

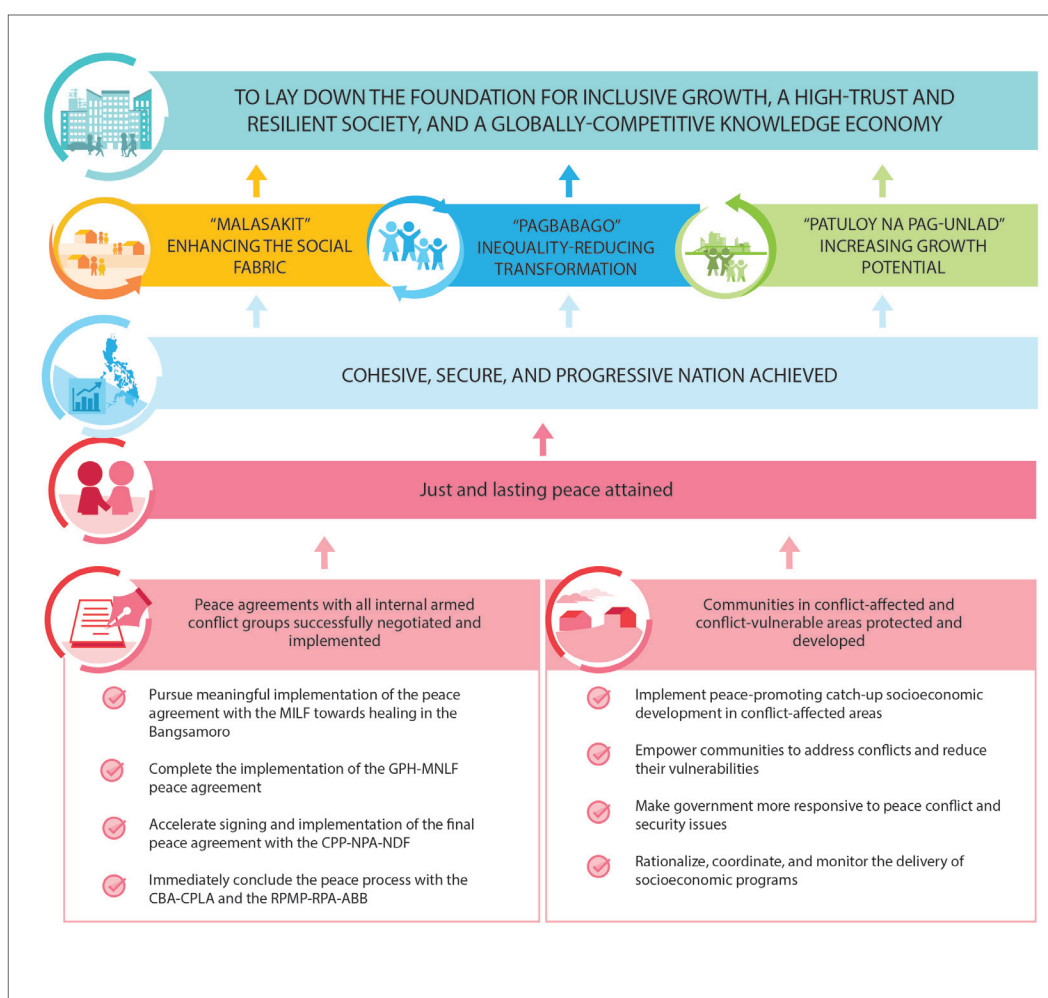
17 Attaining Just and Lasting Peace

Attaining Just and Lasting Peace

The government's strong commitment to achieving just and lasting peace within this administration was made based on the approval of President Duterte's Peace and Development Roadmap. The roadmap contains the six-point peace and development agenda that would guide the peace process, the implementation of peace agreements, and the protection and development of conflict-affected and -vulnerable communities.

