding the impact of climate change and its related hazards to the agriculture and fisheries ecosystems, including the livelihoods in Bangsamoro, are currently limited. The study will involve generation of information on the effects of hazards to the fisheries and agriculture ecosystems in the region. This will employ scientific approaches in the determination of natural vegetation covers, precipitation indices, hydrologic surveys, and projected changes in climate variables and extremes. Scientific information will be supplemented by information from community participation approaches such as participatory disaster risk assessment, historical surveys...
on hazard events and adaptation strategies of communities, as well as existing initiatives both from government and non-government stakeholders in addressing the impacts of hazards, disasters, and climate change in the region. Ultimately, the data and information from the risk assessment study will serve as input to the agriculture disaster and climat risk management plan of municipalities.

- Support capacity building of MAFAR, MILG, MSSD, MENRE and LGUs in climate-smart agriculture including preparation of Agricultural Hazard and Vulnerability Maps, Municipal Disaster Risk Reduction and Climate Change Adaptation Plans (Plan of Action for Agriculture and Fisheries), and implementing Early Warning - Early Action (EWEA) projects/activities.

- Support capacity building for MAFAR, MENRE and other ministries in enhancing research, development and extension agenda, project cycle management, project development and proposal preparation, design and implementation of conflict- and nutrition-sensitive programmes and projects, and procurement process. Support to capacity building includes deployment of technical experts to work with MAFAR.

- With partners, facilitate the creation of an enabling environment towards the establishment of a social protection system that is inclusive, risk-informed, resilient and responsive to shocks. Having a shock-responsive social protection system and enabling policy frameworks in place is expected to increase the coverage of social assistance programmes (i.e. cash transfers) to those who are poor and vulnerable ex-ante and ex-post emergencies. Linking social protection system to disaster risk-management and conflict mitigation is expected to accelerate results for SDGs 1, 2, and 13, with contribution to 5, 10, 11 and 16, and support the key principle of Leaving No One Behind.

**Implementation and partnerships strategy**

FAO will collaborate with relevant BARMM ministries, working on food security and nutrition and agri-based livelihoods/enterprises, in implementation of projects to ensure coherence with BARMM priorities.

The programme will also work with LGUs at provincial, municipal, and barangay levels to ensure effective implementation and enhance sustainability. FAO teams will regularly meet with relevant BARMM ministries and LGU officials to discuss project progress and challenges, and seek their support in project implementation. Technical working groups composed of relevant BARMM ministries and LGU officials will be created to provide assistance in joint project formulation, resource mobilization, implementation, and monitoring and evaluation. Local government budget allocations and technical assistance to partner community-based associations will be solicited to ensure sustainability of programme interventions and impacts.

The programme will also establish partnerships with the academe, NGOs, and research institutions in sharing innovative knowledge and good agricultural practices. At the field level, the programme will promote community-driven development strategy as this facilitates collective actions, builds trust, promotes the creation of social capital which are all pivotal in peacebuilding and development efforts in the BARMM context.
In line with government-mandated COVID-19 public health safety standards, delivery channels and mechanisms for the distribution of cash and in-kind inputs to be adopted by the project will integrate government-approved safety protocols and measures such as the observance of physical distancing and distribution and use of personal protective equipment and hygiene kits (i.e., face masks, face shields, gloves, soap and disinfecting alcohol) to beneficiaries and extension and training agents.

**Completed, ongoing, and proposed projects**

Comprising 23 projects and activities including completed, ongoing, and proposed initiatives, the FAO SPAFAD has a total funding of USD 28 230 614.

