



Republic of the Philippines
Bangsamoro Autonomous Region in Muslim Mindanao
OFFICE OF THE CHIEF MINISTER

Bangsamoro Government Center, Governor Gutierrez Avenue, Rosary Heights VII, Cotabato City 9600

MEMORANDUM

Circular No. 011398
Series of 2025

TO : ALL HEADS OF MINISTRIES, OFFICES, AND AGENCIES
Bangsamoro Autonomous Region in Muslim Mindanao

SUBJECT : GUIDELINES ON THE FORMULATION OF THE 2ND BANGSAMORO
DEVELOPMENT PLAN (BDP) 2023-2028 MIDTERM UPDATE

DATE : 07 Rabi Al-Awwal 1447 AH | 27 August 2025

I. RATIONALE

a. Legal Mandate and Institutional Framework

Section 4, Article XIII of Republic Act No. 11054, or the Bangsamoro Organic Law (BOL) provides that the Bangsamoro Economic and Development Council (BEDC) is the principal agency mandated to plan, monitor, and coordinate all development plans, programs, and projects of the Bangsamoro Government. This mandate was operationalized through the enactment of Bangsamoro Autonomy Act No. 06, also known as the Bangsamoro Socio-Economic Development Planning Act of 2019, which institutionalized the Bangsamoro Socio-Economic Development Planning System.

Under this framework, the Bangsamoro Planning and Development Authority (BPDA) was established as the technical secretariat of the BEDC and designated as the primary socio-economic development planning and policy coordinating authority of the Bangsamoro Government.

b. Planning and Coordination Functions

The BPDA is responsible for the formulation of development plans, investment programming, monitoring and evaluation, and coordination of all development initiatives in the region. It plays a pivotal role in ensuring that the 2nd Bangsamoro Development Plan (BDP) 2023–2028 is properly aligned with regional priorities and national frameworks, and that it serves as a basis for evidence-based policy decisions.

As the technical secretariat of the BEDC, the BPDA facilitated the formulation of the 2nd BDP 2023–2028, in close collaboration with BEDC sectoral committees and relevant stakeholders, ensuring that the plan reflects multisectoral inputs and strategic coherence.

c. Strategic Context of the 2nd BDP

The 2nd BDP 2023–2028 is a medium-term development blueprint that articulates the strategic direction of the Bangsamoro Autonomous Region over a six-year period. It builds on the gains of the 1st BDP 2020–2022 and is aligned with the Enhanced 12-Point Priority Agenda of the Bangsamoro Government, the Philippine Development Plan (PDP), the 8-Point Socioeconomic Agenda of President Ferdinand R. Marcos Jr., and the Sustainable Development Goals (SDGs).

Two years into the Plan's implementation and approaching the conclusion of the second phase of the BARMM transition, the Bangsamoro government has made substantial progress in advancing economic reforms and institutional development. These efforts have laid a strong foundation for inclusive governance and sustainable growth. However, continued progress requires a deliberate focus on equitable distribution, long-term sustainability, and the accelerated implementation of pending policies and programs to close existing gaps.

d. Purpose of the Midterm Update

The 2nd BDP 2023–2028 Midterm Update is envisioned as a strategic recalibration of the region's development trajectory. It will serve as a guiding framework for the remaining years of the plan, ensuring that strategies, targets, programs, projects, and policies remain responsive to evolving regional needs and aligned with national development priorities.

Moreover, this midterm update will review implementation gaps and emerging challenges; integrate lessons learned and best practices; integrate new policy directions and sectoral priorities; strengthen alignment with national and global development frameworks; and enhance mechanisms for monitoring, evaluation, and adaptive planning.

e. Strategic Vision and Development Commitment

Beyond refining policies and strategies, this phase signifies a reaffirmed commitment to the overarching vision of establishing an empowered, cohesive, and progressive region by 2028. It is a deliberate effort to realize the aspirations of the Bangsamoro people and build a resilient future grounded in equity, sustainability, and lasting progress.