Attaining just and lasting peace is one of the crucial foundations that support the pillars of the Philippine Development Plan (PDP) 2017-2022: *Malasakit*, *Pagbabago*, and *Patuloy na Pag-unlad*. To achieve this, peace agreements with all internal armed conflict groups will be negotiated and implemented. While engaging in peace talks, the government will also ensure that conflict-affected and -vulnerable communities are protected and developed. This is illustrated in the schematic diagram below.

Figure 17.1 Strategic Framework to Attain Just and Lasting Peace



Accomplishments

Negotiating and implementing peace agreements with all internal armed conflict groups

Despite the termination of the peace negotiations with the Communist Party of the Philippines/New People's Army/National Democratic Front of the Philippines (CPP/NPA/NDFP), modest milestones in the peace process have been achieved since the current administration took over in 2016. Several rounds of formal talks with the NDFP were conducted after a five-year impasse. The government showed its sincerity to the advancement of the peace talks by releasing the detained NDFP consultants to take part in the negotiations and by declaring an indefinite unilateral ceasefire which lowered the level of violence on the ground from August 2016 to January 2017. The supplemental guidelines for the operationalization of the Joint Monitoring Committee under the Comprehensive Agreement on Respect for Human Rights and International Humanitarian Law (CARHRIHL) was signed to guide the monitoring of its implementation. The government also established the Compliance Monitoring Station in Davao City in September 2017 to oversee incidents of “noncompliance” of the provisions of CARHRIHL.

The bilateral teams conducted simultaneous negotiations on the exchanged drafts of comprehensive agreements on socioeconomic reforms, political and constitutional reforms, and end of hostilities and disposition of forces. This resulted in a common draft of the agreement on agrarian reform and rural development and on national industrialization and economic development of the Comprehensive Agreement on Socioeconomic Reforms, which was not achieved in previous negotiations during past administrations. However, the continued attacks and intensified extortion activities by NPA rebels amidst ongoing peace talks prompted the President to terminate the negotiations.¹

Stronger partnerships have been forged and a more conducive environment has been created for the implementation of signed peace agreements.

Meaningful implementation of the agreement with the Moro Islamic Liberation Front (MILF) toward healing in the Bangsamoro. Both the Government of the Philippines (GPH) and the MILF parties strengthened their commitment and collaboration towards the implementation of the Comprehensive Agreement on the Bangsamoro (CAB).² President Duterte expanded the membership of the Bangsamoro Transition Commission (BTC) through the issuance of Executive Order No. 8, s. of 2016 to ensure inclusivity and wider participation of stakeholders. The new Bangsamoro Basic Law (BBL) draft was filed in the House of Representatives in September 2017, certified urgent by the President.

As part of the rehabilitation, reconstruction, and development of conflict-affected areas, the GPH and MILF intensified partnership on the implementation of the Phase 1 of the Normalization Process, particularly the implementation of socioeconomic program for decommissioned combatants and its communities vis-à-

¹ Proclamation No. 374, s. 2017 declaring the CPP and NPA as terrorists under RA 10168 (An Act Defining the Crime of Financing of Terrorism, Providing Penalties Therefor and for Other Purposes)

² The following documents were signed: Terms of Reference of the GPH and MILF Implementing Panels (March 21, 2017); Certificate of renewal of the International Monitoring Team and the Ad Hoc Joint Action Group (AHJAG) (March 21, 2017); and the Protocol of Cooperation on Anti-illegal Drug Operations and Related Activities in MILF Areas/Communities (signed by the Chairmen of the CCCH and AHJAG of both parties witnessed by the Armed Forces of the Philippines, Department of the Interior and Local Government, Philippine National Police (PNP), National Intelligence Coordinating Agency, Philippine Drug Enforcement Agency, and MILF on June 30, 2017).

vis the developments in the political-legislative track.³ They also consolidated and facilitated development programs for the transformation of former MILF camps.⁴

Both parties formulated the roadmap for transitional justice and reconciliation program and organized the Peoples' Peace Tables that enabled stakeholder participation in the peace process and allowed the building of relationships, healing, and reconciliation among them.

