



*Children of beneficiary family
PAMANA and ARMM's IDP Shelter Assistance Project
Poblacion, Talayan, Maguindanao*
Photo courtesy of: Office of the Presidential Adviser
on the Peace Process

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Peace & Security

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Peace and security shall be achieved in support to national development. The government shall exert all efforts to win peace and ensure national security. The peace process shall center on the pursuit of negotiated political settlement of all armed conflicts and the implementation of complementary development tracks to address its causes. This shall be anchored on conflict prevention and peace-building in conflict-affected areas. On the other hand, national security shall involve the whole-of-nation approach, focusing on internal stability, upholding the sovereignty and territorial integrity of the state, capability and preparedness against natural calamities and disasters, and reform and modernization of the security sector.

Assessment and Challenges

A stable national security environment is crucial to achieving development, human security and general welfare. Stability can be threatened, however, by internal security concerns such as recurring armed conflict and criminality, together with new global security threats such as terrorism, human trafficking, illegal arms trade, and drug trafficking.

The challenge, therefore, is for the country to achieve national stability through an appropriate and adequate response to internal conflicts and external threats, so that it may become a responsible partner in promoting peace and good relations among nations. All these must occur within the irreducible framework of national sovereignty and territorial integrity.

Internal Security Challenges

Of all security concerns, the most pressing is the internal conflict involving armed groups with a capability to gravely affect lives and properties in areas in Southern Philippines, especially those

with large Muslim population. While government instituted efforts to come to a political settlement with the armed groups and has worked to address the causes of conflict, these conflicts have persisted, thereby affecting the delivery of basic services and creating a large development gap between conflict-affected areas and the rest of the country. Among the causes of armed conflict are abject poverty, poor governance, abuse of power, corruption, failures of the justice system, human rights violations, disputes over land ownership and use of natural resources, marginalization of lumad and indigenous cultural communities, and the lack of respect and recognition of ancestral domain and indigenous peoples' rights.

Government will continue to pursue negotiated political settlements with the Moro Islamic Liberation Front (MILF) and the Communist Party of the Philippines-New People's Army-National Democratic Front (CPP-NPA-NDF). There is also a need to complete the implementation of Final Peace Agreements with the Cordillera People's Liberation Army (CPLA) (1986), Moro National Liberation Front (MNLF)

(1996), and the Rebolusyonaryong Partido ng Manggagawa-Pilipinas/ Revolutionary Proletariat Army/ Alex Boncayao Brigade (RPMP/ RPA/ABB) (2000). While this requires disposition of forces through appropriate reintegration, it will also involve provision of socioeconomic assistance to former rebels and delivery of basic services to conflict-affected communities. Meanwhile, the Tripartite Implementation Review of the 1996 Final Peace Agreement with MNLF is nearing completion, during which common grounds and common proposals were formulated for adoption and implementation.

While formal negotiations with both the MILF and the CPP-NPA-NDF have stalled in recent years, prospects have since improved for the resumption of formal negotiations. These include: (a) reconstitution by government of the negotiating panels for the MILF and the CPP-NPA-NDF peace talks; (b) continued implementation of the agreements with the MILF on ceasefire mechanisms, and rehabilitation and development of conflict-affected areas; and (c) agreement with the CPP-NPA-NDF on respect for human rights and international humanitarian law. Not the least of the reasons, however, has been the renewal of the government's legitimacy through the democratic election of an administration that enjoys the people's support and that is willing to invest its political capital on peace.

While peace negotiations are pursued, the causes of conflict must also be addressed in order to reap dividends from peace efforts. For conflict-affected areas, the peace talks must be complemented by the delivery of basic services, institution of good governance, people empowerment, assistance for the return or resettlement of IDPs, policy reforms, and local economic development.

Other Security Challenges

Other threats to peace and development in local communities arise from criminal elements and other armed threats to peace and order, including politically partisan armed groups (PAGS) that surface during the conduct of national and local elections. Putting an end to these criminal activities shall be given prime importance.

External Security Challenges

As global trade in goods and services and international investment become important drivers of the country's economic growth, government shall continue to be vigilant in responding to crimes that thrive under an environment of increasingly open borders, such as terrorism, human trafficking, arms and drug-trafficking, and smuggling.

The archipelagic nature of the country makes it both urgent and challenging for the government to uphold its territorial integrity. Greater efforts shall be exerted to safeguard the country's interests within maritime areas, notably its Exclusive Economic Zone (EEZ), through heightened maritime security capabilities.

