

Funding Windows Proposal

Country: Philippines

Project Title: Kicking Off a SALW Programme in BARMM Communities
(Short title: Kick off SALW programme)

FWs resources will support:

- An ongoing output/existing project
- A new output/existing project
- A new project

Expected Strategic Plan Output:

3.2 Capacities for conflict prevention and peacebuilding strengthened at regional, national and sub-national levels and across borders

Expected CPD Output(s): 3.3. UNDP-assisted combatants and conflict-affected communities provided with incentives and capabilities to become productive members of society in times of peace.

Start/End Dates: 1 October 2021 – 30 September 2022

Implementing Partner: UNDP

Name of Regional Advisor Endorsing the proposal:

Nicholas Booth, Governance and Peacebuilding Team Leader

Manowara Sunuwar, Sub-regional Gender Specialist

Marte Hellema, BRH Youth Team

Irina Goryunova, COSQA Desk Officer

Bhasker Kafle, Regional Conflict Prevention Specialist

Brief Description

The project is designed to advance the decommissioning and normalization aspects of the Bangsamoro peace process by addressing the challenge of personal firearms of former Moro Islamic Liberation Front (MILF) combatants. Due to the significantly adverse ratio between decommissioned combatants and firearms “put beyond use,” this challenge has become a point of contention between the parties to the peace process. FWs support will be part of a larger programme with Japanese funding, and this will help catalyze the initial work for small arms and light weapons (SALW) issues.

Programme Period: 12 months
Atlas Project Number: _____
Atlas Output ID: _____
Gender Marker: GEN 2

Total resources required USD 300,000
Total allocated resources: _____
• Regular _____
• Other: _____
 ○ Funding Windows USD 300,000
 ○ Donor _____
 ○ Government _____
Unfunded budget: _____
In-kind Contributions _____

Endorsed by UNDP CO DRR: Edwine Carrie

I. DEVELOPMENT CHALLENGE (1/3 PAGE)

The decommissioned combatants of the Moro Islamic Liberation Front (MILF) have not yet received the bulk of the socio-economic packages promised to them following their decommissioning (the national government has been slowed down because of the overwhelming impact of COVID 19 on its capabilities and finances). At the same time, the only weapons that are “put beyond use” at the time of decommissioning are organizationally owned crew-served weapons of the MILF. Combatants are not required to hand over their personal firearms during the decommissioning process. This has led to a situation where—as horizontal violence and insecurity have increased in several locations in Bangsamoro Autonomous Region in Muslim Mindanao (BARMM) due to the impact of COVID 19 and conflicts over land and natural resources, and small arms have been used in many instances—the national government has insisted that more personal firearms be put beyond use. The violence has greatly impacted women, as over half those displaced have been female. However, continued insecurity in many of the local communities, as well as absence of alternatives, has meant that many former combatants have preferred to retain their personal arms. Simultaneously, several have joined the activities of smaller extremist groups or private armed groups (PAGs) to better their financial situations. Both parties to the peace process agree that the part of the solution lies in a comprehensive “small arms and light weapons” programme that provides for better control of small arms, including registration and tracking, as well as incentives for former combatants to turn in their personal firearms.

The Office of the Presidential Adviser on the Peace Process (OPAPP) has implemented a pilot SALW programme in five provinces in the BARMM in 2021 and achieved positive outcomes. For example, 10 LGUs in Basilan signed the Memorandum of Understanding on the programme, and then 126 firearms were turned over as of 30 June 2021. This initial effort now needs to be systematically expanded, as there is precedent for the effectiveness of this type of programming. Particular emphasis needs to be placed on the members of the Bangsamoro Islamic Women’s Auxiliary Brigade (BIWAB), who constitute about ten percent of the overall number of MILF combatants, and whose economic empowerment needs to be specifically assessed and supported. In addition, livelihoods support provided to former combatants should take into account the needs of women in their families and communities, with provision of skills and capacities implemented in a gender sensitive manner.

