

PSRP: PA-X Rapid Reaction Paper

Quick Guide to Ceasefire Arrangements



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The following is the result of a survey of ceasefire provisions in 267 ceasefire agreements listed on the Peace Agreement Access Tool (PA-X) database.¹ The note includes core aspects to be included in a ceasefire agreement intended as a quick reference for policy-makers, academics and students. Items are listed as reference only and do not constitute examples of best practice or what can realistically be negotiated between conflicting parties.

Items include how ceasefire agreements define a ceasefire violations, what modalities can be included in a ceasefire, exceptions to what could be interpreted as a ceasefire violations, and the modalities and mandate of a ceasefire monitoring and verification committee. Items are cited as appropriate to agreements that represent prominent examples of such provisions. All agreements are available on PA-X.

1. Core Items:

- Geographic scope
 - Neighbourhood/suburb
 - Checkpoint locations
 - Town
 - Region
 - Nationwide
- Parties
 - Signatories
 - Witnesses
 - Guarantors
 - Extension of ceasefire to non-listed parties, irregular forces, civilians.
- Agreement comes into force upon

¹ PA-X (2017). Peace Agreements Database and Access Tool, Version 1. Political Settlements Research Programme, University of Edinburgh, Edinburgh. www.peaceagreements.org
For definition of a ceasefire agreement see, Bell, Christine, Sanja Badanjak, Robert Forster, Astrid Jamar, Jan Pospisil, Laura Wise (2017). PA-X Codebook, Version 1. Political Settlements Research Programme, University of Edinburgh, Edinburgh. http://www.peaceagreements.org/files/PA_X_codebook_Version1_Feb_20_20.pdf

- Signature; specified time and date; delay of 24-72 hours before implementation; the exchange of texts of ceasefire orders between commanders; other ritual.
- Time limitations
 - Permanent or limited agreement.
 - Define limitations in hours, days, weeks or months.
- Are modalities sequenced, timetabled or phased?
 - i.e. separation/withdrawal of troops, handover of armaments, release of prisoners, etc.ⁱ
- Is a logistical commission consisting of international actors established to facilitate ceasefire modalities?ⁱⁱ

2 Definition of a ceasefire:

- A commitment by parties to end all acts of aggression or other activities on land, at sea, or in the air that undermines the spirit of a ceasefire or ongoing peace talks (see 3).

3 Modalities of a ceasefire:

- Cessation of hostilities (see 2)
- Separation/withdrawal of forces:
 - Zones of separation vary from 400-600 metersⁱⁱⁱ, a few kilometers in urban areas,^{iv} to 20-30 kilometers (artillery range).^v
- Exchange of information:
 - Statistics on personnel, armaments, artillery, vehicles, air defence, aircraft, ships, support vehicles, light weapons, engineering equipment, logistical information, prisoners including POWs, civilians, and political prisoners.^{vi}
 - Advance notice of personnel movements, movements/transfers of equipment. Information on formations and units above a given strength, command structures.^{vii}
 - Exchange of information may involve observers.
- Opening channels of communication between parties.^{viii}
- Facilitation of humanitarian access.
 - Guarantees of security by parties.
 - Provision of security escorts and transport for internally displaced persons (IDPs) and humanitarian organisations.^{ix}
 - Establish checkpoints and patrols to maintain traffic flow.^x
- Handover of public or strategic infrastructure, including ports, airports, roads, government buildings.^{xi}
- Undertake full or partial demobilization, disarmament and reintegration (DDR) procedures.^{xii}
 - Potential merger of forces.
 - Placement of heavy weapons under third party supervision.^{xiii}
 - Withdrawal of heavy weapons beyond firing range (25km).
 - De-militarization of political parties, movements, associations;

- Re-deployment of security forces
- Collection of other weapons, ammunition and explosives.

