

Country/entity	Philippines Mindanao
Region	Asia and Pacific
Agreement name	Implementing Guidelines on the Security Aspect of the GRP-MILF Tripoli Agreement of Peace of 2001
Date	7 Aug 2001
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	For the GRP: Irene M. Santiago, GRP Technical Committee Acting Chairperson; For the MILF: Atty. Musib M. Buat, MILF Technical Committee Chairperson
Third parties	Attested by: Atty. Jesus G. Dureza, GRP Peace Panel Chairman; Al Haj Murad Ebrahim, MILF Peace Panel Chairman
Description	Agreement provides an overall implementation framework for the 2001 Tripoli Agreement's Security Aspects by defining prohibited and provocative hostile acts that will impede the ceasefire and peace process, establishing Local Monitoring Teams (LMTs), a Quick Response Team (QRT), and an Independent Fact-Finding Committee (IFFC) to replace the Interim Ceasefire Monitoring Team. Annex A provides for the composition and functions of the Independent Fact-Finding Committee (IFCC), Annex B operationalizes the Quick Response Team (QRT), and Annex C provides a table that displays the structure of the implementation mechanisms.

Agreement document	PH_010807_Implementing Guidelines on Security Aspect of GRP-MILF Agreement.pdf (opens in new tab) Download PDF
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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	Groups→Religious groups→Substantive Page 4, Article III - Cessation of Hostilities and Security Arrangements The Local Monitoring Team shall be composed of five members, one each from the following: 5.5. Representative from the Religious sector, chosen under mutual agreement; [...]
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 Page 6, Article IV. Safety and Security Guarantees
3. MILF members covered by paragraph 1 above shall not be restrained or arrested, searched, seized and harassed on their persons and property in connection with their participation or involvement in the peace talks, except in cases of commission of common crimes such as crimes against persons, chastity, property and other similar offenses.

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	<p>Page 4, Article III - Cessation of Hostilities and Security Arrangements</p> <p>The Local Monitoring Team shall be composed of five members, one each from the following:</p> <p>5.3. Representative from NGOs nominated by the GRP;</p> <p>5.4. Representative from NGOs nominated by the MILF; and</p> <p>5.5. Representative from the Religious sector, chosen under mutual agreement; and The LMTs shall designate their respective Chairman and Co-Chairman.</p> <p>Page 6, Annex A: Article VI - Composition and Functions of the Independent Fact-Finding Committee (IFFC)</p> <p>2. Notre Dame University Peace Center and Maguindanao Professionals and Employees Association (MAPEA) representatives shall act as Chairman and Vice Chairman, respectively, of the IFFC.</p> <p>Page 7, Annex A: Rule IV - Composition and Functions of the Independent Fact-Finding Committee (IFFC)</p> <p>4. The IFFC shall function under the following terms: f. Employ the expertise of certain impartial persons or organizations in the performance of its assigned tasks.</p> <p>Page 8, Annex B, Agreement (Creating a Quick Response Team) - The Operationalization of the QRT</p> <p>2. The QRT shall be composed of the following:</p> <p>2.3. IFFC principals: one representative each from the Notre Dame University (NDU), Maguindanao Professionals, and Employees Association Inc. MAPEA and Cotabato City Media Multi-Purpose Cooperative (CCMMPC). [...]</p>
Traditional/ religious leaders	<p>Page 4, Article III - Cessation of Hostilities and Security Arrangements</p> <p>The Local Monitoring Team shall be composed of five members, one each from the following:</p> <p>5.5. Representative from the Religious sector, chosen under mutual agreement; [...]</p>
Public administration	<p>No specific mention.</p>
Constitution	<p>No specific mention.</p>

Power sharing

Political power sharing No specific mention.

Territorial power sharing No specific mention.

Economic power sharing No specific mention.

Military power sharing Power sharing→Military power sharing→Proportionality
Page 4, Article III - Cessation of Hostilities and Security Arrangements
The Local Monitoring Team shall be composed of five members, one each from the following:
5.1. Representative from the Local Government Units, designated by the GRP;
5.2. Representative from the MILF Local Political Committee; [...]

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	<p>Rights related issues→Media and communication→Media roles</p> <p>Page 10, Joint Communiqué</p> <p>[...] The guidelines not only silence the guns for the peace of mind of the people. These also prohibit all public pronouncements that will tend to undermine the sincerity or credibility of both parties in waging peace. Toward this end, the war of bullets and of words shall cease; and the parties shall follow the road to peace through earnest and principled negotiations. This will accord the Bangsamoro people permanent spaces for peace, self-reliance and development.</p> <p>Rights related issues→Media and communication→Media logistics</p> <p>Page 2, Article II - Definition of Terms</p> <p>3.2. The following are considered prohibited provocative acts:</p> <p>3.2.4. Public pronouncements that will tend to undermine the sincerity or credibility of either party in implementing the cessation of hostilities.</p> <p>Page 5, Article III - Cessation of Hostilities and Security Arrangements</p> <p>9. 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:</p> <p>9.2. Defensive or protective actions of the GRP 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.</p>
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 3, Article III - Cessation of Hostilities and Security Arrangements
2. The Parties agree to implement all necessary measures to normalize the situation in the conflict-affected areas, to pave the way for, and ensure successful rehabilitation and development of said areas.