II. STRATEGY (1/2 PAGE)

UNDP support will focus on at least five vulnerable communities corresponding to MILF base commands. These communities will have the following characteristics, and will be identified together with the Joint Normalization Committee:

- i) A significant number of decommissioned combatants are located in these communities;
- ii) A significant number of decommissioned combatants who have still in possession of personal firearms.

The focus for any action to bring about socio-economic support will have to be the communities themselves, with leaders and residents playing central roles and owning the relevant activities and results. **Special attention will be given to the needs and participation of youth and women amongst the former combatants.**

This action will be based on the following theory of change, which has been derived from the comparative experience of ongoing initiatives in the Philippines and best practices from other post-conflict transitions:

IF sufficient gender-responsive socio-economic assistance is provided to former members of armed groups, and legal ownership of registered firearms and the handing over of unregistered weapons are supported, **THEN** incentives for violence, and the impact of violence on women are reduced, **BECAUSE** viable alternatives are available to the use of illicit weaponry to obtain livelihoods, and assistance is available to help change the mindsets of those—both men and women—transitioning to being proactive members in communities.

This theory of change describes what is possible in the short-term as the initial stage of SALW challenges. Longer-term change will require greater social cohesion, local capacities for the peaceful settlement of disputes, secure communities, and green and sustainable jobs. However, the short-term intervention should provide a good basis for longer-term programming by reducing violence and enhancing confidence in the normalization process.

III. RESULTS AND PARTNERSHIPS (1.5 PAGE)

Expected Results

UNDP, with technical support from development partners, has facilitated an informal process of dialogue among members of the joint bodies of the peace process to address current issues that have stalled the processes of decommissioning and demobilization. Central to these issues is the question of the private firearms of the former combatants. Both sides have confirmed that an effective SALW programme, with accelerated provision of socio-economic support, will help decommissioning and the wider normalization process to move forward urgently and effectively. It will address concerns that the decommissioning process is not bringing in a greater number of firearms. The cost of not implementing this programme with immediate effect will mean a significant increase in horizontal violence over the next twelve months, compounded violence which is usually associated with the conduct of national and local elections in April next year. Elections are traditionally a very bloody affair especially in southern Mindanao, and as local political, clan, land and resource-based conflicts spiral out of control, the 2022 elections could spawn extended violence.

Moreover, through the Virtual Mission of BRH and HQ on BARMM held on August 2-6, the importance of a rapid assessment of loose firearms was recognized to design the specific approach to SALW challenges.

Resources Required to Achieve the Expected Results

In a meeting of the Joint Normalization Committee (JNC) facilitated by UNDP on July 21-22 and a follow-up meeting on August 20-21 in Cagayan de Oro, both the Government and the MILF agreed on a strong SALW programme, with a component on the effective provision of socio-economic support for former combatants, as the best way forward to addressing the challenge of personal firearms and to moving the decommissioning process forward beyond its current deadlock. With national government funds being utilized for COVID 19 response and vaccination, flexible and timely support from FWs can be used for initial assessments, consultations, and preparation for actual programmatic activities.

The target for this initiative will be the MILF camps and communities outside of the six major declared camps (which will receive assistance from the Bangsamoro Normalization Trust Fund). These are also some of the most fragile, violent, and remote areas in BARMM.

Partnership

FWs will provide catalytic support to a broader programme and activities which will be funded from Japanese Government. Based on the initial assessments that will be conducted through FWs resources, the JSB project will assist the procurement of electronic registration and tracking systems of SALWs and the provision of socio-economic support for decommissioned combatants and private armed groups transitioning to alternative livelihoods.

| Complementary Funding Source | Amount | Additional information (duration covered by funding, specific thematic area, if any) |
|-------------------------------|---------------|--|
| Japanese Supplementary Budget | USD 3,000,000 | Expected period: April 2022 – March 2023 (1 year) Thematic areas: DDR, Prevention of illegal trade of weapons, Rehabilitation of improvement of living environment in post-conflict areas |

Risks and Assumptions

National and local elections in 2022: *The upcoming elections could yield a new leadership in LGUs and cause extended violence. A mitigation measure would be to ensure that the project adopts a participatory and consultative approach in the planning and implementation of the activities to ensure buy-in among the stakeholders and ensure that political dynamics are given due consideration.*

