

<b>Country/entity</b>	Philippines Cordillera
<b>Region</b>	Asia and Pacific
<b>Agreement name</b>	Memorandum of Agreement between the Government of the Philippines and the CBA/ CPLA towards the CPLA's Final Disposition of Arms and Forces and its Transformation into a Potent Socio-Economic Unarmed Force (Closure Agreement)
<b>Date</b>	4 Jul 2011
<b>Agreement status</b>	Multiparty signed/agreed
<b>Interim arrangement</b>	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

<b>Stage</b>	Framework/substantive - partial
<b>Conflict nature</b>	Government/territory
<b>Peace process</b>	Philippines - Cordillera process
<b>Parties</b>	<p>For the GPH: SEC. TERESITA QUINTOS DELES, Presidential Adivser on the Peace Process</p> <p>For CBA-CPLA: ARSENIO M. HUMIDING, Chairman, CPLA</p> <p>MARCELINA G. BAHTAN, President, CBA</p>
<b>Third parties</b>	<p>Singed in the presence of:</p> <p>SEC. CESAR P. GARCIA, JR, NSC</p> <p>SEC. VOLTAIRET. GAZMIN, DND</p> <p>SEC. JESSE M. ROBREDO, DILG</p> <p>SEC. CORAZON J. SOLIMAN, DSWD</p> <p>REP. TEODORO B. BAGUILAT, JR, Lone District, Ifugao</p> <p>GOV. ELIAS C. BULUT, JR, Apayao</p> <p>ARMANDO C. WATIL, ZONE 1 Commander, Abra</p> <p>TIRSO P. IWANGGA, Zone 2 Commander, Kalinga</p> <p>BANAT E. WAIS, Zone 3 Commander, Mt. Province</p> <p>ALFONSO A. LENGWA, JR, Zone 4 Commander, Apayao</p> <p>CRUZALDO C. VELASCO, Zone 5 Commander, Ifuago</p> <p>THOMAS D. TANACIO, Zone 6 Commander, Benguet</p> <p>MODESTO F. SAGADANG, Chief of Staff, CPLA</p> <p>FELIPE L, CARINO, Vice-Chairman, CPLA</p> <p>GABINO P. GANGGANGAN, Seceretary General, CBA</p>
<b>Description</b>	In the Closure Agreement the GPH and CBA-CPLA agree to: document the CBA-CPLA struggle, promote economic reintegration and livelihood of CPLA members and development of communities with CBA-CPLA presence, transform the CBA-CPLA into a legal entity for socio-economic development and promote inter-barangay economic development for the selected areas of Cordillera.

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**Agreement  
document**

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## Groups

<b>Children/youth</b>	<p>Groups→Children/youth→Substantive Page 6, ARTICLE IV, OBLIGATIONS, PROHIBITIONS, SETTLEMENTS OF GRIEVANCES AND DISPUTES. Section 12. SPECIFIC PROHIBITIONS.</p> <p>The development fund will not be used for activities other than those provided for in the Work and Financial Plan approved by the JC under this Agreement. Specifically, the funds cannot be spent for: (1) environmentally destructive activities, equipment, and goods; (2) arms and weapons; (3) activities that exploit children below 18 years old; (4) activities that exploit women; (5) anti-government activities and, (6) activities that go against local beliefs, traditions, laws, and good morals.</p>
<b>Disabled persons</b>	No specific mention.
<b>Elderly/age</b>	<p>Groups→Elderly/age→Substantive Page 4, Article I ELEMENTS OF THE CLOSURE AGREEMENT, Section 4 COMMUNITY DEVELOPMENT.</p> <p>...</p> <p>e. The JC shall start social preparation (ground working and facilitating community meetings) for community development projects, in partnership with the Ili (Community)/ Tribal Council of Elders, and local government units (LGUs) upon the signing of this Agreement.</p>
<b>Migrant workers</b>	No specific mention.
<b>Racial/ethnic/ national group</b>	No specific mention.
<b>Religious groups</b>	<p>Groups→Religious groups→Substantive Page 6, ARTICLE IV, OBLIGATIONS, PROHIBITIONS, SETTLEMENTS OF GRIEVANCES AND DISPUTES. Section 12. SPECIFIC PROHIBITIONS.</p> <p>The development fund will not be used for activities other than those provided for in the Work and Financial Plan approved by the JC under this Agreement. Specifically, the funds cannot be spent for: (1) environmentally destructive activities, equipment, and goods; (2) arms and weapons; (3) activities that exploit children below 18 years old; (4) activities that exploit women; (5) anti-government activities and, (6) activities that go against legal beliefs, traditions, laws, and good morals.</p>
<b>Indigenous people</b>	No specific mention.
<b>Other groups</b>	No specific mention.
<b>Refugees/displaced persons</b>	No specific mention.
<b>Social class</b>	No specific mention.

