

Country/entity Philippines
Mindanao

Region Asia and Pacific

Agreement name Guidelines for the Implementation of the Philippine Campaign to Ban Landmines -
Fondation Suisse de Deminage (PCBL-FSD) Project Pursuant to the Joint Statement of
the GRP-MILF Peace Panels dated 15 November 2007

Date 5 May 2010

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	Implementation/renegotiation
Conflict nature	Government/territory
Peace process	Philippines - Mindanao process
Parties	Rafael E. Seguis, GRP Peace Panel Chairman; Mohagher Iqbal, MILF Peace Panel Chairman
Third parties	Witnessed by: Datuk Othman Bin Abd. Razak, Malaysian Facilitator
Description	Agreement on the terms of reference for the Joint Mine/Unexploded Ordinance (UXO) clearance project between the Government of the Republic of the Philippines (GRP), the Moro Islamic Liberation Front (MILF), and the NGOs, Philippine Campaign to Ban Landmines (PCBL) and the Swiss Foundation for Mine Action (FSD). The Agreement establishes a Task Force on Joint Mine/UXO Detection and Clearance to implement the project.

Agreement document [PH_100505_Ban on Landmines.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	Groups→Indigenous people→Rhetorical Page 6, Article VIII Other Concerned Sectors- The following are considered other concerned sectors for the GRP-MILF Joint Mine/UXO clearance initiative of PCBL and FSD: 2. Local government units as well as the existing MILF committees and indigenous tribal communities in the conflict-affected areas.
Other groups	No specific mention.

Refugees/displaced persons Groups→Refugees/displaced persons→Rhetorical
Page 6, Article VIII Other Concerned Sectors- The following are considered other concerned sectors for the GRP-MILF Joint Mine/UXO clearance initiative of PCBL and FSD:

1. Local communities in the conflict-affected areas, including evacuees and/or displaced families.

Page 8, Article IX Definition of terms

m. Conflict-affected areas - refer to places where armed conflict between the GRP forces and MILF forces is taking place or had taken place or where there an evacuees and or displaced families as a result of such armed conflict as provided for under Article III of the Implementing Guidelines on the Humanitarian, Rehabilitation and Development Aspects of the GRP-MILF Tripoli Agreement of Peace of 22 June 2001.

Social class No specific mention.

Gender

Women, girls and gender No specific mention.

Men and boys No specific mention.

LGBTI No specific mention.

Family Page 6, Article VIII Other Concerned Sectors- The following are considered other concerned sectors for the GRP-MILF Joint Mine/UXO clearance initiative of PCBL and FSD:

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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 1, Parties

3. Philippine Campaign to Ban Landmines (PCBL) - The Philippine-based civil society/non-governmental campaign group on landmines issues. Which is affiliated with the 1997 Nobel Peace Prize awarded International Campaign to Ban Landmines (ICBL).

Page 1, Parties

4. Swiss Foundation for Mine Action (Fondations Suisse de Deminage, FSD) - a non-profit, non-political, independent and neutral Swiss non-governmental organization specializing in professional humanitarian mine action and clearance programs and the mine action partners of PCBL.

Page 2, Article II Concept and Objective of the Project - The PCBL-FSD Project aims to enable the GRP and MILF to undertake effective joint mine/unexploded ordinance (UXO) detection and clearance with the assistance of concerned organization such as the PCBL and FSD in identified and verified conflict-affected areas as measure both of rehabilitation and of confidence-building in support of the larger peace process. It will assess and address the need to clear areas of explosive remnants of war (ERW) from both sides for the safety and security of concerned communities as well as the rehabilitation and development initiatives. Likewise, it will also be an opportunity for local capacity-building and technology transfer strictly in accordance with international humanitarian mine action standards.