The covid-19 pandemic and natural hazards: *In view of the Covid-19 mobility restrictions and natural hazard loss, the project implementation will be delayed. The project will closely communicate with the stakeholders, including the JNC, updating them on the project timelines to ensure that the delay will have a minimal impact on operations.*

Stakeholder Engagement

The primary target groups for the project include the JNC, the Independent Decommissioning Body (IDB), the OPAPP and the MILF as consulting partners. Additional specific partnership will be established in the course of project implementation with Ministry of the Interior and Local Government (MILG), Local Government Units (LGUs) in BARMM, Armed Forces of the Philippines (AFP) and Philippine National Police (PNP). Throughout the implementation of the project, platforms of multi-sectoral, multi-level stakeholder engagement will be established and sustained.

Women: *UNDP is also implementing a new initiative on Women, Peace, and Security in BARMM in partnership with the Bangsamoro Women's Commission. Members of the MILF's Bangsamoro Women Auxiliary Brigade (BIWAB) are part of the leadership of this initiative and can assist in identifying women combatants, community facilitators, and local leaders who could participate in activities and benefit from its support.*

Youth: *In line with the development of the Bangsamoro Regional Action Plan on Youth, Peace and Security (RAP-YPS, supported by UNDP), the project will address recommendations from across UNSCR 2250, giving youth from target communities the opportunity to engage actively with assessments, and programme design and implementation. Ongoing analysis under the RAP-YPS (youth situational analysis) will also be utilized to inform specific interventions for youth combatants under this kick-off SALW program.*

South-South and Triangular Cooperation (SSC/TrC)

This project will not entail formal South-South or Triangular Cooperation, but technical expertise and lessons learned will be obtained from national and international experiences on normalization, combatant transformation, conflict transformation, peacebuilding and resilience to better inform the Philippine own efforts.

Sustainability and Scaling Up

The normalization of the peace-and-security environment for Bangsamoro will require several critical changes in conflict-affected areas, but the impact of Covid-19 has caused a serious impasse for normalization, including the decommissioning process.

Two phases of the decommissioning involving 12,145 combatants have been completed. Phase three was supposed to be delivered within 2020, but the unpredicted pandemic has burdened the implementation. The rest of decommissioning was expected to be implemented until 2022 when the Exit Agreement between the GPH and the MILF was supposed to be signed. However, the Bangsamoro Transitional Authority (BTA) had appealed for an extension till 2025 (with the Exit Agreement also being moved to 2025). The extension request was just approved in Congress. Yet, uncertainty over the outcomes of the national and local elections in 2022 has created unpredictability for the decommissioning and normalization processes, stalling them both.

The proposed intervention has been caused by this unpredictability, and is also meant to address its consequences, by moving forward the normalization process and addressing the growing violence on the ground. Accordingly, this approach is indispensable to sustain the Comprehensive Agreement on Bangsamoro (CAB) enacted in 2014 and facilitate its implementation.

IV. MANAGEMENT AND GOVERNANCE ARRANGEMENTS (1/3 PAGE)

To ensure that project results are achieved, a multi-stakeholder Project Board will be established, which includes representatives from key implementing partners and stakeholders. The arrangements for the Project Board are for the entire SALW programme. In particular, the Project Board will be comprised of the representatives of the JNC, the IDB, the OPAPP and the MILF and contributing development partners, including the Embassy of Japan; and chaired by the UNDP Resident Representative. The Project Board will meet at least once a year (or more often as needed) to review implementation and provide detailed substantive guidance.

Under the guidance of the Deputy Resident Representative and the direct supervision of the Team Leader of Peace Unit, a Project Manager will manage the day-to-day operations of the project. The Manager will provide quarterly reports on the progress of project implementation. The quarterly reports will include an analysis of the environment of risks and opportunities for the project, and suggestions for risk mitigation for the consideration of the Project Board.