The administration will have to pick up the pieces and resume the quest for peace with vigor and clarity of purpose. Our quest must not only focus on ensuring stability of the State and the security of our nation. Our ultimate goal must be the safety and wellbeing of our people.

"We must revive the peace process on the basis of a comprehensive understanding of the root causes of the conflict, under clear policies that pave and clear the way ahead, and driven by a genuine desire to attain a just and lasting peace. We shall endeavor to restore confidence in the peace process that is transparent and participatory, and renew our faith in our shared vision of a peaceful, secure and prosperous future under one sovereign flag."

*-President Benigno S. Aquino, April 22, 2010
Mandarin Hotel, Makati*

Because peace and security are indivisible, efforts toward their attainment must be anchored through a whole-of-nation approach, which seeks to bring about a concerted effort towards national peace and security.

In addition to territorial threats, the overseas diaspora of Filipinos entails a wider redefinition and understanding of threats to Filipino interests. In particular, the predicament of overseas Filipinos who come into conflict with the laws of other countries poses complex new challenges to the country's conduct of foreign relations, with potential repercussions on issues of sovereignty and territorial integrity.

A comprehensive response to these concerns involves initiatives to improve relations and forge cooperation with other nations to preserve and protect national security and interest, including the welfare of Filipinos living and working abroad.

Nontraditional Security Challenges

Nonmilitary and transnational threats, otherwise called nontraditional security concerns, also challenge the country's peace and security. Armed personnel of government shall continue to assist other government agencies during emergency situations, such as during disasters caused by natural hazards and health pandemics, as well as in securing vital development projects under threat of destabilization.

Strategic Framework

As the challenges to national security become more complex, effective strategies that would ensure the attainment of peace, public order and safety through the cessation of armed conflict and prevention of crimes shall be continuously identified and pursued while communities are empowered and transformed into areas of growth and productivity.

Because peace and security are indivisible, efforts toward their attainment must be anchored through a whole-of-nation approach, which seeks to bring about a concerted effort towards national peace and security. This approach is not about burden-sharing but rather about creating a consensus and understanding of security, that is shared not just among core security

forces and oversight government institutions, but also by civil society and all the nation's communities. This shared responsibility can only emanate from a shared concept of security. People-centered security within the framework of human security puts people's welfare at the center of its operations. It gives primacy to human rights while recognizing and promoting local security and safety based on the needs and realities of communities.

This framework shall be pursued under the following guiding principles: (a) full respect, promotion and protection of human rights and human security; (b) primacy of the peace process at all times; and (c) acceptance of social diversity and promotion of a culture of peace. These principles shall be adopted in all key aspects of the implementation of strategies.

Overall, specific strategies shall support government's National Security Policy and National Security Strategy. These two documents lay down the blueprint for the country's national security vision and serve as the basis for the preparation of the plans and programs of government agencies involving national security.

Section 1. Winning the Peace

Promotion of the peace process shall be the centerpiece of the internal security program, as a testament to government's commitment to a policy of peace, reconciliation and reunification. Peace is not just the absence of war or conflict, rather it is the sum total of conditions that ensure human and social wellbeing in all its dimensions. This entails winning the hearts and minds of the aggrieved and afflicted while retaining the allegiance of the rest.

A. Goal

While the government's ultimate aim is to win the peace, the goal for the medium term shall be to bring all armed conflict to a permanent and peaceful closure.

B. Objectives

Toward this end, the following objectives shall be met by the end of the Plan period:

1. A negotiated political settlement of armed conflicts; and
2. The causes of armed conflict and other issues that affect the peace process being effectively addressed.

C. Specific Strategies

In pursuit of the abovementioned goal and objectives, two tracks shall be followed, each with its corresponding strategies and programs, as follows:

1. A Negotiated Political Settlement of all Armed Conflicts

This track shall involve the following:

- a. Resumption and completion of negotiations with the MILF and CPP-NPA-NDF, respectively;
- b. Completion and implementation of signed final closure agreements with the CPLA (1986) and the Rebolusyonaryong Partidong Manggagawa-Pilipinas / Revolutionary Proletariat Army / Alex Boncayao Brigade (RPM-P/ RPA/ABB) (2000), respectively;
- c. Adoption and implementation of actions agreed upon in the Tripartite Implementation Review of the 1996 Final Peace Agreement with the MNLF;

d. Final disposition of arms of the abovementioned armed groups and mainstreaming of former rebels as productive members of society, in accordance with peace agreements;

e. Establishment of mechanisms for a participatory and accountable peace process.