Moreover, the GPH-MILF ceasefire mechanisms⁵ supported and coordinated law enforcement operations of the Armed Forces of the Philippines (AFP) against the Bangsamoro Islamic Freedom Fighters in some areas of Maguindanao.⁶ These mechanisms also resolved ceasefire concerns and rido-related cases⁷ in conflict-affected areas in Mindanao.

Completion of the implementation of the remaining commitments under the 1996 Final Peace Agreement (FPA) with the Moro National Liberation Front (MNLF). The GPH Implementing Panel continued to hold discussions on the implementation of the Tripartite Agreements, in particular the consensus point on the convergence of the 1996 FPA and the 2014 CAB based on the 2010 draft amendatory bill and legal panel report. However, the Draft Amendatory bill to Republic Act No. 9054 is still pending for submission due to the MNLF's decision to pursue the federalism track.

Immediate conclusion of the peace process with Cordillera Bodong Administration-Cordillera People's Liberation Army (CBA-CPLA) and the Rebolusyonaryong Partido ng Manggagawa ng Pilipinas-Revolutionary Proletarian Army-Alex Boncayao Brigade (RPMP/RPA/ABB) Tabara Paduano Group (TPG).

On CBA-CPLA. The commitments under the Memorandum of Agreement between the government and the CBA-CPLA towards the CPLA's final disposition of arms and forces and its transformation into a potent socioeconomic unarmed force (Closure Agreement) have been significantly implemented in 2017. On the government side, sustainable socioeconomic interventions were established to ensure peaceful and productive lives for former CPLA members, their families, and communities. These include the continuation of economic reintegration of more than 500 former combatants into government programs, such as employment and provision of livelihood and capacitating their transformed people's organizations to ensure sustainability of their enterprise. On the other hand, the CBA-CPLA implemented 81 community development projects in 57 barangays.

Both sides recognize the importance of sustaining the gains even after the agreement has been fulfilled. For this reason, the completion of the component on the disposition of arms and forces is being pursued.

On RPMP/RPA/ABB. The government and RPMP/RPA/ABB-TPG national leaders are currently reviewing the concluding accord to the 2000 Peace Agreement. Concerned agencies also vetted the budget for the socioeconomic projects and activities under the agreement.

³ Security assessments and workshops with the government security sector; discussions and consultations on the curriculum of Joint Peace and Security Teams; review of draft Terms of Reference of the Joint Peace and Security Committee and draft Implementing Rules and Regulations of the National Task Force on the Disbandment of Private Armed Groups; initial site visits for Joint Peace and Security Teams trainings and deployment; and review of other pertinent documents and protocols relative to the implementation of the Normalization Process.

⁴ Such as solar power systems and community centers (e.g., masjid, day care, health stations, madrasah, warehouse, barangay hall)

⁵ Coordinating Committee on the Cessation of Hostilities and Ad Hoc Joint Action Group, supported by the International Monitoring Team

⁶ Shariff Aguak, Pagatin (Datu Piang), Mamasapano, and Salibo

⁷ The Asia Foundation defines rido as a "type of conflict characterized by sporadic outburst of retaliatory violence between families and clans. Rido-related cases can occur in areas where the central authority is weak or where there is a perceived lack of justice and security."

In preparation for the signing and implementation of the Closure Agreement, more than 100 Community Peace Dividend areas⁸ were identified as beneficiaries of livelihood grants and enterprise development, including settlement and production sites of Peace and Development Communities. Moreover, the status of the group's legal cases of members and other categorized cases eligible for the Presidential Committee on Bail, Recognizance, and Pardon were updated. The AFP and PNP also continued the integration of the members into the Community Security Force. A quick response mechanism⁹ was also created to address concerns of the group especially of its members' security.

Protecting and developing communities in conflict-affected and conflict-vulnerable areas

Continuation of the *Payapa at Masaganang Pamayanan* Program or PAMANA as the government's peace and development convergence program. The program was enhanced to complement the expanded peace and development efforts of the government in addressing issues of injustice and improving access to socioeconomic interventions. It aims to empower communities in addressing issues of conflict and peace; and capacitate national government agencies and local government units (LGUs) in adopting a conflict-sensitive and peace-promoting (CSPP), culture-sensitive, and gender-sensitive approach to human rights promotion and development.

