MALACAÑANG
Manila

BY THE PRESIDENT OF THE PHILIPPINES

ADMINISTRATIVE ORDER NO. 172

CREATING THE NATIONAL COMMITTEE ON SOCIAL INTEGRATION (NCSI), PROVIDING FUNDS THEREOF AND FOR OTHER PURPOSES

WHEREAS, the Government pursues a comprehensive peace process agenda that calls for a principled negotiated settlement with all armed rebel groups under the Rule of Law and in accordance with the Constitutional processes;

WHEREAS, social integration, which is the process involving the management of forces, arms and ammunitions of former rebels and their transition to civilian life, is considered an integral part of the peace process and post-conflict security reform, and as essential confidence-building and peace building measure;
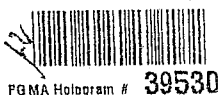
WHEREAS, social integration requires the convergence of efforts between and among non-government agencies (NGAs), local government units (LGUs) and other stakeholders;

NOW, THEREFORE, I, GLORIA MACAPAGAL-ARROYO, President of the Republic of the Philippines, by virtue of the powers vested in me by law, do hereby order:

Sec. 1. Creation. There is hereby created the National Committee on Social Integration (NCSI) under the Office of the Presidential Adviser on the Peace Process (OPAPP) to implement the Social Integration Program (SIP) for rebel groups.

Sec. 2. Functions. NCSI shall have the following functions and responsibilities:

a. To provide over-all policy direction, as well as to manage, coordinate, monitor and evaluate the implementation of the SIP, including the amnesty program;

b. To update the policy framework and guidelines as appropriate or as the need arises;

c. To tap funding/donor agencies, both domestic and international, for technical assistance and financial support for the SIP;

Sec. 3. Composition. NCSI shall be headed by an Undersecretary of OPAPP, and shall be composed of representatives of the following government departments/agencies as members;

a. Office of the National Security Adviser
b. Department of National Defense
c. Department of the Interior and Local Government
d. Department of Justice
e. Department of Social Welfare and Development; and
f. Department of Foreign Affairs

Sec. 4. Administration and Institutional Cooperation. The OPAPP shall serve as secretariat to provide technical and administrative support to the NCSI. NCSI shall call upon other government agencies to provide the necessary support to the Program and in the fulfillment of its mandate.

Sec. 5. Policy and Operational Framework. The attached Policy and Operational Framework which shall govern the Program is hereby adopted. It may be updated by the NCSI in view of the constantly evolving nature of the program.

Sec. 6. Funding. The Office of the President, through OPAPP, shall provide the funds for the operations of NCSI.

Sec. 7. Effectivity. This Administrative Order shall take effect immediately.

Done in the City of Manila, this 23rd day of March in the year of Our Lord, Two Thousand and Seven.

Gloria M. Arroyo

By the President:

EDUARDO R. ERMITA
Executive Secretary

SOCIAL INTEGRATION PROGRAM FOR FORMER REBELS: POLICY AND OPERATIONAL FRAMEWORK

Social Integration Program (SIP) involves a set of interventions for ex-rebels and their dependents. It includes the management of forces, arms and ammunitions of former rebels and their transition to civilian life. This is commonly known as Disarmament Demobilization and Reintegration (DDR) in international usage. It is a major part of the peace process and an essential confidence building measure. However, the term DDR bears some sensitivities to some sectors of the target group, hence the term "social integration" program is hereby proposed to address the DDR programs for former rebels.

This policy and operational framework shall apply to former rebels with expressed desire to re-enter society and return to the fold of the law, even in the absence of a peace accord (as in the case of the NPAs).

In the case of the MILF, discussions on the SIP will begin even while the peace negotiations are on going.

I.   DEFINITION OF TERMS

1. **Arms Management** – is the collection, control and disposal of small arms, light and heavy weapons, ammunitions and explosives, including its derivatives, from former rebels.

2. **Force Management** – is the process by which former rebel organizations are completely disbanded/dissolved, and their military structures and facilities are converted into productive units.

3. **Integration** – is the process whereby former rebels adapt socially and economically to civilian life by providing access to economic, social and political opportunities.