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 6, Article IV - Safety and Security Guarantees

2. The safety and security guarantees extended by the Government to the MILF members who are directly and principally involved in the GRP-MILF Peace Talks signed on March 9, 2000 shall remain in full force and effect as a necessary safeguard for the conduct of the peace talks.

Page 4, Article III - Cessation of Hostilities and Security Arrangements

6.2. The Parties shall, upon request, provide the OIC Monitoring Team appropriate Technical and Administrative support, and security escorts in the performance of its functions.

Page 4, Article III - Cessation of Hostilities and Security Arrangements

7. The structure of the implementing mechanism on the Security Aspect of the Tripoli Peace Agreement of 2001 is attached as annex 0C0 and shall form part of this Agreement.

Ceasefire

Security sector→Ceasefire→Ceasefire provision

Page 1, Article I - Terms of Reference

1. GRP-MILF Agreement for General Cessation of Hostilities dated July 18, 1997, including its Implementing Administrative Guidelines dated September 12, 1997 and Implementing Operational Guidelines dated November 14, 1997.

Page 1, Article II - Definition of Terms

The following terms shall mean as follows:

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

Page 1, Article II - Definition of Terms

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

Page 1, Article II - Definition of Terms

3. Hostilities - is defined as aggressive or offensive military action such as aircraft bombing, artillery shelling, naval gunfire, attacks, raids, ambushes, sabotage, and related actions such as kidnapping, hijacking of aircraft, vessels and vehicles, extortion, liquidation, arson, grenade throwing and other terroristic activities. The prohibited hostile acts and prohibited provocative acts specifically enumerated under the Agreement for General Cessation of Hostilities-Implementing Operational Guidelines (AGCH-IOG-1997) are embraced in the term hostilities and are construed as such as of the entry into force (EIF) of this Agreement.

Page 2, Article II - Definition of Terms

3.1. The following are considered prohibited hostile acts:

3.1.1. Terroristic acts such as kidnapping, hijacking, piracy, sabotage, arson, bombings, grenade throwing, robberies, 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.

3.1.2. Aggressive action such as attacks, raids, ambushes, landminings, and offensive military actions such as shelling, reconnoitering, and unjustified massing of troops.

3.1.3. 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 2, Article II - Definition of Terms

3.2. The following are considered prohibited provocative acts:

3.2.1. Display of MILF flag in non-identified MILF areas.

3.2.2. Providing sanctuary or assistance to criminal or lawless elements.

3.2.3. Massive deployment and/or movement of GRP and MILF forces which are not normal administrative functions and activities.

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

3.2.5. 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 3, Article II - Definition of Terms

4. Henceforth, should there be a delineation of lines/positions agreed upon by the Parties, any action that projects force or fire beyond one party's identified line/position shall be considered offensive military operations, which is prohibited under this Agreement.

Police

Page 5, Article III - Cessation of Hostilities and Security Arrangements

9. 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:

9.1. 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.

9.3. Hot pursuit of suspects by police and military personnel. Paramilitary/irregular forces shall not be allowed to engage in hot pursuit under the terms of this Agreement.

Page 8, Annex B, Agreement (Creating a Quick Response Team) - The Operationalization of the QRT

2.3. [...] The QRT can avail itself of assistance from the following in the performance of its duties: b. The PNP Provincial Director of the Province concerned:

Armed forces

Page 1, Article II - Definition of Terms

The following terms shall mean as follows:

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

Page 2, Article II - Definition of Terms

3.1. The following are considered prohibited hostile acts:

3.1.3. 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 2, Article II - Definition of Terms

3.2. The following are considered prohibited provocative acts:

3.2.3. Massive deployment and/or movement of GRP and MILF forces which are not normal administrative functions and activities.

Page 3, Article II - Definition of Terms

4. Henceforth, should there be a delineation of lines/positions agreed upon by the Parties, any action that projects forces or fire beyond one party's identified line/position shall be considered offensive military operations, which is prohibited under this Agreement.

Page 3, Article III - Cessation of Hostilities and Security Arrangements

1. The Parties shall commit their Armed Forces to a general cessation of hostilities pursuant to and in accordance with the Agreement for General Cessation of Hostilities of 1997 and its Implementing Administrative Guidelines dated September 12, 1997 and Operational Guidelines dated November 14, 1997, effective upon entry into force (EIF) of this Agreement.

Page 5, Article III - Cessation of Hostilities and Security Arrangements

9. 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:

9.1. 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.

9.2. Defensive or protective actions of the GRP 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.

9.3. Hot pursuit of suspects by police and military personnel. Paramilitary/irregular forces shall not be allowed to engage in hot pursuit under the terms of this Agreement.