<table>
<thead>
<tr>
<th>Project/ activity title</th>
<th>Goal</th>
<th>Duration</th>
<th>Budget (USD)</th>
<th>Outcome contribution</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>COMPLETED PROJECTS/ACTIVITIES</strong></td>
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<tr>
<td>1. Marawi Recovery Project: Support for Enhancing Agri-based Livelihoods of Internally Displaced Farmers Affected by the Marawi Conflict</td>
<td>Livelihoods supported and training provided to internally displaced people and other affected populations from the 2017 Marawi Siege, especially the most vulnerable and those with special needs, to foster their sustainable economic recovery.</td>
<td>18 months</td>
<td>715 942</td>
<td>2, 3</td>
</tr>
<tr>
<td>2. Early Action for Rice Farmers in Selected Vulnerable Areas of Mindanao Against El Niño</td>
<td>Increased resilience of vulnerable rice farmers by safeguarding production and complementing with livelihood activities.</td>
<td>7 months</td>
<td>400 000</td>
<td>2, 3</td>
</tr>
<tr>
<td>3. Support the New Bangsamoro Transition Authority in Establishing the Bangsamoro Autonomous Region in Muslim Mindanao in the Philippines</td>
<td>Enabled relevant BARMM ministries to carry out essential services associated with natural resources management, food security and nutrition, and agriculture and fishery development.</td>
<td>6 months</td>
<td>133 082</td>
<td>1, 2</td>
</tr>
<tr>
<td>4. Emergency Assistance to Restore Food Security and Enhance Agricultural Production and Resilience in Typhoon-affected Communities in Lanao del Norte (Region X) and Lanao del Sur (ARMM), Mindanao</td>
<td>Restored and improved agriculture-based livelihoods of flood-affected farmers in Lanao del Norte.</td>
<td>10 months</td>
<td>500 000</td>
<td>2, 3</td>
</tr>
</tbody>
</table>
5. Food Security and Nutrition Roadmap for BARMM

Strengthened capacity of MAFAR and other line agencies such as MILG, MBHTE, MSSD, MOH, MENRE, BPDA for the integration of food security and nutrition in their respective development plans.

<table>
<thead>
<tr>
<th>Duration</th>
<th>Budget (USD)</th>
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<tbody>
<tr>
<td>20 000</td>
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Subtotal: 1,769,024

<table>
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<tr>
<th>Project/ activity title</th>
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<th>Duration</th>
<th>Budget (USD)</th>
<th>Outcome contribution</th>
</tr>
</thead>
<tbody>
<tr>
<td>6. Support to Agriculture-based livelihoods and Agribusiness Enterprises for Sustainable Peace and Development in Maguindanao and Cotabato Provinces</td>
<td>Agricultural livelihoods supported to contribute to the development of agriculture and agribusiness in the priority provinces of Maguindanao and Cotabato in Mindanao to reduce poverty and ultimately result in inclusive growth as well as sustaining peace and development in the region.</td>
<td>36 months</td>
<td>2,592,970</td>
<td>2, 3</td>
</tr>
<tr>
<td>7. Support to Agriculture and Agribusiness Enterprises in Mindanao for Sustainable Development</td>
<td>Livelihoods and agri-enterprises supported and trainings provided to contribute to the attainment of sustainable peace and development and inclusive growth in Mindanao.</td>
<td>36 months</td>
<td>5,800,000</td>
<td>2, 3</td>
</tr>
<tr>
<td>8. The Project for Agricultural Training for the Establishment of Peace in Mindanao</td>
<td>Agricultural vocational skills trainings and starter kits provided to small farmers, fisherfolk, former combatants and their family members, IPs, women and out-of-school youth which they can use for their own agri-based livelihoods or for employment.</td>
<td>24 months</td>
<td>1,801,800</td>
<td>2, 3</td>
</tr>
<tr>
<td>9. Technical Support in Strengthening Capacity for Implementing Nutrition-Sensitive Food System Programmes</td>
<td>Strengthened subnational capacity for planning, implementing, monitoring, evaluating and providing the evidence for nutrition-sensitive food systems programmes in LGUs.</td>
<td>19 months</td>
<td>200,000</td>
<td>2</td>
</tr>
<tr>
<td>10. Ensuring Inclusive and Risk-informed Shock-responsive Social Protection Resulting in More Resilient Communities in BARMM</td>
<td>Enabling environment created to support the institutionalization of a risk-informed shock-responsive social protection system to build the resilience of most vulnerable populations in BARMM.</td>
<td>24 months</td>
<td>966,390</td>
<td>2, 3</td>
</tr>
</tbody>
</table>
11. FAO Legislative Advisory Group – Philippines (FLAG-PH)  
Established a platform, fostered effective dialogue and enhanced partnerships between FLAG-PH members and the members of the Bangsamoro Transition Authority (BTA) on the passage of bills relevant to food security and nutrition issues.  
60 000  
1