Page 2, Article II Concept and Objective of the Project - [...] The specific objectives of the PCBL-FSD Project are:

1. To achieve a reliable assessment of unexploded landmine and other UXO in the conflict-affected areas.
2. To undertake a systematic mine/UXO detection and clearance program in areas determined to be contaminated.
3. To contribute to and enhance the peace negotiations and confidence-building between GRP and MILF forces at the ground level.
4. To help build local capacity in mine/UXO detection and clearance in accordance with international humanitarian mine action standards.

Page 4, Article VI Specific Functions of the GRP-MILF CCCH - The GRP-MILF CCCH shall perform the following functions under the Guidelines:

f. Recommend approval by the GRP and MILF Peace Panels of the structures, mechanisms, and modalities of the FSD and PCBL relative to their roles in this initiative.

Page 4, Article VII Task Force on Joint Mine/UXO Detection and Clearance

1. Functions:

d. [...] with donors, particularly in terms of letters of endorsements for the project, funding proposals of FSD-PCBL as may be needed or request.

Page 5, Article VII Task Force on Joint Mine/UXO Detection and Clearance

1. Functions:

f. Maintain records and serve as official repository of data/documents relative to the clearing of mines/UXO in coordination with the regional mine and UXO database under the PCBL-FSD Project.

Page 5, Article VII Task Force on Joint Mine/UXO Detection and Clearance

2. Membership:

c. PCBL- One (1) member

d. FSD - One (1) member

**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 3, Article III Purpose of the Guidelines and Operational Framework -- [...] Clearing operations conducted during the effectivity of these Implementing Guidelines shall not be considered or used as basis for subsequent accusations/imputations of [...] the GRP and MILF of their agreements, especially on cessation of hostilities and other security aspects as well as of International Humanitarian Law.

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 Rights related issues→Protection measures→Protection of civilians
Page 7, Article IX Definition of terms
j. Humanitarian demining - activities which lead to the removal of mine and UXO hazards, including technical survey, mapping, clearance, marking, post-clearance documentation, community mine action liaison and handover of cleared land, all for purposed of civilian protection

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 2, Article I Basic Understanding

5. Implementing Guidelines on the Humanitarian, Rehabilitation and Development Aspect of the GRP-MILF Tripoli Agreement of Peace of 2001 dated 07 May 2002.

Page 2, Article II Concept and Objective of the Project - The PCBL-FSD Project aims to enable the GRP and MILF to undertake effective joint mine/unexploded ordinance (UXO) detection and clearance with the assistance of concerned organization such as the PCBL and FSD in identified and verified conflict-affected areas as measure both of rehabilitation and of confidence-building in support of the larger peace process. It will assess and address the need to clear areas of explosive remnants of war (ERW) from both sides for the safety and security of concerned communities as well as the rehabilitation and development initiatives. Likewise, it will also be an opportunity for local capacity-building and technology transfer strictly in accordance with international humanitarian mine action standards.

Page 4, Article VII Task Force on Joint Mine/UXO Detection and Clearance

1. Functions: c. Coordinate with appropriate GRP and MILF agencies, offices and institutions including the Bangsamoro Development Agency (BDA) in the implementation of all the phases/stages involved in the clearing of mines/UXO.

Page 6, Article VIII Other Concerned Sectors- The following are considered other concerned sectors for the GRP-MILF Joint Mine/UXO clearance initiative of PCBL and FSD:

3. Beneficiaries and proponents of rehabilitation and development projects

5. The general public, civil society and business sector, especially in Mindanao seeking normalization in conflict-affected areas.

Page 7, Article IX Definition of terms

k. Humanitarian mine action - activities which aim to reduce the social, economic, and environmental impact of mines and UXO. Its i not just about demining: it is also about people and properties, and how they are affected by Landmine contamination. Its objective is to reduce the risk from landmines to a level where people can live safely, in which economic, social and health development can occur free from the restraints imposed by landmine contamination, and in which the victim needs can be addressed.

Page 8, Article IX Definition of terms

m. Conflict-affected areas - refer to places where armed conflict between the GRP forces and MILF forces is taking place or had taken place or where there an evacuees and or displaced families as a result of such armed conflict as provided for under Article III of the Implementing Guidelines on the Humanitarian, Rehabilitation and Development Aspects of the GRP-MILF Tripoli Agreement of Peace of 22 June 2001.