4 **Ceasefire violations:**

- On land:^{xiv}
 - The firing of any form of armament, whether intentional or not, including firearms, rockets, artillery, and any other form of shelling.^{xv} Further specifications include whether this is the case only when a party fire across its own forward line.^{xvi}
- In the air:
 - Any use of airspace for military activities, including aerial bombardment, transportation, re-supply, or reconnaissance.
- At sea:
 - Any attack or other activity that violates the principle of freedom of navigation at sea^{xvii} and commercial activities, including fishing or the transportation of goods or people.
- Human rights violations of civilian or military personnel:
 - Kidnapping, abduction, disappearances, seizure of hostages, unlawful arrest and detention, torture, unreasonable search and seizure, inhumane treatment, harm of dignity, threatening, and harassment.
 - Forceful relocation of civilians, forceful confiscation of land, extortion, attacks on IPDs and refugees, demanding food, labour, or services from civilians, enslavement, destruction of property, and arson.^{xviii}
 - Sexual violence, gender-based violence, rape, sexual exploitation, sexual slavery, and molestation.^{xix}
 - Summary executions, including of prisoners or on ethnic grounds, mutilation of bodies, massacres and genocides.^{xx}
 - Limiting mobility and freedom of movement for civilians, NGOs, humanitarian personnel, and international organisations; attacks on roads, railways, lines and pipelines, transport facilities, columns of persons, and any military or civilian convoy; unnecessary checkpoints, downing of civilian and military aircraft.^{xxi}
 - Actions that may impede or delay the provision of humanitarian assistance or protection to civilians and restrict free movement of people.^{xxii} Acts of intimidation, hostility, violence or attacks against personnel, installations or equipment, members of local or international humanitarian agencies including UN agencies, international organisations and non-governmental organisations, and members of the media.^{xxiii}
 - Disruption of interim government, elections, or local government.^{xxiv} Interference with right to education, destruction of academic facilities, religious infrastructure, and healthcare facilities and/or establishing camps in such locations.^{xxv}
- Military activities:

- Bearing, transporting or carrying arms or otherwise 'unlawful bearing of arms', defined by type of arms and area.^{xxvi}
- Expansion of territory or movement of frontlines, seizure or blockade of any inhabited communities, military facilities and roads.^{xxvii}
- Attacks, raids, skirmishes, ambushes, abuscades, laying landmines, bombings, use of grenades, assassinations, shelling, reconnoitering, acts of sabotage, suicide missions, activities by 'deep penetration units.'^{xxviii}
- Manufacturing arms, purchasing, trading, smuggling in arms, ammunition, and critical materials including fuel, cement, batteries, remote controls, barbed wire, compasses, optics, etc.^{xxix}
- Revenge attacks.
- Undertaking patrols or reconnaissance beyond friendly positions, creating additional barriers or military infrastructure.^{xxx}
- Recruitment and training of new recruits, forced conscription, use of child soldiers, arming the civilian population, training and use of terrorists.^{xxxi} Recruitment or any other military activity in the proximity of refugee camps.^{xxxii}
- Unjustified massing of troops. Re-supplying or relieving troops except under certain conditions, i.e. one-for-one, with prior notice, "supply of food, clothing and medical support for military forces in the field," etc.^{xxxiii}
- Attempt by any Party to disguise its equipment, personnel or activities as those of UN Agencies, the AU, the International Committee of the Red Cross/Red Crescent (ICRC) or any other similar organisation.^{xxxiv}
- Provocative propaganda acts, or 'activities that imply hostility' including:
 - Displaying the flags of groups in areas not identified as being under that groups' control.^{xxxv}
 - Inciting ethnic and tribal hatred.^{xxxvi}
 - Use of hostile propaganda, including defamatory, untruthful, or derogatory statements, both within and outside the country.^{xxxvii}
- Failure to disarm and dissolve irregular forces.^{xxxviii}

5 Exceptions to ceasefire violations:

- Peacekeeping activities
- Police actions including, but not limited to preventative patrols; investigations; arrests; search and seizures to deter criminality, piracy, robbery, cattle rustling, kidnapping, smuggling, and terrorist attacks.
- Defensive acts by a party to ensure safety of its forces, facilities, installations, equipment and lines of communications, and the safety and tranquility of the civil government and the population.^{xxxix}
- The 'right to self-defense', i.e. "the use of necessary and proportionate force, to defend yourself or others, from an attack or from any possible attack. Each use of force should be

reduced to the scale, intensity and necessary duration for self-defense and not more^{xl}