II.   OBJECTIVES

The goals of SIP are both short and long term. The immediate goal of the SIP is the improvement of security conditions (restoration of peace and security) to allow for peaceful social and economic activities, while the long term goal is the sustained social and economic reintegration of ex rebels into a peaceful society. However, SIPs are not comprehensive development projects, but temporary measures to facilitate the transition from war to peace. The SIP to be sustained and successful in the long term, it must be integrated and supported by interventions for post-conflict rehabilitation and social and economic development.

Short-Term : To collect, control and dispose small arms, weapons, ammunitions and explosives, including its derivatives, from former rebels

To dissolve rebel organizations

To convert military structures and facilities of former rebel organizations into productive units

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To address the economic and psycho-social needs of former rebels in their transition to peaceful civilian life.

Long-Term : To sustain the social and economic integration of former rebels into peaceful society.

III.   POLICY

The following policies shall govern the implementation of the SIP:

a) The policy of amnesty and reconciliation shall be adopted.
b) All existing policies on loose firearms shall apply.
c) Criminal elements/persons charged with common crimes shall not be covered by the Social Integration Program.
d) Entitlements and benefits shall be immediately provided upon turn-over and valuation of firearms.
e) All weapons collected shall be destroyed.

IV.   PRINCIPLES AND GUIDELINES

The following principles and guidelines shall be adopted for the SIP:

a. The SIP is community-based and involves the participation of all the stakeholders such as, but not limited to, local government units, NGOs, civil society/people's organizations, private sector, traditional/religious leaders and former rebels/combatants.
b. The safety and protection of the rights of the rebels and those who will participate in the SIP process shall be guaranteed.
c. The SIP office shall be responsible for the effective control and management of the SIP process.
d. All weapons collected shall be openly and immediately destroyed.
e. The principle of cooperation and consultation between and among all the parties in the conflict shall be applied in all phases of the SIP program.

V.   COVERAGE

SIP shall apply to former rebels covered by peace agreement/s, as well as other rebels with expressed desire to re-enter society.

VI.   PROGRAM

The SIP shall have 3 major components namely, the Organizational or Pre SIP Phase, the Force Management Phase/Arms Management Phase and the Integration Phase, and shall be implemented over a period of three years. All the phases of the SIP are interconnected and the successful completion of each phase is essential to the success of the others.

Organizational or Pre SIP Phase

For the SIP to be successful, certain activities must advance and be undertaken before arms and force management and integration can take place. Among these activities are the establishment of the unit within OPAPP to handle the planning and implementation of the SIP, the Proclamation of the President of an Amnesty and community preparation. Shared political will and a policy of amnesty and reconciliation create the best conditions for successful integration program. The SIP office would provide focus for technical assistance lesson learning and accountability.

Community preparation includes an information and education program for the rebel, the LGU and the community to inform them of the social integration program of the government and the support needed from them. Normally, ex rebels are viewed by the community as a potential security threat and they are viewed with fear and suspicion as well as resentment. Awareness and information campaigns help to condition expectations of the local population and may also help raise support of the community for the program. It can also create a secure environment for the program.

The participations of international institutions and NGOs, particularly donor countries and the United Nations, and the private sector in the SIP shall likewise be explored.

The organizational phase will start as soon as this policy and operational framework is approved by the President.

Social Integration

It is useful to distinguish the three phases of social integration, each with a specific objective. Hence, these phases should not be considered isolated or ordered in a chronological sequence. More realistically, different parts of the SIP overlap and are implemented in parallel, in different locations, targeting different groups.

Special attention should be given to the social integration of women and children who have participated in one way or another in the conflict and may have been rejected by their families or communities of settlement.

Further to this, the negative impact of the SIP programs on the marginalized and other poor groups in the society should be addressed.

a. Force Management Phase/Arms Management Phase

The force management phase entails the disbanding of armed units and the conversion of its facilities into productive structures. This will include planning for halfway houses or quartering, registration and discharge. Half-way houses (encampments) are not intended to host ex-rebels for a long time, but adequate facilities, food supplies and medical assistance are important to maintain discipline and security. Orientation briefings on planned and existing programs will be provided covering economic information, political and legal information as well as civil rights and responsibilities. However, the briefing should also limit the expectations of ex-rebels on what the government can offer.

The arms management phase forms an integral part of force management, and involves the process whereby weapons, ammunitions and equipment as well as uniforms and other rebel paraphernalia are handed over to authorities for safe storage and eventual destruction.