## Gender

**Women, girls and gender** Page 6, ARTICLE IV, OBLIGATIONS, PROHIBITIONS, SETTLEMENTS OF GRIEVANCES AND DISPUTES. Section 12. SPECIFIC PROHIBITIONS.  
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**Men and boys** No specific mention.

**LGBTI** No specific mention.

**Family** No specific mention.

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## State definition

**Nature of state (general)** No specific mention.

**State configuration** No specific mention.

**Self determination** No specific mention.

**Referendum** No specific mention.

**State symbols** No specific mention.

**Independence/secession** No specific mention.

**Accession/unification** No specific mention.

**Border delimitation** No specific mention.

**Cross-border provision** No specific mention.

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**Governance**

**Political institutions (new or reformed)** No specific mention.

**Elections** No specific mention.

**Electoral commission** No specific mention.

**Political parties reform** No specific mention.

**Civil society**

Page 3, Article I. ELEMENTS OF THE CLOSURE AGREEMENT, Section 4 COMMUNITY DEVELOPMENT.

The Parties have agreed to jointly undertake community development projects in the 57 areas identified in ANNEX C. These areas consist of the totality of barangays and sitios where the CBA-CPLA has established presence. For this purpose, a preliminary list of sub-projects was identified by the CBA-CPLA. Community development projects may include any kind of project that communities deem are needed to address issues affecting peace, provided they do not exclude anyone in the communities, basic services, income-generating projects for the benefit of the entire community, and capability building activities, provided they comply with the following procedures for selection:

a. The Joint Committee (JC) to be created under Article II shall undertake a community validation of proposed development sub-projects to ensure ownership of communities and transparency of decision-making. This will be undertaken through community consultations in areas where the sub-projects are to be implemented and led by the CBA-CPLA.

b. Upon validation, or submission of alternate proposals by the assemblies, in case communities do not concur, the sub-projects shall be subjected to a technical and financial feasibility review. This validation shall be contained in a community assembly resolution. The feasibility review will be undertaken under the JC's guidance and supervision.

... d. Community development projects shall be undertaken for two cycles, with one cycle consisting of 8-12 months. Each community will have a block allocation for the 2 cycles, the amount of which shall be determined annually by the JC.

e. The JC shall start social preparation (ground working and facilitating community meetings) for community development projects, in partnership with the Ili (Community)/ Tribal Council of Elders, and local government units (LGUs) upon the signing of this Agreement.

Page 5, ARTICLE II IMPLEMENTING MECHANISM. Section 9. STRUCTURE.

The implementation of this Agreement, especially the community development projects shall be governed by the following structures:

a. A Joint Committee (JC) composed of two (2) representatives from GPH, two (2) representatives from CBA-CPLA and one (1) representative from either civil society organization (CSO), academic institution or technical institution, mutually agreed by the Parties, shall be established. The JC, chaired by OPAPP, shall perform the following functions:

**Traditional/  
religious leaders**

Page 3, Article I. ELEMENTS OF THE CLOSURE AGREEMENT, Section 4 COMMUNITY DEVELOPMENT.

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**Public administration** No specific mention.

**Constitution** No specific mention.

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#### **Power sharing**

**Political power sharing** No specific mention.

**Territorial power sharing** No specific mention.

**Economic power sharing** No specific mention.

**Military power sharing** No specific mention.

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#### **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.

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#### **Rights related issues**

**Citizenship** No specific mention.

**Democracy** No specific mention.

**Detention procedures** No specific mention.

**Media and communication** No specific mention.

**Mobility/access** No specific mention.

**Protection measures** No specific mention.

**Other** No specific mention.

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### **Rights institutions**

**NHRI** No specific mention.

**Regional or international human rights institutions** No specific mention.

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### **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.

