Country/entity	Philippines Mindanao
Region	Asia and Pacific
Agreement name	Implementing Guidelines on the Joint Communiqué of 6 May 2002
Date	15 Feb 2012
Agreement status	Multiparty signed/agreed
Interim arrangement	Yes

Agreement/conflict level Intrastate/intrastate conflict

Philippine Insurgencies (1968 -)

The Maoist Insurgencies (1968 -)

Philippines-NDF

The Philippines have been defined by a series of center-periphery and often ideologically Maoist, separatist insurgencies. The Communist Party of the Philippines (CPP), began its war against the central Philippine government in 1968 through their armed wing – the New People's Army (NPA). Further legitimacy was gained through the establishment of the National Democratic Front (NDF) in 1973. Grievances were predominantly opposed to the corruption and repression under the authoritarian Marcos regime.

Philippines-Cordillera

With the overthrow of Marcos' regime in 1986, the CPP factionalized further to take on more localized characteristics. The Cordillera Peoples Liberation Army (CPLA) broke away from the NDF in 1986 to focus on the protection of the Cordilleran people and land in northern Luzon. Hostilities were formally ended in July 2011, with an agreement signed between the central government, the CPLA and the Cordillera Bodong Administration (CBA) that allowed for the absorption of CPLA fighters into the Philippine Army and the re-working of the CBA-CPLA into a socio-development organisation.

Philippines-RPM-P

Meanwhile, purge among the CPP in the early 1990s, encouraged the formation of a parallel party, the Revolutionary Workers Party (RPM-P). Their armed wing, the Alex Boncayao Brigade (ABB) which had carried out a number of assassinations during the 1980s at the bequest of the CPP, followed suit and allied themselves with the RPM-P in 1997 forming the (RPM-P-RPA-ABB). Severely weakened by the split with the CPP and with the arrest of several key figures, the RPM-P-RPA-ABB signed a peace agreement in December 2000, which encouraged the RPM-P's branch in Mindanao to break away in 2001.

The CPP-NPA has only participated in intermittent talks with the government. Talks halted in 2004 when Gloria Macapagal-Arroyo's administration sought closer ties with the U.S. in the war on terror and added the CPP-NPA to the list of terrorist organisations, renewing violence. Following the launch of a counter-insurgency by the Philippine government, negotiations have been further delayed due to suspected internal differences between the CPP 'old guard' and younger members.

The Moro Insurgency (1968 -)

Philippines-Mindanao

The Moro Insurgency began in 1968, in Mindanao and the Sulu archipelago after the killing of Moro Commandos, the so-called Jabidah Massacre, by the Philippine Army following a plot to invade Sabah province in Malaysia. The Moro National Liberation Front (MNLF) captured a swath of territory in the mid-1970s. In an attempt to stem the violence, the constitution was reformed and Autonomous Region in Muslim Mindanao (ARMM) was created 1990 granting a devolution of power to the provinces of Lanao del Sur, Maguindanao, Sulu and Tawi-Tawi. Following the establishment of the ARMM, the MNLF splintered into a range of smaller groups including Islamic factions such as the

Stage	Renewal
Conflict nature	Government/territory
Peace process	Philippines - Mindanao process
Parties	Marvic M.V.F. Leonen, GPH Panel Chairman; Mohagher Iqbal, MILF Panel Chairman
Third parties	Signed in the presence of: Tengku Dato' Ab Ghafar Bin Tengku Mohamed, Malaysian Facilitator
Description	Agreement that provides the renewal of the Ad Hoc Joint Action Group (AHJAG) that was established in the 6 May 2002 Joint Communique to pursue and apprehend criminal elements that function outside of the AFP/PNP and MILF/BIAF. Agreement provides for terms of reference, objective, scope, definition of terms, mechanics of implementation, composition of the AHJAG, and duration of the mandate, which is for a period of twelve (12) months, renewable on a yearly basis by the Parties.

Agreement document	PH_020215_Implementing Guidelines on Joint Communique.pdf (opens in new tab) | Download PDF

Groups

Children/youth	No specific mention.
Disabled persons	No specific mention.
Elderly/age	No specific mention.
Migrant workers	No specific mention.
Racial/ethnic/ national group	No specific mention.
Religious groups	No specific mention.
Indigenous people	No specific mention.
Other groups	No specific mention.

Refugees/displaced persons	Groups→Refugees/displaced persons→Substantive Page 3, VI. Mechanics of Implementation 5. To avoid unnecessary armed confrontations, the displacement of communities and damage to properties, the Tactical Operations Center (TOC) or Tactical Command Post (TCP) of the government operating forces and with the MILF forces in the area shall work and coordinate closely with the AHJAG and vice versa. Page 3, VI. Mechanics of Implementation 6. Except for operations against high priority targets, a list of which shall be provided by the GPH Panel to the MILF Panel, the AHJAG shall inform the GPH and the MILF CCCH at least 24 hours prior to the conduct of the AFP/PNP operation in order to allow sufficient time for the evacuation of civilians and to avoid armed, confrontation between the GPH and MILF forces.
Social class	No specific mention.