This phase also includes the conversion of rebel facilities and structures into productive units such as community centers, day care centers, market areas, etc.

b. Integration Phase

Economic integration aims to provide ex-rebels including women and children with financial independence through employment, education, training, skills development, access to land and micro credit support.

The integration phase focuses on development projects and employment creation as well as psychosocial interventions for target groups, while providing for the immediate short-term needs of rebels after their official disbandment. This process will address the needs and doubts of ex-rebels, their obligations and provide them a realistic idea of their

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limited prospects and chances in the labor market and the challenges of the transition to civilian life.

Briefings will cover on government programs, business opportunities, limited employment opportunities and the available assistance and training programs for former rebels and how they can access these programs.

Assistance may include housing, medical care, food and education. (The distribution of cash allowances has proven to be the most effective and efficient way to provide integration assistance because of reduced transaction cost and because cash payments can adapt more closely to the needs of beneficiaries).

Post discharge orientation shall cater to more specific needs in the context of community resettlement such as information about the place, economic opportunities, social networks and their responsibilities.

These phases shall be implemented in conjunction with the other components of a peace agreement, such as rehabilitation and development of conflict-affected areas, and healing and reconciliation, among others.

The attached matrix indicates the specific activities with the corresponding time frame and responsible implementing agencies. These activities shall be under the SIP unit of the OPAPP.

VII.   MONITORING AND PROGRAM REVIEW

In order to determine the progress of the SIP, a monitoring and evaluation system will be established. The unit shall conduct assessment of the programs being implemented by the line agencies and formulate recommendations to enhance the implementation of the SIP.

VIII.   FUNDING

The amount of P300,000,000.00 is hereby proposed as the initial funding requirement to jumpstart the SIP. This shall be sourced from the government. The total program requirement shall be submitted after the action plans have been prepared.

IX.   CONCLUDING STATEMENT

Experiences of countries which have undergone DDR or integration programs have shown that sufficient funding is necessary to complete the implementation of the program and to provide for contingencies in a flexible way. Failure to complete SIPs may jeopardize the entire process and obstruct recovery of ex-rebels.

A distinct feature of this proposed SIP is the monitoring and evaluation of program implementation, covering the projects and beneficiaries. The results of the evaluation will serve as basis for improving program implementation.

SOCIAL INTEGRATION PROGRAM
Process Flow

Activities	Responsible/Task
I. Pre-SIP Phase	
1. Establishment of the Office	OPAPP
1.1. Administrative requirement	
1.2. Personnel recruitment and hiring	
1.3. Systems and procedures, i.e. database system	
1.4. Sourcing of Technical and Financial Assistance	
1.5 Defining the Role of International Organizations in SIP implementation	
1.6 Computation of the Total Capital Requirement of the SIP (program and National Committee (NC) requirements)	• Common/equipment for program
2. Preparing the SIP implementation	
2.1. Coverage of SIP (source: OB list)	DOJ, AFP, PNP, OPAPP
• Projected no. of SIP applicants	
➢ By organization	
➢ By location	
➢ By batch	
• Projected no. of firearms in possession	
➢ Criteria for valuation to be prepared by AFP	J2. J7, PNP, OPAPP
• Projected no. of families involved	• To be approved by the NC
➢ By location	
2.2. Site identification and selection of:	OPAPP, AFP, PNP, LGU
• assembly areas	• Requirements of the assembly and cantonment areas
• processing centers	
➢ halfway houses	
➢ weapons storage	• Buildings, supplies, logistics
➢ collection areas	
➢ Supplies storage areas	• Training rooms
➢ disposal areas	• Hospitals and local medical teams
• requirements and criteria per structure	• checklist
2.3 Logistical requirements:	
• Supplies and equipment	AFP, PNP, OPAPP, DOH, DSWD
➢ required forms, i.e. ID, physical and medical examination forms, checklist per rebel, computers, etc...	
• Transportation	
• Clothing and individual equipment (CIE)	- toiletries
• Food and medicine	- Duration in the processing centers (field kitchen or local caterers)
2.4. Security and Evacuation Plan (to consider the number of personnel involved in	AFP, PNP - vehicle

Activities	Responsible/Task

SIP)
 	