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## **Socio-economic reconstruction**

**Development or socio-economic reconstruction** Socio-economic reconstruction→Development or socio-economic reconstruction→Socio-economic development  
Page 3, Article I. ELEMENTS OF THE CLOSURE AGREEMENT, Section 5 INTER-MUNICIPAL AND INTER-BARANGAY DEVELOPMENT PROJECTS.

Recognizing the aspirations of the people of the Cordillera for economic development and for initiatives to allow the region to catch up with the rest of the country in achieving the Millennium Development Goals, the Parties agree to pursue implementation of development projects for the benefit of barangays and municipalities where CBA-CPLA has established presence.

In pursuing development projects, the JC herein below mentioned shall:

a. Deliberate and prioritize the proposed projects submitted by the CBA-CPLA under ANNEX C.

b. Deliberate the technical feasibility and financial viability of such projects and approve an annual development plan consisting of priority projects and their financial and technical designs. These projects will be endorsed for funding to government agencies or donors.

Page 4, Article I. ELEMENTS OF THE CLOSURE AGREEMENT, Section 7. TRANSFORMATION OF CBA-CPLA INTO A SOCIO-ECONOMIC ORGANIZATION.

... d. The Parties shall craft and implement a five-year partnership strategy that will sustain economic development efforts between GPH and CBA-CPLA, beyond closure, including drawing the support of donors, the international community, the private sector and the LGUs.

**National economic plan** No specific mention.

**Natural resources** No specific mention.

**International funds** Page 4, Article I. ELEMENTS OF THE CLOSURE AGREEMENT, Section 5 INTER-MUNICIPAL AND INTER-BARANGAY DEVELOPMENT PROJECTS.

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<b>Business</b>	No specific mention.
<b>Taxation</b>	No specific mention.
<b>Banks</b>	No specific mention.

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**Land, property and environment**

<b>Land reform/rights</b>	No specific mention.
<b>Pastoralist/ nomadism rights</b>	No specific mention.
<b>Cultural heritage</b>	No specific mention.
<b>Environment</b>	No specific mention.
<b>Water or riparian rights or access</b>	No specific mention.

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**Security sector**

<b>Security Guarantees</b>	<p>Page 2, Untitled Preamble, WHEREAS, since the signing of the peace agreement, cessation of hostilities has been upheld and respected by both parties.</p> <p>Page 6, ARTICLE IV, OBLIGATIONS, PROHIBITIONS, SETTLEMENTS OF GRIEVANCES AND DISPUTES. Section 12. SPECIFIC PROHIBITIONS. The development fund will not be used for activities other than those provided for in the Work and Financial Plan approved by the JC under this Agreement. Specifically, the funds cannot be spent for: (1) environmentally destructive activities, equipment, and goods; (2) arms and weapons; (3) activities that exploit children below 18 years old; (4) activities that exploit women; (5) anti-government activities and, (6) activities that go against legal beliefs, traditions, laws, and good morals.</p> <p>Page 7, ARTICLE IV, OBLIGATIONS, PROHIBITIONS, SETTLEMENTS OF GRIEVANCES AND DISPUTES. Section 13, CESSATION OF HOSTILITIES. The Parties shall continue to observe cessation of hostilities during and beyond the implementation schedule of this Agreement.</p>
<b>Ceasefire</b>	No specific mention.
<b>Police</b>	No specific mention.

**Armed forces**

No specific mention.

**DDR**

Security sector→DDR→DDR programmes

Page 2, Article I. ELEMENTS OF THE CLOSURE AGREEMENT,  
Section 2. FINAL DISPOSITION OF ARMS AND FORCES.

The Parties have agreed to a gradual process of disposition of arms and forces to be completed within eight (8) months from the signing of this Agreement, guided by the following:

a. The Parties shall implement a package on integration activities, as specified in Section 3, and the final disposition of arms and forces of 1,099 members. The integration package shall include a range of options such as integration into the AFP, employment as forest guards of the Department of Environment and Natural Resources (DENR); livelihood, or job placement as spelled out in Section 3 of this Agreement. The integration into the AFP shall be subject to AFP rules and regulations. Further, in case of integration, only a total number of 120 shall be integrated.

b. All firearms shall be properly under the guidelines of the Philippine government's firearms registration rules, and / or turned in, in return for the economic reintegration. Firearms that cannot be registered under the government's rules shall be surrendered and compensated based on the recommendation of a Valuation Committee on serviceability and fair value. The Valuation Committee shall be created within thirty days upon approval of this Agreement to be composed of OPAPP, CBA-CPLA and AFP representatives

All forms of explosives shall be surrendered.

c. A profiling of the CPLA members and their firearms shall serve as the basis for establishing a Master List to pursue the option above.

d. The GPH shall conduct regular monitoring and evaluation of the progress of the disposition of arms and forces and integration program.