Negotiations with armed groups shall be guided by the principles laid down in EO 3 (series of 2001), with reference to a comprehensive peace process which: (a) is community-based, reflecting the sentiments, values and principles important to all Filipinos; (b) aims to forge a new social compact for a just, equitable, humane and pluralistic society; and (c) seeks a principled and peaceful resolution to the internal armed conflicts, with neither blame nor surrender, but with dignity for all concerned. The following parameters for peace talks are further specified:

- a. the Constitution, inclusive of the flexibilities provided within its provisions;
- b. the experience and lessons learned from past negotiations and with the creation and operation of the ARMM;
- c. Government's ability to deliver - politically, economically and socially - commitments made and agreed on; and
- d. Inclusiveness and transparency, sensitivity to general public sentiment as far as practicable, with the aim of restoring full confidence and trust in the peace process.

In order to put in place a gender-responsive mechanism for transparent and accountable peace process, civil society organizations shall be involved, with government support if necessary, in the establishment of a Consultative Body defining its own structures and mechanisms to fully participate in various peace processes. Alongside this body

To put in place a transparent and accountable peace process, civil society organizations shall be involved in various peace processes.

Government will implement a converged peace-building program focused on the development of conflict-affected areas to address the causes of armed conflict.

led by civil society organizations, the government shall establish an Advisory Body with representatives from Congress, members of the 1987 Constitutional Commission, retired Justices of the Supreme Court, local government executives, and former government chief negotiators. This shall serve as venue for dialogues to address issues of discontent, inhibition, and agitation, facilitate conflict resolution and, prevent armed confrontations in conflict-affected areas.

2. Complementary Track

A complementary track will be followed to address the causes of conflict and issues affecting the peace process. This includes:

- a. Focused development in conflict-affected areas through the PAMANA “Payapa at Masaganang Pamayanan” Program;

PAMANA (Peaceful and Resilient Communities) is the national government’s peace and development framework to respond and strengthen peace building, reconstruction and development in conflict-affected areas (CAAs). Under the guiding principles of PAMANA, government will implement a converged peace building program focused on the development of conflict-affected areas to address the causes of armed conflict. The main strategy is to bring back government in these communities by ensuring that they benefit from improved basic services delivery and are served by responsive and accountable government. This will ensure that these communities feel the presence of government in their lives. The design of specific interventions shall recognize cultural practices and traditions.

PAMANA aims to: (a) reduce poverty and vulnerability in conflict-affected areas; (b) improve governance; and (c) empower communities and strengthen their capacity to address issues of conflict and peace through activities that promote

social cohesion. Over a period of four years, PAMANA shall cover 218 municipalities in 43 provinces. Some 3,500 conflict-affected barangays and an estimated 400,000 households will benefit from this intervention. This will be implemented through collaboration between national government agencies, LGUs and development partners. PAMANA rests on three main pillars:

- Pillar 1 refers to interventions at the macrolevel that help establish the foundations of peace and the building of communities capable of addressing peace issues. Among the policy issues the framework seeks to address are:
 - » Dialogues and policy formulation to improve governance and address threats to identity and marginalization;
 - » Ancestral domain, agrarian reform and natural resource conflict resolution; and
 - » Security guarantees and transitional support especially to internally displaced persons (IDPs).
- Pillar 2 refers to microlevel interventions focused on households and communities. These include delivery of basic services at the community level through conditional cash transfer approaches, community driven reconstruction and development and community livelihood.
- Pillar 3 refers to mesolevel interventions that address local development challenges, including constraints to local economic development, economic integration of poor areas with more prosperous areas and physical and economic connectivity improvements. These include

high-impact local development projects, such as ancestral domain management plans, support services for farmers and farm-workers, including roads and post-harvest facilities, or culturally sensitive industries, such as development of community-based tourism and the *balal* industry.