12. Technical Support for the Establishment of an Agricultural Economic Zone (AEZ) in Lanao del Sur  
Conducted technical support study to determine key features and preconditions that will contribute to the establishment of an AEZ.  
18 months  
180 000  
1, 2

Developed the Halal livestock production system in Mindanao and increased incomes of the stakeholders in the Halal food supply chain.  
18 months  
180 000  
2

<table>
<thead>
<tr>
<th>Project/ activity title</th>
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<th>Duration</th>
<th>Budget (USD)</th>
<th>Outcome contribution</th>
</tr>
</thead>
<tbody>
<tr>
<td>14. Research, Development and Extension Formulation for BARMM</td>
<td>Enhanced relevance of BARMMIARC research, development and extension agenda through multi-disciplinary and collaborative generation, dissemination and application of appropriate and demand-driven knowledge-based solutions to the challenges for agriculture and fisheries development in the region.</td>
<td>3 months</td>
<td>20 000</td>
<td>1, 2, 3</td>
</tr>
<tr>
<td>15. Discerning Roles, Delivering Tasks: Support to Institutional Capacity Building of BARMM Ministries (Project DELIVER)</td>
<td>Enhanced delivery of government services related to the protection and management of agriculture and fishery resources in BARMM.</td>
<td>24 months</td>
<td>2 170 000</td>
<td>1</td>
</tr>
<tr>
<td>16. Strengthening Agriculture and Fisheries Resilience in BARMM (SAFER BARMM)</td>
<td>Increased adaptive capacity of small holder farmers and fishers to risks of natural hazards.</td>
<td>24 months</td>
<td>2 320 000</td>
<td>3</td>
</tr>
<tr>
<td>17. Development of Halal Agriculture and Fishery Production Systems in BARMM</td>
<td>Improved agricultural and fisheries production and resilient livelihood of farmers and fisherfolk in BARMM.</td>
<td>24 months</td>
<td>700 000</td>
<td>2</td>
</tr>
</tbody>
</table>

SUBTOTAL 11 921 190
<table>
<thead>
<tr>
<th>No.</th>
<th>Project Description</th>
<th>Summary</th>
<th>Duration</th>
<th>Cost (ROS)</th>
<th>Donor(s)</th>
</tr>
</thead>
<tbody>
<tr>
<td>18</td>
<td>Establishment of Halal Food Development and Training Center in BARMM</td>
<td>Achieved sustainable Halal food production towards vibrant Bangsamoro Halal economy.</td>
<td>24 months</td>
<td>1 400 000</td>
<td>2</td>
</tr>
<tr>
<td>19</td>
<td>Changing Tides: Institutionalizing Coastal Resource Management in BARMM</td>
<td>Reduced poverty incidence in coastal communities in the Bangsamoro.</td>
<td>24 months</td>
<td>1 700 000</td>
<td>2, 3</td>
</tr>
<tr>
<td>20</td>
<td>Bangsamoro Cooperatives: Rising Up for Social and Economic Development</td>
<td>Reduced poverty in the agriculture and fisheries sector of BARMM.</td>
<td>24 months</td>
<td>1 000 000</td>
<td>2</td>
</tr>
<tr>
<td>21</td>
<td>Capacity Building for Precision Agriculture</td>
<td>Improved agricultural and fisheries production through enhanced capacities in mitigating and adapting to impacts of natural disasters and climate change.</td>
<td>3 months</td>
<td>20 000</td>
<td>2, 3</td>
</tr>
<tr>
<td>22</td>
<td>COVID-19 Humanitarian Response Plan for BARMM</td>
<td>Provided farm inputs such as seeds (rice, corn and vegetables) and fertilizer. Provided cash-based assistance to scale-up social protection. Conducted short-cycle technical training on the use of agricultural input packages and capacity-building on livelihood/enterprise-development along the value chain.</td>
<td>12 months</td>
<td>4 850 400</td>
<td>2, 3</td>
</tr>
</tbody>
</table>

**SUBTOTAL** | 14 180 400 |

**GRAND TOTAL** | 28 230 614 |
References