V. MONITORING AND PROGRAMME AND PROJECT MANAGEMENT ACCOUNTABILITY (1/3 PAGE)

Describe the monitoring requirements for the project.

In accordance with UNDP's programming policies and procedures, the project will be monitored through the following monitoring plans:

Monitoring

- **Regular Monitoring**
Regular monitoring / field visits as well as feedback and reporting to the project implementers and stakeholders shall be conducted throughout the duration of the project.
- **Quarterly Progress Reporting**
Quarterly progress reports shall be submitted by the Project Manager to the Project Board, using the standard reporting format, which will contain the progress towards completion of key results, risks and assumptions which may have affected the project implementation based on the project's results framework and lesson-learned to ensure adaptive management and learning.
- **Project Terminal or Completion Reporting**
A project terminal or completion report to summarise the level of the project accomplishments and highlighting the key achievements in terms of innovations and lessons learned, shall be prepared latest by three months after the project completion date by the Project Manager and shared with the Project Board. It shall be used to assess the performance of the project and will consist of progress data showing the results achieved against pre-defined targets (output level) as well as the interim financial report. The Report will also examine challenges encountered, lessons learned and recommendations for sustainability. The review on this report will be spearheaded by the Project Board and will involve other key stakeholders as necessary.
- **Final Financial Reporting**
A final financial report will be prepared in UNDP template upon operational/financial closure of the project latest by one year after the project completion date.

VI. WORK PLAN¹²

If resources will be used beyond one calendar year, please use the resource framework in the [project document template](#).

Period: 1 year

NB: The schedule below is part of the wider timeline for the full SALW programme that will be funded from Japanese Government. Based on the initial assessments through FWs resources, the JSB project will assist the procurement of electronic registration and tracking systems of SALWs and the provision of socio-economic support for decommissioned combatants and private armed groups.

| EXPECTED OUTPUTS <i>And baseline, indicators including annual targets</i> | PLANNED ACTIVITIES <i>List activity results and associated actions</i> | TIMEFRAME | | | | RESPONSIBLE PARTY | PLANNED BUDGET | | |
|---|---|-----------|-----|-----|-----|------------------------|----------------|---|--|
| | | Q 1 | Q 2 | Q 3 | Q 4 | | Funding Source | Budget Description | Amount |
| Output 1 <i>Baseline:</i> Enabling environment for a SALW framework created in five communities <i>Indicators:</i> | 1.1 Activity: Building and strengthening of supporting architecture through joint consultation with the JNC - Joint consultation with the JNC from both the GPH and the MILF sides to secure their endorsement of a SALW framework/program for MILF decommissioned women and and men combatants. | X | | | | JNC, OPAPP, MILF | FW | 71300-Local Consultant 71600 - Travel 72500 – Supplies 75700 – Learning Cost | 19,800.00 2,754.17 445.83 12,500.00 |

¹ Cost definitions and classifications for programme and development effectiveness costs to be charged to the project are defined in the Executive Board decision DP/2010/32

² Changes to a project budget affecting the scope (outputs), completion date, or total estimated project costs require a formal budget revision that must be signed by the project board. In other cases, the UNDP programme manager alone may sign the revision provided the other signatories have no objection. This procedure may be applied for example when the purpose of the revision is only to re-phase activities among years.

