

Country/entity	Philippines
Region	Asia and Pacific
Agreement name	Guidelines and Ground Rules for the Implementation and Monitoring of the Agreement on the Cessation of Hostilities between the Government of the Republic of Philippines (hereinafter 'GRP') and the Rebolusyonaryong Partido ng Manggagawa ng Mindanao (hereinafter 'RPM-M')
Date	28 Oct 2005
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	Ceasefire/related
Conflict nature	Government
Peace process	Philippines: RAM process

Parties

For the Government of the Republic of the Philippines

By:

Hon. Franklin M. Quijano

Chairperson

GRP Peace Panel

Hon. Froilan R. Melendrez

Member

GRP Peace Panel

For the Rebolusyinaryong Partido ng Manggagawa ng Mindanao

By:

Hon. Moniva D. Pascual

Chairperson

RPM-M Peace Panel

Hon. Freiderick T. Montes

Member

RPM-M Peace Panel

Hon. Armando F. Orbis

Member

RPM-M Peace Panel

Hon. Enrique B. delos Reyes Page 4 of 18

Political Consultant

Third parties	<p>Witnessed by:</p> <p>Charlito Z. Manlupig</p> <p>Independent Secretariat</p> <p>Ariel C. Hernandez</p> <p>Executive Director</p> <p>Balay Mindanaw Foundation, Inc.</p>
Description	The agreement sets out guidelines for the implementation and monitoring of a ceasefire.

Agreement document [PH_051028_Guidelines_and_ground_rules.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	No specific mention.
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 Page 4
ARTICLE III, par. 5
Each LCMT shall act as a tripartite provincial monitoring team composed of representatives from GRP, RPM-M and mutually acceptable independent non-governmental organization/ people's organization (NGO/ PO). Each of the three parties shall have one vote each regardless of the number of each party's representatives to the LCMT. Representatives must be mutually acceptable to both parties thru their respective Peace panels. The LCMT shall be chaired by the NGO/ PO member. The GRP and RPM-M representatives to the LCMT may propose the discharge of the NGO/ PO from the LCMT, subject to approval of the peace panels

ARTICLE III, par. 7
Should the LCMT be unable to resolve a report/ complaint brought to its attention, the LCMT shall transmit the same to the National Committee on Cessation of Hostilities (NCCH) for appropriate action.
By definition, the NCCH shall seek resolution to unresolved report/ complaint emanating from the LCMTs. The NCCH may receive reports/ complaints on alleged commission of hostility by and between Parties, which as it sees fit, may be transmitted to the LCMTs for appropriate action. Furthermore, the NCCH shall particularly handle policy issues concerning the implementation of the cessation of hostilities by crafting recommendation on the same subject to approval of the Panels.

The NCCH shall act as a tripartite national body composed of representatives from GRP, RPM-M, and mutually acceptable independent NGO/ PO. It shall be chaired by the NGO/ PO representative. Representatives to the NCCH must be mutually acceptable to both parties thru their respective Peace Panels. The NCCH shall meet quarterly or as the need arises.

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 No specific mention.

Socio-economic rights No specific mention.

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 No specific mention.

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 Socio-economic reconstruction→Development or socio-economic reconstruction→Socio-economic development
Page 1:

Preamble

WHEREAS, both Parties agreed to finalize the list of identified development areas in order to facilitate the implementation of priority projects in the said areas under the framework of sustainable development;

WHEREAS, both Parties mutually recognize, through the Joint Commitment to Pursue Peace and Development, that a peaceful environment is conducive to sustainable development especially for the peoples of Mindanao;

Page 6:

ARTICLE V

COVENANTS

...

The parties jointly affirm and recognize the need to promote and strengthen environment and natural resource protection under the framework of sustainable development.

The implementation of this Guidelines shall pave the way for the:

- a) Fulfillment of the pre-confidence and confidence-building measures;
- b) Continued pursuit of the implementation of development projects; and
- c) Signing of the final peace agreement.

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 Page 1:
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c) Signing of the final peace agreement.

**Water or riparian
rights or access** No specific mention.

Security sector

**Security
Guarantees**

No specific mention.

Ceasefire

Security sector→Ceasefire→Ceasefire provision

Pages 1-3:

WHEREAS, the parties have signed the Agreement on the Cessation of Hostilities on 28th of October 2005 which directed the formulation and finalization of the guidelines and ground rules for the implementation and monitoring of the cessation of hostilities including the structural and coordinative mechanisms;

...

NOW, THEREFORE, for and in consideration of the foregoing premises and of the mutual covenants herein set forth, the Parties do hereby mutually agree on the following:

ARTICLE I

SCOPE

The GRP and RPM-M commit their respective armed forces to the general cessation of hostilities by not committing any hostile and/or provocative acts.

The Agreement on Cessation of Hostilities shall be observed nationwide.

The definition of hostilities shall include, but not limited to the following hostile acts

Aggressive actions against respective forces such as attacks, raids, ambushes, utilization of landmines, reconnoitering, deployment and movement of forces without appropriate coordination, offensive military action except in hot pursuits against threat groups.