Page 8, Article IX Definition of terms

n. Rehabilitation and development projects - refer to projects to be implemented in the conflict-affected areas.

National economic plan

No specific mention.

Natural resources No specific mention.

International funds No specific mention.

Business Page 6, Article VIII Other Concerned Sectors- The following are considered other concerned sectors for the GRP-MILF Joint Mine/UXO clearance initiative of PCBL and FSD:

5. The general public, civil society and business sector, especially in Mindanao seeking normalization in conflict-affected areas.

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 7, Article IX Definition of terms
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**Water or riparian
rights or access** No specific mention.

Security sector

Security Guarantees

No specific mention.

Ceasefire

Security sector→Ceasefire→General commitments

Page 1, Parties

1. Government of the Republic of the Philippines (GRP) Coordinating Committee on Cessation of Hostilities (CCCH) - the main mechanism of the GRP to deal with cessation of hostilities and the security aspect of the GRP-MILF Peace Process.

Page 1, Parties

2. Moro Islamic Liberation Front (MILF) Coordinating Committee on Cessation of Hostilities (CCCH) - the main mechanism of the MILF to deal with cessation of hostilities and the security aspect of the GRP-MILF Peace Process.

Page 1, Article I Basic Understanding

1. Agreement on the General Cessation of Hostilities (AGCH) dated 10 July 1997, signed in Cagayan de Oro City between the Government of the Republic of the Philippines (GRP) and the Moro Islamic Liberation Front (MILF).

Page 1, Article I Basic Understanding

2. Implementing Administrative and Operational Guidelines of the GRP-MILF Agreement on the General Cessation of Hostilities signed in Cotabato City on 12 September 1997 and in Marawa City on November 14, 1997 respectively.

Page 3, Article VI Specific Functions of the GRP-MILF CCCH - The GRP-MILF CCCH shall perform the following functions under the Guidelines:

a. Supervise and monitor the implementation of the clearing of mines/UXO in conflict-affected areas.

Page 4, Article VI Specific Functions of the GRP-MILF CCCH - The GRP-MILF CCCH shall perform the following functions under the Guidelines:

b. Jointly approve the areas of where the clearing operations shall be conducted

c. Conduct visits and inspections on areas before, during, and after operations

e. Approve the period of the actual clearing operations

f. Recommend approval by the GRP and MILF Peace Panels of the structures, mechanisms, and modalities of the FSD and PCBL relative to their roles in this initiative.

g. With the concurrence of the Panels, organize and create a Task Force on Joint Mine/UXO Detection and Clearance which shall be the focal body that shall review progress, address needs and indicate further actions, tasks and priorities for all activities involved in clearing operations in identified areas.

h. Perform such other acts relative to the clearing of mines/UXO as may be determined by the GRP-MILF Peace Panels.

Police

Page 5, Article VII Task Force on Joint Mine/UXO Detection and Clearance

3. The Task Force in the performance of its tasks, can avail of assistance from the following bodies upon clearance from the GRP-MILF CCCH and concurrence of the GRP-MILF Peace Panels: a. The AFP/PNP Unites, including Team, in the areas where clearing operations are being conducted

Armed forces

Page 2, Article II Concept and Objective of the Project - [...] The specific objectives of the PCBL-FSD Project are:

3. To contribute to and enhance the peace negotiations and confidence-building between GRP and MILF forces at the ground level.

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DDR

Security sector→DDR→Demilitarisation provisions

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4. To help build local capacity in mine/UXO detection and clearance in accordance with international humanitarian mine action standards.

Page 3, Article III Purpose of the Guidelines and Operational Framework -- These Guidelines shall govern the implementation of the PCBL-FSD Project for GRP-MILF Peace Panels Joint Mine UXO Clearance in the conflict-affected areas in Mindanao pursuant to the GRP-MILF Joint Statement of 15 November 2007.