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|---|--|---|--|--|--|---|----|---|---|
| <p>1.1: Supporting architecture set up 1.2: Area profiling and mapping identified 1.3: No. of workshops conducted 1.4: Assessment reports created</p> <p><i>Targets: JNC, LGUs</i> <i>Related CP outcome: 3.3</i> <i>Gender marker: GEN 2</i></p> | <p>1.2 Activity: Conduct of detailed community assessment for five pilot sites</p> <ul style="list-style-type: none"> - Identifying at least five communities/ base commands where the largest number of MILF decommissioned combatants are located, and where there are similar SALW programmes for non-MILF (other members of the community). - Identifying women and youth combatants and assess their specific needs. | X | | | | JNC, OPAPP, MILF, LGUs, BIWAB | FW | 71300-Local Consultant 72500 – Supplies 75700 – Learning Cost | 17,000.00 375.00 18,875.00 |
| | <p>1.3 Activity: Conduct of lessons learned workshops on SALW programmes with development partners</p> <ul style="list-style-type: none"> - Conducting lessons learned workshops on SALW programmes with development partners, such as the OPAPP, LGUs in the provinces or municipalities of Maguindanao, Basilan and Lanao del Sul, the AFP and the PNP. - Through the workshops, 1) share their experience regarding SALW programmes; 2) identify good practices for replication; and 3) elicit recommendation to enhance the various components of SALW implementation, including gender and youth mainstreaming. | X | | | | JNC, OPAPP, MILF, LGUs, MILG, AFP, PNP, BIWAB | FW | 71300-Local Consultant 71600 - Travel 72500 – Supplies 75700 – Learning Cost | 2,541.67 2,754.17 404.16 12,500.00 |

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|--|---|--|---|--|--|--|----|--------------------------|-----------|
| | <p>1.4 Activity: Profiling and assessing socio-economic needs of decommissioned men and women combatants and their communities</p> <ul style="list-style-type: none"> - Assessing socio-economic needs of both decommissioned combatants and their communities in the targeted sites. The assessment will be to 1) identify indicative number of decommissioned combatants and their owned weapons, 2) determine the reasons and the factors behind the proliferation and ownership of loose firearms, 3) understand thoughts or expectations on individual and community security with the implementation of a SALW programme. - Gender and youth perspectives must be included in the entire process of assessment. - This will help refine programme design and message of information, education, communication (IEC) campaigns. | | X | | | <p>JNC, OPAPP, MILF, LGUs, MILG, BIWAB</p> | FW | 71300 – Local Consultant | 16,000.00 |
|--|---|--|---|--|--|--|----|--------------------------|-----------|

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|---|--|---|--|--|--|-------------------------------------|----|--|--|
| <p>Output 2</p> <p><i>Baseline:</i></p> <p>A platform between LGUs and MILF commanders developed for the establishment of a common community-centric approach towards SALW</p> <p><i>Indicators:</i></p> <p>2.1: No. of gender-responsive consultations implemented</p> <p>2.2: Technical Working Groups established</p> <p>2.3: A Communication strategy developed</p> <p>2.4: At least a fourth of all participants in activities were women</p> <p><i>Targets: LGUs, MILF, JNC</i></p> <p><i>Related CP outcome: 3.3</i></p> | <p>2.1 Activity: Conduct of consultations with targeted LGUs and MILF command leadership on SALW programme design and implementation</p> <ul style="list-style-type: none"> - Consultations with concerned Provincial/Municipal/Barangay LGUs and MILF command leadership on SALW programme design and implementation, including mechanisms or structures to ensure individual and community security. - Capacity development of BIWAB to reflect women's and youth's views and needs. | X | | | | JNC, OPAPP, MILF, LGUs, MILG, BIWAB | FW | <p>71300-Local Consultant</p> <p>71600 - Travel</p> <p>72500 – Supplies</p> <p>75700 – Learning Cost</p> | <p>2,541.67</p> <p>2,754.17</p> <p>404.16</p> <p>15,000.00</p> |
| | <p>2.2 Activity: Setting up of Technical Working Groups for Project Cycle Management</p> <ul style="list-style-type: none"> - Creation (or strengthening in the case of Basilan, Maguindanao and Lanao del Sur) of Provincial Technical Working Groups for planning, coordination, implementation, monitoring and evaluation of SALW programmes. - Capacity development of BIWAB to reflect women's and youth's views and needs. | X | | | | JNC, OPAPP, MILF, LGUs, MILG, BIWAB | FW | <p>71300-Local Consultant</p> <p>71600 - Travel</p> <p>72500 – Supplies</p> <p>75700 – Learning Cost</p> | <p>2,625.00</p> <p>4,131.25</p> <p>618.75</p> <p>17,625.00</p> |