Gender

Women, girls and gender	No specific mention.
Men and boys	No specific mention.
LGBTI	No specific mention.
Family	No specific mention.

State definition

Nature of state (general)	No specific mention.
State configuration	No specific mention.
Self determination	No specific mention.
Referendum	No specific mention.
State symbols	No specific mention.
Independence/ secession	No specific mention.

Accession/ unification	No specific mention.
Border delimitation	No specific mention.
Cross-border provision	No specific mention.

Governance

Political institutions (new or reformed)	No specific mention.
Elections	No specific mention.
Electoral commission	No specific mention.
Political parties reform	No specific mention.
Civil society	No specific mention.
Traditional/ religious leaders	No specific mention.
Public administration	No specific mention.
Constitution	No specific mention.

Power sharing

Political power sharing	No specific mention.
Territorial power sharing	No specific mention.
Economic power sharing	No specific mention.
Military power sharing	No specific mention.

Human rights and equality

Human rights/RoL general	No specific mention.
Bill of rights/similar	No specific mention.
Treaty incorporation	No specific mention.
Civil and political rights	Human rights and equality→Civil and political rights→Life Page 4, VII General Guidelines for the Implementing Unit 1. In the process of implementing its functions, the implementing units of the GRP-MILF shall ensure the safety of the life of the civilians and the protection of their properties.
Socio-economic rights	Human rights and equality→Socio-economic rights→Property Page 4, VII General Guidelines for the Implementing Unit 1. In the process of implementing its functions, the implementing units of the GRP-MILF shall ensure the safety of the life of the civilians and the protection of their properties.

Rights related issues

Citizenship	No specific mention.
Democracy	No specific mention.
Detention procedures	No specific mention.
Media and communication	No specific mention.
Mobility/access	No specific mention.
Protection measures	Rights related issues→Protection measures→Protection of civilians Page 4, VII General Guidelines for the Implementing Unit 1. In the process of implementing its functions, the implementing units of the GRP-MILF shall ensure the safety of the life of the civilians and the protection of their properties.
Other	No specific mention.

Rights institutions

NHRI	No specific mention.
Regional or international human rights institutions	No specific mention.

Justice sector reform

Criminal justice and emergency law	No specific mention.
State of emergency provisions	No specific mention.
Judiciary and courts	No specific mention.
Prisons and detention	No specific mention.
Traditional Laws	No specific mention.

Socio-economic reconstruction

Development or socio-economic reconstruction	No specific mention.
National economic plan	No specific mention.
Natural resources	No specific mention.
International funds	No specific mention.
Business	No specific mention.
Taxation	No specific mention.
Banks	No specific mention.

Land, property and environment

Land reform/rights	No specific mention.
Pastoralist/ nomadism rights	No specific mention.
Cultural heritage	No specific mention.
Environment	No specific mention.
Water or riparian rights or access	No specific mention.

Security sector

Security Guarantees

Page 1, IV. Definition of Terms
A. Lost Commands - groups which are not under the command and control of the BIAF and the AFP/PNP as verified by the Ad Hoc Joint Action Group (AHJAG).

Page 2, IV. Definition of Terms
F. Order of Battle - refers to the list of wanted persons prepared by the AFP/PNP as verified by the AHJAG.

Page 3, VI. Mechanics of Implementation
1. The AFP/PNP shall, convey to the MILF through the AHJAG the Order of Battle as defined in Paragraph IV, E containing the names and identities of the criminal elements as provided in Paragraph 3 of the Joint Communique of 6 May 2002.

Page 3, VI. Mechanics of Implementation
4. The AHJAG shall coordinate with the AFP/PNP and MILF/BIAF to effect the apprehension and arrest of the suspected criminal elements.

Page 3, VI. Mechanics of Implementation
5. To avoid unnecessary armed confrontations, the displacement of communities and damage to properties, the Tactical Operations Center (TOC) or Tactical Command Post (TCP) of the government operating forces and with the MILF forces in the area shall work and coordinate closely with the AHJAG and vice versa.

Page 3, VI. Mechanics of Implementation
6. Except for operations against high priority targets, a list of which shall be provided by the GPH Panel to the MILF Panel, the AHJAG shall inform the GPH and the MILF CCCH at least 24 hours prior to the conduct of the AFP/PNP operation in order to allow sufficient time for the evacuation of civilians and to avoid armed, confrontation between the GPH and MILF forces.