b. Support efforts to end impunity and extra-judicial killings through decisive action of the government in dealing with grave human rights violations as well as political or election-related violence;

c. Support the indigenous peoples' agenda which includes: professionalizing the service bureaucracy; the review of Certificate of Ancestral Domain Titles (CADTs) issuances; delivery of basic services and review/redress IPs in conflict areas and realization of the Indigenous Peoples Masterplan (IPMAP) 2011-2016 with particular stress on Human Rights Protection of IPs; implementation and compliance with the International Convention on the Elimination of All Forms of Racial Discrimination (ICERD) and the Convention of the Rights of the Child; and advocacy of the ratification of ILO Convention No. 169, or the Convention on Indigenous and Tribal Peoples;

d. Support an affirmative action agenda for Muslims including the development of a *balal* industry, institutionalization of the Hajj management system, establishment of economic and financial mechanisms, such as Islamic banking and microfinance, speedy resolution of cases involving children and women languishing in jails, putting an end to discriminatory practices in work places, and the establishment of Shari'ah Courts;

e. Support the enhancement of ARMM governance, including greater accountability to citizens living in remote and poorest areas. This shall be accompanied by efforts to end patronage politics, dismantle all private armies, ensure free, responsible and clean elections, strengthen democratic processes and the rule of law in the electoral system, and fully integrating ARMM in all Mindanao-wide and national development plans;

f. Support the implementation of UN Security Council Resolution 1325, which entails close collaboration with the CSOs to fully comply with the government's commitment to increase participation of women in peace processes and address sexual violence against women in armed conflict situations. More specifically, efforts shall be exerted to: (i) ensure the protection of women's rights and prevent the violation of these rights in armed conflict and postconflict situations; (ii) empower women and ensure their active and meaningful participation in areas of peace building, peace keeping, conflict prevention, conflict resolution and postconflict reconstruction; (iii) promote and mainstream the gender perspective in all aspects of conflict prevention, conflict resolution and peace building; and (iv) institute a system to monitor, evaluate and report the implementation of the national action plan to enhance accountability for successful implementation and the achievement of its goals;

g. Address the needs of children in situations of armed conflict by setting up an effective mechanism to monitor, report and immediately respond to the identified seven grave child rights violations in conflict situations, namely: recruitment and use of minors by armed groups, killing and maiming, abduction, denial of humanitarian assistance, rape and sexual abuse, and attacks on schools and hospitals.

Secure internal and external peace that will contribute to development efforts and ensure that Filipinos will be able to take part in the process of economic growth and development.

Protecting children in situations of armed conflict will likewise entail monitoring of implementation and compliance to the International Convention of the Rights of the Child;

h. Support the reform of the security sector, which entails mainstreaming a people-centered approach to human security and developing policies to institutionalize Democratic Control of the Armed Forces (DCAF);

i. Support the settlement of land disputes aimed at rationalizing national land policies and strengthening conflict resolution mechanisms on the ground, recognizing the fact that internal armed conflicts are largely rooted in long-standing disputes over land and resources.

Legislative Agenda

During the Plan period, the administration shall work toward the passage of legislation to achieve the following outcomes, among others:

1. An Organic Act for the ARMM as amended to ensure full implementation of the GRP-MNLF Final Peace Agreement;
2. Protection of women and children in situations of armed conflict; and
3. Human rights and human security of persons in conflict-affected areas fulfilled and protected.

Section 2. Ensuring National Security

Apart from the peace process, the government shall create and sustain an enabling environment conducive to development. This will be done by involving the whole government, other institutions, and the entire citizenry in addressing national integrity, public order and safety, and governance reforms. These mutually-reinforcing strategies

are envisioned to secure internal and external peace that will contribute to the development efforts of the government and ensure that Filipinos will be able to take part in the process of economic growth and development.

A. Goal

Throughout the Plan period, the government shall create and sustain a safer and more secured environment conducive to national development.

B. Objectives

In particular, the following objectives shall be pursued:

1. Promotion of sustained internal stability;
2. Full capability to uphold the sovereignty and territorial integrity of the state assured;
3. Highest standard of capability and preparedness against natural calamities and disasters achieved; and
4. Security sector reformed and modernized.

C. Specific Strategies

1. To promote and sustain internal stability, the following strategies shall be pursued:

a. Capabilities of armed groups must be reduced at a level where they can no longer threaten the stability of the state. These shall be done through the following:

- End activities of Abu Sayyaf Group (ASG), Jemiah Islamiyah(JI) and their allied armed groups and other criminal elements; and

- Contribute to the establishment of conditions for civil authorities to take responsibility for the safety and wellbeing of their constituents.

b. Continuous and intensified police and other law enforcement agencies' operations must be implemented to address criminality including organized crime groups. To ensure the safety of the citizenry from becoming victims of unlawful acts, the following shall be carried out:

- Enforce the law effectively and credibly and anticrime strategies in partnership and collaboration with stakeholders and other pillars of the Criminal Justice System;
- Improve performance in solving crimes; and
- Dismantle private armed groups.

