



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. 009 1
Series of 2025

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

SUBJECT : GUIDELINES ON THE FORMULATION OF THE BANGSAMORO
TRANSITION REPORT 2019-2025

DATE : July 30, 2025 | 5th Safar, 1447h

I. BACKGROUND/RATIONALE

The Bangsamoro Transition Authority (BTA) has served as the interim government of the Bangsamoro Autonomous Region in Muslim Mindanao (BARMM) since the region's formal establishment in February 2019, pursuant to Republic Act No. 11054, otherwise known as the Bangsamoro Organic Law (BOL).

Entrusted with legislative and executive functions, the BTA was initially mandated to complete its transition period by June 30, 2022. However, recognizing the complexity of post-conflict governance and the imperative of institutional consolidation, this mandate was extended through Republic Act No. 11593 until May 2025. The extension reflects a deliberate effort to ensure sufficient time for institutional strengthening, peacebuilding, and establishing a resilient parliamentary framework ahead of the region's first regular Parliamentary election. Subsequently, Republic Act No. 12123 was enacted, which explicitly sets the first regular election for the Bangsamoro Government on October 13, 2025, and states that the term of office for the newly elected officials will begin at noon on October 30, 2025.

As BARMM approaches this historic juncture, formulating a Bangsamoro Transition Report emerges as a critical governance instrument. Under Section 12, Article XVI of RA 11054, the BTA shall be deemed dissolved upon the election and qualification of the Chief Minister under the first Parliament. Within sixty (60) days from the assumption into office of all members of the first Parliament, the BTA is mandated to submit its final report and recommendations on the status of government during the transition period to the Bangsamoro Parliament, the House of Representatives, the Senate of the Philippines, and the Office of the President.

The Bangsamoro Transition Report will serve as a comprehensive account of the BTA's governance trajectory by documenting major milestones, policy innovations, and institutional challenges encountered during the transition. It will also articulate critical lessons and strategic insights for guiding the incoming regular Bangsamoro Government. Beyond its historic value, the report is envisioned as a forward-looking roadmap that promotes policy continuity, institutional coherence, and sustained regional development. It also aims to help strengthen the foundations for consistent policymaking, institutional stability, and continued progress in the region's peace and development efforts. By consolidating the gains of the transition period and identifying pathways for sustained reform, the report aims to empower the succeeding Bangsamoro Government to build upon foundational achievements and advance a trajectory of inclusive, sustainable, and progressive governance in the Bangsamoro Autonomous Region.

II. PURPOSE

These guidelines will articulate a structured and coherent framework for preparing the Bangsamoro Transition Report, ensuring consistency and strategic relevance. Specifically, the Guidelines will define the report's scope, objectives, analytical methodology, and governance arrangements, ensuring the final output is a comprehensive historical record and a forward-looking strategic instrument.

III. OBJECTIVES

These Guidelines are intended to achieve the following specific objectives:

1. To comprehensively document the achievements and significant milestones of the Bangsamoro Transition Authority (BTA) from the onset of the transition to the present;
2. To conduct an in-depth analysis of the key challenges and constraints encountered throughout the transition period; and
3. To consolidate valuable insights, lessons learned, and strategic recommendations to inform and support future governance and development planning in the Bangsamoro Autonomous Region in Muslim Mindanao (BARMM).

IV. BANGSAMORO TRANSITION REPORT OUTLINE

The Transition Report shall be organized as follows:

1. **Executive Summary.** It provides a brief overview of the Bangsamoro Transition Authority's (BTA) mandate, a summary of the major accomplishments, key challenges and opportunities, and overall recommendations for the next administration.
2. **Background—**This section shall provide the context for BARMM's establishment, the BTA's mandate, transition timelines, and legal foundations, drawing from the Bangsamoro Organic Law and subsequent extensions.
3. **Governance and Administrative Overview—**This section describes the institutional structure, leadership mechanisms, and administrative reforms under the BTA, including legislative bodies, executive offices, and key bureaucratic transitions.
4. **Human Resource Status.** It provides the staffing pattern, hiring status, capacity building activities undertaken, and performance gaps.
5. **BARMM Gains and Milestones.** This section highlights BARMM's significant accomplishments since its establishment in 2019. It captures the status of program/project implementation and key progress across key sectors, including Development Administration, Peace, Public Order, Safety, and Security, economic development, Social Development, and Infrastructure Development.
6. **Financial Management and Budget Execution.** This section presents an overview of budgetary performance, covering key aspects such as budget formulation and approval processes, revenue generation, expenditure planning, and the execution and utilization of allocated funds.
7. **Challenges and Constraints.** This Section will identify bottlenecks in policy execution, resource mobilization, and inter-agency coordination. It will also include

unresolved issues in normalization, transitional justice, and socio-economic integration, including internal weaknesses in systems or capacity.

