

Country/entity	Philippines Mindanao
Region	Asia and Pacific
Agreement name	Implementing Operational Guidelines of the GRP-MILF Agreement on the General Cessation of Hostilities
Date	14 Nov 1997
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/territory
Peace process	Philippines - Mindanao process
Parties	MGen. Joselin B. Nazareno, AFP, GRP Sub-Committee on Cessation of Hostilities Chairman; Atty. Omar B. Umpar, MILF Sub-Committee on Cessation of Hostilities Acting Chairman and MILF Legal Counsel
Third parties	Witnesses for GRP: C/Supt. Franco M. Calida, PNP, GRP SCCH Member; Capt. Rolando T. Garcia, PNP, GRP SCCH Member; Col. Manual B. Ibanez Jr., AFP, GRP SCCH Member; Col. Jose G. Corales, AFP, GRP SCCH Member; Lt. Col. Rudy So, AFP, GRP SCCH Member; MGen. Oswaldo Villanueva (Ret.), GRP-SPAG Executive Director; Witnesses for MILF: Saipoden Tomawis, MILF SCCH Member; Badawi Hashim, MILF SCCH Member; Usman Mangkabong, MILF SCCH Member; Jaapa J. Ujajan, MILF SCCH Member; Elias Macarandas, MILF SCCH Member; Abdulmanaf Mantawil, MILF Secretariat Chairman; Attested by: Lt. Gen. Orlando V. Soriano (Ret.), GRP Panel Chairman; Aleem Abdulazis Mimbantas, MILF Panel Chairman
Description	Listed prohibited hostile and provocative acts, and actions exempted from cessation of hostilities. Also outlined ground rules and provided for observation of cessation of hostilities and conduct of inquiry by the GRP-MILF Coordination Committees on Cessation of Hostilities (CCHC) and action to be taken by the GRP and MILF if their forces violate the guidelines and ground rules. Other provisions dealt with security of the GRP and MILF Panels and CCCH members and relationships between the CCCH and the GRP and MILF forces.

Agreement document [PH_971114_Implementing Operational Guidelines of GRP-MILF Agreement.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 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 1, Article I Definition of Terms

3. The following are considered prohibited hostile acts:

3.a. Terroristic acts such as kidnapping, hijacking, piracy, arson, bombings, grenade throwing, liquidations/assassinations, unjustified arrest, torture, unreasonable search and seizure, summary execution, as well as burning of houses, places of worship and educational institutions, destruction of properties, and abuse of civilians.

Human rights and equality→Civil and political rights→Torture

Page 1, Article I Definition of Terms

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Human rights and equality→Civil and political rights→Liberty and security of person

Page 1, Article 1 Definition of Terms

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Page 2, Article I Definition of Terms

4.e. Other acts that endanger the safety and security of the people and their properties; and/or that which contribute to the deterioration of peace and order, such as blatant display of firearms.

Human rights and equality→Civil and political rights→Humane treatment in detention

Page 1, Article I Definition of Terms

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Human rights and equality→Civil and political rights→Fair trial

Page 1, Article I Definition of Terms

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Socio-economic rights

Human rights and equality→Socio-economic rights→Property
Page 1, Article I Definition of Terms

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Page 2, Article I Definition of Terms

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Human rights and equality→Socio-economic rights→Education
Page 1, Article I Definition of Terms

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Human rights and equality→Socio-economic rights→Cultural life
Page 1, Article I Definition of Terms

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Rights related issues

Citizenship No specific mention.

Democracy No specific mention.

Detention procedures No specific mention.

Media and communication Rights related issues→Media and communication→Media roles
Page 2, Article I Definition of Terms
4.d. Public pronouncements that will tend to undermine the sincerity or credibility of either party in implementing the cessation of hostilities.

Page 2, Article II Actions Exempted from Cessation of Hostilities
[...] These actions include, but are not limited to, the following:
2. Defensive or protective actions of the GRP and MILF to ensure the security of its forces, facilities, installations, equipment and lines of communications, and the safety and tranquility of the civil government and the population.

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, Article I Definition of Terms

1. GRP Forces - as referred to in the GRP-MILF Agreement on the General Cessation of Hostilities signed in Cagayan de Oro City on July 18, 1997.

Page 1, Article I Definition of Terms

2. MILF Forces - as referred to in the GRP-MILF Agreement on the General Cessation of Hostilities signed in Cagayan de Oro City on July 18, 1997.

