

<b>Country/entity</b>	Philippines Mindanao
<b>Region</b>	Asia and Pacific
<b>Agreement name</b>	General Framework of Agreement of Intent Between the Government of the Republic of Philippines (GRP) and the Moro Islamic Liberation Front (MILF)
<b>Date</b>	27 Aug 1998
<b>Agreement status</b>	Multiparty signed/agreed
<b>Interim arrangement</b>	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

<b>Stage</b>	Pre-negotiation/process
<b>Conflict nature</b>	Government/territory
<b>Peace process</b>	Philippines - Mindanao process
<b>Parties</b>	Lt. Gen. Orlando V. Soriano (Ret.), GRP Negotiating Panel Chairman; Allem Abdulaziz Mimbantas, MILF Negotiating Panel Chairman
<b>Third parties</b>	Witnesses: Amb. Manuel T. Yan, Presidential Adviser on the Peace Process; Rep. Anthony T. Dequina, GRP Negotiating Panel Member; Dr. Emily M. Marohombsar, GRP Negotiating Panel Member; Dir. Alma R. Evangelista, GRP Technical Committee Chairperson; Mgen. Santos B. Gabison Jr., GRP Negotiating Panel Member; Dr. Alunan C. Glang, MILF Adviser; Sheikh Abukhalil Yahya, Majlis Al-Shura Chairman; Sheikh Ali Ismail, MILF Islamic Supreme Court Chairman; Mohagher Iqbal, MILF Negotiating Panel Member; Omar Hassan, MILF Negotiating Panel Member
<b>Description</b>	The Parties commit to pursue negotiations, and pledge to implement the agreements made so far.

---

**Agreement document** [PH\\_980827\\_Framework Agreement of Intent.pdf \(opens in new tab\)](#) | [Download PDF](#)

---

### Groups

<b>Children/youth</b>	No specific mention.
<b>Disabled persons</b>	No specific mention.
<b>Elderly/age</b>	No specific mention.
<b>Migrant workers</b>	No specific mention.
<b>Racial/ethnic/ national group</b>	No specific mention.
<b>Religious groups</b>	No specific mention.
<b>Indigenous people</b>	No specific mention.
<b>Other groups</b>	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)** Page 2, Article V  
The Parties recognize that there will be lasting peace in Mindanao when there is mutual trust, justice, freedom, and tolerance for the identity, culture, way of life and aspirations of all the peoples of Mindanao.

**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** Page 1, Article II  
The Parties affirm their commitment to protect and respect human rights in accordance with the principles set forth in the Charter of the United Nations, and the Universal Declaration of Human Rights.

Page 2, Article V  
The Parties recognize that there will be lasting peace in Mindanao when there is mutual trust, justice, freedom, and tolerance for the identity, culture, way of life and aspirations of all the peoples of Mindanao.

**Bill of rights/similar** No specific mention.

**Treaty incorporation** Page 1, Article II  
The Parties affirm their commitment to protect and respect human rights in accordance with the principles set forth in the Charter of the United Nations, and the Universal Declaration of Human Rights.

**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** 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** No specific mention.

**Ceasefire** Security sector→Ceasefire→Ceasefire provision  
Page 1, Preamble  
[...] Noting the Agreement on general Cessation of Hostilities of July 18, 1997, signed at Cagayan de Oro City, between the Parties;

Page 1, Article III  
The Parties negotiate with sincerity in the resolution and pacific settlement of the conflict, and hereby pledge to implement the joint agreements/arrangements previously signed by the Parties' representatives, such as the Agreement for General Cessation of Hostilities signed on July 18, 1997 at Cagayan de Oro City and other supplementary agreements.

Page 2, Article IV  
The Parties pledge to refrain from the use or threat of force to attain undue advantage while peace negotiations on the substantive issues are on-going.

**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** No specific mention.

**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.

<b>Referendum for agreement</b>	No specific mention.
<b>International mission/force/similar</b>	No specific mention.
<b>Enforcement mechanism</b>	Art. 3 'The Parties negotiate with sincerity in the resolution and pacific settlement of the conflict, and hereby pledge to implement the joint agreements/arrangements previously signed by the Parties' representatives, such as the Agreement for General Cessation of Hostilities signed on July 18, 1997 at Cagayan de Oro City and other supplementary agreements.'
<b>Related cases</b>	No specific mention.
<b>Source</b>	USIP, CR Accord, GRP-MILF Peace Process: Compilation of Signed Agreements & other related Documents (1997-2010); (MILF Peace Panel/Asia Foundation, 2010), pp. 41-43.

---