2. To assure full capability to uphold the sovereignty and territorial integrity of the state, the following strategies shall be undertaken:

a. International relations and external security must be sustained and cultivated through the following:

- Strengthen cooperative security arrangements with neighbors and other countries by adopting mechanisms in the regional and global setting in building confidence and promoting consultations and interactions.
- Pursue friendly and peaceful bilateral and multilateral relations with other nations and international agencies to

promote cooperative projects in the political, economic and military fields, as well as assuring the security and welfare of Filipinos working and living abroad; and

- Expand and improve participation in UN Peace Operations.

b. Capability on border management, surveillance and detection against lawless elements must be improved through the following:

- Enhancement of border security through the strict enforcement of the Philippine immigration laws and upgrading of surveillance and detection capacity to thwart the entry of foreign terrorists and other lawless elements as well as human trafficking and smuggling of anti-social goods and weapons of mass destruction; and
- Ensuring that maritime assets, maritime practices, territorial integrity and coastal areas are protected in accordance with the Baselines Law (RA 9522) and by upgrading air and maritime capability.

3. To achieve the highest standard of capability and preparedness against natural and man-made calamities and disasters, the following will be undertaken:

- Strengthen the role of the security sector in emergency relief and rescue operations to maintain public order and safety during calamities. Mechanisms to improve alert warning and monitoring before and during disasters will be enhanced to pre-empt loss to lives and properties. The sector will be transformed to become more dynamic, proactive, and responsive to prevent and prepare for disasters through improvement on technical

and institutional capacity, and by promoting synergy among stakeholders and building resiliency of communities to disasters; and

- Support national development programs by securing and protecting critical infrastructures and facilities, and other high value projects of the public and private sector.

4. To carry out Security Sector Reform and Modernization initiatives that shall adhere to the principle of transparency and accountability, the following strategies shall be implemented:

a. Pursue reforms in the security sector by adopting policies, programs and activities that contribute to:

- Strengthening the civilian control and oversight of the security sector;
- Orienting the security forces, to include, among others, programs designed to train soldiers, police and other security sector personnel on their respective responsibilities, respect on human rights and international law, and ethnic sensitivity;
- Strengthening the internal security system. Pursue and support the reform efforts in both the AFP and PNP through programs such as the Philippine Defense Transformation Program of the AFP and the Integrated Transformation Program-Performance Governance System of the PNP. The security sector must rebuild themselves as institutions by reorganizing, retooling, and reorienting the approaches to keep up with the constantly changing policy and security strategy environment; and

- Strengthening of the rule of law throughout the country by ensuring a strong, independent judicial system and a better functioning of correctional systems so that justice is applied to all. The Philippine government recognizes the need to strengthen the rule of law to assure the people of the basic protective services with an effective and reliable response mechanism from the law enforcement agencies as well as a functioning and dependable justice system.

b. Pursue the upgrading and modernization of the defense and security establishments to perform the full spectrum of roles and mandates in accordance to the more comprehensive and updated definition of National Security. This entails the following:

- Capability to perform all types and levels of internal and external operations as well as non-traditional and development roles;
- Capability to perform air, land and sea operations, as mandated;
- Capacity building of the security sector particularly on non-traditional skills on conflict resolution and peace-building, democratic accountability, gender and development issues, ethnic sensitivity, and indigenous people's rights; and
- Education, training, and preparation of all officers (including non-commissioned officers) and civilian employees, in accordance with the highest standards of personal integrity and professional competence required in all the leadership, officer, technical and rank and file positions in the armed and other uniformed services.

Legislative Agenda

During the Plan period, the administration shall work toward the passage of legislation or amendments to existing laws such as:

1. Amendment of the AFP Modernization/Development Program (RA 7898) to extend its implementation;
2. Enactment of the National Defense and Security Act to make it relevant to the contemporary global and regional environment;
3. Enactment of a law declaring the country's maritime zones (Territorial Sea, Contiguous Zone and Exclusive Economic Zone) to ensure Philippine Maritime interests;
4. Enactment of PNP Reorganization Law; and
5. Enactment of Comprehensive Law on Firearms, light Weapons and Ammunition.