 2.5. Communication Plan: tri-media
      ▪   Public Information and Advocacy
      ▪   Pre-SIP
      ▪   During
	OPAPP, AFP, PIA
	 - communication system

3. Community Preparation
 	
 3.1.   Conduct Area Study on:
      ●   existing livelihood
      ●   resources available (i.e. LGU/private sector capacities, participation and willingness to participate; NGO, international org.)
      ●   medical and dental facilities (public and private hospitals
	OPAPP

3.2.   Conduct of Social Acceptability Survey
      ● Community preparedness to accept rebels
      ● Community commitment to assist the rebels
 	
 4. Issuance of an Amnesty proclamation
	OPAPP
	 - forms
	 - type of assistance that can be provided

II-A. Arms Management Phase
 	
 1. Assembly by batch/location/individual or group
 	
 2. Registration and processing:
      ●   interview: forms; checklist
      ●   authentication (based on OB)
      ●   requirements for authentication
      ●   ID issuance: information sheet/biometrics
 	
 3. Briefing/orientation about the SIP and about the returned weapons
      ●   types of weapon
      ●   valuation
      ●   weapon's disposal
      ●   pool of trainors
 	
 4. Turn-over of weapons and uniform
      ●   receipt of the gun, tag
 	
 5. Payment:
      ●   by nature
      ●   by type
 	
 6. Provision of clothing and individual equipment (CIE)
 	
 7. Physical and medical examination
 	
 8. Short-term relief interventions (cash/kind)
 	
 9. Weapons disposal plan
	AFP, PNP, OPAPP, DOJ
	
	 - flow chart

Activities	Responsible/Task
II-B. Force Management Phase	

1. List of units/camps
  • location
  • size
  • facilities
	OPAPP, AFP, PNP

2. Deactivation of rebel organizations • deactivation plan	AFP, PNP
3. Conversion of rebel military facilities into productive purposes • conversion plan	
4. Discharge from halfway houses • discharge certificate/s, safe conduct pass	

5. Travel to residences or training centers
  • with families
  • with provisions according to needs: allowance, shelter	

6. Integration into the communities
  • as group
  • as individual	

III. INTEGRATION or Socio-Economic Transformation	
1. Validation of FR needs – whether the needs identified match available opportunities/skills of FRs	Inter-agency, LGUs
2. Environmental scanning and resource appraisal	LGUs, Business Community, NGOs
3. Local reintegration planning (LRP) – matching individual needs with services available	OPAPP
4. Implementation, monitoring and evaluation of the LRP 4.1 Insertion, inclusion or return in the society (short term relief interventions)	• Within two (2) years

• Housing – location/cost
    • Medical care and counseling
    • Food
	DSWD, DOH, OPAPP

• Education for children/wives • Identification of additional and specific needs of FR and their families	DepEd/TESDSA/CHED
• Needs assessment of FRs – addressing FR needs with available resources: jobs, etc.	• Addressing FR needs with available resources: jobs, etc.
• Reunification of families • Reintegration subsidies and allowances that are designed to facilitate the immediate resettlement following FRs' discharge from active service; empowering FR to take charge of their lives	OPAPP • Computation of total assistance per rebel

Activities	Responsible/Task
4.2 Social and economic reintegration (medium to long-term) – Reorientation Programs with briefings, counselling and training that would take into account the different personal situations of the FR and offer assistance for a return to civilian life.	• Within two (2) years • Government programs which FRs can avail; how to avail programs • Business prospects in areas of rebels: loans and terms

•   Teams of professionals shall be identified to discuss the following issues:
     ➤   Accommodation
     ➤   Education and training (training options: Live in; in accredited institutions; OJTs with allowance)
	Identified with line agencies
	• OPAPP to cover cost attending training

➤ Economic activities – available packages in place	• Cash allowance and severance pay - 4 months allowance - 12 months alloance • Clothing and food ration for 2 weeks

➤   Medical and health – hospitals and medical facilities available
     ➤   Psychological support and counseling
     ➤   Legal and civic matters – those with pending cases
     ➤ Others	

4.3   Monitoring of ex-combatants/FRs
•   Evaluation of Program – annual
•   Additional assistance to be provided, including post-discharge counseling
•   Monitoring systems: to determine status of projects
     ➤   Reporting schemes
     ➤   Feedback mechanism
     ➤   Social status
	• Within five (5) years