6 Modalities of Monitoring and Verification

- Before the start of a ceasefire, establish bodies responsible for monitoring and evaluation:
 - Joint Verification Committees (3-9 persons)
 - Interim or permanent; may be interim measure before the arrival of international observers.^{xli}
 - Structure:
 - Inclusion of 3-9 persons, from belligerent parties, in addition to international observers from one or multiple international organisations, countries, religious groups, NGOs, or academia in each local, regional and national committee.^{xlii}
 - Positions may be allocated dependent on power-sharing arrangements between parties.
 - Example structure: Chairperson, 1-3 Vice chairpersons, unspecified number of members, 1-2 secretaries.^{xliii}
 - Include support staff may be included as required.
 - On multiple levels of military command.^{xliv}
 - In specific geographical zones.^{xlv}
- Mandate:
 - To inspect ships, vehicles and aircraft entering the conflict zone.^{xlvi}
 - Mandated to investigate any ceasefire violations^{xlvii} and note violations including:
 - Time of violation
 - Parties involved
 - Location
 - Description of form of violation
 - Number of type of weapons used
 - Effect of violation, casualties and physical damage.^{xlviii}
 - Consider appeals from general population.^{xlix}
- Established guarantees of safety from all parties. Right to access any area of interest to them after notifying the parties.^l
- Other tasks include: release of public update reports, release of financial and activities reports every 2, 3 or 6 months, provision of ceasefire violation information to negotiation committees and international organisations.^{li}
- Independent Fact Finding Committee.^{lii}
 - Short-notice inspection of sites in the event of a ceasefire violation.^{liii}
 - Creation of jointly staffed border posts.^{liv}
 - Joint patrols along ceasefire line with international involvement.^{lv}
 - International involvement:

- Observers^{lvi}
- Use of mediator/facilitator in case of violations.
- Guarantor countries.
- Peacekeepers from regional organisations, United Nations.
- Monitoring through embedded liaison officers.^{lvii}
- Monitoring by peacekeepers.
- Technical verification of 'security zones' to determine compliance.^{lviii}

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ⁱ See South Sudan/Sudan, 31/12/2004, Agreement on Permanent Ceasefire and Security Arrangements Implementation Modalities between the Government of Sudan (GOS) and the Sudan People's Liberation Movement/People's Liberation Army (SPLM/SPLA) During the Pre-interim and Interim Periods; Moldova, 21/07/1992, Agreement on the Principles for a Peaceful Settlement of the Armed Conflict in the Dniester Region of the Republic of Moldova

ⁱⁱ See Guatemala, 04/12/1996, Agreement on a Definitive Ceasefire

ⁱⁱⁱ Sri Lanka, 22/02/2002, Agreement on a ceasefire between the Government of the Democratic Socialist Republic of Sri Lanka and the Liberation Tigers of Tamil Eelam

^{iv} Libya, 12/11/2015, Minutes of the Disengagement Agreement and Truce between the areas of Warshafānah and al-Zāwiyyah

^v Yugoslavia (former), 23/04/1994, Final agreement reached between SRSG, Mr Akashi and the Bosnian Serb civilian and military authorities

^{vi} Angola, 31/05/1991, Bicesse Accords

^{vii} Bosnia-Bosniacs/Yugoslavia (former), 27/08/1992, Confidence, Security-building and Verification (The London Conference)

^{viii} South Sudan/Sudan, 15/10/2002, Memorandum of Understanding on Cessation of Hostilities between the Government of the Sudan and the Sudan People's Liberation Movement/Army

^{ix} Liberia, 13/02/1991, Lomé Ceasefire Agreement

^x Ibid.

^{xi} Ibid.

^{xii} Republic of Congo, 29/12/1999, Ceasefire and ending hostilities agreement between the High Command of the Security Forces and the High Command of the Self-defence Forces of Resistance (FADR)

^{xiii} Yugoslavia (former), 17/07/92, Text of the agreement signed at London on 17 July 1992 by Mr. Boban, Dr. Karadzic and Dr. Silajdzic

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^{xv} Russia/Chechnya, 10/06/1996, Protocol of the Meeting of the Commissions on the Negotiations Regarding a Ceasefire and Cessation of Hostilities and on Measures to Settle the Armed Conflict on the Territory of the Chechen Republic

^{xvi} Croatia-Croats/Serbia-FRY-Serbs/Yugoslavia (former), 02/01/1992, Implementing Accord

^{xvii} Ibid.