Page 3, VI. Mechanics of Implementation
7. In hot pursuit operations in MILF areas/communities, the AFP/PNP commander shall coordinate with the AHJAG. Pursuit operations by the AFP/PNP against criminal elements shall not exceed seventy-two (72) hours and can be extended upon consultation with the AHJAG. Paramilitary/irregular forces shall not be allowed to engage in hot pursuit.

Ceasefire

Security sector→Ceasefire→General commitments
Page 1, I. Terms of Reference
A. Agreement for General Cessation of Hostilities date July 18, 1997, including its Implementing Administrative Guidelines dated September 12, 1997 and Implementing Operational Guidelines dated November 14, 1997.

Page 3, VI Mechanic of Implementation
5. To avoid unnecessary armed confrontations, the displacement of communities and damage to properties, the Tactical Operations Center (TOC) or Tactical Command Post (TCP) of the government operating forces and with the MILF forces in the area shall work and coordinate closely with the AHJAG and vice versa.

Page 3, VI. Mechanics of Implementation
6. Except for operations against high priority targets, a list of which shall be provided by the GPH Panel to the MILF Panel, the AHJAG shall inform the GPH and MILF CCCH at least 24 hours prior to the conduct of the AFP/PNP operations in order to allow sufficient time for the evacuation of civilians and to avoid armed, confrontation between the GPH and MILF forces.

Page 4, VI. Mechanics of Implementation
8. An after-operation report shall be immediately submitted by the AHJAG to the GPH and MILF Panels, copy furnished both CCCHs.

Page 4, VII. General Guidelines for the Implementing Unit
2. The AHJAG shall closely coordinate and work in tandem with the Joint CCCH.

Police	Page 1, IV. Definition of Terms A. Lost Commands - groups which are not under the command and control of the BIAF and the AFP/PNP as verified by the Ad Hoc Joint Action Group (AHJAG). Page 2, IV. Definition of Terms F. Order of Battle - refers to the list of wanted persons prepared by the AFP/PNP as verified by the AHJAG. Page 3, VI. Mechanics of Implementation 1. The AFP/PNP shall, convey to the MILF through the AHJAG the Order of Battle as defined in Paragraph IV, E containing the names and identities of the criminal elements as provided in Paragraph 3 of the Joint Communique of 6 May 2002. Page 3, VI. Mechanics of Implementation 4. The AHJAG shall coordinate with the AFP/PNP and MILF/BIAF to effect the apprehension and arrest of the suspected criminal elements. Page 3, VI. Mechanics of Implementation 6. Except for operations against high priority targets, a list of which shall be provided by the GPH Panel to the MILF Panel, the AHJAG shall inform the GPH and the MILF CCCH at least 24 hours prior to the conduct of the AFP/PNP operation in order to allow sufficient time for the evacuation of civilians and to avoid armed, confrontation between the GPH and MILF forces. Page 3, VI. Mechanics of Implementation 7. In hot pursuit operations in MILF areas/communities, the AFP/PNP commander shall coordinate with the AHJAG. Pursuit operations by the AFP/PNP against criminal elements shall not exceed seventy-two (72) hours and can be extended upon consultation with the AHJAG. Paramilitary/irregular forces shall not be allowed to engage in hot pursuit.
Armed forces	No specific mention.
DDR	No specific mention.
Intelligence services	No specific mention.

Parastatal/rebel and opposition group forces

Page 3, VI. Mechanics of Implementation
7. In hot pursuit operations in MILF areas/communities, the AFP/PNP commander shall coordinate with the AHJAG. Pursuit operations by the AFP/PNP against criminal elements shall not exceed seventy-two (72) hours and can be extended upon consultation with the AHJAG. Paramilitary/irregular forces shall not be allowed to engage in hot pursuit.

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Page 1, IV. Definition of Terms
A. Lost Commands - groups which are not under the command and control of the BIAF and the AFP/PNP as verified by the Ad Hoc Joint Action Group (AHJAG).

Page 1, IV. Definition of Terms
G. MILF Areas/Communities - refer to the places in Mindanao identified by the GPH and MILF Peace Panels where the MILF elements are situated.

Page 3, VI. Mechanics of Implementation
1. The AFP/PNP shall, convey to the MILF through the AHJAG the Order of Battle as defined in Paragraph IV, E containing the names and identities of the criminal elements as provided in Paragraph 3 of the Joint Communique of 6 May 2002.

Page 3, VI. Mechanics of Implementation
2. The MILF through the AHJAG shall validate and subsequently act on the information as contained in the Order of Battle.

Page 3, VI. Mechanics of Implementation
3. The MILF further shall provide information, as available, on other suspected criminal elements in their areas/communities that come to their attention.