In 2017, 1,395 socioeconomic development projects were implemented for conflict-affected and conflict-vulnerable communities. These include infrastructure projects, agricultural and fishery productivity support, livelihood, and social protection, among others. PAMANA also include projects on Ancestral Domain Delineation and Recognition and Ancestral Domain Sustainable Development and Protection Plan formulation and development of settlement site projects.

Empowering communities by increasing their capacity to address conflict and reduce their vulnerabilities. The government launched the Peoples' Peace Table to equip young peacebuilders with basic knowledge of the Culture of Peace. Multisectoral peace conversations were also organized including those with key indigenous peoples (IP) leaders that resulted in the activation of the IP Peace Panel, in response to the persistent clamor for IP representation in the peace process.

Strengthening peace and development institutions and mechanisms to increase their responsiveness to conflict and security issues. The GPH-MILF Joint Coordination, Monitoring and Assistance Centers facilitated the establishment of Peace Corridors that served as safe and secure pathways for the victims fleeing the conflict zones in Marawi City. It has been instrumental in the rescue and retrieval of some 255 individuals, as well as in the humanitarian assistance and delivery of relief goods to more than 40,000 families.

Through PAMANA, the government also ensured that the implementation of development projects in conflict-affected and -vulnerable areas is CSPP-compliant. It also seeks to enhance existing protocols and policy guidelines, particularly on internally displaced persons' (IDPs) social protection.

Partnerships with LGUs and Commission on Higher Education were established to mainstream peace education in formal and non-formal education. The Department of Education was given modules to

⁸ Areas covered include those in Negros, Panay, Davao City, Bukidnon, and Ilocos Sur

⁹ The quick-response mechanism, the Interim Joint Action Committee (IJAC), is composed of representatives of the AFP and PNP at the provincial and regional levels, and TPG chapter representatives (2 per province).

strengthen their capacity in disaster risk and reduction management, climate change adaptation, and education in emergencies.

As part of the implementation of the National Action Plan on Women, Peace, and Security (WPS), the Regional Action Plan on WPS for the Autonomous Region in Muslim Mindanao was launched, which several LGUs have mainstreamed in their local development plans. A comprehensive program was also formulated to develop effective, efficient, and appropriate strategies, measures, and interventions to prevent trafficking and rehabilitate victims and survivors, especially women.

Ensuring government rationalization, coordination, and monitoring of the delivery of socioeconomic programs and other interventions by donor institutions and government agencies in conflict-affected areas, especially in Mindanao. To achieve a peaceful, cohesive, secure, and inclusively-developed Mindanao, the government has formulated the Strategic Framework for Mindanao Peace and Development which the Cabinet Cluster on Human Development and Poverty Reduction approved and adopted.

Moving Forward

The termination of the peace negotiations with the CPP-NPA-NDF threatened the possibility of forging a political settlement within this administration and may further increase armed encounters as well as resurgence of armed conflicts in once cleared barangays. **The government recognizes this and, thus, will pursue other paths to peace through key reform measures, general amnesty, among others, in the absence of peace negotiations.** Its peace panel is still open for possible resumption of the peace talks, once an enabling environment that will allow the continuation of the peace negotiations is already present.

The security sector will enforce coordinated and focused military action in countering heightened acts of violence on the ground committed by the NPA, while sustaining engagement with peace stakeholders in support of the government's peace efforts. The government will also implement strategic communications plan to maintain its high moral ground in the peace process and to clarify its principled positions on issues raised by the CPP/NPA/NDF.