^{xviii} Sudan/Darfur, 10/02/2013, Ceasefire Agreement between the Government of Sudan and the Justice and Equality

Movement-Sudan (JEM); Myanmar, 18/11/2015, Military Code of Conduct between the Government of Burma and Ethnic Armed Organisations (EAO) in Accordance with the National Ceasefire Agreement (NCA)

^{xxix} Myanmar, 18/11/2015, Military Code of Conduct between the Government of Burma and Ethnic Armed Organisations

^{xxx} Central African Republic, 11/01/2013, Accord de cessez-le-feu entre le Gouvernement de la République Centrafricaine et la Coalition Seleka; Myanmar, 18/11/2015, Military Code of Conduct between the Government of Burma and Ethnic Armed Organisations; Democratic Republic of Congo, 10/07/1999, Lusaka Agreement; South Sudan/Sudan, 19/01/2002, Nuba Mountains Ceasefire Agreement on Sudan

^{xxxi} Russia/Chechnya, 10/06/1996, Protocol of the Meeting of the Commissions on the Negotiations Regarding a Ceasefire and Cessation of Hostilities and on Measures to Settle the Armed Conflict on the Territory of the Chechen Republic; Democratic Republic of Congo, 10/07/1999, Lusaka Agreement

^{xxxii} Sudan/Darfur, 10/02/2013, Ceasefire Agreement between the Government of Sudan and the Justice and Equality Movement-Sudan

^{xxxiii} Ibid.

^{xxxiv} Liberia, 24/10/1990, Banjul III Agreement

^{xxxv} Myanmar, 18/11/2015, Military Code of Conduct between the Government of Burma and Ethnic Armed Organisations; Philippines/Mindanao, 14/11/1997, Implementing Operational Guidelines of the GRP-MILF Agreement on the General Cessation of Hostilities; Indonesia/Aceh, 09/12/2002, Cessation of Hostilities Framework Agreement between the Government of the Republic of Indonesia and the Free Aceh Movement

^{xxxvi} Myanmar, 25/08/2012, State-level Ceasefire Agreement between Pa-Oh National Organization (PNLO) and Government

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^{xxxviii} Sri Lanka, 22/02/2002, Agreement on a ceasefire between the Government of the Democratic Socialist Republic of Sri Lanka and the Liberation Tigers of Tamil Eelam; Philippines/Mindanao, 14/11/1997, Implementing Operational Guidelines of the GRP-MILF Agreement on the General Cessation of Hostilities; Russia/Chechnya, 10/06/1996, Protocol of the Meeting of the Commissions on the Negotiations Regarding a Ceasefire and Cessation of Hostilities and on Measures to Settle the Armed Conflict on the Territory of the Chechen Republic; Philippines/Mindanao, 14/11/1997, Implementing Operational Guidelines of the GRP-MILF Agreement on the General Cessation of Hostilities; Indonesia/Aceh, 09/12/2002, Cessation of Hostilities Framework Agreement between the Government of the Republic of Indonesia and the Free Aceh Movement

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^{xxxxiii} Bosnia-Bosniacs/Serbia-FRY-Serbs/Yugoslavia (former), 22/12/1992, Agreement on the Separation of Forces in the area of Sarajevo Airport; South Sudan/Sudan, 19/01/2002, Nuba Mountains Ceasefire Agreement on Sudan

^{xxxxiv} Sudan/Darfur, 10/02/2013, Ceasefire Agreement between the Government of Sudan and the Justice and Equality Movement-Sudan

^{xxxxv} Philippine/Mindanao, 14/11/1997, Implementing Operational Guidelines of the GRP-MILF Agreement on the General Cessation of Hostilities

^{xxxxvi} Democratic Republic of Congo, 10/07/1999, Lusaka Agreement

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- ^{xlvi} Liberia, 24/10/1990, Banjul III Agreement
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- ⁱ Ibid.
- ^{li} Myanmar, 15/10/2015, Joint Monitoring Committee guideline for Each Level (Draft)
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- ^{liii} Bosnia-Bosniacs/Yugoslavia (former), 27/08/1992, The London Conference
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- ^{lvi} Ecuador/Peru, 17/02/1995, Declaracion de Itamaraty
- ^{lvii} Guatemala, 04/12/1996, Agreement on a Definitive Ceasefire
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