As the technical secretariat of BEDC, the BPDA will take the lead in crafting the 2nd BDP 2023-2028 Midterm Update. This updated development blueprint will serve as a strategic framework, outlining targeted programs and projects while establishing forward-thinking policy directions to drive the region's progress. By integrating data-driven approaches and sustainable development principles, the midterm update aims to strengthen governance, optimize resource allocation, and enhance the overall economic and social landscape of the Bangsamoro Autonomous Region.

II. OBJECTIVES

1. To determine if the concerns and risks previously identified remain relevant to the implementation of the 2nd BDP for the remaining Plan period;
2. To identify emerging global, national and regional trends relevant to the 2nd BDP; and
3. To come up with the updated BDP.

III. EXPECTED OUTPUTS

a. Updated Development Plan

A revised version of the BDP that reflects new priorities, updated sector goals, and integration of policies on climate, gender, and other key concerns—aligned with national plans like the PDP and SDGs.

b. Updated Results Matrix (RM)

Revised indicators and targets for 2026–2028, including midterm progress and sector-specific data for tracking results.

c. Updated Investment Program (BDIP)

Reprioritized projects with updated budgets, timelines, and implementing agencies, and investment pipelines.

d. Sectoral Briefs and Annexes

Summary documents for each sector (e.g., health, education, WaSH), highlighting challenges, lessons, and recommendations aligned with BARMM's transition goals.

e. Policy and Strategic Briefs

Thematic notes on emerging issues like food security and digital governance, with recommendations for policy action.

f. Stakeholder Validation Report

Documentation of consultations and feedback from ministries, LGUs, CSOs, and partners, showing consensus and engagement.

g. Executive Summary and Toolkit

A concise summary of the updated plan, with infographics, slides, and key messages for leaders and public communication.

IV. DEVELOPMENT AGENDA

The 2nd Bangsamoro Development Plan (BDP) 2023–2028 builds upon the Bangsamoro Government's commitment to inclusive and sustainable peace and development, aligned with the aspirations of the Bangsamoro people and anchored on the foundational principles of the Bangsamoro Organic Law (RA 11054). The development agenda is also informed by the region's collective experience of historical marginalization, the pursuit of genuine autonomy, and the aspirations enshrined in the Enhanced 12-Point Priority Agenda of the Bangsamoro government. It aims to accelerate human development, economic empowerment, and institutional transformation, while ensuring that no one is left behind.

At its core, the agenda focuses on human capital development and social justice, recognizing that the strength and resilience of Bangsamoro society begin with empowered individuals and families. The Bangsamoro Government will prioritize investments in education, health, nutrition, and social protection to build the capabilities of every Bangsamoro to live productive, dignified, and resilient lives. Special emphasis will be placed on the needs of vulnerable sectors, including women, children, youth, indigenous peoples, and those affected by conflict and displacement.

Economic transformation will be pursued by revitalizing the region's agriculture and fisheries sector through a sustainable and integrated value chain approach—from production to market. The Agri-Industry will be supported by appropriate infrastructure, climate-resilient technologies, and access to finance and land. MSMEs will be developed and supported to thrive in both domestic and global value chains. Halal economy, tourism, and digital services will also be promoted as new growth drivers for the region.

To support these efforts, the BARMM will promote an enabling policy environment characterized by responsive and inclusive governance, a just and peaceful society, efficient public service delivery, and a business climate that encourages innovation, trade, and responsible investment. Strategic infrastructure, including roads, ports, water systems, electricity, digital connectivity, and public transport, will be expanded to promote balanced development across provinces and island municipalities.

Environmental sustainability and climate resilience will remain a central pillar of development. The BARMM will protect and restore its rich natural resources and ancestral domains, integrate disaster risk reduction and climate adaptation into planning, and promote sustainable practices in agriculture, energy, and urban development.