The passage of the BBL will be instrumental in curbing discontent among the Bangsamoro constituency. It is identified as a priority legislative agenda of both houses of Congress. **Given this, the government will strengthen partnership with the MILF and the BTC to ensure the enactment of the new BBL within this term.** It will also sustain and strengthen engagement with Congress through consultations, briefings, and close collaboration with and support from executive agencies. An intensified information and education campaign will be conducted to gather support and commitment from various stakeholders. The GPH and MILF will sustain ceasefire agreement to enable a conducive environment for the peace process.

The government will entrench mechanisms and modalities to fast-track the completion of the implementation of signed peace agreements. It shall imbue efficiency, consistency, and adequacy in the assessment and monitoring of the implementation of the GPH-MILF normalization process, while maintaining close coordination with relevant agencies and bodies. Provision and improvement of socioeconomic programs for Bangsamoro and MNLF communities will be ensured through the Bangsamoro Development Assistance Fund (BDAF),¹⁰ PAMANA, or other mechanisms. A continuous engagement with both factions of the MNLF and MILF towards convergence will also be pursued.

¹⁰ The BDAF was created by virtue of Executive Order No. 872 series of 2010.

To conclude the peace process with the CBA-CPLA, the government will pursue the complete implementation of the 2011 Closure Agreement, continuation of peace and development interventions, and provision of support to regional development advocacies. The government will also continue to employ the following strategies for the closure of the RPMP/RPA/ABB-TPG track: signing of an agreement towards the group's disposition of arms and forces; multistakeholder convergence and support towards the full implementation of socioeconomic interventions; release of alleged political offenders for humanitarian reasons; and sustained local development support.

Collaboration with the security sector will be strengthened to facilitate and ensure the implementation of development interventions in conflict-affected and -vulnerable areas. The government will also support programs and initiatives on conflict resolution and management such as dialogues, civilian protection, peace education, healing and reconciliation efforts, particularly those affected by the Marawi siege.

The government will ensure coordination and monitor development interventions both by donor institutions and government agencies, especially in Mindanao. An appropriate financing modality will be established to support the government's peace and development efforts in Mindanao. The current Mindanao Trust Fund – Reconstruction and Development Program will allow for the implementation of development projects and build the capacity of key institutions in the Bangsamoro.

The government will continue to promote the culture of peace through the Peoples' Peace Tables to prevent and counter violent extremism. It will also develop a conflict-sensitive, peace-promoting, comprehensive, and sustainable national action plan to counter and prevent violent extremism. The government will sustain efforts in enhancing education programs designed to inculcate the values of peace, tolerance, respect, commitment to the rule of law, democracy, social justice, human rights, and freedom. The Madrasah system will also be strengthened to instill these values in the youth and create platforms for both inter- and intra-cultural and inter- and intra-faith dialogue.

Engagement with and empowerment of stakeholders are crucial in preventing violent extremism. Regional and international partnerships will be strengthened and communities will be empowered, especially the youth and women. The government will also use social media to build peaceful communities online – challenging violence, hate, and intolerance by promoting trust and acceptance of our cultural diversity.

Recommendations

To supplement and address the gaps of the existing programs and projects on attaining just and lasting peace, the following strategies are recommended.

Table 17.1 Supplemental Strategies to Attain Just and Lasting Peace

CHALLENGES	RECOMMENDED STRATEGIES	IMPLEMENTING AGENCIES
<ul style="list-style-type: none"> No established mechanism to improve the delivery of assistance to IDPs for efficient implementation of interventions 	<ul style="list-style-type: none"> Implement policies to improve the provision of assistance and interventions to IDPs, such as establishment of protocols and guidelines and strengthening of coordination mechanism among government agencies as well as the donor partners. 	OPAPP
<ul style="list-style-type: none"> Lack of mechanism within the government that would provide the data specifically for conflict-affected areas necessary to assess the impact of PAMANA to the beneficiaries and communities. Although there are available administrative data at the agencies, consolidating such data is tasking and has always been a challenge to assess the outcome indicators identified to be monitored in the Results Matrix of the PDP. 	<ul style="list-style-type: none"> Establish a mechanism that would regularly monitor data to assess the impacts of the implementation of PAMANA to communities in conflict-affected areas. 	OPAPP