8. **Lessons Learned, Recommendations, and Ways Forward.** This section synthesizes strategic insights learned during the transition and proposes actionable policy and governance recommendations tailored for the incoming elected government to foster continuity and reform.
9. **Acronyms and Abbreviations.** Provides definitions for commonly used acronyms and technical terms for reader clarity and ease of reference.
10. **Annexes.** This section includes key legal and policy issuances, BARMM's organizational structure, a list of plans and databases established, and other relevant reference materials.

V. ORGANIZATIONAL SET-UP

The Bangsamoro Government shall establish appropriate mechanisms to ensure the timely, well-coordinated, and effective preparation of the Bangsamoro Transition Report.

1. **Ad Hoc Committee** — An Ad Hoc Committee shall be constituted to serve as the central oversight body responsible for preparing the Bangsamoro Transition Report. The Committee shall provide strategic direction, define the report's framework and scope, and oversee the entire process to ensure a structured, comprehensive, and accurate documentation of the transition period.

The Office of the Chief Minister (OCM), through the Office of the Cabinet Secretariat (OCS), shall lead the preparation of the BTA Transition Report. Members of the Ad Hoc Committee shall consist of the following:

1. BTA Parliament-OPS Planning Division
2. Office of the Senior Minister (OSM)
3. Bangsamoro Planning and Development Authority (BPDA)
4. Ministry of Finance, Budget and Management (MFBM)
5. Bangsamoro Attorney General's Office

Through its Planning Management Division, the OCM-Technical Management Services (TMS) will serve as the Technical Secretariat.

2. **Technical Working Group.** To strengthen the operational support for the Ad Hoc Committee, a TWG shall be constituted from both the legislative and executive branches of the Bangsamoro Government. Each TWG will be tasked with facilitating data collection, conducting analysis, ensuring proper documentation, and coordinating inputs across respective divisions to support the development of the Transition Report.

The Technical Working Group representing the BARMM Executive shall encompass the various ministries, offices, and agencies under the Bangsamoro Government. Its composition shall include designated representatives from the following entities:

1. Office of the Senior Minister (OSM)
2. Ministry of Finance, Budget, and Management (MFBM)
3. Ministry of the Interior and Local Government (MILG)
4. Ministry of Social Services and Development (MSSD)
5. Ministry of Public Works (MPW)
6. Ministry of Agriculture, Fisheries, and Agrarian Reform (MAFAR)
7. Ministry of Public Order and Safety (MPOS)

The BPDA will serve as both Chair and Technical Secretariat of the TWG and shall be responsible for the following:

- a. Facilitate the preparation of the Bangsamoro Transition Report in close coordination with the Ad Hoc Committee and BMOAs;
- b. Facilitate the conduct of meetings and workshops for the preparation of the report;
- c. Ensure timely submission of the draft write-up from BMOAs for consolidation and review by the Ad Hoc Committee and TWG; and
- d. Facilitate the finalization of the Bangsamoro Transition Report.

VI. TIMETABLE

The formulation activities will commence on the 2nd week of August 2025 and shall be completed/finalized on or before October 31, 2025. The BMOAs may prepare internal timetables to formulate their respective reports consistent with the timeframe. The timetable of activities for the formulation of the Bangsamoro Transition Report is as follows:

Activity	Responsible Entity	Timeline
1. Issuance of Memorandum Circular directing the preparation of the BTA Transition Report and organizing the Ad Hoc Committee and Sub-committees for the purpose	BPDA and OCM	1 st week of August 2025
2. Multisectoral Orientation on the Formulation of the BTA Transition Report	Ad Hoc Committee, TWG and BMOAs	2 nd week of August 2025
3. Conduct of Writeshops/Meetings on the formulation of Bangsamoro Transition Report	Ad Hoc Committee, TWG, and BMOAs	3 rd week of August – 1 st week of September 2025
4. Submission and Consolidation of Initial Reports	TWG, and BMOAs	2 nd week – 3 rd week of September 2025
5. Finalization of the Draft Transition report	Ad Hoc Committee and TWG	4 th week of September – 1 st week of October 2025
6. Presentation of the Transition Report to the Ad Hoc Committee	Ad Hoc Committee and TWG	2 nd week of October 2025
7. Refinement of the Transition Report incorporating inputs from the members of the Committee	Ad Hoc Committee and TWG	3 rd week of October 2025
8. Presentation to the Cabinet and Approval of the Transition Report		4 th week of October 2025
9. Finalization, Packaging and Reproduction of the report	Ad Hoc Committee	1 st week of November 2025
10. Submission of the Bangsamoro Transition Report	Ad-Hoc Committee	2 nd week of November 2025

Anent this, all Bangsamoro ministries, offices, and agencies are hereby directed to prioritize, support and actively participate in the formulation of the Bangsamoro Transition Report.

For **Strict Compliance**.

By Authority of the Chief Minister
ABDULRAOF A. MACACUA


MOHAMMAD S. YACOB, Ph. D.
Senior Minister

OCM-BARMM-AMS-RD
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