Peacebuilding and transitional justice will be integral across all sectors. The region will pursue reintegration, healing, and reconciliation programs while strengthening local

governance, law enforcement, and justice systems, to sustain the gains of the peace process.

This comprehensive approach will ensure that the Bangsamoro people live in just, peaceful, and resilient communities, and are empowered to actively participate in and benefit from the region's sustainable development.

V. CONTENTS

Based on the development agenda, 2nd BDP 2023-2028 Midterm Update shall continue to adopt chapters of the current BDP 2023-2028. The write-up for each chapter/subchapter of the updated BDP shall be organized as follows:

1. Introduction or Brief Overview of the Chapter (1-2 paragraphs)

This section will provide a brief overview explaining what the chapter is about, citing the overall sectoral goals/outcomes, and highlighting government efforts in the first two years of the Plan. The section will also identify priority measures to be implemented during the remaining period of the Plan to achieve the sectoral goals/outcomes (summary paragraph of the chapter).

2. Assessment and Challenges (maximum 3 pages including tables and graphs)

This section will discuss the extent to which the desired outcomes based on the 2nd BDP targets have been achieved, citing contributive reforms and programs. The performance assessment should cover 2023 to 2024 and First semester of 2025 (or the most recent data available). If the accomplishment did not meet the target, reasons (i.e., issues, constraints, bottlenecks, or difficulties) for non-attainment should be discussed. It should also consider the impact of cross-cutting concerns on the effectiveness and efficiency of policies and programs. Additionally, there should be regional and subsectoral assessments relative to the areas where targets were not met, as well as discussions of factors contributing to such performance, if applicable. This section should also identify emerging gaps and new challenges in attaining 2028 targets and goals.

4. Action Plan (maximum of 10 pages)

This section contains the goals, targets, sector and sub-sector outcomes, programs, and activities, including legislative and administrative measures, to achieve the national development agenda. Any necessary revision to the strategy framework, targets, and strategies should be clearly explained.

This section should also identify how bottlenecks in attaining the goals will be addressed.

a. Targets – Targets for 2026-2028 shall be reviewed and updated. Given the timeline, the revision of targets shall, for the time being, be limited to core outcome indicators. A full revision of the chapter RMs' targets has to commence during the latter part of the BDP updating.

This section shall also include a paragraph to describe the targets and the revised/updated RMs table containing the chapter's core indicators. If the target is revised, the reasons/factors considered will be discussed/indicated as a footnote. New indicators may be added if deemed necessary to better measure outcomes and outputs, provided that these new indicators have available baseline data as of 2024 (or latest available baseline data before 2024) and targets for 2025-2028. New or existing targets for the transformation agenda will also be included and monitored as headline indicators. For targets with regional disaggregation, figures must be internally consistent with the national figure.

b. Chapter Strategy Framework – The section shall include a snapshot of the chapter's strategy framework, illustrating the relationship among sector/chapter and subsector/subchapter outcomes and key strategies to the overall strategy framework.

c. Strategies – The write-up shall elaborate on key strategies identified in the strategy framework, including policies, major programs, activities, and projects (PAPs), and necessary reforms to achieve the sector/chapter's desired outcomes and targets and contribute to the overall goal of the 2nd BDP. If there are changes in the strategies, the reasons/factors considered will be discussed. If strategies remain the same despite previous difficulties in implementation, an explanation as to why such strategies are still expected to be feasible in the next three years should be included.

d. Legislative Agenda – a statement/paragraph introducing the section and a matrix containing the updated legislative agenda.