Page 3, Article III Purpose of the Guidelines and Operational Framework -- [...] The PCBL-FSD Project Concept Note, which contains among others, the overall procedures and actions taken relative to clearing operations, shall not be implemented unless properly reviewed and concurred upon by the GRP-MILF Peace Panels

Page 3, Article III Purpose of the Guidelines and Operational Framework -- [...] The PCBL-FSD Project Concept Note and these Implementing Guidelines shall be subsequently review at the end of every succeeding quarter or semester period, as may be determined by the GRP-MILF CCCH, from the star of the implementations of the PCBL-FSD Project. Any change or amendment shall be subject to the approval of the GRP and MILS Peace Panels upon recommendation of the GRP-MILF CCCH.

Page 3, Article III Purpose of the Guidelines and Operational Framework -- [...] Clearing operations conducted during the effectivity of these Implementing Guidelines shall not be considered or used as basis for subsequent accusations/imputations of [...] the GRP and MILF of their agreements, especially on cessation of hostilities and other security aspects as well as of International Humanitarian Law.

Page 3, Article IV Area of Coverage - the clearing of mines/unexploded ordinance shall be in effect in conflict-affected ares as verified and agreed upon by both GRP and MILF CCCH.

Page 3, Article V, Timeframe - The PCBL-FSD Project for the GRP-MILF Joint Mine/UXO clearance in conflict-affected areas of Mindanao shall be for an initial period of two (2) years. This may be extended beyond said period upon recommendation of both GRP and MILF CCCH subject to the approval of the GRP-MILF Peace Panels.

Intelligence services	No specific mention.
Parastatal/rebel and opposition group forces	<p>Page 2, Article II Concept and Objective of the Project - [...] The specific objectives of the PCBL-FSD Project are:</p> <p>3. To contribute to and enhance the peace negotiations and confidence-building between GRP and MILF forces at the ground level.</p> <p>Page 5, Article VII Task Force on Joint Mine/UXO Detection and Clearance - The Task Force in the performance of its tasks, can avail of assistance from the following bodies upon clearance from the GRP-MILF CCCH and concurrence of the GRP-MILF Peace Panels:</p> <p>b. The Bangsamoro Islamic Armed Forces (BIAF) - MILF Commands/Units operating in the area where clearing operations are being conducted</p> <p>Page 8, Article IX Definition of terms</p> <p>m. Conflict-affected areas - refer to places where armed conflict between the GRP forces and MILF forces is taking place or had taken place or where there are evacuees and or displaced families as a result of such armed conflict as provided for under Article III of the Implementing Guidelines on the Humanitarian, Rehabilitation and Development Aspects of the GRP-MILF Tripoli Agreement of Peace of 22 June 2001.</p>
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	<p>Page 7, Article IX Definition of terms</p> <p>b. Victim-activated mine - a min which be triggered by anybody or anything who/which trips a trip-wire or places the requisite weight or pressure on it</p> <p>Page 7, Article IX Definition of terms</p> <p>k. Humanitarian mine action - activities which aim to reduce the social, economic, and environmental impact of mines and UXO. It is not just about demining; it is also about people and properties, and how they are affected by Landmine contamination. Its objective is to reduce the risk from landmines to a level where people can live safely, in which economic, social and health development can occur free from the restraints imposed by landmine contamination, and in which the victim needs can be addressed.</p>
Missing persons	No specific mention.
Reparations	No specific mention.
Reconciliation	No specific mention.

Implementation

UN signatory	No specific mention.
Other international signatory	Witnessed by: Datuk Othman Bin Abd. Razak, Malaysian Facilitator
Referendum for agreement	No specific mention.
International mission/force/similar	No specific mention.
Enforcement mechanism	No specific mention.
Related cases	No specific mention.
Source	GRP-MILF Peace Process: Compilation of Signed Agreements & other related Documents (1997-2010); (MILF Peace Panel/Asia Foundation, 2010), pp. 304-312.