Page 1, Article I Definition of Terms

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3.b. Aggressive action such as attacks, raids, abuscaedes, landminings, and offensive military actions such as shelling, reconnoitering, and unjustified massing of troop.

3.c Establishment of checkpoints except those necessary for the GRP's enforcement and maintenance of peace and order, and, for the defense and security of the MILF in their identified areas, as jointly determined by the GRP and MILF.

Page 1, Article I Definition of Terms

4. The following are considered prohibited provocative acts:

4.a. Display of MILF flag in non-identified MILF areas.

4.c. Massive Deployment and/or movement of GRP and MILF forces which are not normal administrative functions and activities.

Page 2, Article 1 Definition of Terms

4.d. Public pronouncements that will tend to undermine the sincerity or credibility of either party in implementing the cessation of hostilities.

4.e. Other acts that endanger the safety and security of the people and their properties; and/or that which contribute to the deterioration of peace and order, such as blatant display of firearms.

Page 2, Article II Actions Exempted from Cessation of Hostilities

Police and military actions and administrative/logistic activities shall continue to be undertaken by the GRP throughout Mindanao and the entire country. In the pursuit thereof, confrontational situations between the GRP and MILF forces shall be avoided by prior coordination with the latter. These actions include, but are not limited to, the following:

1. Peacekeeping and police actions such as preventive patrols, investigations, arrest, searches and seizures undertaken by the Government against criminality especially against piracy, robbery, kidnapping, cattle rustling, murder and other criminal acts.

2. Defensive or protective actions of the GRP and MILF to ensure the security of its forces, facilities, installations, equipment and lines of communications, and the safety and tranquility of the civil government and the population.

Page 2, Article III Ground Rules

1. The GRP and MILF shall desist from committing any prohibited hostile and provocative acts, as described in this Implementing Guidelines and Ground Rules.

Page 2, Article III Ground Rules

4. Observation of cessation of hostilities and conduct of inquiry by the GRP-MILF Coordinating Committees on Cessation of Hostilities (CCCH).

Police

Page 2, Article II Actions Exempted from Cessation of Hostilities

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Armed forces

Page 1, Article I Definition of Terms

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Page 1, Article I Definition of Terms

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Page 1, Article I Definition of Terms

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Page 2, Article III Ground Rules

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Page 2, Article III Ground Rules

2. Movement of MILF forces outside their identified areas, as jointly determined by the GRP and MILF CCCH, shall be coordinated by concerned MILF commanders to the GRP forces' commanders for clearance prior to said movements.

Page 3, Article III Ground Rules

4.b. The CCCH shall inform immediately the commanders of GRP and MILF forces whose units or members are alleged to be violating this Implementing Guidelines and Ground Rules. It shall be the responsibility of the GRP and MILF to take immediate and necessary actions to stop any violation and punish respective forced who violate this Implementing Guidelines and Ground Rules.

4.c. The CCCH Report of inquiry shall be submitted directly to the GRP-MILF Peace Panels, with copies furnished to the GRP and MILF Commanders concerned.

Page 3, Article III Ground Rules

5. Disposition of violations of cessation of hostilities - The GRP and the MILF will take appropriate actions on their respective forces who violate this Implementing Guidelines and Ground Rules.

Page 3, Article III Ground Rules

6.b. Authority to carry firearms by the armed security shall be issued by the GRP and MILF Commanders on the ground to be confirmed by the GRP-MILF CCCH. [...]

Page 4, Article IV Relationships

DDR

No specific mention.

**Intelligence
services**

No specific mention.

**Parastatal/rebel
and opposition
group forces**

Page 2, Article III Ground Rules

3. Forces not identified by the GRP and MILF CCCH shall be deemed not covered by this Implementing Guidelines and Ground Rules.

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Page 1, Article I Definition of Terms

2. MILF Forces - as referred to in the GRP-MILF Agreement on the General Cessation of Hostilities signed in Cagayan de Oro City on July 18, 1997.

Page 1, Article I Definition of Terms

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Page 3, Article III Ground Rules

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Withdrawal of foreign forces	No specific mention.
Corruption	No specific mention.
Crime/organised crime	Page 1, Article I Definition of Terms 4. The following are considered non-identified MILF areas 4.b. Providing sanctuary or assistance to criminal or lawless elements.
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.

International mission/force/similar No specific mention.

Enforcement mechanism Entire agreement concerns establishing enforcement mechanisms for the GRP-MILF Agreement. See Ceasefire.

Related cases No specific mention.

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