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|--|---|----------|----------|--|--|--|-----------|--|--|
| <p><i>Gender marker: GEN 2</i></p> | <p>2.3 Activity: Development of a communication strategy for the delivery of IEC materials</p> <ul style="list-style-type: none"> - Development of a communication strategy, which enables decommissioned combatants to eradicate the concept of dependency on firearms to survive. - The main concern is to identify content, form, and mode of delivery of IEC materials (preferably in local dialect) – consistent with the Firearms Law (with the emphasis on responsible gun ownership) and working in partnership with education and religious committees, such as Murshid and Education Committees at the provincial level. - Not only combatants themselves but also their families (partners and children) are targeted in terms of a holistic approach. | | | | | <p>JNC, OPAPP, MILF, LGUs, MILG, BIWAB</p> | <p>FW</p> | <p>74200 -Audio Visual&Print Prod Costs 71300-Local Consultant 71600 - Travel 72500 – Supplies 75700 – Learning Cost</p> | <p>10,341.73 1,750.00 2,754.16 375.00 11,750.00</p> |
| <p>Output 3</p> <p><i>Baseline:</i> LGU Operation Manuals for tracking, registering and disposing SALW were compiled</p> <p><i>Indicators:</i> 3.1: No. of workshops conducted 3.2: Baseline data and manuals created in each LGU 3.3: No. of review and reflection conducted on</p> | <p>3.1 Activity: Conduct of review of the pilot socio-economic exchange package with development partners</p> <ul style="list-style-type: none"> - Review of the pilot socio-economic exchange package to determine eligibility, cost, composition, and types of assistance that can be improved through consultations with development partners, the JNC and the implementing LGUs. - E.g., livelihood support, farming assistance, community infrastructure development, psychosocial support, an educational scholarship, and job training. - Considering gender and youth mainstreaming. | <p>X</p> | <p>X</p> | | | <p>JNC, OPAPP, MILF, LGUs, MILG, BIWAB</p> | <p>FW</p> | <p>71300-Local Consultant 71600 - Travel 72500 – Supplies 75700 – Learning Cost</p> | <p>1,750.00 2,754.17 395.83 11,750.00</p> |

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| <p>the pilot socio-economic package from gender perspective</p> <p><i>Targets: JNC, LGUs</i> <i>Related CP outcome: 3.3</i> <i>Gender marker: GEN 2</i></p> | <p>3.2 Activity: Development of manuals on operation and management of SALW</p> <ul style="list-style-type: none"> - Establishment of baseline data to set criteria for operation and management of SALW (i.e., type, quality and number of weapons – Provincial Executive Order as a minimum target). - The design of a system for collecting, registering, and disposing of loose firearms in consultation with the JNC, LGUs, the OPAPP and the security sector. | | | X | X | <p>JNC, OPAPP, MILF, LGUs, MILG, AFP, PNP, BIWAB</p> | FW | <p>71300-Local Consultant 71600 - Travel 72500 – Supplies 75700 – Learning Cost</p> | <p>1,750.00 2,754.17 395.83 11,750.00</p> |
| <p>Direct Project Cost</p> | <p>1. Salaries 1.1 Project Manager 1.2 Project Officer 1.3 Admin and Logistic Assistant 1.4 Driver 1.5 DPC – Staff Salaries (CO)</p> <p>2. Operating Cost 2.1 Consumables – Office Supplies</p> <p>2.2 Communication 2.3 Vehicle Costs (Fuel and Maintenance)</p> | X | X | X | X | | FW | <p>77300 – Salaries - IP Staff-TA (1) 71400 – NPSA Staff(3) 64300 – DPC staff 74500- DPC GOE 72400 - Communic & Audio Visual Equip 72500 – Suppiies 72300 – Materials & Goods 73400 - Rental & Maint of Other Equip</p> | <p>35,600.00 17,648.40 7,500.00 5,000.00 600.00 604.54 800.00 700</p> |
| <p>General Management Support (7% for FWs) (use GMS calculator)</p> | | | | | | | | 75100 - Facilities & Administration | 19,626.17 |
| <p>TOTAL</p> | | | | | | | | | 300,000.00 |