Page 8, Annex B, Agreement (Creating a Quick Response Team) - The Operationalization of the QRT

2.3. [...] The QRT can avail itself of assistance from the following in the performance of its duties: a. The AFP Commander in the area concerned;

Page 9, Annex B, Agreement (Creating a Quick Response Team) - The Operationalization of the QRT

3. The QRT shall immediately address a reported conflict/confrontation between the GRP and the MILF forces. The reports may come from any of the following sources: GRP Patrol

DDR No specific mention.

Intelligence services No specific mention.

**Parastatal/rebel
and opposition
group forces**

Page 1, Article II - Definition of Terms

The following terms shall mean as follows:

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

Page 2, Article II - Definition of Terms

3.1. The following are considered prohibited hostile acts:

3.1.3. 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.

3.2. The following are considered prohibited provocative acts:

3.2.1. Display of MILF flag in non-identified MILF areas.

3.2.3. Massive deployment and/or movement of GRP and MILF forces which are not normal administrative functions and activities.

Page 3, Article II - Definition of Terms

4. Henceforth, should there be a delineation of lines/positions agreed upon by the Parties, any action that projects forces or fire beyond one party's identified line/position shall be considered offensive military operations, which is prohibited under this Agreement.

Page 3, Article III - Cessation of Hostilities and Security Arrangements

1. The Parties shall commit their Armed Forces to a general cessation of hostilities pursuant to and in accordance with the Agreement for General Cessation of Hostilities of 1997 and its Implementing Administrative Guidelines dated September 12, 1997 and Operational Guidelines dated November 14, 1997, effective upon entry into force (EIF) of this Agreement.

Page 5, Article III - Cessation of Hostilities and Security Arrangements

9. Police and military actions and administrative/logistic activities shall continue to be undertaken by the GRP throughout Mindanao and the entire country. [...] These actions include but are not limited to, the following:

9.2. Defensive or protective actions of the GRP 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.

9.3. Hot pursuit of suspects by police and military personnel. Paramilitary/irregular forces shall not be allowed to engage in hot pursuit under the terms of this Agreement.

Page 5, Article III - Cessation of Hostilities and Security Arrangements

10. Defensive or protective actions shall also be undertaken by the MILF to ensure the security of its forces, facilities, installations, equipment and lines of communications and safety and tranquility of its civilian constituents.

Page 6, Article IV - Safety and Security Guarantees

2. The safety and security guarantees extended by the Government to the MILF members who are directly and principally involved in the GRP-MILF Peace Talks signed on March 9, 2000 shall remain in full force and effect as a necessary safeguard for the conduct of the peace talks.

Page 6, Article IV - Safety and Security Guarantees

3. MILF members covered by paragraph 1 above shall not be restrained or arrested, searched, seized and harassed on their persons and property in connection with their participation or involvement in the peace talks, except in cases of commission of common crimes such as crimes against persons, chastity, property and other similar offenses.

Withdrawal of foreign forces	No specific mention.
Corruption	No specific mention.
Crime/organised crime	<p>Page 2, Article II - Definition of Terms</p> <p>3.2. The following are considered prohibited provocative acts:</p> <p>3.2.2. Providing sanctuary or assistance to criminal or lawless elements.</p> <p>Page 5, Article III - Cessation of Hostilities and Security Arrangements</p> <p>9.1. 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.</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.

International mission/force/similar No specific mention.

Enforcement mechanism

Page 4, Article III - Cessation of Hostilities and Security Arrangements
6. The Parties hereby invite representatives from the Organization of Islamic Conference (OIC), in particular Indonesia, Libya and Malaysia, and other interested OIC member States to observe and monitor the implementation of all GRP-MILF Agreements.

Page 4, Article III - Cessation of Hostilities and Security Arrangements
8. The CCCH of each party shall, through their Panels, coordinate with the OIC Monitoring Team to address violations of this Agreement in addition to its powers and functions as provided for in Rule 3 of the Implementing Administrative Guidelines dated September 12, 1997.

Page 5, Article III - Cessation of Hostilities and Security Arrangements
11. In cases of alleged violations of this Agreement, the Parties shall refrain from taking offensive or punitive military actions of any type against each other without prior investigation by the CCCH of both Parties in coordination with the OIC Monitoring Team.

Page 6, Annex A, Rule VI - Composition and Functions of the Independent Fact-Finding Committee (IFFC)
4. The IFFC shall function under the following terms: a. Conduct fact- finding inquiries on matters referred to it by either COORDINATING COMMITTEE, copy furnished the other COMMITTEE, on alleged violations/infractions of the provisions of this implementing guidelines and ground rules of the GRP-MILF AGCH.

Related cases No specific mention.

Source USIP, GRP-MILF Peace Process: Compilation of Signed Agreements & other related Documents (1997-2010); (MILF Peace Panel/Asia Foundation, 2010), pp. 105-110.