Page 2-3, Article I. ELEMENTS OF THE CLOSURE AGREEMENT, Section 3. ECONOMIC REINTEGRATION OF CPLA MEMBERS.

CPLA members shall be provided assistance in securing or other source of income, including livelihood projects, as a step towards disarmament. The range of options for integration includes integration into the armed forces, employment as forest guards, subject to DENR requirements, skills training and job placement or other forms of income generating activities. In case when livelihood projects are the feasible options, upon an assessment of labor markets and economic development potential of the area where the CPLA members wish to reside, livelihood project proponents shall receive technical assistance and training in entrepreneurial development of such skills as may be required to assist them in successfully implementing their projects

a. A Joint Committee (JC) shall conduct profiling of the 1,099 CPLA members submitted by the CPLA leadership under ANNEX B. The profiling shall form the basis of deciding on livelihood, income-generating intervention, employment and integration into the AFP.

<b>Intelligence services</b>	No specific mention.
<b>Parastatal/rebel and opposition group forces</b>	<p>Page 4, Article I. ELEMENTS OF THE CLOSURE AGREEMENT, Section 7. TRANSFORMATION OF CBA-CPLA INTO A SOCIO-ECONOMIC ORGANIZATION.</p> <p>In order for the CBA-CPLA to be transformed into a socio-economic organization, the following shall be implemented accordingly by the Parties.</p> <p>a. The Parties have agreed to assist each other to transform CBA-CPLA into a potent economic unarmed force within the next two (2) years.</p> <p>b. The CBA-CPLA, with the assistance of the GPH, shall apply for its immediate accreditation as a legal organization for management of resources and day-to-day operations. For this purpose, the GPH shall co-convene a pre-incorporation meeting within thirty (30) days from the signing of this Agreement to decide on matters required for the incorporation of the new entity.</p> <p>c. The GPH shall provide support and venues for capacity building on organizational development of CBA-CPLA transition to a legal organization.</p>
<b>Withdrawal of foreign forces</b>	No specific mention.
<b>Corruption</b>	No specific mention.
<b>Crime/organised crime</b>	No specific mention.
<b>Drugs</b>	No specific mention.
<b>Terrorism</b>	No specific mention.

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**Transitional justice**

<b>Transitional justice general</b>	No specific mention.
<b>Amnesty/pardon</b>	No specific mention.
<b>Courts</b>	No specific mention.
<b>Mechanism</b>	No specific mention.
<b>Prisoner release</b>	No specific mention.

<b>Vetting</b>	No specific mention.
<b>Victims</b>	No specific mention.
<b>Missing persons</b>	No specific mention.
<b>Reparations</b>	No specific mention.
<b>Reconciliation</b>	No specific mention.

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**Implementation**

<b>UN signatory</b>	No specific mention.
<b>Other international signatory</b>	No specific mention.
<b>Referendum for agreement</b>	No specific mention.
<b>International mission/force/similar</b>	No specific mention.

**Enforcement mechanism**

Page 5, ARTICLE II IMPLEMENTING MECHANISM. Section 9. STRUCTURE.

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1. Oversee the management, operation and utilization of resources in the implementation of development projects in CBA-CPLA communities and for their members. Project prioritization and approval shall be exercised by the Committee;
2. Provide referral services to concerned public and private agencies for the employment and income generation of CPLA members that may not be addressed by the terms of this Agreement;
3. Establishing a Project Clearing Team (PCT) to facilitate the process of disbursement, accounting and auditing of project funds consistent with the approved development projects: and
4. Create Monitoring Teams (MT), both independent and internal, to ensure the proper implementation of the development projects and the utilization of funds.

b. An Implementation Group (IG) which shall be created by the JC shall undertake on the ground implementation, in collaboration with communities and appropriate agency. This shall lead in the completion of the projects in the community. The concerned regional line agencies shall be tapped to provide assistance for this purpose. The IG shall also be responsible for the submission of quarterly status reports, consisting of physical and financial information.

**Related cases**

No specific mention.

**Source**

UN Peacemaker  
<http://peacemaker.un.org/philippines-closure-agreement2011>

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