Criminal acts such as kidnapping, hijacking, piracy, arson, bombings, grenade-throwing, robberies, liquidations, assassinations, and summary executions.

Provocative acts

Surveillance, harassment and intimidation against respective forces, extortion, arrest without warrant on the part of the GRP and not in the nature of citizen's arrest, illegal detention, torture, unreasonable search and seizure, blatant display of firearms, providing sanctuary / assistance to criminal elements or members of either Party who have committed hostile or criminal acts.

Other acts that endanger the safety and security of the people and their properties, and contribute to the deterioration of peace and order in any given area.

All hostile propaganda amongst parties, including defamatory, untruthful or derogatory statements.

ARTICLE II

ACTIONS EXEMPTED

The cessation of hostilities between the GRP and the RPM-M shall be pursued without prejudice to the conduct of regular PNP and AFP functions as defined under existing laws and administrative / logistical activities.

By virtue thereof, situations that tend to compromise the prevailing ceasefire between the GRP and RPM-M forces should, therefore, be avoided at all times by way of effective and appropriate coordination.

Police	No specific mention.
Armed forces	No specific mention.
DDR	No specific mention.
Intelligence services	No specific mention.
Parastatal/rebel and opposition group forces	No specific mention.
Withdrawal of foreign forces	No specific mention.
Corruption	No specific mention.
Crime/organised crime	<p>Page 2: Article I, par. 3 The definition of hostilities shall include, but not limited to the following</p> <p>a) Hostile acts</p> <p>Aggressive actions against respective forces such as attacks, raids, ambushes, utilization of landmines, reconnoitering, deployment and movement of forces without appropriate coordination, offensive military action except in hot pursuits against threat groups.</p> <p>Criminal acts such as kidnapping, hijacking, piracy, arson, bombings, grenade-throwing, robberies, liquidations, assassinations, and summary executions.</p> <p>b) Provocative acts</p> <p>Surveillance, harassment and intimidation against respective forces, extortion, arrest without warrant on the part of the GRP and not in the nature of citizen's arrest, illegal detention, torture, unreasonable search and seizure, blatant display of firearms, providing sanctuary / assistance to criminal elements or members of either Party who have committed hostile or criminal acts.</p> <p>Other acts that endanger the safety and security of the people and their properties, and contribute to the deterioration of peace and order in any given area.</p>
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 No specific mention.

Referendum for agreement No specific mention.

COORDINATIVE AND MONITORING ARRANGEMENTS

The GRP and RPM-M shall desist from omitting any act which qualifies under the definition of hostilities as described in this Guidelines and Ground Rules for the Implementation and Monitoring of the Agreement of the Cessation of Hostilities. In general, it shall be incumbent upon the GRP and RPM-M to take immediate and necessary actions to prevent any violation to This Guidelines and Ground Rules, and apply the appropriate sanction to their respective forces that violate the same.

The GRP and RPM-M shall ensure that the Agreement on the Cessation of Hostilities and its Guidelines and Ground Rules are properly disseminated to their respective forces. Lateral coordination between and among the GRP and RPM-M ground troops on matters pertaining to the implementation and enforcement of the Guidelines and Ground Rules shall be observed.

For effective coordination and monitoring mechanism between and among GRP and RPM-M ground forces to ensure strict observance of cessation of hostilities, interim Local Coordinating and Monitoring Teams (LCMTs) shall be established in areas mutually-identified by both Parties through their respective Peace Panels. These teams shall be tasked to coordinate and monitor the observance of the Agreement at the local level. In consideration of the familiarity and proximity of the LCMTs to the ground, they shall where possible, endeavor to reach amicable settlement/ resolution of reports/ complaints on alleged commission of hostility by either Party.

Each LCMT shall act as a tripartite provincial monitoring team composed of representatives from GRP, RPM-M and mutually acceptable independent non-governmental organization/ people's organization (NGO/ PO). Each of the three parties shall have one vote each regardless of the number of each party's representatives to the LCMT. Representatives must be mutually acceptable to both parties thru their respective Peace panels. The LCMT shall be chaired by the NGO/ PO member. The GRP and RPM-M representatives to the LCMT may propose the discharge of the NGO/ PO from the LCMT, subject to approval of the peace panels/

LCMTs shall provide monthly reports to the Peace Panels on matters pertaining to the observance of the cessation of hostilities coordinated and monitored at the local level, further enhance existing coordinative and monitoring mechanisms, and resolve problem areas or gaps in the coordination and monitoring processes. In terms of the regularity of its conference, the LCMT shall meet once a month or as the need arises.

Should the LCMT be unable to resolve a report/ complaint brought to its attention, the LCMT shall transmit the same to the National Committee on Cessation of Hostilities (NCCH) for appropriate action.

By definition, the NCCH shall seek resolution to unresolved report/ complaint emanating from the LCMTs. The NCCH may receive reports/ complaints on alleged commission of hostility by and between Parties, which as it sees fit, may be transmitted to the LCMTs for appropriate action. Furthermore, the NCCH shall particularly handle policy issues concerning the implementation of the cessation of hostilities by crafting recommendation on the same subject to approval of the Panels.

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**Enforcement
mechanism**

No specific mention.