VI. ORGANIZATIONAL SETUP

- 1. BEDC Executive Committee** – shall be the topmost decision-making body in updating the BDP and shall reconcile inconsistencies in the thematic areas or chapters of the 2nd BDP 2023-2028 Midterm Update.
- 2. BEDC Sectoral Committees (BSC)** – shall be responsible for preparing inputs to their chapters. It shall be composed of all sectoral committees under the BEDC. Among the BSC functions are the following:
 - a. Propose changes to the content of and lead agency for the chapter, as needed;
 - b. Provide inputs, data and comments, and agree on the content of the 2nd BDP 2023-2028 Midterm Update chapters and sections, particularly on the assessment, desired outcomes, targets, strategy framework, strategies (including list of major PAPs), and legislative agenda;
 - c. Serve as resource person and/or deliver the chapter's presentation during the sectoral and executive committee meetings; and
 - d. Review the BDP Midterm Update chapter write-up.
- 3. BPDA Sectoral Staff/Secretariat** - shall provide the technical and secretarial support/assistance needed to the BEDC Sectoral Committees. Among the functions of the BPDA Sectoral Staff are the following:
 - a. Serve as secretariat of the Sectoral Committee, particularly in coordinating and facilitating the conduct of meetings/public consultations, submission of inputs, and preparation of materials, as may be required;
 - b. Prepare the chapter's initial assessment using the matrix template and discuss it with their respective sectoral committee, including the guidelines for updating the 2nd BDP;
 - c. Prepare, update, and revise respective chapter write-ups and RMs in consultation with their sectoral committee;
 - d. Ensure alignment between the national and regional targets and strategies, where relevant;
 - e. Coordinate with other Sectoral Committee, as applicable, to address cross-cutting issues;
 - f. Ensure timely drafting of chapters and check for completeness, accuracy, alignment with the planning guidelines, and responsiveness to the BEDC ExeCom comments and direction;
 - g. Serve as resource persons for the chapters under their purview; and
 - h. Validate and submit the final list of major PAPs under their respective updated 2nd BDP Chapters, for confirmation with appropriate sectoral committee.

4. **BDP Editorial Team:** shall be composed of the PPB director, division chiefs, and sectoral writers.

VII. TIMETABLE

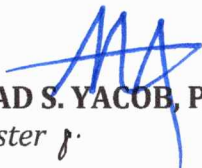
The formulation activities will commence in August 2025 and shall be completed/finalized in or before January 2026. The timetable of activities for the formulation of the 2nd Bangsamoro Development Plan (BDP) 2023-2028 is as follows:

Activity	Responsible Entity	Timeline
1. Issuance of 2 nd BDP 2023-2028 Midterm Update Guidelines by the BEDC	BPDA and OCM	Fourth week of August 2025
2. BEDC Sectoral Orientation and Environmental Scanning on the Formulation of the 2 nd BDP 2023-2028 Midterm Update	BPDA and BEDC Sectoral Secretariat	2 nd week of September
3. Conduct of Sectoral/TWG Committees' Writeshop/Meetings	BPDA and BEDC Sectoral Committees	September 2025
4. Submission and Consolidation of Initial Sectoral Reports to BPDA	BPDA and BEDC Sectoral Committees	September 2025
5. Drafting of the updated BDP write-ups; Review/revisions of draft chapters; Submission of draft to BDP Editorial Team for proofreading and style-editing; revision/refinement of chapter write-ups	BPDA and BEDC Sectoral Committees	October 2025
6. LGU, CSO, Academe Consultation	BPDA and BEDC Sectoral Committees	November 2025
7. Editorial Team Refinement Workshop incorporating LGU, CSO, Academe inputs	BPDA and BEDC Sectoral Committees	December 2025
8. Presentation to BEDC	BPDA	December 2025
9. Revision of chapter drafts incorporating inputs from the BEDC	BPDA and BEDC Sectoral Secretariat	January 2026
10. BDP Midterm Update 2023-2028 Finalization, Lay-outing, Packaging, and Printing	BPDA	February to March 2026

Anent this, all Bangsamoro Ministries, Offices, and Agencies are hereby directed to prioritize, support and actively participate in the formulation of the 2nd Bangsamoro Development Plan (BDP) 2023-2028 Midterm Update.

For strict compliance.

By Authority of the Chief Minister
ABDULRAOF A. MACACUA


MOHAMMAD S. YACOB, Ph. D.
Senior Minister



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