Page 3, VI. Mechanics of Implementation
4. The AHJAG shall coordinate with the AFP/PNP and MILF/BIAF to effect the apprehension and arrest of the suspected criminal elements.

Page 3, VI. Mechanics of Implementation
5. To avoid unnecessary armed confrontations, the displacement of communities and damage to properties, the Tactical Operations Center (TOC) or Tactical Command Post (TCP) of the government operating forces and with the MILF forces in the area shall work and coordinate closely with the AHJAG and vice versa.

Page 3, VI. Mechanics of Implementation
6. Except for operations against high priority targets, a list of which shall be provided by the GPH Panel to the MILF Panel, the AHJAG shall inform the GPH and the MILF CCCH at least 24 hours prior to the conduct of the AFP/PNP operation in order to allow sufficient time for the evacuation of civilians and to avoid armed, confrontation between the GPH and MILF forces.

Page 3, VI. Mechanics of Implementation
7. In hot pursuit operations in MILF areas/communities, the AFP/PNP commander shall coordinate with the AHJAG. Pursuit operations by the AFP/PNP against criminal elements shall not exceed seventy-two (72) hours and can be extended upon consultation with the AHJAG. Paramilitary/irregular forces shall not be allowed to engage in hot pursuit.

Page 4, VI. Mechanics of Implementation
9. The MILF shall block the entry of suspected criminal elements in MILF areas/

Withdrawal of foreign forces	No specific mention.
Corruption	No specific mention.

Crime/organised crime

Page 1, II. Objective - This set of guidelines is adopted to implement the provision of the Joint Communique dated May 6, 2002 between the Government of the Republic of the Philippines and the Moro Islamic Liberation Front related to the isolation and interdiction of all criminal syndicates/kidnap for ransom groups and other criminal groups including the so called "Lost Commands" operating in Mindanao.

Page 1, III. Scope - These Implementing Guidelines apply only to operations against criminal syndicates/kidnap-for-ransom groups, lost commands and other criminal elements within MILF areas/communities.

Page 1, IV. Definition of Terms
A. Lost Commands - groups which are not under the command and control of the BIAF and the AFP/PNP as verified by the Ad Hoc Joint Action Group (AHJAG).

Page 2, IV. Definition of Terms
B. Criminal Syndicates/Kidnap-for-Ransom Groups - refer to a group of aggurpation of persons who engage in criminal activities as verified by AHJAG.

Page 2, IV. Definition of Terms
C. Criminal Elements - within the purview of AHJAG, refers to a leader/member of a criminal syndicate or kidnap for ransom group as distinguished from common criminals.

Page 2, IV. Definition of Terms
D. Isolation - refers to the act of dissociating/segregating criminal elements form the general public as a mode to monitor and counter their criminal activities.

Page 2, IV. Definition of Terms
E. Interdiction - refers to the act of apprehending criminal elements as defined in A and B and turning them over to the AHJAG.

Page 2, IV. Definition of Terms
F. Order of Battle - refers to the list of wanted persons prepared by the AFP/PNP as verified by the AHJAG.

Page 2, V. Organization/Composition of the AHJAG
A. The AHJAG shall be composed of eight (8) members, four (4) from the GPH and four (4) from the MILF agreed upon and named by the panels.

Page 3, V Organization/Composition of the AHJAG
C. An AHJAG Team as organized shall be composed of at least four (4) members, two from the GRP and TWO from the MILF to be augmented by support staff from both sides.
D. The AHJAG teams shall be composed of field level members and operators who can immerse on the ground for the performance of their missions, and shall readily be available at short notice.

Page 3, VI. Mechanics of Implementation
1. The AFP/PNP shall, convey to the MILF through the AHJAG the Order of Battle as defined in Paragraph IV, E containing the names and identities of the criminal elements as provided in Paragraph 3 of the Joint Communique of 6 May 2002.

Page 3, VI. Mechanics of Implementation
2. The MILF through the AHJAG shall validate and subsequently act on the information as contained in the Order of Battle.

Page 3, VI. Mechanics of Implementation

Drugs	No specific mention.
Terrorism	No specific mention.

Transitional justice

Transitional justice general	No specific mention.
Amnesty/pardon	No specific mention.
Courts	No specific mention.
Mechanism	No specific mention.
Prisoner release	No specific mention.
Vetting	No specific mention.
Victims	No specific mention.
Missing persons	No specific mention.
Reparations	No specific mention.
Reconciliation	No specific mention.

Implementation

UN signatory	No specific mention.
Other international signatory	Signed in the presence of: Tengku Dato' Ab Ghafar Bin Tengku Mohamed, Malaysian Facilitator
Referendum for agreement	No specific mention.
International mission/force/ similar	No specific mention.
Enforcement mechanism	No specific mention.